
Standards and Goals

● Committee Report

Illinois Association of Chiefs of Police



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Standards and Goals Committee Report

Illinois Association of Chiefs of Police

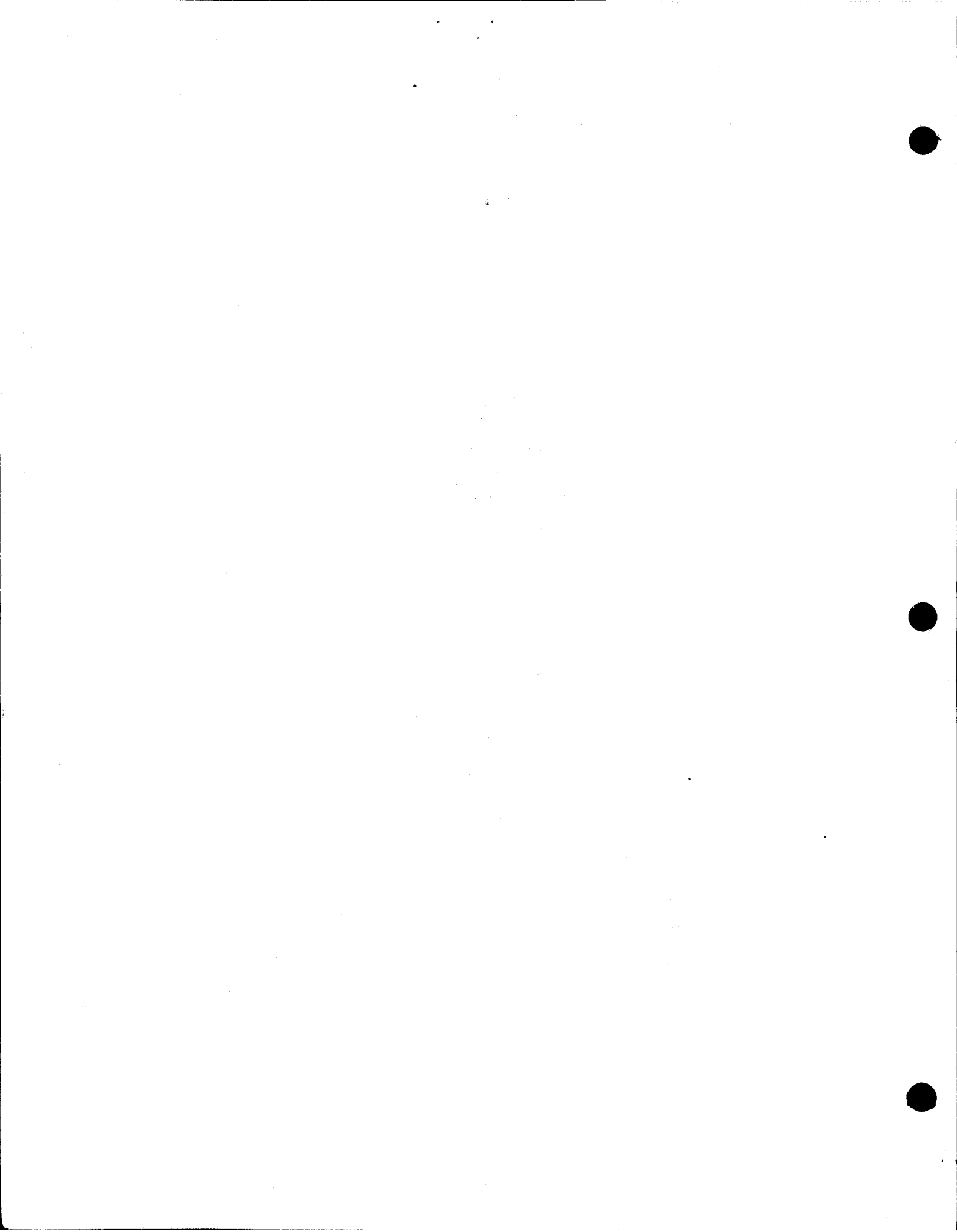
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The preparation of this report - Contract #5006 - was made possible through funding from the Illinois Law Enforcement Commission according to the provisions of the Omnibus Crime Control Act of 1974, as amended.



STANDARDS AND GOALS COMMITTEE REPORT
ILLINOIS ASSOCIATION OF CHIEFS OF POLICE
November 16, 1977

The standards and recommendations in this volume represent the consensus of Illinois municipal police chief executives, and the consensus of the representatives of other Illinois law enforcement organizations on the Committee, as to the minimum standards for professional law enforcement which the public should expect to be achievable by Illinois state and local officials and government.

No person who participated in the standards development process is likely to be fully satisfied with those developed, nor is any concerned citizen or public official or law enforcement officer to be expected to be fully content that his or her perceptions of need have been met. However deficient this work may be in attaining differing views of the ideal, the goal of the Illinois Association of Chiefs of Police, whose members unanimously directed undertaking this project, has been achieved.

The members' goal was to achieve written standards for their profession which are as "progressive" as the realities of government in Illinois in 1977 and the next few years permit. A wealth of experience and practical wisdom agrees that these standards are a practical consensus which, if achieved, would resolve many of the most urgent deficiencies of Illinois law enforcement. The public we serve and the talented members of the organizations we direct can expect adherence to these standards to result in obvious and significant improvement by Illinois law enforcement agencies.

I feel an extra expression of gratitude is owed to Don R. Dering, the former Police Chief of Winnetka, who we snatched from retirement following 29 successful years of police work. He has the distinct honor of having been the President of both the Illinois Association of Chiefs of Police and the International Association of Chiefs of Police. He is a man with national level experience in the Standards and Goals process, having served on major projects, including the National Advisory Commission on Criminal Justice Standards and Goals Report, Police. This report served as a cornerstone of our Committee's efforts. As a direct result, the work of the Committee progressed smoothly to completion and my role as Chairman was materially eased and reduced.

This experience as Project Chairman has altered the myths and stereotypes which I held as to organizations, individuals, and the potential for change of Illinois law enforcement leadership. Knowledgeable readers will recognize the deeply held beliefs and traditions which are challenged in these standards--challenged by my professional colleagues, not by critics external to the police service, although this criticism received more careful consideration than they might believe.

Throughout the debate, no discussion failed to involve the difficulties of implementing whatever standards might result. If it were within the power of my colleagues, I am sure the extensive legislative and police and organizational changes recommended by these standards would be made. But in real life most of these changes can occur only by action of the state legislature and city councils and the officials of the myriad other agencies who permit or restrict progress by law enforcement chief executives.

The police administrator worth his pay can be expected to know these standards and to work hard to implement them in an orderly manner. This is our undeniable responsibility which we will discharge because it is our duty. Our challenge, however, is to provide leadership and energy and inspiration to all the citizens and representatives of the citizens whose cooperation and coordinated action is needed if these standards are to become a reality, rather than an exercise in professional dreaming.

Therefore, it is clear that the members of the Illinois Association of Chiefs of Police, assisted by their other law enforcement organization colleagues, have only begun their effort with completion of these standards.

If we hope to avoid the pains of frustrated expectations, we must now proceed to the immensely more difficult tasks necessary for converting the words of this work into the reality of Illinois law enforcement and government performance.



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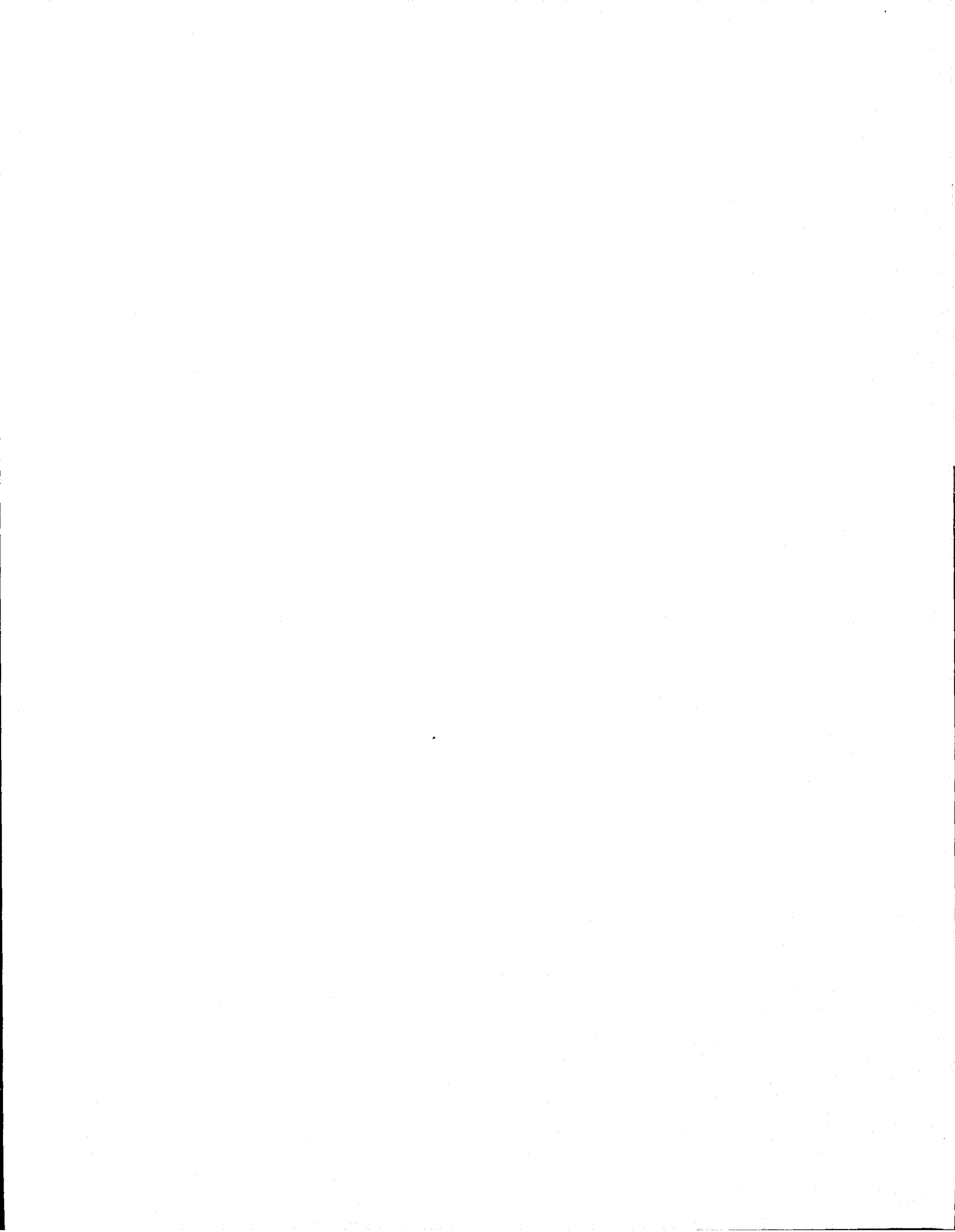
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Standards and Goals Committee Report

Illinois Association of Chiefs of Police





FOREWARD

THE PURPOSE

The Illinois Association of Chiefs of Police charged its Standards and Goals Committee with a unique and challenging mission. The Committee was to develop and publish a series of practitioner-validated law enforcement standards. A broad range of input was to be utilized to insure appropriate consideration of the widely divergent needs and problems which exist in the State of Illinois. The concepts were to be pragmatic rather than philosophic in form and were to be specifically applicable to Illinois law enforcement needs. Although timely in nature, the concepts were to provide both a foundation and a stimulus for the continuing growth of professionalism, combatting crime and providing more effective police service to the people of Illinois.

A perusal of this report will show clearly that the mission was accomplished in an exemplary fashion. Illinois police chief executives can immediately utilize the Report in planning, coordinating and delivering police service both in their jurisdictions and in cooperation with their colleagues. Further, the application of the accumulated experience, wisdom and foresight encompassed by the Report can add substantially to the quality of future police service in Illinois.

THE PEOPLE

The President of the Illinois Association of Chiefs of Police, working in concert with the Chairman of the Standards and Goals Committee, utilized three major guides in recruiting and assigning people to the Committee and Sub-Committees of the Project:

1. They had to be people whose career success and contributions to law enforcement were recognized and appreciated by their colleagues;
2. They had to have the professional attitudes essential to effective communication and cooperation with their fellow members; and
3. They had to be able to commit themselves to expending the time and energy essential to the successful completion of the Project.

The quality of the members selected became quickly apparent.

The cross-sectional representation of law enforcement from throughout Illinois included police chief executives from agencies with less than 10 officers to one with more than 10,000 officers. These executives were joined and supported by representatives of

line officers, elected officials, appointing authorities and the Sheriffs of Illinois. The members came from the deep south and the far north of the State, as well as from rural, suburban and metropolitan areas. They gave more than one thousand man-hours to the Project and achieved a remarkable meeting attendance record exceeding 87 percent.

Free interaction and absence of parochial interests was the norm at every meeting. Traditional barriers to communication were at no time in evidence. This resulted in a significant example of what can be accomplished by professionals when given the resources and reason to act on behalf of their profession.

THE PROCESS

The Committee and Sub-Committee members began their work with a joint meeting in Springfield, Illinois in October, 1976. At this meeting they made the primary decisions relating to the methodology to be utilized in fulfilling their mission.

They determined that the Report should include statements which represented a concensus position of the Committee rather than strive for the unrealistic goal of total unanimity on each issue. Consequently, they decided that only those standards which received an affirmative vote from at least eight of the fifteen Committee members would be included in the Report. As a matter of record, they achieved unanimous approval of more than 95 percent of the included Standards and Recommendations!

In addition to their own expertise, the Committee and Sub-Committee members had a wealth of excellent published material from which they drew extensively. Among those works utilized in the preparation of the Report were:

1. The National Advisory Commission on Criminal Justice Standards and Goals Report, Police.
2. The International Association of Chiefs of Police work, A Comparative Analysis of the ABA Standards Relating to the Urban Police Function with the Report on the Police by the National Advisory Commission on Standards and Goals.
3. The International Association of Chiefs of Police report, The Police Chief Executive Report.
4. The National Advisory Commission on Criminal Justice Standards and Goals, Private Security Task Force Report.

Copies of these works were distributed to all Committee and Sub-Committee members. Sub-Committees, chaired by a Committee member, reviewed this material for standards applicable to Illinois. The Sub-Committees were chaired by a Committee

member to insure effective communication. Where issues and concerns unique to the State were recognized, the Sub-Committees did not hesitate in addressing them through Standard or Recommendation statements.

The Committee examined 158 potential Standards and/or Recommendations. Over the course of their deliberations, 26 Standards and/or Recommendations were deleted as not applicable to Illinois or were combined with another statement. In the end, the Committee had approved 132 Standards and/or Recommendations.

A genuine respect for and appreciation of the quality of the source documents resulted from the members scrutiny of these documents. Consequently, staff was directed to include excerpts from the source documents in this Report when the excerpts reflected or expressed the opinions and positions of the members. Where source document material was nonexistent or where it was inadequate to fully clarify and express the purpose and scope of the statement, Illinois Commentary was developed. In addition to demonstrating the bond of Illinois Law Enforcement practitioners with the overall profession, this decision relieved staff of the responsibility for "re-inventing the wheel".

THE PRODUCT

The Report is intended to serve as a practical, functional and reliable guide for those who have a responsibility for serving the people of Illinois through all aspects of police service. It can be utilized by police chief executives, governmental administrators, legislators and police practitioners at all levels. A familiarity with its contents can assist citizens in working with their own agencies toward crime reduction and safer communities.

As a working document, the Report is presented as a series of individual statements, which can be removed from the Report in their entirety to insure flexibility in the use of the Report. In addition to operational flexibility, this design feature also permits the inclusion or deletion of material as the Report undergoes future amendment or expansion.

It was the expressed opinion of the Project members that the Report should be reviewed and updated at least every 5 years to insure that it retained its integrity as a contemporary operational document.

Readers of the Report should understand clearly that its authors have not usurped the prerogatives of their colleagues by providing a series of rigid, unassailable and unalterable directives. Rather, they have produced a unique meld of professional tools.

The impact of this Report on the safety of the people of Illinois will be measured by the number of hands which grasp and apply these tools in fashioning the quality of our future police service.

Considered in its entirety, the Report emphasizes that a primary ingredient of effective police service is the informed and active support of the police by the citizens they serve. If the hands which grasp these tools are those of the citizen and the police chief executive, joined in common purpose with legislators and representatives of the entire Criminal Justice System, the primary goal of this Report will have been achieved.

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Standards and Goals Committee Report

Illinois Association of Chiefs of Police



ILLINOIS STANDARD 1.1

THE POLICE FUNCTION

Every police chief executive immediately should develop written policy, based on policies of the governing body that provides formal authority for the police function, and should set forth the objectives and priorities that will guide the agency's delivery of police services. Agency policy should articulate the role of the agency in the protection of constitutional guarantees, the enforcement of the law, and the provision of services necessary to reduce crime, to maintain public order, and to respond to the needs of the community.

1. Every police chief executive should acknowledge that the basic purpose of the police is the maintenance of public order and the control of conduct legislatively defined as crime. The basic purpose may not limit the police role, but should be central to its full definition.

2. Every police chief executive should identify those crimes on which police resources will be concentrated. In the allocation of resources, those crimes that are most serious, stimulate the greatest fear, and cause the greatest economic losses should be afforded the highest priority.

3. Every police chief executive should recognize that some government services that are not essentially a police function are, under some circumstances, appropriately performed by the police. Such services include those provided in the interest of effective government or in response to established community needs. A chief executive:

a. Should determine if the service to be provided has a relationship to the objectives established by the police agency. If not, the chief executive should resist that service becoming a duty of the agency;

b. Should determine the budgetary cost of the service; and

c. Should inform the public and its representatives of the projected effect that provision of the service by the police will have on the ability of the agency to continue the present level of enforcement services.

d. If the service must be provided by the police agency, it should be placed in perspective with all other agency services and it should be considered when establishing priorities for the delivery of all police services.

e. The service should be made a part of the agency's police role until such time as it is no longer necessary for the police agency to perform the service.

4. In connection with the preparation of their budgets, all police agencies should study and revise annually the objectives and priorities which have been established for the enforcement of laws and the delivery of services.

5. Every police agency should determine the scope and availability of other government services and public and private social services, and develop its ability to make effective referrals to those services.

6. Written policies developed by the police chief executive relating to the police function should be distributed to all employees of the agency and made available to the public.

NAC COMMENTARY EXCERPTS

If the overall purposes of the police service in America were narrowed to a single objective, that objective would be to preserve the peace in a manner consistent with the freedoms secured by the Constitution. The police alone do not bear the responsibility for preserving a peaceful society; that responsibility is shared by each element of society--each person, each institution, and each area of government. However, because crime is an immediate threat to the order of all communities, the police exist to overcome that threat and to reduce the fear of it.

Maintaining order requires far more than making arrests for violations of the law. The police must deal with many situations where, although a crime may not have been committed, the safety and order of a community may be threatened. Conflicts between individuals, the failures of other municipal or social services, accidents, and natural disasters are among the many events that can threaten a community.

The degree to which society achieves public order through police action depends on the price that its members are willing to pay. That price is measured, generally, in tax levies and the surrender of certain liberties. For example, if the people were willing to live in a totalitarian state where the police had unlimited resources and power, they might find their parks always safe to walk in but impossible to enjoy. Obviously, a balance must be struck that permits enough freedom to enjoy what is secured by sacrificing unlimited freedom. The balance must be determined by the people if a productive relationship with their police is to be achieved.

Because the responsibility for law enforcement and the provision of police services to meet local needs are properly borne by local government, it would be unrealistic to establish rigid priorities for all police agencies in the United States. Priorities regarding the police role are largely established by the community the police agency serves.

Once established, an agency's police role should be put in writing so that police employees have a model, and members of the public have a standard by which to measure police performance.

Such ordinary police duties as taking suspected law violators into custody, investigating reported crimes, and using force when necessary are sanctioned by statute and by public opinion. However, when the police seek out unreported crime and deter its commission, or become involved in conflicts when no crime has been committed, citizens may disagree about what police activities are proper and necessary.

Most police agencies routinely deploy officers on conspicuous and irregular patrol to create an impression of police omnipresence and to discover crimes in progress. Certain public or street crimes may be deterred by the threat of immediate apprehension. Officers on patrol do happen upon robberies, burglaries, and other crimes in progress. Even the most intensive patrol, however, can do little to suppress crimes committed out of anger, by the mentally ill, or in private homes.

Patrolling officers observe and attempt to correct conditions that provide an opportunity for crime. In order to preserve the peace and to prevent crime, they regularly question persons behaving suspiciously even if there may not be legal cause to make an arrest. These inquiries frequently lead to arrests for outstanding warrants, possession of narcotics or concealed weapons, burglary, robbery, and other serious crimes. They also may lead to the recovery of stolen property. In addition, written reports of the contact may result in a subsequent arrest by placing the subject in the area of a reported crime and by providing descriptive data leading to his identification.

The true effectiveness of police patrol as a crime deterrent is difficult to gauge. However, if patrols are conducted infrequently because of insufficient manpower, or if patrols are poorly deployed, whatever deterrent effect they may have is greatly diminished.

The police are frequently called upon to intervene in conflicts that, if unresolved, could result in crime. Such situations commonly include family, landlord-tenant, and businessman-customer disputes; control of unruly crowds; and quieting of loud parties.

Legal authority for police intervention is based upon their power to arrest for disturbing the peace or for disorderly conduct. Their effectiveness in restoring peace, however, frequently rests on their acceptance by the public as a neutral stabilizing influence or on the participants' belief that the police have more authority than they actually have.

The suggestion that a husband leave home for the night, that a landlord allow the removal of a tenant's furniture, or that a stereo be turned down is generally based more upon police experience than legal authority. However, mere police presence generally results in at least a temporary reduction in the possibility of crime. In addition, arrests are sometimes made for crimes committed prior to officers' arrival, or in their presence while attempting to mediate the situation.

The large-scale riots in major cities during the last 10 years have accentuated the role of the police in quelling civil disorders. The police have learned that these civil disorders are not restricted to large urban areas. Although the military or National Guard may be called in to support the police, original responsibility for suppressing civil disorder remains with the police, who must deal with those arrested as law violators.

Concern for the constitutional rights of accused persons processed by the police has tended to obscure the fact that the police have an affirmative obligation to protect all persons in the free exercise of their rights. The police must provide safety for persons exercising their constitutional right to assemble, to speak freely, and to petition for redress of their grievances.

Any definition of the police role must acknowledge that the Constitution imposes restrictions on the power of legislatures to prohibit protected conduct, and to some extent defines the limits of police authority in the enforcement of established laws.

The basic purpose of the police in any given jurisdiction is determined to a large extent by State and local law. Because there are innumerable Federal, State, and local statutes and ordinances to be enforced, and limited police resources to enforce them, full enforcement of all laws is not possible. Furthermore, it is not altogether certain that full enforcement, if possible, would be consistent with either legislative intent or the desires of those for whose benefit laws are enacted. That the police exercise discretion is well recognized, and that the police do not and cannot enforce all the laws all the time is implicit in a definition of the basic purpose of the police.

Police administrators must make the difficult determination of which reported crimes will be actively investigated and to what extent, and which unreported crimes will be sought out and to what degree. A determination must be made as to whether a reported theft warrants the same investigative resources as a crime of violence. Police must also assess the extent to which police resources should be used to suppress gambling, prostitution, and liquor law violations.

The law provides only general guidance. In their sterile statutory form, laws define crimes; classify them as felonies or misdemeanors; and assess penalties for them. But the law does not provide sufficient criteria to guide enforcement resource allocation, particularly at the local level.

In determining enforcement policies and priorities, police agencies should identify and direct primary attention to those crimes which are "serious": those that stimulate the greatest fear and cause the greatest economic losses. Beyond that, police agencies should be guided by the law, collective police experience, the needs and expectations of the community, and the availability of resources.

The role of the police has expanded greatly as society has become more complex. Many and varied demands have been made upon the police because of their unique authority. Dealing with alcoholics and the mentally ill, providing ambulance service, handling stray animals, and controlling vehicular and pedestrian traffic are but a few examples.

Because police are usually the only government representatives available around-the-clock, and because they have investigative resources and the authority to use force, the police are frequently called upon to perform municipal services that could more appropriately be performed by another agency of government. However, particularly in small cities and towns, the police are used to accomplish municipal objectives that could not otherwise be performed efficiently.

The police role must be determined at the local level by the police chief executive. He should state policy assuring that the objectives, priorities, policies, and practices adopted by the agency are consistent with the law, the needs of local government, and the public. This policy will guide the operational decisionmaking of the police under his command.

The concept of a flexible police role, adjustable to local conditions, does not require police agencies to accept submissively the imposition of duties basically unrelated to their essential purpose. On the contrary, effective and efficient police management requires that police agencies restrict themselves as far as possible to the provision of services that directly or indirectly serve to achieve their basic objective of preserving the peace and protecting constitutional guarantees.

Thus, while it may be appropriate in certain instances for a police agency to perform a nonpolice function, such as providing ambulance service or collecting stray animals, it must be undertaken only after a full public examination of its effect on other and more basic services provided by the agency.

When a proposal is made that a police agency provide a service not directly related to its essential purpose, the chief executive should determine whether provision of the service would serve indirectly to achieve agency objectives. If so, he should determine if the resources necessary might be used more beneficially to expand existing programs or in some alternative program that achieves a similar objective.

If the proposed service does not relate directly or indirectly to the police agency's objectives, the chief executive should resist efforts to make it the agency's responsibility. In so doing, he should determine the budgetary cost of the service and the projected effect the provision of the service would have on the ability of the agency to continue its present level of service. He should then inform the public and legislative representatives of his findings and of any suggested alternatives.

If it is legislatively determined that a police agency is to provide a service, it should become a specific budgetary item, and resources necessary for its delivery should be detailed.

The service should be placed into perspective with all other services provided by the police agency, and considered as part of the local police role in determining objectives and priorities for the delivery of all police services.

Once the police role has been established in a particular jurisdiction, there should be a regular review of it. As soon as the necessity for providing a nonenforcement and nonpreventive service is removed, there is no longer a duty to provide it. As a city grows in size, a newly organized municipal agency might feasibly take over certain duties which have been performed by the police. As other municipal agencies expand to provide 24-hour service, they may claim functions temporarily performed by the police.

The nature of their duties regularly exposes police to circumstances of deteriorating social, psychological, and economic conditions. Under these conditions police frequently observe people in need of help that is customarily provided by some other community agency. Prompt and effective assistance for persons in need helps create public trust in government. To the extent that the police facilitate the delivery of community services, they develop good will and their tasks are performed more easily and effectively.

Police agencies routinely refer people in need of help to the agency providing the assistance. The police regularly notify juvenile and probation agencies of unfit home conditions or remove the children from such surroundings. Medical or psychiatric attention for chronic alcoholics, drug addicts, suicidal persons, or others who are no longer capable of caring for themselves, frequently results from their being taken into custody by the police.

A number of police agencies have undertaken a more direct role in seeking solutions to problems that are the concern of other departments of municipal government or of social support agencies. For example, the police in some cities operate storefront offices or deploy community service officers to receive and channel complaints and requests for government or social services, and to serve as a means of communicating with the public.

The extent to which police agencies engage in such referral services should be determined by local conditions. However, the indirect effect of such programs upon the achievement of agency objectives should be weighted against the community's need for crime prevention services, and a balance struck to most effectively serve both needs.

Every police agency telephone communications facility should be able to transfer calls for community service assistance to the proper agency, or to inform the caller how to contact the appropriate agency.

ILLINOIS COMMENTARY

Modern management techniques emphasize the importance of written policies in providing effective direction to an organization. Written policies provide the framework for stable overall operations as well as daily decisionmaking. Furthermore, they serve to clarify the role of the organization in the eyes of the public.

Central to the formulation of policy is a clear statement of organizational purpose. One example of the police function is set forth in Municipal Police Administration: "The police function, succinctly stated, is maintenance of social order within carefully prescribed ethical and constitutional restrictions." It is against such a backdrop that the police chief executive should develop policies to guide his agency.

Historically, in America, the citizen grants authority and provides direction to the police through appropriate governmental and legislative processes. Although general guidelines for police performance exist at the federal and state levels, the success of police policies is related directly and inseparably to the needs of the community. Therefore, police policy should be established locally by the police chief executive. A methodology, based on a chart in the President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police, might be used as a guide in developing agency policies that adequately reflect both constitutional and community concerns:

Formulation and Execution of Police Policy.

Identification of need for policy as determined by: Court decisions, citizen complaints, new legislation, analysis of crime and social problems, analysis of existing field practices.

1. Decision to form or review policy.
2. Formulate ideas and turn them over to others for review.
3. Consider the opinion of those consulted.

4. Go outside the agency for feedback on contemplated policy.
5. Formulation of policy by the police chief executive.
6. Reduce policy to writing and distribute it to the appropriate persons.
7. Execution of policy by field personnel controlled through supervision and inspection.
8. Evaluation of policy based upon: Court decision, new legislation, citizen complaints, analysis of crime and social problems, analysis of existing field practices.

Once formulated, policies serve as community signposts indicating where agency activities, resources, and efforts will be directed. Generally, emphasis should be given to those areas of crime, suppression and safety, and prevention activities that are of greatest immediate citizen concern. However, in drafting policy, the police chief executive should also look ahead to define and cope with future demands and changing societal concerns.

The police chief executive should acknowledge the fact that police activities are affected by shifting public attitudes and morals, as witnessed, for example, in situations concerning marijuana laws and juvenile delinquents. In the first instance, many police chief executives have seen a shift from community demands for rigid enforcement of all drug-related statutes and ordinances to lesser enforcement concern for individual drug users who possess minimal amounts of marijuana. A more drastic change has been evidenced in public attitudes regarding police handling of juveniles. In Illinois, until the late 1950's and early 1960's, the police were expected to act as surrogate fathers to youth in trouble with the law. Supreme Court decisions in the 1960's altered this role to one of near adversary in which the juvenile is often treated in a manner similar to adults.

Because contemporary society has effected broadened expectations of the police role and because community attitudes toward crime are subject to changing values and needs, the police chief executive should review established departmental policies on a regular basis. Policies should be continually modified and revised to adequately meet the needs of the people the police system serves.

REFERENCES

1. International City Management Association, Municipal Police Administration, Washington, D.C., 1971, p.3.
2. The Presidents Commission on Law Enforcement and Administration of Justice Task Force Report: The Police, Washington, D.C., U. S. Government Printing Office, 1967, p. 26.

3. Administration Sub-Committee Meeting, October 29, 1976, East Peoria, Illinois.
4. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
5. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 1.1).

ILLINOIS STANDARD 1.2

LIMITS OF AUTHORITY

Every police chief executive immediately should establish and disseminate to the public and to every agency employee written policy acknowledging that police effectiveness depends upon public approval and acceptance of police authority. This policy at least:

1. Should acknowledge that the limits of police authority are strictly prescribed by law and that there can be no situation which justifies extralegal police practices;

2. Should acknowledge that there are times when reasonable force must be used in the performance of police tasks, but that there can be no situation which justifies the use of unreasonable force. The measure of reasonable force should be based upon an evaluation of the facts and information available to the officer at the time he was required to use such force;

3. Should acknowledge that in their exercise of authority the police must be accountable to the community by providing formal procedures for receiving both commendations and complaints from the public regarding individual officer performance. These procedures at least should stipulate that:

a. There will be appropriate publicity to inform the public that complaints and commendations will be received and acted upon by the police agency;

b. Every person who commends the performance of an individual officer in writing will receive a personal letter of acknowledgment; and

c. Every allegation of misconduct will be investigated fully and impartially by the police agency, and the results made known to the complainant or the alleged victim of police misconduct and to the accused officer(s).

4. Should provide for immediate adoption of formal procedures to respond to complaints, suggestions, and requests regarding police services and formulation of policies. These procedures at least should stipulate that:

a. There will be appropriate notice to the public acknowledging that the police agency desires community input; and

b. Public input should be utilized in the development of formal procedures as well as in the policies that result from their establishment; and

c. Periodic public surveys will be made to elicit evaluations of police service and to determine the law enforcement needs and expectations of the community.

NAC COMMENTARY EXCERPTS

As the most visible symbol of the law, police officers must conduct themselves in a manner that inspires respect for the law. To be worthy of public trust, police authority must be exercised in a manner consistent with the highest principles of a free society.

Formal police authority is based primarily upon statutory law that gives police the power to arrest. The authority to conduct investigations and the guidelines for determining sufficiency of legal cause to make arrests are primarily based upon court decisions in matters where the statutory power was exercised. This combination of statutes and court decisions establishes the limits of police authority. There is no lawful basis for police action outside those limits.

Although it may seem expedient to do so, police must not circumvent procedural constraints laid down by the law or take extralegal action ever to restore peace to the community. To do so is to encourage disrespect for the law and for all those who enforce it. Police circumvention of the law also delays necessary legal changes that would provide the police with the authority to maintain public order through the rule of law.

Police authority to use force in securing compliance with the law is basic to their role in maintaining public order. Indeed, the police are often viewed as the primary coercive force in society. This awesome, but essential, authority carries with it a responsibility to use only reasonable physical force necessary on any particular occasion to achieve a lawful objective.

Police exercise their authority to use force most frequently when making arrests. Force, however, may also be required in other situations such as suppressing civil disorders or subduing mentally ill persons. The potential consequences of the use of force demand that it be exercised with the greatest discretion; however, other than the broad language of authorizing statutes and occasional imprecise court decisions, police officers receive little guidance regarding the manner or amount of force they are to use. For example, police in most jurisdictions are empowered by statute to kill fleeing felons irrespective of the actual danger that a suspect may pose to the officer or others. Some jurisdictions have attempted to limit the use of deadly force, but their guidelines are frequently ambiguous and equivocal. Every police agency should define situations in which force is permitted, establish a range of alternatives to its use, and restrict it to the minimum amount necessary to achieve lawful police objectives.

The nature of authority is such that it must be accompanied by accountability that insures that its exercise is consistent with the limits defined in its original creation. In their exercise of authority, the police are accountable in three basic ways: they are directly responsible to governing bodies that provide their formal basis of authority; their exercise of authority is subject to judicial review in civil damage cases arising out of police misconduct, by courts refusing to admit illegally acquired evidence in criminal trials,

or through criminal prosecution of offending officers; and finally, the unique relationship between the people and the police requires that the police be answerable to the public if their authority is to be respected and accepted by the people. This is most often accomplished through internal discipline resulting from fair and objective investigation of complaints from the public.

The law enforcement task must be performed by individuals capable of rapid decisionmaking and swift action in a wide variety of complex situations. Whether a policeman takes action in a particular situation depends largely on his confidence in the people empowered to judge his decisions and actions and to punish or reward him accordingly. If he lacks confidence in the system of accountability, he is likely to conclude that the personal or professional harm he may incur in taking any action outweighs the benefits that might result from it.

Much police work necessarily is performed without close supervision. Members of the public can assist police agencies in the evaluation of individual officer performance. Letters commending outstanding performance by officers, or complaining of police misconduct, are examples of valuable public assistance in police management. Such community involvement assists police administrators and does much to reinforce the close ties between the public and their police. This sort of community involvement, however, depends on public awareness of common acceptable police practices and the limits of police authority. Furthermore, it depends on visible agency response to valuable public contributions.

Programs to involve the public in reporting observations of police actions should be established through written policy setting out the philosophy and principles upon which those programs are based. Procedures and guidelines for implementation of these programs should also be written and published. The public should be informed that their commendations and complaints will be received and acted upon by their police agency.

The effectiveness of such programs depends on police agencies' commitment to take action on information received. It is important that each person who commends the performance of an individual officer in writing receive a letter of acknowledgment; that every allegation of misconduct is fully and impartially investigated by the police agency; and that the results are made known to the complainant. It is equally important, from a training standpoint, that officers are rewarded or punished as a result of conduct made known by such reports.

Voluntary compliance with the law, and acceptance of police practices, depend on public belief in the principle that the public shares responsibility for both enactment and enforcement of the law.

In defining the objectives, priorities, and policies that govern delivery of police services, a police chief executive must have adequate information about the needs and expectations of his community. He should adopt specific programs for direct public involvement in the formulation of basic objectives and priorities governing the delivery of police service. Additionally, he must develop methods for measuring his agency's effectiveness in delivering those services.

Police agencies traditionally have relied upon crime and arrest statistics--such as those published annually by the FBI--to measure their effectiveness. However, it has been estimated that from one-half to three-fourths of police time is spent providing nonenforcement services. Because the delivery of those services constitutes a significant part of the providing agency's police role, appropriate quality control measures should be developed to determine agency effectiveness in responding to total community needs and expectations.

ILLINOIS COMMENTARY

Every Illinois police chief executive should emphasize by means of written policy his agency's recognition of the limits of police authority. Such policy should acknowledge that police authority is firmly set in the United States Constitution, the Constitution of the State of Illinois, and the local statutes and/or ordinances each officer has sworn to uphold. Copies of the written policy should be disseminated to every member of the police agency and should be available to the public on request.

By articulating clear, written adherence to the legal limitations of police authority, the police chief executive erases any doubt the individual officer under his command may have as to what constitutes acceptable action. Moreover, such written policy clearly defines the limits of police authority in the eyes of the public. The community has the assurance that their police agency recognizes, understands, and accepts its authority as stemming from the people of Illinois and the United States and that the individual officer will be held accountable to them for each exercise of authority.

Statement of police authority should be an integral part of every police agency's comprehensive policy. The following checklist is presented to aid police chief executives in drafting written policy on the limits of authority. If written policy already exists, it may be used for comparison purposes.

LIMIT TO POLICE AUTHORITY CHECKLIST

- I. Preamble:
 - A. Recognition of origin of powers.
 - B. Statement of intent to adhere.
 - C. Statement of trust and bond between the agency and its citizens.

- II. Sources of Authority:
 - A. United States Constitution.
 - B. Illinois Constitution.
 - C. Ordinances or Statutes.
 - D. Court decisions.

- III. Direction to Agency:
 - A. Statement of police chief executive responsibility.
 - B. Employee directive to adhere.

The language of the written policy should be equated to the impact of the issue addressed. The use of positive terminology is encouraged; negative or restrictive statements may be subject to misinterpretation. This is particularly true in reference to the use of police force.

In addition to providing clear directive to the individual police officer, the existence of written policy provides a measure of protection for the officer in the exercise of his authority. In cases where misconduct charges stem from a legitimate police activity, for instance, the police officer involved is often subject to harsh criticism from reviewing bodies who have the benefit of after-the-fact information. Written policy will provide support for the officer involved in such situations provided his actions were within the bounds set by the policy. For many Illinois police departments, this is a step forward. These aspects distinguish American policing from its non-democratic counterpart. Agency failure in this area will result in the loss of citizen trust and respect essential to effective delivery of police services.

Finally, emphasis should be given to the very real need for a means of public input on policies and procedures of the serving agency, a theme repeated throughout this Report. In the preparation of policies and procedures, the police chief executive must recognize he is performing a staff function to reflect the direction indicated by his supervisors--the public.

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1. Administration Sub-Committee Meeting, October 29, 1976, East Peoria, Illinois.
2. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 1.2).

ILLINOIS STANDARD 1.3

POLICE DISCRETION

Every police agency should acknowledge the existence of a broad range of administrative and operational discretion that is exercised by all police agencies and individual officers. That acknowledgment should take the form of comprehensive policy statements that establish the limits of discretion, that provide contemporary guidelines for its exercise within those limits, and that eliminate discriminatory enforcement of the law.

1. Every police chief executive should have the authority to establish his agency's fundamental objectives and priorities and to implement them through discretionary allocation and control of agency resources. In the exercise of his authority, every chief executive:

a. Should seek specific statutory, charter or ordinance authority to exercise his discretion in allocating police resources and in establishing his agency's fundamental objectives and priorities;

b. Should review all existing criminal statutes, determine the ability of the agency to enforce these statutes effectively, and advise the legislature of the statutes' practicality from an enforcement standpoint; and

c. Should advise all legislative bodies of the practicality of each proposed criminal statute or ordinance from an enforcement standpoint, and the impact of such proposed statutes or ordinances on the ability of the agency to maintain the existing level of police services.

2. Every police chief executive should establish policy that guides the exercise of discretion by police personnel in using arrest alternatives. This policy:

a. Should establish the limits of discretion by specifically identifying, insofar as possible, situations calling for the use of alternatives to continued physical custody;

b. Should establish criteria for the selection of appropriate enforcement alternatives;

c. Should require enforcement action to be taken in all situations where all elements of a crime are present and all policy criteria are satisfied;

d. Should be jurisdictionwide in both scope and application; and

e. Specifically should exclude offender lack of cooperation, or disrespect toward police personnel, as a factor in arrest determination unless such conduct constitutes a separate crime.

3. Every police chief executive should establish policy that limits the exercise of discretion by police personnel in conducting investigations, and that provides guidelines for the exercise of discretion within those limits. This policy:

a. Should be based on codified laws, judicial decisions, public policy and police experience in investigating criminal conduct;

b. Should identify situations where there can be no investigative discretion;

c. Should establish guidelines for situations requiring the exercise of investigative discretion.

4. Every police chief executive should establish policy that governs the exercise of discretion by police personnel in providing routine peacekeeping and other police services that, because of their frequent recurrence, lend themselves to the development of a uniform agency response.

5. Every police chief executive should formalize procedure for developing and implementing the foregoing written agency policy.

6. Every police chief executive immediately should adopt inspection and control procedures to insure that officers exercise their discretion in a manner consistent with agency policy.

NAC COMMENTARY EXCERPTS

The police in the United States exercise considerable discretion. The decisions they make largely define the limits of the criminal justice process and have a profound effect upon the overall administration of justice, particularly upon individuals. Police discretion is paradoxical. It appears to flout legal commands, yet it is necessary because of limited police resources, the ambiguity and breadth of criminal statutes, the informal expectations of legislatures, and the often conflicting demands of the public. The police are professional decision-makers who exercise discretion in resolving conflicts that threaten public order.

Many police administrators believe that an open acknowledgment that all laws are not inflexibly enforced in all situations would be tantamount to admitting that police agencies are shirking their duty--that they are ignoring the rule of law.

The police have received little direction to the contrary from either legislatures or the judiciary. Statutes defining police authority to arrest are couched in mandatory rather than discretionary terms in all but a few States. Judicial decisions, in cases where police discretion has been an issue, have been confined generally to the immediate facts of the case, and except for occasional imprecise dicta, have ignored larger policy considerations regarding police law enforcement administration. Cases involving such issues as the interrogation of suspects, police lineups, and search and seizure of evidence, frequently

result in decisions in which police needs are not fully considered. Yet they are expected to be guidelines for police activities.

Although many police agencies have developed operational and procedural manuals, these manuals are generally limited to non-controversial or mechanical aspects of the police task. It is primarily through the allocation of resources and informal policies that most police agencies establish enforcement and service objectives, and priorities.

Such informal objectives and priorities improve police effectiveness, but they do little to guide individual officers in making the difficult daily decisions required of them.

Through his decision to search, to arrest, or to do nothing, an officer has a profound influence upon the lives of those with whom he has official contact. Yet the guidelines he must rely on to make those decisions are largely developed not by his agency but by a judge far removed from the immediate situation.

Although policemen are not lawyers, they are held accountable for complete knowledge of the law of criminal procedure. If they fail to understand or properly apply the legal principles enunciated in myriad appellate court decisions, cases are dismissed and criminal justice resources are wasted. Worst of all, police officers may never know why cases are dismissed; they often receive no direction to avoid future errors. This situation was recently acknowledged by Chief Justice Warren Burger, who stated in his dissenting opinion in *Bivens v. Six Unknown Named Agents of Federal Bureau of Narcotics*, 403 U.S. 388, 417 (1971), "Policemen do not have the time, inclination, or training to read and grasp the nuances of the appellate opinions that ultimately define the standards of conduct they are to follow."

Courts generally are more concerned with the right of individual defendants than with the effect their decisions will have on law enforcement operations. While those decisions in the aggregate may define the limits of police authority, they are rarely structured to provide significant guidance to officers in the infinite variety of complex situations that might in some way be affected by a particular court decision.

Police agencies should analyze court decisions and translate them into policy statements that define police authority and provide guidelines for the exercise of discretion. By establishing such guidelines, police agencies provide for uniformity of decisions and action, and eliminate unnecessary discretion.

If police agencies fail to establish policy guidelines, officers are forced to establish their own policy based on their understanding of the law and perception of the police role. Errors in judgment may be an inherent risk in the exercise of discretion, but such errors can be minimized by definitive policies that clearly establish limits of discretion.

The task of the police chief executive is one of the most difficult in society. He must not only use limited resources to deal with increasing crime, but he must do so within budgetary, organizational, and legal constraints that limit his discretion in establishing objectives and priorities.

While it would be desirable to have the criminal law clearly express effective and enforceable limits of conduct, the fact that it does not always do so requires the police to establish enforcement policies that provide some clarification to the meaning of the law. As long as those policies are openly adopted, reduced to writing, and applied in a nondiscriminatory manner, the public and governing bodies are assured that the law enforcement is being administered properly by the police.

There are also many laws in the code books that are no longer enforced. In those cases, a decision to arrest after a long period of enforcement inactivity could be viewed as an abuse of discretion and could raise constitutional questions. Furthermore, unenforced yet frequently violated laws may create disrespect for all law. Police agencies therefore should review all criminal laws and either enforce them or seek to have them rescinded.

Review of Proposed Criminal Statutes. Police agencies have an interest in preventing enactment of criminal laws that, as a practical matter, are unenforceable or that will unduly deplete police resources. Police agencies should determine the impact that proposed criminal statutes and ordinances will have on police operations and should submit their recommendations to legislators.

Arrest guidelines often have not been developed because of the difficulty in formulating policy or because the agency believes that unlimited discretion is preferable to stated policy.

Unnecessary discretion should be eliminated, however, and appropriate control established to provide flexible guidance. To eliminate unnecessary discretion, police agencies should identify situations where the individual officer's discretion to make physical arrests is restricted or eliminated. Alternatives to physical arrest might include citation, application for complaint, warning, or diversion to another agency.

In determining discretion guidelines, it is important that situations as well as particular crimes be identified. For example, both drinking in public, and drunkenness short of incapacity or in the absence of a disturbance, might be situations where discretion could be limited. Another example might be assault when the victim declines to prosecute. An arrest would be required in all other assaults where legal cause is present, but if the victim refuses to prosecute, an officer cannot make an arrest. Another situation where discretion might be limited involves crimes where the victim's interest in reimbursement may be greater than his desire to prosecute--for example, shoplifting, vandalism, and passing bad checks.

Many statutes and ordinances are so ambiguous that additional criteria should be established by policy to provide guidance for making arrests. Particularly in charges of disorderly conduct, disturbing the peace, or vagrancy, police agencies should look to case law and police experience in determining criteria on which to base arrests.

Arrest criteria may be particularly beneficial to an officer confronted with a person who, while making speech in a public park, may be fomenting violence in his audience. Whether the officer should protect the first amendment rights of the speaker, disperse the crowd, arrest the speaker, or do nothing, is a policy decision that properly should be made in advance, not by him but by his agency.

Once policy guidelines are established, they should be applied uniformly by all line operations personnel. If an arrest is made by a field policeman and it complies with agency policy, investigators should not thwart policy by failing to seek a criminal complaint. Once policy is uniformly applied throughout the police agency, prosecution policies and those of police agencies can be coordinated at the administrative level rather than handled case-by-case by operational personnel.

Policies for situations requiring application of alternatives to arrest should not be rigid. It must be recognized that policy involves nothing more than guidelines from which deviation may be justified. Any deviation from nonarrest policy, however, should insure that the officer who judges that an arrest would be in the public interest obtain permission at the supervisory or command level.

Policy should preclude a suspect's lack of cooperation or antagonistic attitude--short of the commission of a crime--from being a factor in arrest determination. If the conduct itself is sufficiently serious to constitute a crime, an arrest should be made. With juvenile offenders, attitude may properly be weighted in deciding whether to divert youths from the juvenile justice system.

Once legal cause is established and policy criteria are satisfied, an officer should not have the discretionary authority to release the offender without charging him. Alternatives to physical arrest, such as issuing a summons or diversion under explicit guidelines, may be permitted. However, the officer should not be allowed arbitrarily to exculpate individuals from the criminal justice process.

Leniency is commonly used by the police to secure cooperation, as in "narcotic-buy" cases or in exchange for information, on grounds that not to prosecute will further the objective of public order. Such determinations should be a matter of agency policy and not left to the discretion of individual officers. In setting nonenforcement policy for such cases, police agencies must balance the benefits of the practice against the disrespect for the law that it might engender.

To be acceptable constitutionally, any guidelines defining enforcement policy must be based upon rules that are nondiscriminatory and jurisdictionwide in application. If, for example, it is determined in a particular jurisdiction that rigid enforcement of a curfew law is contrary to the best interests of the community and the police agency, guidelines should be written that define enforcement criteria. Officers then might be restricted from arresting a youth en route home from an organized activity, yet required to make arrests in situations where youths congregate and cause disturbances.

ILLINOIS COMMENTARY

Police discretion has been the subject of numerous books as well as a frequently recurring topic of professional papers. What sets police discretion apart is the constant endeavor for its fair and consistent application. To this end, a comprehensive policy should be developed so that all agency personnel are familiar with the types and perimeters of police discretion.

The National Advisory Commission's Commentary on police discretion identified four types of discretion: executive, confrontation, investigative, and operational. All are exercised to varying degrees in Illinois police agencies.

1. Executive Discretion - Executive discretion involves the latitude necessary for development and implementation of agency objectives and priorities with regard to allocating agency resources; seeking legislative sanction for discretion; advising lawmakers of the agency's limitations to consistently enforce existent statutes, ordinances, etc.; and, finally, making known the police chief executive's opinion on pending legislation affecting law enforcement.
2. Confrontation Discretion - Confrontation discretion applies to those situations where a violation of law is observed and the officer must act. His action may range from arrest and physical custody to alternatives predetermined by established departmental policy.
3. Operational Discretion - Operational discretion refers to the latitude necessary to handle reoccurring non-criminal matters that come to the daily attention of the patrol element.
4. Investigative Discretion - Investigative discretion is the most narrow and closely monitored area of discretion. Situations must be pre-identified in which no investigative discretion can be exercised. Discretion is limited primarily to those cases where the choice not to investigate can be made or a particular method of investigation can be chosen. Due consideration to public feeling must be an integral part of this policy area. It is essential that the police chief executive periodically review certain cases in depth to assure that the policies and procedures on discretion are clearly understood and being properly implemented.

It should be mentioned that while discretion can be used liberally in ordinance enforcement governing non-criminal matters, Illinois police chief executives clearly articulated that discretion had little or no place in the enforcement of criminal offense statutes or in dealing with repeat criminal offenders.

Some police chief executives tend to resist written policy development for police discretion in the belief that they may be giving up a degree of operational freedom. The opposite is true. The individual officer, in the absence of guidelines, may hesitate to act or may act with undue restraint because he is uncertain how his actions will be interpreted by superior officers. The police chief executive has a responsibility to support the actions of his officers. His support can be aggressive and unswerving when it is clear that the officer acted within the written perimeters of discretion. Where no written policies exist, the police chief executive has no less a responsibility to his officers; without the written guidance of such policies, however, support may be exercised more cautiously. As one chief stated in a Sub-Committee discussion, "one of the fatal flaws of unwritten policy is that the guy on the bottom gets stuck every time."

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2. Standard and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
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ILLINOIS STANDARD 1.4

COMMUNICATING WITH THE PUBLIC

Every police agency should recognize that the effectiveness of that agency is in direct proportion to the respect and support it receives from the public it serves. Every police agency, therefore, should recognize the importance of bilateral communication with the public and should constantly seek to improve its ability to determine the needs and expectations of the public, to act upon those needs and expectations, and to inform the public of the resulting policies developed to improve delivery of police services.

1. Every police agency should immediately adopt policies and procedures that provide for effective communication with the public through agency employees. Those policies and procedures should insure:

a. That every employee with duties involving public contact has sufficient information with which to respond to questions regarding written agency policies regulating or affecting those duties; and

b. That information he receives is transmitted through the chain of command and acted upon at the appropriate level.

2. Every police agency that has racial and ethnic minority groups of significant size within its jurisdiction should recognize their police needs and should, where appropriate, develop means to insure effective communications with such groups.

3. Every police agency with a substantial non-English-speaking population in its jurisdiction should provide readily available bilingual persons to answer requests for police services. In addition, existing agency programs should be adapted to insure adequate communication between non-English-speaking groups and the police agency.

4. Every police agency with more than 400 employees should establish a specialized unit responsible for maintaining communication with the community. In smaller agencies, this responsibility should be the chief executive's, using whatever agency resources are necessary and appropriate to accomplish the task.

a. The unit should establish and maintain lines of communication between the agency and recognized community leaders and should elicit information from the citizen on the street who may feel that he has little voice in government or in the provision of its services.

b. The unit should be no more than one step removed from the chief executive in the chain of command.

c. The unit should identify impediments to communication with the community, research and devise methods to overcome those impediments, and develop programs which facilitate communication between the agency and the community.

d. The unit should conduct constant evaluations of all programs intended to improve communication and should recommend discontinuance of programs when their objectives have been achieved or when another program might more beneficially achieve the identified functional objective.

e. Every police chief executive should participate on a regular basis in the agency's public communication programs to insure that obstruction(s) to effective communications are promptly removed and that the programs have an on-going validity.

NAC COMMENTARY EXCERPTS

The American police service is founded upon the principle that the police are a part of and not apart from the people. This principle dictates that the police make a determined effort to seek information from the public, to weigh conflicting demands and ideas, and to arrive at considered judgments. It also requires that the police inform the public how to protect themselves against crime and how to cooperate with police to reduce crime.

Effective communication between the police and the public helps the public understand police decisions and helps the police measure their success or failure in enforcing the law and in fulfilling community expectations. Information from the public reflects the degree of trust and confidence that the people have in their police and government. The public's attitude toward the police--including hostility and its causes--should be considered by police administrators in allocating resources and developing programs.

Some segments of society have little confidence in their government and no confidence in their police. Without communication, this lack of confidence could develop into a chasm of total misunderstanding. Obviously, the police task is much more difficult if police are feared rather than trusted by the people.

Encounters between police officers and the public shape the image of the police agency; officers carry out its policies, and, to a large degree, speak for their agency. Daily contact between police and the public may also be a valuable source of information about the community. However, because of the size of the agency and its formal and informal internal organization, the knowledge gained by officers may never reach the police chief executive unless the executive takes steps to facilitate its transmission.

An officer also is in the position to provide information to the public regarding policies, objectives, and priorities of his agency. For example, a well-informed officer can respond to a citizen complaint about response time by explaining the budgetary limitations of his agency and its established priorities in responding to the most serious crimes first. If uninformed, he

may offer merely a subjective excuse that fails to satisfy the individual or to communicate the valuable information needed to evaluate and understand the police.

Besides informing officers of agency policies, the police chief executive and other management personnel must teach, by example, the importance of communicating with all elements of the community. Above all, an officer should be made aware of his agency's commitment to open communications.

A critically important communications problem confronts the police in urban areas with significant minority populations. Those areas have been the scene of civil disorder in recent years, and they often require a disproportionately high percentage of police resources. Inhabitants of those areas frequently feel they have less influence on police enforcement policies and practices than do other city residents. Members of minority groups must be convinced that their police service expectations are known and respected by the police, and that their recommendations are being acted upon.

Many police agencies in cities with large ethnic and racial minority groups have developed programs to insure that the needs of minorities are considered in the development of policies and operational response. Indeed, some police administrators view this as their primary community relations effort. These programs include informal advisory groups and special units within the police agency to work with minority groups in developing channels of communication.

ILLINOIS COMMENTARY

It is an accepted fact that bilateral communication with the public is a cornerstone of effective policing. Therefore this standard, does not introduce new concepts, but rather, asks all Illinois police agencies to continually reassess their communications with the public in an effort to improve police/public understanding and cooperation. Many Illinois police agencies already have well-formulated policies and procedures for maintaining regular two-way communication with the public. However, where such policies and procedures are lacking, it is important that they be developed and adopted immediately if the agency is to carry out its proper mission--one of responsiveness and service to the community.

In order to be effective, a communications program should include the entire department, not just segments. Consequently, all members of police agencies need to be capable communicators. Every officer must understand and be able to communicate adequately to the public his agency's role, goals, and objectives and specifically his individual function within the agency. In addition, because a successful communicator is also a skilled listener, he must be attentive and receptive to what the public tells him so that information can be channeled back into the agency. This feedback is an extremely important management and evaluative tool for agency administrators.

The police chief executive should be personally involved in the agency's communication program. It is his task to develop sound policies and procedures that clearly delineate each employee's responsibility in communicating with the public and to maintain controls to insure that all departmental representatives adhere to these policies and procedures. He should also see to it that all feedback from the public is transmitted to him and acted upon at the appropriate level. In the public opinion survey conducted by the Illinois Standards and Goals Committee (see Appendix C), it was indicated that the area most in need of consideration for development of standards was that of police responsiveness to public suggestions. The police chief executive, therefore, must take steps to insure that the public is informed of any actions taken as a result of their suggestions. In this way, the agency can demonstrate its commitment to open communications and foster increased mutual communication and understanding between the police and the community.

In developing a police-public communications program for the first time or in evaluating an on-going program, an agency needs to consider all elements of the community it serves. As pointed out in the Police Relations Handbook, developed by the Greater Egypt Regional Planning and Development Commission, "the police officer works not for one public holding one opinion, but for many publics holding opposing opinions." Identifying the publics that constitute the community is a prerequisite for effective communications. Examples of different publics that may be found in the community are: merchants, automobile owners, the elderly, youth, new residents, labor and management, minority groups, other city and county departments, elected and appointed officials, and other law enforcement agencies. Once a community's "publics" have been identified, specific programs aimed at reaching all segments can be devised.

It will be discovered that certain citizen groups are seemingly unreceptive to the police. Although it is tempting to communicate only with the more cooperative and supportive elements of the population, it is equally important to reach those who are hostile or indifferent. Barriers to communication with these groups may stem from such factors as difficulty in understanding the English language or distrust of the police uniform. Where special problems such as these exist, agency programs must be modified to insure adequate police response to the groups involved. To maintain adequate two-way communication in locales having substantial non-English-speaking populations, bilingual officers should be employed. Public educational programs explaining the meaning and use of police symbols of authority can be utilized effectively to dispel attitudes of distrust. Other methods of dealing with communications barriers might include police-citizen rap sessions, community-police advisory councils and news media open forums, to name a few.

Because the community does not remain static, a program of communication with the public should be flexible to accommodate changing public attitudes and needs. Therefore, the police

chief executive should regularly review and reassess his agency's bilateral communication with the public to insure it is keeping pace with the corresponding changes in the community being served.

REFERENCES

1. Greater Egypt Regional Planning and Development Commission, Police Relations Handbook, Carbondale, Illinois, 1971.
2. Extra-Departmental Relations Sub-Committee Meeting, November 4, 1977, Pontiac, Illinois.
3. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 1.4).

ILLINOIS STANDARD 1.5

POLICE UNDERSTANDING OF THEIR ROLE

Every police agency immediately should take steps to insure that every officer has an understanding of his role, and an awareness of the culture of the community where he works.

1. The procedure for developing policy regarding the police role should involve officers of the basic rank, first line supervisors, and middle managers. Every police employee should receive written policy defining the police role.

2. Explicit instruction in the police role and community culture should be provided in all recruit and in-service training.

3. The philosophy behind the defined police role should be part of all instruction and direction given to officers.

4. Middle managers and first line supervisors should receive training in the police role and thereafter continually reinforce those principles by example and by direction of those they supervise.

5. Methods of routinely evaluating individual officer performance should take into account all activities performed within the context of the defined role. Promotion and other incentives should be based on total performance within the defined role, rather than on any isolated aspect of that role.

NAC COMMENTARY EXCERPTS

A police officer's workday may include many contacts in a variety of situations. His day fluctuates between periods of calm and periods of intense pressure. He is forced to make decisions during encounters involving conflict. A police officer often sees people at their worst and seldom at their best. It is inevitable that his personal concept of his role will be formed largely from what he sees and hears during his daily encounters with the public he serves. If he is not given a clear understanding of what the police agency expects of him, he will be guided solely by that personal concept of his role, which may not be consistent with that of the agency.

Naturally, he carries his own biases and emotions with him. These may be heightened when he is in a situation where he senses a threat--either to himself or to society. Since the police officer must work with little supervision and must make decisions crucial to the individuals involved, the manner in which he exercises discretion is critical to the discharge of his duty.

The policeman's task is further complicated by the community's conflicting expectations of his role. Some people believe an officer should not only enforce the law but should provide social services as well. Others hold that efficient law enforcement is the limit of his role. And many people have no clear understanding of what the police role should be.

Every police chief executive must attempt to identify the particular needs of the various communities within his jurisdiction and to reconcile those needs with the law, and with the policies and resources of local government and the police agency. The role agreed upon must then be instilled in each officer. It should not be the individual officer's responsibility to reconcile the incompatible expectations of conflicting elements of society.

Officers' attitudes cannot be altered by administrative decree. The way an officer views his role depends on many factors, and the desire to achieve his agency's objectives is only one of them.

Like everyone else, an officer needs self-respect. When he finds that his contact with the public are frequently antagonistic, and that some people slight his role, he may begin to feel alienated. This feeling of isolation often leads to development of a police-subculture to which officers turn for comfort and respect.

Officers frequently need to be persuaded that the official concept of their role is a proper one. Now, especially, when employee groups representing officers are becoming more aggressive, basic changes will be resisted. Short term successes may be achieved through revised recruit training programs, but long term advances require continuing in-service training of officers.

The most effective and sensible way to overcome employee resistance to policy defining the police role is to enlist the cooperation of officers at all levels. Their varied experience can contribute to making the policy realistic and acceptable. An officer's self-respect is enhanced when he realizes that his superiors value his opinion.

Training programs also can reinforce the officer's self-respect by emphasizing community support for his role in their lives. Training should instill the realization that, by fulfilling their defined roles, they are serving the highest ideals of their profession.

In recent years, police agencies have vastly improved the quality of officer training. But despite substantial improvement in courses on police-community relations, ethics, and human relations, most training is not designed to communicate the abstract concepts of the police role and the nature of the community to be served.

An officer's understanding of his role and the degree of his feeling of isolation depend largely on the geographic and demographic makeup of his community. Policemen in small towns and rural areas generally are familiar with their communities and can readily identify unusual situations that require investigation. Their presence is usually accepted, and the potential

for conflict is less. In addition, their role--perhaps less complex than that of their urban counterparts--is usually better understood by both the officers and residents of the community.

The homogeneity of a community affects an officer's perception of his role in other ways as well. Middle class suburbs tend to have fewer internal conflicts regarding expectations of police service. Consequently, officers who work in the suburbs encounter conflict situations less often than those who work in the inner city.

Police officers are recruited predominantly from among the middle class. Most of them have lived in a single neighborhood where they were not exposed to the varying life styles of the larger community they are expected to serve. A young man raised in a city's suburbs, for example, may not be prepared to deal with the culture of its inner city. What he was taught to regard as unacceptable behavior might be common practice in the area where he is assigned.

The sociology of his community is basic to a police officer's training. The relative complexity of such training depends on the differences in communities that will be policed. Large heterogeneous cities pose a particular challenge. Generalized training may be insufficient when officers are transferred from one area to another, and regionalized training, because it must be generalized, poses problems of understanding the various communities served.

While enforcement policies should be citywide, their application should be governed, in part, by an officer's appreciation of the activities of the neighborhood where he works. In deciding to investigate conduct, an officer should be aware of what constitutes unusual behavior in a neighborhood. The way he applies enforcement policy, however, should not vary by area, but by his evaluation of the situation at hand within policy guidelines.

The term community denotes the people for whom the police agency provides service. Within that broad framework may be groups that have special needs or diversified interests. There may be a significant number of people who are not residents of the agency's jurisdiction, but who are frequent transient visitors. They represent a part of the community of a police agency.

Techniques of teaching officers the nature of their community are similar to those of teaching interpersonal communications, discussed in a subsequent standard. Instruction in role identification, community awareness, and interpersonal relations should be combined.

An agency's objectives and priorities should be reinforced continually by illustrating the connection between principles and practices. Many police agencies routinely publish general orders that establish procedures for specific activities. Frequently those orders are accompanied by a statement of purpose or a brief introduction. All such orders, however, should state explicitly the particular objectives and

priorities to which the activity is directed. In that way activities become goal-oriented instead of merely task-oriented, and officers are enlightened about the abstract concepts of their role.

The assistance of middle management should be enlisted in teaching policemen their role. It should be recognized, however, that some built-in institutional resistance to change exists in the ranks of police management and supervision.

An attempt to develop leadership awareness of the police role was undertaken in 1970 by the California Commission on Peace Officer Standards and Training (POST). As directed by the State legislature, POST established community-police relations leadership training programs in three State universities. The programs were designed to enable participants to examine the responsibilities of law enforcement agencies during a period of rapid social change, and to assess the evolving nature of the communities they served. An evaluation conducted after 1 year revealed favorable modifications of participants' attitudes.

Many large police agencies have special training for officers who achieve supervisory ranks, and many agencies have undertaken varying forms of management-development training. These programs should be used to teach the defined police role to all middle managers and first line supervisors, with specific instructions on how they must reinforce those principles through their own actions and their supervision of others.

The police role not only must be taught to policemen, but incentives must be developed to encourage each officer to adopt that role. If a stronger service orientation is desired, an agency must assure an officer that service will be rewarded. An officer who takes time to learn how to refer persons in need to the proper agency deserves recognition as much as one who makes an arrest. The degree of recognition should be determined by the priorities established within the police role. Therefore, there must be a means of evaluating compliance. Too often the police service measures performance solely by the number of arrests made, traffic citations issued, or radio calls answered. Such performance measures are replete with abuses. More sophisticated supervision techniques must be developed to measure the degree of community responsiveness or of courtesy in citizen contacts.

ILLINOIS COMMENTARY

Presently, the concept of the police role varies from jurisdiction to jurisdiction as well as among practitioners and among the public. To eliminate the confusion inherent to the present situation, every police agency should implement this standard immediately.

The police chief executive should not attempt to define the police role alone. Instead, personnel at all agency levels should be involved in role identification. The process then becomes a dynamic operation as described in Innovation in Law Enforcement: "All ranks argue and debate; they negotiate and compromise; and they each can have an impact on any changes that occur. At the same time, their individuality and worth

is reinforced; they learn that they are important and their opinions matter." Not only does this process enhance the individual officer's motivation to fulfill agency and community expectations, but it also provides the police chief executive valuable insight as to how his officers perceive themselves.

As time passes it becomes necessary to provide training on the underlying philosophy of the defined police role. This training should insure that new officers understand the mental processes involved in arriving at the definition and serve as a reminder to all officers of the noble ideals they helped formulate that can be easily forgotten in months or years of routine service. On-going role training is equally important for middle managers and line supervisors since these officers must provide the positive reinforcement and proper encouragement to insure that line officers do not lose sight of the role agreed upon by the agency.

Knowledge of the police role alone, however, is not enough. If the police officer is to be effective in his environment, a thorough understanding of the community's culture is also needed. Therefore, role training must also concentrate on an awareness of the nature of the community to be served.

It is not uncommon for a police agency to have hundreds of applicants for a single job. This increases the likelihood that the applicant finally selected will not be a present resident of the community in which he will work. The agency must insure that new police officers understand the geographic and demographic makeup of the community and its customs because often there is a direct relationship between crime and the community's homogeneity and sociology. Perhaps more importantly, there may be a correlation between the application of discretion and the police officer's knowledge of his community's culture. In the latter case, the officer's understanding of the culture should be a mandatory job condition.

The officer who truly understands the police role can understand where he fits in his working environment. The officer has the opportunity to develop a useful sense of identity. Police officers who understand their role are more likely to understand what they do and why they do it. Consequently, they will tend to perform their duties more decisively and effectively, benefitting both themselves and the public they serve.

REFERENCES

1. Law Enforcement Assistance Administration, Innovation in Law Enforcement, U. S. Department of Justice, Washington, D.C., U. S. Government Printing Office, 1973, p. 95.
2. Administration Sub-Committee Meeting, October 29, 1976, Peoria, Illinois.
3. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.

4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 1.5).

ILLINOIS STANDARD 1.6

PUBLIC UNDERSTANDING OF THE POLICE ROLE

Every police agency immediately should establish programs to inform the public of the agency's defined police role. These programs should include, but not be limited to, the following:

1. Every police agency should arrange for at least an annual classroom presentation by a uniformed officer at every public and private elementary school within its jurisdiction.
 - a. The content of the presentation should be tailored to the learning needs of the students; however, each presentation should include a basic description of the police role.
 - b. Every agency should work through the school to develop a basic study unit to be presented by the teacher prior to the officer's arrival, and every officer assigned to a school visit should be provided with prepared subject matter to be reviewed prior to making his visit.
2. Every police agency with adequate resources should seek the cooperation of local school authorities to assign a full-time officer to each junior and senior high school in its jurisdiction.
 - a. The officer's assignment should include but not be limited to teaching classes in the role of the police, and serving as a counselor.
 - b. Course content should be developed in cooperation with the schools and should include discussion of the police role, juvenile laws, traffic laws, and agency enforcement policies and practices.
 - c. The role and function of police assigned to each school should be developed cooperatively by the police chief executive and the school administrator and should be put into a written format.
3. Every police agency, where permitted by local conditions, should participate in government and civic classes offered in local evening adult schools and community colleges.
4. With agency resources, where available, or in cooperation with employee organizations or local civic groups, every police agency should develop or participate in youth programs including scouting and other athletic or camping activities.
 - a. All such programs should be designed to provide officers and young people with the opportunity to become personally acquainted with each other.

b. Every officer participating in youth programs should be provided with written material describing the objective of the program and its relationship to the police role.

5. Every police agency should seek invitations for officers to speak with formal and informal community organizations. Efforts should be made to provide speakers in response to every reasonable request and to coordinate the speaker's ability and background with the intended audience. Every opportunity should be taken to describe the police role and the agency's objectives and priorities.

6. Every police agency should publish a statement of the police role, the agency's objectives and priorities in filling that role, and the agency's activities to implement its role. An annual report may be used for this purpose. In addition, periodic statistical reports on crime, arrests, and property loss due to crime should be disseminated to the public. These reports should include an evaluation of significant trends and other interpretations.

7. Every police agency should inquire into the availability of public service resources from advertising and communication organizations to assist in developing support for the agency and its programs.

8. Every police agency should hold an annual open house and should provide other tours of police facilities and demonstrations of police equipment and tactics when appropriate to create greater public awareness of the police role.

9. Every police agency should consider using the "ride-along" program to acquaint the public with the police.

ILLINOIS COMMENTARY

The police service many "publics." It is critically important that the police and these publics share an understanding of the police role. The program that evolves to meet this need must be capable of reaching at least four distinct groups.

The first group to be reached is the young. A common program for this purpose is that of placing a police officer in the school. Such a program allows young people to be exposed to police in a nonpolice environment from the elementary grades upward. However, this program presents potential problems. One serious problem is that of misinterpretation of the police officer's role by school authorities. Another problem, pointed out by Captain H. Peterson in a written review of this standard, is that an officer can become frustrated or lose sight of his role in the department. Further, Captain Peterson points out that without reaching the parents, the effect of youth programs are of reduced importance because they will not be reinforced in the home environment.

The next to be reached can be termed the organized public--i.e., employee organizations, service clubs, fraternal organizations and civic groups that interact with the community on a broad range of issues. These active groups can be important allies since their memberships and their activities reach deep into the makeup of the community.

A third group the police agency must reach is the privately organized public. Examples of such organizations might include bridge or flower clubs, local historical societies, etc. While not classed as do'ers in comparison with the organized public, non-active groups often sponsor programs that provide a forum for public discussion of the police role.

The final group the police agency must reach is the largest. It consists of the individual citizens. To be truly successful, the police agency should attempt to inform all citizens of the police role. The program to develop an understanding of the police role on the part of the public is multifaceted. Although it requires much forethought, developing, implementing, and monitoring, it is not beyond the means of any Illinois police agency.

NAC COMMENTARY EXCERPTS

The police have information in their files that can contribute to the planning efforts of local government, social agencies, and other elements of the criminal justice system. In addition, the public needs information regarding crime, arrests, and property loss to evaluate the criminal justice system. Many agencies disseminate such information on a regular basis, and most contribute to the Federal Bureau of Investigation's Uniform Crime Reports.

Many police agencies publish annual reports which they distribute to the public and other community and government agencies. Agency reports may contain crime and arrest statistics, as well as other information documenting activities, objectives, and role.

Where possible a police chief executive might desire to seek, as part of his annual budget appropriation, a small sum of money to cover the costs of printing and distribution of such a document.

If funds are not available in smaller agencies, information could be published in the local newspaper or duplicated and distributed by other means.

Despite occasional criticism regarding the statistics used by police agencies, efforts should be expanded to isolate and develop data for long range planning both inside and outside the police service. Well-constructed police reports provide excellent material for persons studying the causes of crime, as well as data for improving police response to crime.

An improved public image is a beneficial by-product of successful public information programs. A convincing explanation of the role of the police, their policies, problems, and proposed solutions to the community produces an improved public image.

A few departments have undertaken advertising campaigns in an attempt to improve recruitment or to gain support for a particular program. Advertising agencies will often donate billboard space as a public service; or radio and television stations will give air time for spot announcements supporting the police.

Although some police agencies are squeamish about "image management," police agencies should not hesitate to use available resources in projecting their role to the community. As long as what is presented honestly reflects the policies and practices of the police agency, it contributes to the community's knowledge and understanding of the police role, and is therefore worthwhile.

Many police agencies hold an annual open house and offer tours of police facilities to interested groups, school classes, and individuals. Some agencies permit citizens to accompany officers on patrol. Demonstrations of police equipment and tactics are often presented in association with tours or at other public gatherings. Several agencies send special mobile units to different parts of the city to display police equipment and to exchange information with residents of the community.

ILLINOIS COMMENTARY

The city of Rockford provides a good example of a city that has fulfilled the spirit and direction of this standard. The Rockford police agency has police officers in schools throughout its entire educational system, including several involved in college education. They also have sponsored youth athletic teams and other activities designed to reach the public. In addition, the agency has speakers listed by the local speakers' bureau who are trained in discussing the police role in the community as well as other police related subjects. Other cities can and have patterned programs for public understanding of the police role such as the Rockford example.

REFERENCES

1. H. Peterson, Captain, Rockford Police Department, comments on "Public Understanding of the Police Role", January 11, 1977.
2. Greater Egypt Regional Planning and Development Commission, Police Relations Handbook, Carbondale, Illinois, 1971.
3. Administration Sub-Committee Meeting, January 19, 1977, Winnetka, Illinois.
4. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
5. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 1.6).

ILLINOIS STANDARD 1.7

NEWS MEDIA RELATIONS

Every police chief executive immediately should acknowledge in written policy statements the important role of the news media and the need for the police agency to be open in its relations with the media. The agency should promote an aggressive policy of presenting public information rather than merely responding to occasional inquiries.

1. The news media relations policy should be included in the agency training curricula and procedure manual, and copies of it provided to all agency personnel, media representatives, and the public. This policy should acknowledge:

a. The right of the media to obtain information for dissemination to the public;

b. The agency's responsibility to respond to inquiries from the media, subject to legal restraints and the necessity to preserve evidence, to prevent interference with police investigations and other operations, and to protect the constitutional rights of persons accused of crimes;

c. The agency's responsibility to seek the cooperation of the media to delay publication--rather than imposing censorship or unilateral news moratoriums--when immediate reporting of certain information may be detrimental to the community, to victims of crime, or to an investigation; and

d. The mutual benefits to the police agency and the media when relations between the two are characterized by candor, cooperation, and mutual respect.

2. The news media relations program should provide regular liaison between the agency and the media through an officer or unit, depending upon the size of the agency and the nature and frequency of local news media demands.

3. Every police chief executive, in cooperation with the media, should prepare a written policy establishing the relationship between his agency and the news media during unusual occurrences.

4. Every police chief executive and every media administrator should implement sanctions against their agency staff members who violate the mutual accords of those agencies.

NAC COMMENTARY EXCERPTS

The relationship between the police and the news media in a democratic society is characterized by complementary rather than conflicting interests. The news media have a legitimate need for information about police activities; they offer an excellent channel for informing the public about the nature of police tasks and problems.

Policies that define the relationship between a police agency and the news media should be established cooperatively. Policy should recognize explicitly that the responsibility for protecting the constitutional guarantees of fair trial and free press is shared equally by the police and the media.

As long as individual freedom is protected in all cases, agency policy should mandate that the media have the right to receive information upon request. There should be a basic presumption that individual employees are under an obligation to supply information upon request unless there are specific reasons why this would be improper. Policy should express respect for the news media, their role in a democratic society, and their value to effective police service.

In addition to responding to requests for information, police agencies should establish policy that provides for notifying the media about newsworthy events.

The United States Supreme Court held in *Sheppard v. Maxwell* (384 U.S. 333, 1966) that prejudicial pretrial publicity in the form of extrajudicial statements by witnesses, police, and other criminal justice practitioners may prevent a fair trial. So-called gag orders have been issued by trial judges in a number of sensational criminal cases. Even in routine cases the rights of defendants may be prejudiced inadvertently unless officers understand guidelines for nondisclosure.

While encouraging field officers to respond to press interviews, written policy should caution officers not to release information that would be detrimental to an investigation or prosecution when responding to inquiries regarding criminal matters. Such policy should contain explicit guidelines developed in cooperation with the local news media. In this way, a balance is struck between individual and public rights, and a more harmonious relationship is fostered between police and media.

A policy of candor aids cooperation when the police must ask the media to delay publication of information that might threaten the safety of a kidnap victim, hamper the investigation of a serious crime, or exacerbate a volatile situation. The media have generally adopted a policy of self-restraint in such cases. Police agencies should make prior agreements with the media to insure the greatest possible degree of uniform cooperation when a need arises.

A police agency's media relations policy should be included in its training curriculum, and copies of it should be provided to all agency personnel, media representatives, and the public. Additionally, the news media should have access to agency training materials and participate in training where appropriate.

A police agency should designate an officer or unit to maintain regular liaison with the media if the size of a police agency and the nature and frequency of local news media demands indicate that it is appropriate. In small agencies this task may be handled by the chief of police; large agencies may employ

a civilian public information director or designate a high ranking staff officer as the news media relations officer. In any case, given the sensitive nature of the task, the individual charged with the responsibility should be a member of the personal staff of the chief of police.

The liaison officer should respond to serious incidents of an emergency nature to assist the news media at the scene. Any officer at the scene of an occurrence should be encouraged to respond to requests for information from the news media; but he should refer requests to the liaison officer if there is any question about the officer's knowledge of the facts or the propriety of releasing them to the person requesting them.

No community, however small, is immune to natural or man-made disaster and the emergency conditions that follow. Under such conditions immediate and accurate dissemination of information is vital for giving directions and advice, and for dispelling rumors.

Every police agency, as a part of its unusual occurrence planning, should develop written policy regarding media relations under emergency conditions, and the rights of newsmen to enter closed areas. While newsmen generally have no right to enter crime scenes that are secured to preserve evidence, they are commonly allowed access by statute to areas which have been closed off by the police due to riots or natural disasters. Newsmen should be informed of any current or potential danger in the area. However, police agencies should never assume responsibility for the physical safety of newsmen who choose to subject themselves to danger.

ILLINOIS COMMENTARY

Police and news media relations in Illinois range from excellent to poor. On occasion, police have seen months of painstaking and costly investigation rendered useless by premature media exposure. On the other hand, some news agencies have found it necessary to seek judicial aid to gather police agency information. Fortunately, these are the extremes. Most police agencies in the State have workable relationships with local media organizations. This is important for the citizen because it is the citizen who is the ultimate beneficiary of sound police-media relations.

An example of positive implementation of the actions articulated in this standard can be taken from the Village of Hinsdale, Illinois. In 1971, even before the development of national police standards and goals, representatives of the Hinsdale police and four local newspapers met to develop formal policies, procedures, and guidelines covering police press relations. With the aid of state statutes, professional association guides, published articles, and inter-disciplinary meetings, a handbook representing the consensus of those involved was developed to serve as a mutual reference and guide to cooperative relationships.

Evidence that Illinois media desires to work with the police is illustrated further by the efforts of City Editor, Marx Gibson of the Joliet Herald-News. Gibson developed a succinct questionnaire designed to provide input on how police chief executives viewed his paper's handling of news involving area police. When questionnaire response proved to be minimal, he turned to the President of the Regional Police Chief's Association for assistance in contacting area chiefs. The Regional President was able to arrange meetings between area chiefs of police, himself, and Gibson. These meetings resulted in the identification of several local needs. Three of these needs and the actions taken to date are as follows.

First, the chiefs indicated a need for better suburban and outlying area news coverage. Mr. Gibson hired a new reporter to cover these agencies in the late afternoon and early evening.

Second, the chiefs indicated a need for reporter identification. In this regard, Mr. Gibson has set a priority to develop areawide reporter credentials that all local police personnel can recognize. (The Standards and Goals Committee discussed the question of press credentials and identification. The position ultimately taken was a most progressive one. It was felt that what was overriding this issue was the question of control. Not the police controlling members of the media, but rather the media administrator's control of those employed by him and their use of their press credentials.)

The third need involves facilitating immediate contact. It was agreed upon that a list of police personnel to contact for press releases and stories should be developed and made available to the press and within the agency. Mr. Gibson already has disseminated to area police agencies a compendium of who is assigned by his paper to cover the police beat and who comprises the paper's chain of command. The mutual understanding and respect established through the liaison of police and press in this instance has resulted in releases and coverage of police operations that otherwise would never have come to the attention of the press. At the same time, it furnishes a model for police-media communications throughout the State.

Other Illinois groups also have been active in the area of police-media relations. One example is the Greater Egypt Regional Planning and Development Commission. In 1971, this organization developed a police relations handbook. Contained within this handbook are cogent and easy-to-follow ideas for improving police-media relations.

Police administrators seeking aids for improvement in this area will have no trouble locating excellent written material. However, what must be added to the various written formulas is trust. Police-media relations can flourish only where a mutual trust has grown. The starting place for this trust is face-to-face discussion of common concerns in an atmosphere conducive to open talk.

The police and the media share a common goal in that each in their own way is a seeker of truth. Each works at meeting community needs; working together in a professional atmosphere of mutual respect will insure the achievement of the objectives of both the media and the police while providing the maximum service to the public.

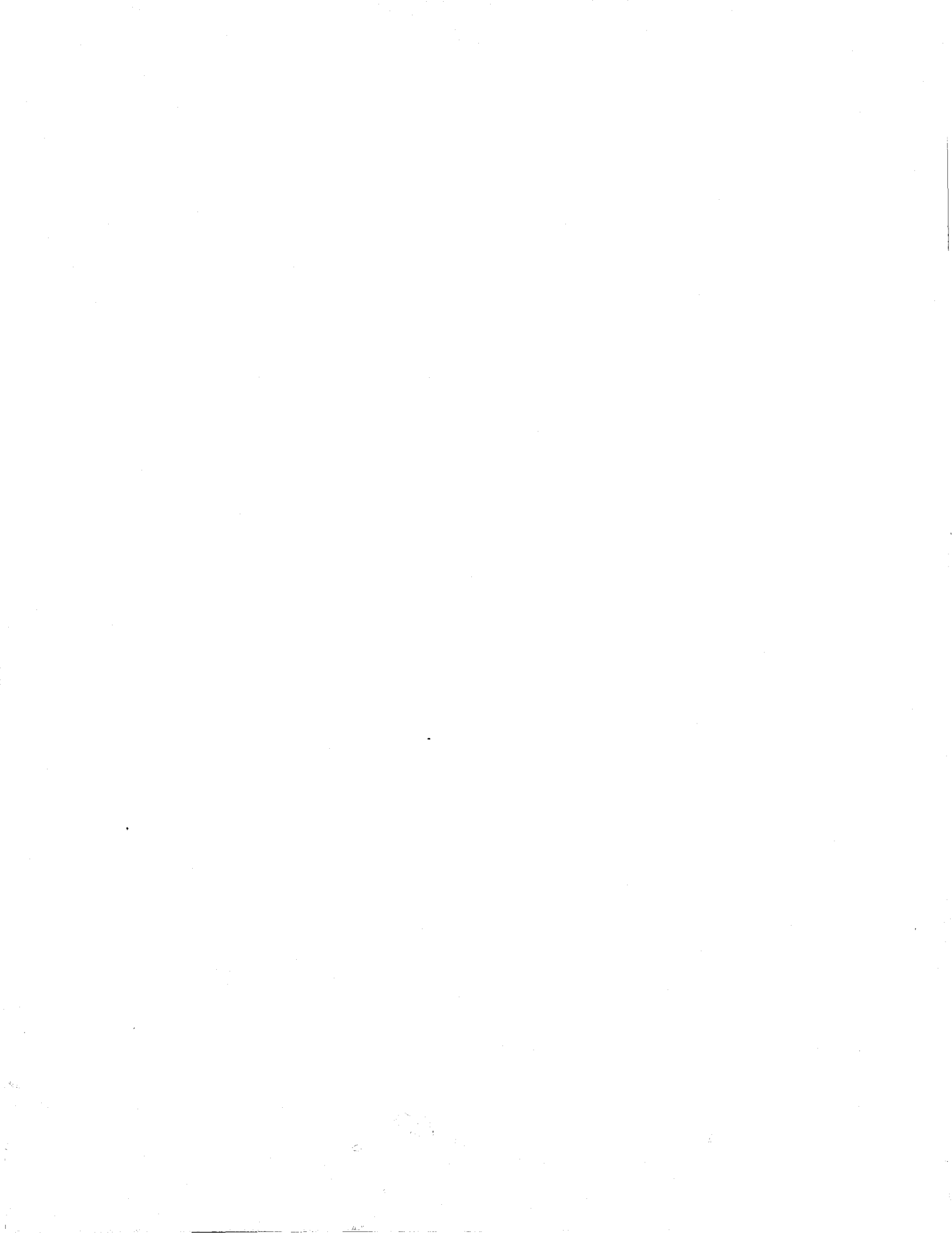
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Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 2.1

DEVELOPMENT OF GOALS AND OBJECTIVES

Every police agency immediately should develop short- and long-range goals and objectives to guide agency functions. To assist in this development, every unit commander should review and submit in writing the principal goals and objectives of his unit.

1. Every police agency and every unit within the agency should insure that its goals and objectives are:

- a. Consistent with the role of the police as defined by the agency's chief executive;
 - b. Responsive to community needs;
 - c. Reasonably attainable;
 - d. Sufficiently flexible to permit change as needed;
- and
- e. Quantifiable, measurable and time related where possible.

2. Every police agency should provide for maximum input both within and outside the agency in the development of its goals and objectives. It should:

- a. Create an atmosphere that encourages submission of ideas by all employees regardless of rank; and
- b. Establish methods to obtain ideas from a variety of organizations and individuals outside the agency.

3. Every police agency should develop and disseminate its goals and objectives to provide uniform direction of employee efforts.

4. Every police chief executive should require every unit commander to make a periodic review of unit goals and objectives and submit a written evaluation of the progress made toward the attainment of these goals. Annually, in conjunction with the budget preparation, every police chief executive should provide for review and evaluation of all agency goals and objectives and for revisions where appropriate.

NAC COMMENTARY EXCERPTS

One of the most pressing and challenging duties of the police chief executive is establishing goals and objectives toward which all personnel of the police agency should be directing their efforts. But to achieve goals, agencywide cooperation is necessary.

Fundamental to the establishment of all goals and objectives is a perception of the problems encountered or anticipated by the agency. Clear definition and careful analysis of the factors generating the problem may clearly indicate possible solutions and suggest appropriate goals and objectives. On the other hand, the failure to perceive or to understand a problem may lead to the establishment of goals or objectives that could be nonproductive or even counterproductive.

Other agencies of government often are a good source of ideas and assistance, as are community and service organizations. In order to obtain a response that is representative of the community, the police agency should take care to solicit input from private as well as official sources. Additionally, and of utmost importance, is the requirement set out in the first standard of this report that the goals and objectives of the police department must be directed by the policies of the governing body which provides formal authority for the police function.

ILLINOIS COMMENTARY

Police chief executives have a primary responsibility to provide clear, realistic, and understandable direction to all agency personnel who are charged with delivering police service to the public. Statements of goals and objectives that reflect contemporary community conditions, resources, and aspirations and that result from a broad base of public and agency input are essential in providing such direction.

Police agencies presently providing satisfactory or above average services as well as police agencies that are still attempting to deliver modern police services must look beyond the status quo. Planning must begin immediately to deliver the type of police service acceptable to and reflective of a community's values in the year 2000 or 2010 or beyond.

The logical place to begin development of agency goals and objectives is at the unit level. This is especially important for larger agencies having many organizational divisions or units, such as patrol, detectives, training, support services, etc. The individual commander of such units is most familiar with unit operations. He is responsible for providing agency direction to the personnel under his command. To do so, he must develop clear goals and objectives. Unit goals and objectives should be put into writing and distributed to all unit personnel involved. They also should be approved by the police chief executive and can serve as an aid in the process of formulating overall agency goals and objectives. In smaller departments, this task can be handled by general supervisory personnel. However, caution must be exercised in all cases to insure that unit goals and objectives as well as overall goals and objectives are not at cross-purposes with the agency's defined police role.

It was mentioned in Standard 1.4 that total employee participation is desirable for formulating an agency's definition of the police role. This also holds true for the process of developing agency goals and objectives. Without internal commitment, the effort becomes a mere paper exercise, with little chance of success. Thus, police chief executives and unit commanders should encourage officers at all levels to contribute their ideas and suggestions.

It is particularly important to foster participation by the newer, younger officers since they are the ones most affected by long-range goals and objectives. At the time long-range goals and objectives come to realization, these officers are likely to be moving into command-level positions. They will be better prepared for this progression if they have taken an active interest and participation in the development of agency goals and objectives.

Gathering external or public input for agency goals and objectives is much harder to achieve. However, public input is a necessity if the agency is to be responsive to community needs. The methodology for obtaining public input must be determined by the police chief executive based on an evaluation of prevailing local conditions.

A number of imaginative techniques for gaining external input are available. One such technique is the Delphi Method, a recently developed tool for forecasting future goals and requirements. The Delphi technique utilizes a panel approach wherein individual panelists prepare separate written opinions or estimates. These opinions or estimates are then recycled among the panelists until a consensus on the topic being confronted is reached. A modified Delphi Method was used at a two-day workshop in Chicago in 1974 to forecast future goals and needs of Illinois criminalistic services.

Once input is gathered from both within and without the agency, it is the police chief executive's responsibility to formulate clear, realistic short- and long-range goals and objectives. These must be reproduced in a form which can be distributed to all agency personnel and those members of the public requesting the document. They should serve as a blueprint for agency growth and development as well as a reference guide.

The police chief executive and unit commanders regularly should review agency and unit goals and objectives both in light of measurable progress toward their achievement and in light of changing community needs. Where no progress is indicated or where community needs have changed significantly, corrective action should ensue. An updating of agency goals and objectives should occur at least annually, preferably timed to coincide with the annual budget preparation. At this time, as pointed out in the National Advisory Commission Report on Police (Standard 2.1), "If the goal or objective does not have sufficient priority to merit funding, it should be modified, postponed, or abandoned."

Although every Illinois police agency must determine its own specific goals and objectives, consistent with local needs and priorities, the search for the appropriate goals and objectives should begin with this Report. Over 100 standards are contained herein, reflecting input from police agencies throughout the entire State. A like commitment toward improving both the quality and timeliness of police services should be adopted by every Illinois police agency immediately using the guidelines established in this Report.

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ILLINOIS STANDARD 2.2

ESTABLISHMENT OF POLICY

Every police chief executive immediately should establish written policies in those areas of operations in which guidance is needed to direct agency employees toward the attainment of agency goals and objectives.

1. Every police chief executive should promulgate policy that provides clear direction without unnecessarily limiting employees' exercise of discretion.

2. Every police chief executive should provide for maximum participation in the policy formulation process. This participation should include at least:

a. Input from all levels within the agency--from the level of execution to that of management--through informal meetings between the police chief executive and members of the basic rank, idea incentive programs, and other methods that will promote the upward flow of communication; and

b. Input from outside the agency as appropriate--from other government agencies, community organizations, and the specific community affected.

3. Every police chief executive should provide written policies in those areas in which direction is needed, including:

- a. General goals and objectives of the agency;
- b. Administrative matters;
- c. Community and public relations;
- d. News media relations;
- e. Personnel procedures and relations;
- f. Personal conduct of employees;
- g. Specific law enforcement operations with emphasis on such sensitive areas as the use of force, the use of discretion, the use of lethal and nonlethal weapons, non-discriminatory enforcement practices, and arrest and custody, and
- h. Use of support services.

NAC COMMENTARY EXCERPTS

Policy embodies the philosophies, principles, attitudes, values, and intention of management. It can be expressed orally or in writing, or it can be implied as a result of longstanding practices. Policy guides objective-directed performance.

The governing body that provides formal authority for the police function establishes basic policy both explicitly and through budgetary allocations. Consistent with the policies of local government, the police chief executive should develop policy to guide employees. Where there is no policy established by higher authority, the field policeman may develop his own policy, which may not be consistent with that desired by the governing body or police chief executive.

Policy is different from rules and procedures. Policy should be stated in broad terms to guide employees. It sets limits of discretion. A policy statement deals with the principles and values that guide the performance of activities directed toward the achievement of agency objectives. A procedure is a way of proceeding--a routine--to achieve an objective. Rules significantly reduce or eliminate discretion by specifically stating what must and must not be done.

ILLINOIS COMMENTARY

Police agency policy must be developed to provide positive direction to agency personnel toward the attainment of goals and objectives. As stated in Training Key #15, published by the Professional Standards Division of the International Association of Chiefs of Police, "Policy is a statement either written or oral which embodies the thinking, the interest and the philosophies of the Chief and the command personnel of the police organization. It provides a general system of guidelines to influence the thinking process of decisionmaking so that the organizational objectives may be reached."

The individual police officer both needs and wants clear direction in the form of agency operational policy to assist him in performance of his duties. In the absence of definitive guidelines for action, the officer is likely to make erroneous decisions or, perhaps even worse, no decisions at all. In either case, he is subject to criticism and his self-reliance and responsiveness is diminished.

Ideally, policy provides the officer with enough information to consider a number of alternative methods to reach agency goals and objectives. Policies should not unnecessarily limit an officer's exercise of discretion, but rather guide him toward effective decisionmaking within the realm of organizational objectives.

It is the job of the police chief executive to set forth clear, written agency policies. The task is not an easy one. It requires true leadership ability since the police chief executive's personal style and professional philosophies are stamped indelibly on all policy statements. It also requires knowledge of what policy guidelines are needed and what opinions are held by other departmental personnel and the community served. Accordingly, input from agency personnel at all levels must be sought. Persons outside the agency also may be called upon, as appropriate, to provide maximum participation in the policy formation process.

Written departmental policies need to be distributed to all agency personnel and to interested members of the community. Some agencies have prepared booklets containing comprehensive agency policies as a guide for police and citizens alike. An excellent example is On This We Stand, a 25 page compendium of departmental policies published by the Chicago Police Department. It was originally prepared in 1966, under the direction of the late Superintendent, O. W. Wilson. A new addition, entitled Our Pledge to Chicago, was published by the Chicago Police Department under Superintendent James Rochford.

In the standard statement, eight areas, ranging from general goals and objectives to use of support services, are singled out for establishment of policy. These areas were designated on the basis of past experience as those most commonly in need of policy formation. It should be pointed out that this is a minimum; most agencies will want to develop policies in a larger number of areas. It is up to the police chief executive to articulate policy according to established needs. The position of the Illinois Chiefs of Police is summarized in the National Advisory Commission's commentary pertaining to police policy Police, (Standard 2.2): "Policy is a guideline for effective decisionmaking, and the chief executive owes the employee the stability and security of the well-defined policy necessary to make decisions or exercise discretion."

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ILLINOIS STANDARD 2.3

INSPECTIONS

Every police agency should immediately establish an inspection system to provide the police chief executive with the information he needs to evaluate the efficiency and effectiveness of agency operations.

1. Every police agency should require ongoing line inspections. Every police chief executive should give every supervisor the responsibility and the authority to hold inspections and:

a. To conduct continual inspections of all personnel subordinate and directly responsible to him through any level of the chain of command and to inspect the equipment used and the operations performed by such subordinate personnel;

b. To take immediate action indicated by the results of such inspections: commendation for exemplary performance and correction of deficiencies.

2. Every police chief executive should implement routine scheduled and unscheduled inspections of all personnel, material, facilities, procedures and operations. When the police chief executive personally cannot conduct these inspections often enough, he should provide for staff inspections to meet these needs. The person conducting a staff inspection should be a direct representative of the police chief executive and a written report of his findings should be submitted to the police chief executive.

NAC COMMENTARY EXCERPTS

The police chief executive is responsible for establishing and maintaining a system of inspection to obtain the information he needs to direct and control the police agency. Although the ultimate responsibility for inspection and control rests with the police chief executive, it should be carried out continually at all levels of command and supervision.

The goal of inspection and control is operational efficiency and effectiveness. Although infractions uncovered during the process of inspection should be handled according to agency policy and the particular circumstances, inspection and control should not be viewed as a disciplinary process. It should be a fair, impartial, and honest appraisal of employee efforts. The inspection procedure should help those inspected to do their job better. The inspector or inspection party should have a positive, constructive attitude; they should not instill fear and distrust in the inspection process.

ILLINOIS COMMENTARY

Inspections provide a method by which the police chief executive can evaluate the efficiency and effectiveness of agency operations. It is essential that every Illinois police agency immediately develop an inspection system to insure that the agency is accomplishing the purpose for which it was established. The system should include both on-going line inspections and routine scheduled and unscheduled inspections of all personnel, material, facilities, procedures, and operations.

Line inspection, as defined by George D. Eastman in a presentation to the 63rd Annual Conference of the International Association of Chiefs of Police in Chicago, is characterized by two salient features:

1. It is performed through the lines of authority and responsibility--Senior inspects subordinate.
2. It is performed continuously through observation, examination, and review.

Implementation of effective line inspection requires that all supervisors have a clear understanding of the functions of their subordinates. Equally important, each supervisor must be given well-defined responsibility and authority to inspect personnel and equipment as well as the power to take immediate action based on the results of his inspections. When deficiencies in employee performance are observed, they should be noted and immediately brought to the employee's attention by the supervisor. Likewise, competent and exemplary performance should be commended when perceived by the supervisor.

Since it is important that all agency personnel view inspection as a means of agency improvement rather than a disciplinary process, the underlying purpose of inspection must be made clear. One way to promote employee understanding of the inspection process is that used by the Pennsylvania State Police Department. A section of this agency's operations manual is devoted to "Line Inspection." This section clearly describes the mechanics of the inspection process, defines authoritative responsibilities, and explains the necessity and purpose of conducting agency inspections. As stated in the manual, "the purpose of inspection is to create a better organization by closely knitting together our operations so that our duties and responsibilities may be carried out with the utmost efficiency." The wording of this statement clearly indicates the constructive nature of inspections.

In addition to the on-going line inspections carried out by the agency supervisors through the chain of command, the police chief executive should perform routine scheduled and unscheduled agency inspections. The first-hand information he gains from such inspections combined with with feedback from

supervisory personnel conducting line inspections will serve as a valuable management tool to aid him in directing and controlling agency operations. As stated in the aforementioned Pennsylvania State Police Manual, "Smooth and efficient operations demand that the head of the organization have some means by which he can study and enforce general policies and procedures and to direct compliance with day-to-day orders; most of which are put into effect outside of his sight and hearing."

In the majority of Illinois police agencies, the police chief executive will conduct his own investigations. However, when an agency grows to a size and complexity that precludes the chief from personally conducting inspections, this task must be delegated to staff personnel or line personnel with staff responsibility. When inspections are conducted by persons other than the police chief executive, full, written documentation of inspection results must be submitted to the police chief executive. Regardless of who conducts the inspection, follow-up investigations must occur within a prescribed time period if deficiencies are reported.

Inspections are one of a police chief executive's best tools for the determination of strengths and weaknesses of his personnel, facilities and equipment. The result of departmental inspections impact on the decisionmaking process of the agency's police chief executive.

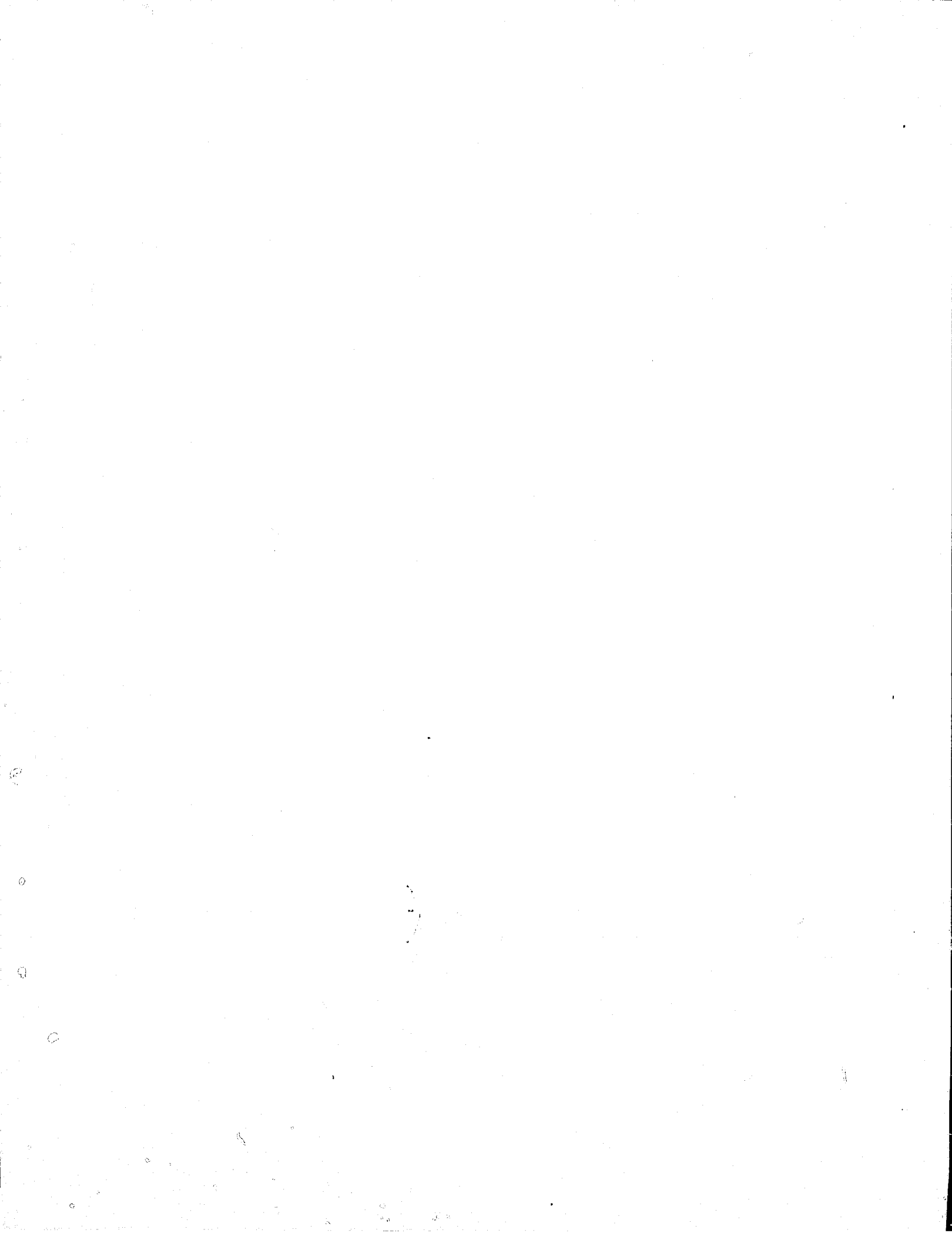
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Standards and Goals Committee Report

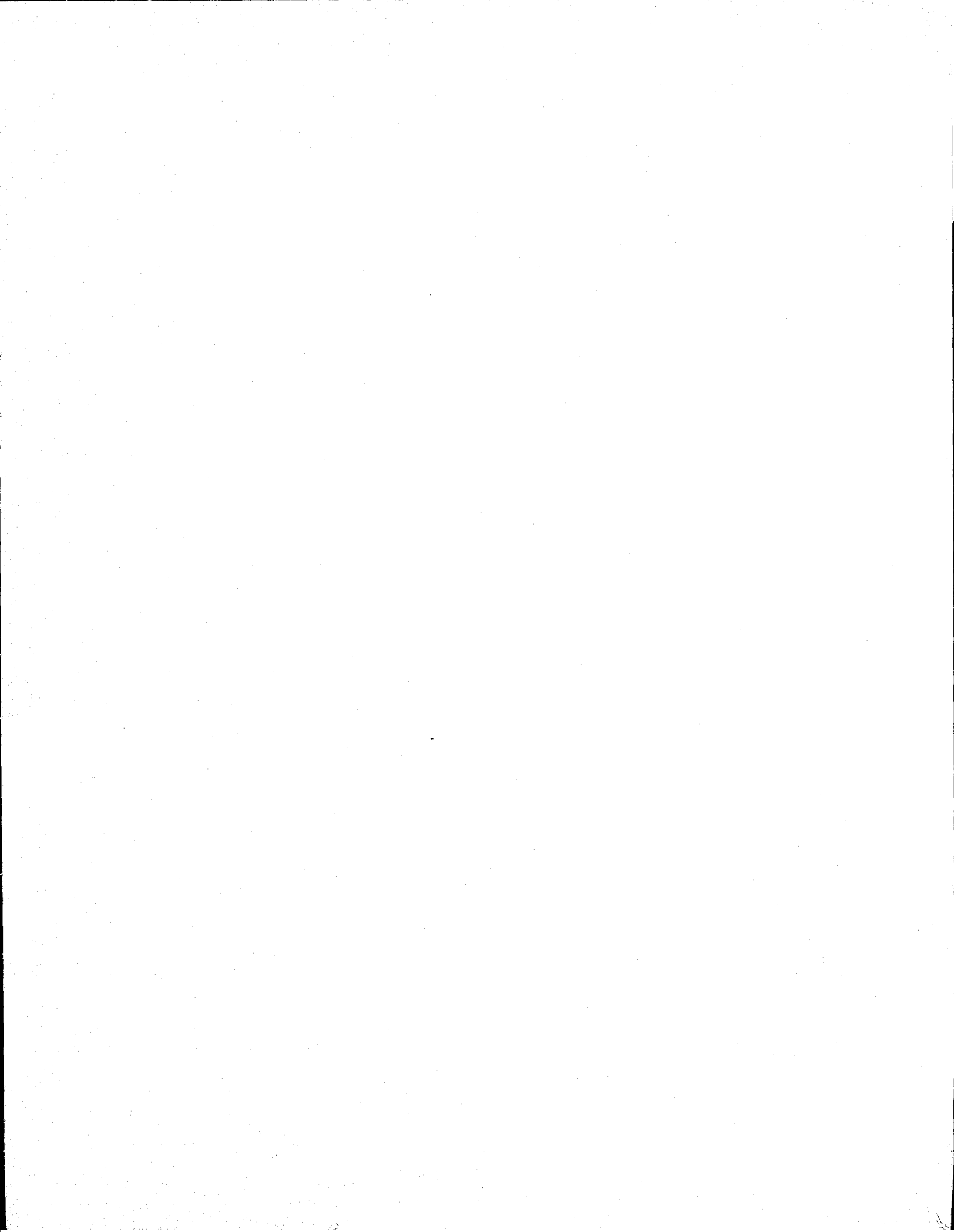
Illinois Association of Chiefs of Police





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ILLINOIS STANDARD 3.1

CRIME PROBLEM IDENTIFICATION AND RESOURCE DEVELOPMENT

Every police agency should insure that patrolmen and members of the public are brought together to solve crime problems on a local basis. Police agencies should immediately adopt a program to insure joint participation in crime problem identification.

1. Every police agency should, consistent with local police needs and its internal organization, adopt policing programs which insure geographic stability of assignment for individual officers who are operationally deployed.

2. Every patrol officer assigned to a geographic policing program should be responsible for the control of crime in his area and, consistent with agency priorities and policies and subject to normal approval, should be granted authority to determine the immediate means he will use in fulfilling that responsibility.

3. Every police agency should arrange for officers assigned to geographic policing programs to meet regularly with persons who live or work in their area to discuss the identification of crime problems and the cooperative development of solutions to these problems.

4. Every agency, where possible, should establish a specialized unit which provides support services, functional supervision, and administrative review and evaluation of the geographic policing program.

ILLINOIS COMMENTARY

Crime is not only a police problem; it is a social problem that can never be resolved by the police or the criminal justice system alone. Crime will continue to plague the Nation unless individual members of society assume greater responsibility.

Police agencies should immediately adopt a program to insure joint participation between patrolmen and members of the public in crime problem identification. The support and cooperation of the citizens living and working in the many communities of Illinois are absolutely necessary for successful policing. The program adopted should be consistent with local police and community needs. The evaluation and supervision of the program should be the inescapable responsibility of the police chief executive. Where possible, the agency should establish a specialized unit which provides support services, functional supervision, and administrative review and evaluation of the policing program.

One excellent example of a successful policing program based on police-public joint participation is the "Granite City Crime Blocker Program." Chief Ronald J. Veizer of the Granite City Illinois Police Department briefly describes the program as one of police-community communications in the area of crime problem identification. The program motto is "Lend Your Eyes and Ears to the Police--Be a Crime Blocker." And this is just what many Granite City citizens are doing. When the program was begun in November, 1975, the goal was 500 "Crime Blockers" by 1976. Presently there are 485 "Crime Blockers." The recruiting process began with senior citizens and was followed by recruiting efforts aimed at CB outfits, Rotary Club, and service organizations, respectively. To elicit further participation, four town meetings were held in various community locations. As a result of this recruiting process, all segments of the general public are represented in the program. According to Chief Veizer, his department receives an average of one call a day from "Crime Blockers", or thirty calls a month. In addition to regular meetings to keep the police and community communicating, pamphlets are distributed to the public describing, among other things, how to identify a crime and what to do when you see a crime in progress. Chief Veizer views the program as a success; the patrol officers are satisfied; and, most important, Granite City has evidenced a continuous increase in citizen involvement.

A second type of policing program that promotes crime problem identification and resource development is the geographic policing program. Basically, under the geographic policing approach, patrol officers are assigned to specific areas and are responsible for the control of crime within that area. Officers assigned to geographic policing program meet regularly with individuals who live and work in their area to identify crime problems and cooperatively develop solutions to these problems. The National Advisory Commission Report on Police states that once a police agency becomes large enough to specialize and to divide patrol and investigative responsibility the unifying principles of such a program become essential.

There are many variations of resourceful policing programs emphasizing community participation in identifying and solving crime problems. Individual police agencies should select such programs according to local needs and agency organization. Whatever program is determined best for the individual agency, certain measures should be taken by the agency to further the chances of program success. One such measure is to insure stability of officer assignment. Another is to delegate the proper authority to those officers assigned to geographic policing programs to allow them to cope effectively with the crime problems of the area. This authority, of course, must be consistent with agency policies and priorities and subject to administrative approval. Finally, some type of centralized administrative control should be incorporated into all programs, to evaluate the program's effect on crime.

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ILLINOIS STANDARD 3.2

CRIME PREVENTION

Every police agency should immediately establish programs that encourage members of the public to take an active role in preventing crime, that provide information leading to the arrest and conviction of criminal offenders, that facilitate the identification and recovery of stolen property, and that increase liaison with private industry in security efforts.

1. Every police agency should assist actively in the establishment of volunteer neighborhood security programs that involve the public in neighborhood crime prevention and reduction.

a. The police agency should provide the community with information and assistance regarding means to avoid being victimized by crime and should make every effort to inform neighborhoods of developing crime trends that may affect their area.

b. The police agency should instruct neighborhood volunteers to telephone the police concerning suspicious situations and to identify themselves as volunteers and provide necessary information.

2. Every police agency should establish or assist programs that involve trade, business, industry, and community participation in preventing and reducing commercial crimes.

3. Every police agency should seek the enactment of local ordinances that establish minimum security standards for all new construction and for existing commercial structures. Once regulated buildings are constructed, ordinances should be enforced through inspection by operational police personnel.

4. Every police agency should conduct, upon request, security inspections of businesses and residences and recommend measures to avoid being victimized by crime.

5. Every police agency having adequate resources should establish a specialized unit to provide support services to and jurisdictionwide coordination of the agency's crime prevention programs; however, such programs should be operationally decentralized whenever possible.

NAC COMMENTARY EXCERPTS

Crime prevention can be interpreted in several ways depending upon the type of criminal behavior to be prevented. In some cases, it refers to the resolution of social, psychological, and economic conditions that lead to the desire to commit crime. In others, it concerns the elimination of the

opportunity for crime through the presence of police patrols and "Hardening the site" to foil commission of crime.

While ultimate success or failure may well depend upon elimination of the conditions that foster crime, the presently overburdened criminal justice system may be relieved by placing obstructions in the way of potential criminals. In addition, investigations can be aided by using the best methods of identifying criminal offenders and the property they steal.

In many cities, police agencies have involved the public in crime prevention efforts through neighborhood security and neighborhood watch programs. These programs are designed to encourage people to report suspicious circumstances in their neighborhoods to the police.

Efforts by police agencies to reduce crimes against business establishments have traditionally consisted of warnings--once information is received or a trend is developed--to the particular businesses that may be victimized. Police agencies also frequently initiate chain-call warning systems operated by businessmen to alert others to shoplifters or bad check passers operating in the area.

Police agencies should establish or assist community programs that provide crime prevention protection to business establishments. Written material that describes both the program and potential crime hazards should be prepared and distributed to commercial establishments. Additionally, every time a police officer visits a commercial establishment or meets a businessman, he should be alert to opportunities for offering crime prevention advice.

Robberies of public transportation vehicles in many urban areas have been virtually eliminated through exact fare or cost rules that require customers to deposit fares in locked boxes that cannot be opened by either the vehicle operator or the potential robber. Similar techniques have been adopted by such robbery-prone establishments as all-night service stations. If the number of robberies justifies the inconvenience to the public, police agencies should consider recommending such programs.

All banking and lending institutions whose depositors are federally insured are required by Federal law to maintain so-called bait money in their cash registers. Serial number lists have provided necessary evidence in identifying and convicting apprehended robbery suspects. Police agencies should encourage all robbery-prone establishments to keep a supply of such easily identifiable cash.

The National Crime Prevention Institute at the University of Louisville trains police officers to develop crime prevention programs, especially those based upon minimum security ordinances. It recommends the enactment of general ordinances which can later be expanded to meet local conditions. For example, ordinances may be restricted initially to specific commercial buildings and later expanded to include all new buildings and existing commercial establishments.

Lack of performance standards has limited effective enforcement of minimum security ordinances in the past. Questions such as how much pressure a one-inch dead bolt or burglary resistant glass must withstand must be resolved and ratings determined before these ordinances can become fully effective.

In several cities crime prevention officers routinely advise burglarized business on security measures to avoid further crimes. They conduct inspections of residences and businesses upon request. Programs such as these are within the capability of all police agencies, and are an excellent means of immediately improving relations between the public and the police.

Although all police agencies should develop crime prevention programs, agencies with more than 75 personnel may find that some type of jurisdictionwide coordination is required for training operational personnel, producing informational material, and inspecting large commercial and industrial sites. Nevertheless, crime prevention programs should be operationally decentralized to the greatest extent possible. Inspections and enforcement should be performed by operational personnel familiar with the geographic area and its crime problems. Personnel become more familiar with businesses and become known to shop owners and businessmen in their area of patrol; this produces a benefit that outweighs those of using specialists.

ILLINOIS COMMENTARY

Many larger Illinois cities such as Chicago, Peoria, and Rockford have had effective crime prevention programs for some time. Rockford's Chec/Mate program, for example, has been in operation for 10 years. Smaller communities too have had success in enlisting citizen participation in preventing crime, as evidenced by programs such as Granite City's Crime Blocker program.

All Illinois communities regardless of size can benefit from a crime prevention program. This fact is stressed in the Non-Metropolitan Standards and Goals project recently completed through the Greater Egypt Planning and Development Commission and funded by LEAA and ILEC. In establishing priorities for non-metropolitan communities, that project found crime prevention programs to be the number one area of concern. The police chief executive and criminal justice practitioner surveys conducted for the present report also emphasize the need for crime prevention. In a published ILEC report entitled Public Hearings on Crime Prevention: Report and Recommendations it is concluded that:

1. Every police department should initiate a crime prevention bureau with officers assigned to this unit receiving specialized training in all aspects of crime prevention work.

It appeared to be difficult for witnesses to separate a crime prevention bureau from a (police) community relations bureau. More often than not, the witnesses used these labels interchangeably while offering a variety of specific examples as to the work of such a bureau. Each bureau should: maintain a continuous study of preventative and protective techniques; coordinate crime prevention work at all levels in the police department; work with property owners to insure that security techniques are being followed and that the equipment is functioning; consult with architects in the design of commercial buildings; solicit people in the business and residential areas to become involved in the safety of the area; and, organize a sustained publicity campaign on latest crime prevention techniques.

Other suggestions for police departments, regardless of whether or not a crime prevention bureau is established, included: public information seminars sponsored by the police department utilizing the mass media and such outside resources as ex-convicts; sensitivity training for police, the community and young people, which could be conducted in schools after the normal class day; a program to put police liaison/counselors in the public schools to lecture on law and order and give counseling and guidance as needed; and, employment of a full time legal advisor in every department or at least at the district headquarters level. While these suggestions place the burden of prevention on the police departments and call for increased police activity, the witnesses made them in combination with more definite recommendations necessitating reciprocal action on the part of the community.

The accomplishments of the Rockford, Illinois, Crime Prevention Unit are illustrative of what can be done by a local police agency to encourage citizen involvement in preventing crime. Following is an edited summary of that unit's programs compiled by Detective Marilyn Hoffman of the Rockford Police Department:

Chec/Mate - a program designed for citizens who wish to remain anonymous when reporting a crime or suspicious activity. The program is sponsored by the Rockford Area Chamber of Commerce and now has 12,500 members.

Operation Identification - a means of identifying personal or business items of value by using an engraving tool to etch one's drivers license number and the abbreviation of Illinois into the item. Currently there are 4,691 participants registered with the Police Department. The brochures for this program are also printed in Spanish.

Reward Incorporated - a program sponsored by the Rockford area Chamber of Commerce in which companies and individuals can donate money to a fund. The money then is used to solicit information on serious, unsolved crimes and is awarded to citizens who respond with information that helps solve the crime.

Rockford Police Department ride-along program - for citizens who wish to spend four hours riding with a police officer. From its inception in January, 1973 to date there have been 1,318 riders, many with very favorable comments. One female rider in fact spotted a stolen automobile.

Police Department Explorer's Post - volunteers offered their services on a Saturday and visited many Rockford restaurants, setting up table tents. The table tents explain Operation Identification on one side and give burglary prevention tips on the other. Printing costs were paid for by the Rockford Kiwanis Club.

Auxiliary Police - volunteers saturated a neighborhood with doorknob hang-on tags that were stapled with the residential burglary brochure and a letter from the Chief urging each citizen to improve home security.

Various Rockford C.B. patrol clubs - clubs patrol certain areas of the city as "eyes and ears" for the Police Department. They donate their time and purchase their own equipment, operating under general safety guidelines drawn up by the Crime Prevention Unit.

Crime Prevention poster contests - two annual contests have been held for all 5th grade students who wish to participate.

A Fencing operation - a program funded by all Rockford Kiwanis Clubs. The clubs donate \$8,000 to the Police Department with the knowledge only that it would be used for a good cause and that it might not be successful. A Swap Shop business was set up as a "front" for a fencing operation. As a result 23 persons were arrested and \$50,000 worth of property was recovered, much of which has been identified by the rightful owners.

Brochures - the Crime Prevention Unit has designed many brochures for citizen distribution. Quantities have been left at markets, libraries, and various other busy places to be handed out to customers.

Advertising - includes TV and radio spots concerning crime prevention action citizens can take. Some of the television stations donated equal time for each spot that was paid for.

Crime Prevention speaking programs and films - topics include: bunco, robbery, residential burglary, business burglary, shoplifting, and internal theft prevention. Other presentations are available on babysitting, Operation Identification, and Chec/Mate programs. These presentations have been shown to hundreds upon request.

Crime prevention programs are one of the best methods for improving police community relations. They offer direct citizen contact in a no pressure, no conflict situation. By allowing police to be seen and evaluated as people concerned about other people, the respect and confidence of the public is obtained. Consequently, the community benefits from both the improved relationship with its police department and a reduction in crime which results from an effective crime prevention program.

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ILLINOIS STANDARD 3.3

PRIVATE SECURITY INTERACTION POLICES

Effective interaction between the private security industry and law enforcement agencies is imperative for successful crime prevention and depends to a large extent on published clear and understandable policies developed by the administrators of the interacting agencies.

For law enforcement agencies and the private security industry to most effectively work within the same jurisdiction, policies and procedures should be developed covering:

1. The delineation of working roles of law enforcement officers and private security personnel;
2. The prompt and responsible interchange of information within statutory limitations; and
3. Cooperative actions between law enforcement agencies and the private security industry.

NAC COMMENTARY EXCERPTS

Over the past decade, the resources devoted to both public law enforcement and the private security industry have increased as the awareness of the need for greater crime prevention and control has grown. National leaders have called upon every private citizen, institution, and business to join their efforts with the criminal justice system to prevent crime. Although a closer cooperation between the private security and public law enforcement spheres offers a special opportunity for improved crime prevention, the relationship has often been ignored, overlooked, or restrained.

Recently, however, the potential of a meaningful working relationship between law enforcement and private security personnel has been recognized. To promote a positive, on-going relationship, formalized open interaction between the two agencies needs to be developed. On the national level, the International Association of Chiefs of Police and the American Society for Industrial Security (ASIS) have taken significant steps to provide a forum for such interaction. And in the fall of 1974, the Private Security Advisory Council formed a standing committee to study the law enforcement-private security relationship. Some of the goals and objectives of this standing committee are reflected in its minutes of March 7, 1975:

Goal 2. Outline proposals to improve understanding and cooperation between Private Security personnel and public law enforcement officers.

Goal 2-2. Develop guidelines for cooperation between private security and public law enforcement.

Because the ultimate missions of the two fields are parallel and, to some degree, overlap, effective interaction at all levels should be sought.

To achieve this interaction, certain obstacles need to be overcome. One such obstacle--the problem of lack of mutual respect--was discussed at a meeting of the Private Security Advisory Council's Law Enforcement/Private Security Relationship Committee. Some of the concerns discussed at this meeting follow:

1. Private security believes:

- a. Law enforcement does not respect them.
- b. Law enforcement is primarily concerned with arrests and not with crime prevention.

2. Law enforcement believes:

- a. Private security is nonprofessional, and
- b. Private security is client-oriented and not society-oriented.

What is important here is that, as long as lack of respect for each other's profession exists, effective interaction remains an untapped resource. But the frank and open discussion that took place at the committee meeting is a significant step toward solution of the problem. Identification of weaknesses and areas of misunderstanding are the necessary initial steps to achieving greater mutual respect and cooperation. For example, some comments disclosed that law enforcement lack of respect is directed primarily at the lowest level of private security personnel. A major portion of this lack of respect is based on a substantial difference in salary levels. Therefore, general upgrading of private security training and salaries may offer one means of increasing respect.

Another obstacle to the development of interaction can be attributed to existing laws. Laws often hinder the degree to which law enforcement agencies and the private security industry can interact, particularly in the area of exchange of information. Law enforcement and private security agencies need to voice the need for changing such laws. Their respective legal staffs should meet with others in the criminal justice system to define and resolve the legal constraints on information interaction. Specifically, private security firms should have appropriate access to criminal justice information and statistic systems.

Obstacles to interaction between the two fields are not limited to laws and lack of respect. Other obstacles exist. Through positive interaction, all such obstacles can be identified and policies developed to help surmount them. Only through the formulation of clear, understandable policies can effective cooperation occur.

One area in serious need of formal guidelines to promote effective interaction is that of crime reporting. In this respect, several questions are raised. Should private security personnel be required to report crime like ordinary citizens? Should they report all crime to police? Who should be given credit for an important arrest, the law enforcement or private security party? These are questions that need to be resolved through the mutual efforts of the law enforcement and private security sectors.

Although the positive efforts and good will of those employed in law enforcement and private security will promote some level of interaction, there is still a need for clear policies to provide an ethical, legal, and professional framework to channel such interaction. Henry Armstrong, in his article in "Security Management", sums up the situation well:

First of all we should reach an acceptable understanding as to who and what industrial security men are, then we should consider appropriate ways of improving the liaison between police and industry officers. Finally, we should recognize how effective liaison between the two groups can help the individual communities...

Law enforcement and private security efforts working together enhance each other's role and ability. Citizens indirectly benefit through more "eyes" on the streets, better and faster handling of persons committing criminal acts, and closer observation of those persons who may intend to commit criminal acts. In short, effective interaction can produce a greater degree of safety and security for the community.

Policies provide the necessary guidance for achievement of an organization's goals and objectives. Effective management calls for the establishment of a sense of direction; written policies provide this direction. Without established policies, confusion and uncertainty arising will hamper progress and desired objectives are not met.

Procedures provide further direction. Policies concern broad performance directives; procedures furnish specific guidelines for performance. Policies and procedures are the steps necessary to achieve objectives. For example, with the objective of increasing arrest rates, a police agency would adopt a policy of providing prompt response to all calls. Several procedures would then be established to ensure prompt response. These procedures might include the use of deployment forces, personal alarms, computerized data retrieval, and so forth--all these steps provide prompt response and, at the same time, achieve the desired objective of increasing arrest rates.

Clearly the need for interaction between the private security and law enforcement spheres is acknowledged by professionals in both fields. In developing the necessary policies and procedures for the most effective working relationship, all possible duties, responsibilities, and interrelationships of the public and private agencies involved should be considered in order to provide written directives covering all areas of operation.

Although the ultimate responsibility for the development of policies and procedures rests with management personnel, input from all levels should be encouraged and evaluated. This input can be gathered through surveys conducted by both fields during the liaison phase. Further, a law enforcement liaison officer with a good understanding of private security operations can hasten the process of developing goal-oriented policies and procedures that are understandable and acceptable to both sectors.

The roles of both law enforcement officers and private security personnel should be clearly defined. A clear understanding of duties, responsibilities, and limitations is essential to goal-directed performance. In the absence of policies and procedures, the individual may be forced to develop a personal policy that differs from what is expected or desired. Clearly written policies and procedures clarify the delineation of roles and lead to unity of purpose and coordination of effort at all performance levels.

To achieve a delineation of roles, law enforcement and private security administrators within a jurisdiction should inventory and develop the services they are capable of delivering. This process should be done at the executive level, where decisionmaking power rests. Executives from both fields should examine this inventory for:

1. Duplication of services,
2. Crime prevention and deterrent activities,
3. Crime detection and investigatory services,
4. Jurisdiction and authority, and
5. Areas lacking the needed law enforcement and private security services.

Duplication of services is not in itself negative when referring to protection. It does, however, pose a question as to whether duplication can be eliminated without the public or private entity suffering a decrease in crime prevention or other services.

Crime prevention and deterrent activities have long been the dominion of the private security industry. Law enforcement agencies have only recently entered this area, offering programs such as the marking of property, and providing residential security inspections. Police administrators should evaluate the prevention and detection programs operated by the jurisdiction's private sector to ascertain if these programs have caused displacement of criminal activities requiring reassignment of law enforcement personnel, and if police cooperation in these programs would ensure greater success.

Local crime detection and investigatory services should be inventoried to determine if there are local agencies possessing detection or investigatory capabilities that could complement law enforcement criminal investigations, particularly in areas such as securities, computers, or multistate offices. Likewise, law enforcement agencies should provide information or supply supportive services (such as use of crime laboratories) if such cooperation would result in the arrest of persons suspected of committing crimes against the public (as opposed to aid in private cases such as divorce).

Jurisdiction and authority limitations should be determined and made known to line officers as rapidly as possible. Law enforcement officers often must carry out duties on private property, and they need clarification of legal issues when that property is protected by private security systems and when private security personnel initiate the call for service.

When the inventory of services is completed, a comprehensive overview should make it clear as to who is handling what situations and how they are to be handled. Police and security executives should then ask: Where are the weak spots? What additional services should be offered? Who can best fill in the weak spots in the battle against crime? When the answers to these questions are ascertained, policies and procedures understandable by all parties should be formulated.

Because crimes often are solved by a good informant or a vital piece of data on a particular modus operandi, a two-way flow of information needs to be initiated in the interests of cooperative action. Every law enforcement officer is aware of suspects who are set free because the information necessary to place or sustain charges was not available. There also are tragic stories of citizens shot by private security guards hired and armed by employers unaware of previous convictions against the guards for offenses such as assault with a deadly weapon or even murder. In a climate and at a time when sources of information and intelligence are being shut off by legislation, it has become urgent for law enforcement and private security agencies to pool their efforts to ensure an on-going and useful interchange of information.

Because the law enforcement and private security fields generally provide services and not tangible products, it is very important that they maintain an adequate information gathering and processing system. Such a system is valuable not only for showing the public or employer what has been accomplished but also as a valuable tool for planning and future allocation of resources. Results of good information gathering can provide an overall crime picture, and adjusted crime occurrence map of the jurisdiction, an indicator of real versus perceived enforcement, requirements, and a management tool for both law enforcement agencies and private security services that could be helpful in obtaining additional manpower, funding, citizen participation, and specialized training.

The exact nature of the policies and procedures to be developed depend on local circumstances. Dennis T. Brennan, in his book, The Other Police, outlines some of the types of cooperative arrangements found in the Cleveland area. A listing of these programs is offered for illustrative purposes.

Municipal Police

Respond to calls for aid.
Permit installation of direct dial or central station alarms.
Exchange information.
Complete private security investigations.

Private Security Forces

Report suspicious persons and circumstances.
Assist in traffic control around private property.
Act as extended "eyes and ears" of police.
Assist in making arrests.

An inherent fact in these cooperative efforts is the meeting of private security and law enforcement personnel to work out a meaningful commitment for the common goal of crime reduction. This positive interaction means that law enforcement administrators have made a decision to assist private security concerns. Such cooperation and interaction would result in increased protection provided to the individual being serviced and also greater security for the community.

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2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.

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ILLINOIS STANDARD 3,4

SURVEY AND LIAISON WITH PRIVATE SECURITY

Law enforcement agencies should conduct a survey and maintain a current roster of those private security industry components operating in the agencies' jurisdictions and maintain liaison with them.

NAC COMMENTARY EXCERPTS

Existing relationships between the public law enforcement and private security sectors range from close working arrangements to limited and sometimes strained contacts. Often law enforcement agencies are unaware of the extent or nature of private security operations within their jurisdictions. Many times private security services are unaware of correct crime reporting procedures or do not know the proper agency to contact for assistance. Regular liaison between law enforcement and private security agencies within a jurisdiction can eliminate these problems and lead to a mutually productive working environment and, further, to greater crime prevention and reduction capabilities.

For law enforcement agencies, the benefits of the establishment of formal liaison enhance the delivery of police services. Through liaison, the potential for positive cooperative measures can be explored, and those that are found to be feasible can be implemented to obtain greater law enforcement effectiveness. The private security sphere would also benefit from the increased guidance and flow of information resulting from regular liaison. The Institute for Local Self Government stated in their report on the California private security industry, "Lacking the prerogatives of full police power, many private security operations find public law enforcement liaison to be an absolute necessity."

Recognizing the important potential benefits of intercommunication between law enforcement agencies and the private security industry, this standard recommends that law enforcement agencies conduct periodic surveys of the nature and extent of private security operations in their jurisdictions. These surveys would be a first step toward effective liaison.

Much of the success or failure of law enforcement/private security relations in a given area depends on the selection of liaison personnel. For this reason, the individual assuming this duty should possess certain skills and knowledge. As private security liaison, a law enforcement officer should be able to deal with owners of private security companies or representatives of national and/or international private security operations. The officer should, therefore, be of a high enough rank to be on an equal footing with the private security contacts. Private security executives may hesitate to confide in a patrol officer, regardless of competence, simply because they feel the officer is at too low a level in the power structure to effect any action.

The law enforcement officer selected for liaison also needs to be knowledgeable about the functioning of the private security industry. This representative should not only develop a working knowledge of all laws and registration requirements applicable to private security operations, but also understand the workings of a contract guard company, an armored car company, an alarm company and central station, and their related technical problems, as well as be familiar with the operations of proprietary security organizations.

One other realistic consideration should be given to the selection of the law enforcement officer responsible for liaison. The job should be given to an officer in midcareer who is aware of his or her advancement potential in the agency. An individual near retirement or near the highest probable level of advancement may be inclined to accept a position with a private security operation desiring the contacts, knowledge, and skill the officer can offer.

The exact duties of the liaison officer and the amount of time required can be more clearly discerned after contact with the private security industry yields an awareness of their local needs. Initially, however, the officer should prepare, with direct input from the chief law enforcement official, long- and short-term goals for liaison and procedures to be followed to achieve them. In developing these goals, the chief and the liaison officer should discuss and determine what the agency can and cannot do to aid the private security industry.

Private security operations also are encouraged to select at least one individual to work in a liaison capacity with law enforcement agencies. Here again a great degree of care should be exercised in the selection of liaison personnel. If mutual trust and rapport are to be achieved, the person selected should be knowledgeable about phases of the private security operation and have a working knowledge of law enforcement activities and operations. The liaison representative should use restraint in requests for assistance from law enforcement personnel as a measure to avoid withdrawal of the agency from the program.

Regardless of the method chosen for conducting the survey, the following data should be obtained:

1. Type and size of security operations,
2. Whether security personnel are armed,
3. A list of all client services.
4. A list of key command personnel, and
5. Special services needed from law enforcement agencies.

When the survey is completed and the data analyzed, the law enforcement agency should arrange channels of communication. These activities might include a meeting between the law enforcement and private security agencies. This meeting might include several persons and an address by the chief law enforcement official or might simply be an individual meeting of the liaison officer and private security executive at his place of business. Private security organizations could similarly organize an informal or formal meeting with law enforcement personnel, possibly including addresses by various executives of the private security industry. When this step is completed, the groundwork will have been laid for interaction, cooperation, and increased protection of the community.

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ILLINOIS STANDARD 3.5

LAW ENFORCEMENT TRAINING IN PRIVATE SECURITY

Public law enforcement officials should know the function and potential of the private security industry. Police training programs should include appropriate presentations on:

1. Role and mission of the private security industry.
2. Legal status and types of services provided by private security companies.
3. Interchange of information, crime reporting, and cooperative actions with the industry.
4. Orientation in technical and operating procedures.

NAC COMMENTARY EXCERPTS

If there is to be formalization of any type of relationship, the first step should be a training program that reaches all ranks of law enforcement and private security personnel. The program should define the respective roles of each group, as well as their contacts with each other.

To provide the optimum dissemination of information about private security functions, training requires a multilevel approach. Law enforcement personnel at various responsibility levels have differing informational needs. A model training program on private security should consist of recruit and supervisory-level instruction, and on-going instruction for all law enforcement ranks.

The goal of recruit training is to provide a general familiarization with private security services. The length of this training should be tailored to the local situation, with time allotted, as necessary, to ensure adequate coverage of all subjects.

A format for development of instructional areas that should be covered in recruit training follows. Instruction sub-areas can be developed as appropriate.

The private security industry: Who and what it is.
Role and mission of the security industry.
State and local laws affecting the security industry.
Authority of private security personnel.
Field-level relationships with private security personnel.

When this phase of instruction is completed, the law enforcement patrolman will be able to deal more effectively with private security personnel encountered during daily duties.

The goal of training in private security for law enforcement supervisors is to prepare them to deal with security management counterparts or executive-level private security personnel, as well as to handle private security request and referral activities. Training for law enforcement supervisors should enhance the knowledge already gained in recruit-level training. Law enforcement supervisors and detectives would be working with upper-management-level private security personnel and need to know how to relate to these individuals and their needs. They must be prepared to handle requests for information interchange, crime reporting on requests for investigatory services, and cooperative actions. These topical areas should adequately meet day-to-day operational interactions of local law enforcement and private security personnel.

A format for supervisory instruction follows. Only general headings are given, because development of various sub-headings may vary for specific jurisdiction. Much of the course content also may depend on the developed policies and procedures of a particular law enforcement agency relating to private security services.

- Interchange of information.
- Crime reporting and channeling.
- Cooperative actions.
- Role and mission of the private security industry.
- Management-level relationships with private security personnel.

Interchange of information is a course designed to improve the flow of information between law enforcement and private security agencies. The course should inform law enforcement supervisors about the types of information obtainable from private security sources and the information law enforcement agencies can legally make available to private security services.

Crime reporting and channeling refers to activities reported to law enforcement agencies by private security sources. This area is both important and delicate, because most private security personnel want to protect their employer's reputation. Businesses may have policies that pertain to the reporting of crime. Where legal and possible, law enforcement agencies should honor these policies. Instruction in this area, among other things, would cover how to properly give credit for reported criminal activities to the appropriate criminal justice system section for action.

Instruction in cooperative action could be combined with material covering management-level relationships. The two areas are closely related but do have basic differences. Cooperative action should primarily outline department policy on the extent to which the agency could jointly work with private security operations. Successful examples of cooperative actions, and suggestions for locally implementing those actions, could be included. Management-level relationships, on the other hand, should cover joint planning, ethics, and other appropriate subjects.

Role and mission of the private security industry should expand the general informational course offered at the recruit level. It would serve as a refresher course for the supervisor and should develop in greater detail the specific private security operations within the jurisdiction.

The goal of orientation in technical and operating procedures is to provide a necessary, although limited, understanding of the types of security equipment currently used in the jurisdiction and of some fundamentals on how private security systems operate. All law enforcement officers should receive this training. The depth of course content should be limited to orientation in the type of alarm systems and other security systems the law enforcement officer may be reasonably expected to encounter. Further, the training should impart a general knowledge about private security operating procedures, i.e., if an alarm sounds, does the alarm company respond to it? This portion of the training should not attempt to disclose all procedures of all private security operations within the jurisdiction, because such disclosure conceivably could imperil the security of various businesses and companies.

On-going training refers to nonformal, nonclassroom training for all law enforcement personnel who are active in day-to-day operations. The areas selected for on-going instruction dealing with private security should include the impact on law enforcement of:

1. New laws pertaining to private security services,
2. New private security technology, and
3. New private security procedures.

Instruction in these areas can be achieved by rollcall training, special order, training bulletins, or monthly commander's call.

A training technique that should be maximized at all levels is the use of private security personnel as instructors. In addition to the use of existing expertise, this practice can enhance law enforcement officers' perception of their counterparts. Also, formal presentations by private security personnel should be followed by informal learning situations, giving all levels of personnel from both sectors a chance to get to know each other on a less restricted basis and to freely exchange ideas. Finally, law enforcement should consider including private security personnel as students where feasible and permissible. Face-to-face encounters between private security personnel and law enforcement officers can help enhance the relationships at all levels within a jurisdiction.

The multilevel approach of training law enforcement personnel to understand the work of the private security industry is very important. By removing common misconceptions and stereotypes, the two forces can achieve the understanding necessary for coordinated crime-reduction efforts.

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2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
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ILLINOIS STANDARD 3.6

MISTAKEN IDENTITY OF PRIVATE SECURITY PERSONNEL

Title terms, verbal representations, and visual items that cause the public to mistake private security personnel for law enforcement officers should be eliminated; security companies should ensure that their personnel and equipment are easily distinguishable from public law enforcement personnel and equipment.

The State of Illinois should develop regulations covering use and wear of private security uniforms, equipment, company names, and personnel titles that do not conflict with those in use by law enforcement agencies within the State.

NAC COMMENTARY EXCERPTS

Citizens seldom realize that their own powers of arrest and detention are equal to those of security officers. Uniforms give security officers the appearance of authority, which often gains the consent and cooperation of others. But this raises a question: Does wearing a uniform imply authority of a private employed agent of a private entity or the authority of a uniformed agent of a governmental agency?

There can be no doubt that uniforms are necessary to private security personnel. However, the use of uniforms, badges, insignias, titles, vehicles, and other equipment similar to those used by law enforcement agencies has often caused problems of mistaken identity. These problems usually can be traced to four causal factors. First, the public fails to closely examine or educate themselves in the identity of uniformed persons and equipment and who they represent. The public often cannot differentiate between local law enforcement uniforms and equipment purchased with their own tax dollars and privately uniformed and equipped security guards. A second factor adding to confusion is caused by public law enforcement practices. Law enforcement agencies have consistently purchased uniforms that differ from jurisdiction to jurisdiction. The sole exception is the State law enforcement agencies. Third, the private security industry contributes to mistaken identity problems by using uniforms and equipment similar to those used by local law enforcement. The industry realizes the effect of uniforms on the public and, therefore, imitates as closely as possible local law enforcement uniforms. Finally, the problem of mistaken identity is magnified by unscrupulous security personnel and private detectives and investigators who impersonate and misrepresent themselves to the public.

It is recommended that verbal and visual items causing mistaken identity be eliminated. The intent is not to take private security guards out of uniform, but simply to replace those items creating problems with others that would not create problems. Some specific suggestions for distinguishing private security forces without causing confusion follow.

Security personnel should be required to wear name tags for two reasons. First, when a citizen is confronted by a uniformed individual, establishment of the identity of this individual in the clearest possible fashion is a basic premise supported by all professionals. A name tag clearly identifies a uniformed person otherwise indistinguishable from others similarly attired. Second, a uniformed individual is less likely to misrepresent himself if required to wear a tag bearing his true name. Private security personnel not wearing name tags would become suspect of attempting to conceal their identity.

Another way to clearly identify persons in uniform is to require shoulder patches of a uniform color, size, and design. The wording on the patch should be limited to the name of the private security employer. No design should be allowed. In the past, certain companies have used on shoulder patches words such as "police" or the name of the community in which they do business. Designs similar to State or city seals have been used. These practices tend to confuse the public, because law enforcement officers wear similar patches.

In regard to equipment, private security vehicles should bear no resemblance to those used by law enforcement agencies within the same jurisdiction. Similar colors and color patterns, emergency light arrangement, and positioning, shape, and wording of any company logo should not resemble those used by local law enforcement agencies. All other equipment should be evaluated for possible conflicts.

One other item necessary to the private security uniform is a tag that clearly indicates the individual's capacity, such as "security officer," "security technician," and so forth. When a title is spelled out on the uniform, little doubt remains as to the status of the uniformed individual.

The term "police," "law enforcement," "special police," and the name of the local city, county, or State should not appear on uniforms, insignias, or vehicles of a private security company.

These changes would hopefully make private security personnel readily distinguishable from law enforcement officers, thus reducing public confusion and other problems resulting from mistaken identity, and improving the relationship between law enforcement and private security agencies.

This report recommends that the following actions be initiated to deal with these problems:

1. States should deny the use of advertisements that are designed to mislead or confuse the public and in which personnel titles or job or agency functions could be confused with those of law enforcement agencies.

2. All private security uniforms that are not cut along civilian clothing patterns should be of a color designated by the State. The color should be different from law enforcement colors. This stipulation may necessitate a change in uniform color by some law enforcement agencies.
3. Private security personnel should have a patch of designated size, shape, and color bearing only the name of the employer. This patch should be affixed to both shoulders of any coat, shirt, or jacket.
4. A tape identifying the security function performed by the individual should be worn on the uniform. This tape should match the color of the shoulder patches.
5. All security personnel in uniform should wear name tags matching the color of shoulder patches and job description tapes.
6. In no case should the word "police" or the name, emblem, or seal of a State, county, or city appear on any uniform item or commercial paper, with the exception of proprietary operations where such a name belongs to the company or corporation.

A most important consideration involves badges worn by private security personnel. Metal or metal-like badges are used by law enforcement officers as a readily understood symbol of authority and power, clarifying the right of the officer to act in various situations. The metal badge further identifies the law enforcement agency that the bearer represents. When private security personnel also wear metal or metal-like badges, the false impression is created that their authority is equal to that of public law enforcement officers. For this reason, no metal or metal-like badge should be issued to private security personnel.

If, however, private security representatives maintain that metal badges are intrinsic to their function, any metal badges permitted should be of a configuration unlike those used by law enforcement officers. If badges are worn, they also could be made of cloth.

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ILLINOIS STANDARD 3.7

LAW ENFORCEMENT PERSONNEL SECONDARY EMPLOYMENT

Law enforcement administrators should ensure that secondary employment of public law enforcement personnel in the private security industry does not create a conflict of interest and that public resources are not used for private purposes.

No law enforcement officer should be a principal or manager of a private security operation.

Law enforcement officers should be strictly forbidden from performing any private investigatory work.

NAC COMMENTARY EXCERPTS

Secondary employment (commonly referred to as moonlighting) by law enforcement personnel is one of the foremost problems facing the contemporary law enforcement administrator. Yet, as common as it is, the extent of secondary employment is virtually impossible to accurately measure. Only a limited number of studies, in isolated areas, have been undertaken to determine the number of policemen moonlighting.

In spite of the lack of statistical data setting out the specific number of law enforcement personnel who have secondary employment across the Nation, there seems to be no question that a large percentage of police officers do in fact moonlight and that many problems arise because of this activity.

Initial problems associated with moonlighting arise because of law enforcement officers' primary obligation to their departments. Circumstances may develop in secondary employment that would prohibit officers from giving their full time and energy to the department. An officer employed in a secondary occupation may be unavailable in a public emergency, thus breaching his or her official oath and creating a serious problem.

Dividing loyalties between the police department and a secondary occupation may affect a moonlighting officer's obligation to the department. A law enforcement officer's job is important and delicate and demands alertness at all times. Secondary employment can have an adverse effect on an officer's obligation to the department and to the public. Alertness may be jeopardized by lack of adequate physical and mental rest between shifts. Impaired judgment and reflexes brought on by months of 16-hour work days can jeopardize the lives of law enforcement partners and fellow officers. The public may also be placed in danger if the officer has not had sufficient rest time to be alert for his primary job--law enforcement.

Finally, a law enforcement officer has an obligation to help upgrade the department's image. Secondary employment in certain areas--for example, a business associated with alcohol--could have a degrading effect on the law enforcement department's image.

The second set of general problems deal with the question of liability. If a law enforcement officer is injured while moonlighting and is unable to function in his or her primary occupation, a question arises as to who would pay compensation--the law enforcement agency, the secondary employer, or both. It is unfair to expect taxpayers to help to compensate for an injury sustained during off-hours employment.

A question also arises over who is liable for law enforcement personnel's actions against persons or property of others during moonlighting time. Because a law enforcement officer may take an oath to perform 24-hours-a-day duties, some argue that the municipality and law enforcement agency may be held liable for the officer's acts.

More serious problems may occur when private security work becomes a moonlighting law enforcement employee's secondary job. These problems also might arise with other secondary occupations but can best be discussed by referring to examples found in the private security industry.

For example, an off-duty law enforcement officer with a secondary job requiring that he protect certain private property may observe a public wrong being committed across the street. He must then decide whether to disregard his obligation to his secondary employment or forget his primary obligation as a law enforcement officer. Whatever decision is made, one employer is not receiving the job performance the officer is paid for.

Another serious problem arises because of the appearance of law enforcement officers as authoritarian figures and is particularly prevalent when a policeman moonlights in private security work. Normally, private security personnel have the same legal powers as do ordinary citizens. Off-duty law enforcement officers are often hired for private security jobs because their appearance, with their law enforcement equipment, badges, and uniforms, indicate they are vested with greater powers than ordinary guards. Thus, the public is led to believe that the company rules and regulations enforced by an off-duty law enforcement officer are supported totally by local laws.

A similar image problem arises because law enforcement officers performing private security functions may subject their departments to public degradation and unnecessary criticism. For example, taxpayers may see uniformed law enforcement officers directing traffic or checking personal property at private businesses, such as quickorder restaurants, discount shopping centers, or banks, and believe that their taxes are being used for officers to aid private business and not the public.

Another serious problem is that of the temptations for public law officers to engage in official misconduct. Disclosure or exploitation of confidential information is a security problem facing any law enforcement department. The problem is even more serious when law enforcement personnel are also working for private businesses that could use the same information.

Law enforcement agencies are daily practicing a form of financial brinksmanship with tax dollars by allowing their personnel to take secondary private security employment. Unless questions concerning liability for false arrest, injury, or death are resolved before a law enforcement officer accepts a private security position, the taxpayer may end up underwriting the cost of a damage award against a law enforcement agency stemming from an incident occurring in the course of the law enforcement officer's secondary employment.

A law enforcement officer's secondary private security employment should be divorced from any relationship with his official law enforcement capacity. Where States and municipalities have licensing and registration requirements pertaining to private security services, they should be adhered to by law enforcement personnel. In this way, there can be little likelihood that the officer's agency, and indirectly the taxpayer, could be held liable for damages resulting from the officer's misconduct during the secondary employment.

The best way to deal with the liability question is through ordinance or statute--i.e., no law enforcement officer shall be insured against false arrest or general liability by the law enforcement agency while secondarily employed off duty; a law enforcement officer shall be considered as having only those powers of arrest and detention accorded to any other citizen while off duty. Wording such as this would eliminate liability on the part of the law enforcement agency for the actions of its officers who are also employed in private security work. Finally, it would clearly spell out to the law enforcement officer where liability rests for his actions.

Steps should be taken by law enforcement administrators, government bodies, and citizens to ensure that they would not be liable for actions of law enforcement officers while engaged in secondary employment. These steps should include eliminating practices that endanger tax dollars, passing corrective ordinances or statutes, and voicing objections to questionable law enforcement practices.

The case of Burke v. State, 47 S.E. 2d 116 (1957) reaffirms that it can be considered a breach of law enforcement duties to serve private clients, investigate private disputes, and support a client's case in or out of court. The law enforcement officer cannot serve two masters, and the information obtained as a law enforcement officer should not be disclosed to a private client, or vice versa.

The courts also have recognized the problem inherent in moonlighting and have upheld the validity of regulations prohibiting off-hours employment that would conflict with a law enforcement officer's duties or would otherwise be incompatible with the officer's primary employment. Flood v. Kennedy, 12 N.Y. 2d 345 (1961), upheld a municipal rule of New York City that precludes policemen from engaging in outside occupations except when suspended without pay or on vacation or other leave. Chief Judge Desmond's opinion states that "the rule is essential or at least appropriate to implement the Commissioner's control of a tightly disciplined group of employees with special duties

and obligations to protect the safety and order of the city and to be available to cope with emergencies."

State v. Denny, 118 Ind. 449 (1963), points out that the chief function of the police officer is to aid in the enforcement of local police regulations and that they are paid for such services by local taxpayers. The case also held that police powers and equipment were not to be used for any purpose other than municipal use. Other cases concerning this problem include Hopewood v. Paducah, 424 S.S. 2d 134 (1965), which limits the total number of hours that a policeman can work during one week, and Jurgens v. Davenport, 249 Io. 711 (1958), which upheld a restriction against outside employment and a city ordinance that stated a police officer could not receive compensation from any outside source. There are countless other cases that directly or similarly relate to those cited.

A 1964 opinion rendered by the Iowa Department of Public Safety also condemns and restricts public law enforcement officers from moonlighting in the private detective business. In addition, the opinion does not allow the use of police equipment, police uniforms, or of similar uniforms in the business of private security. A Michigan attorney general's opinion concurs with this second point.

All law enforcement administrators have an obligation to develop and maintain controls over the behavior of their personnel. Clear policies should be developed concerning secondary employment. Law enforcement administrators should formulate and enforce policies that provide appropriate restrictions and regulations covering secondary employment in private security work by their department personnel. Specifically, controls should be exercised in regard to law enforcement personnel employed as guards, principals, or managers of private security operations. Chief law enforcement officers must ensure that none of their personnel is performing private investigatory functions. By taking active steps in this direction, law enforcement administrators would be protecting the public interest, as well as the law enforcement department and its employees.

More than just the question of use of a duty uniform and/or service weapon or the exercise of police powers is involved when a law enforcement official becomes a principal or manager of a private security operation. Every on-duty decision made by the official needs to be examined for any indication of improper motives. If an official acts in a manner appropriate with the facts in a given situation, but is later questioned because of his private security interests or position, the reputation of both the individual and the employing law enforcement agency may be irreparably damaged, despite the fact that the official acted in genuine good faith as a law enforcement officer.

A review of several specific problems concerning the propriety of law enforcement officials acting as principals in private security operations illuminates those areas in which unfair advantage and conflict of interests lie.

First, law enforcement officials who are principals or managers of private security operations may be tempted to use law enforcement resources in their private business activities. Among these resources would be criminal justice information, law enforcement technical services (e.g., crime lab, ballistics), clerical assistance (e.g., typing reproduction, case preparation), and, on a larger scale, as mentioned in the previous standard, law enforcement equipment.

Law enforcement officials who are principals or managers of private security operations may be tempted to withhold law enforcement services, may fail to act, or may act in such a manner as to favor their private security interests. An example of withholding services or failing to act would be the law enforcement official who, when notified by a firm of a suspected embezzlement, informs the firm that the law enforcement department does not make that type of investigation. An example of acting to favorably affect the private security interest could occur when a law enforcement officer at a policy or decision-making level governs law enforcement action to best serve the private interest.

An atmosphere of unfair advantage is often engendered by the law enforcement official's use of his police identity to generate more private business. When prospective clients learn that one or all of the principals and/or managers of a private security operation are off-duty law enforcement officials, they may get the impression that they will receive the attention of the private security staff plus the resources of the public law enforcement agency.

Finally, a law enforcement official who is a principal or manager of a private security operation could solicit business from victims of crime. In an attempt to prevent a recurrence, these victims may ask law enforcement officials how to better protect themselves. The law enforcement officer with private security connections could then recommend the private operation at interest.

One particular job within the private security industry is consistently inappropriate for law enforcement personnel to hold as secondary employment: private investigator. It is almost impossible for a law enforcement officer to perform private investigatory functions as secondary employment without creating a conflict of interest.

An explanation of successful investigatory work clearly indicates why it is such a highly objectionable secondary job for law enforcement officers: Good investigators must be able to gather information. They need to develop sources. Sources can be people or agencies and institutions. Good investigators need to be resourceful when obtaining needed information.

Information available to a private investigator depends on the individual's ability to ferret out facts from all possible sources. A good investigator will try to develop a contact inside a law enforcement agency to obtain arrest and conviction data, information from field investigations, fingerprint checks, or National Crime Information Center Checks.

A law enforcement officer working off-duty as a private investigator might be tempted to use law enforcement information and, thus, would be able to deliver better service than a private investigator without access to such information. This action would be both improper and unprofessional.

Other aspects of good private investigatory work include surveillance and undercover work. The public nature of law enforcement appears to make private surveillance by a public law enforcement officer inappropriate. A citizen might file a defamation-of-character suit against a city, law enforcement agency, or officer by claiming that surveillance conducted by an off-duty law enforcement officer working as a private investigator gave others the impression he was the target of a law enforcement criminal investigation.

With regard to undercover work, a solid case might be lost because an officer, in pursuit of public duties, by chance comes into contact with those persons he has been deceiving during his off-duty time. A case might be lost in the courts because the requirements for adequate safeguards of an individual's rights were not adhered to by the officer believing that, because he was acting in a private capacity, they need not apply to him.

A situation especially subject to conflict of interest is created by private investigators' use of informants. Informants are as necessary a tool to a private investigator as they are to a law enforcement officer. A law enforcement officer moonlighting as a private investigator would certainly be tempted to use his law enforcement informants, because the cultivation of an informant is a lengthy and expensive process. In his private work the law enforcement officer would have neither the time nor the money to develop a second set of informants.

Law enforcement officers should not be denied secondary employment in any jobs where a conflict of interest or unfair competition are not created. Private investigatory work is one of the few jobs where conflict of interest is present because of the nature of the job and is, therefore, inappropriate for a law enforcement officer. The only effective way to ensure that the integrity of law enforcement agencies and law enforcement officers is maintained and citizens' rights protected is to ban law enforcement officers from employment as private investigators.

REFERENCES

1. Extra-Departmental Relations Sub-Committee Meeting, March 24, 1977, Bloomington, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Committee on Criminal Justice Standards and Goals, Report of the Task Force on Private Security, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1976, (Private Security Standards 6.7, 6.8, and 6.9).

ILLINOIS RECOMMENDATION 3.8

INTERRELATIONSHIP OF PUBLIC AND PRIVATE POLICE AGENCIES

It is recommended that an Illinois research study be conducted by the Illinois Association of Chiefs of Police, and the Illinois Sheriff's Association, to determine the duties, responsibilities, and interrelationships of public and private police agencies, and to develop mechanisms to enhance their cooperative delivery of police services. The goal of the research effort should be to improve working relationships among public police agencies at all levels of government and between public and private police. The study should focus on all agencies whose employees engage in police-related duties, whether as sworn policemen possessing full peace officer powers, special purpose police with limited or specialized law enforcement responsibilities, or private police performing only security functions.

NAC COMMENTARY EXCERPTS

Although the formal responsibility for crime control in this country rests with the traditional criminal justice system, many other organizations and citizens are involved in reducing and preventing crime. Indeed, the sheer magnitude of crime in our society prevents the criminal justice system by itself from adequately controlling and preventing crime. The cooperative efforts of every citizen, business, and institution are needed to effectively deal with the problem.

One major force that over the years has been consistently and directly involved with crime prevention is the private security community. As can be seen from the significant growth of the private security industry and the large amount of money expended for security services and products, the industry fulfills an important function in our society.

Significant crime prevention efforts are provided by private security interests, and interrelationships do exist between these interests and the criminal justice system, especially public law enforcement components. Ideally, public law enforcement and private security agencies should work closely together because their respective roles are complimentary in the effort to control crime. Indeed, the magnitude of the nation's crime problem should preclude any form of competition between the two. Rather, they should be cognizant and supportive of their respective roles in crime control.

ILLINOIS COMMENTARY

If increased cooperation is to become a reality, the relationships of private security and public law enforcement must be carefully examined and appropriate measures taken to

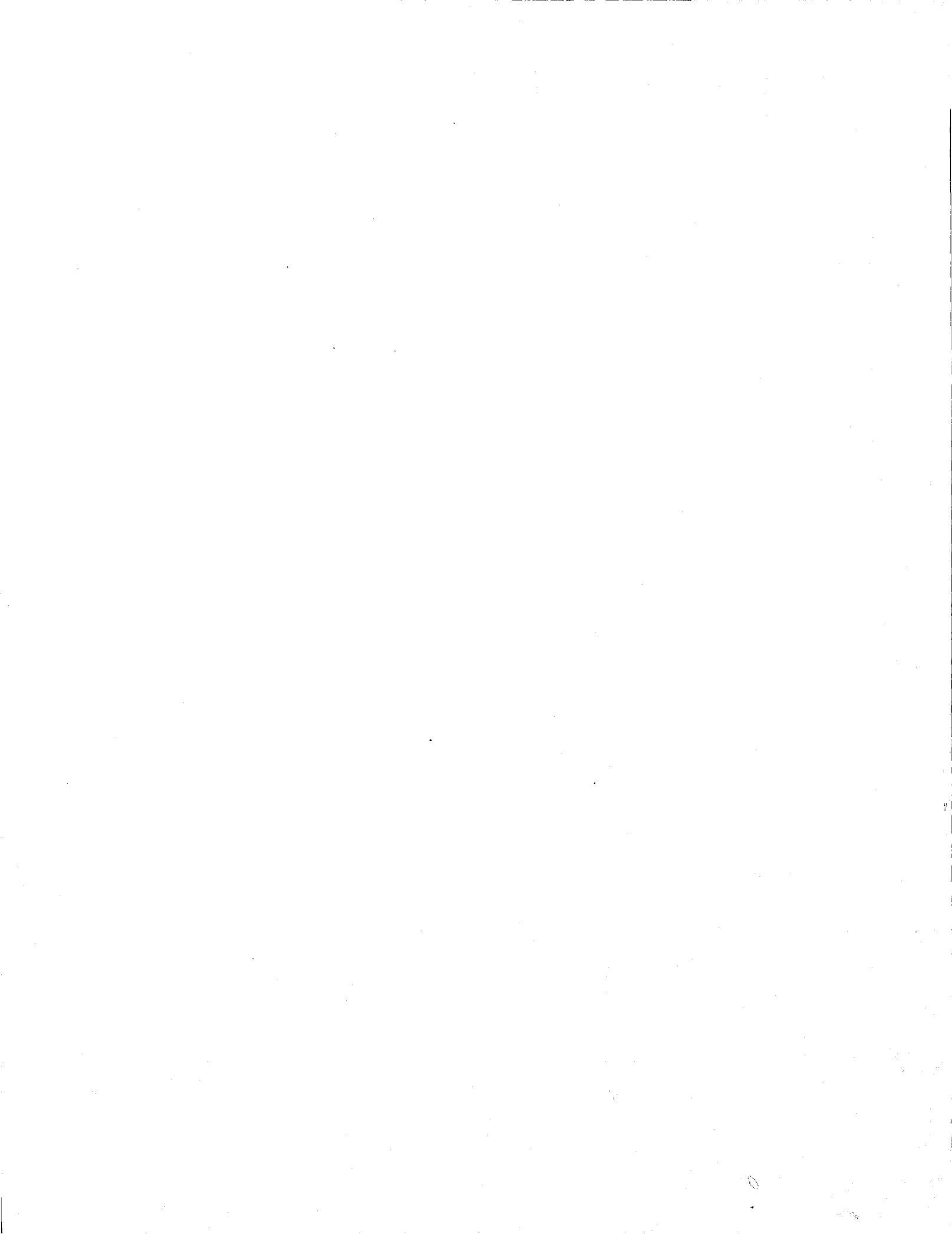
resolve conflict. The NAC Task Force Report, Private Security, lists certain barriers that prevent an effective relationship between the two sectors. These barriers are:

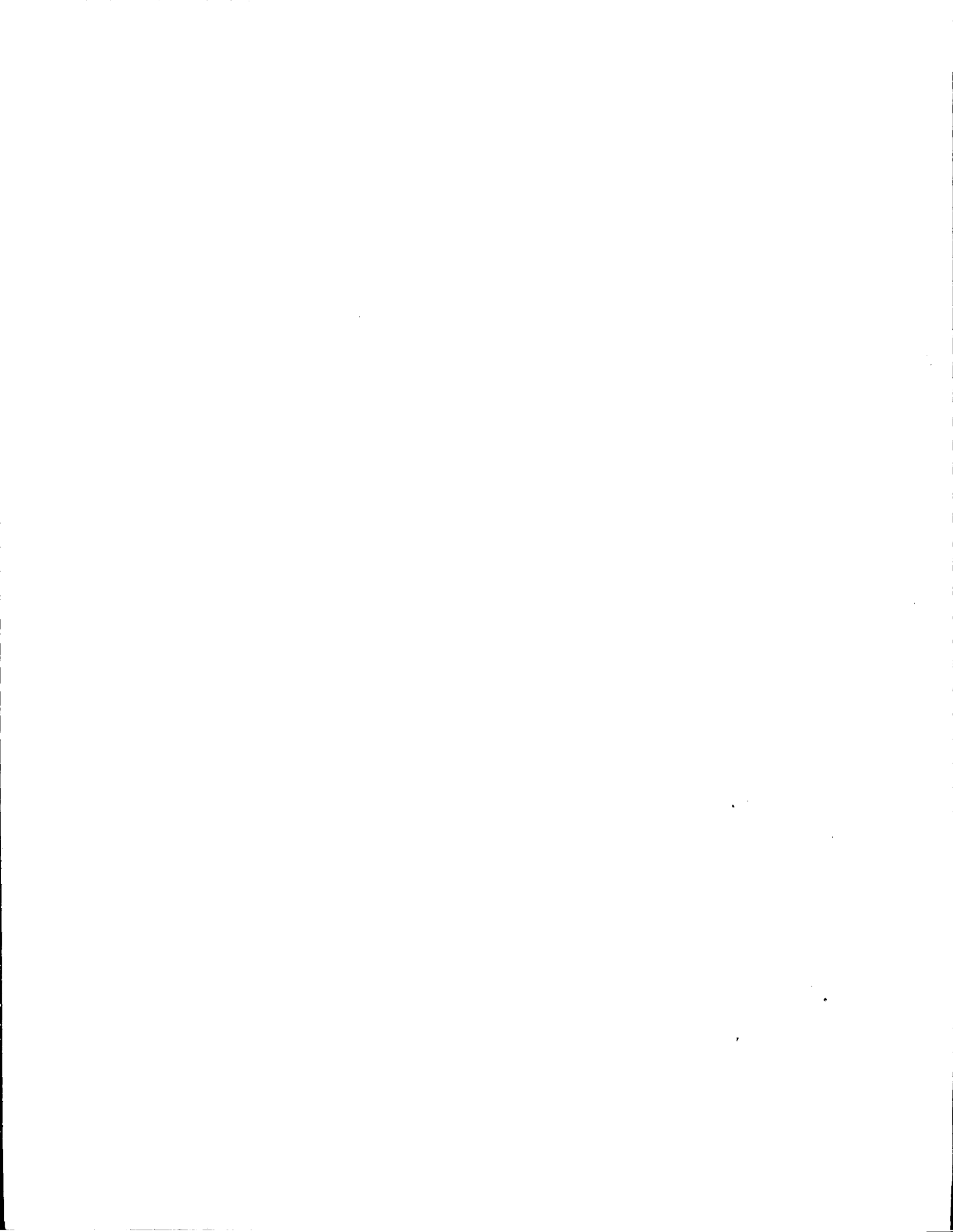
Lack of mutual respect;
Corruption;
Lack of cooperation;
Lack of two-way communication;
Competition;
Lack of knowledge by law enforcement of the function, mission, and problems of private security;
The failure of private security to speak with a unified professional voice; and
The need for better formulated and articulated standards of professionalism on both sides.

The Illinois Standards and Goals Committee and its Administration Sub-Committee concurred that a research study is needed to examine these barriers and develop mechanisms to promote working relationships between public and private police as well as among all public police agencies. The results of such an effort should be closer coordination at all levels--a significant step forward in their mutual struggle against crime.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
3. National Advisory Committee on Criminal Justice Standards and Goals, Private Security, Report of the Task Force on Private Security, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1977 (Recommendation 5.1).





Standards and Goals Committee Report

Illinois Association of Chiefs of Police



ILLINOIS STANDARD 4.1

COOPERATION AND COORDINATION

Every police agency immediately should act to insure understanding and cooperation between the agency and all other elements of the criminal justice system, and should immediately plan and implement appropriate coordination of its efforts with those of other elements of the criminal justice system.

1. Every police agency should cooperate with other elements of the criminal justice system in processing criminal cases from arrest to trial within 60 days.

2. Every police agency should consider and where appropriate seek the formation of a criminal justice coordinating council with members representative of law enforcement, other criminal justice agencies, and local government.

The council:

a. Should have as its overall objective the fair and effective disposition of all criminal cases and other more specific goals and activities related to crime prevention and reduction; and

b. Should develop policy and institute planning and coordination programs that serve to achieve its objectives.

3. Every police agency should support training programs that promote understanding and cooperation through the development of unified interdisciplinary training for all elements of the criminal justice system.

Those programs:

a. Should provide for the instruction of police personnel in the functions of all criminal justice agencies in order to place the police role in proper perspective;

b. Should encourage, where appropriate, the participation of other criminal justice agencies in police training; and

c. Should encourage, where appropriate, police participation in training given to members of other criminal justice agencies.

ILLINOIS COMMENTARY

"Statewide, as soon as possible!" was one of the opening remarks in the discussion of this Standard, with emphasis being placed on the word "soon." This sense of urgent importance carried throughout the discussion. Illinois police professionals realize that the key to future success in responding to the needs of society lies with the words understanding, cooperation, and coordination.

A very important factor underlying the sense of urgency and importance of this Standard is a perceived need to reduce the length of time between a suspect's arrest and the date the suspect goes to trial. Chapter 38, S 103-5 of the Illinois Revised Statutes mandates a 120-day arrest-to-trial time frame. It is the consensus of Illinois police chief executives that a 60-day arrest-to-trial time frame is realistic and would serve as a greater deterrent to crime. As pointed out by one chief, "We are ready to go to trial the day of the arrest, or the arrest would not have been made." However, police must understand the functions and problems of the other elements of the criminal justice system and work in close cooperation with these elements if the 60-day arrest-to-trial objective is to become a reality.

As a vehicle for achievement of the above-stated objective and to help improve the overall delivery of criminal justice services the Criminal Justice Coordinating Council (C.J.C.C.) was endorsed by Illinois police chief executives. This endorsement, if acted upon, would provide a formal, publicly visible structure to many fine on-going and informal programs of interaction between Illinois criminal justice agencies. Where no programs, formal or informal, exist, this Standard will serve as the impetus for implementation.

One example of successful on-going coordination and cooperation among the various components of the criminal justice system is evidenced in southwestern Illinois. As an outgrowth of an inter criminal justice agency meeting sponsored by the Southern Illinois Chiefs Association, regular cooperative inter-agency meetings have been established. These meetings are attended by police chiefs, circuit judges, the court administrator, State Police, county police, juvenile and adult probation officers, and representatives of the Conservation Department of Law Enforcement from Madison and Bond counties. Attendance often approximates 30 to 40 persons. Topics of local concern are discussed and a free-flowing dialogue is maintained.

The meetings have generated improved understanding among the various criminal justice agencies and on several occasions have led to specific improvements. Madison County State Attorney, Nicholas Byron, pointed out, for example, that "as a result of these meetings we came across procedures that might open law enforcement to civil liability and through cooperative effort resolved this problem." Mr. Byron went on to add, "We now handle more cases per capita and obtain more dispositions than ever before. This (the meeting) is one of the areas of

innovation which has contributed to this achievement." Another important benefit of the meetings is the opportunity they provide for mutual input into the criminal justice.

It should not be misconstrued to believe that the police are the only innovators of cooperation and coordination. Other elements of the criminal justice system have also fostered programs promoting increased understanding and cooperation. A specific example is the program of on-going monthly inter Criminal Justice Agencies meetings held in Peoria. This program was established several years ago by then Chief Circuit Court Judge Ivan Yontz, and is being continued by his successor Chief Circuit Judge Calvin Stone. The meetings are attended by representatives of the State Police, county sheriff's office, city police executives, states attorneys, public defenders, City Corporation Counsel, and many other agencies. Participants share information on one another's activities to make the criminal justice system operate more smoothly. A reduction of misunderstanding and mistakes has been an important result of this intercommunication.

Substantial progress toward better understanding and cooperation can be achieved through the development and implementation of combined training programs. Police chief executives, working and planning in concert with their counterparts in the other elements of the Criminal Justice System, should provide the leadership necessary to insure such training. Communication and coordination procedures, information and records exchange and prisoner processing are examples of significant topics for mutual training. The primary function of combined training, however, should be to generate an understanding of and appreciation for each of the elements of the System and the full cooperation which must exist if Justice is to be served.

Those employed in the criminal justice system take pride in their individual professions--and this is rightfully so. However, they must not overlook the fact that the success of the system depends on a unified approach by all of its practitioners. The measure of individual pride and degree of professionalism of each segment of the criminal justice system will be heightened by the increased efforts of each individual and agency to improve the system as a whole through cooperation and coordination.

REFERENCES

1. Andrews, Allen H., Superintendent, Peoria Police Department, Peoria, Illinois (telephone interview with Standards and Goals Project Staff) January 18, 1977.
2. Byron, Nicholas, Madison County States Attorney, Granite City, Illinois (telephone interview with Standards and Goals Project Staff) January 18, 1977.

3. Extra-Departmental Sub-Committee Meeting, November 4, 1976, Pontiac, Illinois.
4. Standards and Goals Committee Meeting, December 16, 1977.
5. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 4.1).

ILLINOIS STANDARD 4.2

POLICE OPERATIONAL EFFECTIVENESS WITHIN THE CRIMINAL JUSTICE SYSTEM

Every police agency immediately should insure its operational effectiveness in dealing with other elements of the criminal justice system.

1. Every police agency should develop procedures in cooperation with local courts and prosecutors to allow on-duty officers to be on call when subpoenaed to testify in criminal matters.

2. Every police agency should develop and maintain liaison with:

a. Local courts and prosecutors to facilitate the timely issuance of arrest and search warrants, issuance of criminal complaints, and arraignment of prisoners;

b. Juvenile courts to divert, in appropriate circumstances, juveniles from the juvenile justice system and to preserve confidentiality of proceedings to the greatest extent possible;

c. Corrections agencies, including probation and parole, in order to exchange information on the status and activities of released persons who are still under sentence; and

d. Other Federal, State, and local law enforcement agencies in order to arrange for the arrest and return of fugitives, to exchange information in criminal investigations, to establish joint plans for dealing with criminal conduct, and to share statistical and support services.

3. Every police agency should cooperate in the establishment of task force efforts with other criminal justice agencies and Federal, State and local law enforcement agencies, where appropriate, to deal with major crime problems.

ILLINOIS COMMENTARY

Improvement in police operational effectiveness will impact positively on police agency economies and result in efficient use of police resources. Police operational effectiveness can be broadened by developing cooperative procedures with other elements of the criminal justice system. The policies and procedures established by other elements of the criminal justice system often delay, detain, and divert police officers from their primary functions, thus wasting valuable police resources. Through cooperative efforts police and

other criminal justice agencies can reevaluate the use of the police officer's time so that it may be best utilized in the community's interest.

A situation that occurs with regular frequency is that in which a subpoenaed police officer must spend useless hours waiting to testify in court, often only to learn that his testimony will be delayed. To insure maximum usefulness of the police officer's time, police agencies should seek to develop cooperative procedures with local prosecutors and courts whereby the officer would be allowed to remain on assignments until he is contacted by telephone or radio that he is needed in court. Some jurisdictions already have established such arrangements with success. Similar cooperative arrangements in Illinois undoubtedly would be overwhelmingly accepted by the patrol officer and the community he serves.

Another area in which valuable police resources presently are being wasted is that of arraignment of prisoners. This is a very time-consuming task; yet the arraigning officer rarely can contribute new information to that already provided by the arresting officer. A practical remedy to eliminate this waste of police manpower is suggested by the National Advisory Commission--the court liaison officer. In addition to assuming responsibility for arraigning felony prisoners, the court liaison officer could assist in the issuance of arrest and search warrants and handling criminal complaints.

As stated in Police Organization and Management by Leonard and More, other methods of enhancing police operational effectiveness rely on liaison with Federal, State and local law enforcement agencies. Listed below are some of the methods suggested for improving coordination and cooperation with these agencies:

1. Arranging for the arrest and return of fugitives;
2. Exchanging information in criminal investigations;
3. Establishing joint plans in reference to criminal conduct; and
4. Sharing statistical and support services.

To cope with special problems presented by major crimes it is suggested that police agencies organize task forces with members of other criminal justice agencies and Federal, State, and local law enforcement agencies. With continuous efforts toward cooperation between all elements of the criminal justice system, police operational effectiveness will exist within the criminal justice system.

NAC COMMENTARY EXCERPTS

Success in protecting society is not measured by the length of time it takes the police to respond to a crime scene, by the number of arrests they make, or by the number of arrests successfully prosecuted or sentenced. Rather, success or failure is determined by the degree to which society is free of crime and disorder.

This is but another way of saying that no element of the criminal justice system completely discharges its responsibility simply by achieving its own immediate objective. It must also cooperate effectively with the system's other elements. This requires an effort on the part of each element to communicate with the other elements, which is sometimes difficult because of legal and administrative separation of powers and responsibilities.

Police agencies have a responsibility to participate fully in the system and cooperate actively with the courts, prosecutors, prisons, parole boards and noncriminal elements--mental health clinics, drug rehabilitation centers, social service agencies, youth programs, mental hospitals and educational institutions.

REFERENCES

1. Leonard, V.A. and Harry W. More, "Police Operational Effectiveness", Police Organization and Management, The Foundation Press, Inc., Mineola, New York, 1974.
2. Extra-Departmental Relations Sub-Committee Meeting, November 4, 1976, Pontiac, Illinois.
3. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 4.2).

ILLINOIS STANDARD 4.3

DIVERSION

Every police agency, where permitted by law, immediately should divert from the criminal and juvenile justice systems any individual who comes to the attention of the police, and for whom the criminal or juvenile process would be inappropriate, or in whose case other resources would be more effective. All diversion dispositions should be made pursuant to written agency policy that insures fairness and uniformity of treatment.

1. Police chief executives may develop written policies and procedures which allow, in appropriate cases, for juveniles who come to the attention of the agency to be diverted from the juvenile justice process. Such policies and procedures should be prepared in cooperation with other elements of the juvenile justice system.

2. These policies and procedures should allow for processing mentally ill persons who come to the attention of the agency, should be prepared in cooperation with mental health authorities and courts, and should provide for mental health agency referral of those persons who are in need of professional assistance but are not taken into custody.

3. These policies should allow for effective alternatives when arrest for some misdemeanor offenses would be inappropriate.

ILLINOIS COMMENTARY

An understanding of the function of diversion is essential if police chief executives are to effectively utilize diversion in meeting community needs. Briefly, diversion is the process of using resources outside of the formal criminal justice system to achieve the basic goals of the system--rehabilitation of the offender and his re-establishment as a functioning member of society.

Just as the law recognizes the fact that all individuals do not possess the same ability to control their behavior, so must the police. In dealing with juveniles, minor misdemeanants or mentally incompetent individuals, therefore, every effort must be made to utilize those resources available for more effective action. Diversion of these individuals to other agencies within the community often can result in successful rehabilitation. Not only does this promote crime reduction but also helps in keeping down criminal justice system costs and manpower requirements.

Every police agency, where permitted by law, should establish policies to encourage diversion of suspected offenders from the formal criminal or juvenile justice system where appropriate. Because the initial decision to divert is most frequently the responsibility of the field officer, these policies should be in written form and should be structured in such a way as to insure fairness and uniformity of application.

By far, the majority of situations encountered by police that will require diversionary action involve juveniles. V. A. Leonard and Harry W. More in their text Police Organization and Management noted that studies have reported a variety of bases for decisionmaking at each stage of juvenile justice system processing. Decisions are heavily weighted by individual discretion and are often based on factors that may be irrelevant to preserving public safety in the community. For example, the youth's demeanor, style of dress, and ethnic group too often are factors used in making an arrest decision. Because decisions in relation to juveniles are highly discretionary, advocates of diversion propose that diversion should be the goal of pre-judicial processing, with a clearly defined policy and with decisions based on pre-determined criteria. To insure uniformity and fairness, Leonard and More mentioned two potential strategies for juvenile diversion. The first would limit court jurisdiction to young people who have committed acts that would also be crimes if committed by adults. The second is to create legal barriers that would make it difficult or costly to refer young people to court when their only offense is being beyond control, truant, or runaway.

The success of police efforts to divert juveniles and other suspected offenders from the criminal justice system will depend to a large measure on the degree and spirit of cooperation engendered within the community. Therefore, it is important that every police agency, in establishing diversion policies, establish liaison with local courts and all other formal and informal community agencies who will provide assistance to referred individuals. Such agencies include, but are not limited to, youth service bureaus, alcoholic centers, mental health agencies, and appropriate business and civic agencies.

REFERENCES

1. Leonard, V. A. and Harry W. More, "Diversion of Suspected Offenders from the Criminal Justice System, Police Organization and Management, The Foundation Press, Inc., Mineola, New York, 1974.
2. Extra-Departmental Relations Sub-Committee Meeting, November 4, 1976, Pontiac, Illinois.
3. Standards and Goals Committee Meeting, December 14, 1976, Rochelle, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 4.3).

ILLINOIS STANDARD 4.4

CITATIONS, WARRANTS AND RELEASE ON OWN RECOGNIZANCE

Every Illinois police agency immediately should make maximum effective use of State statutes permitting police agencies to issue written summonses and citations in lieu of physical arrest or prearraignment confinement. Every police agency also should cooperate in programs that permit arraigned defendants to be released on their own recognizance in lieu of money bail in appropriate cases.

1. Every police agency should adopt policies and procedures that provide guidelines for the exercise of individual officer's discretion in the implementation of State statutes that permit issuance of citations and summonses, in lieu of physical arrest or prearraignment confinement.

2. Every police agency should take all available steps to insure that at the time arraigned defendants are considered for pretrial release, their previous criminal history or present conditional release status, if any, is documented and evaluated by the court in determining whether the defendants are released or confined pending trial.

3. Every police agency should place special emphasis on expeditiously serving all outstanding arrest warrants issued at the request of that agency, particularly to those defendants who have failed to appear at court proceedings.

4. The service of warrants beyond the jurisdiction of the originating police agency should normally be the responsibility of the Sheriff in the defendant's county of residence.

ILLINOIS COMMENTARY

One area of police service that the Illinois police practitioner would like to streamline is that of citations and release on recognizance. Based on successful application by other States, Illinois police chief executives would like to see programs whereby citations and notices to appear would replace such time consuming and expensive procedures as booking or initial appearance to set bail for many misdemeanor offenses. Such new practices, it is felt, would be better suited to the many small police agencies predominant throughout the State.

Some of the benefits that would accrue to citizens in a system of citation and release on personal recognizance would be reduced friction between citizens and police and reduced hardship on minor misdemeanants. The negative factor

in citizen/police contact could be reduced if the arresting officer were able to issue a citation with a notice to appear. Thus, the citizen would not have to be removed from his home, neighborhood, or place of work for a minor misdemeanor. A system of release on the misdemeanor's own recognizance at the discretion of the arresting officer would also reduce the trauma and embarrassment of arrest for misdemeanants sparing the citizen the necessity of going through a police station booking procedure and obtaining money bail for release.

In addition, programs permitting the police officer to issue field citations in lieu of arrest allow a significant conservation of police resources. Consider the amount of time and expense involved in taking an individual into custody. The arresting officer will be taken off the street for an hour or longer in most instances for booking and processing procedures. If the arrested individual pleads guilty to a charge of disorderly conduct, for example, the fine might be \$25 plus \$10 court costs compared to over \$100 expended in terms of the officer's time and the processes involved in booking, custody, and arraignment procedures. This is not to mention the court's time, city or state's attorney's time, and perhaps off-duty pay for the arresting officer.

Illinois police agencies and the communities they serve can benefit from the reduced costs and improved relations brought about through the establishment of misdemeanor citizen release programs. Police agencies of 10 men or under, particularly, will find relief in such programs. Maximum use of State statutes should be made in this regard and written policies should be developed for program implementation. These policies should incorporate the principles of the standard statement.

REFERENCES

1. Extra-Departmental Relations Sub-Committee Meeting, March 24, 1977, Bloomington, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 4.4).

ILLINOIS STANDARD 4.5

CRIMINAL CASE PROSECUTION FOLLOWUP

Every police agency immediately should develop policies and procedures to follow up on the disposition of criminal cases initiated by the agency. This should be done in cooperation with local courts and prosecuting agencies.

1. Every police agency, in cooperation with local courts and prosecuting agencies, should provide for the administrative followup of selected criminal cases. Policies and procedures should be developed:

a. To identify criminal cases which, because of extenuating circumstances or the defendants' criminal histories, require special attention by the prosecuting agency; and

b. To require a police representative to attend personally all open judicial proceedings related to these cases, and to maintain close personal liaison with assigned prosecutors.

2. Every police agency should review administratively all new major criminal cases in which prosecuting agencies decline to prosecute or later cause to be dismissed. That review:

a. Should result in a referral of each such case to the concerned officer's commanding officer for administrative action to correct any police deficiencies which may have weakened the case; or

b. Should result in a referral of each case to the prosecuting agency for that agency's action to correct any deficiencies for which it may have been responsible.

3. Every police agency should encourage courts and prosecuting agencies routinely to evaluate investigations, case preparation, and the courtroom demeanor and testimony of police officers and to inform the police agency of those evaluations.

4. Every police agency formally should make information from its files available to other criminal justice agencies and to the courts for reference in making diversion, sentencing, probation, and parole determinations. In addition to records of past contact with the defendant, useful information might include the effect the crime had on the victim, and the likelihood of future crime resulting from defendant's presence in the community.

NAC COMMENTARY EXCERPTS

Sequential processing of defendants through the criminal justice system has contributed to the common but erroneous belief that, except for appearance as witnesses, the police function ends when a criminal complaint is issued. This belief thwarts efforts to improve the effectiveness of the criminal justice system. The concept of a criminal justice system requires that the police have a greater influence on the overall processes than merely serving as the system's intake point.

Both informally and through criminal justice coordinating councils, police influence has been felt increasingly in policy decisions by prosecutors and courts regarding the overall disposition of criminal cases--for example, court policy regarding sentencing practices and plea bargaining. However, the police have played a relatively passive role in the disposition of individual cases. Without questioning the continued independence of courts in determining guilt and appropriate sentencing alternatives or the discretion of prosecutors in individual cases, police agencies, in cooperation with other participants, should take a more active role in the disposition of criminal cases.

To establish programs that more actively involve the police in plea bargaining, police chief executives should seek the cooperation of local courts, prosecutors, and the criminal bar. It should be made clear that the role of the police is to advise others of the police position in individual cases and, by policy, in classes of cases. Programs should not allow police witnesses in individual cases to represent the police agency. Wherever possible, procedure should require that decisions be made on a supervisory level.

Policies involving police opinion in plea bargaining have generated criticism and controversy. Every police chief executive should assert himself positively in influencing the informal disposition of criminal cases and should seek cooperative agreements with prosecutors and courts to insure that police interests are considered at the time such dispositions are made.

Inasmuch as the police do not determine guilt or innocence in a criminal case, arrests necessarily are based on legal or probable cause rather than proof beyond a reasonable doubt. Inevitably, a certain percentage of criminal cases must be dismissed because of insufficient evidence. In addition, policy considerations may influence police or prosecution decisions not to prosecute.

Police arrests in cases in which there is little likelihood of prosecution, and dismissals of cases that should be prosecuted, result in wasted criminal justice resources and contribute to inefficiency and ineffectiveness in the system. Though it may be difficult to determine what percentage of nonprosecuted cases represents an optimum level of system effectiveness, every police agency should insure that the

percentage is as low as effective law enforcement allows.

Every police agency should encourage courts and prosecution agencies to evaluate routinely the quality of police investigations, case preparation, and the courtroom demeanor and testimony of police officers. Police agencies should be receptive to external evaluation and should take steps to provide training to correct reported deficiencies.

Among the elements of the criminal justice system, the police are in the best position to observe the tangible effects of crime, its battered victims, and the resulting disruption of public order. It is rare, however, for the police to be consulted formally by other criminal justice system elements attempting to arrive at decisions on diversion, sentencing, probation or parole.

Information from police files regarding the effect of particular crimes upon the victims, and the likelihood of future crime resulting from the defendant's presence in the community, should be made available to other criminal justice agencies and to the courts. While such information would be most valuable for diversion and sentencing determinations, the police should arrange to be notified when certain potentially dangerous persons are considered for parole.

ILLINOIS COMMENTARY

The Extra-Departmental Relations Sub-Committee expressed the need for law enforcement agencies, judges, and prosecutors to work together in concert to develop procedures for criminal case prosecution followup. These procedures should be developed during regular open meetings and be made applicable to as many agencies as possible within a particular region. During these meetings the law enforcement practitioners should anticipate routine as well as non-routine unique situations that may occur so that solutions can be provided at the earliest possible opportunity.

The Sub-Committee also felt the system would be more effective if a court liaison officer was utilized. Supervisory personnel could be assigned the function of court liaison officer on a regular rotating basis. The advantage of having this continuous link between police agencies and courts are many. One direct benefit would be a reduction in police personnel court time. Another, is the enhanced communication between departments that will result. In addition, the court liaison officer function is an excellent training device for potential supervisors.

The adoption of criminal case prosecution followup programs may be unnecessary in smaller rural areas. However, all police departments should assert a more active role in the disposition of individual criminal prosecution cases in which they are involved.

REFERENCES

1. Extra-Departmental Relations Sub-Committee Meeting, March 24, 1977, Pontiac, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D. C., 1973, (Standard 4.5).

ILLINOIS RECOMMENDATION 4.6

TELEPHONIC SEARCH WARRANTS

It is recommended that the State of Illinois enact legislation that provides for the issuance of search warrants pursuant to telephoned petitions and affidavits from police officers.

ILLINOIS COMMENTARY

The Standards and Goals Committee felt very strongly that Illinois should adopt legislation for a telephonic search warrant. Such legislation would have obvious benefits in the law enforcement field. To explain the effects of telephonic search warrants the National Advisory Commission commentary is presented in its entirety.

NAC COMMENTARY EXCERPTS

The fourth amendment prohibits unreasonable searches and seizures and provides the standard under which search warrants are to be issued. Judicial decisions have tended to equate a reasonable search with one conducted pursuant to a warrant. For example, Katz v. United States, 389 U. S. 397, 357 (1967), held: "Searches conducted outside the judicial process, without prior approval by judge or magistrate, are per se unreasonable under the 4th amendment subject only to a few specifically established and well delineated exceptions."

One exception frequently relied upon by police in the past was substantially limited by the Supreme Court in Chimel v. California, 395 U. S. 752 (1969), which held that the area which can be searched during an arrest is limited to the area within the arrestee's reach. The result of that decision was to require officers to obtain warrants to search adjacent areas, irrespective of compelling probable cause indicating the presence of stolen property, contraband, or evidence not within plain view.

Lengthy delays in obtaining search warrants are the chief reason that police officers rely upon exceptions to the rule requiring warrants. It is one thing to say, as the court did in Chimel, that officers having probable cause may wait at the scene until another officer returns with a warrant, and another to deal with the legal and practical problems presented when the delay extends 7 to 10 hours, as it frequently does in many jurisdictions.

It was to resolve this problem that California in 1970 and Arizona in 1971 enacted legislation that allow a search warrant to be issued during a recorded telephone conversation in which the requesting officer makes a sworn affidavit that is later transcribed. The requesting officer then is permitted to sign the judge's name on a duplicate original warrant, which

is deemed a search warrant. The judge signs and files the original warrant with the court clerk. The issuing authority remains with the judge, and the officer's role is ministerial in executing the search ordered by the judge. Following execution of the warrant, the officer files the duplicate original warrant, inventory, and recording transcription with the court.

The efforts of these two States are an attempt to employ existing technology in carrying out the intent of the law. Every State should adopt similar legislation.

ILLINOIS COMMENTARY

To obtain such legislation in Illinois the law enforcement practitioner must continue to impress upon the legislature the importance of adopting such a service and the positive results that would be achieved from it.

REFERENCES

1. Extra-Departmental Relations Sub-Committee Meeting, November 4, 1976, Pontiac, Illinois.
2. Standards and Goals Committee Meeting, December 16, 1977, Rochelle, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Recommendation 4.2).

ILLINOIS RECOMMENDATION 4.7

COURT SUPERVISED ELECTRONIC SURVEILLANCE

The State of Illinois should remove a statutory assumption of violation for electronic surveillance conducted without a court order by law enforcement officers when the reviewing judicial authority declines to approve such eavesdropping. Determination of intent to violate should only be made when judicial review clearly identifies intent to commit a violation.

ILLINOIS COMMENTARY

The legitimate need for the utilization of electronic surveillance devices by law enforcement agencies in Illinois has been well documented and supported by both the courts and the legislature. Clearly the success of certain investigations involving sophisticated criminals or presenting highly hazardous conditions to the investigating officers can hinge upon the use of such devices.

Article 108A of the Illinois Revised Statutes, "Judicial Supervision of the Use of Eavesdropping Devices", sets forth procedures for the authorized use of such devices. For the most part the Article provides both a reasonable framework for the guidance of law enforcement agencies and appropriate judicial control and review of law enforcement actions. Unfortunately, however, the Article also contains a provision that seriously inhibits the emergency use of eavesdropping devices, unfairly placing investigating officers in both criminal and civil jeopardy, which may be found to be unconstitutional upon review by the Courts.

Recognizing that human events do not always fall into predictable patterns, Section 108A-6 (a) provides that law enforcement officers operating under emergency conditions may use eavesdropping devices without prior authorization if they have reasonably attempted to get authorization and "...only where the officer reasonably believes that an order permitting the use of the device would issue were there a prior hearing." The Section further provides for judicial review of law enforcement actions taken under emergency conditions.

The problem in the Statute lies in the final paragraph (c) of Section 108A-6, that sets forth a condition which may result from the judicial review procedure for the use of eavesdropping devices under emergency conditions without prior authorization:

"(c) In the event that an application for approval under this Section is denied the contents of the conversations overheard or recorded shall be treated as having been obtained in violation of this Article."

In essence, a judge in declining to provide ex post facto approval of emergency eavesdropping is declaring that the investigators are guilty of a violation which is classified as a Class 4 felony. The section remains completely mute on the issues of "good-faith performance" and "intent to commit a violation," and--on its face--apparently circumvents our normal judicial process and its basic philosophy that a person is presumed innocent until proven guilty.

Many members of the Standards and Goals Committee, in addition to several police officials who offered contributions to the discussion of this Recommendation, believe that an Appellate or Supreme Court test of Article 108A-6-(c) would find it to be unconstitutional. Understandably, however, none were willing to risk an officer's career and liberty to secure such a determination. As an alternative, this Recommendation was developed as an appeal to the Legislature to remedy the problem.

It is important to note that the Committee supported the need for judicial review of emergency eavesdropping. There would be no objection to suppression of conversation or recordings if the reviewing judge decided that he would not have issued prior approval. There would be no question of the judicial prerogative to declare that a violation occurred when the judge believed such to be the case.

The sole purpose of this Recommendation is to petition for remedial legislation to hold investigating officers free from the stigma and hazard of a "violation" when appropriate judicial review of their actions in an emergency eavesdropping situation determines that they acted in good faith and without intent to commit a violation.

REFERENCES

1. Extra-Departmental Relations Sub-Committee Meeting, November 4, 1976, Pontiac, Illinois.
2. Extra-Departmental Relations Sub-Committee Meeting, January 12, 1977, Bloomington, Illinois.
3. Extra-Departmental Relations Sub-Committee Meeting, March 24, 1977, Bloomington, Illinois.
4. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
5. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D. C., 1973 (Recommendation 4.3).

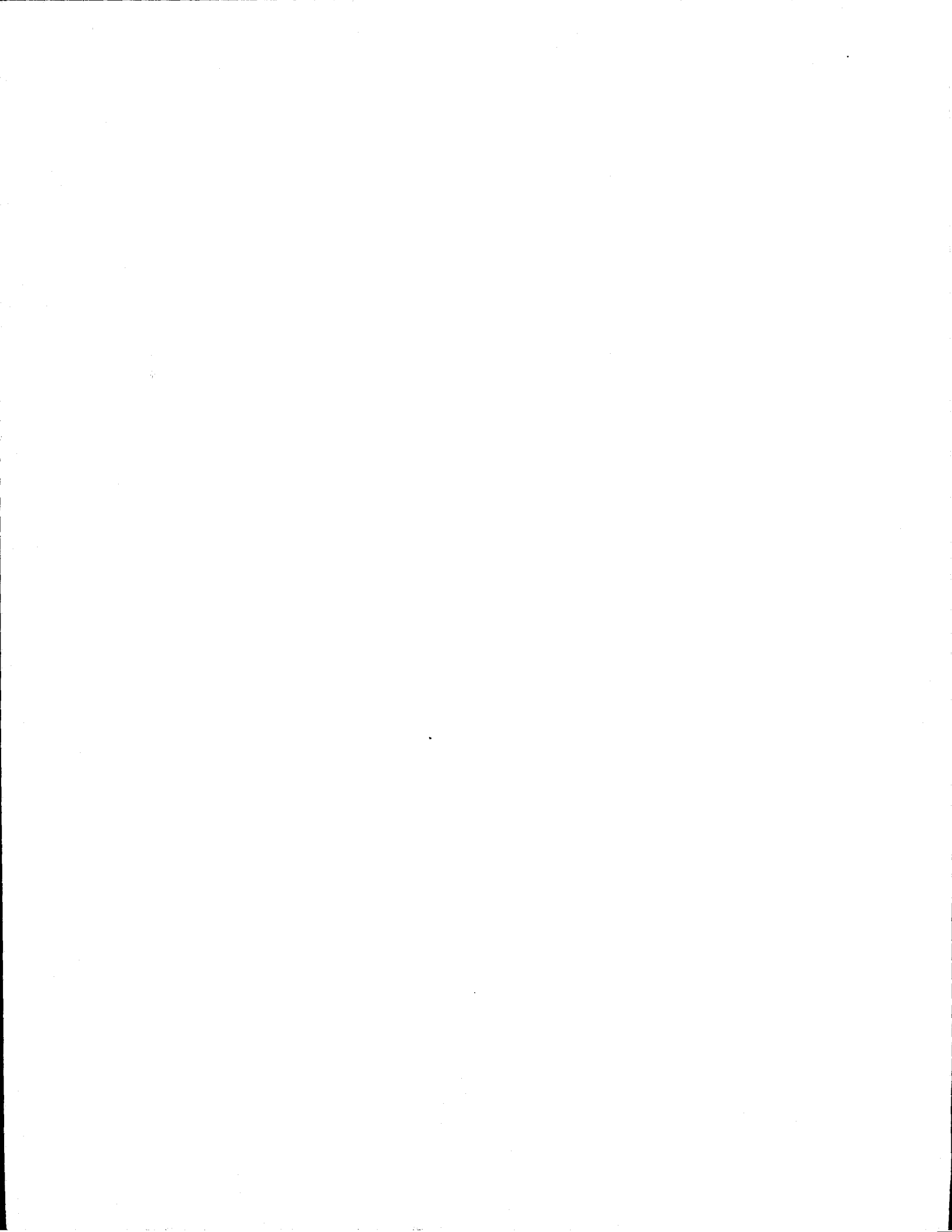




Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 5.1

RESPONSIBILITY FOR POLICE SERVICE

The State of Illinois and every local government immediately should provide complete and competent police service through an organizational structure that most effectively and efficiently meets its responsibility. The government responsible for this service should provide for a police organization that performs the duties described as the police role.

1. Every police agency should provide for access to police service and response to police emergency situations 24 hours a day.

2. Every local government unable to support a police agency and provide 24-hour-a-day services should arrange immediately for the necessary services by mutual agreement with an agency that can provide them.

3. Every police chief executive should establish an organizational structure that will best insure effective and efficient performance of the police functions necessary to fulfill the agency's role within the community. Every police chief executive:

a. Should, in conjunction with the annual budget preparation, review the agency's organizational structure in view of modern management practices and provide for necessary changes;

b. Should insure that the organizational structure facilitates the rendering of direct assistance and service to the people by line elements. Command of line elements should be as close as practical to the people;

c. Should organize the agency's staff elements to insure that the organizational structure provides for direct assistance and service to line elements;

d. Should limit functional units, recognizing that they increase the need for coordination, create impediments to horizontal communications, and increase the danger of functional objectives superseding agency goals;

e. Should establish only those levels of management necessary to provide adequate direction and control;

f. Should define the lines of authority and insure that responsibility is placed at every level with commensurate authority to carry out assigned responsibility;

g. Should not be encumbered by traditional principles of organization if the agency goals can best be achieved by less formal means.

ILLINOIS COMMENTARY

In the Illinois Police Chief Executive Survey and the Criminal Justice System Survey, respondents clearly indicated their concern over the delivery of police services. Of 64 variables evaluated by respondents to both surveys, one-third of the top weighted variables were related to delivery of basic police services. This same concern was shared by all who took part in the Standards and Goals Committee discussions. The uppermost concern was for the citizen to have 24-hour police service throughout the entire State. Subscribing to the "walk before you run" adage, the Committee felt that before discussions of how Illinois law enforcement can consider adopting a multitude of new programs and products to enhance the delivery of police services, police service must be made available around the clock everywhere in the State to every person residing in or passing through the State. Every system, structure, or arrangement to achieve this end should be explored so this need can be met in the immediate future.

NAC COMMENTARY

The responsibilities of providing police service have expanded. They include prevention and deterrence of crime to the greatest extent possible at least to a level where people have a sense of security that frees them from perpetual fear of crime. The police are responsible for maintaining order and protecting constitutional guarantees. Police service also includes miscellaneous duties that are not directly related to suppressing crime, but that contribute to the well-being of people and to a cooperative relationship between the police and the people.

Governments meet their responsibility for these services by providing their own police agencies or by making arrangements with other agencies to perform the services required. In the latter case, the government still has a duty to review the performance of police services.

It is essential that the public have access to the police at all times--24 hours a day, 365 days a year. It is equally essential that police respond to emergencies at all times. Nevertheless, in many locations (mostly rural districts or small towns), the police agency cannot be contacted directly during certain hours of the night or on certain days and there is no provision for contact in case of emergency.

Regardless of the nature of the area served, police agencies should arrange for public access at all times. If a police agency can respond to emergency calls 24 hours a day, but does not have personnel to receive calls on that basis, it should make arrangements with the nearest police agency for a 24-hour answering service or with a telephone answering service that screens and relays calls.

Under such a system, priorities must be established. Requests for service that qualify as emergencies should be relayed for immediate response; other calls should be held for response at a later time.

When the police agency is unable to provide 24-hour emergency response and the government cannot take care of it, one alternative is to arrange for the service through mutual agreement with the nearest police agency that can. This may require an agreement between cities, a city-county agreement, or even a city-State agreement.

If a police agency is to fulfill its responsibilities, it must be organized so its personnel can perform in the most effective and efficient manner. The police chief executive should identify the best organizational structure for his agency, and then initiate and carry out the actions necessary to provide this structure.

To accomplish this, the chief executive must first analyze the existing organizational structure. Accurate organizational charts are a valuable index for comparison. Many police agencies do not operate according to their theoretical or authorized organizational structure but according to modifications made by command personnel at various levels. Sometimes the chief executive is not aware of these modifications, and this analysis would be useful in command control.

If this analysis and evaluation process is performed regularly (at least annually), and necessary organizational changes are made--assuming agency goals and objectives are also adequately updated--the agency will be in a position to meet current needs. If it is not performed regularly, the agency may stagnate. Since an annual review of many aspects of agency operations must be made for budgetary purposes, that is the logical time for organizational review. Performing it at that time also permits the chief executive to include in his regular budget presentation requests for funds to make the indicated organizational changes.

Throughout the analysis and evaluation of organizational structure, and in determining the need for change, the police chief executive should make full use of all planning resources. He should consult with command personnel, both line and staff, and he should encourage uncensored suggestions from all levels of the organization. It is essential that he study modern management practices and employ those that are applicable to the agency.

The chief executive, recognizing that rendering direct assistance and service to people is the very heart of the police function, should assign first priority to the organizational structure of the line units performing these services. If line units are to be truly responsive to the needs of the people, it is essential that open lines of communication exist between personnel at the level of execution and the public they serve.

Personnel at all levels of command must be equally in touch with the needs and desires of the public. When police commanders are remote from the people, they do not appreciate the needs of the people and they provide weaker leadership for line personnel. Consequently, the people lose confidence in the police. The organizational structure should be designed to facilitate direct assistance and service by line units, and to retain police command close to the people.

In determining the organizational structure of staff elements, the chief executive must bear in mind that staff functions are not an end in themselves and are not intended to render direct service to the people. Their task is supporting the line units. Therefore, the organizational structure should facilitate rendering staff services to line units.

No purpose is served by placing staff elements or staff command close to the people. It is generally recognized that centralized staff elements provide more effective and efficient service. Smaller police agencies are often close to the public and sensitive to their needs, but must rely on States, regions, or large agencies for efficient staff services.

The police chief executive should be held accountable for the results produced by the agency. He should be permitted--indeed encouraged--to experiment with innovative organizational concepts that may provide better ways to achieve agency goals. The traditional principles of organization should be a guide to administrators and supervisors, but should be bypassed if agency goals can be achieved by less traditional means.

ILLINOIS COMMENTARY

It is of key importance to understand the intent of this Standard; the purpose is not to arbitrarily doom the one-man police agency, but rather for governments to plan appropriately to insure the availability of 24-hour police protection. Creative and imaginative plans, use of inter-governmental agreements, and experimentation with new organizational structures will become commonplace as this Standard is implemented statewide.

REFERENCES

1. Criminal Justice System Survey, Illinois Association of Chiefs of Police Standards and Goals Project Report, Appendix B.
2. Illinois Police Chief Executive Survey, Illinois Association of Chiefs of Police Standards and Goals Project Report, Appendix A.
3. Administration Sub-Committee Meeting, March 11, 1977, Winnetka, Illinois.

4. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
5. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 5.1).

ILLINOIS STANDARD 5.2

COMBINED AND COOPERATIVE POLICE SERVICES

The State of Illinois, local governments and every police agency should provide police services by the most effective and efficient organizational means available to it. In determining this means, each should acknowledge that the police organization (and any functional unit within it) should be large enough to be effective but small enough to be responsive to the people. If the most effective and efficient police service can be provided through mutual agreement or joint participation with other criminal justice agencies, the governmental entity or the police agency immediately should enter into the appropriate agreement or joint operation. Police agencies, particularly those which employ fewer than 10 sworn employees, should consider consolidation for improved efficiency and effectiveness given the demonstrated need and geographical considerations.

1. The State of Illinois should encourage and facilitate inter-governmental service and mutual aid agreements by accepting full fiscal responsibility for injuries to or death of police personnel resulting from the implementation of such agreements.

2. Every local government should take whatever actions are necessary to provide police services through mutual agreement or joint participation where such services can be provided most effectively.

3. No State or local government or police agency should enter into any agreement for or participate in any police service that would not be responsive to the needs of its jurisdiction and that does not at least:

- a. Improve the current level of a service either at the same cost or at an increased cost if justified; or
- b. Provide an additional service more effectively and economically than it could be provided by the agency alone.

4. The State of Illinois, in cooperation with all police agencies within it, should initiate and implement a comprehensive, statewide mutual aid plan to provide for mutual aid in civil disorders, natural disasters, and other contingencies where manpower or material requirements might exceed the response capability of single agencies.

5. The State of Illinois should provide, at no cost to all police agencies within the State, those staff services such as laboratory services, information systems, criminal intelligence and communications systems, which fill a need common to all these agencies and which would not be economical or effective for a single agency to provide for itself.

6. Every local government and every local police agency should study possibilities for combined and contract police services, and where appropriate, implement such services. Combined and contract service programs may include where feasible:

a. Total consolidation of police services: and merging of two or more police agencies or of all police agencies (i.e., regional consolidation) in a given geographic area;

b. Partial consolidation of police services: the merging of specific functional units of two or more agencies;

c. Regionalization of specific police service: the combination of personnel and material resources to provide specific police services on a geographic rather than jurisdictional basis;

d. Contracting for total police services: the provision of all police services by contract with another government (city with city, city with county, county with city, or city or county with State);

e. Contracting for specific police services: the provision of limited or special police services by contract with another police or criminal justice agency; and

f. Service sharing: the sharing of support services by two or more agencies.

7. Every police agency where feasible should immediately, and periodically thereafter, evaluate its staff services to determine if they are adequate and cost effective, whether these services would meet operational needs more effectively or efficiently if they were combined with those of other police or criminal justice agencies, or if certain agency staff services were secured from another agency by mutual agreement.

8. Every police agency that cannot maintain effective staff services should contract with the State management and technical assistance agency or other qualified independent consulting service.

9. Every police chief executive should identify those line operations of his agency that might be more effective and efficient in preventing, deterring, or investigating multi-jurisdictional criminal activity if combined with like operations of other agencies.

NAC COMMENTARY EXCERPTS

Local governments can benefit from some form of combined police service; the combination can take many forms. At one extreme, local government can get out of the police business entirely by contracting for all police services from another government or agency; or State and local police agencies may simply develop ways to assist and reinforce each other.

Local government must insure that any agreement it enters into is advantageous. Combining police services should mean better service at less cost. But many factors must be considered before an agreement is made. Among these are the size of the agency, the geographic area to be served, population density, the other agencies involved, and the legal responsibilities mandated to each level of government by State law.

Agencies should recognize also that there is no absolute correlation between size and efficiency. Larger agencies are not necessarily more efficient than smaller ones. They may be less so. Smaller agencies may be better structured to respond to local needs.

Factors other than cost must be considered. When municipal police service is contracted out or absorbed in a larger organization, what is the effect on local pride? Do local police perform functions (such as giving safety lectures at schools or acting as members of a rescue squad) that will be lost if consolidation occurs?

Studies show that five sworn police officers are required to provide one sworn police officer on a full-time, around-the-clock basis allowing for days off, vacation, sick time, and other variables.

To provide for the full-time deployment of two policemen, a local government would ideally need to hire 10 police officers. Obviously, if they are used in the field, additional personnel may satisfy the need for station personnel.

If fewer than 10 sworn personnel are employed, deployment on such a small scale is usually not cost-effective and often results in inadequate services. In many instances, part-time employees provide primary police services to compensate for manpower deficiencies. Some jurisdictions are unable to deploy even one officer on a 24-hour basis, and are dependent upon a telephone operator's success in reaching an off-duty policeman to answer calls for service. Consequently, any police agency employing fewer than 10 sworn officers should combine with one or more agencies to improve efficiency in delivering police services. In remote areas where there is no nearby agency, a combined or contract program with a county or State agency may be feasible.

ILLINOIS COMMENTARY

According to figures cited in, Local Law Enforcement Officers Census State of Illinois--January, 1976, there are:

- 773 Total police agencies in Illinois;
- 206 Are one man police agencies;
- 340 Are two to ten man police agencies;
- 5 Counties have less than 7 police officers in the entire county.

These figures reflect the realities of policing in Illinois--70 percent of all agencies have 10 or less officers.

NAC COMMENTARY EXCERPTS

Obviously, then, it will be difficult in some areas of the State to fully implement this standard. Where such circumstances exist, careful planning and full consideration must be given to community concerns. The full range of alternatives for combined police services that are set out in this standard should be considered.

Ten police officers should be considered as the minimum effective and efficient level for an agency to operate as an independent entity. Since police deployment problems may vary drastically among various regions and jurisdictions, the State should conduct an independent study to realistically determine the minimum size of local police agencies, above the minimum level established in this standard. Such a study will enable the State to consider the unique characteristics of each area within its boundaries in establishing the minimum manpower investment necessary to provide full-time basic police services at the local level. This standard sets out the factors that should be considered in making this determination.

Local governments and police agencies should not enter into agreements unless they provide the same level of service at a reduced cost or improve the service at a cost which is justified.

There are several ways this can be done. A program that maintains the same level of service at less cost by combining or contracting for police services is one. For example, it may cost less for a small town to contract for patrol service instead of paying for a squad car, gasoline, and a full-time patrolman's salary.

A program that improves service at little or no increase in cost is another. Even if contracting for patrol service is just as expensive as hiring a local police officer, the fact the contracted patrol service is part of a larger organization with the ability to respond to emergency situations may still make it worthwhile.

A mutual agreement that provides a new and previously unavailable service is a third. For example, a small town may contract with a larger town for breathalyzer tests in an effort to increase its conviction rate in drunk-driving arrests.

Mutual aid planning and subsequent mutual aid agreements should provide answers to such questions as:

- Under what circumstances is mutual aid to be requested?
- Who is authorized to call for mutual aid?
- Who is responsible for determining the amount and type of aid required?
- To whom is the request for mutual aid to be directed?
- What is to be the order of response to a mutual aid call?
- To whom are responding mutual aid forces to report?
- Under whose command are mutual aid forces to operate?
- Who is to be responsible for salary and benefit expenses of mutual aid forces?

What material expenditures are to be reimbursable to a responding agency? By whom?

Only if questions such as these are answered in advance can agencies be expected to respond rapidly and effectively in time of emergency. Confusion, duplication of effort, ineffectiveness, and misunderstanding are likely to result if they are not answered in advance.

Once a plan is agreed upon, the State and every local agency concerned should be prepared to carry it out. Guidelines should be established within each agency to insure an adequate response.

No jurisdiction, party to the mutual aid agreement, should be permitted to rely on mutual aid to help meet peak periods of activity or to assist in any day-to-day operations. For example, small agencies adjacent to large metropolitan agencies may find it necessary to use mutual aid with some frequency. A strain on the mutual aid relationship can occur where the response is usually from the large agency to the small and seldom, if ever, from the small agency to the large. Outright abuses can damage the entire mutual aid system.

Where there is no governmental merger, consolidation of all or selected police services--as distinct from their provision by contract--should be arranged whenever cost effectiveness can be clearly established and two or more jurisdictions can agree. The agreement that establishes the corporate structure of the consolidated operation should carefully delineate the services to be provided by the consolidated operation.

The consolidated services operation should be managed by a director (with staff as needed) who is appointed by a board of directors composed of representatives of the participating jurisdictions.

The agreement should also spell out all conditions of employment, salaries, pensions and other fringe benefits, seniority and transferability, insurance, contract services, and other matters of logical concern to participating jurisdictions. This is essential if employees are assigned to the unit from participating agencies on a charge-back basis.

Charges for services, which should fully support the operation, should be prorated among users.

First priority should be given to consolidation of support services including communications, records and identification, information systems and intelligence, laboratory services, purchasing, recruitment and selection, training, and community relations. Second priority should be given to selected field services including investigations, field technical services, and special tactical (squad) operations. Third priority should be given to consolidation of total police services.

An annual evaluation should be made for effective budget development, changes in program emphasis (including discontinuing the program), reallocation of resources, and revised charge-back schedules.

Criminal activity is often multijurisdictional. The success of each police agency in its operations has a direct effect on criminal activity in neighboring jurisdictions. The police chief executive must recognize certain criminal activity as a regional problem and realize that coping with it requires regional coordination.

By conferring regularly with other police chief executives within his area, the chief executive of every police agency can increase his knowledge of regional criminal activity. The more he knows about it, the more his agency can do about it, both in its own operations and in cooperation with other agencies in the area.

Regional coordination of police functions should be based on need, and need will vary significantly from area to area. The need might be satisfied by an interagency arrangement no more complex than providing for two officers, each investigating a similar crime, to pool information and resources in working together toward a solution. It might require a loosely knit squad of officers who normally work within their respective agencies and jurisdictions, but who may be designated to participate temporarily in a joint operation of specified scope. Or it might require an on-going regional organization with a formal structure under the operational control of a board of directors and with personnel of participating agencies regularly assigned to it.

No police services should be provided by contract until all financial and service provisions have been thoroughly researched and developed, and responsible officials of both jurisdictions have fully accepted them. Every contract should be established on a sound economic basis; arrangements should be made for full compliance by both parties, including the employing of required personnel. The contract should include provisions for increases in both services and costs when they are indicated. Arrangements should be made for formal evaluation of contract services and costs at regular intervals by both parties.

Whatever the regional needs, the police chief executive has a responsibility to contribute to planning, developing, implementing, and maintaining regional anticrime efforts because of their potential effect on his own operations.

ILLINOIS COMMENTARY

Illinois has legislated a favorable climate for combined and cooperative police services. The Illinois Constitution establishes the right of governments to associate among themselves, and Chapter 127 of the Illinois Revised Statutes provides for intergovernmental cooperation and establishes governmental rights to contract with other public agencies. These provisions are very broad in nature--agreements can be between local governments, local and county government, or local or county and state government or public agencies thereof.

The intent of the framers of the 1970 State Constitution and the enactors of the Inter-governmental Cooperations Act of 1973 (Chapter 127) was to encourage inter-governmental cooperation by giving the concepts a broad and unencumbered legal base.

In a Greater Egypt Regional Planning and Development Commission working document entitled "Intergovernmental Cooperation", three fundamental types of arrangements between governments are identified:

1. Two or more local governments jointly perform a function or jointly operate a facility-- an example of this would be a communications center serving both a local and county police agency.
2. Two or more local governments mutually assist one another in emergency situations--the local flood or tornado disaster response plan is an example.
3. There exists a permanently formed organization whose main function is to address common problems and needs--a metropolitan enforcement group is an example of this.

The Greater Egypt working document goes on to point out that regardless which of these three methodologies of inter-governmental cooperation is selected, any agreement should spell out the following in the form of provisions:

1. Nature of the agreement
2. Work to be performed
3. Limitations
4. Service Charges
5. Administration
6. Fiscal procedures
7. Staffing
8. Property arrangements
9. Duration, Termination and Amendment

The type of arrangement best suited to acquiring expanded police service according to the above would be a contract. Contracts for services are particularly well adopted for providing a standardized service such as police, radio, criminal investigation laboratory facilities, and electronic data processing.

As far back as 1972, the Edwards County, Illinois Sheriff assumed all enforcement duties in Edwards County by contract; the same arrangement was adopted a year later by Cass County. More recently, according to an article appearing in Suburban Week (January 26 and 27, 1977), Barrington, Illinois police are providing police service to the neighboring suburbs of North Barrington, Deer Park, and Inverness. The village president of North Barrington was quoted as stating that the crime rate was reduced 50 percent under the arrangement. Other involved government officials also termed the arrangement successful.

Mutual aid agreements can be very helpful to the law enforcement agencies involved in them. One example of a workable mutual aid arrangement is that which exists between the police agencies of Woodriver, East Alton and Bethalto, Illinois. Under this agreement, when a major crime occurs in one city, the Chief of that city contacts the two other Chiefs. The three agencies then field an interagency investigations team to solve the crime.

If agreements and contracts between two or more governments can result in better delivery of police services, what then holds governments from entering into cooperative arrangements? Communities are reluctant to accept the concepts discussed here for many reasons. The Standards and Goals Committee discussion covered several of these. One general reason cited was the uncertainty of liability or responsibility for death or injuries of police officers when such death or injury occurs in mutual aid or contract service situations. The spectre of paying full disability pension payments to a twenty-five-year-old police officer from another community presents a great obstacle for many small communities.

A more specific area of concern involved small police agencies' relations with State Police agencies. Here, the question of who is in charge in situations requiring State assistance was raised. It is suggested that mutual aid programs between State and local police agencies deal with this question in special planning sessions for unusual occurrences. Somewhat related to the above, the Committee discussions uncovered a local police agency need to utilize State equipment. This need was brought to light in Peoria, Illinois, during the 1976 Presidential campaign. As a result of several visits to Peoria by the Presidential candidates, it was found that demands on local police agency equipment, particularly communications equipment, could not be met with existing resources. Clearly, there exists a real need for cooperative agreements with the State whereby emergency and non-contingency equipment owned and maintained by the State could be utilized on a need basis by local police agencies for short periods of time. The stock piles could be located in such a manner that when the need arose equipment could be in the hands of requesting police chief executives within four hours anywhere in the State.

Illinois police chief executives should be the moving force in persuading their respective local or county governments to examine and implement mutual assistance agreements and service contracts where needed.

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ILLINOIS STANDARD 5.3

COMMITMENT TO PLANNING

Every police agency should develop planning processes which will anticipate short and long-term problems and suggest alternative solutions to them. Policy should be written to guide all employees toward effective administrative and operational planning decisions. Every police agency should adopt procedures immediately to assure the planning competency of its personnel through the establishment of qualifications for selection, training and development.

1. Every police agency should establish written policy setting out specific goals and objectives of the planning effort, quantified and measurable where possible, which at least include the following:

- a. To develop and suggest plans that will improve police service in furthering the goals of the agency;
- b. To review existing agency plans to ascertain their suitability, to determine any weaknesses, to update or devise improvement when needed, and to assure they are suitably recorded;
- c. To gather and organize into usable format information needed for agency planning.

2. Every police agency should stress the necessity for continual planning in all areas throughout the agency, to include at least:

- a. Within administrative planning: long range, fiscal and management plans;
- b. Within operational planning: specific operational, procedural, and tactical plans;
- c. Extradepartmental plans such as natural disaster plans, mass casualty operations and mutual aid operations;
- d. Research and development.

3. Every police agency should establish written qualifications for employees assigned specifically to planning activities.

4. Every police agency should provide training necessary for all personnel to carry out their planning responsibilities.

5. If there are planning needs that cannot be satisfied by agency personnel the police agency should satisfy these needs through an appropriate arrangement with another police agency, another governmental agency, or a private consultant.

NAC COMMENTARY EXCERPTS

The police operate 7 days a week, 24 hours a day. As a result, there is an unusual amount of activity for which plans must be made. Yet because of the unpredictable nature of the work, planning is more difficult. Emergencies occur when least expected. A police agency must be prepared for anything; that means it must plan for everything.

The police effort is difficult to measure. Effective comparisons with other agencies are all but impossible. Each agency works under different conditions in different circumstances. The focus of police work changes from month to month as new problems arise and old ones are brought under control.

Work schedules, payday, patrol assignments, and uniforms are all part of planning. The decision a police agency must make is not whether to plan, but rather how much to plan, in what detail, and how far ahead. Planning should not be so detailed that the effort and cost outweigh the benefit.

The business that plans effectively generally succeeds, makes a profit, and rewards its shareholders. The police agency that plans effectively generally operates efficiently and rewards its community with effective and dependable police service.

A police agency that fails to plan ahead is forced to operate from day to day, adjusting to new demands as new demands arise, but never undertaking long range projects to upgrade police service. The agency may appear effective, but could be much more effective if it charted its course. Such an agency delivers less than maximum police service and short-changes its community.

Planning can provide valuable indirect benefits for most police agencies. In developing plans, agencies must review old routines. Fresh insight into police work is valuable. Police officers, given a role in planning, take new interest in their work. As an agency senses its own improvement, morale improves. Plans can give a staff a sense of direction and the agency a unified purpose.

Extensive planning, administrative as well as operational, is one of the most critical needs of the police today. There are not many police chief executives who disagree with this, but few have taken positive steps to encourage or implement such planning. This failure puts the burden on individual subordinates who must plan for their own operations without administrative direction and support, usually on a crisis basis.

Additionally, the failure of the police chief executive to provide for planning indicates to subordinates that he considers planning to be unimportant, or that he is not interested in how they perform their work. The first tends to encourage the subordinate to adopt the same attitude toward planning; the second lowers morale and efficiency. Neither contributes positively to the effectiveness of agency operations.

When the police chief executive does take steps to establish a planning unit or to assign administrative planning responsibilities, problems can develop if he does not clearly delineate the relationship between the planning unit and other agency personnel. Planning personnel may feel removed from operations personnel and operations personnel may feel they have been relieved of all planning duties.

It should be clear that the police chief executive must provide proper direction and an atmosphere that encourages operational planning throughout the agency. The first step should be the formulation and dissemination of a strong and unequivocal policy statement expressing commitment to planning and to positive change. Providing the necessary organizational structure and staffing for planning--should reinforce commitment; at the same time it prepares the agency to meet its needs.

It should be equally clear that he has a responsibility to provide the organizational structure and the staffing necessary to generate a full spectrum of effective planning for his agency. When a product is primarily the result of personal effort, its quality usually corresponds to the qualifications, training, attitudes, and personality of those who contributed to the effort. Police planning is no exception.

ILLINOIS COMMENTARY

The urgent need for police agency planning is pointed out in an article entitled "Planning: The Dynamics of Police Administration," appearing in the F.B.I. Law Enforcement Bulletin. To illustrate the critical and widespread nature of this need, the authors, Mr. James Zurawski and Sergeant Edward Brook of the Chicago Police Department Research and Development Division, point out that:

"In 1967, after considerable research and effort, the President's Commission on Law Enforcement and Administration of Justice reported with emphasis that:

'A police force cannot be effective if it is administered on a day-to-day crisis basis. It needs plans: contingency plans, for example, about how to handle a visit by the President or how to capture an armed desperado holed up in an apartment; operational plans about how to deploy men in various neighborhoods at various times of day or how to deal with the problem of apartment burglaries; long-range plans about improving the quality of personnel, installing new equipment or controlling widespread vice, budgetary plans, community-relations plans, technological plans, and plans of many

other kinds, It needs not only to develop new plans but to review continually the operation of plans already in effect and to amend or discard them if necessary.

Obviously, the first step toward effective planning is to recognize its importance. Agency commitment to planning should be followed by allocation of adequate resources to reinforce this commitment. The most important resource in this regard is the planner, himself. To insure the competency of planning personnel, every police agency, large and small, should establish written qualifications for such personnel. These qualifications should be based on a combination of experience and academic background and, if possible, demonstrated ability to plan effectively.

Even though they meet agency qualifications, those responsible for planning should be given additional training. This training should develop the person's abilities to plan effectively and should involve advances in the various planning methodologies and research techniques. If an individual police agency does not have the expertise to provide such training, other training sources should be utilized, such as educational institution or outside consultants.

Planning must not be done in a vacuum. Current information must be gathered and analyzed continuously. Too many times the phrase, "If I had known that, I wouldn't have..." is heard. This phrase is a signpost of poor planning. If an agency is unable to adequately handle all its planning needs, it should seek assistance from other, larger agencies or outside sources. Also, police planners should work with agencies and individuals outside the department who may have impact on police plans. Heads of other government departments, city planners, regional planning commissions, State Police, and citizen groups are all examples of contacts whose input may affect the planning process.

The benefits to be derived from police planning are numerous; several are discussed in the National Advisory Commission commentary that introduces this standard. The following examples taken from the aforementioned article by Zurawski and Brooks illustrate two practical program applications of sound planning:

The Research and Development Division planned and developed a police period year for police operations that involved dividing the year chronologically into 13, 28-day periods. This allows periods with similar weather conditions, hours of the day and night, and times of the year, to be more accurately and realistically compared criminologically from year to year. The new system has additionally improved the department's administrative process tremendously, including uniformity of work and day-off schedules, furloughs, and time-keeping responsibilities.

A recent assignment of the planning unit involved the mounting load of departmental paperwork. Early in 1974, the department began experiencing very serious backlogs, for example, in the handling and processing of field case reports. Research by planning personnel indicated that 17 percent of these reports involved unfounded cases. The elimination of these reports alone has saved the department almost \$400,000 and 51,395 man hours. Also, the function of reproducing the required number of copies of case reports has been decentralized to area criminal investigation units. Much faster retrieval of statistical data resulted. The research produced a new report form which has eliminated a variety of separate forms that had previously been used.

Finally, perhaps one of the greatest incentives for sound police planning relates to dollars--or rather, the lack of them. The fiscal limitations of many Illinois communities have been reached; annual increases in revenue rise by only a few predictable percentage points. Therefore, it is easy to understand that those programs requiring no new dollars or minimal dollars will stand the best change of acceptance. In many instances, however, police agencies are faced with problems that can be solved only by large investments of money. Often the return for this investment will not be visible for a number of years, i.e., reduced crime. To convince those who control the budget of the worth of such programs requires sound planning. Well-substantiated data, viable goals and objectives, sound program methodology, and performance and effectiveness measures should all be planned ahead so that a solid case for the program can be presented. The police agency that commits itself to effective and on-going planning is in a better position to obtain needed funds and successfully attain its goals and objectives.

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ILLINOIS STANDARD 5.4

SELECTING A TEAM POLICING PLAN

Illinois law enforcement agencies should be committed to improving cooperation between the public and their police officers. Team policing can be used as a starting point in developing their own programs or in applying the concepts of team policing in ways not yet envisioned. Every police agency should examine the team policing concept to determine its value in increasing coordination of patrol and specialized functions within the agency. A team policing system should be adopted when research and testing indicate that such a system would enable the agency to use its resources more efficiently and effectively.

Every police agency implementing team policing should insure that the system effectively facilitates the agency's efforts to reduce crime, detect and apprehend criminal offenders, improve the quality of police services, and enhance police-community cooperation:

1. Every police agency should include agency personnel in the team policing planning and implementation process. Personnel participation should be consistent with the degree of ultimate involvement in the team policing system.

2. Every police agency should provide preparatory and inservice training for all personnel involved in the team policing system. The objectives of the training program should be to acquaint all agency personnel with team policing policy, procedures, objectives, and goals, and to provide specific training according to the extent and nature of personnel involvement in the team policing effort.

3. Every police agency should develop programs to encourage community support of the agency's team policing system.

ILLINOIS COMMENTARY

Three operational elements which differentiate team policing from traditional patrol concepts are cited in an article appearing in the Journal of California Law Enforcement. These three elements along with the team's function are listed below:

1. Geographic stability;
2. Maximum interaction among team members; and
3. Maximum communication among team members and the community.

The functions of the team are:

1. To control crime;
2. To improve community communications and cooperation;
and
3. To provide essential public services.

In practice, the team policing concept can take varied forms. One approach is to divide the patrol force into teams assigned to various locations as the workload and calls-for-service require. In another approach, crime and service functions are separated. Crime control teams are assigned territories for the control of crime and non-emergency service calls are left to non-team patrol officers. Although the organizational design of team policing varies in practice, a common goal exists--to reduce crime through improved community communications and cooperation and the more efficient organization of patrol personnel.

The question of whether or not to adopt team policing should not be a starting point for police departments. Rather, the starting point should be to understand the problems facing the individual department. Once these problems have been identified, the police administrator may choose to either accept or reject the team policing concept based on careful analysis of departmental needs.

If the department should decide to implement team policing, it can be accomplished in various methods. One method appropriate for medium size and large departments is that of designating one geographic area as a test site. Smaller departments with limited personnel may have to test the team policing proposal agencywide.

A variation of team policing presently being implemented by the Chicago Police Department is the Beat Representative Program. According to Superintendent Rochford, this program "has as its objective the involvement of the citizen in mobilizing the community into a cohesive unit guided toward a common goal, that is the reduction of crime, vandalism, intimidation, and blight."

Under the program, each district is divided into geographical areas encompassing several "beats." Each area has a citizen leader or beat representative, who is responsible for organizing the area through block captains and other concerned persons. Beat representatives are chosen from the areas in which they live by a citizen resident as district steering committee coordinator. Officers in each beat are responsible to communicate with beat representatives, attend meetings of citizens involved in the program, and share information on crime conditions, police operations, crime data, wanted suspects and vehicles, and problem locations.

The Chicago Police Department has assured critics who say the project may turn into a "police spying" operation that each program in each district will be operated by the citizens involved--the district commanders must cooperate, but that they will not "run" the programs.

Whatever manner chosen for implementation, it is very important to research and plan prior to implementation and establish program goals and objectives. All members directly or indirectly involved in the team policing plan or affected by it should understand and hopefully support the proposed plan. Personnel responsible for making the plan work must be given proper training, support, and necessary authority to achieve the plan successfully.

In evaluating the effectiveness of team policing, the following questions are suggested as a checklist (Journal of California Law Enforcement):

1. Is there a reduction in crime?
2. Is there an improvement in police-community cooperation?
3. Is there an increase in the general level of service rendered to the community?

If the answer is "yes" to the above three questions, then the team policing concept is the operational procedure for that individual department. However, if the effects of the team plan are negative, it must be immediately withdrawn and a new operational procedure tested.

The realities of day-to-day policing in Illinois have not always been conducive to a team policing "plan". Most police agencies in Illinois are small enough in size that they are in fact a "team" police force. The standard itself was almost rejected at the outset, as inappropriate, by the Operations Sub-Committee. The very low need to change existing practices given to this topic in the Police Chief Executive Survey would justify this position to some extent. But, what the police chief executive must recognize--as did the Sub-Committee--is that the primary emphasis of this standard is not to endorse team policing per se, but to endorse all types of innovative methods of delivering basic police services that will improve police/public cooperation. Every Illinois police administrator owes it to himself and his community to examine alternate methods of police service delivery in his efforts to maximize police efficiency and effectiveness.

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ILLINOIS STANDARD 5.5

INTER-AGENCY PLANNING

Every police agency should immediately identify the types of planning necessary for effective inter-agency operation, and should assign specific responsibility for research and development, and police agency and inter-agency planning.

1. Every police agency should participate in cooperative planning with all other governmental subdivisions when such planning can have an effect on crime, public safety, or efficient police or governmental operations.

2. Every local governmental entity, in all matters of mutual interest, immediately should provide for police planning with that of other governmental subdivisions.

NAC COMMENTARY EXCERPTS

The planning needs of each police agency are different, and the needs are not static. Obviously the large agency serving a densely populated urban area has different needs than the small agency serving a sparsely populated rural area. The newly created agency in a jurisdiction of rapid growth will normally have needs different from those of a long-established agency of equal size in a relatively stable jurisdiction.

Both the large urban agency and the small rural agency will find their planning needs changing as a result of changed demography in land use and in the nature, type, or rate of crime. Planning requirements of the agency experiencing rapid growth will change if its once-stable community begins to change. Nevertheless, there are a number of requirements common to all police agencies. If an agency is to fulfill its responsibilities to the community it serves, it must recognize and provide for these common needs as a minimum.

Administrative planning relates to giving direction and providing support--planning that facilitates all operations. It includes long-range, fiscal, and other management planning. Operational planning relates directly to performance--planning for action. It includes procedural, tactical, and specific operational planning.

Every police agency, no matter how simple or complex its needs, should devise its planning program to include each of these types of planning. The program should include all administrative planning required to support the agency's operations, and it should include all operational planning required to insure adequate performance and the achievement of the agency's goals and objectives.

When establishing operational plans, the police agency should examine the activities of community groups and organizations whose activities would be likely to affect police operations. Where appropriate, members of those groups should be involved in the planning of police service that may affect their activity. Included should be social groups, service clubs, civic and political organizations, educational institutions, professional or vocational associations, business groups and labor unions, and any others appropriate.

Research and development is the foundation of progressive planning. Results of research and development, however, are rarely shared by criminal justice agencies and, as a consequence, are often duplicated needlessly. This is perhaps due to the decentralized nature of the system and the lack of effective means of communicating the results. Wherever possible, police agencies should make information relating to research and development projects available to other agencies.

The police chief executive, of course, has the final responsibility for planning. In small agencies most of the administrative planning, and often much of the operational planning, is done personally by the chief executive. The larger the agency the less personal time the chief executive can devote to planning. Where necessary, he should delegate operational planning to line commanders, and he should delegate administrative planning to staff personnel of a planning unit.

ILLINOIS COMMENTARY

Meetings between city and county representatives are held daily throughout the State. At these meetings a myriad of subjects are discussed and plans and programs formulated. Many times the discussion topics will have an impact on crime or public safety. However, if the local or county police chief executive is not present, this fact may go unnoticed. As a part of his regular duties, the police chief executive should make every effort to keep abreast of the nature of topics of civic, government, departmental, or inter-agency meetings. He should make a determination as to whether or not the topics impact on issues relating to police service. If it is likely they will, the police chief executive should attend the meeting and provide input as appropriate.

Police participation in municipal and county policymaking and planning can result in benefits to police and government alike. For example, in a north suburban Cook county police department, it came to the attention of the police chief that the village water and electric departments were meeting with the utilities sub-committee to discuss changes in the village street lighting and to formulate plans for submission to the village trustees. The chief chose to attend the meeting and, when the opportunity arose, pointed out the impact lighting has on crime. His input had a positive effect on the ensuing group deliberations.

The interrelationship of police and other governmental sub-division activities suggests many common concerns. Therefore, there is an immediate need for local governments to provide some mechanism for cooperative planning in matters of mutual concern. Where no provisions for joint planning exist, it is up to the police chief executive to establish planning liaison with other governmental units.

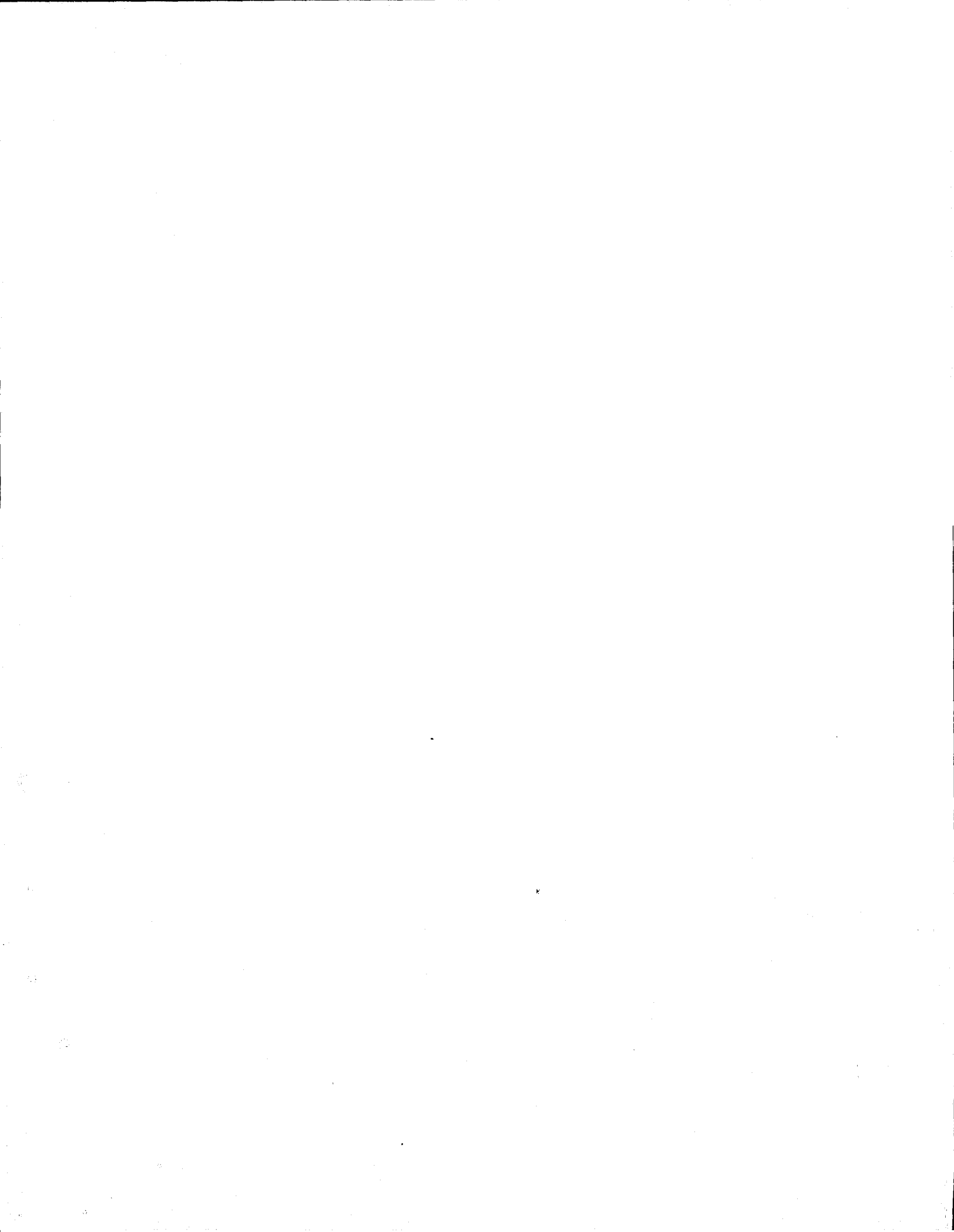
The police also interact with non-governmental agencies and individual citizens. Too often, in every branch at every level of government, plans are formulated and decisions made without a real feel for the citizens' opinion. In the Standards and Goals committee discussion, a genuine desire was expressed by all for increased participation of non-governmental agencies and individual citizens in the planning process.

Several examples of cooperative planning presently exist in Illinois. One successful example is evidenced in Winnebago County. Because officials wanted to maximize citizen participation in the planning of a badly needed public safety building in Rockford the Charrette method was utilized. According to, "Charrette an Experiment in Community Planning" published by the Northern Illinois Law Enforcement Commission:

In essence charrette is a vehicle for citizen participation...To summarize, the basic objectives of any charrette are (1) To allow local citizens to become an integral part of the decisionmaking process in developing a public facility and its programs, (2) To develop plans that implement solutions to community problems within a compressed (shorter than normal) time period, and (3) To demonstrate a capability for coordinated action for more efficient allocation of public funds and resources.

In 1971 the first of several grants was obtained to begin the project. In 1977 the public safety building, housing both the Rockford Police Department and the Winnebago County Sheriff Department was completed. The functions of communications, records, and photo labs are combined. Classrooms, pistol range, lockers, and exercise facilities are also shared. The combined planning efforts of the criminal justice agencies, governments, and citizens of Winnebago and the City of Rockford have resulted in a better method of police service delivery; hopefully, at a significant savings to the community.

It has been emphasized that police planning must reach beyond the police agency. This standard seeks increased coordination and communication in the planning cycle among all local agencies whose activities can have an effect on crime, public safety, or efficient police operations. The combined efforts of these agencies along with active citizen involvement can have a significant positive impact upon the future delivery of police services in Illinois.



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ILLINOIS STANDARD 5.6

POLICE-COMMUNITY PHYSICAL PLANNING

Every police agency in the State of Illinois should participate with local planning agencies and organizations, public and private, in community physical planning that affects the rate or nature of crime or the fear of crime.

1. Every government entity should seek police participation with public and private agencies and organizations involved in community physical planning within the jurisdiction.

2. Every police agency should assist in planning with public and private organizations involved in police-related community physical planning. This assistance should at least include planning involving:

- a. Industrial area development;
- b. Business and commercial area development;
- c. Residential area development, both low rise and high rise;
- d. Governmental or health facility complex development;
- e. Open area development, both park and other recreation;
- f. Redevelopment projects such as urban renewal;
- g. Building requirements (target hardening), both residential and commercial.

NAC COMMENTARY EXCERPTS

It has long been recognized that certain physical conditions can contribute to the rate and nature of crimes, and to the fear of crime in given geographic areas. Any experienced police officer can identify high crime risk locations on his beat by noting such factors as poor lighting, weak points of entry to potential crime targets, isolated points of entry (i.e., either concealed or located where no one would normally pass), physical layout of crime target providing concealment, and inaccessibility of areas to police patrol.

Attempting to reduce crime or the fear of crime by regulating physical environment is not new. The pyramids of Egypt, in addition to being monuments to their founders, have complex access ways to prevent theft of items contained within. Moats were built around castles. England, in 1285, enjoyed the protection of the statute of Winchester that required the removal of shrubs along highways where persons could lurk.

In modern times, governments have become increasingly involved in physical and environmental planning. They have enacted building codes and zoning laws while concentrating on structural soundness, economics of land use, aesthetic values, and, very recently, ecology. Concern for public safety has

centered around fire safety (fireproof or fire retardant materials, emergency exits, and hydrant placements) with little attention to crime prevention.

But today, when technological assistance is available to increase security--to reduce the potential for crime and thereby reduce both crime and the fear of crime--by proper design and construction of new (or redesign and remodeling of old) industrial, commercial, residential, recreational, or open space developments, the police agency or its government should not permit the perpetuation of the practice of bolting doors with inadequate locks.

In view of its responsibility to provide adequate, effective, and efficient police service within its jurisdiction, every government should establish the organizational and procedural means whereby police participation in community physical planning can be assured, whether such participation is with public or private agencies. To permit the police agency to participate adequately and competently in this planning, the government must authorize the necessary manpower and resources.

The police agency, as well as its government, has a responsibility to allocate manpower and resources for participation in all phases of community physical planning that will affect or be affected by police activities. This responsibility includes the assignment of qualified planning personnel and the provision of necessary specialized training in police-community physical planning, agency support in such areas as data gathering and analyzing, and necessary administrative backing.

The primary purpose of police involvement in police-community physical planning is crime reduction and the approach should be manifold. It should prevent and deter crime and make apprehension more likely. It should provide physical as well as psychological barriers to crime. It should provide barriers that prolong the time required for the physical act to be accomplished, thus increasing the probabilities of detection and apprehension. It should improve the effectiveness of preventive patrol and apprehension rates. It should improve accessibility of areas to police patrol, reduce points of concealment, facilitate police observation, and improve response routes to reduce police response time.

ILLINOIS COMMENTARY

In Winnetka, Illinois the police have been involved, as early as 1962, in successful police-community physical planning. Police-community physical planning being a relatively new concept and one not widely used makes the Winnetka situation truly unique. In an interview with Mr. Robert Humphrey, Chairman of the Board, the Winnetka Bank, on May 31, 1977, Mr. Humphrey explained that Winnetka police assisted in the planning from the time the bank was first being built, in 1962

until its completion in 1964. Prior to construction, architectural blueprints were given to both police and firemen to study. Representatives of the police and fire departments met several times to discuss the blueprints. The police department suggested minor changes in the layout of the security devices which were incorporated into the design. Even though the project has been completed, the bank administrators continue to hold regular consultations with the police and fire departments to insure continued effectiveness of the present security and safety operations. As a result of these consultations there have been relatively minor changes. Presently a drive-up addition is being built and Mr. Humphrey noted that the same physical planning procedure is being utilized-- which in itself says the procedure has been a success. Cities throughout Illinois should join Winnetka in utilizing police expertise in the planning process of a new or remodeled building.

A suggested list of areas in which law enforcement representatives can provide needed expertise appears in the Report of the Task Force on Private Security, Standard 5.4, Crime Prevention in Design. This list is repeated below:

1. Alarm systems
2. Antiburglary strategies
3. Antirobbery strategies
4. Crime displacement
5. Employee theft control
6. Law enforcement in support of design
7. Personnel control techniques and systems
8. Security hardware for access points
9. Security lighting techniques
10. Shoplifting control design
11. Special security needs (i.e., computers)

If not specifically asked, the police chief executive should request that police department input be considered in the planning stage of a new or remodeled building (as noted in the Report of the Task Force on Private Security, Standard 5.6, Environmental Security in Comprehensive Planning). It is at the planning stage that basic decisions are made and the involvement of security is clearly established. The goals and objectives set in the planning stage provide direction for all remaining phases of the project. At this stage, the police

chief executive needs to familiarize the planning team with past security problems of the locale, offer methods to overcome these problems, point out the benefits of the expected results, and estimate what resources are required to attain the desired security objectives.

Police input, however, should not be restricted to the planning stage. It should continue throughout the project to handle any security problems that may arise. For example, valuable police input can be given on how to prevent theft from the building site or how to direct traffic from the construction site. As in the Winnetka project, it is good practice for the police to regularly review and reevaluate their initial input. If a need for change is indicated, additional police input should be offered.

As stated in the NAC commentary, police-community physical planning does not get to the root of the crime problem, but if physical planning is properly coordinated with social planning it can help alleviate problems associated with crime causes. Accordingly, every police agency and government entity should seek methods to emphasize to the community the value of police participation in community physical planning.

REFERENCES

1. Robert Humphrey, Chairman of the Board, The Winnetka Bank, Personal Interview with Project Staff, Winnetka, Illinois, May 31, 1977.
2. Extra-Departmental Relations Sub-Committee Meeting, January 12, 1977, Bloomington, Illinois.
3. Standards and Goals Committee Meeting, February 17, 1977, Des Plaines, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 5.5).
5. National Advisory Commission on Criminal Justice Standards and Goals, Report of the Task Force on Private Security, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1976 (Standard 5.4 and Standard 5.6).

ILLINOIS STANDARD 5.7

RESPONSIBILITY FOR FISCAL MANAGEMENT

Every State or local government maintaining a police agency should immediately assign responsibility for fiscal management to the police chief executive. Where he does not personally perform the fiscal management function, this responsibility should be delegated to an employee with fiscal affairs responsibility and staff as needed.

1. The police chief executive's primary areas of fiscal management responsibility should include fiscal planning, budget preparation and presentation, and fiscal control.

2. Every police chief executive should immediately delegate the fiscal management responsibilities that he does not personally perform. Every police chief executive should provide that the responsibilities of the employee with fiscal affairs responsibility include annual budget development, maintenance of liaison with the jurisdictional fiscal affairs officer, supervision of internal expenditures and related controls, and familiarization with recent developments in fiscal affairs management.

3. Every police chief executive should receive the training necessary to enable him to fulfill the fiscal management responsibility of his position and should provide appropriate training to all other agency employees having a responsibility in the fiscal affairs of the agency.

NAC COMMENTARY EXCERPTS

A police chief executive is not simply a crime fighter or a policeman of special and superior rank. He is also a business manager who should accept full responsibility for fiscal management of his agency. Moreover, he is a fiscal planner, responsible for developing the future expenditure requirements for personnel, equipment, facilities, and programs necessary to accomplish his agency's goals and objectives. While he has an obligation to follow all prescribed procedures, he should, where necessary, urge government officials to improve the jurisdiction's fiscal policies and practices, and he should seek to raise the level of his own fiscal management to achieve the goals and objectives he has established. His role should not be passive; it should be active and progressive.

When the city administrator and the city council begin their task of allocating funds to all departments and units of government for the following fiscal year, the police chief executive will find himself in a highly competitive relationship with other municipal department heads. The council has

difficult decisions to make and is concerned with effecting an appropriate allocation of limited resources according to public needs as expressed and demonstrated by various department heads. Such decisions can never be precisely accurate nor entirely acceptable to public constituencies, and the council is subject to many influences.

Carefully developed budgets with adequate justification of all major items, especially on their first appearance in a budget document, are an important responsibility of the police chief executive. In view of typical limitations of revenue which most local governments face today, the police chief executive must be persuasive but objective with administrators and councilmen alike. He must demonstrate sound judgment in his planning in order to gain acceptance of his recommendations.

The budget document, as it leaves the office of the police chief executive, is the position statement on money needed to initiate, maintain, or expand programs, functions, and activities of the police agency. Although the executive should not prepare the budget unassisted (except in very small police agencies), the responsibility for a sound fiscal document is his.

While the police chief executive may assign fiscal management tasks to subordinates, accountability for all aspects of his agency's fiscal policies, processes, and control is his. Within the framework of his jurisdiction's governmental structure, his accountability is judged and his practices reviewed by the jurisdiction's chief executive and, ultimately, by its legislative body.

The size of the police agency dictates, at least in part, the level and kind of direct involvement in fiscal management which the police chief executive prescribes for himself. His involvement will also be conditioned by his interest and competence in fiscal management. It is only in the very small agencies that he handles all details of fiscal management. In medium size and large agencies, he increasingly delegates aspects of fiscal management, but with no diminution of his own ultimate responsibility and accountability.

In agencies too small to justify full-time assignment of employees to the task, the police chief executive himself should perform the fiscal management function. In smaller agencies where the police chief executive lacks technical competence he should obtain assistance but retain responsibility for annual budget development, maintain liaison with the fiscal officer of the jurisdiction, establish internal expenditure procedures and controls, and keep abreast of current developments in fiscal management research studies.

ILLINOIS COMMENTARY

The Standards and Goals Committee emphasized the need for every State and local government maintaining a police agency to immediately assign responsibility for fiscal management to the police chief executive. As has occurred the village manager or city accountant prepares the budget and simply hands it to the police chief executive. The Committee felt that this procedure is totally unacceptable. Realistic budget preparation requires a thorough knowledge of agency plans and operations; this knowledge is not likely to be available outside the agency. Thus, if agency goals and objectives are to be facilitated, it is essential that budget preparation be the province of the police chief executive.

In preparing the agency budget, the police chief executive should involve his personnel. Each division or sub-unit head should be responsible for developing a budget for his command and submitting this suggested budget to the police chief executive. This procedure will insure that special unit requirements, such as anticipated over-time pay for patrol officers, will be included in the total agency budget. Moreover, it will heighten the police chief executive's awareness of his agency's needs.

Many police chief executives lack formal training in fundamental fiscal management as it relates to their day-to-day job. If the police chief executive is not adequately trained he should go to the city administrator and request such training. Several Illinois educational institutions offer fiscal management workshops or seminars especially geared for police administrators. One place such training can be obtained is from the Northwestern University Traffic Institute in Evanston, Illinois. The Institute offers a 5-day fiscal management course entitled "Police Budget Preparation Workshop." The course description follows:

On completion of this job-oriented training program, the budget officer will have a broad base knowledge of budgeting techniques and will have confidence in his ability to design and give presentations to justify his agency's budget. Operations involved in planning, preparing and controlling a line item-object budget for a fiscal period will be completed by student teams using a budget document from a team member's department. Role-playing sessions provide a realistic opportunity for skill development in budget presentation and justification. Mastery of the line item-object system permits the budget officer to apply more sophisticated budgeting concepts for management's use in program analysis and planning. Decisionmaking methods for allocating resources to meet program goals and objectives will be identified during discussion sessions on the development and implementation of the planned program budget. The

development and use of graphs, charts, tables and diagrams supportive of budget presentations will be emphasized. Videotaping of various practice sessions will enable the student to strengthen the impact of his presentation style. A final assignment on complete budget preparation and justification requires class members to synthesize the concepts, insights and experiences gained from prior role-playing sessions and instructional lectures.

Other agency personnel who are delegated fiscal responsibilities also should receive training in police fiscal management. The knowledge acquired by the police chief executive, or authorized fiscal officer, either through formal training or review of current literature, should be passed on to command officers in each division to aid them in preparing unit budgets. Proper fiscal training and knowledge will enable agency administrators and supervisors to promote better service at a realistic cost.

REFERENCES

1. The Traffic Institute, Northwestern University, Programs of Training and Continuing Education, 1977-78 Schedule.
2. Administration Sub-Committee Meeting, January 19, 1977, Winnetka, Illinois.
3. Standards and Goals Committee Meeting, January 17, 1977, Des Plaines, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 5.6).

ILLINOIS STANDARD 5.8

FISCAL MANAGEMENT

Every police chief executive should use the most effective and appropriate fiscal management techniques available. He should establish policy and procedures so budgeting is a fundamental part of the management planning process.

1. Every police chief executive should initiate annual budget planning with a statement reflecting the fiscal direction received from the governmental entity.

2. Every organizational element of the police agency should be involved in budget planning and should prepare a draft budget appropriate to its needs and adequate justification should be provided as part of the budget document.

3. Every police chief executive should develop the fiscal controls necessary for the agency to stay within funding restrictions, to insure that funds are being spent for authorized purposes, to account properly for monies received from the public, and to alert management to possible fiscal problems requiring remedial action.

4. The governmental fiscal officer should provide fiscal programs and procedures which would permit the police chief executive to more effectively determine specific cost factors of police operations and functions.

NAC COMMENTARY EXCERPTS

Fiscal management procedures should be carefully developed to guide agency employees in budget preparations. Every fiscal affairs officer should write fiscal procedures and, after approval by the police chief executive, distribute them to management personnel. Agencies with no fiscal officer should have an agency employee prepare fiscal procedures. In either case, the fiscal affairs officer of the jurisdiction should be consulted, and procedures should be compatible with those established by the jurisdiction.

Annual budgets should be developed in cooperation with all major organizations within the agency. Commanding officers of the agency's bureaus--patrol, traffic, and detectives--must weigh their needs and present budget estimates that include reasonable and economically sound requests.

In police agencies large enough for functional organization (i.e., requiring development of bureaus, divisions, units, or offices), budget development should begin at the lowest supervisory level and should be a consolidation of proposed unit budgets. Sergeants, lieutenants, captains, and

persons of higher rank in large agencies should be involved and must assume responsibilities in budget development. Thus, in the staff services division of a large agency, the unit commanders of personnel and training, planning and research, and others must develop and justify budgets for their operations.

In small agencies, watch or shift commanders should be involved in the budgetary process. Decisions are then made at each level of command as the budget is processed. In very small agencies the chief alone may prepare the final budget. In a larger one with a planning unit, and perhaps even a fiscal officer, the unit or the officer should process recommendations and prepare the final document.

A police manager who recognizes a problem of needed financial support should prepare a written justification setting forth the need for the added expense and justifying it. If possible, cost-effectiveness should be demonstrated. To identify problems, every police supervisor should inform his superior of the need for additional personnel, equipment, or supplies if they are necessary to successfully perform his task. Every major division or bureau head should consolidate proposed unit budgets to form the division or bureau budget. It is essential that every supervisor and every manager participate in determining budget needs, and it may be helpful if participation extends to the lowest level in the hierarchy. Managers should prepare justifications, but details such as projective costs of fringe benefits should be the responsibility of the fiscal affairs officer.

Division or bureau budget requests should be scrutinized by the police chief executive and his top staff to assign priorities to items of the agency budget. The fiscal affairs officer should assist in the staff review by providing staff assistance to the police chief executive.

Police agencies occasionally initiate new programs and then fail to evaluate them, especially on a basis of cost-effectiveness. A vigorous analysis of programs should be conducted periodically to evaluate program achievements and program costs.

As an exercise in determining priorities, police agencies should construct a budget at 80 percent of the current operating budget. To merely project a 20 percent across-the-board cut may not be the best way to cut costs and would do nothing to establish priorities. Evaluation of programs for this exercise may suggest abandoning, reducing, or modifying some activities within the hypothetical reduced budget. When the budget is reworked on a 100 percent basis, the new order of priorities may substantially influence it and provide essential support for top priority functions. It may result in a more efficient and effective police agency.

Without adequate control over allocated funds, police agencies could run out of funds needed to carry out their programs. For this reason, in addition to fiscal controls established by municipal controllers, police agencies should develop and adopt well-designed fiscal controls to inform management on the status of the various salary, expense, and equipment accounts, and take remedial action if necessary, to bring these accounts into balance.

Unforeseen situations invariably arise where the need for additional police services cannot be anticipated by prior fiscal planning efforts; therefore, it is essential that inter-account transfers be available to the police chief executive and major element commanders. Examples of such situations range from additional funds needed to compensate for overtime expended during natural disasters or civil disturbances to funds needed to purchase material not authorized in the operating budget.

To provide for such contingencies, various mechanisms of adjustment should be available within the budget system. These options should include transferring funds from a later funding period to the present period, transferring funds from an account that has a savings to one that requires additional funding, and requesting that additional funds be granted for police needs.

Establishing a highly flexible budgetary transfer process, however, increases the need for prompt and critical review of periodically prepared summaries of expenditures, balances, and interaccount transfers. These summaries should consist of reports on allotments and encumbrances, and should be reviewed promptly by the police chief executive and by the head of each major organizational element within the agency.

By exercising the proper administration of fiscal controls, the police agency fulfills its civic responsibility to provide prudent fiscal management of the taxpayers' money without neglecting the necessary level of police services expected by the community.

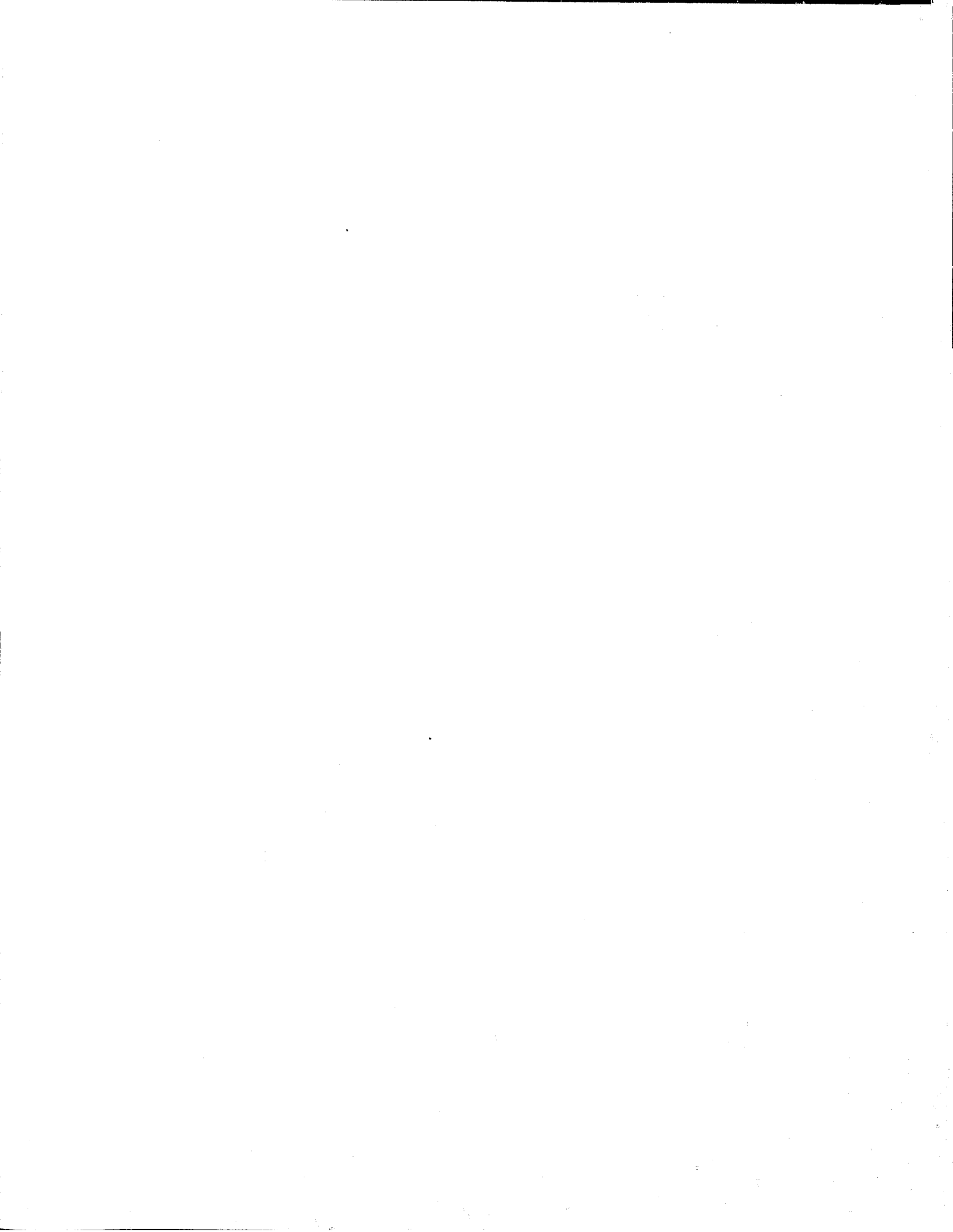
ILLINOIS COMMENTARY

Fiscal management is a necessary priority in police departments to insure operational effectiveness. The Standards and Goals Committee emphasized the need for effective cost analysis as a fiscal management tool. The Committee noted the police chief executive should maintain liaison with governmental fiscal officers to obtain the needed assistance to establish effective cost analysis procedures. The fiscal officer understands the day-to-day dollars and cents operation and should pass this understanding on to the police chief executive.

There are numerous alternatives in establishing an effective cost analysis procedure, some traditional, others locally originated. The fiscal manager must understand that every agency is unique. Therefore, the fiscal management technique utilized must be the one that is most effective and appropriate. In order to develop effective fiscal procedure the governmental fiscal officer must work together with the police fiscal manager to determine how best to financially operate the police agency. The police fiscal manager and governmental fiscal officer also must take into consideration the increases that may occur during the year such as cost of living increases or inflation.

Through development of an effective cost analysis plan, the fiscal manager is now ready to prepare the department's budget. Just as in determining the cost analysis when budgeting, the fiscal manager should have regularly scheduled meetings with the governmental fiscal officer to stay on top of the fiscal situation of his agency and that of the government entity.

A factor of great importance when preparing a budget is the language. Many fiscal managers lack the necessary knowledge on how to document and present their fiscal budget needs adequately. The fiscal manager should be able to present accurately in a verbal and visual language to the Jurisdictional Fiscal Officer and governmental officials the dollars and cents needs of the police department. Also, the fiscal manager should be able to present visual representation of the needs of the police department by means of charts, graphs, and other imaginative methods to get the point across clearly and accurately. One such budget procedure clearly understandable is that used in the Village of Skokie, Illinois. Over the years a format has evolved which allows for the monetary request coupled with a narrative justification as articulated in terms of department goals and objectives. The format provides for unique sections for outlining the Program Goals. Supportive of the articulated goals is the section of the budget document covering Fiscal Year Objectives, related to Program Goals. Performance statistics give further support to actual need in the budget category. Illustrative of this format is a page taken from the Village of Skokie's police budget for Fiscal 1977-1978.



PROGRAM BUDGET SHEET
 FUNCTION Public Safety
 and Protection

VILLAGE OF SKOKIE
 1977-78 BUDGET
 SUPPORTING DETAIL

DEPARTMENT POLICE P
 ALLOCATION
 UNIT UNIFORM PATROL 54
 FUND G

PROGRAM GOALS				FISCAL YEAR OBJECTIVES		
Exert increased pressure against the criminal element through increased preventive patrol, together with a comprehensive, dynamic crime prevention program. Reduce traffic accidents by increasing the number of traffic citations. Attempt to foster teamwork amongst diverse factors.				<p>Improve upon the response time to called for services while maintaining the proper balance of preventive patrol and selective traffic enforcement.</p> <p>Increase the number of hazardous citations in an effort to reduce accidents.</p>		
PERFORMANCE STATISTIC	ACTUAL LAST FY	ESTIMATED CURRENT FY	ESTIMATED NEXT FY	LAST YEAR'S BUDGET	CURRENT BUDGET	BUDGET REQUEST
Called for Services	34,380	35,400	36,400			
Traffic Accidents	3,779	3,900	4,000			
Hazardous Violation Citations	5,841	5,800	7,000			
Non-Hazardous Violation Citations	793	900	1,000			
Part I Offenses	3,010	3,300	3,000			
Part II Offenses	3,216	3,250	3,200			
				\$1,743,293	\$1,819,700	\$1,830,794

Whatever type of budget is determined best by the police department, the fiscal manager should keep in mind the following basic principle stated by Ralph F. Anderson in his article, "The Police Budget: A Valuable Management Tool or a Status Quo Handcuff?", in the F.B.I. Law Enforcement Bulletin:

It is critically important that the police budget actually becomes a valuable management tool to motivate, implement and control police programs designed to guarantee that our streets, homes and places of business will, once again, become safe for our citizens to enjoy.

Finally, it is vitally important that the police chief executive realize that the budget and fiscal control procedures deserve his attention throughout the fiscal year rather than just at the time of budget document preparation. On-going attention to agency progress through analysis of fiscal conditions as they relate to operations will not only keep the police chief executive properly informed on program and planning implementation--it will provide him with valid and vital information for preparing future statements which can accurately portray agency needs and objectives.

REFERENCES

1. Anderson, Ralph E., F.B.I. Law Enforcement Bulletin "The Police Budget: A Valuable Management Tool Or A Status Quo Handcuff?", January, 1976, Vol. 45 #1.
2. Dolan, John F., The Police Chief "Budgets: The P.P.B. Concept", July, 1968, Vol. 35.
3. Standards and Goals Committee Meeting, February 16, 1977, Des Plaines, Illinois.
4. Administration Sub-Committee Meeting, January 19, 1977, Winnetka, Illinois.
5. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 5.7).

ILLINOIS STANDARD 5.9

FUNDING

Every police chief executive should be thoroughly familiar with all means by which the agency can derive all the benefits possible from local funding, City-State-Federal revenue sharing, grants and grantsmanship, and the use of bonds. They should understand the implications of each and use these means to provide funding for agency programs..

1. No police agency should enforce local ordinances for the sole or primary purpose of raising revenue, and no income arising from enforcement action should be earmarked specifically for any single enforcement agency.

2. No police chief executive should seek referenda that would govern the size of the personnel complement or the allocation of resources to specific agency programs.

3. Every police agency should consider using grants under explicit conditions to fund planning and experimentation in all phases of police service.

a. The responsibility for the procurement of grants from Federal and State agencies and foundations should be made the specific responsibility of the police chief executive of that agency.

b. Grants should not be sought to initiate long-range programs unless the jurisdiction will commit itself to continued funding on successful completion and continuing relevance of the funded portion of the project.

NAC COMMENTARY EXCERPTS

The flow of money into the treasury of a municipality comes from many sources: taxes on properties and intangibles; corporate and personal income taxes; fees for licenses and permits; fines, forfeitures, and penalties on delinquencies; earmarked funds (such as a portion of gasoline taxes collected by the State); sale of bonds, sale of materials and services; parking meter collections; surcharges on utility services; sales and use taxes; grants; gifts or donations; and other sources.

Municipal income levels are usually stable. They will rise and fall as economic conditions fluctuate, with almost definable lag periods. Some income, however, is not likely to be affected by short term changes in the economy--real estate taxes, for example. Sharp rises of income, on the other hand, may develop because of changes in personal income tax rates, sales and use taxes, or State-earmarked funds.

Financial pressures on municipal legislators and elected and appointed officials naturally intensify when the relative stability of municipal income is accompanied by rising public expectations for a variety of services, increasing vehicular traffic, and discernible patterns of community unrest and higher crime rates. Indeed, in some cities revenues are decreasing while pressures for services continue to mount.

A municipal police agency has little influence on the income of its jurisdiction, nor should it have such influence. Nevertheless, the police chief executive should be thoroughly familiar with all the means by which his agency may benefit from local funding, city-State-Federal revenue sharing, grants from government agencies and foundations, and bonds.

The ethics of a police chief executive's profession require that neither he nor his agency become involved in procurement of funds. For example, he should not permit enforcement action that has, as its primary purpose, augmentation of agency financial resources.

On-going income continually affected by police action is derived, for example, from fines and forfeitures, parking meters, and issuance of licenses and permits. Income from these sources may be substantial. Indeed, in very small communities where the police agency is the only full-time general fund department, such income may be significant in the police budget.

Both a municipality and its police agency however, must commit themselves to the sound, ethical position that control or regulatory functions are its primary concern and that revenues should, and usually do, flow into the municipality's general fund and should not be earmarked for the police. It is a perversion of sound public policy for revenues from these sources to become ends in themselves. While patterns of revenues from these sources will develop and must be included in revenue estimates, they should not be manipulated on the basis of police agency income need. They should be a by-product of regulatory control policy, nothing more.

ILLINOIS COMMENTARY

Numerous funding sources are available to police agencies. The police chief executive should take the time to identify these sources, determine how they can be best used to further the goals and objectives of his agency, and actively pursue their application to agency programs.

It is very important that police maintain a clear distinction between financing and enforcement. Enforcement of local ordinances is a part of the police agency's responsibility to the community, not a means to finance the department. Income collected as a result of enforcement activities is incidental to departmental financing. Enforcement revenues go into the municipality's general funds and are not used as a factor in preparing the departmental budget. The public needs to be clearly aware of this distinction to prevent an unfavorable image of the police. Because the news media play a significant

role in shaping public attitudes, the police chief executive should maintain good communication with local news media relative to revenues collected by the police department. News headlines such as "Suburbs Find Tickets to Riches," which appeared in a Chicago area newspaper, may lead to negative public opinion. The accompanying article attributed a large increase in revenues in several northern and western Chicago suburbs to fines collected by local police for traffic tickets. The emphasis placed on revenue collection in this article could promote the concept that the police are trying to generate income rather than enforce laws to protect public lives and property. Thus, police policy regarding enforcement revenues should be communicated clearly to the news media. The media should also understand that enforcement revenues become a part of the general municipal funds and are not earmarked for the police.

NAC COMMENTARY EXCERPTS

The use of referenda to increase personnel complements or salaries, or to gain resources for particular programs, should be avoided because restrictions inevitably accompany such referenda.

Grants of all kinds can support worthwhile planning efforts and initiate experimental and long-range programs. However, no new long-range program should be initiated if the jurisdiction will not make a commitment to continue the program itself if it is successful, even when outside funding is terminated. Almost without exception, grants will not support long-range programs, and therefore should be used to achieve certain objectives within limited periods of time.

Effective and continuing procurement of funds through grants requires considerable skill and the regular attention of a person assigned to it.

ILLINOIS COMMENTARY

Grants afford the opportunity to plan and experiment in all phases of police service. However, many police agencies experience difficulty in obtaining grants. The Standards and Goals Committee members believe this difficulty stems from a lack of sufficient knowledge of how to develop and submit grant applications. Because the responsibility for grants is that of the police chief executive, he should receive the proper training to enable him to obtain and use grants for the betterment of his agency.

Training in grantsmanship and grant management is often available through conferences or workshops sponsored by funding agencies, police organizations, planning agencies, or educational institutions. The Northwestern University Traffic Institute in Evanston, Illinois, for example, offers a two-day workshop entitled "Federal Grant Workshop for Law Enforcement." The course description follows:

Participants will sharpen their skills in the actual preparation and writing of federal grant proposals during "hands-on" training sessions. This course is designed to assist your agency in seeking federal funds by providing your representative with an understanding of the current range of federal programs and the scope of funding; the ability to identify programs and funds now available that best suit your department's current needs, and skill in writing and managing grant proposals. Discussion sessions led by faculty experienced in preparing grant applications will direct attention to: the history of federal funding; the current range of federal programs; federal and private funds available to the police; establishing the information system to handle federal or private funding; writing the proposal, and grants management and evaluation techniques. Participants are encouraged to bring to the workshop a project or grant idea to discuss and develop under the guidance of staff resource personnel.

The police chief executive should also review the available literature to increase his knowledge about grants. Professional journals and police periodicals contain many excellent articles on the subject of grant development and management. For instance, the following checklist on grantsmanship by Nelson A. Watson in The Police Chief:

1. Is this proposal addressed to the solution of a real and meaningful problem;
2. Is there a reasonable expectation that the course of action being proposed will meet that problem.
3. Is it realistic; and
4. Suppose the money is granted and the project is successful, will it really have accomplished anything?

Another valuable source of information on grants is the Illinois Law Enforcement Commission's regional planning unit. Its staff is trained to provide technical assistance in planning for and preparing grant applications. The police chief executive should maintain liaison with the planning unit's Regional Director for advice and assistance in applying for and implementing grants.

REFERENCES

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2. The Traffic Institute, Northwestern Illinois, Programs of Training and Continuing Education, 1977-78 Schedule.
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4. Standards and Goals Committee Meeting, February 17, 1977, Des Plaines, Illinois.
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Standards and Goals Committee Report

Illinois Association of Chiefs of Police



ILLINOIS STANDARD 6.1

INTER-AGENCY COMMAND AND CONTROL PLANNING

The chief executive of every municipality should have ultimate responsibility for developing plans for coordination of all government and private agencies involved in unusual occurrence control activities. Every police chief executive should develop plans immediately for the effective command and control of police resources during mass disorders and natural disasters. These plans should be developed and applied in cooperation with allied local, State, and Federal agencies and should be directed toward restoring normal conditions as rapidly as possible.

1. Every police agency should develop intra-agency command and control plans to activate the resources of the agency rapidly to control any unusual occurrence that may occur within its jurisdiction. These plans should provide for:

a. Liaison with other organizations to include the participation of those organizations in quickly restoring normal order;

b. Mutual assistance agreements with other local law enforcement agencies and with State and Federal authorities, where effective control resources may be limited by agency size; and

c. The participation of other government and private agencies.

2. Every police agency should furnish current copies of command and control plans to every organization likely to participate directly in the control effort.

3. Every police agency should insure that every employee is familiar with command and control plans that relate to any function the employee might be called upon to perform, or any function that might relate to his performance.

4. The State of Illinois and every local government should immediately review existing law and consider new legislation to permit necessary action by all control agencies and afford each individual all his constitutional guarantees during an unusual occurrence.

NAC COMMENTARY EXCERPTS

Police action, in the face of a riot or the wake of a natural disaster, can end violence and restore order. Force used must be sufficient, not excessive--the purpose is protection and not punishment. In restoring order, police action is the visible will of the citizenry applying discipline to itself.

The potential destruction from rioting and disaster is much greater than the destruction from all usual crimes in the course of a year. Police must be able to handle both, but most agencies are not prepared for large scale emergencies. Unprepared, they may respond poorly or too late. Instead of ending violence, they may provoke more, and instead of restoring normal order, they may end up imposing martial law.

To handle emergencies, a police agency needs a plan that can mobilize and deploy the necessary manpower with minimum deviation from established operating procedures, and with minimum curtailment of essential police services to the remainder of the community. Because control measures are essentially a police action and because primary responsibility for law enforcement is properly located at the local government level, local authorities should explore all practical means of controlling unusual occurrences at the local level while continuing to protect the community.

It is obvious that some occurrences require more resources than an individual local government can provide. To meet such contingencies, planners should explore the possibility of assistance from other local jurisdictions. Although such local response should provide the first line of defense, no control plan is complete unless it considers the role of the National Guard and Federal troops in extreme circumstances in which local authorities have used all their resources and are still unable to control the situation.

The term command and control is used in its broader sense to refer to mobilizing, organizing, assigning, dispatching, supervising, directing, and controlling all field and support units. It represents all the functions that provide communications, dispatching, auxiliary services, logistics, intelligence, management control and allocation of resources, and strategic and tactical operations planning and development.

No model police plan will encompass the needs of all agencies because of their wide variety in size and local characteristics. The objective of the plan should be the same for every agency: protection of the community through rapid, appropriate, and effective action.

Weaknesses in the plan will be reflected in faulty field operations. Agencies with little experience in controlling unusual occurrences may need to study model plans. Some agencies do not have personnel with the managerial experience to prepare an adequate plan and may require outside assistance.

Unusual occurrences are not handled by police agencies alone. Even when the police are the primary control agency, as in civil disorders, they must rely on fire, medical, detention, and other personnel. Essentially, the role of the police during disasters is to assist primary control agencies in their tasks. Efforts of agencies participating in control and support tasks must be coordinated to restore the situation to normal.

Each organization should participate in development of the plan to insure that its role will be specified and coordinated by the local police agency, which must take the initiative in this planning.

Mutual assistance agreements for controlling unusual occurrences are not equally advantageous to all local governments. Some relatively isolated communities with homogenous populations may benefit less than those in metropolitan areas. Suburban municipalities surrounded by jurisdictions with low-caliber police departments may find mutual assistance pacts less satisfactory than other communities. The possibility that a neighboring city may refuse to respond on the grounds that trouble may spread may cause a city to be reluctant about entering into an agreement.

Relying upon State military forces rather than local assistance also has some disadvantages: it may damage police-community relations; repeated use of State military forces may reduce their psychological shock value; from 4 to 6 hours are normally required for State forces to respond; and local officers familiar with local geography and sociological patterns are likely to be more effective than outside forces.

It is essential that every participating agency know what function it is expected to perform and the nature of its relationship to other participating agencies. The plan should be written in a form that is easily understood and convenient. A manual form is appropriate for both study and reference, and also simplifies revision. The completed planning documents should be distributed according to a carefully compiled distribution list. Every agency that has a role defined in the plan should receive a copy of the plan. Although it is inappropriate to publish copies of tactical plans, it is unrealistic to expect secrecy with such wide, but necessary, distribution. Truly confidential information should be confined to a separate document.

Each individual who might be called upon to perform a function in the control activities must know what is expected of him. Not only must he be completely familiar with his own role, but he must understand all other functions that relate to his. Procedures described in the plan must be practiced. The teamwork required for emergency operation means that many individuals must depend on each other. Training will be covered in a subsequent standard.

ILLINOIS COMMENTARY

In developing this standard, it was the feeling of the Illinois Standards and Goals Committee that the language of the NAC Commentaries for Standards 7.3 and 7.5 was redundant. However, it was agreed that because NAC standard statements 7.3 and 7.5 were extremely procedural they would serve as good checklists and planning guides for police chief executives who were inexperienced in this area.

The two NAC standard statements, therefore, are restated below for ready reference in the application of command and control planning.

NAC Standard 7.3

Every police agency should develop an interim unusual occurrence control organization. This organization should be capable of rapid and orderly activation, assembly, and deployment of all needed agency resources and should be flexible enough to permit incremental activation. It should provide the following services under the command of the police chief executive:

1. A control center should be established to act as the agency command post responsible for:

- a. Coordinating all agency unusual occurrence control activities;
- b. Obtaining all resources and assistance required for the field forces from agency and outside sources;
- c. Maintaining chronological logs and preparing periodic reports concerning the unusual occurrence situations; and
- d. Collecting and disseminating information from field forces, agency sources, and outside agencies.

2. An intelligence organization should be responsible for collecting, evaluating, and disseminating information. The intelligence function should be performed by:

- a. Field units;
- b. A coordinating unit located at the agency control center; and
- c. Outside agencies contributing intelligence through the coordinating unit.

3. A personnel unit should be established to:

- a. Activate a predetermined personnel call-up system;
- b. Maintain current personnel availability information and a continuous accounting of all agency personnel;
- c. Anticipate the personnel needs of the field forces and provide for them;
- d. Advise the agency commanding officer of the availability of personnel when the number of officers committed to the unusual occurrence indicates the need for partial or total mobilization, or a request for mutual aid or military assistance; and
- e. Make proper and timely notifications of deaths and injuries of agency personnel.

4. A logistics unit should be established to:

- a. Procure the needed vehicles, maintenance, supplies, and equipment;
- b. Account for the distribution of all vehicles, supplies and equipment deployed in the unusual occurrence;
- c. Determine appropriate staging areas and maintain a current list of them;
- d. Receive and safeguard evidence and property for the field forces; and
- e. Provide for feeding of field forces, when necessary.

5. A field command post should be established and staffed with personnel to support the field commander. The field command post should be staffed and organized to enable the field commander to:

- a. Direct the operations necessary to control the unusual occurrence;
- b. Assemble and assign agency resources;
- c. Collect, evaluate, and disseminate intelligence concerning the incident;
- d. Communicate with concerned task force officers and units;
- e. Apply the strategy and tactics necessary to accomplish the police mission;
- f. Gather, record, and preserve evidence; and
- g. Maintain appropriate records of field operations.

6. A casualty information center should be established and staffed with qualified personnel to:

- a. Gather, record, and disseminate all information concerning dead, injured, missing, and lost persons;
- b. Establish liaison with relief agencies to obtain information on evacuees and evacuation centers;
- c. Establish liaison with the medical examiner or coroner;
- d. Deploy personnel, as needed, to hospitals, first aid stations, and morgues; and
- e. Prepare casualty statistical reports periodically for the agency commanding officer.

NAC Standard 7.5

1. Full-time protection should be afforded every community by permanent legislation to provide for:

- a. Federal and State reimbursement of local law enforcement agencies required to react to Federal and State events, such as conventions, campaigns, or VIP visits, and extraordinary costs incurred in responding to mutual aid requests;

- b. Mutual aid agreements between local, county, and State police, and the National Guard;
- c. The prohibition of unnecessary force or violence in making arrests;
- d. The prohibition of any sanctuary by providing police access to any area, public or private, within the jurisdiction or close enough to constitute an immediate threat to public order within the jurisdiction;
- e. The prohibition of interference with or attacks upon firemen or other emergency personnel;
- f. The prohibition against failure to disperse any unlawful assemblies;
- g. Prohibition of impeding pedestrian or vehicular traffic;
- h. Strict controls on the manufacture, possession, transportation, or distribution of incendiary or explosive devices; and
- i. Permits for parades, assemblies, and public events and regulation of the size and material used in picket signs and sign handles or any other device used in a public demonstration.

2. Emergency statutes specifically designed to cope with unusual occurrences should be enacted to provide for:

- a. The arrest powers of county and State police and National Guard forces when engaged with or without the local police agency's assistance in control operations within a local jurisdiction;
- b. Emergency police authority enabling local police to maintain public order by suspending due process where a clear and present danger exists that mob action will render ineffective any local police agency's ability to maintain order;
- c. Restrictions upon sale of gasoline, liquor, and weapons;
- d. The restriction of public access to certain geographic areas under specifically defined circumstances;
- e. Curfew, loitering, and other crowd control measures;
- f. The restriction of public use of schools, places of amusement, water, and private aircraft; and
- g. Control of the storage of firearms, firearms parts, and ammunition.

The Illinois Statutes provide a legal framework that encourages and enhances interagency command and control. While the specifics of this have been addressed elsewhere in this Report, it is appropriate to note that the statutes allow a great latitude for State, county, and local governments to interact and enter into mutual aid pacts. In addition, the statutes provide that governmental entities may call upon one another in certain emergency situations where no agreements for aid exist.

Unique to Illinois is a move by the Standards and Goals Committee to encompass a concern for individual rights into this standard in the form of sub-paragraph 4. State and local planners should review present laws for their strengths and weaknesses regarding the rights of individuals in unusual occurrences. Following a thorough review, each planner should take whatever steps necessary to insure that individual rights are protected and that all Illinois police agencies are made aware of potential and actual revisions in the law. Every police agency should then develop a definitive policy for the field officer regarding the rights of the individual in situations where unusual occurrences exist and incorporate this policy into departmental unusual occurrence plans.

REFERENCES

1. Administration Sub-Committee Meeting, March 11, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., (Standard 7.1).

ILLINOIS STANDARD 6.2

EXECUTIVE RESPONSIBILITY

Every police chief executive should be given responsibility immediately to command all police resources involved in controlling unusual occurrences within his jurisdiction. This authority should be preempted only when a state of emergency is declared by the Governor, local authority breaks down, or command authority is transferred by prior agreement. In carrying out this responsibility, the police chief executive should direct all police activities within the affected area, and he should insure that at least minimum services are provided to the remainder of the jurisdiction.

1. Every local government should provide by law that the police chief executive be responsible for all law enforcement resources used to control unusual occurrences within the jurisdiction. The police chief executive immediately should establish a system designating executive command in his absence:

a. A system of succession of command should be established; and

b. A senior officer should be designated the acting chief executive in the absence of the chief executive.

2. The chief executive or his delegate should be available to assume command without delay at all times. This individual should:

a. Assess the agency's needs in the involved area and in the remainder of the jurisdiction;

b. Make decisions based on available information, and issue appropriate instructions to the agency to insure coordinated and effective deployment of personnel and equipment for control of the occurrence and for effective minimum policing of the remainder of the agency's jurisdiction;

c. Insure that all actions taken by law enforcement personnel deployed in the affected area are supervised and directed; and

d. Apply control measures according to established command and control plans and predetermined strategies.

NAC COMMENTARY EXCERPTS

The chief administrative officer of a political jurisdiction is responsible for the control of disorders or disasters occurring in his jurisdiction and he should formulate plans to insure that the community will be protected.

This preparation will require a realistic combination of the efforts of various agencies. As the police chief executive has the initial response capability and the ultimate control responsibility for most types of unusual occurrences, his agency's role in some situations will be to facilitate the activities of another agency, such as the fire department.

Where the police agency does not have responsibility for primary control (In Illinois, County Civil Defense directors are in overall charge in certain types of unusual occurrences.) it should be prepared to assist, coordinate, expedite, and protect agencies directly engaged in control efforts.

Controlling an unusual occurrence can be a convincing determinant of leadership ability. During an unusual occurrence, the police executive must exercise command in a highly charged atmosphere. Immediate decisions must be made and executive advisers may not be at hand. Effective leadership requires fundamental understanding of the precise role of the agency in an unusual occurrence; success will then depend on careful preparation and qualified people.

All law enforcement personnel who assist another jurisdiction should be commanded by the police chief executive of that jurisdiction. He should retain this authority until the local agency and assisting forces can no longer control the situation, or until the Governor declares a state of emergency and supplants local authority with State or military forces. By prior arrangement, command authority may be placed in the county or State police agency when that agency is invited to assist. This may be advisable in the case of small agencies that arrange for mutual aid assistance from county or State agencies.

As a practical consideration, a crisis should be assessed continuously at the local level to anticipate the need for transferring local authority to a higher echelon of government. Failure to anticipate this need can result in uncontrolled escalation while an unnecessarily delayed reorganization of control forces takes place.

In the absence of the police chief executive, a senior officer should be on duty or on call to assume the leadership of the agency. Command responsibility should be exercised if the police chief executive is incapacitated or out of town during an occurrence. A system of succession should be established to insure that leadership is available even when casualties cut deeply into the upper echelons of the agency.

The police chief executive or his delegate should be available to assume command of an occurrence at any time, and without delay. He should assess the information available and initiate rapid and effective action to restore order. He should issue appropriate instructions to coordinate control deployment and effective minimum policing of the remainder of the city.

Supervision of all law enforcement personnel deployed in the occurrence should be a major priority to insure that agency objectives and policies are carried out.

Emotions may run high when a force is engaged in a combat situation, particularly if officers are in hot pursuit or are returning fire from snipers or barricaded suspects. Strong, objective leadership is needed to control and direct these forces. The unusual occurrence organizational structure and control plans should be organized to provide this leadership through field supervision.

REFERENCES

1. Administration Sub-Committee Meeting, March 11, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Printing Office, Washington, D.C., 1973 (Standard 7.2).

ILLINOIS STANDARD 6.3

MULTI-ARREST PROCESSING

Every police agency should immediately develop a system for the arrest, processing, transportation, and detention of large numbers of persons. The agency should seek alternatives to multi-arrests, but if it is determined that multi-arrests are necessary, a system should be available to provide adequate security for prisoners and officers and to insure that the arresting officer is returned to his field assignment as quickly as possible. The system should facilitate the restoration of order by means of lawful arrest, and preservation of all available evidence.

1. The multi-arrest system should insure that arrestees are processed as rapidly as possible. The system should provide:

a. A procedure for gathering and preserving available evidence to connect the arrestee to the crime he is to be charged with. The evidence may include photographs, recordings, videotapes, statements of witnesses, or other evidence;

b. A procedure for receiving each prisoner from the arresting officer and facilitating the officer's return to his field assignment as soon as possible;

c. Positive identification of the arrestee and the arresting officer;

d. A procedure for receiving and maintaining continuity of evidence;

e. Rapid removal of arrestees from the affected area. Security should be provided en route to prevent attempts to free prisoners

f. A secure detention area to prevent escape or attempts to free prisoners. The facility should be adequate to maintain custody of a number of prisoners in safety;

g. Prearranged inter-agency agreements to facilitate the assimilation of the arrestees into the jail system when the arresting agency is not the custodial agency;

h. Defense counsel visitations after processing. These visitations should be permitted under field conditions or at temporary detention facilities only where adequate security is provided. Prisoners should be transported to a secure detention facility without delay; and

i. Liaison with local courts and prosecutors to determine procedures and temporary court sites for speedy arraignment of arrestees.

2. The multi-arrest system should make the name and charge of persons arrested available to public inquiry as soon as possible after the arrestee has been processed. A current list of arrestees should be communicated to the agency command

center as the information becomes available. Inquiries should be directed to one central location.

NAC COMMENTARY EXCERPTS

The prospect of making arrests during massive demonstrations and crowd control activities demands that every police agency prepare for the problems inherent in arresting, processing and detaining large numbers of persons. The problems are similar to others arising in the control of disorders. The demands made upon operational personnel exceed their capacity in terms of time and manpower. Facilities are inadequate to handle unusually large numbers of prisoners. To meet these demands, the agency must develop emergency arrestee processing procedures to substitute for the usual ones that are too time-consuming.

Every police agency should seek acceptable alternatives to making mass arrests, but once it is determined that mass arrests are necessary, arresting officers should act without hesitation. A system, well-planned and tested, should be available for processing, transporting, and securely detaining large numbers of arrestees. It is critical that the system be designed to return the officer to the street as quickly as possible.

While not recommended for normal police activity, expedient measures can be built into emergency processing procedures as long as basic legal criteria for arrest and subsequent prosecution are observed. The goal of the system should be to facilitate the restoration of order by means of lawful arrest and the preservation of all available evidence. Removal of the violator and the quick return of the officer to the street contribute to that goal.

A police agency should develop and test procedures for the rapid processing of large numbers of arrestees. A system should be developed that requires minimum booking information and that permits the arresting officer to return without delay to his field assignment. It should require the arresting officer to make only legal arrests, charging a specific crime or crimes. The arrestee should be charged with as many violations as the officer observes. Further, it should require that the officer collect, preserve, and book all available evidence in the arrest. Every arrest should be made with the aim of subsequent prosecution.

Many agencies in their first mass arrest experience fail to insure the proper identification of arrestees with arresting officers and crimes. In their field duties, police agencies have permitted arresting officers to leave inadequately identified arrestees at booking facilities and return to the field. In the confusion of transporting and processing, arrestees sometimes answer to the wrong name and are released erroneously or misbooked.

When the case comes to court, the officer cannot testify from his own recollection that the defendant is the person he arrested. Many agencies have used photographs taken at the time of booking to overcome this problem. This procedure involves photographing the arresting officer with the arrestee while holding a card bearing a booking number and the arrestee's name. To be most effective this procedure should use equipment enabling rapid photo development so that the photograph can be used throughout the booking process and subsequent transportation. If any evidence is to be booked to the arrestee, it should appear in the photograph. This procedure will suffice until the arrestee reaches a regular booking facility and can be positively identified by fingerprints.

The mass arrest system should provide a secure procedure for receiving evidence in the field and maintaining its continuity until presentation in court. This service should be provided at the same location as the field booking facility to reduce the time lost in transporting evidence to a separate location after the arrestee is booked. Like the identification of arrestees, identifying evidence and connecting it to an arresting officer and an arrestee is a problem because of the volume of evidence and the relatively short time that officers can be spared to record the items on property forms.

A large influx of arrestees into a field booking facility can tax its capacity unless adequate transportation is provided. When transportation is inadequate to remove prisoners fast enough to prevent backlogs, then booking service is curtailed and arresting officers must spend time in booking prisoners at a jail facility. These transportation problems can be solved by arranging for the use of school buses, public utility vehicles, and prisoner transport vehicles from adjacent jurisdictions and correctional institutions. They can be called into service in anticipation of an increase in workload.

At best, the physical security of a field booking facility is usually minimal. To provide adequate security, men must be assigned as guards. Security for a facility of this type must be sufficient to prevent escapes and to prevent an attack on the facility to free prisoners. Such attempts must be anticipated both at the field facility and en route to an established detention facility. For this reason it is preferable that vehicles used for prisoner transportation be radio-equipped. In most cases, however, this provides less than minimum security because field units are unavailable to respond to help a bus under attack at the height of a disturbance. Therefore, at least one radio-equipped vehicle should be assigned to accompany each transportation run. This is an ideal mission for military support forces or mutual aid personnel.

Local jurisdictions should survey the capacity of their detention facilities to determine what other facilities will be required to handle an overflow of prisoners, and at what point assistance should be requested. Agreements should be reached with neighboring agencies during the planning process to insure that assistance is available when needed. In the

planning process, the detention facility should prepare for assimilating a large volume of prisoners by altering receiving procedures to return transportation units to the field with a minimum of delay.

The typical field booking facility will provide inadequate security for visits to prisoners. Not only is the physical facility usually inadequate, but the combination of poor physical security, the volume of arrestees, and the confusion of transferring them to a regular facility makes it extremely hazardous to allow any unauthorized persons in the area. By referring visitation requests to the detention facility and frequently scheduling prisoner transfers, visitation can be made possible within a reasonable length of time.

Prisoners should not be held at a field booking facility long enough to require that they be fed. However, the detention facility that will ultimately receive the prisoners must be prepared to feed them. It is necessary to alert the detention facility as soon as a large volume of arrests is foreseen.

Medical attention, however, should be provided immediately. Medical treatment near the field booking facility should be available to treat ill or injured prisoners or officers. Cases requiring specialized or extensive treatment can be sent to a local hospital until they can be returned to jail.

When a field booking facility is activated or when mass processing of arrestees is anticipated, liaison should be established immediately with local courts to institute pre-planned procedures for the speedy arraignment of arrestees. Frequent contact should be made with the temporary court site to keep it notified of the numbers being processed. Liaison should also be established with the proper prosecutor's office for assignment of a prosecutor to the field booking facility and to the temporary court site.

Plans for mass processing of arrestees should include a provision for frequent periodic reporting of the names and charges of arrestees. This should be done at least hourly to provide a current list of persons in custody. It should be reported to the field command post to keep the field commander informed of the status and volume of arrests. When received in the control center the information can be included in a periodic situation report. In addition, the information should be made available for public inquiry or for release to the news media. It should be possible for information on persons arrested in connection with the occurrence to be obtained from one central location.

ILLINOIS COMMENTARY

In discussing this standard the presence of the dead hand of time was felt when the term "mass arrest processing" was used. To continue to use such terminology and the images it conjured up would be counter productive and misleading. To develop a contemporary standard which implies the real intent of an effective and routinely operational plan, the term "multi-arrest processing" was adopted.

REFERENCES

1. Administration Sub-Committee Meeting, March 11, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 7.4).

ILLINOIS STANDARD 6.4

TRAINING FOR UNUSUAL OCCURRENCES

The police chief executive of State, local and county law enforcement agencies should provide in cooperation with the Illinois Local Governmental Law Enforcement Officers Training Board, regional training programs in unusual occurrence control administration, strategy, tactics, resources and standard operating procedures. This training should be given to selected personnel at all levels within the agency, personnel from other agencies in the criminal justice system, and from other related public and private agencies. It should be given frequently enough to maintain proficiency between training sessions, and should be routinely scheduled during periods of peak personnel strength. Otherwise, it should be scheduled in advance of anticipated events.

NAC COMMENTARY EXCERPTS

The loss to a community from the effects of a single major disorder or disaster is potentially more devastating in terms of injuries, death, and property loss and damage than the community might experience in more than a year as a result of crimes. Every local government must plan for the protection of its jurisdiction. Police chief executives and local officials must recognize their own responsibility to insure that adequate training is provided to their men to effectively execute those plans; thorough joint preplanning should provide for satisfactory training arrangements with jurisdictions and agencies that will be supplying help under mutual assistance compacts.

Agency response to a massive emergency situation will require some modification of organizational structure. The agency should accept the possibility that every man in the agency could be involved in control efforts. Hence, it is necessary to insure that every function, whether administrative, support, or tactical, can be performed competently.

Training sessions will have to be repeated often enough to familiarize personnel with all facets of the plan as well as how it will be applied to a variety of occurrences. The sessions should be repeated frequently enough to maintain an adequate level of proficiency. Factors such as turnover in personnel, new disorder tactics, and new procedures should be taken into consideration.

By scheduling training sessions during periods of the year when vacations are at a minimum, the agency can engage in training programs with the least effect on field deployment. The riot potential during the summer months calls for training concentrated in the months preceding the agency's summer vacation increase. Some occurrences are not predictable and

severely test the agency's preparedness, while others, such as labor disputes, planned mass demonstrations, rock festivals, or VIP visits come to the attention of the agency with sufficient advance notice to permit at least a dry run of procedures.

The need for adequate planning and training for unusual occurrence control is well recognized by professional police personnel. The two functions are almost inseparable: planning without training is futile. The plan should be sufficiently detailed for use as a basis for much of the training of agency personnel and for inter-agency training to secure more effective coordination. The essential elements of an adequate training program require careful consideration. Such a program should include classroom instruction and practical exercises. The curricula and exercises should be consistent with the needs of the various levels of the agency organizational structure.

Unusual occurrence training is indispensable in preparing police personnel to perform highly sensitive and complex functions. It should be recognized as a continuing need. Training of this type cannot be accomplished by occasional improvised programs; it requires established programs of tested value.

Training programs should enable police officers to understand and appreciate the fundamental principles involved in responding to unusual occurrences. This training should be provided during basic training to give the officer a solid foundation in procedures and tactics before he enters the field. He should be supplied the guidance he needs to exercise discretion consistent with agency goals. Agency policy should be clear and widely disseminated. Inservice training should be used to emphasize these principles to the officers, to practice tactics, and to introduce new procedures.

Where agency size permits development of internal special training programs, periodic inservice courses should be developed to familiarize officers with control procedures, standard antiriot equipment, and the modified organizational structure that the agency may assume during serious occurrences.

Another means of carrying out local unusual occurrence control training is through some form of cooperative endeavor by which agencies can pool their resources to support a single training program.

Practical field exercises prepare personnel to function effectively at the scene of an unusual occurrence by developing proficiency and teamwork. In addition to the traditional training objectives of refining and perfecting procedures and tactics, there is a need to accustom personnel to unusual occurrence situations. Response to unusual occurrences requires a major psychological readjustment to a drastically changed environment. Since the first 4 to 6 hours of an unusual occurrence are the most critical, this adjustment should be immediate.

Preparation for command post exercises should include scheduling of schools prior to the exercise to review individual duties. Careful planning for the exercise should include scheduling undisclosed incidents during the exercise. These situations provide a semblance of realism and give the participants an opportunity to respond extemporaneously. Operational personnel are afforded the opportunity to put into practice prior classroom training in tactics and procedures. A cadre of personnel should be trained to staff each position in the field command post and the control center. By training in depth, that is, training six to ten men for each position, an agency can be prepared to staff essential positions with experienced personnel when an emergency occurs.

These exercises provide opportunities for command personnel to formulate strategy; postaction reports provide a vehicle for evaluating procedures. Revision or adopting of procedures can then be implemented to increase the agency's effectiveness in the next emergency.

Joint planning and training yields additional benefits including the establishment of procedures for control of personnel responding to assist foreign jurisdictions, and the identification and correction of communications problems. Planning for disorder control should include provisions for observing and recording the effectiveness of units during actual disorders, and an evaluation of activities requiring coordination. Postaction analyses and seminars can be effective management and training tools in this connection.

Certain basic subjects should constitute the core of unusual occurrence training. They should help personnel exercise good judgment and make correct decisions when confronted with potential or actual crises. Curricula and exercises should be directed to the level of responsibility and the function of the individual. Administrative personnel should comprehend the organizational structure and interrelationships that will affect them during an emergency reorganization. They should be aware of their responsibilities and of the avenues of assistance available to them in even the most extreme escalation of an occurrence.

Police work often develops in an officer the quality of independence; he is able to rely on his own judgement and is adept at making immediate critical decisions. His survival and proficiency depend on his functional self-sufficiency. However, this self-sufficiency can become a liability in applying unusual occurrence control tactics. When engaged in control operations, officers must work together as a disciplined team under the direction of a competent leader. It is an almost impossible task to mold individual officers into an effective team unless they have received training in this type of deployment. Training of operational personnel should emphasize team tactics. The team leader is responsible for the accomplishment of his team's mission, for fire control, and for maintaining discipline.

It is also essential that officers be familiar with the operation and characteristics of chemical agents, communications equipment, and other specialized equipment before they are required to use them in the field. The greater proficiency the officer can develop through training, the more confident and effective he will be in dealing with rapidly changing crises.

ILLINOIS COMMENTARY

Unusual occurrences encompass a wide range of events including such things as railroad disaster, floods, tornadoes, terrorists, nuclear power plant disasters, riots, and other natural and man-made disasters. In addition, they often involve a large geographic area, requiring the utilization of all available resources.

In light of the devastating impact of a major disorder or disaster on the community, it is highly important that appropriate steps be taken to help minimize loss and injuries in the event of such occurrences before they are a reality. In this regard, police chief executives have a clear responsibility to insure that all agency personnel are adequately trained to handle unusual occurrences and their effects upon the community.

Traditional unusual occurrence training programs have many weaknesses. Basically, they are lacking in both quantity and quality. As observed by the Standards and Goals Training Sub-Committee, the type of training offered often has little applicability to the kinds of disorders or disasters encountered. Furthermore, although it is frequently necessary for small agency personnel to assist in disorder or disaster situations, few small departments have sufficient trained personnel to adequately respond.

To overcome the weaknesses in existing unusual occurrence control training, the Sub-Committee felt that a need exists for Illinois to adopt a regional approach to such training, creating a large multi-jurisdictional manpower pool from which to draw in the event of unusual occurrences. Regional training could be established through the Illinois Local Governmental Law Enforcement Officers Training Board (ILGLEOTB) in cooperation with Illinois State Police and the police chief executives of local departments. It was pointed out by one Sub-Committee member that unlike the Northwestern University Traffic Institute or Police Training Institute, ILGLEOTB can outline subject matter and standardize a course on a regional basis, thereby eliminating problems that may arise in the officers carrying out what they have been trained to do and what they have agreed to do.

Because questions arise over the proper response in an emergency situation, personnel conflict between first line supervision, middle management and top command is likely to occur. To eliminate this problem, instructors from the Police Training Institute, the Traffic Institute, or other certified

training centers should be called in to teach subjects developed to meet law enforcement needs. The responsibility to arrange this training rests with the department. The type of training offered should be in concert with the geographic area whether it be suburban, metropolitan, or non-metropolitan and should include both formal instruction and practical exercise as set forth by the NAC:

1. Formal instruction should be implemented through:

a. Frequent inservice training, such as roll-call training, to serve as a refresher course, to practice techniques, or to introduce new procedures;

b. Periodic agency-conducted schools to familiarize personnel with agency unusual occurrence control procedures and organizational structure;

c. Regional or Federal courses, particularly when agency size does not permit development of local schools; and

d. A regional training institute to train instructors for local agencies.

2. Practical exercises should be conducted periodically to develop proficiency and teamwork among personnel through:

a. Field exercises for operational personnel to practice tactics and procedures;

b. Command post exercises for formulating strategy and evaluating existing and new procedures;

c. Regional exercises for familiarizing command personnel with mutual aid procedures and developing coordination between other local control agencies and non law enforcement agencies; and

d. Criminal justice system exercises to develop coordinated participation of all interrelated criminal justice and noncriminal justice agencies.

3. The training curriculum and the subjects for practice should be directed to:

a. Administrative level personnel to familiarize them with agency and criminal justice system emergency organizational structure and procedures for requesting additional personnel and equipment from the military or through mutual aid; and

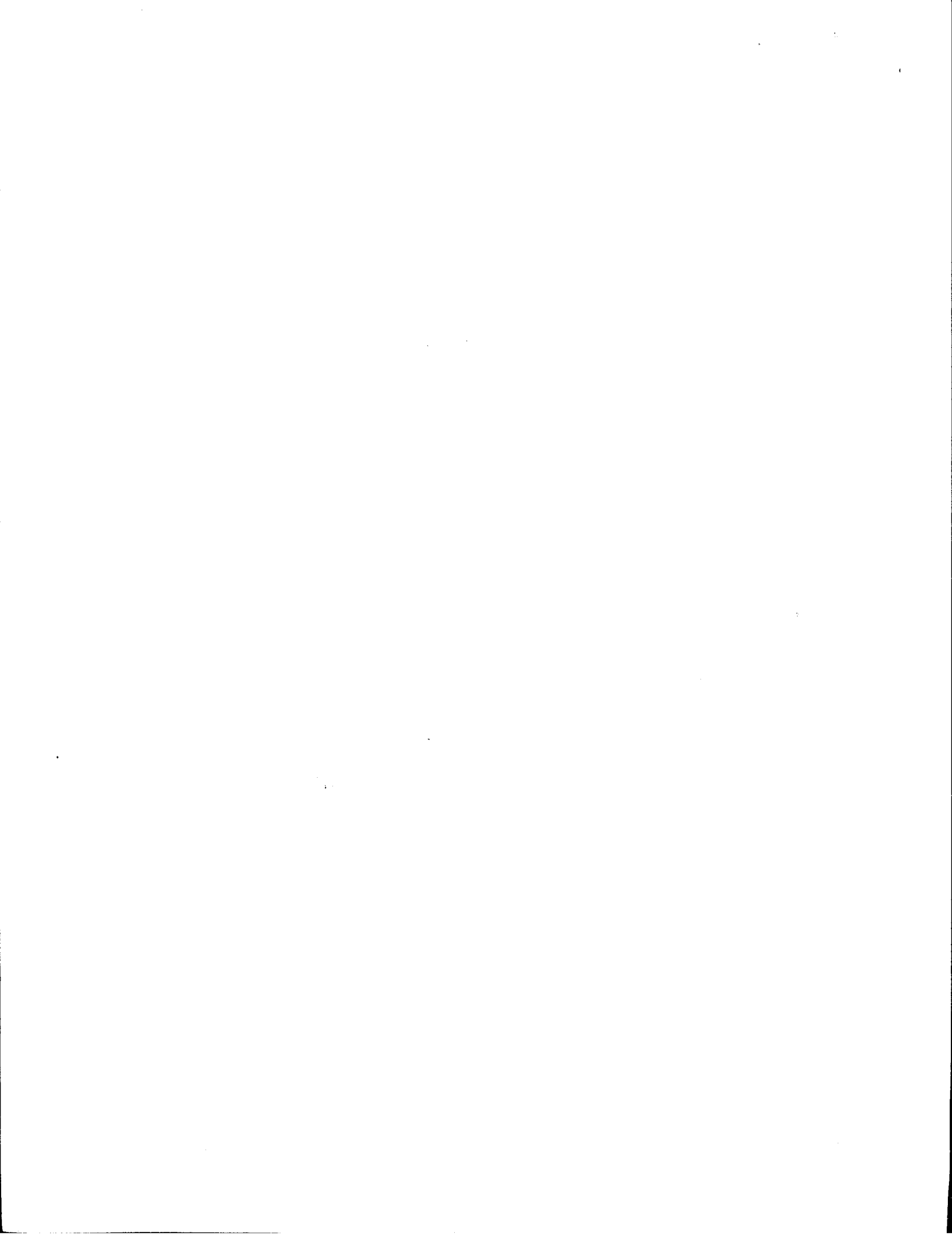
b. Operational personnel to familiarize them with strategy, tactics, and standard operating procedures. The emphasis should be placed on a coordinated effort rather than individual action; use of chemical agents, communications equipment, and other specialized equipment; applicable laws; human relations training; and procedures for procuring logistical support.

Existing training programs as well as those developed in the future should be evaluated periodically to insure that an adequate level of proficiency is maintained. Moreover, the training sessions should be repeated often enough to familiarize personnel with all facets of the unusual occurrence control and how it should be applied to a variety of occurrences.

REFERENCES

1. Training Sub-Committee Meeting, January 5, 1977, Pontiac, Illinois.
2. Standards and Goals Committee Meeting, February 18, 1977, Des Plaines, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 7.6).





Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 7.1

ESTABLISHING THE ROLE OF THE PATROL OFFICER

Every police chief executive immediately should develop written policy that defines the role of the patrol officer, and should establish operational objectives and priorities that reflect the most effective use of the patrol officer in reducing crime.

1. Every police chief executive should acknowledge that the patrol officer is the agency's primary element for the deliverance of police services and prevention of criminal activity.

2. Every police chief executive should insure maximum efficiency in the deliverance of patrol services by setting out in written policy the objectives and priorities governing these services. This policy:

a. Should insure that resources are concentrated on fundamental police duties;

b. Should insure that patrol officers are engaged in tasks that are related to the police function;

c. Should require immediate response to incidents where there is an immediate threat to the safety of an individual, a crime in progress, or a crime committed and the apprehension of the suspected offender is likely. Urban area response time--from the time a call is dispatched to the arrival at the scene--under normal conditions should not exceed 3 minutes for emergency calls, and 20 minutes for nonemergency calls. Implementation of this Standard in rural areas, particularly for emergency calls, may not be possible. In such circumstances, sheriffs and state police still retain the responsibility to develop response time standards which are realistically in accord with the available resources and with the principles expressed in this Standard;

d. Should emphasize the need for preventive patrol to reduce the opportunity for criminal activity; and

e. Should provide a procedure for accepting and documenting reports of criminal incidents not requiring a field investigation.

3. Every police chief executive should insure that all elements of the agency, especially the patrol and communications elements, know the priority placed upon each request for police service.

4. Every police chief executive should implement a public information program to inform the community of the agency's policies regarding the deliverance of police service. This program should include provisions to involve citizens in crime prevention activities.

ILLINOIS COMMENTARY

Patrol is the deployment of police officers in a given community to prevent and deter criminal activity and to provide day-to-day police services to the community. The day-to-day work of the patrol officer is remarkable for its scope. As pointed out in the NAC Commentary, "the patrol officer serves as a protector of public safety, enforcer of law, controller of traffic, and investigator and interpreter of the law." His functions can become as numerous and complex as society dictates.

Police textbooks refer to the patrol officer as "the backbone of the police department," yet the policies of many police departments seem to deny this. The patrolman is usually the lowest paid, least consulted, most taken for granted member of the force. Thus, every police chief executive should immediately develop written policies that clearly define the role of the patrol officer. These policies should reflect the patrol officer's importance as the agency's primary resource for the delivery of police services and daily crime prevention.

A significant problem facing many police agencies is the gap that exists between the public's expectations and the agency's capacity to deliver police service. The problem is further aggravated where agency personnel themselves are uncertain about agency priorities, duties, and capabilities. Resolving this problem through the establishment of priorities based on valid public and agency personnel input and the development of written policies is a primary responsibility of the police chief executive.

Within the written policy describing the role of the patrol officer, objectives and priorities must be clearly delineated to provide the officer with a sound basis for his daily decisionmaking. The patrol officer's role should be directed to preventing crime and enforcing laws, arresting law violators, protecting life and property, and maintaining order. Patrol officer duties that are non-enforceable or of a low priority divert the patrol officer from tasks that directly reduce criminal activity. These duties should be referred to other governmental agencies or civilian personnel.

Traditionally, many communities have expected services from their police that, in fact, should not be police functions, i. e., issuance of licenses, sanitation code inspections, dog catching, etc. The police chief executive, in developing policy, should eliminate those functions which can and should be performed by non-police personnel. In doing so, he must make it clear to both agency personnel and the public that the first responsibility of the agency is to perform fundamental police duties. Only in this manner, can police hope to meet the goal of providing the best possible service at the least possible cost.

In addition to raising departmental costs, non-police duties detract from the police professional image and are damaging to police morale. More importantly, elimination of these "minor" duties will free the patrol officer's time to respond to his community's major needs. Studies have indicated a direct relationship between response time and clearance rates; the lower the response time, the more crimes solved. When a patrol officer is freed of time-consuming minor tasks, his response time can be improved.

Careful consideration should be given to policy statements involving response time goals and objectives. In urban areas, under normal conditions, response time should not exceed 3 minutes for emergency calls, and 20 minutes for non-emergency calls. In rural areas or smaller departments, the police chief executive, with departmental input, should determine viable response time goals. Information must be gathered that indicates where and when police are most needed. Each agency must analyze its own personnel resources and establish realistic goals based on these resources. The agency then must field a patrol force based on need, its resources, and its goals. Finally, each agency should have a plan to revise and update its patrol operations continually.

Community confidence in the patrol officer and consequently the department will be heightened when the public is well aware of the patrol officer's function and departmental priorities in the deliverance of police services. Therefore, the police chief executive has a responsibility to inform the public of the agency's policies and priorities and the rationale behind them. When the community knows what the department's resources can and cannot do, the public will realize that decisions to respond are not arbitrary and that priorities are essential if the police are to be effective in meeting public needs. Community understanding of the role and function of the patrol officer will encourage citizen participation in crime prevention activities as well as help good police-community relations in general.

REFERENCES

1. Operations Sub-Committee Meeting, November 5, 1976, Mendota, Illinois.
2. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 8.1).

ILLINOIS STANDARD 7.2

ENHANCING THE ROLE OF THE PATROL OFFICER

Every local government and police chief executive, recognizing that the patrol function is the most important element of the police agency, immediately should adopt policies that attract and retain highly qualified personnel in the patrol force.

1. Every local government should expand its classification and pay system to provide greater advancement opportunities within the patrol ranks. The system should provide:

- a. Multiple pay grades awarded on merit within the basic rank;
- b. Opportunity for advancement within the basic rank to permit equality between patrol officers and investigators;
- c. Parity in top salary step between patrol officers and nonsupervisory officers assigned to other operational functions;
- d. Proficiency pay for personnel who have demonstrated expertise in specific field activities that contribute to more efficient police service.

2. Every police chief executive should seek continually to enhance the role of the patrol officer by providing status and recognition from the agency and encouraging similar status and recognition from the community. The police chief executive should:

- a. Provide distinctive insignia indicating demonstrated expertise in specific field activities;
- b. Insure that all elements within the agency provide maximum assistance and cooperation to the patrol officer;
- c. Implement a community information program emphasizing the importance of the patrol officer in the life of the community and encouraging community cooperation in providing police service;
- d. Provide comprehensive initial and in-service training thoroughly to equip the patrol officer for his role;
- e. Insure that field supervisory personnel possess the knowledge and skills necessary to guide the patrol officer;
- f. Implement procedures to provide agencywide recognition of patrol officers who have consistently performed in an efficient and commendable manner;

g. Encourage and acknowledge suggestions from patrol officers on changes in policies, procedures, and other matters that affect the delivery of police services and reduction of crime;

h. Provide deployment flexibility to facilitate various approaches to individual community crime problems;

i. Adopt policies and procedures that allow the patrol officer to conduct the complete investigation of crimes which do not require extensive followup investigation, and allow them to close the investigation of those crimes.

3. The appointing authority should insure that promotional oral examination boards recognize that patrol work provides invaluable experience for men seeking promotion to supervisory positions.

ILLINOIS COMMENTARY

An encouraging awareness has been growing within the ranks of police chief executives in Illinois that the time-tested concepts of industry relating to employee performance, growth, and job satisfaction are directly applicable to the police service. Stimulating "Esprit-de-corps," rewarding initiative and self-development, and recognizing personal efforts and accomplishments are particularly important to the effective functioning of the key element of police service--the patrol force.

Traditionally, police personnel of all ranks have tended to equate the road to non-patrol specialization with the road to recognition and promotion. As a result, the highly critical function of "patrol specialist" has not rewarded or retained the numbers of well qualified personnel necessary for delivery of a consistently high level of police service.

Every police chief executive should insure that the entire department understands that the primary element for the deliverance of police services is the patrol force and that specialized and supportive elements are there to supplement the work of the patrol officer. Because the patrol function is the most important element of the department, it is consistent that policies should be adopted to retain well qualified personnel.

Too often, once the patrol officer becomes well qualified in his job he is promoted to staff or specialized assignments. In fact, the well qualified, initiative patrol officer feels he is not advancing unless he is transferred out of the patrol force. To avoid the continuous turnover of patrol officers, departmental policies should be developed which will encourage highly qualified patrol officers to remain on the patrol force. One method of encouragement that is used successfully by some agencies is that of providing multiple pay grades within the basic rank, giving the highly qualified patrol officer that enjoys working in patrol a reason to remain there with greater

responsibilities and pay. Such a policy would permit a patrol officer to choose the career path he is best suited for without a slump in responsibility or pay.

However, an increase in pay and responsibility alone often is insufficient incentive to convince competent patrol officers to remain in a basic rank position. Self respect, peer respect, and community respect are of vital concern to most police career officers. Therefore, as an additional motivation to remain in the patrol ranks, an appropriate distinctive uniform insignia should be granted to well qualified patrol officers denoting recognition for greater responsibility. Insignias are important both to the officer and the public; they lend appropriate prestige to the officer's accomplishments within his rank and promote personal pride and public confidence.

Because the patrol officer interacts with the public daily, community acceptance of his role and confidence in his abilities are essential. Without community cooperation, the patrol officer's function is vastly impeded. As stated in The Changing Police Role, in the absence of public support, there would be little that an army could not do better than the police. Therefore, every police chief executive should implement community programs emphasizing the importance of the patrol officer and encouraging citizen cooperation with him.

The police department itself must also be kept aware of the invaluable function of the patrol officer. Agency support and cooperation should be readily available to enhance the role of the patrol officer. Recommendations from patrol officers should be received openly and evaluated appropriately.

To maintain police efficiency, police chief executives must recognize the importance of training for all patrol officers. No matter how long the officer has been on the force or how experienced he is, on-going training is necessary. As is true in most professions, little remains constant over time. In law enforcement, continual changes in the law make it especially vital for the patrol officer to receive regular inservice training in the proper techniques of performing his job.

NAC COMMENTARY EXCERPTS

Police agencies can benefit by training patrol officers to be part-time specialists. In smaller agencies that cannot afford full-time specialized personnel, the patrol officer is adaptable to fill this need. In large urban agencies, the patrol officer can help relieve the burden on specialized officers.

Local government and police agencies should determine areas where specialization is needed, establish appropriate qualifications, schedule periodic examinations, and offer adequate proficiency pay.

REFERENCES

1. Roberg, Roy R., The Changing Police Role, Justice Systems Development, Inc., San Jose, California, 1976.
2. Operations Sub-Committee Meeting, January 7, 1977, Mendota, Illinois.
3. Standards and Goals Committee Meeting, February 17, 1977, Des Plaines, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 8.2).

ILLINOIS STANDARD 7.3

DEPLOYMENT OF PATROL OFFICERS

Every police agency immediately should develop a patrol deployment system that is responsive to the demands for police services and consistent with the effective use of the agency's patrol personnel. The deployment system should include collecting and analyzing required data, conducting a workload study, and allocating personnel to patrol assignments within the agency.

1. Every police agency should establish a system for the collection and analysis of patrol deployment data according to area and time.

a. A census tract, reporting area, or permanent grid system should be developed to determine geographical distribution of data; and

b. Seasonal, daily, and hourly variations should be considered in determining chronological distribution of data.

2. Every police agency should conduct a comprehensive workload study to determine the nature and volume of the demands for police service and the time expended on all activities performed by patrol personnel. The workload study should be the first step in developing a deployment data base and should be conducted at least annually thereafter. Information obtained from the workload study should be used:

a. To develop operational objectives for patrol personnel;

b. To establish priorities on the types of activities to be performed by patrol personnel; and

c. To measure the efficiency and effectiveness of the patrol operation in achieving agency goals.

3. Every police agency should implement an allocation system for the geographical and chronological proportionate need distribution of patrol personnel. The allocation system should emphasize agency efforts to reduce crime, increase criminal apprehensions, minimize response time to calls for services, and equalize patrol personnel workload. This system should provide for the allocation of personnel to:

a. Divisions or precincts in those agencies which are geographically decentralized;

b. Shifts;

c. Days of the week;

d. Beats; and

f. Fixed-post and relief assignments.

4. Every police agency should establish procedures for the implementation, operation, and periodic evaluation and revision of the agency's deployment system. These procedures should include provisions to insure the active participation and willing cooperation of all agency personnel.

NAC COMMENTARY EXCERPTS

Most police activities are separated into line, staff, and auxiliary service operations. Patrol, traffic, and detective line operations account for the largest part of the work of any police agency. Accordingly, the largest portion of police manpower resources traditionally are allocated to them. The staff and auxiliary service operations are designed to support the line operations directly or indirectly.

In recent years the pressure on police agencies to make changes and implement new programs, particularly in community relations, has caused a disproportionate increase in the number of personnel assigned to administrative and staff support functions. The practice in many agencies is to expand administrative and staff support activities by drawing personnel from other units within the agency. Because of their relatively large personnel strength, line operations usually provide a convenient source of manpower for administrative assignments. Even when the personnel are drawn from other sources, the ripple effect ultimately produces a vacancy in the line operations, often in the patrol force. One promising solution to this problem is the assignment of civilian police personnel to certain staff and administrative positions.

In addition, many agencies now require the line officer to devote at least a portion (and in some cases a considerable portion) of his time to community relations activities. The need for effective police-community interaction is clear, and the expenditure of a reasonable amount of manpower resources in this endeavor is certainly justified as long as the primary objective is to reduce crime. The secondary objectives of these programs, such as increased mutual understanding or improvement of the police image, are admittedly desirable. However, these considerations cannot be allowed to diminish the agency's responsibilities to reduce crime, maintain public order, apprehend criminals, and respond effectively to other legitimate demands for police service. A reasonable balance between primary and secondary objectives must be maintained in the use of patrol personnel resources.

The resources expended on community relations should have a demonstrated effect on crime. If they do not, they should be redirected to achieve such an effect.

There is no universally accepted scientific methodology for determining the number of police personnel needed in a given jurisdiction or the percentage distribution of personnel within an agency's organizational structure. Officer to population ratios are often used to indicate total manpower needs. There have been no compelling arguments in support of police to people ratios; and these ratios differ widely from one jurisdiction to another.

Formulas to determine the percentage distribution of personnel functions within police agencies are similarly lacking in rules or guidelines. The typical agency deploys approximately 80 percent of its total sworn strength in patrol, traffic, and detective assignments. The remaining 20 percent are divided among the staff and auxiliary service functions. Within the line operations, patrol accounts for approximately 70 to 80 percent of available line personnel. The remaining 20 to 30 percent are in traffic and investigative assignments.

Existing patrol allocation systems distribute available manpower in proportion to predetermined criteria. Most of these systems are based on hazard or workload formulas. Certain factors which present a greater police problem, or are more time consuming, usually are weighted accordingly.

No better total patrol allocation system is available. The only existing alternatives to proportional distribution systems are systems which attempt to optimize specific aspects of patrol activities such as response to requests for services; these, however, are not total patrol allocation systems.

The first step in the distribution of personnel--at the divisional level in decentralized agencies--is to determine the shift hours. Because of the variables involved, neither arrests nor elapsed time should be used in determining watch hours.

The number of calls for services and the number of selected crimes should be compiled by hour of day for each of the two factors. After computing the percentage for each hour a graph can be plotted to indicate the hourly distribution of the problem.

Shift hours should begin at the periods when the incidence of crime is greatest. When the times have been selected, the average percentage of the problem during each 8-hour period should be plotted on the chart. The chart is used only as a guide--there are several considerations in determining shift hours. For example, establishing certain shift hours may require changing from two-man cars to one-man cars, or the reverse on a specific watch. Another possibility is that a correct choice of shift hours may eliminate the necessity for a midwatch (a fourth overlapping shift). A midwatch should be considered only when the incidence of crime from the average line within one or two shifts is serious enough that the carryover of the problem would require additional personnel for the last part of one watch and first part of another. The human element must also be considered. People do not like to go to work at 3 or 4 a.m.

Once the choice of shift hours has been made, the shift hours of adjoining divisions should be determined to insure that both divisions have not selected the same times. If the hourly fluctuation of the problem indicates that a major change is not feasible, each division can remedy the problem by moving the watch hours forward or backward 15 minutes.

When shift hours have been established, consideration must be given to the fact that the amount of time required in proper disposal of a call or an arrest will vary from watch to watch. A 1-month tabulation of elapsed time can be used to obtain a weight factor for calls and arrests. The number of calls and arrests and the time involved handling them on each shift can be determined and a weight factor obtained for each shift.

The distribution of policemen by shift is accomplished first by determining the percentage of the total problem on each shift and then distributing a proportionate percentage of field policemen to each shift.

To determine the percentage of the problem each of the three factors (selected repressible crimes, calls for services, and arrests) is totaled by hour of day for the 4 topic months and the hourly totals for calls for services and arrests, multiplied by their respective weight factors. Again, the selected crimes are not given a weight factor. Finally, respective percentages of the problem should be computed on a shiftwide basis.

After the percentage of the workload for each shift is determined, the total number of available field policemen should be computed. This is done by subtracting the fixed post positions from the total number of available patrol officers. Available field policemen should then be distributed to the three shifts according to the distribution of the problem.

Once the number of policemen assigned to each shift is determined, the appropriate day of week distribution of field policemen on each shift can be determined. The first step is to analyze the distribution of the police problem by day of the week within each of the three shifts. Such an analysis may show a marked increase in workload on Saturday but not on Thursday nights, for example. Under these circumstances, if the watch commander has the same number of officers working each night of the week, officers working Saturday nights would carry a much heavier workload than officers working Thursday nights.

The size of each beat should be based upon the percentage of the police problem in that area. The assignment of comparable workloads for each beat on a given shift on a given day can be accomplished by assembling the census tract grids or reporting districts in such a way that the combined percentage of the problem is approximately equal in each patrol district or beat.

In distributing field policemen by day of week and by beat, the workload must be measured separately for each of the three selected 8-hour shift periods. Using the same deployment plan for all three shifts would result in a 24-hour measurement of the workload governing the distribution of radio cars manned by policemen working only 8 of those 24 hours. Measuring the workload during each of the three 8-hour shifts precludes the possibility of overdeployment in certain districts and provides more equitable distribution of the workload among the officers assigned to the various shifts.

The selected crimes, arrests, and calls for services should be separated by hour of day and day of week within each reporting district, grid map or census tract. The reporting district totals for each shift should then be weighted by the average number of minutes required to handle each of these activities on the various shifts.

In a separate reporting district or grid map for each shift, the percentage of the workload should be entered in each reporting district. With the geographic distribution of the police problem depicted in this manner, a separate set of car plans can be prepared for each shift, taking into consideration not only workload but also geographic traffic flow, and other features that might affect access to certain areas. Adding the workload percentages shown in each reporting district of each unit's beat, or area of assignment, will show the workload of the assigned personnel. If there is a discrepancy, reporting districts may have to be added or subtracted from the area to equalize the workload.

Fixed-post assignments may be divided into two groups; assigned positions and specialized positions. An assigned position must be manned on a full-time basis, and additional personnel must be used in relief. Examples would be desk or jailer positions. A specialized position is manned by a constant number of personnel. If they are not available, no one will normally be assigned in their stead.

Because the number of men required for an assigned position may fluctuate daily due to workload but rarely will fluctuate an appreciable amount weekly, it is sufficient to compute the need for a week. The number of officers assigned to fixed posts should be reviewed periodically to insure that such assignments are minimal and in keeping with agency policy.

The success of a patrol deployment system depends directly upon the support afforded by all personnel involved in the program. The active participation and willing cooperation of all personnel is greatly enhanced if representatives of all levels within the agency are included in the planning and implementation of the system.

Procedures for the implementation and on-going operation of the system should be established and distributed in the form of agency directives from the police chief executive. These directives should provide procedural guidelines and detailed information on the need for an adequate and accurate deployment data base, the purpose of proportional need distribution of patrol personnel and the objectives and goals of the deployment system.

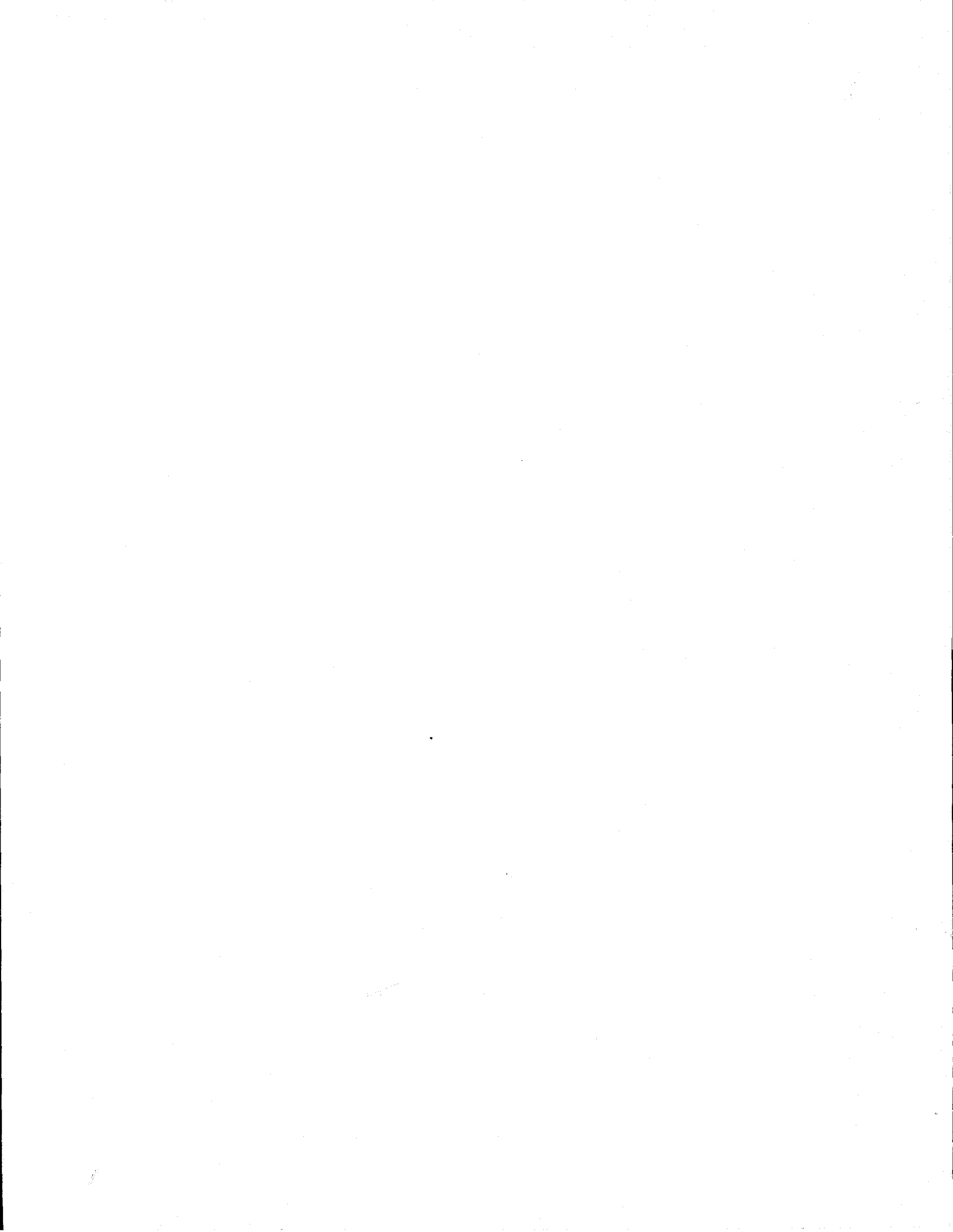
Procedures should include periodic deployment system evaluation based on timely information derived from an analysis of current patrol deployment data. Personnel allocations to geographic divisions or precincts in decentralized agencies should be evaluated and appropriately revised at least yearly. Shift, day of week, beat configurations, and personnel complements should be evaluated and appropriately revised at least quarterly.

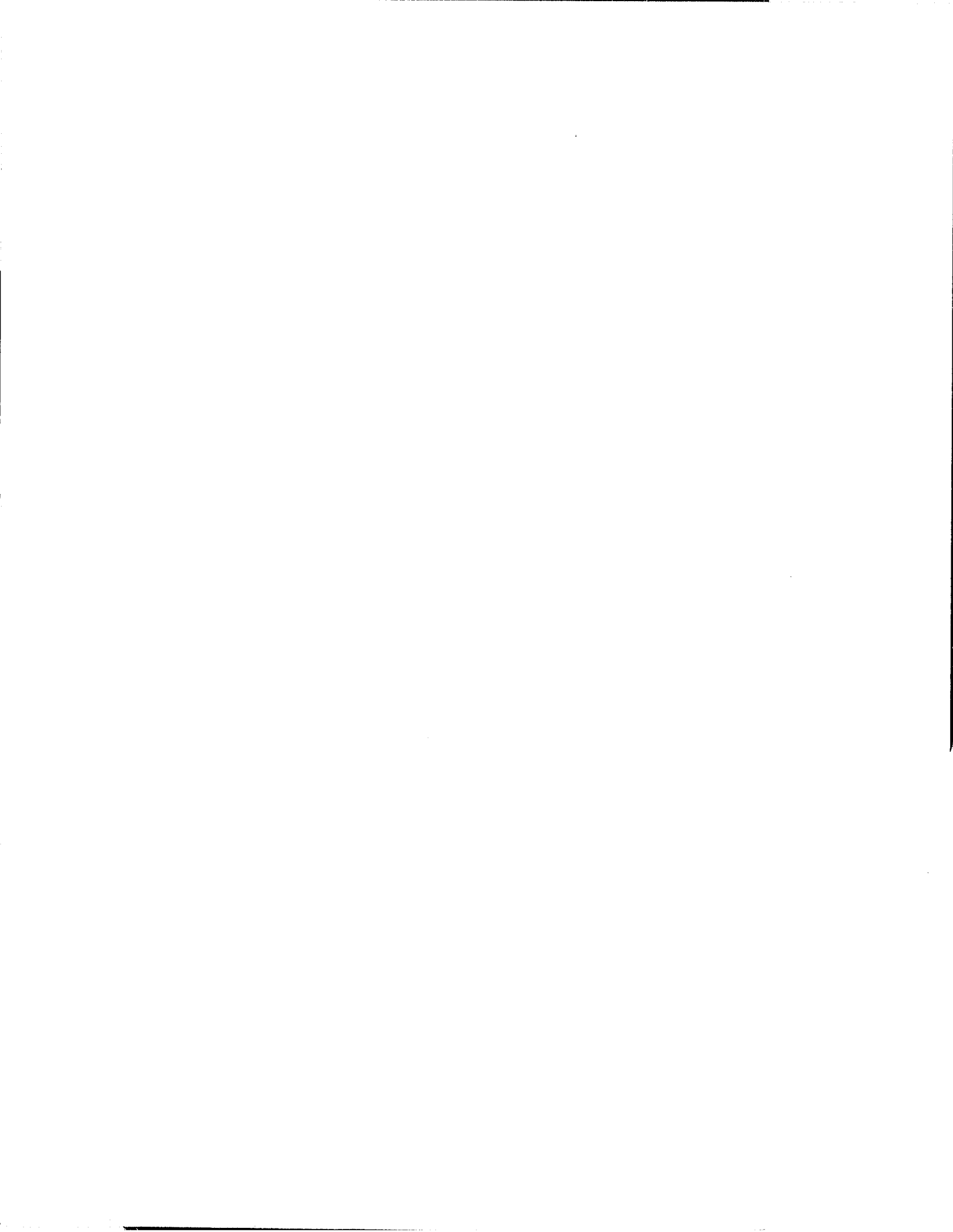
Appropriate training programs should be established for all personnel involved in the system. The training should be tailored to the needs of personnel responsible for the various facets of the system, including the reporting, collection, and analysis of deployment data, and the use, evaluation, and revision of the deployment system.

Provisions to insure the adequacy of deployment data and to facilitate the use of the data in allocating personnel should include the development of new forms and source documents or the revision of existing reports to accommodate the required information. Data source documents should be subject to supervisory review and approval to enhance the accuracy of the data base.

REFERENCES

1. Operations Sub-Committee Meeting, November 5, 1976, Mendota, Illinois.
2. Standards and Goals Committee Meeting, December 16, 1977, Rochelle, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D. C., 1973, (Standard 8.3).

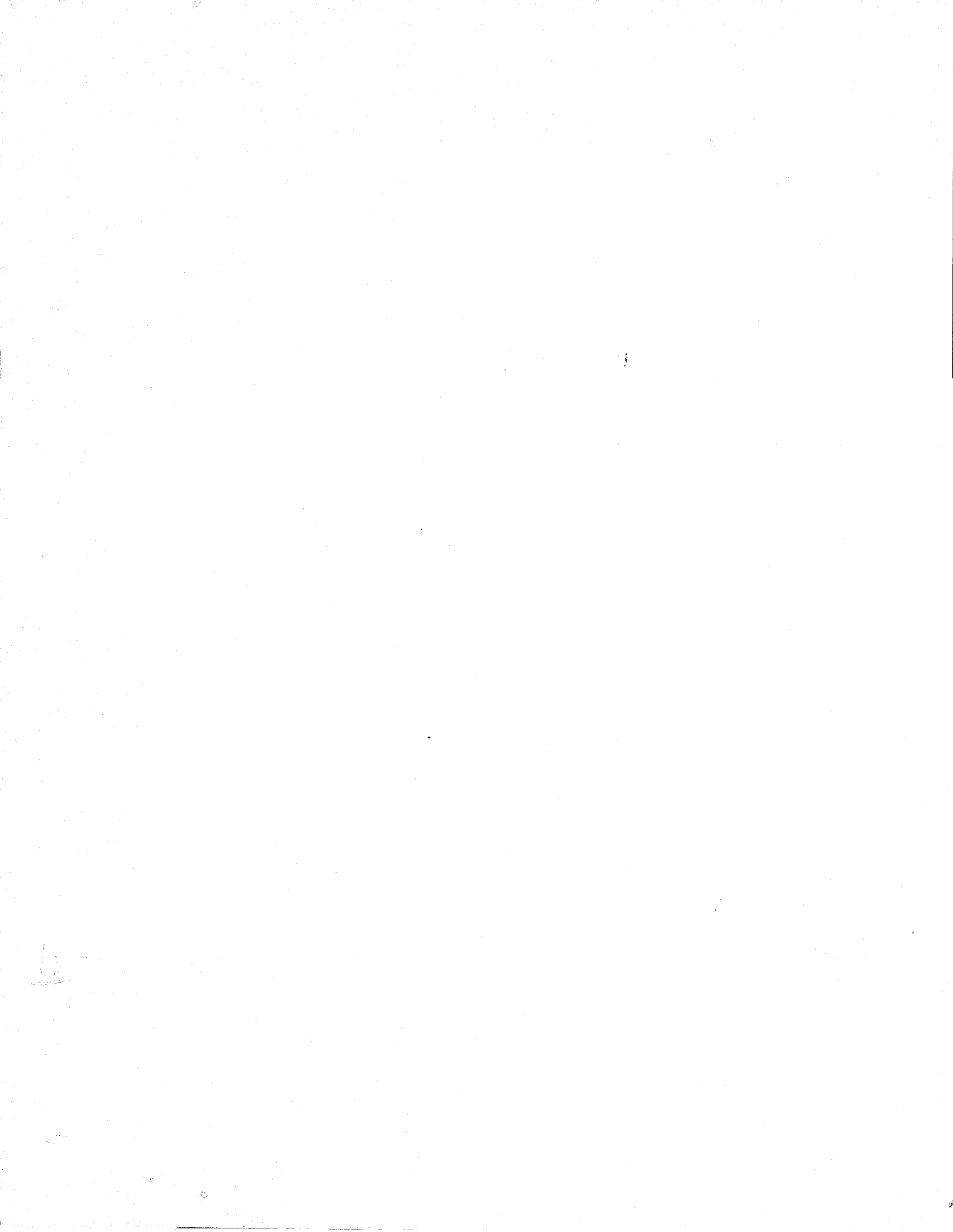




Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 8.1

SPECIALIZED ASSIGNMENT

Every police agency should use generalists (patrol officers) wherever possible and, before establishing any specialization necessary to improve the delivery of police service, specifically define the problem that may require specialization, determine precisely what forms of specialization are required to cope with this problem, and implement only those forms in a manner consistent with available resources and agency priorities.

1. Every police chief executive should define the specific problem in concise written terms and in doing so should consider at least:

- a. Whether the problem requires the action of another public or private organization;
- b. The severity of the problem;
- c. The period of time the problem is expected to exist; and
- d. The community's geographic, physical, and population conditions that contribute to the problem or which may affect or be affected by the specialization.

2. Every police chief executive should consider community perception of the problem: community awareness, and the attitudes based on that awareness.

3. Every police chief executive should--based on his definition of the problem, community perception of it, and the pertinent legal requirements--assess all resources and tactical alternatives available to the agency, and in doing so determine at least:

- a. Whether the problem requires specialization, and if so;
- b. The degree of specialization required;
- c. The manpower and equipment resources required by specialization;
- d. Which of the needed resources are available within the agency and which are available outside it;
- e. The availability of necessary specialized training;
- f. The expected duration of the need for specialization; and
- g. The organizational changes needed as a result of specialization.

4. Every police chief executive should give special consideration to the impact of specialization on:

- a. The identified problem;
- b. Personnel and fiscal resources;
- c. Community attitudes toward the agency; and
- d. The agency's delivery of general police services.

5. Every police agency should develop an operations effectiveness review for each new specialization. This review process should be carried out:

- a. As a goal-oriented activity analysis; and
- b. On a specific schedule for the expected duration of the need.

6. Every police agency should terminate a specialized activity whenever the problem for which it was needed no longer exists, or can be controlled as well or better through other agency operations.

NAC COMMENTARY EXCERPTS

There are two kinds of organizational specialists; part-time and full-time. There is little need or capacity in a small police agency for full-time specialization, but part-time specialists provide the agency with considerable flexibility. Even though there is no organizational compartmentalization of functions, individual officers possessing special competence or skills can be assigned certain functional responsibilities on a part-time basis. Personnel may be assigned to a specialized area on a case or project basis, or on a specific time basis. Because officers perform their specialization only when needed, their primary assignment is not neglected, although others may have to replace them during the period of special assignment.

The police chief executive should be able to increase, decrease, or terminate the specialist operation depending on his perception of the problem. He may decide that a less specialized approach is adequate and assign manpower accordingly.

In large police departments, full-time specialization is necessary, and units are established that concentrate most of their efforts on particular functions or activities. Full-time specialization should be developed only when clearly demonstrated advantages result, and it should not be permitted at the expense of weakening the basic patrol force operation. Full-time assignment of specialists provides for continual concentration in a defined area of responsibility. As a result of full-time specialization, specific functional responsibility is identified more readily on an individual and unit basis.

While the advantages of individual competence generally outweigh the disadvantages, there are some inherent pitfalls. The first is: individual competence may be gained at the expense of the agency; the officer may become so involved in one area that he will work only in this area and neglect his primary responsibilities. The second is that as the officer's competence increases, he tends to view himself as a specialist and to resent not being allowed to handle all activities concerning his speciality. He may also resent any other officer who "intrudes" into his field.

A disadvantage of part-time specialization is that it tends to become self-perpetuating. The individual assigned as a part-time specialist is likely to expand his area of expertise and generate work that will require additional time. During this time, the individual's duties usually will have to be performed by other officers, who may resent it.

Full-time specialization has other disadvantages. Although the manpower assigned may not come directly from the patrol force, that force usually suffers, at least indirectly. The police chief executive rarely is provided additional resources when the need for full-time specialization occurs. He is required to operate under existing personnel and budget limitations at least until the next budget is prepared and often must draw on his patrol force.

The patrol force is the agency's largest source of manpower. It is the one that the police chief executive can deploy without being subject to much internal or external pressure. The patrol commander is usually resigned to this process, and the public is informed only that it will not involve extra cost. But depletion of the patrol force invariably has a negative effect on the delivery of general police services.

Another disadvantage of full-time specialization is that other members of the department frequently attempt to relinquish their own responsibilities in the areas where specialists operate. It is not uncommon, for example, to find patrol officers standing by at the scene of serious traffic accidents for long periods of time while waiting for the traffic specialists.

Additionally, specialized units come to view themselves as an elite corps and are sometimes viewed by other members of the department as "prima donnas." Officers in specialized units often feel that they deserve early and frequent promotions because they are experts.

On the other hand, career development can be hampered by specialization when the agency considers the officer too valuable to promote him out of his specialized position, or when the officer has been in a specialized activity too long to be considered for further promotion because of the narrow scope of his assignment.

As specialists and specialized units are created or expanded, the police chief executive may find that both his operational flexibility and his overall control are diminished. The greater the specialization, the more inflexible the operation becomes. Specialization within specializations generates separate equipment requests, demands for separate communications and record systems, and special consideration for the personnel assigned. If such requests are granted, the operational flexibility of the agency is decreased.

Specialization also creates one or more levels of supervision between the level of execution and the level of command. While the chief executive may be able to fix accountability more clearly, he must relinquish some direction and control to subordinates. Because he shares his responsibility with these subordinates, he then must delegate corresponding authority.

The executive also loses some control when communication between specialists, and between generalists and specialists, becomes fragmented or disrupted. Communications failure leads to less coordination of the total departmental effort and has a negative effect on the total police services to the community.

Because few agencies can staff specialized activities on a 24-hour basis, specialists must be called in at odd hours; under these circumstances, further action ceases until a specialist is available. When a patrol officer stands by at the scene his future initiative and self-esteem are likely to suffer.

Administrators seldom review specialized functions and operations within their agencies. Once a specialist or specialized unit is created, it usually becomes permanent. Rarely is a specialist reassigned or a specialized unit disbanded because it has solved the problem to which it was assigned. Specialists and their units tend to be self-perpetuating if there is no formal periodic review.

Most police administrators point out that little specialization beyond the level of individual competence exists. But in the larger agency, a higher level and degree of specialization is often required.

In considering specialization, the police chief executive must focus on needs and resources. In determining need, he should first identify the problem. He should analyze community demography and attitudes as well as the present legislative apparatus employed to contend with the problem. Police resources must be directed to police problems and not to those of other public or private establishments. The duration and intensity of the problem should be analyzed carefully.

Demographic considerations, including geographical characteristics and population group dispersal, are important. The presence of physical or cultural barriers can have a bad influence on specialized programs or operations.

Community perception--the view of the crime problem held by the people who will be relieved of it--must be considered prior to the decision to specialize. A closely related consideration is the general public support of the police agency.

Finally, in determining the need for specialized police operations, the police chief executive must examine existing statutes or ordinances and their present and potential application to the problem. A simple municipal code enactment often can be used. Late-night juvenile vandalism, for example, can often be curtailed by enacting strict curfew laws or modifying existing ones. On the other hand, the solution to a daytime burglary may be a simple matter of short term specialized enforcement of a neglected truancy statute.

In considering resources, the police chief executive should focus on precise specialist requirements, availability of needed expertise, duration of assignment, budgetary considerations, and the general impact of specialization. Initially he must determine if specialization is the answer. It may be that the solution lies in intensified patrol (generalist) applications rather than in the application of specialized resources. If he decides that specialization is in fact the only alternative, then the degree of specialization must be determined.

Once the decision to specialize is made, availability of needed expertise within and outside the agency must be determined. In some instances, intensive training programs will be necessary to train police specialists in a particular problem area. The duration of the assignment will also affect efforts to utilize specialized expertise.

As in the creation or implementation of any police function, budgetary considerations are critical to specialization. Sources of special auxiliary funding, such as State or Federal grants, should be investigated. Personnel expenditures, often higher per unit than those for generalists, must be adjusted to fit budgetary limitations. Those limitations may in turn indicate a need to alter the form of specialization or to do away with it.

Specialized assignments should be reviewed periodically to determine if the operation is effective. A schedule should be established for such reviews during the expected duration of the assignment. Reviews should be conducted as frequently as necessary to insure that the specialization is directed specifically toward its goal.

It is essential that individuals involved in specialized assignment do not divert their efforts into other areas of activity without the concurrence of the police chief executive.

If administrators fail to maintain adequate direction and control of specialized activity, the specialists may expand their assignments, or their activities may be expanded as the result of logical spinoffs from the original goals.

The police chief executive, through goal oriented analysis and constant review, must attempt to terminate any specialized activity that becomes obsolete or that can be transferred to other agency operations. Personnel assigned to special tasks should be returned to other duty assignments as soon as the task is completed.

ILLINOIS COMMENTARY

All Illinois communities are susceptible to conditions requiring specialized police services. Extraordinary problems with juveniles, traffic or crimes requiring extensive investigation are only a few of many types of conditions which may be resolved by the use of a specialized police unit or specially trained police officer.

It is one of the police chief executive's responsibilities to recognize when conditions in his community are such that a specialized unit will be required. He must evaluate and critically assess requests for special units. If he believes that they are not warranted, he must explain to the community the reasons why they are not needed.

If there exists a real need in a community for a specialized police service, the police chief executive must determine how best to meet this requirement. The police chief executive must assess:

1. The estimated length of time the specialization will be needed.

2. What sources outside of the community are available to him:

- a. That will meet the need and not disrupt other on-going agency functions;
- b. That are cost effective; and
- c. That can readily be discontinued when the need is met.

3. What sources are available within the agency that can meet the specialized need by:

- a. Assigning the task to an existing specialized unit;
- b. Assigning the task to an officer already possessing the necessary specialized training, but not using the skill;
- c. Seeking out and obtaining the necessary specialized training for members of the agency so that a specialized need can be met with agency resources.

Finally, the police chief executive must make a determination of the impact the specialized assignment will have on the problem, the funds available, the community, and general police service delivery.

When specialized assignments have been made, the police chief executive must monitor them closely. Primarily, he must determine whether or not community expectations of the specialized unit are being met.

In addition, the police chief executive must be constantly on guard for signs of "creeping prima donnaism" among those persons within the specialized assignment. An extreme example was cited by a suburban Chicago police chief executive who had provided an officer to a special regional enforcement unit. Upon the officer's return to his agency he did not wish to return to uniformed duties and felt such activities as writing traffic citations beneath him. Further, tactics necessary in the specialized assignment but inappropriate in the patrol function carried over into the officer's regular duties, reflecting negatively in the community.

Police chief executives have used a number of different methods to counter such problems and insure operational flexibility. For example, the Buffalo Grove police department requires that every police officer assigned to special duties serve two weeks of the year in the uniformed patrol division so that no officer loses sight of his "humble origins." Also, for many years the Arlington Heights police department has maintained a policy whereby every officer will be assigned to the detective division for a maximum of 4 years after which the officer must return to regular routine police functions.

Finally, care must be taken that specialization does not become locked in tradition. Some form of on-going validation of the specialized function should be undertaken so that resources can be properly adjusted as the need increases, decreases, or disappears entirely. Perhaps, the best policy a police chief executive can follow in regard to specialized assignment is to build in a "sunset clause" whereby the function ceases when the mission is accomplished.

The view of Illinois police chief executives is embodied in the advice of the International Association of Chiefs of Police: "Generalize if you can, specialize if you must."

REFERENCES

1. Operations Sub-Committee Meeting, November 5, 1977, Mendota, Illinois.
2. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 9.1).

ILLINOIS STANDARD 8.2

SELECTION FOR SPECIALIZED ASSIGNMENT

Every police agency utilizing specialized assignments immediately should establish written policy defining specific criteria for the selection and placement of specialist personnel so that they are effectively matched to the requirements of each speciality.

ILLINOIS COMMENTARY

The formality and procedural methodology of assigning personnel to specialized functions will vary significantly between large and small police agencies. However, the responsibility to adhere closely to established principles for the selection, training, and supervision of specialized personnel is constant and has no relation to agency size. Below is an NAC developed checklist for Selection for Specialized Assignment.

NAC COMMENTARY EXCERPTS

1. Every police agency should maintain a comprehensive personnel records system from which information is readily retrievable. This system should:
 - a. Include all pertinent data on every agency employee;
 - b. Employ a consistent format on all personnel records; and
 - c. Include procedures for continual up-dating.

2. Every police agency should disseminate agencywide written announcements describing anticipated specialist position openings. These announcements should include:
 - a. The minimum personnel requirements for each position; and
 - b. The specialized skills or other attributes required by the position.

3. Every police agency should establish written minimum requirements for every specialist position. These requirements should stipulate the required:
 - a. Length and diversity of experience;
 - b. Formal education; and
 - c. Specialized skills, knowledge, and experience.

4. Command personnel within the specialty should interview every candidate for a specialist position. Interviewers should:

- a. Review the pertinent personnel records of every candidate;
- b. Consider the candidate's attitude toward the position as well as his objective qualifications for it;
- c. Conduct a special personnel investigation where the specific position or candidate requires it.

5. Every police agency should establish written training requirements for each speciality. These requirements may include:

- a. Formal preassignment training; and
- b. Formal on-the-job training.

6. Every police agency should require satisfactory completion of an internally administered internship in any specialist position before regular assignment to that position.

7. Every police agency should establish a rotation system that requires specialists to be regularly rotated from positions where potential for officer compromise is high to positions where this potential is low or the criminal "clientele" is different. This rotation system should include:

- a. Identification of all positions--including vice, narcotics, and all types of undercover assignments--where potential for officer compromise is high;
- b. Written policies that specifically limit the duration of assignment to any identified position. Because limitations may differ, these policies and procedures should stipulate those for personnel at the supervisory and administrative level and those for personnel at the level of execution;
- c. Provisions for limited extensions with the specific approval of the chief executive; and
- d. Provisions that insure the maintenance of a high level of operational competence within the speciality and throughout the agency.

Effective matching of personnel with job assignments--a problem common in business and government--is even more difficult when matching for specialized assignment positions, particularly in law enforcement. In areas of specialized assignment, where close working relationships exist and team efforts are deemed of paramount concern, personnel are often recommended solely on the basis of their friendship with someone already in the assigned activity, or because somebody says that the person is a "good guy" or "can keep his mouth shut." Although compatibility with coworkers is important, it should not be the primary basis for the selection of personnel.

In order effectively to match the right person to the right job, each specialized assignment should have a written job specification.

A comprehensive personnel record system is the key to effective specialized activity assignment; it must include current information in a readily retrievable form.

Generally, police personnel records grow out of the employee's initial application for employment, and the subsequent background investigation, if any. Later entries into the system may be limited to insurance matters, commendations, complaints, and rating reports.

Comprehensive records should contain: skills or trade knowledge; how this knowledge was obtained; specialized language skills (fluency, reading comprehension, and writing ability); and police training and experience in the agency and from any other agency.

Information in the records also should include educational activities or hobbies, and any recent medical or financial problems. Every agency employee should have an individual personnel record. These confidential records should be stored in a secure place, and each employee should be permitted to view his own record. Supervisory personnel acting in an official capacity should also have access to these records. Most important, these records should be reviewed continually to insure their accuracy and currency. To promote proper interpretation and eliminate duplication of information, the same type of information in the same format should appear in every employee's records.

All police agencies should update and make easily retrievable the information in its personnel records system. Smaller agencies can provide rapid personnel information through a manual system, while larger agencies will require automation.

When vacancies for specialized assignment positions are anticipated, the agency should distribute announcements through customary internal procedures. The announcements should include minimum requirements and any additional skills or attributes that are required. Agencywide announcements will alert qualified persons to apply, thus providing the department with a broader base for selection. Distinctive announcements listing open positions may be posted on a bulletin board reserved for that purpose in each station house.

These announcements will stimulate employees who desire specialized assignment, for which they are not presently qualified, to attempt to achieve the necessary qualifications.

Minimum requirements for specialized positions should be established through the joint actions of the police chief executive, the individual directly in charge of the specialized assignment, and representatives of the personnel and training functions. Reasonable minimum standards will accomplish the agency's specific objectives and will also encourage the largest number of interested and qualified persons to apply. The job specifications should be written clearly and concisely.

Consideration should be given to the amount and type of previous law enforcement experience an applicant should have. A minimum of law enforcement experience may be required, or specific types and duration of experience within the department may be needed.

Many specialized assignments may require specific formal education, beyond the police entry level, that may have been acquired by the officer subsequent to his employment.

If no one in the agency meets educational requirements, but some persons meet all other requirements, some agencies arrange for these individuals to obtain the necessary educational background. The FBI, for example, offers an outstanding program in the development of educational specialists.

Written requirements should specify which additional specialized skills, knowledge, and experience are necessary or desirable.

To select the best possible personnel for specialized assignment, command and supervisory personnel familiar with the duties required should conduct comprehensive interviews with candidates.

Interviewers must consider and rate each candidate's qualifications as they relate to the written job specifications. Consideration must also be given to the candidate's personal attitude toward the specialized assignment. For example, the candidate may be merely seeking prestige in the assignment or he may have misunderstood the activity involved. It is imperative that any misunderstandings be clarified during this interview.

For vice, narcotics, intelligence, and other operations that may require undercover assignments and association with many types of undesirable individuals, the interviewers should attempt to determine the attitude of the candidate toward persons of this type. They should also probe the nature and extent of the candidate's prejudices which might deter his effectiveness in the area of activity.

Additional background investigations may be recommended if there appear to be discrepancies between the personnel records and the interview with the candidate. Additional investigations may be required for certain sensitive assignments to maintain internal security and integrity within the agency and in its relationships with other agencies.

Except in rare instances, personnel placed in specialized assignment activities will require training in the assignment to insure a continued high level of performance. Each department should establish, in writing, the training requirements for each specialized assignment.

Specific types and duration of training must be determined for each specialized assignment and for training materials and certification of candidates completing training. The type of training will vary according to the nature of the specialized assignment; it may require formal preassignment or post-assignment training, on-the-job training, or a combination.

Each officer on specialized assignment should be required to complete satisfactorily an internally administered internship for a prescribed period prior to regular assignment.

This procedure provides the administrator and the employee the opportunity to determine aptitude for the specialized assignment. The administrator may find that although the employee apparently meets all basic qualifications, he cannot or will not function adequately within the assignment. The employee may also find that he is unsuited for the assignment for personal or professional reasons. In either instance the officer should be reassigned as soon as possible.

The potential for legal and ethical compromise and corruption exists throughout the police service. It is probably greatest in those areas where the criminal activity provides illicit services to willing customers.

Each agency should identify those areas of special assignments where the potential for compromise and corruption are greatest, such as vice, narcotics, and all type of undercover assignments. To minimize the potential for officer compromise, written policy and procedure should cover the orderly rotation of personnel from high risk assignments to other special assignments with a different type of criminal clientele, or to positions where the potential for compromise is low.

Different policies for supervisory and administrative personnel and execution level positions should be established. The potential for officer compromise at the supervisory and administrative level is considerably less than at the street or execution level. Each agency should consider the two elements separately and should permit supervisory and administrative personnel to remain in one assignment longer than execution level personnel.

Exceptions to this procedure are sometimes necessary, particularly on the execution level, to insure the successful completion of current investigations. The rotation system must be flexible enough to permit the conclusion of current activities with specific approval of the chief executive.

Orderly procedure provides a continuing high level of operational competence through systematic changes in personnel in the various specialized assignments. Arguments against a rotation procedure focus on the loss of expertise within the assignment. The rebuttal maintains that there is no loss of expertise, that the expertise is reassigned and in many instances provides much broader application after the reassignment than before. Also, as new men are assigned, more members of the department become trained within the given area, and the department benefits as a whole.

The key to preventing loss of expertise is to organize the rotation system in an orderly and systematic manner that is flexible enough to cover unusual situations, yet still achieve maximum possible efficiency.

REFERENCES

1. Operations Sub-Committee Meeting, January 7, 1977, Mendota, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 9.2).

ILLINOIS STANDARD 8.3

STATE SPECIALIST ASSISTANCE

The State should provide, upon the request of any police chief executive in the State, specialists to assist in the investigation of crimes and other incidents that may require extensive or highly specialized investigative resources not otherwise available to the local agency. The State may also fund regional operational specialist activities. The State or regional specialists should not provide every day needs to local law enforcement.

1. The State should publish and distribute to every local police agency in the State a document listing the State investigative resources available to assist that agency.

2. The State should publish and distribute to every local police agency in the State the request procedure for obtaining specialists.

3. The State should insure that its specialists pursue investigations in complete cooperation with and support of the local agency.

NAC COMMENTARY EXCERPTS

Local police agencies, both large and small, are charged with providing continual law enforcement for the community they serve. To do so they must have access, when the need arises, to trained experts in various specialties.

Because most local agencies cannot develop and maintain specialists that are needed only on an intermittent basis, they require a source of available specialists when the need does arise. Local agencies should be able to request and obtain assistance to investigate such crimes as an unsolved murder, sophisticated bunco schemes, and organized criminal infiltration.

The State should supply specialists who are adequately trained and properly equipped to provide local law enforcement with this assistance. This may be done through development of a State force or through funding by the State to combine and consolidate local specialized resources.

The State should publish a list of the fields of specialties available and the correct procedure for obtaining the assistance of these specialists. This list should be distributed to every law enforcement agency within the State; the list should be updated as changes in specialists occur.

The function of the State specialists should be to assist and support the activities of the local law enforcement agency and to work in complete cooperation with that agency.

The specialists should work under the direction of the local police chief executive except when the executive believes the State specialists' performance would be improved if they worked independently. During a major occurrence which is declared by the Governor of the State to be an emergency, State specialists need not be under the functional control of the local police chief executive.

The function of the State specialists should be to support the authority of local law enforcement, not supersede it. This does not preclude State specialists from conducting independent investigations consistent with their authority.

ILLINOIS COMMENTARY

As a result of a traffic stop, automatic weapons and narcotics are uncovered. The officer making the arrest in this case is one of a rural Illinois town's 3 full-time police officers. Lack of manpower and investigative resources will make it impossible to conduct the far-reaching and perhaps long-term investigation the case requires. This leads to the possibility that larger wrongdoings by additional individuals will be undiscovered. This is a hypothetical example, but it is a legitimate one in terms of existing conditions in Illinois.

The Standards and Goals Committee and Operations Subcommittee discussed the problem of who to turn to for investigative assistance. It was felt that the best way to overcome this problem was to develop a position and Standard calling for State assistance. In Illinois, it will be necessary to conduct a limited study to determine just what investigative resources are available to the police. All Illinois police agencies should contribute to this effort when it occurs, by submitting in writing the agency's investigative resources, such as doctors, polygraphists, bank auditors, MEG units, etc., and noting the extent to which they could be made available to other police agencies. When this information is compiled the State should then publish and distribute an inexpensive, readily usable pamphlet presenting this data.

This pamphlet could be referred to as the "State Specialist and Investigative Resource Guide," and would contain at least the following:

1. A listing of State, regional, county, and local specialists available to the police.
2. A cross-indexed listing of investigative skills and specialized equipment which most appropriately can assist the police chief executive requesting support.
3. Procedures for obtaining assistance--such as contact persons, phone numbers, special requirements, and costs for service.

A final note on the Guide is the need to keep it current.

Police agencies in Illinois need to be able to call upon outside investigative resources and specialists to support, not supplant, agency efforts on a statewide basis. Proper protection of the citizen demands this.

Police can help themselves by cooperating in the development of these resources and thus improve their individual ability to deliver services.

REFERENCES

1. Operations Sub-Committee Meeting, January 7, 1977, Mendota, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 9.4).

ILLINOIS STANDARD 8.4

JUVENILE OPERATIONS

The chief executive of every police agency immediately should develop written policy governing his agency's involvement in the detection, deterrence, and prevention of delinquent behavior and juvenile crime.

1. Every police agency should provide all its police officers with training in preventing delinquent behavior and juvenile crime and in developing effective communication skills with juveniles.
2. Every police agency should cooperate actively with other agencies and organizations, public and private, which have valid on-going programs in order to employ all available resources to detect and deter delinquent behavior and combat juvenile crime.
3. Every police agency should establish in cooperation with courts written policies and procedures governing agency action in juvenile matters. These policies and procedures should stipulate at least:
 - a. The specific form of agency cooperation with other governmental agencies concerned with delinquent behavior, abandonment, neglect, and juvenile crime;
 - b. The specific form of agency cooperation with non-governmental agencies and organizations where assistance in juvenile matters may be obtained;
 - c. The procedures for release of juveniles into parental custody; and
 - d. The procedures for the detention of juveniles.
4. Every police officer assigned specifically to the function of Youth or Juvenile Officer should successfully complete a certified course of specialized training of at least 80 hours duration prior to assuming those duties.

NAC COMMENTARY EXCERPTS

A juvenile becomes a delinquent when he commits an act which, if he were an adult, would be a crime. The activities of police in connection with juveniles who are not yet delinquent is a matter of controversy and concern. Some believe that the police should have no contact with a juvenile unless he commits a crime. This belief, however, precludes the assistance of law enforcement agencies in the identification of neglected and dependent children; from deterring the delinquency of children who persistently refuse to obey the reasonable directions of parents and school authorities, or are beyond the control of these authorities; or are otherwise in clear and present danger of becoming delinquent.

To suggest that law enforcement abrogate its preventive responsibilities concerning juvenile delinquency is to recommend that police merely enforce the law through the apprehension process.

Every community has special juvenile problems, varying from gang murders to underage youths loitering in pool halls. Rather than merely trying to apply what has been successful in one community to another, juvenile operations should be generated by an evaluation of local needs and local capabilities. Programs may be all-inclusive in smaller communities, and on a neighborhood basis in metropolitan areas.

The police chief executive, after assessing conditions, should write a policy governing the activities of his agency involving juveniles. This policy should be based upon community needs and resources.

Each officer must be given adequate training at the entry level to identify neglected and dependent children, detect and deter predelinquent behavior, and develop insight into juvenile crime problems, departmental policy, and available procedures and resources.

Training must not stop at the entry level; it should be reinforced periodically through various inservice training techniques. This additional training is needed to maintain awareness of everchanging problems and to maintain the capability of responding adequately to community needs.

Agencies that choose to assign personnel full time to juvenile operations should provide additional training in juvenile activities, preferably at a professional school.

Activities focused on juvenile problems do not involve law enforcement agencies alone. Courts, social assistance agencies, school and governmental counseling agencies, as well as many privately operated agencies, are concerned and involved.

The police agency should make every effort to participate actively with other agencies and organizations whenever practicable, to reduce the duplication of services directed at juvenile problems, and to approach these problems with maximum effectiveness.

Cooperation must prevail between the law enforcement agency and the entire community if they are to achieve a lasting effect on juvenile problems. Neither can function adequately in this area without the support of the other.

Written juvenile policies and procedures in each law enforcement agency should require constant planning, implementation, program evaluation, and refinement based on changing community needs.

These procedures must incorporate legal methods of discovering situations, activities, and environments that are harmful to juveniles' development, in order to detect and deter conditions that may lead to delinquent behavior. Legal procedures for apprehension and detention of juvenile offenders should also be included. This written policy and procedure should cover at least the following:

Exerting every possible effort toward discovery of potential delinquents and conditions conducive to delinquent behavior;

Working closely with other agencies to remove or control environmental conditions conducive to creating juvenile problems;

Advising and assisting all agencies and organizations concerned with juvenile problems when the police agency is not directly involved in the activity;

Using preventive patrol techniques in areas where there is potential for juvenile problems;

Conducting thorough investigations into delinquency problems that lead to the commission of juvenile offenses. This includes apprehension and prosecution of adults who contribute to, or are involved in, delinquency problems;

Detecting and apprehending juvenile offenders as prescribed by existing laws and procedures. There should be guidelines for the release of juveniles into parental or guardian custody, or their detention;

Followup as needed in the referral of the offender, obtaining the necessary legal process, and obtaining the disposition of each action involving a juvenile offender; and

Retaining prescribed juvenile records as indicated by the courts and required by law.

ILLINOIS COMMENTARY

The Standards and Goals Committee had little difficulty in reaching accord on a standard for juvenile operations as a professional statement. The Committee, however, expressed serious concern about the degree of success Illinois law enforcement agencies will achieve in implementing the standard until the role of the juvenile and society's expectations relating to juvenile-police contacts are more clearly and consistently articulated.

"The Public Opinion Survey on Police in Illinois" (see Appendix C) provided documented insight to the public's feeling about police and the juvenile. In the section calling for additional comments, many respondents wrote an opinion on the way in which police handle juveniles. Apart from indicating lack of understanding by the citizen about Illinois law governing interaction between the police and juveniles, citizens were split on whether the police were too lenient with juveniles or too harsh. None expressed feeling that the police handling of juveniles was what it should be.

Clearly, the police chief executive must respond to the juvenile problems in his community. To do so, however, without running afoul of confusing statutes, ordinances, attitudes, and a host of agencies that seem to be competing for jurisdiction over juveniles is a frustrating problem. The Committee recognized that police chief executives are seeking guidance in this area and developed Recommendation 8.11 to address this problem.

REFERENCES

1. Operations Sub-Committee Meeting, January 7, 1977, Mendota, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 9.5).

ILLINOIS STANDARD 8.5

TRAFFIC OPERATIONS

Every police agency and every local government responsible for highway traffic safety should perform the basic functions of traffic law enforcement, traffic accident management and traffic direction and control.

1. Every police agency should perform the basic function of traffic law enforcement--the police activity specifically directed toward controlling traffic violations through preventive patrol and enforcement, case preparation, and court testimony. This function:

- a. Should include line patrol, area patrol, selective location patrol, and records and logistics; and
- b. Should be a fundamental responsibility of all uniformed officers.

2. Every police agency should perform the basic function of traffic accident management. This function relates to police activities connected with traffic collisions, and includes providing assistance to the injured, protecting the scene, preparing reports, taking necessary enforcement action, and conducting followup investigations. The function should include:

- a. Initial traffic accident investigation, followup investigation, traffic control at the scene, injury control, enforcement action, records, reports, and notifications; and
- b. On-scene investigations of all accidents involving a fatality, personal injury, or one or more vehicles that must be towed from the scene.

3. Every local government with responsibility for traffic direction and control should perform the basic function of traffic control and direction which has a direct and immediate effect on traffic flow. Such activities are those which have an immediate and direct effect. These activities:

- a. May include intersection control, parking control, pedestrian control, police escort, special event control, and hazard control;
- b. Should be transferred, wherever possible, from the police agency to another local government agency, or be undertaken by the police agency but assigned to nonsworn employees;

c. Should not be performed by employees if the need can be anticipated in advance, and electronic traffic control devices can be installed, unless employees are cost-effective.

4. Every police agency should develop and implement written policies governing the investigation of traffic accidents, enforcement of State and local traffic laws and regulations, and traffic direction. Police chief executives should insure that these policies are regularly communicated to all supervisors and line personnel. These policies should include guidelines on:

- a. Physical arrests, issuance of warnings and citations, and transportation of arrestees;
- b. Investigation of traffic accidents;
- c. Interjurisdictional responsibility and authority for traffic supervision; and
- d. Ancillary services that have an indirect effect on traffic flow.

5. Every police agency should employ, where necessary, specialized equipment operated by specially trained personnel to implement effective traffic programs.

6. Police agencies having adequate resources and consistent with an analysis of need should establish specialized accident investigation and traffic enforcement units. These units:

- a. Should be staffed with as few personnel as the local traffic problem will permit; and
- b. Should be functionally decentralized to the most effective command level.

7. Every police agency should make assignments for all traffic functions on the basis of traffic volume, accident experience, violation frequency, and congestion.

- a. Selective enforcement techniques should be implemented through assignment of men and equipment by time and location on the basis of demonstrated need.
- b. The establishment of a selective enforcement task force should be considered when the State or community accident death rate exceeds the national average or exceeds the average for the State or community for the last 3 years.
- c. Every police agency should have access to at least one person specially trained in highway safety management and able to plan and evaluate effective traffic safety programs.

d. Specialization should be limited according to need, and the major street traffic duties should be performed by patrol officers.

8. Every police agency should be capable of performing, or arrange for the performance of, activities necessary to support traffic line functions. These activities:

a. May include administration, planning, budgeting, personnel management, research and analysis, public information, training, communications, transportation, records and identification, property control, equipment supply, and laboratory services; and

b. Should enable the police agency to gather and analyze traffic information and to maintain records to guide the agency in the safe movement of traffic.

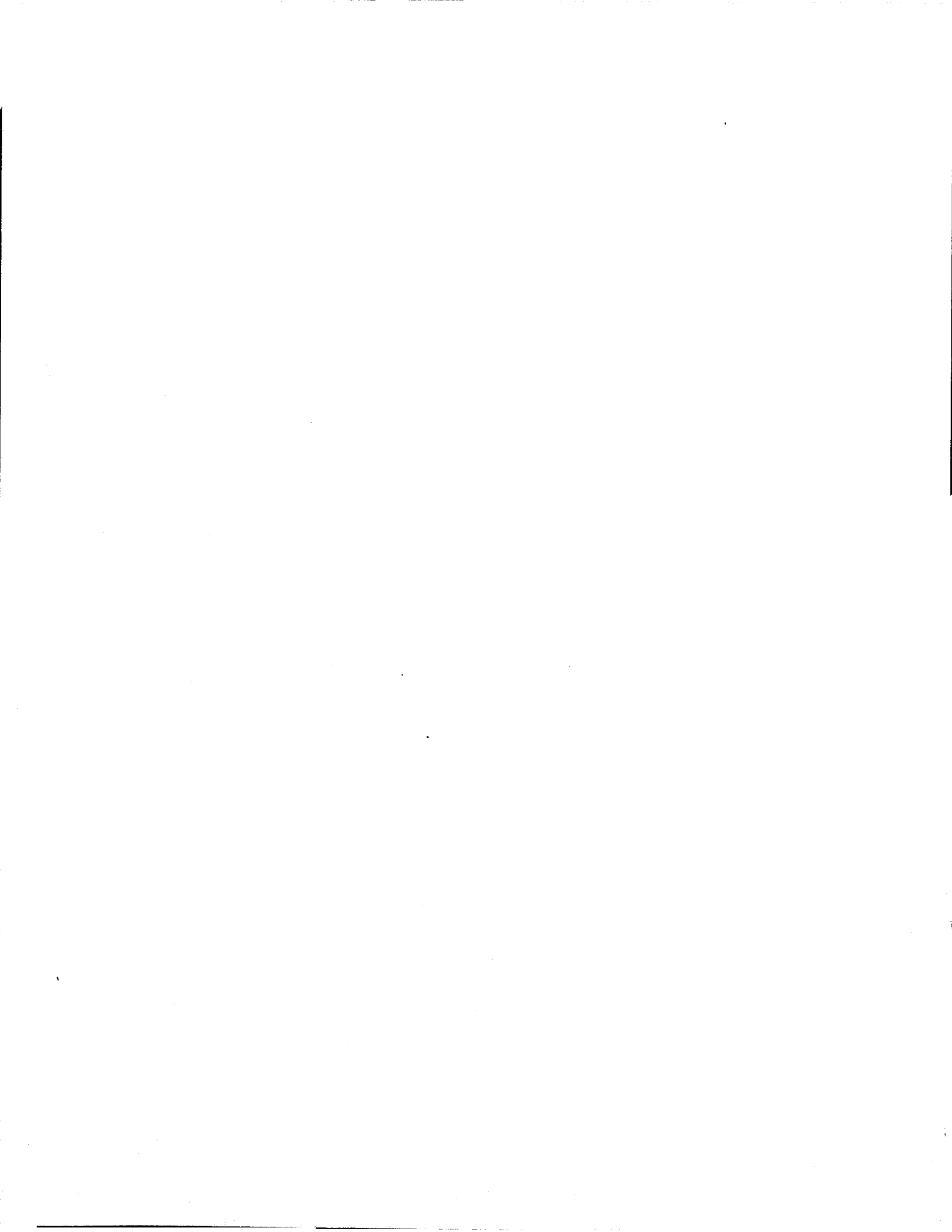
9. Every police agency should periodically release traffic safety information and traffic safety educational material to the general public, and should cooperate with appropriate educational institutions in the preparation and presentation of traffic safety educational programs.

NAC COMMENTARY EXCERPTS

The role of the police in motor vehicle transportation systems has undergone significant changes through the years. The traditional police function has centered around traffic law enforcement, accident investigation, and traffic direction and control processes. In today's highly complex and mobile society, the police officer's responsibilities have been expanded beyond the restrictive area of traffic supervision and have evolved into a more comprehensive service that includes motorist service, public information, motor theft prevention, and other activities vital to the safe and efficient movement of traffic.

This increase in the level, scope, and quality of police traffic services is tied in with a general and pervasive demand by the public for increased services by all agencies at every level of government. The wide range of activities performed by the police in the highway transportation system can be classified under the broad general title of highway traffic management.

The traffic law enforcement function has been defined as the total police effort directed toward obtaining compliance to traffic regulations after programs of traffic safety education, driver training, traffic engineering, and similar activities have failed to reach this objective. This function involves all levels of operation within a police organization.



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The basic purpose and primary objective of traffic law enforcement is the creation of a deterrent to violators and potential violators of traffic laws and regulations. The principal activity of enforcement is directed toward developing an avoidance action on the part of the driver. This action is necessary because it is commonly agreed that most traffic laws have no social stigma attached to their violation. Speeding, or running a stop sign or a traffic light, are not considered violations of "natural law," as are violations of laws against rape, murder, or other heinous crimes. It is therefore a basic tenet and an underlying assumption of traffic law enforcement that people regularly and without any natural consciousness of wrong-doing violate laws designed to insure safe use of the highways.

The ultimate aim of traffic law enforcement is to produce voluntary compliance with traffic regulations and to provide maximum mobility with minimum interruption. Enforcement activity should educate the motorist so that he will voluntarily comply with traffic laws. This educational process is achieved most often by creating an awareness of the consequences of violating traffic laws. Enforcement measures may be considered repressive in that they aim to deter potential violations by making the commission of a violation an unpleasant experience.

Line or regular field personnel are directly involved, of course, in the implementation of traffic law enforcement through their contact with the general public. It is important for all such personnel to be attuned to the preventive patrol concept. The compilation of traffic statistics and records on major moving violations and frequent locations and causes of traffic accidents is a vital function of selective location patrol and enforcement techniques. Selective enforcement units operate in preselected locations where high rates of vehicular and pedestrian accidents and traffic law violations necessitate patrol saturation.

All uniformed officers should be responsible for the enforcement of traffic laws and regulations. There is a close interrelationship between traffic activity and all other police activities. For example, a motor vehicle operator who is apprehended and cited for a traffic violation may also be of special interest to the police for other reasons. He may be wanted by another jurisdiction or may be in flight from the scene of a crime. Furthermore, traffic related records--such as registration records, operator permits, and citation and collision reports--all play an important role in traffic management and criminal investigation. The situation where an arrest for serious nontraffic offenses occurs as a result of a stop for a traffic offense, is common.

Police officers are usually the first, and often the only, persons who are both equipped and legally responsible for providing vitally needed services at the scene of traffic accidents. Their ability to act quickly and effectively can make the difference between life or death for crash victims.

Officers arriving at the scene of a traffic accident have many duties to perform. They must be alert for spilled gasoline or other dangerous substances. They must locate victims, protect them from further harm, and summon other emergency service as needed. At the same time, they must ascertain whether hit-and-run or another crime is involved, take immediate steps to apprehend the offenders, locate witnesses, secure physical evidence, maintain order, and keep traffic moving as though no accident had occurred.

In the midst of the activity, an investigation must be conducted, and later, accurately and completely reported. Report writing is considered the lifeline of a good traffic program. The finest possible investigation is useless if not accurately and completely reported. Reports must be accurate, clear, and as brief as possible.

To complement reporting, an efficient traffic accident records system, emphasizing quality control, must be implemented to evaluate cost effectiveness of highway safety measures.

Followup units are necessary to act on the results of preliminary investigations of accidents where a traffic crime has been committed. One of their primary functions is to seek criminal complaints for the prosecuting agency. These units also should maintain liaison with the coroner's office to determine causes of death to accident victims. It should be a further responsibility of these units to receive and obtain statements from additional witnesses to serious accidents,

Investigations should be conducted of all accidents involving fatalities, injuries, or when one or more vehicles must be towed from the scene. However, traffic accidents not requiring official written reports by officers should not prevent the officers from taking other appropriate action such as keeping the peace, alleviating traffic congestion, and assisting all concerned persons.

A number of recommendations have been made for dividing the various police traffic service functions among other existing governmental agencies or to place all or part of them in some newly created quasi-police agency. Reasons for this proposed redistribution have ranged from pure economics to an effort to improve police public relations,

The relationship between the use of motor vehicles and the commission of serious crimes is of sufficient magnitude that police crime suppression activities could be impeded significantly if the traffic control function were vested in a separate nonpolice agency. This is not to say that every effort should not be expended to use civilian personnel to the maximum, under the direct supervision of the police, to perform certain routine nonhazardous or clerical police traffic service subfunctions.

Several police agencies have utilized nonsworn civilian personnel successfully in a variety of police traffic service capacities. The use of individuals who need not meet the stringent entry requirements of regular police officers should be expanded in routine police traffic service functions that do not require a sworn officer.

The two chief functions of personnel assigned to traffic control and direction are direction of vehicular and pedestrian traffic, and the enforcement of laws regulating parking. Deployment of personnel should be guided by peak traffic periods and posted parking restrictions. Regular beats should be established to conform with parking meter locations, business districts, posted time zones, and complaints of parking abuses. Where available, electronic traffic surveillance devices should be used to assist personnel engaged in intersection traffic control, or to relieve those personnel for other duties.

Officers assigned to this function also should be responsible for impounding vehicles and directing traffic at special events.

Planning, policy, and procedure are vital to the successful operation of a police traffic services program. Without proper planning, and the development of policies and procedures to put those plans into effect, any program is doomed to failure.

Policy should be written and should become a part of duty manuals, general orders, and instructional material.

To insure impartial enforcement, procedures for issuing citations and warnings should be carefully delineated.

Policy also should comply with jurisdictional agreements within the State, clarifying which agency has primary responsibility and authority for traffic supervision in specific areas. For example, should a State traffic agency maintain jurisdiction over a State highway running through a municipality under the control of another local police agency? Such distinctions should be clearly delineated, and the officers of each agency should be aware of their traffic duties and responsibilities.

Ancillary traffic services are those police activities that have an indirect effect on traffic flow. Comprehensive guidelines on aiding disabled motorists, removing hazards, controlling auto theft, disposing of abandoned cars, and safeguarding property, should be conveyed to all personnel.

Supervisory and administrative police personnel play a vital role in an effective traffic management program. Police administrators have the responsibility for planning, supervising, training, and analyzing traffic records, and securing necessary cooperation and liaison with other related groups such as the courts, engineers, and State licensing agencies.

Middle management or supervisory personnel also play an extremely important role in the total traffic law enforcement process. Their understanding, enthusiasm, and interest in the goals and objectives of a traffic law enforcement program often spell the difference between success and failure. Too often, well-conceived programs fail due to a breakdown in this critical link. Planning is essential to the successful conclusion of any serious undertaking. Planning must be

done at all supervisory levels. Each supervisor must determine how to accomplish tasks and ascertain needed resources and procedures.

Other supportive functions such as property control and equipment supply operations should be accorded proper emphasis. Laboratory services providing scientific assistance in accident investigation are an indispensable asset to resolving previously "unsolvable" cases.

ILLINOIS COMMENTARY

It is critically important for every police chief executive to recognize traffic management as a police department responsibility. Being a part of the law enforcement system, police traffic management should be integrated into the overall police mission and its goals and objectives.

The police department in Peoria, Illinois has initiated an interesting project in fulfilling its responsibility for traffic management. In an effort to reduce traffic accidents and injuries, Peoria has implemented the Selective Traffic Enforcement Program (STEP), funded by a 3-year Federal grant with a 2-year extension option. The need for grant assistance was substantiated by the fact that over 10,000 traffic accidents occurred in Peoria in 1975. STEP is implemented by police officers who volunteer to work overtime. These police officers are deployed at the top 10 locations identified as having a high occurrence rate of traffic accidents. Each officer patrols a route consisting of one or more intersections for 4 hours a week. A total of 48 positions over a 6-day week, 8 hours a day, are patrolled. According to Sergeant Hawks, Traffic Director/STEP supervisor, the program is a great accident deterrent. He attributes its potential for success to the following items.

1. Visual appearance of patrol cars;
2. Verbal warning given for minor traffic violations; and
3. Actual writing of violation tickets for major offenses.

Even though the program is relatively new in Peoria, and its effectiveness has not been fully evaluated, Sergeant Hawks expressed understandable confidence in the program. Since the implementation of the program there has been a continuous 1 percent decrease per month in traffic accidents in the 10 designated trial areas. Over the program's 7 months of existence, traffic accidents have decreased 7 percent in the study areas.

STEP and similar programs will be successful if police departments continue to recognize that traffic safety is a definite police responsibility.

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3. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
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ILLINOIS STANDARD 8.6

CRIMINAL INVESTIGATION

Every police agency immediately should direct patrol officers to conduct thorough preliminary investigations and should establish in writing priorities to insure that investigative efforts are spent in a manner that will best achieve organizational goals.

1. Every police agency should recognize that patrol officers are preliminary investigators and that they should conduct thorough preliminary investigations. However, investigative specialists should be assigned to very serious or complex preliminary investigations when delay will not hamper the investigation.

2. Every police agency should establish only as many specialized criminal investigative units as needed, staffed only with the number of personnel necessary to conduct timely investigations that lead to organizational objectives. The thoroughness of preliminary investigations by patrol officers should be emphasized to reduce followup investigative efforts.

3. Every police agency should establish investigative priorities according to the seriousness of the crime, how recently it was reported, the amount of readily available lead information, the availability of agency resources, and community attitudes.

4. Every police agency should establish quality control procedures to insure that every reported crime receives the investigation it warrants.

5. Every police agency should coordinate criminal investigations with all other agency operations. This coordination should be supported by:

- a. Clearly defined procedures for the exchange of information between investigative specialists and between those specialists and uniformed patrol officers;
- b. Systematic rotation of generalists into investigative specialties where feasible;
- c. Equitable publicity of the efforts of all agency elements; and
- d. Specific administrative policies, procedures and records to insure that personnel consistently receive recognition for providing investigative leads and information and to insure consideration of personnel efforts in determining duty assignments, commendations, and promotions.

NAC COMMENTARY EXCERPTS

Chief executives of police agencies must guard against officers and investigators becoming mere report takers. Failure to insure that each crime receives the appropriate level of investigation permits some crimes to go unchallenged, creates a negative attitude among the public, and severely reduces motivation of police officers regarding many types of crime.

Police chief executives pleading lack of time and manpower, sometimes permit officers to respond to reports of crime more than 24 hours later. The officer then too often only "takes a report." He may conduct little or no preliminary investigation and may be authorized to use his discretion on whether to close the report or refer it for followup investigation.

Often the followup investigation is delayed, and evidence on the scene is contaminated. At the discretion of the followup investigator, the case may be closed or left pending (in case the investigator "gets a chance" to work on it).

Every agency should establish response and investigative priorities to aid in the assignment of officers to conduct preliminary investigations and of detectives to conduct followup investigations. This will assure that patrol and detective resources will be concentrated on those cases or types of crimes which should be solved first.

Every agency should insure that each patrol officer has adequate training as a criminal investigator and that patrol officers are responsible for the majority of preliminary investigations.

The patrol officer is usually the first to arrive at the scene and can start the investigation without delay. In this case there will be no need to wait for investigative specialists. Few agencies have enough investigators to answer every call on a 24-hour basis and conduct followup investigations.

The patrol officer should pursue the initial investigation at the scene until the time he spends seems unlikely to produce additional benefits. However, based upon the situation within the community, and agency resources, the agency should assign very serious or complex preliminary investigations to investigative specialists. In unusually serious or complex crimes, such as sophisticated burglaries and homicides, the preliminary investigation should be conducted by specialists. The uniformed officers should protect the scene from contamination and request a specialist at once. The investigative circumstances calling for early specialist involvement should be clearly delineated by the police agency.

Each agency should establish only as many specialized criminal investigation units as truly necessary, staffed with as few personnel as practicable. One way to hold specialization of criminal investigation to a minimum is to train patrol officers to conduct preliminary investigations. When the patrol officer conducts a thorough preliminary investigation, followup investigation time is materially reduced. Thoroughness of patrol officers' preliminary investigations should be reviewed regularly. If there are deficiencies in their reports, remedial action should be taken to assure consistent quality in investigations and subsequent reports.

Each police agency painstakingly should establish a priority of investigations; the agency should consider community problems and attitudes as well as its own resources. In addition to instructing members of the agency on the priorities, the police chief executive must inform the community of both the order of these priorities and the reasons for them.

Assignment of an officer to an on-site investigation of a minor offense where there is likely to be little evidence may serve no positive investigative function, but it may serve to reassure the public. This factor should be considered.

Cases not cleared during preliminary investigation--when further investigation is likely to produce positive results--require systematic followup investigations. These should focus on areas not previously covered and should continue until the case is cleared or until it appears that additional investigation will produce no further results.

Quality control procedures should be applied to criminal investigation operations to insure that each reported crime receives the investigation that it warrants. Procedures include constant review of reported crimes, preliminary investigation reports, and followup reports. In smaller agencies this review may be conducted by a unit administrator or supervisor. In large agencies certain personnel may be assigned as case supervisors. The review of reports should determine the comprehensiveness of the investigation, and the report should aid in coordinating investigative activities, particularly in developing pattern analysis and method of operation.

The administrator or case supervisor must constantly be alert for protracted investigations that are neither productive nor promising. These should be terminated and personnel assigned to other cases.

Measurement of criminal investigators, teams, and units traditionally has been based upon crime clearance rates. Measurement also should be based on such factors as arrests, dispositions of arrest, property recovered, and total working caseload. Consideration must also be given to whether non-sworn clerical personnel were available to prepare the investigative reports, and the amount of time spent by investigators in report preparation. These additional factors will provide a more accurate picture of the performance of the criminal investigation operation.

Performance may be audited best by having a supervisor interview victims, witnesses, and arrestees to gain knowledge about the thoroughness of the investigation. Although some investigators and their supervisors dislike this technique, it has proven valuable to some industries, especially utility companies, in discovering quality of work and customer satisfaction.

The activities of the criminal investigation operation should be coordinated with those of all other agency operations. Efficient operations depend upon rapid and free-flowing communication within the agency. Procedures governing the exchange of operational information between various investigative specialists, as well as between these specialists and uniformed patrol officers, should be clearly defined. For example, investigative specialists should convey to patrol officers how they best can guard against contaminating a crime scene while conducting a thorough preliminary investigation. Similarly, scientific investigative personnel can explain present capabilities and various laboratory services available to them, and when they can benefit by having a forensic specialist at a crime scene.

Because patrol officers, detectives, scientific investigative personnel, and other agency employees share responsibility for the success or failure of criminal investigations, they must keep abreast of the investigation's progress. This may be accomplished, in part, through periodic command briefings and distribution of written activity summaries and current information bulletins. Rollcall training periods provide an excellent opportunity for the exchange of information between uniformed officers and investigative specialists.

To educate uniformed officers further in investigative methodology and to enable them to gain an appreciation of the specialist's task, procedures should be implemented to rotate patrol officers systematically through specialized assignments for temporary training.

The criminal investigative specialist's role should not be permitted to overshadow that of other agency members. Total operational effectiveness and employee morale are directly contingent upon equitable publicity of the efforts of all agency elements.

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ILLINOIS STANDARD 8.7

SPECIAL CRIME PROBLEM OPERATIONS

Every police agency should have immediately available on a local, regional or cooperative basis, consistent with an analysis of its need, a flexible and highly mobile unit for rapid deployment against special crime problems.

1. Every chief executive should establish written policies and procedures that govern deployment of the unit against any problem. These policies and procedures should stipulate at least:

a. That the unit will be deployed on the basis of current crime pattern analyses or validated current information on expected crime activity;

b. That the unit will be deployed against a problem only when the regularly assigned patrol force is not adequate to be effective against that problem; and

c. That unit deployment strategy will be based on an objective analysis of the problem: overt saturation as a highly visible preventive strategy, and covert saturation as a low visibility detection and apprehension operation.

2. Every unit should be equipped with necessary specialized equipment, vehicles, radios, vision devices, and weapons.

NAC COMMENTARY EXCERPTS

Every police administrator is often troubled by an apparent inability to deploy his patrol strength for maximum effect against particular problems. Limited personnel and the many problems of regular patrol service frequently preclude the attaining of proper selective enforcement, or selective pressure, against special crime problems. To achieve proper emphasis and pressure against particular crime situations, special crime problem operation units are often deployed to serve as compact, flexible operational task forces in given locations at times when a concentrated effort is needed.

The special crime problem operations unit is normally comprised of a small force of selected men from within the agency's own personnel pool. The numbers and ranks of its supervisors are determined by the numerical strength of the unit. Special crime problem operation units may vary from a few men in a small force to 200 or more on large forces.

According to Municipal Police Administration, "flexibility should be the tactical force's hallmark." For example, the unit may work in plain clothes on a daylight burglary problem. Then, abruptly, they may be assigned to work in uniform on the night watch on a drunk driver problem, and the next night on a skylight burglar. If there is no specific problem, the unit members may be deployed over an extensive geographic area, then, if needed, quickly pulled together as a cohesive and coordinated unit to search for a particularly dangerous robbery suspect.

The special crime operations unit should be functionally responsible to the patrol commander under whom it is operating. The special crime problem operations unit is present to augment the regular patrol force and to serve as a catalyst in making the line units effective in achieving their common ends. Special crime problem operation units who use greater force, or who show less respect for the public than the patrol units in the area, may achieve their immediate goal while alienating the community. Special crime problem operations unit personnel should be made aware of the problems, policies, and sensitive areas of the locations in which they work.

Written policies and procedures should specify that the deployment of special crime problem operations units is limited to current crime pattern analyses or validated intelligence that indicates a crime problem has developed or is growing in a given location.

Policy should also indicate that the special crime problem operations unit be deployed only when the special crime problem cannot be effectively combatted by the regularly assigned patrol force. Patrol members who must concentrate their efforts in a specific area create an imbalance in other geographic areas. While daily arrest, investigations, and requests for police services can be forecast with some degree of accuracy, there will always be exceptions. Supplemental patrol units, in the form of special crime problem operations unit personnel, may be deployed to saturate high crime areas during periods where there is justification for such measures. Special crime problem operation units should not be assigned to areas where statistics disclose that greater numbers of patrolmen are not really necessary or where the presence of more men would be likely to aggravate a condition already under control.

When it has been decided that, based upon current crime pattern and patrol manpower shortages, a special crime problem operations unit is needed, deployment strategy must be based on an objective analysis of the problem. If what is needed is a deterrent in the form of additional officer presence, then the tactical force should be employed in uniform and in marked police vehicles. Overt saturation discourages such crime problems as juvenile gang activity and gives the local public a sense of security that otherwise might be absent.

On the other hand, covert saturation, or inconspicuous officer presence, should be the tactic employed when criminal offenders are not significantly deterred by the presence of uniformed officers. This is particularly true in the case of certain vice and narcotic offenders.

Continuing analysis should be made of the effect of the various deployment patterns of the tactical squad. Deployment procedures should be modified if the tactical squad is not meeting its objectives.

To reduce crime, the police agency must make the criminal element aware of the probability of apprehension. Saturation patrol, as a tactic of special crime task forces, has proved to be one of the most effective methods of crime prevention. Every core city police administrator and every concerned suburban police chief executive should implement special crime problem operations to supplement his agency's normal patrol activity, preferably on a full-time basis.

Close coordination between the tactical force and the patrol and investigative operation is of paramount importance. Because special crime problem operation units supplement and assist the patrol force, their activities should be consistent with those of the patrol officers. Field commanders must be informed of special crime problem operations units activities within their area of responsibility to insure coordinated efforts and preclude any possible friction or misunderstandings that might otherwise occur.

Agencies unable to provide a full-time special crime problem operations unit should assemble a part-time special crime problem operations unit, readily responsive to the severity of the local crime situation. Varying conditions within each community will indicate the need for a special crime problem operations unit and the number of officers required. Ideally, each member of the special crime problem operations unit should be a volunteer selected on the basis of special skills useful to the unit. Officers of the unit should be regularly assigned members of the agency.

While a special crime problem operations unit does not have to be an organizational entity, particularly when the need for such a force is only intermittent, it is vital that such a capability be available at least on an interagency cooperative basis.

ILLINOIS COMMENTARY

The Skokie Illinois Police Department's "Counter Sniper Team" is an example of a part-time multifaceted special crime problem operations unit. The team, organized in 1967, operates within the Skokie Police Department to combat special crime problems. The team is an informal one, not at all like the glorified "SWAT" as seen on TV. There are no special vehicles or uniforms for the team members. The team consists of one lieutenant, one sergeant, and eight patrolmen. These police officers are on regular duty which makes the team an "extra-duty" activity. If the police chief executive or the field

commander decides that a team is needed at the scene of a special crime problem, with reference to the department's written policy guidelines, the team members are deployed in the department's squadrols.

Training is maintained on a monthly basis. The officers involved are trained on how to properly utilize the various weapons they may need to use, including such weapons as rifles, gas equipment, and automatic weapons. Although the need to deploy the team has not yet arisen, Skokie Police Department administrators feel the department is prepared in the event of special problems.

Skokie also cooperates with several of its neighboring police departments in maintaining a regional crime problem operations unit. Consequently, they are prepared to deal promptly and effectively with almost any foreseeable situation. The concepts and techniques utilized by the Skokie Police Department could serve as excellent examples for the larger number of Illinois agencies whose immediate resources appear too inadequate for developing special crime problem operations units.

NAC COMMENTARY EXCERPTS

Without appropriate specialized equipment, police response to special crime problems is almost universally unsatisfactory. The equipment needed is dependent upon the functions of the special crime problem operations unit and will vary from operation to operation.

Communication is the lifeline of police operations, particularly those involving undercover officers or crowd control operations. The special crime problem operations undercover function is often carried out by the use of a plainclothes police officer decoy, four to six cover police officers, and an officer in an unmarked car for transportation purposes. For this type of operation, communication is of the utmost importance for security of the decoy, who must maintain radio contact with team members. In crowd control situations, radio communication gives command personnel, via handheld walkie-talkies, the capability of controlling and quelling riotous situations.

Police chief executives should insure that their members are provided the best equipment. All armament, weaponry, communication devices, vehicle fleet accessories, and other apparatus should be subjected to stringent testing prior to acceptance by the police agency.

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ILLINOIS STANDARD 8.8

VICE OPERATIONS

Every police agency should immediately insure its capability to conduct effective vice operations against illegal gambling, traffic in liquor, prostitution, pandering, pornography, and obscene conduct. These operations should be capable of reducing the incidence of vice crimes and related criminal activity.

1. Every police chief executive should establish written policies governing vice operations. These policies, consistent with existing statutes and within his discretionary authority:
 - a. Should reflect community attitudes toward vice crimes, the severity of the local vice problem, and the effect of the vice problem on other local crime problems; and
 - b. Should acknowledge that the patrol force is responsible for taking enforcement action against all vice violations they see.
2. Every police agency should assign vice operations specialists on a full or part-time basis, depending on the local problem.
3. Every police chief executive should insure close coordination and continual exchange of information in matters of vice, narcotics and drugs, patrol, and intelligence operations, and close liaison with other agencies conducting similar operations.
4. Every police agency should provide vice operations with special funds, specialized equipment, vehicles, vision devices, and any other physical support necessary to conduct effective vice operations.
5. Every police chief executive should insure, through written policies and procedures, that every vice complaint received by his agency will be reduced to writing and investigated as thoroughly as possible.
6. Every police chief executive should provide for the systematic rotation of personnel to vice operations to maintain the effectiveness and control of operations and personnel.

NAC COMMENTARY EXCERPTS

Vice operations in many agencies include a wide variety of enforcement activities; the principal activities, however, are directed against illegal gambling, traffic in liquor, prostitution, pandering, pornography, and obscene conduct.

Vice enforcement poses special problems. First, these offenses involve a consensual act between the person that desires the service and the person who provides the service. In many jurisdictions the individual who seeks out or receives the illegal services is also violating the law. Second, community attitudes often reflect a high level of tolerance toward certain vice activities. Finally, syndicate crime is involved directly and indirectly in many vice crimes.

Vice crimes are directly linked to other street crimes as well. For example, gambling is linked to loansharking, and prostitution is linked to robbery. The prostitute often works with organized "strong-arm" robbers or is herself an adept pickpocket. Her clients are commonly victims of these crimes. Due to embarrassment or threat of blackmail, victims of these associated crimes are reluctant to file police complaints. This makes the association difficult to document but not less real.

After considering the community's attitude toward vice crimes, the police chief executive should establish written policy governing the agency's operational activities directed against vice crimes. This policy must be articulated to the community.

There are usually two conflicting pressures on law enforcement agencies concerning vice operations. Both originate within the community itself. One source of pressure, frequently from church groups, demands the eradication of all vice on the grounds that it is fundamentally evil. Counterpressure may come from the local business establishment, which may feel that less vice law enforcement activity is good for business because it attracts additional business as well as visitors and conventions.

An omnipresent external force, exerting legal and illegal influence toward easing vice law enforcement, is the group that makes the greatest profit from vice activities--organized crime.

It is within this framework that the police chief executive must establish and implement the vice operations of his agency. Enforcement policy should articulate the responsibility of the agency and provide direction for vice enforcement activities. This policy also should clearly indicate that the patrol force has the primary responsibility for enforcing vice laws when, during the performance of their regular duties, they observe violations.

Regardless of the size of the agency, it is undesirable to have all the sensitive units of any agency under the direct control of any single command officer other than the police chief executive. This is to avoid the danger of one corrupt person being able to destroy the effectiveness of the agency activities in all these areas. To reduce this possibility,

officers in the vice operation should be able to communicate with the chief executive if the necessity arises.

Sensitive units--such as vice, narcotics, and intelligence--have a tendency to isolate themselves from other elements of the agency and from each other, particularly in larger agencies. It is imperative that a continual exchange of information and coordination of effort be maintained between the vice operation and all other elements within the agency. Vice activities often are directly connected with narcotics abuse, robbery, theft, and similar crimes. Therefore, specialized elements should work as a team. Moreover, it is essential that the patrol force be used to suppress vice activity. Uniformed patrol officers can significantly deter offenses in areas of high crime incidence. This exchange of information and coordination of effort should also extend wherever practicable, to Federal, State, and county agencies with similar operations.

Effective vice operations require informants, special equipment, and undercover and surveillance techniques that require special funds. The availability of special funds to purchase evidence is of paramount importance to an effective vice operation. The invitation to participate in a vice crime is usually contingent upon the payment of funds by the presumed customer. Funds must be available in sufficient quantities to be used in on-going operations while funds used in previous cases are being held as evidence for court. Strict and confidential procedures for the disbursement and recovery of such funds should be implemented, maintained, and inspected continuously.

Vice operations also require special equipment, such as independent communications equipment and special radio frequencies, nonpolice type vehicles, day and night vision devices, and other equipment, some of which should be sub-miniature.

Because the police chief executive is ultimately responsible for vice conditions within the community, he must establish policies that require each vice complaint received by the agency to be recorded in writing and investigated to the fullest extent possible.

Additionally, to insure that he is aware of the current status of vice activities within the community, the police chief executive or his designee should review all vice complaints as they are received.

ILLINOIS COMMENTARY

The Standards and Goals Project Staff conducted a survey of police chief executives and criminal justice system practitioners. The survey asked respondents to rank 64 areas of police service to determine where effective change in existing practices could improve the delivery of police service in Illinois. Both groups ranked the area of vice operations close to the bottom of the list. It can be assumed, therefore, that respondents in

both groups feel that current police practices in vice control are generally satisfactory to both the practitioner and the public. The police practitioners, however, voiced a compassionate concern for the police officer assigned to vice operations.

It is this concern that caused the Committee to place emphasis on the need to rotate officers assigned to this function. Michael J. O'Donnell, Commander, Vice Control Division, Chicago Police Department, discussed this and the question of vice officer training in response to a Standards and Goals Staff query:

Any formal training program set up for future vice officers will necessarily provide only the basic tools with which to operate in this specialized area of the law enforcement field. One officer may have a chemist's knowledge of narcotics but never be able to talk his way into a "buy." Personality plus a determination to succeed are two essential elements every good vice man possesses.

Vice work demands a special type of professional police officer who can withstand the constant pressure of night work, undercover activity, and the many hours of court time attendant thereto. It is especially difficult for the married police officer as a balanced homelife is next to impossible. A person in a command position has to be constantly aware of these pressures on his personnel and must be perceptive to changes in personality and work habits of his men. When signs of apathy develop, the individual should be reassigned,

Because the citizen is one of the best weapons that the police chief executives has in his battle against vice, citizen assistance should be marshalled to bridge the gap between reality and the law. As pointed out by the NAC, this is not always an easy task. Community tolerances vary and too often the citizen fails to understand clearly the consequences of vice crimes. As stated by Commander O'Donnell:

The "victimless crime" theory is given lip service by many who really see only the surface activity and fail to understand the ancillary problems they cause. Prostitution and gambling are the hardest types of vice activities to control due to the fact that a large segment of our society gives tacit approval to the continuation of these activities.

The police chief executive has a responsibility to articulate clear departmental policy governing vice operations. These policies then should be placed before the public via the media, eliciting citizen participation in reducing the opportunity for an incidence of vice-related activities. The reaction,

frankly speaking, may make or break a police chief executive; however, this professional action must be considered as a realistic placing of faith in the basic judgment of the public.

The diversity of agencies and degrees of vice in every Illinois community makes this a broad standard. However, the low priority for change placed on vice problems should not engender citizen complacency, for as Commander O'Donnell concludes, "Vice, like any cancer, will continue to grow quietly larger unless arrested."

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ILLINOIS STANDARD 8.9

NARCOTIC AND DRUG INVESTIGATIONS

Every police agency should acknowledge the direct relationship between narcotic and drug offenses and other criminal activity, and should have available a narcotic and drug investigation capability based on that acknowledgment.

1. Every police agency should provide fundamental narcotic and drug investigation training to every officer during basic training.

2. Every police agency should cooperate in and, where necessary, establish narcotic and drug abuse public awareness programs such as school system educational programs, civic group programs, multi-agency community programs, and Analysis Anonymous programs.

3. Every police agency should assign personnel to full or part-time narcotic and drug investigation depending upon the local problem. Police agencies with limited resources should consider pooling personnel and other resources in multi-jurisdictional, full-time specialized narcotics law enforcement units of sufficient size to conduct effective narcotic investigations. The operations of these units should be directed and controlled by the police chief executives of the participating agencies.

4. Every police agency should insure coordination and the continual exchange of information between officers in matters of narcotic and drug enforcement, vice enforcement, intelligence, and uniformed patrol.

5. Every police chief executive should establish written policies and procedures requiring that every narcotic and drug complaint will be reported in writing and thoroughly investigated.

6. Every police agency should provide narcotic operations with special funds and specialized equipment such as vehicles, electronic equipment, and vision devices necessary to conduct effective narcotic and drug operations.

7. The Illinois Department of Law Enforcement should develop the capacity to provide specialized narcotics investigation personnel and equipment to assist local police agencies (or groups of agencies) where effective narcotic investigations cannot be accomplished solely with local resources or where investigation indicates narcotic activity involving large, multi-jurisdictional areas.

ILLINOIS COMMENTARY

The problem of drug abuse has achieved a position of prominence and concern over the past two decades. Without debating the sociological aspects of drug abuse, the fact remains that control of illicit drug use and transactions is a major responsibility of police agencies.

NAC COMMENTARY EXCERPTS

Whether the violation involves narcotics or drugs, whether they are addictive or non-addictive, money is involved. Narcotics and drugs must be purchased; the purchaser must have funds to obtain the contraband.

Most illicit narcotic and drug abusers are not affluent, nor have they adequate funds to supply their needs or desires. The source of funds, particularly the addict's, must come from criminal activity. To satisfy his habit, the addict usually must steal goods worth at least five times what he pays for narcotics because fences of stolen property seldom offer more than 20 percent of retail value.

There are clear indications that organized crime is involved directly and indirectly in narcotics and drug traffic. The involvement is principally in the processing and importation of narcotics and drugs, primarily heroin. The activities include financing of major purchases and wholesale distribution.

In addition to criminal acts committed to purchase narcotics and drugs, many criminal acts are committed under their influence.

The precise relationship between other criminal acts and narcotic and drug abuse violations is not known, but it has been established that the relationship is a factor in the total crime problem, from traffic violations to homicide.

Narcotic and drug violations are committed throughout the country by persons of all races and ethnic backgrounds and from every economic stratum, including persons of all ages and both sexes.

Narcotic and drug violations cannot be relegated to the narcotic specialist alone. Because of the inter-relationship between drugs and crime, every patrol officer deals with users of narcotics and dangerous drugs. Therefore, police training at the entry level should include the identification of behavior patterns of persons who are under the influence of various narcotics and drugs. Officers should be familiar with the types of equipment used, body markings, and hiding places for drug paraphernalia. Officers also should be trained to conduct preliminary narcotic investigations that they can either complete themselves or that will aid the specialized personnel who complete them.

To the maximum extent possible, every police agency should actively participate in programs designed to make the community aware of the narcotic and drug problem and its effect on the total crime problem within the community. These programs should be sponsored by local educational, business, professional, and social welfare organizations, both public and private. In communities where sponsorship cannot be readily obtained from these sources, however, the police agency should undertake it.

Programs should be varied. They should be factual and oriented toward prevention and community awareness.

These programs should be available to school systems and to civic and professional groups, particularly those involved in education and medicine. These programs are usually more effective when members of all law enforcement agencies--Federal, State, county, and municipal--participate to provide different insights.

Every police agency should have a full-time narcotic and drug investigation capability. In smaller agencies, personnel may be assigned on a need basis, or the narcotic and drug investigations may be consolidated with the vice operations.

This capability may be developed by several means, depending upon local problems and available resources. The agency may assign its own personnel and establish the function within the agency, or it may organize a task force consolidating the activities of several surrounding jurisdictions.

Because of the close relationship among narcotic and drug violations, vice activities, organized crime, and predatory street crime, every police chief executive must implement procedures for the continual exchange of information between concerned specialized elements and the patrol force.

By being advised of problem locations, the patrol force can augment specialized units by concentrating their available patrol time in such areas. Patrol officers can be formally instructed, by specialized inservice training, in the way their services can be of benefit to specialized units.

Interagency cooperation is just as vital as intra-agency coordination. City or county boundaries should not hinder the pursuit of narcotics or dangerous drugs offenders. On many occasions, apprehension of narcotics violators requires an agency to cross geographical boundaries and enter another area of jurisdiction. Therefore, interagency cooperation is essential to insure continued pursuit and apprehension of suspected offenders.

To insure a sustained, effective effort in the investigation of narcotics and drug violations, every police chief executive should establish written policies and procedures governing his agency's investigation of these offenses. Every narcotics or drug violation report received by the agency should be written up and investigated as thoroughly as possible. Written records provide the means necessary to define patterns in drug traffic and to compile comprehensive files on known addicts

and users. The police chief executive and concerned specialized units should be supplied with copies of these reports in order to assess the magnitude of the current narcotic and drug problem.

Through the circulation of the information, agency planners and managers are informed of the need to adjust manpower deployment or to create special task forces to cope with inordinate narcotic, drug, or related crime problems. They can correlate increases in other offenses with increases in drug traffic.

Continued analysis of individual, team, and unit enforcement activities should be conducted to evaluate the effectiveness of the agency's activities in narcotic and drug investigations. To provide for quantitative analysis of existing conditions, criteria should be selected to evaluate the scope of the problem, and the agency's progress toward its resolution. Such analysis is necessary to develop effective enforcement techniques.

Narcotic and drug investigators often require special funds to purchase narcotics and specialized equipment for clandestine operations.

Special funds must be available for the undercover purchase of narcotics and drugs. Initial purchases are made in small quantities for identification; this money is rarely recoverable. Large quantity purchases should result in arrests and the recovery of the funds. Strict accounting and auditing procedures must govern the disbursement and recovery of these special funds.

Because of the unusual clandestine operations involved in narcotics and drug investigations, specialized equipment including subminiature units, and special day and night vision devices are necessary.

The amount of special funds and the amount and type of specialized equipment necessary to conduct effective narcotic and drug investigations will depend upon the extent and type of the narcotic and drug problem.

ILLINOIS COMMENTARY

Both the Operations Sub-Committee and the Standards and Goals Committee felt that the State of Illinois has a responsibility to aid local agencies in their war against narcotic and drug crimes. Without the State's assistance the problems listed below may never be solved:

1. Local police are already known by the residents, therefore police officers cannot set up drug deals anonymously.
2. Local police departments have obvious jurisdictional limits in dealing with area-wide drug problems.
3. Local police departments usually have very limited or no facilities or manpower to handle drugs.

4. Smaller departments generally cannot afford to sacrifice a police officer to do undercover work-- or have the funds to make large drug buys with the possibility of the funds not being returned to the department.

The Committee concurred that one of the best available approaches to overcome these problems would be through State provision of specialized narcotics investigation personnel and equipment to assist local police agencies (or groups of agencies) where effective narcotic investigations cannot be accomplished with local resources.

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1. Operations Sub-Committee Meeting, March 21, 1977, Mendota, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
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ILLINOIS STANDARD 8.10

INTELLIGENCE OPERATIONS

Every police agency and the State of Illinois should maintain the capability to gather and evaluate information and to disseminate intelligence in a manner which protects every individual's right to privacy while it curtails organized crime and public disorder.

1. The State should maintain a central gathering, analysis, and storage capability, and intelligence dissemination system.

a. Every police agency should actively participate in providing information and receiving intelligence from this system.

b. Every police agency should maintain liaison with the State intelligence system.

c. The State intelligence system should disseminate specific intelligence to local agencies according to local needs and should disseminate general information throughout the State.

2. Every local agency should participate, where appropriate, in the establishment of regional intelligence systems. Every regional intelligence system should participate actively in the State system.

3. The number of personnel assigned to intelligence operations should be based on local conditions.

a. In small agencies the intelligence specialist should be required to take direct enforcement action only where limited agency resources make it absolutely necessary. In larger agencies the intelligence specialist should be required to take direct enforcement action only where a serious threat to life or property makes it absolutely necessary.

b. The intelligence operation should include an independent and well-secured reporting and record system.

4. Every police agency should insure exchange of information and coordination between the intelligence operation and all other operational entities of the agency and with other government agencies.

5. Every police agency should supply its intelligence operation with the funds, vehicles, vision devices, and other specialized equipment necessary to implement an effective intelligence operation.

ILLINOIS COMMENTARY

Intelligence operations in Illinois have generated an incredible volume of debates over the past decade. Without repeating the debates in detail it has become apparent that the public at large tends to have an inherent distrust of the term "Intelligence Operations." Basically, it is felt that this distrust stems from a lack of public education concerning the function of intelligence operations as a bonified police agency responsibility to assure community safety and security. This situation points out the need for police chief executives to insure that the public is aware of the purpose of intelligence operations and that those operations are in fact conducted in conformance with established law, policies, and community priorities.

NAC COMMENTARY EXCERPTS

Intelligence, in the police sense, is awareness. Awareness of community conditions, potential problems and criminal activity--past, present, and proposed--is vital to the effective operation of law enforcement agencies and continued community safety and security.

Intelligence should be carefully guarded. Above all, every individual's right to privacy must be protected. Dissemination of information on suspected offenders or of other intelligence that would not be admissible in court should be restricted exclusively to officers needing such information to achieve the goals of their police agency lawfully. Informants should be secure in their anonymity and should be assured that their covert contributions will not be revealed. Specific safeguards should be built into the police intelligence system to prevent any information from being disseminated to unauthorized persons, or to any person for uses not consistent with the role of the police agencies maintaining or participating in the system.

Intelligence activities must be continual, and they must constitute a system. When the system is effective, it always produces action programs.

The deployment of intelligence operations will be determined, of course, by the activities that present a threat to the community. Operations may be concentrated on organized predatory criminal groups, or other groups that are violence-oriented or inclined toward activity that unlawfully disrupts the community and its citizens. The principal areas of concern are organized syndicated crime and public disorder.

To provide comprehensive intelligence systems, the State should establish a statewide system of gathering information, analyzing and storing information, and disseminating intelligence.

The effectiveness of this system is dependent upon the active participation of all local law enforcement agencies. Every police agency that participates should assign at least one individual to be responsible for liaison with the State system and to receive all available training it supplies.

The State systems should be responsible for evaluating information received from local agencies, storing it, and disseminating specific intelligence to local agencies on a need basis and general information throughout the State. The system should employ procedures that insure security and privacy.

Often because of limited manpower in solving common problems, local agencies may choose to participate in regional intelligence systems. It is imperative that regional intelligence systems participate actively in the statewide system.

The management, personnel, records, and operations of the organized crime intelligence organization should be separate from those of the civil disorder intelligence operation. Staff and records should be separate to assure the proper emphasis and integrity of each. Both intelligence operations should include a fixed staff element to provide for rapid analysis of important issues. The police chief executive should be advised and consulted regularly to facilitate the formulation of workable tactics to resolve crisis situations.

Two current philosophies of intelligence operations exist. Under the first, which is enforcement oriented, the intelligence operation develops the case, makes the arrest, and follows through on the prosecution. Under the other, which stresses "pure" intelligence, the information is developed, evaluated, and delivered to the appropriate enforcement element of the agency.

It is frequently charged, sometimes justifiably, that intelligence elements neglect to pass along information that could be valuable to other elements, particularly the patrol force. It is also true that intelligence operations are sometimes carried out in such isolation that only when they are concluded is it discovered that they were of little or no value. Too often intelligence operations become so enmeshed in the information gathering process that they omit evaluation and dissemination.

The periodic publication and distribution of informational reports is an integral part of the intelligence function. LEAA's Police Guide on Organized Crime provides excellent insight into the role of the police officer in combating organized crime. When the patrol force is kept informed through adequate communication procedures, it frequently can provide the intelligence operation with valuable information.

Coordination of efforts and exchange of information between a police agency's intelligence operation and other governmental agencies with similar operational responsibilities increases operational effectiveness.

There is no known, thoroughly reliable method for evaluating the performance of an intelligence operation. The criteria for other investigative performance techniques are not valid for intelligence. Invariably, when an attempt is made to evaluate the performance of an intelligence operation, members of the unit are diverted to tasks designed to prove that they are productive--such tasks as increasing the number of items of information received and disseminated, or the number of cases developed.

Perhaps a valid measurement of the performance of an intelligence operation is whether it answers the following questions: Does the intelligence operation provide the police chief executive with useful intelligence in a timely manner? Does this intelligence form a foundation upon which he can implement effective action programs?

The nature of intelligence operations requires that special funds and specialized equipment be available. Specialized equipment such as inconspicuous vehicles of fashionable design, in contrast to plain police vehicles, provide added security against detection by persons or groups being observed. Binocular viewing devices, suitable for both day and night observation, permit intelligence personnel to conduct surveillance from safe vantage points and to make reliable observations. Personal, portable radio transceivers facilitate communication with other field intelligence units as well as distant base stations.

The amount and purpose of funds, and the type of specialized equipment required, will depend on the areas where intelligence operations are assigned and the community conditions that require intelligence activity. State specialists should provide intelligence operations where the local agency is without sufficient equipment or qualified personnel.

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2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 9.11).

ILLINOIS RECOMMENDATION 8,11

STANDARDS FOR JUVENILES

The police of Illinois are experiencing significant difficulties in developing and implementing appropriate and effective policies and procedures relating to juvenile operations. These difficulties spring from the lack of uniform definitive social/community standards for juveniles and their role/position in relationship to our system of government and law. The difficulties are further compounded by the quality and complexity of legislation resulting from this lack of definitive standards.

It is recommended, therefore, that the Illinois Law Enforcement Commission establish and fund a study group to discover and publish definitive statements articulating the role of the juvenile in society as it relates to the function of law enforcement, to develop model recommendations for Police Juvenile Operations policies and procedures and to recommend remedial legislation reflective of the definitive statements.

The study group should include, at least, public representatives, police representatives, elected officials, members of the legislature and educators.

ILLINOIS COMMENTARY

Police chief executives in Illinois--and indeed across the nation--find themselves presented with a problem which may not be within their capacity to solve. The problem, simply stated, is to deliver police services as they relate to juveniles in a way which meets with the approval of the society served by the police agency.

Probably no area of police operations has undergone the amount of review, revision, and innovation as has the area of juvenile operations. Decades ago society expected the police to act virtually as surrogate parents in 90-95 percent of cases involving juveniles. With the exception of major criminal situations, which obviously require the insertion of the juvenile into the formal criminal justice process, police were expected to be an extension of parental authority and guidance and had a large number of available alternatives to apply to the varying forms of juvenile behavior. Depending upon the circumstances, the alternatives ranged from a cautionary word to increasingly stringent actions including informal restrictions on the juvenile's liberties reached in accord with the parents.

The role of juvenile police operations today is far more complex and confusing. Society, in its efforts to insure equal treatment under the law, has too often followed the concept of "program solution" and has failed thereby to satisfactorily articulate and address the problem of defining the juvenile's role within our system of government and society.

In the absence of definitive statements, articulated and supported by the community, police departments essentially are assigned the unenviable task of attempting to deal legally, morally, and expeditiously with juvenile behavior while knowing that the decision as to the propriety of their behavior will be an ex post facto decision. Further, the decision may be made on facts and circumstances completely unrelated to the juvenile's behavior or the circumstances surrounding his contact with the police department. Obviously, the police agency cannot intelligently and effectively implement the will of the community it serves until that community clearly defines the role of each of its citizens and provides direction and guidance to its police agency in the critical areas of police-citizen contact.

The Standards and Goals Committee, in articulating this Recommendation, were completely aware of the difficulty in achieving the objectives set forth within the Recommendation. They recognized that there are strongly divergent philosophies on the role of the juvenile in our society today and that the problem is not an isolated one. Concern with the handling and processing of persons within the criminal justice system has occupied a prominent position in the minds of most of our citizens. The Committee believes, however, that society must fulfill its responsibility if effective police juvenile operations are to become an on-going reality. Further, the Committee strongly feels that the solution must encompass all segments of the criminal justice system which relate to juveniles if in fact a comprehensive and responsible methodology for dealing with juvenile citizens is to evolve.

Essentially, attempts to improve the situation of a juvenile coming into contact with the criminal justice system have resulted in a wide range of sociological, psychological, and pragmatic decisions which are often in direct conflict with each other.

It seems apparent that no segment of the criminal justice system can intelligently develop operational policies and procedures for dealing with juveniles when the juveniles themselves have no clear understanding of their relationship to that system.

Extensive experimentation has been conducted with our young people and the results have ranged from highly successful to tragic. In attempting to improve the position of the juvenile, society to a large extent has succeeded in creating a "non-status" position for juveniles where they are neither fish nor fowl in the conventional sense of the citizen role in society. Entirely too much has been said about what people must do with juveniles and entirely too little has been said concerning what juveniles--as practicing citizens within our society--must do to retain and fulfill the role of citizen.

It is not difficult to understand a juvenile's lack of concern for the victims of his behavior under certain circumstances. Under current Illinois law, victims of juvenile crimes may not be given the name of the person who victimized them. In a neighboring state, a judge recently gave a slap on the wrist to three juveniles who had raped a young girl, alleging that the victim was probably the cause of the crime having been committed and that the three young sex offenders were being dealt with unfairly by society because they simply had responded to their animalistic urges. If the legislature and the judiciary can provide these kinds of statements and decisions relating to juvenile behavior, it is not difficult to understand the problem facing police departments in our State.

The Committee, in asking for implementation of this Recommendation, is not asking that society conform to police operational procedures nor stating that the police themselves have the solution to the problem. Rather, it is recognized that the combined efforts of all agencies and organizations concerned with youth and all community and legislative resources must be applied to the juvenile problem. The establishment and funding of a comprehensive statewide study group to address the problem at the earliest possible opportunity is a necessary step toward providing the guidance and uniformity essential to youth and police alike regarding the role of the juvenile in society in relationship to our system of government and law.

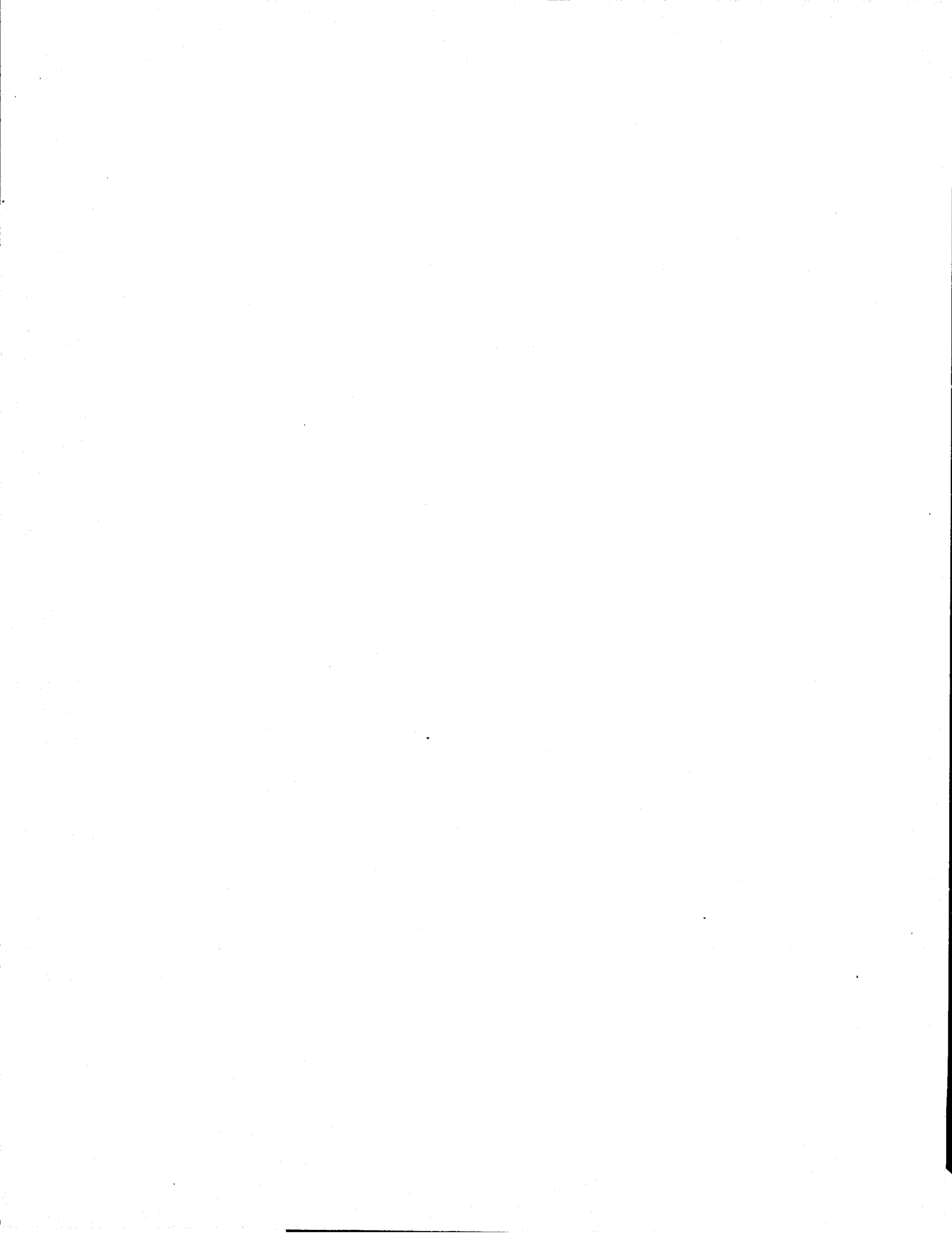
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3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Recommendation 9.1).

Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 9.1

USE OF PROFESSIONAL EXPERTISE

Every police agency in the State of Illinois should immediately establish liaison with professionals outside the police service who have expertise that can contribute to effective and efficient performance beyond the capabilities of agency employees. This liaison should include working relationships, as necessary, with:

1. Medical professionals, particularly those with specific expertise in:

- a. Pathology;
- b. Gynecology;
- c. Psychiatry;
- d. Dentistry and orthodontics;
- e. Traumatic injuries;
- f. Medical laboratory technology; and
- g. Pharmacology.

2. Business, trade, and industrial professionals, particularly those knowledgeable in:

- a. Banking;
- b. Bookkeeping and accounting;
- c. Labor relations;
- d. The local economy; and
- e. Local industry, business, and trades.

3. Educational professionals, particularly those with expertise in:

- a. Elementary, secondary, and vocational education;
- b. The physical, natural, and behavioral sciences; and
- c. Research

4. Behavioral science resources with expertise in:

- a. Personnel selection, vocational assessment, and career counseling;
- b. Teaching, training, and educational programing;
- c. Research;
- d. Management consultation;
- e. Personal problem counseling; and
- f. Specialist consultation.

5. Members of the clergy.

NAC COMMENTARY EXCERPTS

It is essential that the police agency assure that professional assistance is available whenever it may be needed.

Police agencies should contact identified sources of professional expertise and establish on-going liaison with these sources. They should determine the conditions under which the services will be made available. In cooperation with the supplier of the services, police agencies should develop procedures to facilitate use of the services. Police agencies should predetermine any costs for services, and where necessary, formally contract for services.

ILLINOIS COMMENTARY

In every profession situations arise that require expertise beyond the practitioner's professional capabilities. Police, particularly, are likely to encounter circumstances in which specialized technical assistance is of critical importance. Police agencies cannot afford to wait until the situation arises to locate competent sources of professional assistance. Immediate steps must be taken by every police agency to insure that such assistance will be available whenever needed.

Discussions with Illinois police chief executives have revealed an awareness on their part of the importance of obtaining professional assistance. However, commonly encountered problems in obtaining such assistance are the difficulty of locating available specialists and the high cost of specialized assistance. The need for improvement in this area was ranked among the upper third of departmental needs in the Illinois "Police Chief Executive Survey" (see Appendix A).

On closer examination, the problem may be not that affordable expertise is lacking but that appropriate contacts have not been made. Nearly all police chiefs on the Extra-Departmental Relations Sub-Committee of the Illinois Standards and Goals project could cite at least one specialist living in close proximity to their agency who was either willing to or had in the past assisted their agency. Throughout Illinois there are many people who work as medical specialists, business experts, educators, clergymen, and so forth who might enjoy the opportunity to assist their local police but have never been asked and do not know how to properly offer their services. It is up to the individual police agency to identify and establish liaison with those civilian professionals who are willing to contribute their skills and knowledge to enhance police performance.

Where police agencies have developed community resources (see Standard 3.1), the task of locating needed professional expertise is facilitated. An atmosphere of police-community cooperation and support may even prompt individuals or groups to contact the police to offer assistance. One example of such cooperation can be illustrated in Illinois. The Illinois Kiwanis Clubs, an organization representative of most community

professional and occupational groups, has adopted as their 1977 theme, "Lead the Way: Safeguard Against Crime." Under this theme, major emphasis is placed on lending community support and service to local police. In a letter to the Standards and Goals Committee, Charles W. Strand, President of the Rochelle, Illinois Kiwanis, expressed the Kiwanis' desire to unite their efforts with those of local law enforcement toward "a safe and progressive community." Illinois police agencies should follow up by tapping this willing source for obtaining outside professional assistance within their respective communities.

The group noted by Illinois police chief executives as providing the most frequent specialized assistance is the medical profession. Every police agency, undoubtedly, has occasioned the need for medical expertise. Medical professionals are relied upon regularly to provide police assistance in investigations and for expert testimony in court proceedings. Their assistance is invaluable to police efficiency and effectiveness. No area of the medical field should be overlooked by the police agency as a possible source of needed expertise.

One source for obtaining professional expertise that rarely is utilized to its maximum is the university. Within the university community there are experts representing such fields as psychology, sociology, community services, education, research, management, behavioral science, economics, and countless others. An excellent example of a program that has established an on-going liaison between the police and university experts is the Cincinnati Police/University of Cincinnati Consortium. This program utilizes university resources and personnel to assist in perfecting police operations and capabilities. The benefits of this program to the police agency are described in an article in The Police Chief. They include the following:

1. Availability of University expertise to conduct research into immediate police problems.
2. A means of locating those experts best qualified to examine problems.
3. A design of training programs to expand technical skills of police personnel beyond the boundaries of traditional police science.
4. A bank of technical experts capable of teaching the required technical subjects.

An important benefit to the University, according to the article, is that "faculty members will derive personal satisfaction from acting as catalytic agents to create visible improvements and changes in an existing social system..." The development of similar programs in Illinois could be used as a means of establishing needed liaison between police and specialists.

Finally, an area displaying an increased need for professional assistance for Illinois police agencies is that of labor relations. As stated in the Bureau of Labor Statistics publication Collective Bargaining Agreements for Police and Firefighters, "Because the outcome of negotiations between public safety personnel and their employers is so critical to public order, it is essential that labor settlement be reached as quickly and peacefully as possible." In the past, labor disputes involving Illinois police have been minimal; however, there is a growing trend, particularly in the northern half of the State, for police employees to organize and seek a place at the bargaining table.

Unfortunately, during the brief history of the police labor movement in Illinois, certain disruptive events have occurred: court battles have been fought, employees have been fired or suspended for actions during labor disputes, and villages and police have charged one another with irresponsibility and unresponsiveness to the other's needs. Such occurrences detrimentally affect departmental efficiency and effectiveness as well as spark public criticism of the police. To mitigate the effects of labor-management negotiations, all police agencies should establish liaison with an outside specialist in labor relations. This individual can educate the parties involved, relate their situation to similar ones, and serve as a catalyst for quick and quiet settlement of any disputes and an acceptable employment package for employer and employee alike.

Identifying what professional skills and knowledge are needed and who to establish liaison with to obtain them is not a simple task for many police agencies. The professional groups and sub-groups listed in this standard were developed to provide direction for individual Illinois police agencies in their efforts to improve and enlarge their present capabilities. The list should be expanded as appropriate to keep pace with advances in technology and methodology.

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4. Extra-Departmental Relations Sub-Committee Meeting, January 12, 1977, Bloomington, Illinois.

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6. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 11.1).

ILLINOIS STANDARD 9.2

LEGAL ASSISTANCE

Every police agency in the State of Illinois should immediately acquire the legal assistance necessary to insure maximum effectiveness and efficiency in all of its operations within the limitations of their departments.

1. Every police agency should make maximum use of the offices of its city attorney or county attorney, the county prosecutor, and the State attorney general, to acquire the legal assistance it needs. If it is necessary to provide legal assistance supplementary to these sources, a police legal adviser should be employed.

2. Every agency should obtain legal assistance in all agency operations where needed. This assistance may include:

- a. Provision of legal counsel to the police chief executive in all phases of administration and operations;
- b. Liaison with the city or county attorney, the county prosecutor, the State attorney general, the United States attorney, the courts, and the local bar association;
- c. Review of general orders, training bulletins, and other directives to insure legal sufficiency;
- d. Advisory participation in operations where difficult legal problems can be anticipated;
- e. Attendance at major disturbances--and an oncall status for minor ones--to permit rapid consultation regarding legal aspects of the incident;
- f. Participation in training to insure continuing legal training at all levels within the agency;
- g. Drafting of procedural guides for the implementation of recent court decisions and newly enacted legislation;
- h. Provision of legal counsel for ad hoc projects, grant proposal development, and special enforcement problems;
- i. Case consultation with arresting officers and review of affidavits in support of arrest and search warrants in cooperation with the prosecutor's office;
- j. Rapid response capability to provide legal assistance in a developing investigative situation.

3. Every police agency where practicable should establish and fund a police legal unit with at least one attorney as a full-time legal adviser or part-time legal adviser.

a. The size and composition of the legal unit should be proportionate to the size of the agency and the complexity of the legal assistance task.

b. Use of the services of a multiagency or a State police legal unit should be considered as an alternative whenever a legal unit cannot be funded by the agency.

4. Every police agency police legal adviser should be an attorney licensed by the Illinois State Bar Association.

5. Every police agency employing a legal adviser should provide in the assignment of his duties that he not:

a. Prosecute criminal cases covered under Illinois State Statutes;

b. Make administrative or command decisions concerning which cases are to be prosecuted or what charges are to be brought;

c. Be assigned tasks unrelated to the legal assistance function that would interfere with performance of that function.

6. Every police agency employing a legal adviser who also engages in private practice should insure that he does not personally represent criminal defendants or defendants arrested by the employing agency, bring a claim against a governmental agency he represents, accept private employment that necessitates procuring police officers as witnesses or using police information, conduct private business in an office located in a police station, or privately represent any police union or agency employee or employee organization.

NAC COMMENTARY EXCERPTS

Police, because they enforce the law, are particularly obligated to operate in complete compliance with the directives of the law. Law enforcement agencies often need supplemental legal assistance to function effectively, because of the number and frequency of judicial decisions, the heavy caseloads and diverse duties of county prosecutors and city attorneys, and the ever increasing complexity of the law enforcement function.

ILLINOIS COMMENTARY

In today's complex society a police agency without access to legal assistance is like a doctor without his stethoscope. When a police officer makes an arrest, gathers evidence, or obtains a confession, for example, his actions are subject to a plethora of judicial and legislative restrictions; if his judgments are to stand up in court he must be equipped with competent legal advice.

The need for legal assistance within a police agency is not limited to the functions of the individual officer; nor does it diminish with time. Because of its ever-present nature and its effect upon total agency operations, legal assistance should be available to every police agency on an on-going basis.

Legal assistance for most police agencies is provided, technically, by either the city attorney or prosecuting attorney. Although both are willing to assist the police, each is faced with other primary responsibilities and can afford to devote only limited time to police matters. The situation is described aptly in an article appearing in Law Enforcement entitled "The Police Legal Advisor--Is He Needed In Your Department?":

First, the city or county attorney is usually responsible only for giving legal advice in civil cases....

Second, the duty of the city or county attorney is not confined to representing the police department.... Thus the police department, in its need for legal representation, may find itself standing in line with other departments.... as well as with the mayor and city council....

Third, in regards to the prosecuting attorney, recognition should be given to the fact that his primary responsibility is to represent the people of his county or circuit in the prosecution of criminal cases.... American prosecutors and their assistants are usually understaffed and underpaid....

These statements are largely representative of the situation in Illinois. How, then, can Illinois police agencies acquire the legal assistance they sorely need? This question was discussed at length by the Illinois Standards and Goals Committee members. It was pointed out that most Illinois police agencies are too small to justify and afford a full-time legal advisor. According to the International Association of Chiefs of Police Guidelines for a Police Legal Unit, there should be one legal advisor per 500 employees. The Law Enforcement Assistance Administration at one time funded legal advisor programs for agencies of 200 men or more. However, if either of these figures were to be used as the criterion for justification of legal advisors, only a handful of Illinois police agencies could justify a legal advisor.

Perhaps, as Illinois police chief executives pointed out, the determinant should be commensurate with agency need rather than size. On this basis, most Illinois police agencies would require the services of a part-time-on-call-basis legal advisor who would provide legal assistance to no other city or county department. The police legal advisor would not replace the services of the city attorney or prosecutor but, rather, would

supplement these services. Such an arrangement would not only lighten the work loads of both the city attorney and the prosecutors, but also would furnish needed liaison between their offices and the police agency--increasing the efficiency and effectiveness of all parties involved.

Nevertheless, it is hard to convince budget conscious local officials to fund police legal advisors. One reason for their lack of receptiveness to police legal advisor programs is that few police agencies presently have police legal advisors. According to an article in a September, 1969 issue of The Police Chief, there were only 14 full-time police legal advisors in 1967, and only 18 in 1969. The IACP Guidelines for a Police Legal Unit indicates that by 1971 the number of police legal advisors had grown to over 100; however, this figure still represents only a handful of the nation's thousands of police agencies.

In Illinois the situation is much the same. Although the Legal Advisor Training Program at Northwestern University, a cooperative program between Northwestern University and the Chicago Police Department, has promoted the concept of police legal advisors since it was begun in 1964, and the Illinois Law Enforcement Commission has funded approximately five legal advisor programs since its inception in 1968, the majority of Illinois police agencies do not employ police legal advisors.

In view of the lack of sufficient illustrative programs, a far more persuasive argument for convincing local decision-makers of the need for police legal advisors is a dollar-and-cents comparison between the cost of police legal assistance and that of a successful judgement against the city or county or its police agency stemming from the lack of readily available legal assistance.

Those outside the police agency need only browse through several issues of publications such as the Police Employment Litigation Digest to realize the magnitude and urgency of legal problems facing police agencies. Whether they are one-man or one-thousand-man agencies, every police agency needs a legal advisor who is specially versed in the problems of a police agency and who is readily available to meet the agency's recurrent legal needs.

In determining the precise duties of a police legal advisor, every police agency must carefully consider the nature of its individual operations and organizational structure. However, the types of legal assistance that should be provided in all police agencies are listed in the standard statement.

It was strongly emphasized by Illinois police chief executives in the Standards and Goals Committee discussion of this standard that police legal advisors should not be involved in certain activities that would detract from their effectiveness or usefulness to the department in more important matters of counsel. These include prosecuting criminal cases, making administrative or command decisions concerning which cases are to be prosecuted or what charges to be brought, and performing agency tasks unrelated to their legal assistance function.

Of equal concern to Illinois police chiefs was the subject of secondary employment for police legal advisors. While not specifically prohibiting police legal advisors from engaging in private practice, it was felt that restrictions in this area should be imposed to protect the best interests of the employing police agency. These restrictions are set forth in Item 6 of the standard statement. Concisely, they cover those personal legal activities where a possible conflict of loyalties could result.

The benefits of police legal advisors cannot be underestimated. His assistance affects all personnel and operations of the police agency. The police chief executive is better able to carry out his administrative responsibilities and can be more effective in his position of command when he knows his decisions will stand the test of law.

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ILLINOIS STANDARD 9.3

MANAGEMENT CONSULTATION AND TECHNICAL ASSISTANCE

The State of Illinois should immediately establish a police management consultation service to make technical assistance available at no cost to every police agency within the State.

1. The State of Illinois should provide technical assistance teams capable of conducting an evaluation of an entire police agency or of a specific division or operation thereof, analyzing its effectiveness, and making recommendations for improvement.

2. The State of Illinois should make this service available only upon the request of the chief executive of the police agency and/or the chief administrative officer of the local governmental jurisdiction to receive the service.

3. The technical assistance team should submit written reports of its findings, together with its recommendations for improvements, to the police chief executive of the agency and to the chief administrative officer of the local governmental jurisdiction.

NAC COMMENTARY EXCERPTS

The police agency that retains obsolete organizational structure, management techniques, or operational procedures, cannot render effective police service to its community. Many police agencies, under the leadership of progressive chief executives and through the effective use of internal resources--staff inspection, planning units, research and development, and general input from agency personnel--have made substantial progress in identifying the needs of their agencies and in implementing the changes necessary to satisfy them. Although the police can justifiably take great pride in accomplishments of recent years, far too many agencies continue to operate as they have for years without adequately adjusting to the change taking place around them.

Every police agency, large or small, should see itself now and then through the eyes of an objective, competent outsider. This can best be done by having an outside consultant conduct an in-depth evaluation of the effectiveness and efficiency of each component of the agency. The outside consultant--responsible neither to those in command within the agency being studied, nor responsible for its operation--is in a position (not unlike that of the internal staff inspector) to conduct an objective survey and to make objective evaluations and recommendations.

ILLINOIS COMMENTARY

The complexity and diversity of modern day police operations require an increasingly high level of management skills and knowledge. While some police agencies have managed to keep pace with the demands of changing society and new technologies, most agencies lack sufficient inhouse capabilities and resources to update their performance accordingly. The result is often a fragmented functional approach that reduces police efficiency and effectiveness.

The existing realities of policing in Illinois preclude the development of adequate internal capabilities for evaluating departmental efficiency and effectiveness for nearly 70 percent of Illinois police agencies. To make matters worse, these agencies are those most likely to need technical assistance and, at the same time, least likely to have funds available for outside consultant services.

If a uniform degree of police efficiency and effectiveness is to be evidenced in Illinois, provision must be made to enable every police agency to receive competent management technical assistance at no cost. The State should assume the key role in implementing this standard by establishing a state-supported police management consultation service.

Obviously, to be effective, the state agency established must be staffed with specialists in all areas of police operations. In addition, it is important that the technical assistance staff have a thorough knowledge of police structure and operational requirements in Illinois. As pointed out by Illinois Association of Chiefs of Police President William O. Brey, in an article in the Illinois Police Association Official Journal:

For a long period of time many of the more progressive Chiefs of Police in Illinois had seen management studies conducted by persons who were sometimes not knowledgeable and who produced information and studies which did not necessarily meet the needs and were not always suitable for the problems of law enforcement of the various agencies in Illinois.

To further insure that the services provided by the state management specialists meet the needs of the police agencies served, it is recommended that legislation be enacted to provide for the establishment of a complementary Police Management Advisory Board. Members of this advisory board should be expert police practitioners representative of city, county, and State agencies.

It should be emphasized that the role of the state management agency is to meet police agency needs which the agency is unprepared to handle itself; it is not intended to be a substitute for local resources. Where local resources are inadequate to satisfy the needs of a department, the police chief executive and the chief administrative officer of the local governmental jurisdiction should request technical assistance from the state management consultation agency.

Because local government has a vested interest in the efficiency and effectiveness of its police agency, and because local governmental support and cooperation are vital to the success of every police agency, it is important that its chief administrative officer take an active role in both the decision to request state technical assistance and in the implementation of recommendations resulting from the state evaluation.

Through the combined efforts of police agencies and state and local government toward implementing this standard, higher levels of police service can result statewide. Not only would technical management assistance be Illinois-specific but it would be uniformly applied, fostering interagency communication and coordination.

To date Illinois has gone only half way toward implementing this standard. Recognizing the need of Illinois police agencies for effective technical assistance, the Illinois Law Enforcement Commission granted monies to the Illinois Association of Chiefs of Police in 1972 to establish a police service bureau. In an article appearing in the Illinois Police Association Official Journal, its director, John D. Madl, stated that the Police Service Bureau was established to "foster and enhance the professionalization of the Illinois law enforcement community."

The accomplishments of the Bureau have been creditable and attest to the needs of Illinois law enforcement practitioners. In a three-year period, with a maximum staff of five, the Bureau completed 93 major projects. But this was just the tip of the iceberg; many police agencies badly needing assistance could not take advantage of the Bureau's service because necessary local matching funds were unavailable. Under Illinois Law Enforcement Commission guidelines the Bureau is required to charge a fee for its services.

In 1976 attempts were made to establish a new state bureau to provide management and technical assistance to local police agencies. While initially unsuccessful, the commitment by practitioners was undaunted and a renewed effort to this end was initiated.

During 1977 proposed legislation that would create a Bureau of Local Assistance under the Illinois Department of Law Enforcement was prepared and is presently under consideration. The proposed agency would do what is being done now by the Police Service Bureau, but at no cost to the requesting agency.

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ILLINOIS RECOMMENDATION 9.4

THE POLICE AND THE MEDICAL EXAMINER

Professional law enforcement associations should endorse the concept of the Medical Examiner and should work actively with citizens and appropriate legislative bodies to seek the referenda necessary to establish the position of the Medical Examiner in each county. The function and authority of the Medical Examiner should be specifically limited to the determination of cause of death and such subpoena powers as may be necessary to determine cause of death. Statutes conferring the power and authority of the office of Sheriff upon Coroners or Medical Examiners should be repealed.

NAC COMMENTARY EXCERPTS

In nearly all States, the medical examiner or coroner has been given official investigative responsibilities in all cases of sudden, violent, unattended, or unexplained deaths. It has long been recognized, however, that the office of coroner has outlived its historic purpose: the assurance that the investigation of suspicious deaths would be handled free from political influence. Nearly two-thirds of the States have either eliminated the office of coroner in favor of a medical examiner system, or enacted legislation permitting such action by local option. The Advisory Commission on Intergovernmental Relations has recommended "...that States abolish the office of coroner" and "...enact legislation requiring the medical functions of the coroner be exercised by an appointed local medical examiner..." (State-Local Relations in the Criminal Justice System, August 1971). The need for maximum professional medical assistance to the police in this area is so critical that police agencies should support, if not initiate, efforts to bring about such changes.

In the better organized systems, now usually called medical examiner systems, there is broad scale investigation. (Some coroner systems are equally up-to-date.) Medical personnel are included at the scene; develop the medical history of the deceased, including the details of how and when injuries were sustained; and chart the course of hospitalization if the victim was not killed outright. There is also the postmortem examination with necessary microscopic, toxicologic, and other special studies. Although the medical examiner's office may conduct its own toxicologic analyses on specimens of the various organs, materials arising from autopsies--fingernail scrapings, hair, or other items--are frequently transmitted to a criminalistic laboratory for further examination and appropriate feedback to be used by the medical examiner. Finally, the examiner reaches a conclusion as to whether the death was homicidal, suicidal, accidental, or natural and prepares an opinion to support this conclusion.

Regardless of the final conclusion as to type and cause of death, it is essential that there be a strong liaison between the police investigators and the medical examiner throughout the entire investigation of the sudden death case.

In the event of a homicide, where a suspect is taken into custody and charged, the medical examiner will be called upon to testify as an expert for the State in preliminary hearings, grand jury proceedings, and the final trial. His testimony as to his factual findings is critical in establishing the corpus delicti in most homicide cases; based upon his skill in pathology and his experience in investigation of sudden and violent death, his opinions may be used to help establish such things as the method of attack and type of weapon used.

In the event of a fatal traffic accident, the accident investigator must furnish details of the accident to a pathologist who will correlate his findings with the events at the scene. The pathologist in turn must provide the investigator with information from the postmortem examination: presence of alcohol in the blood, disease conditions that might disable a driver suddenly and lead to an accident, or details of injury that indicate area of impact within the car. Through such cooperation, the team of police investigator and medical examiner can accurately determine the cause of the accident and contributing factors.

Even in the event of sudden deaths that ultimately are determined to be suicidal, accidental, or natural, the police investigator making the preliminary investigation is as much in need of the assistance of the pathologist to help rule out the probability of homicide as he would be to establish it. That no crime was committed does not necessarily mean police responsibility ends. The police investigator as well as the pathologist may be concerned in court with accidental deaths, workmen's compensation claims, the settlement of estates, and a variety of insurance problems.

Police investigating reports of missing persons must also maintain continual liaison with the office of the medical examiner to assure the identification of bodies that might otherwise never be identified.

The liaison between the police and the medical examiner is so important that arrangements should be made for the medical examiner to participate in police training. Wherever possible, he should be used in:

1. Preservice training--instruction in the laws of his office and how the system works;
2. Investigators' training--instruction in the medical aspects of homicide investigation;
3. Accident investigation instruction in details of injuries typical of traffic accidents, what can be determined from them, and the problems of natural disease that can cause or contribute to accidents; and

4. The criminalistic laboratory--instruction particularly in areas where the criminalistic laboratory assists in the handling of the evidence of toxins and the interpretations of such findings.

The police should also encourage the medical examiner to conduct training sessions with prosecuting attorneys and judges in order to acquaint them with medical testimony.

ILLINOIS COMMENTARY

In Illinois the coroner is charged with the duty of inquiring into the cause of death when the circumstances are suspicious, obscure or mysterious. Aside from the broad guidelines set forth in statutes, little is known of how the office actually functions. (An inquest on the Cook County Coroner, 1971)

The above statement reflects a serious concern of Illinois police. The investigative powers of the coroner outreach those of any sheriff, yet this position often is filled by persons with little or no legal or, in fact, medical expertise. Visible functional procedures and controls also are lacking in many instances. Undoubtedly, some coroners are well motivated and work diligently to the degree of their abilities; but in an age requiring highly specialized skills, it is paradoxical that such great responsibilities and extensive powers as those prescribed in Illinois statutes are granted with no regard to commensurate professional expertise.

To illustrate, Illinois statutes state that the coroner must make a preliminary investigation of sudden or violent death, maternal or fetal death due to abortion, death where addiction to alcohol or to any drug may have been a contributory cause, and death where the decedent was not attended by a licensed physician. Additional examples of the responsibility and powers delegated to the coroner can be seen in the following excerpts from the Illinois Revised Statutes:

Each coroner shall be conservator of the peace in his county, and in the performance of his duties as such, shall have the same powers as the sheriff (Chapter 31, §6).

Where the office of the sheriff is vacant, the coroner of the county shall perform all duties required by law to be performed by the sheriff, and have the same powers, and be liable to the same penalties and proceedings as if he were sheriff, until another sheriff is elected or appointed and qualified (Chapter 31, §9).

The Statutes further state that where there is no coroner the sheriff, sheriff's deputy, or police officer shall act in his stead. Division of investigative authority between the police and the coroner can impede legal progress, especially in a homicide investigation. Furthermore, the present situation creates a conflict in terms of the handling and custody of evidence. For the police agency, what is important is simply what caused the death. Therefore the office of coroner should be replaced by that of a medical examiner system, and the function and authority of the medical examiner should be limited to the determination of the cause of death and those subpoena powers necessary to determine the cause of death.

Police and states attorneys rely on the physical evidence and testimony of "expert" witnesses. A medical examiner can fill this need; a coroner, who has primary employment of a non-medical nature, cannot. Police must endorse the concept of the medical examiner in every Illinois county to maximize the benefits of professional medical expertise in this area.

Establishing the office of a medical examiner is not a new desire in Illinois. Efforts were made at the 1970 Constitutional Convention to eliminate the office of coroner. While the effort did not succeed, a compromise was reached whereby, according to State statute, counties may hold a referendum to eliminate the office of coroner and replace and transfer its duties as specified by "resolution or proposal." Local support for such a referendum should be sought by every police agency.

It is also recommended that efforts be made by police to seek deletion of those sections of the Illinois Revised Statutes that bestow police powers on coroners and coroners' powers on sheriffs or police. This statutory change could be effected by means of an Amendment to the State Constitution. Professional law enforcement associations should be the proponents of such an Amendment.

Progress toward total professionalization of Illinois law enforcement demands active efforts by its practitioners to effect change. Tradition must be replaced by advances--advances not only in the methods of organization, management, and operations, but also legislative advances to promote the betterment of law enforcement. Thus, local police and professional law enforcement associations throughout the State should dedicate serious efforts to seeking the proper legislative tools for full implementation of this standard.

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Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 10.1

THE EVIDENCE TECHNICIAN

The State of Illinois and every police agency should acknowledge the importance of efficient identification, collection, and preservation of physical evidence; its accurate and speedy analysis; and its proper presentation in criminal court proceedings. These are essential to professional criminal investigation, increased clearance of criminal cases, and ultimately, the reduction of crime. Every agency should have access to specially trained personnel to gather physical evidence 24 hours a day.

1. Every police agency immediately should consider the use of specially trained regular patrol officers for the location, collection, and preservation of physical evidence.

2. Every police agency with adequate personnel should consider immediately the use of specially trained evidence technicians to locate, collect, and preserve physical evidence at crime scenes and to deliver such evidence to the appropriate laboratory facility. These technicians may partially or entirely eliminate the need for deployment of specially trained regular patrol officers in gathering physical evidence.

3. Every police agency should insure that all incoming sworn personnel receive basic training in evidence-gathering techniques to develop the agency's capacity to retrieve and use any physical evidence present at the scene of a criminal investigation. Every sworn officer should then be held responsible for evidence collection in cases where an evidence technician or a specially trained patrol officer is not available.

4. Every police agency with adequate resources should maintain a mobile evidence-collection van containing equipment for securing and illuminating large crime scene areas and for storing and preserving physical evidence. The van should be staffed by qualified evidence technicians and should be used for major occurrences.

5. Every police agency should be responsible for its own crime scene searches and should immediately insure that all crime scenes are thoroughly examined for physical evidence, and that all evidence collected is submitted to the appropriate laboratory facility for analysis.

6. The State of Illinois should provide specialized training for local evidence technicians on a centralized or regional basis in order to achieve a statewide level of proficiency in the collection of physical evidence.

NAC COMMENTARY EXCERPTS

The ability of a police agency to gather, preserve, and use evidence recovered during the investigation of a crime is often the determining factor in the success or failure of a criminal prosecution. It seems logical to place this function in the hands of a person with the expertise to perform such duties.

Small agencies or agencies with critical manpower shortages will have difficulty in deploying evidence technicians on a full-time basis. All agencies should consider the use of regular patrol officers in the evidence-gathering function. Certain patrol officers should be selected according to their interests or abilities and given more intensive training in techniques of crime scene investigation and evidence collection. Upon completion of training, these officers should be deployed as regular patrolmen but should be available as needed for crime scene searches. To prevent a loss of patrol man-hours, these officers should engage in their specialized function for no more than 25 percent of their on-duty time under normal circumstances. The remainder of their duty tour should consist of regular patrol function. Agencies employing such a system should deploy these specially trained officers to insure their availability on a 24-hour basis.

A technician-patrolman offers many advantages to an agency. There is better use of time because the officer is always engaged in patrol duties unless called to a crime scene. There is quicker response time because he is already deployed in the field. Laboratory experts need be called to crime scenes only if the investigation is beyond the scope of the technician-patrolman, thus saving laboratory man-hours. As a training tool, such an assignment prepares the patrolman for investigative work. The nature of his duties also gives him the opportunity to promote a positive public relations image.

Larger and more specialized agencies may be able to employ full-time evidence technicians. It may be more economical for a larger agency to train and deploy two or three full-time evidence technicians than to engage eight to 12 patrol officers in such duties on a part-time basis. A full-time evidence technician should receive extensive technical training because his sole function will be the location, collection, and preservation of physical evidence. His responsibilities will also include the delivery of evidence to the appropriate laboratory for analysis. A sufficient number of full-or part-time technicians should be available to provide 24-hour coverage of field operations.

Adequate training and use of the evidence technician may minimize or eliminate the need for specialized deployment of the regular patrolman in gathering evidence. However, the regular patrolman always will be involved because gathering evidence is fundamental. In agencies where there are full-time technicians, the technician patrolman may be used to supplement them.

While the development of an evidence technician program is essential in upgrading the level of police investigations, it is in no way a panacea. There will be times when a technician or specially trained patrolman is unavailable to respond to a crime scene. The quality of the investigation may then depend upon the ability of the officer assigned the call. If he is familiar with evidence-gathering techniques, he may help bring the case to a speedy solution. If not, valuable evidence may be overlooked, tainted, or lost, and the case never solved.

To minimize the likelihood of evidence destruction or contamination, all sworn personnel should undergo some type of formalized training in evidence-gathering techniques. This training should be included in the recruit training curriculum to insure that all officers have such knowledge when they begin field assignments. In the absence of an evidence technician, the officer responding to the scene would then be capable of assuming responsibility for the preservation, collection, and disposition of evidence.

If left to the discretion of each police agency, the expertise of evidence technicians will vary drastically depending upon the quality of the agency's training curriculum. To be sure of a consistent and adequate level of performance, local technicians should receive similar training. This can be accomplished by establishing regional training centers.

Probably the most sophisticated evidence collection available to any agency is assisted by the mobile evidence van. This vehicle should contain all the equipment necessary for conducting a thorough investigation over a large crime scene area. It should be capable of immediate response to a given location and should be equipped to handle any type of major crime. It should be able to provide illumination over a large area and to preserve various items of physical evidence.

It should be understood that the evidence van will not function as a "rolling crime lab." Most items of evidence will still be taken to permanent facilities for analysis. However, the van ought to have the capability of performing routine field analyses such as positive-negative narcotic examinations and breath alcohol examinations.

Every police agency, regardless of size or locale, should bear the ultimate responsibility for thorough crime scene examinations to discover physical evidence connected with the commission of a crime. Police agencies should use whatever means are available to carry out this responsibility. Unless preempted by higher authority (an organized crime strike force, for example), the police chief executive is responsible for all investigatory processes within the jurisdiction.

Each agency has a further responsibility in its delivery of police services. All evidence collected at the scene of a crime should be submitted for analysis as soon as possible. An agency must determine the proper disposition of each item of evidence and insure its preservation, transportation, and submission to the appropriate laboratory facility. Whether the facility is local, regional, or State the agency must seek the speedy analysis of evidence and accurate retrieval of information..

ILLINOIS COMMENTARY

The above NAC commentary excerpts well define the importance of efficient police handling of physical evidence and the need for around-the-clock expertise in this area. Illinois police chief executives, in implementing this standard, should examine the evidence system used by the Northern Illinois Police Crime Laboratory for valuable guidelines. (The supportive role of the crime laboratory in general is discussed in Standard 10.2).

The Northern Illinois Police Crime Laboratory serves 44 municipalities. The nine-year-old crime laboratory provides these municipalities with four evidence technician vehicles and a total of approximately 200 on-duty evidence technician police officers that have been trained by the Northern Illinois Police Crime Laboratory. Two of the vehicles used are passenger cars that were contributed by member police departments; the other two are vans obtained through a Federal grant. All four vehicles are equipped for evidence collection and dispatch to the requesting zone as needed.

The vehicles cover two zones at a time and are rotated to a different two zones every 30 days to familiarize all evidence technicians with the equipment they contain. When a crime occurs the police department in that zone having the evidence technician vehicle sends out one of their evidence technicians who will be responsible for recovery, packaging, and transporting the evidence to the laboratory. At major crime scenes, the Northern Illinois Police Crime Laboratory will call upon neighboring police departments to assist in the investigative procedure. Although a Northern Illinois Police Crime Laboratory staff member will be at the scene to coordinate and direct in such situations, the evidence technician is under direction of the police chief executive where the crime occurred.

The only evidence processing done in the field is fingerprint dusting. Mr. Irving Haviland, Micro-Analyst and Assistant Director of the Northern Illinois Police Crime Laboratory, explained the reason for this was that the municipalities served are all within a close proximity, eliminating the necessity of processing at the scene for any evidence except fingerprints.

Having had the vans only 6 months, Mr. Haviland could not accurately comment on their success. The agencies that have had the opportunity to utilize the van service are being presently asked to critique their effectiveness. A majority of the agency reports received thus far have been favorable. The public also has responded favorably to the vehicles.

In order to receive the greatest possible benefits from the vans they must be operated by well trained evidence technicians. According to Mr. Haviland, each cooperating police department must maintain a minimum of one to three evidence technicians on alert, depending on department size. To insure that each police department maintains competent evidence technician personnel, a training program is offered twice a year exclusively to police departments. An exception is made for some special occasions wherein, with the Board of Directors'

approval, non-police personnel such as Navy or Army Intelligence and individuals from the Coroner's office may enroll in the program. Usually no more than 24 students are allowed to enroll in the 80-hour training program. However, last year because of retirement, deaths and terminations, the enrollment reached a high of 41 students. The program content includes, but is not limited to the following:

1. Photography
2. Chemistry
3. Crime scene processing
4. Homicide
5. Morgue processing
6. Handling of evidence.

The evidence technician training program is certified by the Illinois Local Governmental Law Enforcement Officers Training Board, which makes the local police agency eligible for State reimbursement for expenses and 50 percent of the officer's salary while he is attending the evidence technician course.

Every police chief executive has a responsibility to provide his officers with the information and training necessary for efficient and effective crime scene performance. Evidence and the manner in which it is handled are vital to the proper prosecution of a case. The widespread increase in crime indicates that more and more of the agency work load will be devoted to investigating crime scenes. The use of well-trained evidence technicians and crime laboratory services can positively impact on police professionalism, increased clearance rates, and ultimately, crime reduction.

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ILLINOIS STANDARD 10.2

THE CRIME LABORATORY

The State of Illinois should expand, maintain and fund a crime laboratory system including those local, regional, and State facilities which are capable of providing the most advanced forensic science services to police agencies.

1. Every police agency should have access to at least one laboratory facility capable of timely and efficient processing of physical evidence and should consider use of each of the following:

a. A local laboratory that provides analysis for high volume, routine cases involving substances such as narcotics, alcohol, and urine; routine analysis and processing of most evidence within 24 hours of its delivery; immediate analysis of certain types of evidence, such as narcotics, where the detention or release of a subject depends upon the analysis; and qualitative field tests and quantitative followup tests of narcotics or dangerous drugs.

b. A regional or a State satellite laboratory that provides the same level of service as a local laboratory and is situated within 75 miles of any agency it routinely serves, and is staffed with trained teams of evidence technicians to assist in complex investigations beyond the scope of local agencies.

c. One or more State laboratories that provide highly technical analyses that are beyond the capabilities of local, regional or satellite facilities.

2. Every crime laboratory within a police agency should be a part of the organizational entity that includes other support services, and should be directed by an individual who reports only to the agency's chief executive or to a staff authority who reports directly to the chief executive. Advisory groups of Police Chief Executives from agencies served by regional, satellite or State laboratories should be formed to work with the director of each laboratory in developing operational priorities, effective communications and the coordination necessary to insure the efficient, effective and timely delivery of laboratory services. Effective coordination between advisory groups should be considered as a prime factor in planning their establishment.

3. In maintaining a staff of formally qualified personnel who can provide efficient and reliable assistance in criminal investigations, every crime laboratory should provide that:

a. Every employee responsible for the completion of scientific analyses or testing hold at least an earned baccalaureate degree in chemistry, criminalistics, or closely related field from an accredited institution, and have a thorough working knowledge of laboratory procedures;

b. Every employee performing supervised basic scientific tests or duties of a nonscientific nature meet the agency's requirements for the employment of regular sworn or civilian personnel;

c. The laboratory director have sufficient management experience to perform his administrative functions satisfactorily;

d. All laboratory personnel be adequately trained and experienced;

e. Civilian personnel be used regularly so sworn personnel may be more appropriately deployed in other assignments, but provide that qualified sworn personnel be used when their abilities or expertise cannot be found elsewhere;

f. The working staff be sufficient to meet the demands of the laboratory caseload;

g. Salaries be commensurate with the specialized duties and qualifications of each position so that well-qualified personnel are attracted to and retained in these positions;

h. Promotional and career paths for laboratory personnel result in salaries at least equal to those employed in other equivalent laboratories; and

i. A clerical service capable of handling all of the clerical needs of the laboratory be maintained to insure that scientific and technical personnel perform a minimum amount of clerical duties.

4. Every laboratory that employs more than 10 nonclerical personnel also should establish at least one research position for solving specific laboratory problems and developing new laboratory techniques.

5. The chief executive of each agency responsible for the operation of a police laboratory should insure that the police laboratory function receives appropriate fiscal support and that the adequacy of its facilities is considered in structuring the agency's annual budget; every laboratory director should be able to assess and control the amount, type, and quality of evidence received by the laboratory.

6. Every crime laboratory director should implement and maintain a reporting system that provides data relative to its involvement in:

- a. Reported crimes;
- b. Investigated crimes;
- c. Suspects identified or located;
- d. Suspects cleared;
- e. Suspects charged;

- f. Prosecutions;
- g. Acquittals; and
- h. Convictions.

7. Every crime laboratory should establish close liaison immediately with:

a. All other elements of the criminal justice system to insure that laboratory findings are consistent with law enforcement needs and are being effectively used as investigative tools;

b. The scientific and academic establishments, to insure use of the latest techniques and devices available to the criminalist and the investigator.

NAC COMMENTARY EXCERPTS

The gathering of physical evidence at a crime scene will not improve the investigative process unless such evidence is translated into pertinent data related to the crime. No matter how sophisticated an agency's evidence collection methods, they are of limited value without a comparable system of analysis. There should be a laboratory facility capable of providing qualitative, quantitative, and interpretive analyses of all physical evidence taken into custody by the agency.

Time is often critical in a criminal investigation; the solution of a case may hinge on the rapid return of information to an investigator. Therefore, the laboratory facility should be capable of immediate analysis of evidence, even though some evidence may not demand immediate handling and may be returned to the agency on a routine or scheduled basis. The important thing is that the laboratory realize the difference and set up priorities to insure the speedy analysis and return of evidence when indicated. As a general rule, the return of evidence should be timely and should depend upon the needs of the investigators.

To insure timely return, it is imperative that all agencies establish procedures to facilitate the movement of evidence through the investigative, analytical, and judicial processes. Too often, an item is delayed at some point in the system until its value is reduced or completely lost. While procedures should provide for the smooth flow of evidence through the system, it is of much greater importance that continuity be maintained. Agencies should insure that the chain remains intact as the evidence passes from the evidence technician through the property clerk, chemist, and investigator, to the court clerk. In order to maintain its validity in the criminal process, evidence must be accounted for at every stage of its progress. Each person handling the evidence, for whatever purpose, should be required to sign for its release and its return.

A police agency should also have access to a laboratory facility that can provide services consistent with the techniques most often used by that agency. The laboratory must have the staff and equipment to perform those analyses of most frequent concern to its clients. Most agencies will require laboratory services for document examinations, drug analyses, and the identification of firearms, tool marks, and trace evidence. An agency whose primary functions are traffic enforcement and accident investigation may need facilities for blood alcohol tests, urinalyses, or spectrographic examinations of paint chips. The laboratory, especially at the local level, should be prepared and equipped to meet these varying analytical needs.

The local laboratory should provide accurate and reliable information to investigators, but the turn-around time for evidence submitted to the laboratory is often a controversial issue. Most items of evidence presented to the local laboratory should be processed and evaluated within 24 hours. In some cases, evidence analysis should be provided immediately. The detention or release of a narcotics suspect, for example, often hinges upon the positive identification of the evidence as a narcotic or dangerous drug; when a field narcoban test or similar examination is unavailable to the field officer, the laboratory should analyze the evidence at once. As another means of preventing a bottleneck, laboratory personnel may administer qualitative field tests in narcotics cases. Since field tests for narcotics have proved invalid in some instances, such tests should be used only when they have clearly demonstrated their reliability.

ILLINOIS COMMENTARY

Illinois has one of the best city crime laboratories in the nation--that of the Chicago Police Department. The State of Illinois also can claim having one of the earliest crime laboratory systems in the country. In the area of independent crime laboratories, Illinois has again been in the forefront with the highly successful regional Northern Illinois Police Crime Laboratory. But all Illinois crime laboratories share a number of common problems. These problems were discussed at length by the Support Services Sub-Committee, Standards and Goals Committee, and a panel of experts invited to provide input into the deliberations.

All Standards and Goals Committee members would agree with the following list of services which should be provided by the crime laboratory as cited in The Crime Laboratory: Case Studies of Scientific Investigation:

1. Link the crime scene or victim to the criminal.
2. Establish an element of the crime.
3. Corroborate or disprove an alibi.
4. Induce an admission or a confession.

5. Exonerate the innocent.
6. Provide expert testimony.

Agreement on the services to be provided by crime laboratories was not a problem. Differing opinions, however, surfaced in relation to the degree to which these basic crime laboratory services are available. One of the fundamental and foremost questions examined in the discussion of crime laboratories was: Does Illinois have an adequate system of crime laboratories? While the answer is yes, it is a qualified yes. In some parts of the State the existing laboratory services are adequate or better; in other parts of the State a regionalized concept is used to meet laboratory needs; in still other parts of the State, particularly the southern part, laboratory services are available but access is poor. Therefore, uniform availability of crime laboratory services was deemed to be a top priority in Illinois. It was agreed that every police agency should have a satellite crime laboratory available within 75 miles. This criterion would immediately qualify southern Illinois for an additional satellite crime laboratory to complement the existing facilities at DeSoto.

To insure uniform availability of crime laboratory services, State money for crime laboratories should be disbursed equitable among all crime laboratories in Illinois. Local police agency crime laboratories and private regional crime laboratories, such as the Northern Illinois Police Crime Laboratory, should share in the funds allotted for use by law enforcement and criminal justice. This was the consensus of both the Standards and Goals Committee and the panel of experts on crime laboratories. One of the panel experts, Mr. Francis Flanagan, former Director of the Chicago Crime Laboratory, pointed out that the Chicago Laboratory already enjoys an adequate budget and thus would not be approved State funding for instrumentation. Mr. Andrew Principe, Director of the Northern Illinois Police Crime Laboratory, was not opposed to some State funding and cited as an example that his laboratory had recently received State grant money.

When the State has a coordinated laboratory system the next step is to insure that the system is responsive to those it serves. As soon as practicable a system of "user advisory boards" should be established for this purpose. Every State-operated regional laboratory should create an advisory board composed of police chief executives, states attorneys, interested citizens, and the director of the regional laboratory. This board would provide input to the laboratory's administrator as to needs of the police and the quality of the work being done, generating a two-way flow of dialogue. In this way the laboratory users can understand its unique problems and a more effective liaison between laboratory and user can be established.

As was pointed out by Mr. Ted Elzerman, Assistant Superintendent of the Illinois Bureau of Investigation, what constitutes needed laboratory services in one area of the State may not be important in other areas. For instance, crime laboratories in and around Chicago need to be proficient in processing homicide evidence, while in rural Illinois the biggest need is for capable evaluation of evidence from burglary scenes. The Committee proceeded in this direction by pointing out the need for police to work directly with laboratory personnel in establishing local priorities for evidence processing. The weight of a substance suspected to be a narcotic, for example, might need to be known immediately in order to file the appropriate charges; whereas more time could be devoted to the detailed analysis of the substance without impeding the investigation.

Each regional laboratory director should meet with one or more selected regional advisory board members at least annually on a "State Laboratory Advisory Board." Appropriate members of the State Department of Law Enforcement should also serve on this Board. The function of the State Advisory Board would be to insure uniform levels of service to all citizens of the State. At the same time, planning input, budgeting, and manning needs of the laboratory system could be discussed to find common solutions to common problems. Uniformity of testing procedures and methods of analysis would be insured through a national level certification program (see Recommendation 10.4).

Scientific evidence supported by expert testimony is vital to police and states attorneys. It is often the needed emphasis to convince a wavering juror or judge so that a conviction can be obtained or the innocent set free. Illinois, already far down the road to having the finest crime laboratory system in the nation, can move even further ahead with the implementation of this Standard.

REFERENCES

1. Osterberg, James W. "The Crime Laboratory: Its Role in Investigation," The Crime Laboratory: Case Studies of Scientific Investigation, Bloomington, Indiana: Indiana University Press, 1968.
2. Support Services Sub-Committee Meeting, October 26, 1976, Harrisburg, Illinois, and January 13, 1977, Glen Ellyn, Illinois.
3. Standards and Goals Committee Meeting, February 18, 1977, Rosemont, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 12.2).

ILLINOIS STANDARD 10.3

THE PROPERTY SYSTEM

Every police agency immediately should establish a system for the secure and efficient storage, classification, retrieval, and disposition of items of evidentiary or other value that come into the custody of the agency.

1. Every police agency should establish a filing system that includes, but is not limited to:

- a. A chronological record of each occasion when property is taken into police custody;
- b. A separate itemized list of all items of property that are taken into custody;
- c. A record that indicates the continuity of the property from its entry into the system to its final disposition. This record should include the name of each person accountable for each item of property at any given time.

2. Every police agency should conduct regular property inventories and property record audits to insure the integrity of the system. Such measures should be performed by personnel who are not charged with the care and custody of the property, and the results should be reported to the police chief executive.

3. Every police agency should develop and maintain written procedures governing the function of the property system. All components of a multicomponent property system should be governed by the same procedures.

4. Every police agency that uses full-time employees in its property function should assign civilian personnel to all elements of the property system in order to release sworn officers for assignment to those police functions requiring them.

5. Every police agency should insure that proper training is delivered to all employees who are involved with the property system.

6. Disposition of property should remain the responsibility of the police chief executive or his designee and should not be a function of personnel assigned to the property system.

7. Every police agency should clearly designate the employees responsible for around-the-clock security of the property area and restrict entry of all other personnel into this area.

8. Every police agency should institute close security and control measures to safeguard all money, jewelry and narcotics which come into agency custody.

9. Every police agency should institute procedures to facilitate the removal of property from the system as soon as possible.

a. All identifiable property should be returned as soon as practicable after the rightful owner is located. Prior to disposition, all such property should be checked against stolen property records and all firearms should be compared with gun records to make certain that no "wants" or "holds" exist for such items;

b. Given sufficient personnel resources, personnel assigned to locate the owners of identifiable property should not be involved in the arrest or prosecution of the persons accused of crimes involving that property;

c. When property is no longer needed for presentation in court, and the owner cannot be determined, it should be disposed of in accord with applicable law.

10. Every police agency should insure that the property room includes:

a. A sufficient amount of space and facilities for efficient storage of property and records;

b. Easy access by agency personnel and by the public without lessening security or subjecting property to contamination;

c. A temporary storage area for perishable property; and

d. An area that provides an extra measure of security for the storage of narcotics and firearms.

NAC COMMENTARY EXCERPTS

Police agencies, regardless of their size, locale, or functions routinely take possession of evidence, personal property, and articles of value for which they become responsible. The agency must not only insure the safekeeping of such property, but provide for storage, immediate retrieval, and proper disposition. An agency can provide such services only if it maintains an accurate recordkeeping system.

As a minimum, a police agency should keep a chronological record of each property item booked into agency custody. This record may take the form of a logbook that is completed as the booking employee receives the property. The agency will then have a document reflecting the date and time property came into agency custody.

A separate and more permanent record should be made listing all items of property taken into custody as a result of a particular incident. This type of information usually is best documented in a format similar to that of arrest or crime reports. This report should include a complete description of each item, in addition to pertinent booking data and the circumstances surrounding recovery of the property.

Finally, a record should be kept of the movement of each property item from its entry into the property system until its final disposition. Information of this nature may be entered on file cards and should reflect an unbroken continuity to facilitate the immediate location of any item of property at any given time. It is imperative that this particular record include the name and assignment of each person responsible for a particular item during agency custody. Positive identification of employees who check property in or out of the system is essential.

Due to the functional complexity of some property systems, especially in large agencies, some means of measuring the reliability and efficiency of the system must be established. This is especially needed when an agency implements a new system or substantially modifies an existing one. Such measurements may be accomplished by conducting frequent audits of records to determine their accuracy and thoroughness. Property inventories should also be taken to insure the integrity of the system. These survey techniques, although used on a regular basis, should be impromptu and unannounced. The audits should be conducted by police agency staff elements not connected with the administration, supervision, or performance of the property function itself. After the results are reported to the chief executive or his representative, however, they should be made known to the commanding officer of the property unit.

The role of the property room employee should be well defined in any police agency. The employee should act only as the custodian of property coming into the agency and should have no voice or responsibility in authorizing the booking, release, or disposition of property. In most cases, the officer coming into the possession of the property initially will be the sole booking authority, since he is familiar with the circumstances bringing it to the agency's attention. In criminal cases, the concerned investigating officers will usually determine the release or ultimate disposition of property items according to case status. The release or disposition of items of nonevidence status should be contingent upon the authority of supervisory personnel of the property unit. Such safeguards will lessen the probability of loss, misplacement, or theft of property items by agency employees. The property unit is one in which potential temptations may be great; it is the responsibility of each agency to implement a property system that is supportive of the trust invested in the police service.

The property area should be restricted to employees assigned to the unit. The entry of all other employees into the area without proper authority should be prohibited. If regular property personnel are not used on a 24-hour basis, the care of property coming into agency custody in their absence could be the responsibility of the patrol commander on duty or a designated employee under his supervision. A secure area under the control of the watch commander should be provided for storage of property when regular property employees are off duty. This will allow the property room to remain secure until regular property employees return to duty.

No matter how extensive the precautions taken to safeguard items entering the property system, extra measures should always be effected in accepting and controlling money booked into agency custody. Money--whether the personal property of an arrestee, the stakes in a gambling game, or the fruits of a crime--is one of the major sources of complaints against police personnel. Money should always be stored separately from other property items, preferably in a safe or other suitable receptacle that can be locked. Substantial amounts of money (\$50 or more) should be counted and verified by a supervisor as well as a property employee, prior to acceptance into agency custody. A person depositing a sum of money into a property unit should always be given a receipt and asked to initial the amount. Similarly, persons receiving money from an agency's property system should be made to sign for its release.

Procedures should be instituted within each property system to provide for prompt property removal. Otherwise, the volume of items entering the system may create an overload and a need for additional storage space. Also, the lack of prompt disposition may unnecessarily deprive an owner of his property.

Agencies should make every effort to locate the owners of identifiable property and return it to them as soon as practicable. It is obvious that when such property is of evidentiary value the return must often await its presentation in court. When serially identifiable, property should be compared with stolen property records to insure that no "wants" or "holds" exist that may preclude its release. Firearms, especially, should be checked to prevent the release of a weapon that has been stolen or used in a crime.

Agency employees engaged as witnesses in trials involving booked property should not be responsible for locating the owners of such property. Following this rule will prevent personal feelings about the criminal investigation from entering into the search for the rightful owner. Furthermore, to assign this responsibility to investigative personnel would be to give location of the property owner a lower priority than other investigative duties.

Property that is unidentifiable or that cannot be connected with its rightful owner should be disposed of promptly when no longer needed. Contraband or weapons should be destroyed to prevent further illegal use. Other items may be auctioned publicly when all efforts to locate the owners have failed. Agencies should not auction or destroy property still reported stolen in State or other property files.

ILLINOIS COMMENTARY

The property system of every police agency is vulnerable to compromise, either by accident or intent. Items going into a property system should remain in it and be accounted for until such time as the property is legally disposed of. Further, because items of value--jewelry, money, narcotics and weapons--are placed into the system, a strict accountability must be maintained. Illinois chiefs, in discussion of this point, all knew of or had experienced in their careers a situation where property or evidence had become misplaced, lost, or tainted either by accident or intent. Therefore, it was emphasized that only through careful recordkeeping and strict auditing procedures could the possibility of lost property or evidence "slipping through the cracks" be avoided.

Illinois police practitioners recognized that the work force limitations of most police agencies make it unfeasible to assign a sworn officer full-time to the property system. Concurring with the NAC commentary, Illinois practitioners endorsed the philosophy of placing civilians in charge of the property systems on a full-or part-time basis where applicable. Properly trained, civilian personnel can enhance the efficiency of the agency's operations. Many agencies have civilian clerical personnel who would find the opportunity to perform this function not only challenging and interesting but also an inducement to remain at the job.

Written property procedures need to be developed by every police agency to insure clear, agencywide understanding of how the system functions and each officer's responsibility in regard to property and evidence taken into custody. Strict security regulations also must be maintained.

Inter-agency cooperation in the identification of the rightful owner of lost property has had successful results for many Illinois police agencies. Prior to property disposal, detailed rosters of all property items currently in a department's custody are prepared and distributed to neighboring police departments. This procedure increases the likelihood that property will be recovered by its rightful owner, which not only helps clear case records but also fulfills a useful public service, enhancing the agency's status in the community.

REFERENCES

1. Support Services Sub-Committee Meeting, October 26, 1976, Harrisburg, Illinois.
2. Standard and Goals Committee Meeting, December 17, 1976, Rochelle, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 12.3).

ILLINOIS RECOMMENDATION 10.4

CERTIFICATION OF CRIME LABORATORIES

It is recommended that a national program be established to insure that all tests and analyses performed by State, regional, or local laboratory facilities are procedurally sound and scientifically valid. The program should provide for the certification of those facilities whose testing procedures and scientific analyses meet the minimum standards set by the agency administering the program.

1. An existing national agency or organization should be designated to administer the program. This body should develop minimum standards by which it can measure every crime laboratory's level of proficiency.

2. The national agency or organization should conduct periodic evaluations of every State, regional, and local laboratory to determine its level of proficiency in performing laboratory tests. In conducting the evaluation, it should rate the laboratory only on the basis of those tests which it actually performs in rendering services.

3. The national agency or organization should, on the basis of the evaluation, certify every laboratory that meets or exceeds the designated minimum standards in all tests which it performs.

NAC COMMENTARY EXCERPTS

No matter how well organized, equipped and staffed a police laboratory may be, its operating efficiency cannot be evaluated realistically unless there is a way of measuring the accuracy and validity of the tests it performs. There must be a reliable set of standards against which a laboratory's test procedures and methods of analysis may be compared.

The standardization of laboratory services will result in the establishment of a uniform methodology among police laboratories throughout the country. It will enhance the image of the forensic scientist and the laboratory technician among other elements of the criminal justice system by maintaining a desirable level of expertise in the field. Ultimately, standardization may serve to remove some of the obstacles which presently hinder the presentation of evidence in court proceedings.

Because the level of forensic services available to police agencies will vary in different regions and States, any evaluation program should be national in scope. Such a national program would insure that the work performed by an local, regional, or State laboratory is procedurally and scientifically valid. The program should also provide for the formal certification of those laboratories whose tests and analyses meet predetermined criteria.

It is imperative that a national body be designated to establish and administer the certification program.

The agency or organization designated as the certifying authority for laboratory services should periodically evaluate the operations of every State, regional, and local police crime laboratory. Such evaluations should be conducted at least once every 3 years to determine the proficiency level of the facilities. A laboratory should be rated only on the basis of those tests or analyses actually performed in its day-to-day operations. The certifying body's determination that a laboratory is not providing a necessary service should not be considered in the certification procedure. Under such circumstances, the body may choose to recommend an extension of a laboratory's services or suggest a suspension of its regional status. The formal evaluation, however, should include only the services actually rendered.

A laboratory that meets or exceeds designated standards should be certified for a period not to exceed 3 years. A laboratory that does not completely measure up to minimum standards, but is capable of doing so within a reasonable period of time, should be granted a provisional certification. The national body should then conduct a followup investigation every 3 months to determine whether the laboratory will be fully certified or its provisional certification revoked.

A laboratory that fails to meet minimum standards should be denied certification when its resources will not allow its acceptability within a reasonable period of time. Such a facility should be restricted from performing those tests and analyses in which it was rated substandard.

ILLINOIS COMMENTARY

The Support Services Sub-Committee felt they lacked the necessary expertise to make a valid recommendation on certification. Therefore, in view of the important role that certification plays in any profession, a panel of experts was invited to meet to discuss this topic and other salient issues. Mr. Theodore Elzerman, representing the Illinois State Crime Laboratory System; Mr. Francis Flanigan, representing the Chicago Police Department Crime Laboratory; and Mr. Andrew Principe, representing the Northern Illinois Police Crime Laboratory, formed the Sub-Committee's panel of experts.

None of the experts opposed certification of crime laboratories. However, they raised questions concerning the methodology to be used and the basis of certification criteria.

It was agreed that certification testing criteria should be established by a body of professional practitioners at the national level. This would remove the State from the untenable position of having to develop testing criteria for its own agency and, further, insure uniformity with neighboring states. Efforts presently are being made to this end by such groups as the American Academy of Forensic Science.

The panel of experts pointed out that since each laboratory had differing capabilities, certification should be only for those services a laboratory provides. In addition, it was agreed that failure on one test of a specific certification area, such as blood typing, should not mean that certification of other areas, for example, fingerprint and firearms identification, would be affected.

After careful consideration of all input, the Standards and Goals Committee felt confident in making this recommendation.

REFERENCES

1. Support Services Sub-Committee Meeting, October 26, 1976, Harrisburg, Illinois, and January 13, 1977, Glen Ellyn, Illinois.
2. Standards and Goals Committee Meeting, February 18, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 12.2).

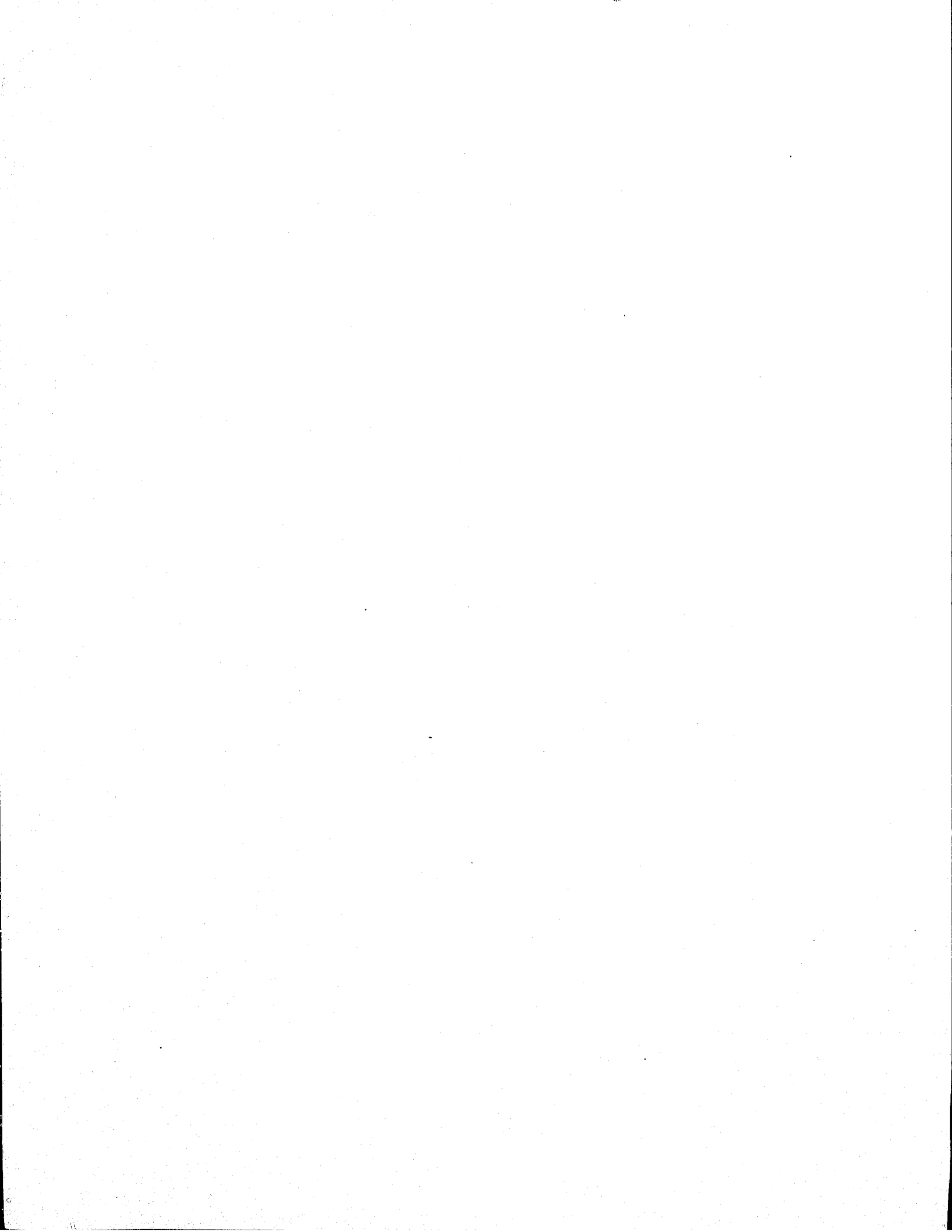


Standards and Goals Committee Report

Illinois Association of Chiefs of Police



CHAPTER 11
PERSONNEL —
RECRUITMENT, SELECTION AND ALTERNATIVES



ILLINOIS STANDARD 11.1

POLICE RECRUITING

Every police agency should insure the availability of qualified applicants to fill police officer vacancies by aggressively recruiting applicants when qualified candidates are not readily available.

1. The police agency with the sanction of the appointing authority should administer its own recruitment program.

a. The agency should assign to specialized recruitment activities employees who are thoroughly familiar with the policies and procedures of the agency and with the ideals and practices of professional law enforcement;

b. Agencies without the expertise to recruit police applicants successfully should seek expertise from the central personnel agency at the appropriate level of State or local government, or form cooperative personnel systems with other police agencies that are likely to benefit from such an association: every police agency, however, should retain administrative control of its recruitment activities.

2. The police agency should direct recruitment exclusively toward attracting the best qualified candidates without regard to race, sex, religion or national origin.

3. Police agencies seeking qualified applicants having appropriate college backgrounds to fill police officer vacancies as they occur should immediately implement a specialized recruitment program to satisfy this need and should establish permanent liaison with:

a. Placement officers and career counsellors in colleges and universities within a 50 mile radius of the police agency; and

b. Faculty members and heads of departments that provide programs specifically designed to prepare students for the police service.

4. Police agencies and appointing authorities should immediately insure that they are presenting no artificial or arbitrary barriers to discourage qualified individuals from seeking employment or from being employed as police officers.

a. Police agencies should engage in positive efforts and affirmative action to hire minority group members and women.

h. Every police agency seeking to employ women or members of a minority group should direct recruitment efforts toward attracting large numbers of these applicants. In establishing selection standards for recruitment, special abilities such as the ability to speak a foreign language, strength and agility, or any other compensating factor should be taken into consideration.

c. Every police agency seeking to employ qualified women or minority members should research, develop, and implement specialized recruitment methods. These methods should include:

(1) Assignment of women and minority police officers to the specialized recruitment efforts;

(2) Liaison with local community groups to emphasize police sincerity and encourage referral of qualified applicants to the police agency;

(3) Recruitment advertising and other material that depict women and minority group police personnel performing the police function;

(4) Active cooperation of the minority media as well as the general media in recruitment efforts;

(5) Emphasis on the community service aspect of police work; and

(6) Regular personal contact with the minority applicant from initial application to final determination of employability.

d. Every police chief executive and appointing authority should insure that hiring, assignment, and promotion policies and practices do not discriminate against minority group members.

e. Every police agency should evaluate continually the effectiveness of specialized minority recruitment methods so that successful methods are emphasized and unsuccessful ones discarded.

5. Residency should be eliminated as a preemployment requirement.

6. The appointing authority should provide application and testing procedures at decentralized locations in order to facilitate the applicant's access to the selection process.

a. The initial application form should be a short, simple record of the minimum information necessary to initiate the selection process.

7. The appointing authority should allow for the completion of minor routine requirements, such as obtaining a valid driver's license, after the initial application but before employment.

8. The police agency, through various incentives, should involve all agency personnel in the recruitment process.

9. The police agency and appointing authority should seek professional assistance--such as that available in advertising, media, and public relations firms--to research and develop increasingly effective recruitment methods.

10. The police agency and appointing authority should evaluate the effectiveness of all recruitment methods continually so that successful methods may be emphasized and unsuccessful ones discarded.

NAC COMMENTARY EXCERPTS

The recruitment and selection of personnel for the police service is a basic responsibility of management. This responsibility can no more be farmed out to other government agencies than can management's responsibility to organize, plan, or budget. To do so is to abdicate a management function that is crucial to the proper operation of any organization.

Recruiting efforts should be staffed as well as administered by the police agency itself. The police will be more efficient than outsiders as recruiters because the police are strongly motivated to recruit and select the most qualified candidates for police service. Also, police personnel have a better understanding of the requirements and demands of the law enforcement profession. Throughout the country there have been successful recruiting efforts staffed by police personnel; the recruitment programs of Overland Park, Kans., Kansas City, Mo., and Des Moines, Iowa are examples.

Successful recruiting efforts require that only qualified personnel be assigned to recruitment positions. Not all police officers have the knowledge, personality, and ability to speak in public that are needed to be an effective recruiter.

ILLINOIS COMMENTARY

The Standards and Goals Committee concurs with the NAC that recruiting should be the responsibility of the police department. The Committee reported that in too many communities the police department has no authority to recruit its police officers, the process being the responsibility of the local Civil Service Board or Board of Police and Fire Commissioners. The Committee felt these boards generally lack sufficient background knowledge of police work necessary for successful recruiting. Vital background information which would be routine and easily accessible to a police officer may be very difficult or even impossible for a board member to obtain. This does not preclude cooperative arrangements whereby such boards work in liaison with police agencies.

However, as noted by the NAC and expressed by the Committee, "the ultimate authority and responsibility for recruitment... of police personnel must remain with the police agency."

The primary target of any police recruiting program should be to attract and select the best qualified candidates. It is important and necessary to recruit from all sectors of society; however, the Committee stressed the need to develop one set of recruiting standards for all applicants to de-emphasize differences such as race, sex, religion, or national origin. It was felt that the existence of separate standards tends to direct the recruiting process toward hiring specific sectors rather than hiring the best qualified candidates. Therefore, this report has combined NAC Standards 12.1, 13.3, 13.6 and a portion of 13.2, General Police Recruiting, Minority Recruiting, Employment of Women, and College Recruiting, respectively.

In recent years the number of college-educated applicants has increased in correspondence with the growing number of available law enforcement degree programs offered by institutions of higher education. As pointed out by one Committee member, many police chief executives are overly impressed by the credentials of college-educated applicants. Often this has resulted in the college-educated individual being perceived as more recruitable based solely on his degree rather than on a comprehensive evaluation of his total attributes. Another problem frequently encountered is that in many instances college-educated applicants have been exposed to police supervision and police management courses as a part of police science or law enforcement programs. The individual so trained is eager to put his knowledge into practice; however, the new officer must start at the same work level as all hired applicants. As noted by one police chief executive, "there are not many things that will frustrate an individual more than to train him to do something and then not give him the opportunity to do it; therefore you have a frustrated police officer."

Even though there were negative comments on college-educated police officers, positive ones followed. For example, one police chief executive pointed out that in his experience the on-the-job performance of a college-educated police officer generally is better than that of non-degreed police officers. He felt this was true because the college-educated police officer has demonstrated that he has the capacity to be able to do well by experiencing a classroom situation.

The Committee's discussion on college recruits, although lengthy and very controversial because of the various police chief executives' experience, came to the conclusion that police chief executives have the responsibility to recruit among the college-educated; however, no "special consideration" should be given on the basis of academic achievement alone.

The police department's responsibility to recruit also extends to minorities. Minorities are not consciously excluded or discouraged from police service. However, as stated

in the NAC,

....few police agencies conscientiously and aggressively recruit minority group members....Many agencies, furthermore, may unconsciously discourage entry into the police service by their unfavorable treatment of applicants or incumbent minority personnel.

Seeking out and hiring....qualified minority group members is a goal that should be reached through special minority recruitment programs not through preferential or quota hiring. The specific hiring goal should be determined by comparing the minority makeup of the community with the minority composition of the police agency. Then an estimate should be made of the number of minority applicants necessary to achieve this goal within a reasonable period of time. Finally, specific recruitment techniques known to attract minority applicants should be applied. These techniques should be used in addition to general recruitment techniques, and emphasized or discarded on the basis of their proven effectiveness.

The aggressive seeking of qualified applicants among minorities also applies to women. It has been acknowledged that both are essential to effective police work.

NAC COMMENTARY EXCERPTS

The role of women in the police service has been based largely upon traditional and often outmoded ideas. Some misconceptions concerning the female's ability to perform certain "masculine" tasks have been dispelled as a result of changing social attitudes. The police service should keep abreast of social patterns and legal requirements by reassessing the function of women in the police field. Police administrators must determine whether expansion of the woman's role will further the cause of efficient police service.

As early as 1845, the public recognized that women perform certain police functions better than men. Two matrons were employed at the Tombs prison in New York City to process female prisoners. During the next 4 decades, the practice of using prison matrons became widespread. Just prior to the turn of the century, a movement to employ women as regular police officers gained support among several social action groups. This movement culminated in the hiring of the first regularly rated policewoman by the Los Angeles Police Department in 1910.

By the end of World War I, more than 220 cities employed policewomen. One of the major reasons for this relatively rapid acceptance of female peace officers was the change in the public's view of the police function. The use of women coincided with the newly accepted tenets of citizen protection and crime prevention, instead of exclusive concentration on the enforcement of laws and the detection of criminal behavior.

ILLINOIS COMMENTARY

As mentioned earlier, but worth repeating, the primary concern of police agencies should be quality rather than physical, educational, or residency differences that may exist.

NAC COMMENTARY EXCERPTS

Artificial preemployment residency requirements limit the number of applicants from which qualified candidates may be selected.

The legality of preemployment residency requirements is questionable. A Minnesota case, Carter v. Gallagher, 452 F. 2nd 315 (1971), attacked the legitimacy of the Minnesota Veteran's Preference Law. This law gave preference for government jobs to those who had lived in Minnesota prior to entering the military service or had lived in Minnesota for a period of at least 5 years after military service. It was alleged that the residency requirement discriminated against veterans who, although otherwise qualified, had not lived within the State for the required period of time.

The court found no compelling State interest in the residency requirement and further found that the requirement was inconsistent with the equal protection clause of the 14th amendment. The practice was ordered discontinued. This decision casts doubt on the constitutionality of any pre-employment residency requirement (IACP Public Safety Labor Reporter, March 1972).

Once a police officer has accepted employment, however, the value of his living within the community in which he works should not be overlooked or underestimated. Mutual understanding between the officer and other citizens results from the officer's assuming an active private role in addition to his professional role in the community. This rapport, in turn, helps the officer understand local problems and needs, while destroying the false and damaging stereotyped image many people have of their police. Such understanding develops when police officers become, for example, scout leaders or members of such groups as PTA, Optimists, or Kiwanis.

In any situation in which there is a good reason, such as an economic one, for an officer's not living within the community where he works, he should be required to live within a reasonable distance of it. At a minimum the "reasonableness" should be predicated upon time necessary to respond to an emergency call.

ILLINOIS COMMENTARY

Police departments are in competition with the private sector to attract qualified employees. If barriers such as preemployment residency requirements, centralized application and testing processes, and lengthy applications are requirements of a police department, the opportunity to hire qualified applicants will be restricted unnecessarily.

The Committee endorsed regional recruitment where applicable and decentralized testing along with the removal of barriers in applications. Application requirements such as the possession of a valid Illinois driver's license prior to selection can delay or discourage those seeking police employment. It is recommended that adjustments be made in the case of minor requirements to promote effective recruiting. For instance, the driver's license qualification could be altered to simply require that the applicant have a driver's license at the time he is hired.

Lengthy application forms can also be a barrier to effective recruiting. As pointed out in the NAC Commentary,

....A candidate normally cannot recall readily all the information required by a detailed questionnaire and will keep the application form to complete at a later date. Many of these applications may be lost or ignored, so the agency has no record of the applicant.

Perhaps the most efficient method of recording the initial application is to note all essential information about the applicant on a simple 8- by 5-inch card. From these data the applicant can be contacted later about testing and other processing.

Another reason for a simple initial application form is that a large percentage of applicants fail the written and oral tests; therefore, there is no need to record detailed personal information until the character investigation begins.

Finally, it should be pointed out that individual police agencies should continually assess their recruitment programs to insure they are using the most effective methods of attracting the best qualified candidates. As suggested by the NAC,

Police agencies should approach the recruitment of personnel with the idea of developing and using techniques and procedures that will satisfy their particular needs. Therefore, police agencies should establish a method to monitor the recruitment program

in order to determine which techniques are productive. Applicants should be queried as to how they were attracted to the police service and the particular agencies in which they work. Methods that attract a larger percentage of the total applicants should be bolstered and the less successful ones deemphasized or eliminated.

REFERENCES

1. Personnel Sub-Committee Meeting, November 8, 1976, Elk Grove Village, Illinois.
2. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 13.1).

ILLINOIS STANDARD 11.2

ENTRY-LEVEL PHYSICAL AND PSYCHOLOGICAL EXAMINATION

Every appointing authority should require all applicants for police officer positions to undergo thorough entry-level physical and psychological examinations to insure detection of conditions that might prevent maximum performance under rigorous physical or mental stress.

1. Every agency should provide, and require, as a condition of employment, that each applicant pass a thorough physical and psychological examination. This examination should:

- a. Be designed to detect conditions that are likely to cause nonjob-related illnesses, inefficiency, unnecessary industrial accidents, and premature retirement;
- b. Include a physical examination conducted under the supervision of a licensed, competent physician; and
- c. Include a psychological evaluation conducted under the supervision of a licensed, competent psychologist or psychiatrist.

NAC COMMENTARY EXCERPTS

Perhaps no professional group other than police is subjected so continually to the range of physical and mental stress under hazardous conditions common in police work. The police are allowed small margin for error in judgment or action and are constantly open to public scrutiny. No other profession is so readily and vehemently criticized when one of its members fails to perform his duties properly. Most police officers daily encounter hazardous situations requiring immediate action. An officer's physical or mental inability to react appropriately can be fatal to himself or others.

While an applicant's capability to respond properly under continual stress cannot be predicted with complete reliability, it is possible to identify with some accuracy through a thorough entry-level physical and psychological examination those individuals who are unsuited for the demands of police service.

The need for an entry-level physical examination of police applicants has been broadly acknowledged in recent years. Most agencies presently conduct some form of examination; however, the rationale for the tests and their scope vary widely.

Until recently, scant attention was given to medical and psychophysiological standards for law enforcement officers. In a profession where job-related medical problems are so prevalent, potential officers must indicate a high level of physical fitness.

Because physical problems frequently have psychophysiological components resulting from job-related stress, a need exists for an entry-level examination system that will identify those applicants most susceptible to medical problems.

The need for psychological evaluation was recognized by the President's Commission on Law Enforcement and Administration of Justice; the Police Task Force report states: "psychological tests...and interviews to determine emotional stability should be conducted by all departments. These examinations should be administered only by trained professionals and their limitations should be fully understood."

The emotional stability to withstand the stresses of police work is a primary requisite of police personnel. Officers must cope rationally with violence, verbal abuse, resentment, and emergencies. The emotionally unfit cannot withstand these stresses.

Many agencies have never required psychological evaluations; they consider the cost prohibitive. This appears to be false economy, however, when the potential costs of irrational acts of an emotionally unstable officer are considered. Although psychological tests do not offer an infallible guide to who will make a good policeman, they do help eliminate those who are unfit.

ILLINOIS COMMENTARY

The nature of police work is such that people with physical and psychological problems should be screened out in the hiring process. It is far cheaper to spend \$70 to \$100 per candidate for physical and psychological tests prior to appointment than to pay a lifetime of disability compensation to an officer for a physical condition that existed prior to appointment; or, pay out hundreds of thousands of dollars to a person who has been abused by a mentally unstable police officer.

The cost of any required physical and/or psychological testing should be assumed by the hiring governmental agency. If the governmental entity pays for the examinations it can designate which doctors the candidate will be examined by. This closes the door to possible collusion or falsified records pertaining to the candidate's health.

Care should be exercised in selecting competent professionals to administer psychological tests. As one practitioner stated, "There are many persons engaged in this testing, but only few do it well." This should serve as a caution to appointing authorities. Considering the impact a record of psychological testing can have on an individual's career, only those psychiatrists licensed by the State, recognized in their medical profession and with evidence of proven success and effectiveness in conducting psychological screening should be utilized. Further, any test used by a psychiatrist in the screening process should be one which has been validated.

It is painful to have to reject highly motivated, dedicated and apparently competent candidates for police service for medical reasons. However, it is in the best interests of

all, including the candidate's, to continue to maintain the most stringent physical and psychological examination program possible.

REFERENCES

1. Personnel Sub-Committee Meeting, January 4, 1977, Elk Grove Village, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 20.1).



CONTINUED

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ILLINOIS STANDARD 11.3

STUDENT INTERNSHIP AND CADET PROGRAMS

Police agencies should participate in the development of qualified police applicants by actively encouraging and participating in internship and police cadet programs.

1. Police agencies should implement a police cadet program that provides full or part-time employment for persons between the ages of 17 and 25 who have shown an interest in a law enforcement career. Persons employed in the cadet program should:

a. Meet the same physical, mental and character standards required of police officers;

b. Be assigned duties that prepare them for future responsibilities as regular police officers; police cadets, however, should not have the authority of a regular police officer or be authorized to carry firearms.

2. Police agencies should implement police intern programs which provide part-time employment for college students between the ages of 17 and 25 who have shown an interest in a law enforcement career. Persons employed as police interns should meet the requirements of the cadet program and should:

a. Be students carrying a full-time course load as determined by their college or university and work no more than 20 hours per week for the police agency;

b. Should continue in the intern program for the period of time required to earn a baccalaureate degree, if by age 25 they are within 1 academic year of earning a degree.

3. Police cadets upon completion of training and police interns upon attaining a baccalaureate degree should continue in the agency programs until they have had an opportunity to compete for a position on the eligibility roster of the agency.

4. Police chief executives should designate a member of the agency to coordinate cadet and intern programs in the agency and to serve as liaison with accredited colleges and universities having student intern programs.

5. Police chief executives, where appropriate, should also consider the use of specifically designed cadet programs to develop Community Service Officers for the agency.

NAC COMMENTARY EXCERPTS

Private sector employers and civilian and military agencies of the Federal Government customarily go to college and university campuses to recruit college graduates. Police agencies must also be willing to travel to campuses to establish personal contact with those they seek.

A technique to attract college graduates that is used by the private sector--as well as other governmental agencies--is to list job opportunities with college and university placement officers. To provide a flow of referrals from the colleges, agencies must maintain a continuing liaison with college placement officers, keeping them apprised of current opportunities.

ILLINOIS COMMENTARY

Student internship and cadet programs are a preemptive step on the part of Illinois law enforcement practitioners to meet shifting social and economic conditions. The evolution of a segment of law enforcement practitioners' philosophy on higher education is constructively dealt with in the program outlined in this Standard. Student internship and cadet programs are in accord with the policy of developing the best possible candidate for police service.

In an attempt to draw into police service the best qualified and not necessarily the best educated candidates, as discussed in Standard 11.1, the Committee embarked on an original course of action. Envisioned is a pool of police candidates who have been prepared for a police career through one of three agency programs:

1. The cadet program for those between the ages of 17 to 25 with high school degrees,
2. College internship for those pursuing a 4-year degree, and
3. A community service officer (CSO) program for those desiring a career in police service but for reasons such as lack of a high school diploma are denied this opportunity.

From these three diverse and distinct programs should surface sufficient numbers of highly qualified candidates to meet departmental goals of obtaining the best qualified officers. Furthermore, if an inadequate number of openings in the sponsoring agency occurred such that not all eligible cadets, interns, and CSO's could be absorbed, other Illinois police agencies would then be able to pick up these "blue-ribbon" candidates.

Student internship and cadet programs provide a valuable manpower resource for police agencies. The concept of interns and cadets is not new in Illinois. School internship programs such as that offered by Western Illinois University's Law Enforcement Administration Department have a long and excellent history of placing quality interns with participating police agencies throughout the State. Cadet programs also have been operated successfully in Illinois; the Elk Grove Village and DeKalb cadet programs are two examples.

The police agency sponsoring an intern or cadet program accrues numerous benefits that enhance recruiting and selection. To name a few of the most important benefits, it is generally recognized that such programs can provide the agency with the means to:

1. Draw minority members into police service and prepare them to compete successfully for vacant positions within the agency.
2. Provide a framework for retention of high school graduates who would have excellent potential in police service, but because of the minimum age requirements of 21 are lost to business, industry, or higher educational institutions where keen competition exists for their services.
3. Provide an excellent pre-employment orientation to police work that shapes the proper mental attitude and will carry over into everyday application when the candidate is hired as a regular police officer.
4. Draw in college-educated applicants before they graduate. This will enrich the educational process while providing a proper balance to the formal learning process.

It is the belief of the Illinois Standards and Goals Committee that cadet and internship programs offer police agencies a viable approach to bringing the college-educated candidate into police service.

In the late 1960's and early 1970's college-educated police officers were seen as a panacea for many of the ills afflicting police service. However, this was never a concept that received unanimous backing by police practitioners. Time seems to be on the side of those who did not completely embrace this philosophy. While police are now better educated as a whole, the question of whether pre-service education produces better police officers is still highly open to question, particularly given the attitudes expressed by the public and criminal justice practitioners of Illinois. What in fact many police chief executives have seen in recent years has been large numbers of college-educated persons seeking positions in police service due to a less than favorable nationwide economic

climate coupled with a rise in salary and job benefits for government employees. Generally, it can be said that most police chief executives consider a college-educated candidate preferable to one that is not, but gone is the day when credentials on paper indicate absolute potential for success. Rather, the new ethic seems to be "proved on paper, prove it in the field."

A unique facet of this Standard is its incorporation of the additional concept of the community service officer. This concept first came into existence in the report by the President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society. A careful articulation of CSO's role within the department is laid out in that report. Illinois law enforcement practitioners felt that the scope of the CSO as perceived by the President's Commission would not be totally compatible with the realities of police service in Illinois. Instead it was felt that the role of the CSO would be better suited to the performance of calls for service on a non-criminal or enforcement nature such as removal of a pet from a tree or an obstruction from a street. Primarily the duties of the CSO would be those outlined by the individual agency and could include station house duties such as booking arrested persons or manning the reception desk. The CSO can relieve police officers of minor duties and at the same time acquire valuable learning experiences directed toward future aspirations of a law enforcement career.

REFERENCES

1. Personnel Sub-Committee Meeting, January 4, 1977, Elk Grove Village, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
3. Joseph Maciejewski, Chief, DeKalb, Illinois Police Department, DeKalb, Illinois, Telephone interview with Standards and Goals Project Staff, July 6, 1977.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 13.2).
5. The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1967.

ILLINOIS STANDARD 11.4

STATE MANDATED MINIMUM STANDARDS FOR THE SELECTION OF
POLICE OFFICERS

Illinois should enact legislation establishing a State commission empowered to develop and enforce State minimum mandatory standards for the selection of police officers. This legislation should provide that the commission represent local government.

1. The majority of this commission should be composed of representatives of local law enforcement agencies to insure responsiveness to local needs. Police practitioners, other members of the criminal justice system, and local government officials should be selected as commission members for a fixed term.

2. This commission should insure that standards are met by inspecting for local compliance, and certifying as competent to exercise police authority, only those police officers who have met the mandated standards. The commission should establish minimum standards for:

a. Physical health, strength and agility, stature, and ability, with consideration given to the physical demands of police work;

b. Character, with consideration given to the responsibilities of police officers and the need for public trust and confidence in police personnel;

c. Personality profile, with consideration given to the need for personnel who are psychologically healthy and capable of enduring emotional stress; and

d. Education, with consideration given to the mental skills and knowledge necessary to perform the police function properly.

3. The State of Illinois should provide sufficient funds to enable this commission:

a. To employ a full-time executive director and a staff large enough to carry out the basic duties of the commission; and

b. To meet periodically.

4. The commission should be invested by the Legislature with the adequate authority to enforce the minimum standards which are set up for the selection of police officers. Consistent with the authority for enforcement shall be a procedure of review or appeal of commission decisions affecting individual police agencies.

ILLINOIS COMMENTARY

The Standards and Goals Committee felt strongly that a State Commission should be established to set State mandated minimum standards for the selection of police officers. It was their opinion that an existing agency having responsibility for assisting police service in Illinois--such as the Illinois Local Governmental Law Enforcement Officers Training Board--might logically be funded and staffed to perform this function.

NAC COMMENTARY EXCERPTS

The benefits of such a commission are obvious in the upgrading of the personnel inducted into the police service and in assuring the public of the professional character of their police.

Although such commissions operate on the State level, they should not usurp local control of local law enforcement but should assist local enforcement agencies in their progress toward professionalism. The makeup of commissions should, and in most cases does, assure the commission's responsiveness to the needs of local law enforcement. Some States require by legislation that the chief State prosecutorial officer be on the commission, but generally membership consists of local representatives including elected officials, law enforcement practitioners, and other members of the criminal justice system. The emphasis on local law enforcement representation is clearly justifiable. Who knows the problems and needs of local law enforcement better than local police executives themselves?

The International Association of Chiefs of Police survey (The State of the Art 1970) on police selection and training reveals that 25 of the 33 States that have such commissions mandate local compliance with the State standards. For effectiveness alone, mandatory compliance with State standards is appropriate. Illinois should empower its commission to inspect for compliance with the standards....Failure of an individual to meet State standards should deny him employment as a police officer.

ILLINOIS COMMENTARY

It should be emphasized that the State standards do not require local agencies to arbitrarily hire applicants meeting these minimum standards. The local agencies will have additional standards to meet their individual needs. However, those applicants not meeting the State minimum standards should not be employable in the police service of any Illinois police agency.

The Standards and Goals Committee also expressed the opinion that the commission should have the authority to take enforcement action against those police agencies that knowingly fail to comply with the State selection standards.

NAC COMMENTARY EXCERPTS

State commissions should address a wide range of standards and selection procedures to insure the selection of qualified police personnel. Each applicant must be measured in all dimensions, including mental ability, social skills, character, psychological health, as well as physical health, fitness, and stature. Prior to setting standards, commissions should define precisely the jobs to be filled and then establish standards that will aid in selecting those who will do the job best. Careful analysis may reveal areas in which a slight departure from accepted police standards would be proper.

Realistic physical standards are sorely needed in many police agencies today. The unduly burdensome requirement of 20/20 vision has been successfully abandoned by a number of police agencies for more realistic standards, such as 20/70 with an acceptable level of correction through eyeglasses. Physical strength standards cannot be abandoned: police officers still have to physically transport accident victims, chase fleet-footed burglars, and physically disarm dangerous persons.

The effectiveness of a State commission governing the selection of police officers will depend upon proper representation of membership, proper staffing and funding, and the reasonableness of its standards. To accomplish its goals, the commission must have a competent staff to perform research, make recommendations, and inspect for compliance. A full-time staff is necessary for the proper execution of commission responsibilities.

Funding to support the staff and compensate commission members is also important. Commissions may be funded directly from the State general fund or through a penalty assessment on criminal fines, as in California. The source of funding, however, is not as critical as the level of financial support.

REFERENCES

1. Personnel Sub-Committee Meeting, November 8, 1976, Elk Grove Village, Illinois.
2. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 13.4).

ILLINOIS STANDARD 11.5

THE SELECTION PROCESS

Every appointing authority immediately should employ a formal process for the selection of qualified police applicants. This process should include a written test of mental ability or aptitude, an oral interview, a physical examination, a psychological examination, and an in-depth background investigation.

1. Every appointing authority should measure applicants' mental ability through the use of job-related ability or aptitude tests rather than general aptitude tests. These job-related ability tests should meet the requirements of Federal Equal Employment Opportunities Commission guidelines.

2. Every appointing authority should retain the services of a qualified psychiatrist or psychologist to conduct psychological testing of police applicants in order to screen out those who have mental disorders or are emotionally unfit for police work.

3. Every appointing authority should use the results of psychological testing as a positive predictor of later performance within the police service only when scientific research establishes the validity and reliability of such a predictor.

4. Every appointing authority should conduct an in-depth background investigation of every police applicant before employment. The policies and procedures governing these investigations at least should insure that:

a. To the extent practicable, investigations are based upon personal interviews with all persons who have valuable knowledge of the applicant;

b. The polygraph examination is used where appropriate, but is not allowed to substitute for a field investigation;

c. The rejection of police applicants is job related;

d. Police applicants are not disqualified on the basis of arrest or conviction records alone, without consideration of circumstances and disposition; and

e. The background investigation of police applicants be conducted by the police agency whenever possible.

5. Every appointing authority should insure that no more than 8 weeks pass from the time of initial testing to final determination of employability; that applicants are promptly notified of the results of each major step in the selection process.

6. Every police agency should consider directing, into other temporary employment within the agency, qualified police applicants who because of a lack of vacancies cannot be employed immediately in the position for which they have applied.

NAC COMMENTARY EXCERPTS

Under the Extension Act of 1972 (Public Law 92-261) the authority of the Federal Equal Employment Opportunity Commission was extended to cover the employment practices of State and local government agencies. For all practical purposes, Federal courts have adopted the mental ability testing guidelines of the EEOC in the adjudication of civil rights cases alleging employment discrimination.

The EEOC guidelines prohibit the use of any test that adversely affects the hiring of classes of persons protected by the Civil Rights Act unless the test has been validated and evidences a high degree of utility, and suitable alternative tests are unavailable (Federal Register, EEOC Guidelines on Employee Selection Procedures, 1970). Validation requires proof that the test will predict job performance or will detect important elements of work behavior connected to the job for which the candidates are being evaluated. Unfortunately, most written tests of mental ability, particularly IQ tests, have not been validated.

Police agencies that use unvalidated tests of mental ability or aptitude are liable to court action brought by the U. S. Department of Justice. A finding of discriminatory testing may lead to the court's ordering preferential hiring. Police administrators should retain the management of their own hiring practices by insuring that the selection procedures are legal. Rather than abandoning all formal tests of mental ability, an agency should validate current selection devices or replace them, if they cannot be validated, with some more appropriate technique.

Police officers are subject to great emotional stress, and they are placed in positions of trust. For these reasons, they should be very carefully screened to preclude the employment of those who are emotionally unstable, brutal, or who suffer any form of emotional illness. A growing number of police agencies have turned to psychological screening to eliminate those who are emotionally or otherwise unfit for the police service.

The current usefulness of psychological techniques, however, is limited to the elimination of those who are grossly unfit for the police service. Current psychological techniques lack the validity necessary to support any refined prediction of the level of future performance or success within the police organization.

The success of psychological testing of police applicants depends heavily on the behavioral scientist who conducts the tests. He should possess a doctoral degree in a recognized behavioral science, earned from an accredited institution; have wide professional and practical experience; and understand the role of the police officer. A behavioral scientist who does not agree with the role of the police officer--as defined by the governing body and the police chief executive--should have no part in the selection process.

The police chief executive should select the behavioral scientist who conducts the psychological testing. His selection should be based on demonstrated qualifications and performance.

The need for public trust, respect, and confidence in the police service, and the responsibilities entrusted to police officers, preclude employment of the dishonest, the immature, the lazy, the immoral, or the unreliable.

A background investigation permits the systematic collection and evaluation of data concerning an applicant's prior life including information concerning his educational history, work record, physical and emotional health, character, and integrity. Jewell Ross, in Police Selection, states that the purpose of a background or character investigation is threefold: to learn how a candidate has behaved under a wide variety of circumstances (and from this to base a prediction concerning future performance as a policeman), to verify all statements made by a candidate in his application, and to prevent the police agency from hiring a person who will prove unqualified. This avoids the damage that both the department and the individual suffer when he must be separated from the service.

An adequate background investigation should be quite comprehensive, covering at least family data, education, employment, medical and military history, residences, organizations and affiliations, references, credit record, and police record. Such data should be collected and evaluated prior to hiring a police candidate; this avoids the disruption of activities and the embarrassment that result from hiring someone who subsequently is found to have been unqualified for the job.

As far as practicable, information concerning a police applicant should be gathered through personal interviews with persons who have knowledge of his activities. These persons should include his family, teachers, friends, neighbors, employers, supervisors, coworkers, and landlords.

Correspondence by mail is an inferior technique for gathering background data. Background investigators should not only strive to verify information already known about the candidate, but should seek to discover new information through investigating leads developed during interviews or examination of records. Such leads are not readily developed through written correspondence or third person contacts.

Thorough investigation may involve considerable traveling, particularly in the case of out-of-town applicants. Investigators' travels should be limited--perhaps to a 500-mile radius or within the State. Investigation of candidates who have lived outside that area may be conducted by other police agencies through reciprocal arrangements. Agencies in Dallas, Tex.; Houston, Tex.; Miami, Fla.; Honolulu, Hawaii; and Los Angeles, Calif., have agreed to reciprocal investigations on a regular basis.

The use of the polygraph as an investigative tool should be encouraged but should not replace background investigations. The polygraph may discover hidden facts concerning an individual's current or past life, but cannot provide such qualitative information as an individual's reputation as a worker, or his ability to interact satisfactorily with others.

Although the background investigation is vital and should carry as much, if not more, weight than any other phase of the selection process, information developed from this investigation should be weighed carefully. Grounds for the disqualification of a candidate should be related to the job for which he is being considered.

Disqualification based solely on arrest records, without information on the disposition of the arrests, has already been tested in a suit brought before the Illinois Fair Employment Practices Commission (Oats v. City of Cairo, Charge NOL95-46, October 29, 1971). A black police applicant alleged discrimination on the ground that he had been rejected because of arrests although the facts and the disposition of the arrests were not disqualifying and the agency would have hired the applicant if they had been ascertained.

The selection of police personnel is an expensive process that uses much manpower to hire a few qualified candidates. Police agencies should attempt to conserve resources by processing candidates in a cost-effective sequence. Some screening procedures cost considerably less than others, yet are likelier to eliminate a large percentage of the unfit. Savings are effected when written and oral tests are given prior to the more expensive steps such as background investigations, which are less likely to disqualify a candidate.

Once a police agency has identified a qualified police applicant, it should make every effort to assure his eventual entry into that agency. When budgets are strained and the agency has its full personnel complement, it is not always possible to offer immediate employment to qualified applicants. Therefore, there is a danger of losing the applicant to another police agency or to another career with prospects for immediate employment. One possible solution is to employ such personnel in a position other than police officer. With emphasis on the greater use of civilian personnel to perform tasks formerly assigned to police officers, it may be possible to hire the applicant temporarily in such a capacity. Police student worker programs offer another alternative.

ILLINOIS COMMENTARY

The Standards and Goals Committee noted that some Illinois police departments utilize non-police personnel or central personnel agencies to conduct background investigations. Without exception, the Committee was opposed to this practice. It is recommended that the background investigation of all police applicants be conducted by police personnel from the recruiting department.

Unlike the non-police personnel or central employment agencies, the experienced police officer, being a practitioner in police work, has acquired the necessary knowledge to adequately investigate applicants for police service. His knowledge and ability to collect background data more easily will in effect produce a more complete, comprehensive, and reliable investigation.

Lengthy selection procedures often discourage applicants from pursuing police employment. This has been confirmed by studies and evidenced by the fact that many applicants pass the preliminary screening but fail to appear for subsequent medical or oral board interviews. By accelerating the selection process and promptly appraising the applicant's status, it can then be decided if an applicant is qualified for police work before he becomes committed to another career. As noted by the NAC, at a time of fierce competition for the best human resources the attrition brought about as a result of lengthy selection procedures is detrimental to police departments. Every effort should be made to assure that qualified applicants be processed speedily lest they be lost to other careers where prospects for employment seem more likely.

REFERENCES

1. Personnel Sub-Committee Meeting, January 4, 1977, Elk Gove Village, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Des Plaines, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 13.5).

ILLINOIS STANDARD 11.6

ASSIGNMENT OF CIVILIAN POLICE PERSONNEL

Every police agency should assign civilian personnel to positions that do not require the exercise of police authority or the application of the special knowledge, skills, and aptitudes of the professional peace officer. To determine the proper deployment of civilian and sworn personnel, every agency immediately:

1. Should identify those sworn positions which:

a. Do not require that the incumbent have peace officer status under local, State, or Federal statute;

b. Do not require that the incumbent exercise the full police power and authority normally exercised by a peace officer;

c. Do not require that the incumbent possess expertise which can be acquired only through actual field experience as a sworn police officer; and

d. Do not contribute significantly to the professional development of sworn personnel.

2. Should designate as civilian those positions that can be filled by a civilian employee according to the foregoing criteria without reducing to an unsafe level the number of sworn personnel to adequately serve the jurisdiction of the agency;

3. Should staff with qualified civilian personnel all positions designed for civilians;

4. Should provide a continuing audit of all existing and future positions to determine the feasibility of staffing with civilian personnel;

5. Should develop a salary and benefit structure for civilian personnel commensurate with their position classifications;

a. These salary and benefit structures should be subject to not less than an annual review to insure that the jobs performed by the civilian employee have not changed significantly from those tasks for which the civilian was initially hired; and

b. In cases where significant change occurs, the salary and benefits should be adjusted to be commensurate with the job to insure that qualified personnel are hired and/or retained for that position.

6. Should insure that an opportunity for career development exists within each civilian position classification where the nature of the position does not limit or bar such opportunity;

7. Should conduct indepth personal background investigations of civilian applicants for confidential or sensitive positions. These background investigations should be as thorough as those of sworn applicants;

8. Should provide civilian training programs that insure the level of proficiency necessary to perform the duties of each assignment;

9. Should inform all civilian employees of the requirements for sworn police status and interview them to determine their interest or desire to seek such status subsequently, and should record all information obtained during such interviews;

10. Should assign those civilian employees who express a desire to seek sworn status later to positions that will contribute to their professional development as police officers; and

11. No attempt should be made to determine what a standard ratio of civilian to sworn personnel should be.

NAC COMMENTARY EXCERPTS

Most positions within the police service must be filled by sworn personnel. It would be impractical, and sometimes illegal, to use civilian personnel in activities directly related to crime such as regular patrol functions, vice investigations, and traffic enforcement. Nor can civilians fill positions requiring police experience, such as some supervisory or special investigative assignments.

Positions within some agencies should be reserved for developmental training of sworn personnel, even though civilians might otherwise fill them. These positions may include such duties as staff adjutant, research technician, or writers of orders, policies, or speeches. Any other positions which do not require the presence of a sworn officer should be designated as civilian positions. In this manner, an agency may alleviate a critical shortage of sworn personnel in field-related assignments. By employing civilian personnel in selected staff, support, and line functions, agencies can transfer sworn personnel to assignments where they can have a direct effect on crime reduction.

Police agencies should audit continually all positions and record any changes in the requirements for, or duties of, a particular position. When changes occur, the position should be reevaluated to determine whether a sworn officer or a qualified civilian can fill it best. For example, if a traffic control function formerly filled part-time by a sworn patrolman becomes a full-time job, perhaps a civilian could do it. Newly created positions should be closely scrutinized before sworn personnel are automatically assigned to them.

Many police chief executives have discovered that employing civilians saves money. A trained police officer generally demands a significantly higher salary than his civilian coworker, especially in large agencies. Although this is a valid management consideration, other factors must be weighed.

To realize the greatest benefit from any program using civilians, an agency must attract civilian personnel who are capable of doing more than routine simple tasks. Ideally, the police agency should be in a position to pick the most qualified individual from several eligible applicants for a specific job.

The way to obtain the best qualified civilian personnel is to establish a salary structure that is competitive with other employers seeking similar talents. It is unrealistic to expect a qualified forensic chemist to accept a job in a police crime laboratory if the salary is not comparable to that offered by private industry.

Salary separation within position classifications should reflect the variation in job categories and should provide equitable pay at every classification level. The administrative assistant must receive a salary commensurate with the education and expertise he brings to the job. His salary must be significantly higher than that of an untrained clerk. Similarly, a skilled polygraph operator should be paid more than an individual performing traffic control duties, for example.

Career development within a particular occupational classification is also essential. No matter how attractive an agency's salary structure may be, individual incentive is stifled without an opportunity to advance. Too often civilian employees, having no rank or classification structure comparable to that of sworn personnel, are limited to salary advancements based solely on seniority or raises. Those few supervisory or management positions available to civilians are seldom vacated, so promotions are very limited.

As more civilians are hired, more civilian supervisors will be needed. There is no reason to maintain first-level sworn supervisors over all civilian personnel. Therefore, if an agency considers the career development concept when it initiates its plan to employ civilians, career paths will be created as the program develops.

For highly specialized positions, such as handwriting expert or criminalist, where one individual has developed expertise and does not desire to move to another classification outside the field, the agency should insure sufficient salary incentives within the classification.

Civilian personnel may be required to handle confidential and sensitive matters. Whether such matters relate to agency personnel, criminal activity, or arrestees, it is imperative that information be disseminated only to authorized persons through proper agency channels. Consequently, civilian employees who will have access to confidential matters should be investigated with the same thoroughness as sworn personnel. The trust and loyalty of civilian employees runs just as deep as the trust and loyalty of sworn officers.

Many agencies have found that the extensive training in occupational classification given to sworn personnel is unnecessary for civilian personnel. Clerical personnel usually are hired on the basis of experience, while most other civilians are given on-the-job instructions.

As civilians move into more police-related functions, however, the necessity for formalized training will arise. No one can be expected to enforce parking laws or control traffic flow if he is ignorant of traffic codes and vehicular movement. A civilian guard responsible for the security of a police administration building must know how and when to use his firearm. Several progressive agencies have already instituted specialized civilian training courses.

People who apply for civilian jobs in police agencies often have an interest in regular police work. As they learn more about what the job entails, they become enthusiastic supporters of the police and spread the word in their communities about what the police really do. Such persons often make good police officers.

When individuals apply for civilian positions within a police agency, they should be informed, as a matter of course, of the prerequisites for sworn status. If they express interest in a regular police career, they should be contacted periodically to determine what course they have chosen. Adequate records should be kept of such interviews to insure that potential candidates are not overlooked or forgotten.

Interested civilian personnel who fall short of the standards for sworn status should be encouraged to correct any deficiencies and counseled how to do so. Advice should be followed up. Too often, agencies lose outstanding personnel because a minor problem that could have been solved is viewed by the applicant as a major barrier.

Civilian employees who have proved their interest in applying for sworn status should, if possible, be given assignments that will prepare them for police work.

ILLINOIS COMMENTARY

The general position of the Personnel Sub-Committee and the Standards and Goals Committee in regard to civilian personnel was aptly stated in the following comment of one Committee member: "If you can fill a job with a civilian, you should fill it with a civilian as opposed to a sworn officer."

Employing civilian police personnel in positions that do not necessarily require sworn personnel can benefit the overall effectiveness of the department. The police chief executives discussing this topic felt encouraged by the trend of putting qualified civilians into selected roles and jobs traditionally performed by sworn officers. Too often police chief executives are faced with the crisis of fielding the maximum number of sworn officers with no new money forthcoming to hire additional officers, or even to pay overtime. Assigning tasks such as records clerk duty to a police sergeant,

for example, can no longer be defended. The use of civilian personnel in positions which do not require the presence of a sworn officer makes it possible to utilize a limited number of sworn officers more effectively in positions where they can have a greater crime reduction impact.

Civilian manpower can be utilized by a police agency in numerous ways. Routine assignments such as police maintenance, mail sorting, receptionist, and clerical duties can be assumed easily by civilian employees. Police cadets and interns are often used in this manner. The agency may also find it beneficial to employ qualified civilians in more technical areas in which internal expertise is lacking. For example, the Wilmette, Illinois Police Department employs a civilian social worker to handle counseling and crisis intervention. Over the past five years, this arrangement has enhanced the department's services and released regular sworn officers to pursue primary police objectives.

One of the most important aspects of employing civilian personnel is developing appropriate job descriptions and qualifications for the position to be filled. In doing so attempts should be made to perceive future developments that may result in a change of requirements or duties for a particular position. Failure to plan ahead in this respect may result in losses to the agency, both in terms of economy and employee morale. For example, one northern Illinois police department hired civilian radio operators without first developing standards and qualifications for the position. Over a period of years the department acquired new, highly complex radio equipment that was beyond the capabilities of these civilian personnel. As a result, it was necessary to hire more skilled personnel to operate the equipment and those previously hired had to be utilized in other less effective ways, resulting in unnecessary monetary losses as well as internal employee conflict.

With the proper standards and monitoring, the use of civilian personnel has been demonstrated to be highly beneficial to police agencies throughout the country. As stated earlier, the Standards and Goals Committee supports the concept of identifying those positions within an agency which can be effectively handled by non-sworn personnel and staffing these positions with civilian manpower. However, the Committee expressed a strong concern over the possibility of having to meet future court-established fixed ratios of civilian to sworn personnel. The Committee is definitely opposed to this concept. The sole determinative of how many civilian employees are required in any police agency is directly related to the amount of work that diverts sworn personnel from their primary law enforcement functions and must be determined by the police chief executive.

REFERENCES

1. Anita Lutkus, Social worker, Wilmette, Illinois Police Department, personal interview with Project Staff, August 30, 1977.

2. Personnel Sub-Committee Meeting, November 8, 1976, Elk Grove Village, Illinois.
3. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 10.1).

ILLINOIS STANDARD 11.7

RESERVE AND AUXILIARY POLICE OFFICERS

Local, county and State police agencies utilizing reserve or auxiliary police officers should reconsider and re-evaluate the role of such officers.

1. Reserve and auxiliary police officers should not be used as a substitute for regular sworn personnel in delivering regular police service.

a. Reserve police officers are defined as part-time personnel who assist the agency in an emergency or unusual occurrence and who are not responsible for performing or delivering regular police service;

b. Auxiliary police officers are defined as those part-time personnel who have full police powers, who regularly perform and deliver a scheduled portion of the agency's police service and whose services could normally be provided to the agency by full-time sworn police officers.

2. When it is determined that an agency must utilize reserve police officers, the agency should:

a. Limit the role of the reserve police officers to the unarmed functions of traffic direction, non-hostile crowd control and assistance in natural disaster incidents;

b. Establish minimum standards for the selection and training of reserve police officers;

c. Provide adequate insurance coverage;

d. Provide reserve police officers with uniforms which are separate and distinct from those worn by full-time sworn police officers.

3. When it is determined that an agency must utilize auxiliary police officers, the agency should;

a. Establish recruitment and selection criteria equivalent to those for regular sworn personnel with the exception of medical and age requirements;

b. Provide auxiliary training equivalent to that provided regular sworn personnel;

c. Insure that the auxiliary training program meets or exceeds State standards that regulate the training of regular sworn officers;

d. Establish an auxiliary in-service training program equivalent to that for sworn personnel;

e. Furnish the auxiliary officer with the same uniform and equipment as a regular sworn officer; and

f. Require that an auxiliary officer perform his duties only under the direct supervision of a regular sworn officer.

4. All reserve and auxiliary police personnel should be under the authority, control and direction of the police chief executive.

ILLINOIS COMMENTARY

The primary functions of police auxiliary officers, as indicated in the Illinois Revised Statutes, are to aid or direct traffic, to aid in the control of natural or man-made disasters, and to aid in the case of civil disorder as directed by the Chief of Police, provided that in cases where it is impractical for regularly sworn police officers to handle regular and normal police operation the police chief executive may direct auxiliaries to do so.

Throughout Illinois, however, deviation from the above appears to be the norm rather than the exception. The actual duties performed by auxiliary officers differ widely from agency to agency. In some southern Illinois communities auxiliaries are the primary police force; in other communities the first act of a new police chief is to dismiss the auxiliary force.

Attitudes toward the use of auxiliaries varies among police chief executives. On the positive side, some police chief executives have found that auxiliaries can provide valuable services to the agency. In fact, Chief Louis L. Dreith of Bethalto, Illinois, commented that augmenting his regular full-time force with auxiliaries is an operational necessity. Chief Don Doneske of Riverside, Illinois, further pointed out that in addition to being an operational resource the auxiliary force can serve as a direct channel to community input and opinion. He analyzed the positive relationship with the auxiliary force as being extremely important in his community because the auxiliary is formed from Riverside residents whereas no regular sworn police officer lives in the community. Unfortunately, other police chief executives have not experienced success with their auxiliary forces. Many have disbanded auxiliaries; others would like to do so but have refrained because of possible negative political repercussions.

The divergency of opinion and widespread confusion over the exact role of the auxiliary officer led the Standards and Goals Committee and the Personnel Sub-Committee to devote two meetings each to discussion of this standard. As a result of these meetings it was decided that the existing realities in Illinois in respect to the function of the auxiliary officer necessitated the development of a definitional role. Because the real activities of the Illinois auxiliaries differ from that described in the Statutes and among agencies, two classifications were established by the Committee to eliminate confusion. These two classifications, auxiliary and reserve, distinguish between those part-time police personnel who have full police powers and who regularly perform and deliver a scheduled portion of

the agency's police service (auxiliary) and those part-time police personnel who assist the agency in emergency or unusual occurrence situations and who are not responsible for performing or delivering regular police service (reserve).

Although some police agencies must utilize reserve or auxiliary officers in order to maintain effective operations, heavy reliance on these personnel may prevent the police chief executive from obtaining more badly needed full-time officers. Auxiliary or reserve police officers should supplement not supplant the regular full-time force. Therefore, each police agency should reconsider and re-evaluate the role of its auxiliary or reserve force.

Wherever possible the role of the reserve or auxiliary police officers should be reduced or eliminated and full-time police officers should be used to replace the reserve or auxiliary force. Often, good community crime prevention programs as discussed in Standard 3.2 can significantly reduce the need for reserve or auxiliary officers. When it is determined that an agency must utilize reserve or auxiliary officers, however, the guidelines listed in the standard statement should be followed closely to prevent unfavorable public relations and ignorance of or abuse of the authority granted the reserve or auxiliary force.

Especially important in this regard is the need to provide adequate training to all reserve and auxiliary personnel. Police chief executives must insure that these personnel are as highly trained and motivated as possible. The training given to auxiliary or reserve personnel should reflect the duties they perform and should be on-going in nature. Auxiliary officers of the Riverside Illinois Police Department, for example; receive regular monthly training as well as the opportunity to attend all regular departmental training for sworn officers. If the individual police agency is too small to provide its own training, the police chief executive should make provisions for outside training for all auxiliary and reserve officers.

Obtaining quality auxiliary or reserve officers is a frequent concern of police administrators. In Illinois, police auxiliary or reserve officer appointments are made by the mayor or village president as prescribed by statute. In some unfortunate instances these appointments have become highly political. As a result the appointed officer may display a misplaced loyalty to the appointing official rather than to the police chief executive who is charged with his command. The problem may become further intensified because the police chief lacks clear guidelines for disciplining or firing auxiliary or reserve officers.

To cope with the management problems involved with the hiring and command of auxiliary and reserve officers, the police chief executive should maintain a close liaison with local hiring authorities. Clear guidelines for discipline and dismissal should be jointly established and reviewed by all concerned.

REFERENCES

1. Personnel Sub-Committee Meeting, January 4, 1977, Elk Gove Village, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 10.2).

ILLINOIS RECOMMENDATION 11.8

JOB-RELATED ABILITY AND PERSONALITY INVENTORY TESTS FOR POLICE APPLICANTS

It is recommended that a competent body of police practitioners and behavioral scientists conduct research to develop job-related mental ability and aptitude tests, and personality profile inventories for the identification of qualified police applicants.

1. This research should identify the personality profile, mental skills, aptitude, and knowledge necessary for successful performance of various police tasks.

a. The functional complexity of the police mission in urban and nonurban law enforcement should be defined specifically, following a comprehensive analysis of the police tasks involved in each environment.

b. Various mental skills, knowledge levels, and personality profiles should be defined and matched to the urban and nonurban police function.

2. Based on results of this research, tests, or test models and personality profile norms, should be developed and validated to determine reliably whether an applicant is qualified to perform the tasks of the position for which he applies.

3. The Law Enforcement Assistance Administration and the Illinois Law Enforcement Commission should fund and maintain a broad-based liaison between researchers and practitioners to encourage appropriate application of research results and to insure the flow of field information essential to continuing research.

ILLINOIS RECOMMENDATION 11.9

DEVELOPMENT AND VALIDATION OF A SELECTION SCORING SYSTEM

It is recommended that a competent group of police practitioners, behavioral scientists, and professional personnel administrators research, develop, and validate a selection scoring system based on physical, mental, psychological, and achievement characteristics that are reliable and valid predictors of police officer performance. This group:

1. Should identify those characteristics that are valid and reliable predictors of a police applicant's value--to himself, the police agency, and the public--as a police officer;

2. Should determine the relative values of characteristics, and levels within characteristics, as predictors of police officer performance, and should develop a system for representing these values numerically and combining them to arrive at a score; and

3. Should recommend for various types of police agencies operating under various conditions the minimum qualifying scores that validly and reliably predict performance that warrants hiring, and provide any technical assistance necessary for the agency to validate these scores and the criteria on which they are based.

4. The Law Enforcement Assistance Administration and the Illinois Law Enforcement Commission should fund and maintain a broad-based liaison between researchers and practitioners to encourage appropriate application of research results and to insure the flow of field information essential to continuing research.

NAC COMMENTARY EXCERPTS

The modern police executive should be vitally interested in recruiting and selecting the best human resources available. The police function is growing more sophisticated, placing greater demands on its personnel. As the law becomes more complex, so does the police officer's role. As social disorder increases, so does the challenge to law enforcement.

Two traditional means of determining the suitability of police applicants are the measurement of mental ability and aptitude and the assessment of personality. A certain level of mental ability is necessary in a competent police officer, and personnel with serious personality defects do not perform satisfactorily. The measurement and evaluation of both should remain part of the selection process.

This is particularly true in regard to tests for mental ability or aptitude, because these tests may have an inherent negative effect on the induction of minority group personnel. It has been pointed out by a number of psychologists that the cultural gap between the majority and persons of an ethnic minority can account for significant differences in test results while not necessarily predicting a significant difference in on-the-job performance.

The use of psychological screening has not achieved its full potential either. Presently the process is limited to identifying candidates who are grossly unsuited for the police service. Its potential to predict job performance and thus identify the best qualified candidates has not been realized. In the interest of professionalism and police effectiveness, these tools should be developed to realize their full potential.

ILLINOIS COMMENTARY

Illinois enjoys the status of being one of only a few states that have statewide validated testing for police applicants. One motivating factor for the development of validated testing was to meet ever increasing attacks by government agencies, such as the Equal Employment Opportunity Commission, on police testing and scoring methods. The new tests now in wide usage seem to have stood the legal test in terms of fairness to all job candidates. Testing provided in this State now covers the following areas:

- | | |
|-----------------------|------------------------------|
| 1. Reasoning ability | 8. Variable disposition |
| 2. Impulse control | 9. Work reliability |
| 3. Realistic judgment | 10. Listening ability |
| 4. Social restraint | 11. Self improvement |
| 5. Self control | 12. Financial responsibility |
| 6. Self confidence | 13. Like for authority |
| 7. Enthusiasm | 14. Work interest |

At present analyses of personnel failure rates are not yet complete, the work being approximately a year behind schedule. However, one would assume that appointing authorities and practitioners would be satisfied that validated tests are in wide use throughout the State. Such is not universally the case. In the Personnel Sub-Committee meeting varying viewpoints were expressed. One police chief executive stated that although today's tests are far better than anything used in the past, he was not totally satisfied. Another police chief executive pointed out that some police chief executives had tracked the success/failure ratio of the tests and were dissatisfied with the results. While today's testing is undoubtedly more sophisticated than most past practices, many police chief executives have noted a need for more reliable testing.

Out of the 64 areas of police services listed in the Criminal Justice System Survey conducted for this report, Illinois police Chief executives ranked recruitment and selection as upper-middle among their priorities for Standards and Goals development (see Appendix B). In the same survey, criminal justice practitioners as a group ranked recruitment and selection as their number one priority. Clearly this indicates the need for improved methods of selecting police candidates. While Illinois is far ahead of most states in the area of testing and selection, it is still apparently

years away from satisfying appointing authorities, police chief executives, and criminal justice practitioners. Therefore, the Standards and Goals Committee has promulgated Recommendation 11.8 and 11.9 to help solve existing problems and promote a more effective method of selecting qualified and competent police applicants.

Perhaps two of the most significant problems underlying the existing dissatisfaction are a lack of sufficient practitioner input into the development of testing materials and a lack of research indicating why candidates fail after appointment. What is needed is an interdisciplinary group that includes a heavy representation of practitioners to assist researchers in overcoming the problems in present testing mechanics and methodologies.

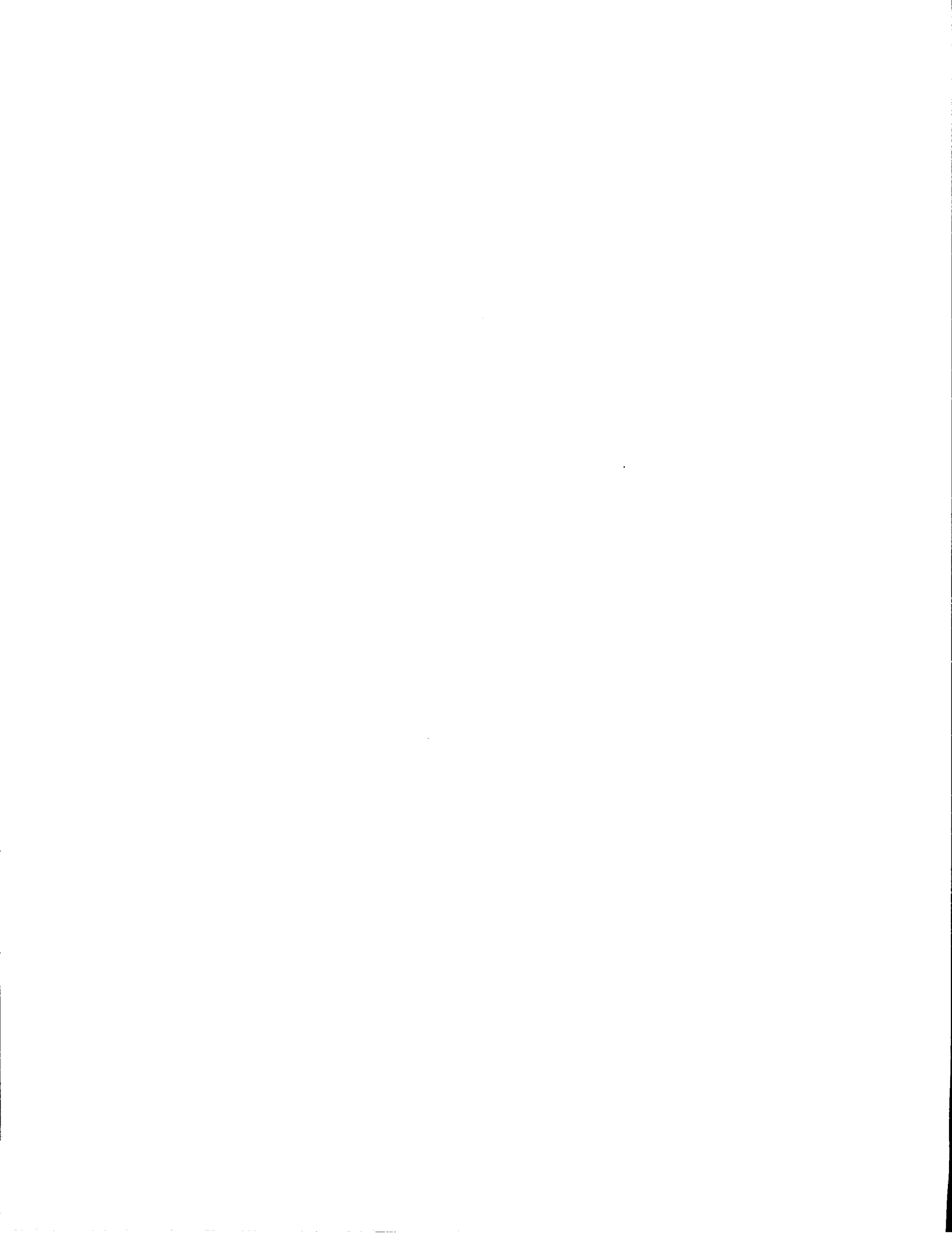
Another important area of concern to appointing authorities has been the expense of testing. Until a less expensive testing package is developed, appointment authorities should consider the following. At present \$32.00 per person is the going rate for the battery of written tests. Over a one-year period, Des Plaines, Illinois had 400 plus candidates, which required an expense of approximately \$13,000 for a portion of a process that resulted in only 27 finalists. This, however, should not be viewed as an area of major impasse. As pointed out by Clifford W. Van Meter, Director, Police Training Institute, University of Illinois, this expense must be weighted against the fact an officer who progresses from patrolman, sergeant, lieutenant to chief over 20 years will earn \$367,500 in salary at present earning levels.

The Law Enforcement Assistant Administration and the Illinois Law Enforcement Commission were singled out as the only agencies that can make these recommendations a reality. These two agencies can disperse the money necessary to fund the recommended study groups. Moreover, there exists within these organizations the means to insure on-going liaison between practitioners and researchers through their respective monitoring mechanisms.

REFERENCES

1. Criminal Justice System Survey, Illinois Association of Chiefs of Police, Standards and Goals Project Report, Appendix B.
2. Illinois Police Chief Executive Survey, Illinois Association of Chiefs of Police, Standards and Goals Project Report, Appendix A.
3. Personnel Sub-Committee Meeting, January 4, 1977, Elk Grove Village, Illinois.
4. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois

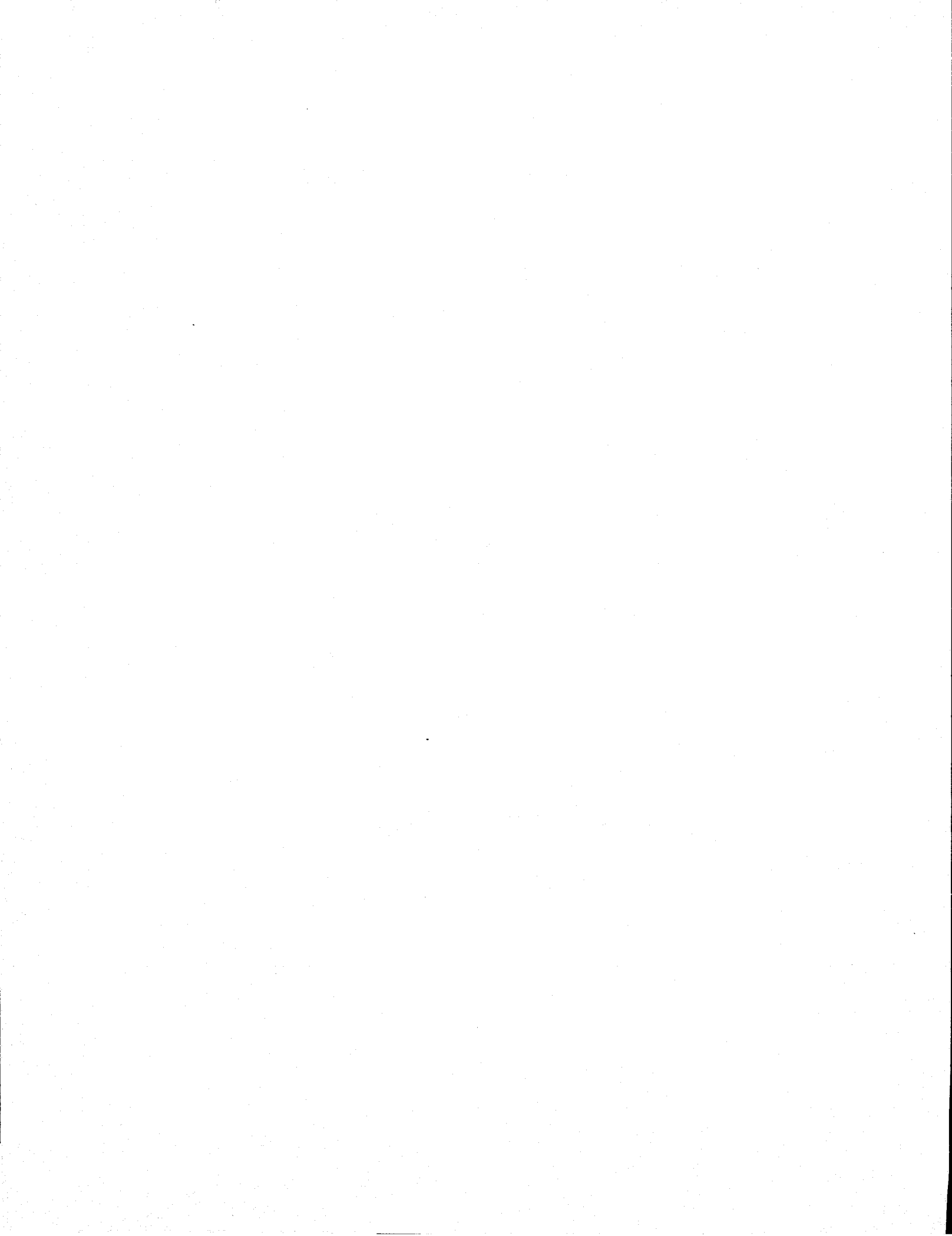
5. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., (Recommendation 13.1 and 13.2).



Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 12.1

STATE LEGISLATION AND FISCAL ASSISTANCE FOR POLICE TRAINING

Illinois should continue to legislate mandatory minimum basic training for police. A representative body should be maintained to develop and administer training standards for police and financial support for mandated training for police on a continuing basis to provide the public with a common quality of protection and service from police employees.

1. Illinois should enact legislation that mandates minimum basic training for every sworn police employee prior to to exercise of authority of his position.

2. Illinois should continue to support the concepts and objectives included in the Illinois Local Governmental Law Enforcement Officers' Training Board act and should provide adequate and stabilized funding on a continuing basis for the administration of training standards and programs for police.

3. Illinois should fully fund all mandated training. Reimbursement to participating agencies should include salaries, tuitions, living costs and travel expenses related to the delivery and acquisition of such training.

ILLINOIS COMMENTARY

In a project sponsored by the Illinois Law Enforcement Commission, Midwest Research Institute (MRI) conducted a study of Illinois compliance with the NAC Standards on training. In respect to the present standard, the study indicated:

Illinois is in near compliance with this standard. The Illinois Local Governmental Law Enforcement Officers Training Board (ILGLEOTB) was created in August 1966 by the Illinois Police Training Act. The board was created to certify police training curricula, training facilities, and instructors; and to provide to those agencies that decided to participate a 50 percent reimbursement for the total cost of sending a person to the prescribed recruit training course.

Originally, the Training Act provided a program of training for recruits only. However, in 1967, the Act was amended to cover all types of police training including basic, advanced, specialized and in-service courses. The Act was amended again in 1975 to require that all full-time local law enforcement officers appointed after January 1, 1976 must successfully complete the prescribed basic training course

within the first six months of their initial employment. Home rule units and elected county sheriffs are exempt from the mandatory provisions of the Act. However, all but eight of the 87 home rule municipalities participate on a voluntary basis. Of these eight, one is under contract with the Cook County Sheriff for its police services. The populations of the remaining seven communities range from 282 to 6,601.

In addition, Public Act 79-652, passed that same year, requires successful completion of a 24-hour course in use of firearms by all municipal and county peace officers appointed after January 1, 1976 prior to being allowed to carry or use a firearm. Home rule units are not exempt from this requirement.

Full compliance would require making the Act applicable to all sworn law enforcement officers prior to the exercise of police authority and provide 100 percent reimbursement of all training costs.

As expressed at the Committee and Sub-Committee level, the views of Illinois police practitioners are in accord with the findings of MRI. However, the practitioners' concerns went beyond the MRI recommendations.

To begin with, the Standards and Goals Committee felt it very necessary that the Illinois Local Governmental Law Enforcement Officers Training Board (ILGLEOTB) receive the necessary funding to increase staff for this standard to be truly effective. This additional staff would develop and administer training standards for police. In a telephone interview with Mr. Mervin G. O'Melia, Executive Director of ILGLEOTB, it was learned that the Training Board hopes to add at least three more police specialists to field positions in fiscal 1978 and '79. This standard would probably require three more persons in addition to the three presently proposed.

Another point unique in view of past practice and tradition in Illinois is the acceptance of the NAC's concept of training the recruit before utilizing him at length in the field. The fact that Illinois practitioners and police chief executives endorse this concept opens the door for future action in this respect.

In yet another area, the need for full funding of training was discussed and endorsed by the Committee. Although it was recognized that it was unlikely the Illinois legislature would move in this direction in the immediate future it is a desirable goal. Reimbursement at less than the statutory rate has been the reality in Illinois for the past several years.

While by law the police agency is supposed to receive 50 percent reimbursement of the cost of training, it was pointed out by Mr. O'Melia that disbursement of fiscal 1977 funds was 75¢ on the proposed dollar or to use an example given by Mr. O'Melia: "If the department training cost is \$2,000, the reimbursement is supposed to be \$1,000, but the actual reimbursement will be \$750."

One method shown to work in other states, to alleviate this chronic shortage of funds was presented as a House Bill to the Illinois legislature. It was proposed that the cost of police training be underwritten by those who break the law. On all motor vehicle and criminal offense convictions an additional minimal monetary sum would be charged the guilty party(s). This revenue would then be used for training Illinois police officers. Although the bill did not pass into law, continuing efforts should be made by police chief executives to pursue this form of legislation as a reasonable method to insure adequate funding for police training.

Because police training is essential to realizing the police practitioner's endorsed commitment to full police service for all Illinois citizens, Illinois legislators should be made aware of the importance of this standard and urged to support or maintain its full implementation.

REFERENCES

1. Illinois Local Governmental Law Enforcement Officers Training Board, "Disbursement of Fiscal Year 1977 Funds to Participating Governmental Units", Springfield, Illinois.
2. Training Sub-Committee Meeting, November 4, 1976, Pontiac, Illinois.
3. Standards and Goals Committee Meeting, December 12, 1976, Rochelle, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 16.1).
5. Midwest Research Institute, The Description of Existing Criminal Justice Training in the State of Illinois and Development of a Training Management Plan, Kansas City, Mo., 1976.
6. Mervin G. O'Melia, Executive Director, Illinois Local Governmental Law Enforcement Officers Training Board, Springfield, Illinois (telephone interview with Project Staff, September 1, 1977).

ILLINOIS STANDARD 12.2

PROGRAM DEVELOPMENT

Every police training facility should immediately develop additional, effective non-basic training programs, the length, content, and presentation of which will vary according to specific subject matter, participating police employees, and agency and community needs.

1. Every police training facility should insure that the duration and contents of its training programs cover the subjects every police employee needs to learn to perform the tasks he will be assigned.

2. Every police training facility should design specific courses according to the performance objectives of the course and should specify what the trainee must do to demonstrate achievement of the performance objective.

3. Every police training facility serving more than one police agency should enable the police chief executives of participating agencies to identify and choose for their personnel elective subjects in addition to offering the minimum mandated training.

4. Every police training facility should insure that its training programs satisfy State standards for police training as well as meet the needs of participating police agencies and that its training is timely and effective. These measures should at least include:

- a. Regular review and evaluation of all training programs by an advisory body composed of police practitioners from participating agencies;
- b. Periodic field observation of the operations of participating police agencies by the training staff; and
- c. Continual critique of training programs through feedback from police employees who have completed the training programs and have subsequently utilized that training in field operations and from their field supervisors.

NAC COMMENTARY EXCERPTS

Much police training has been dictated by reactions to crises. One police middle manager in Chicago, Ill., suggested that whenever a police problem or public incident arises it becomes a training problem requiring a change in curriculum. When a new subject is added or an existing subject is expanded, the course is seldom lengthened. Therefore, some subject must

be shortened or eliminated. Often the police chief executive decides what to add, and the training director decides what to cut. The eagerness of the police chief executive and of the training staff to be responsive has resulted in frequently changed, haphazard curricula.

The number of hours in a police training program is not as important as content and student ability. Subjects taught should be geared to the needs of a specific agency. There are similarities and differences in police training needs. Different individuals assimilate training material at different speeds and levels of competence, but virtually no police training program takes this into account.

The IACP's Police Reference Notebook lists complete basic police training programs of 200 to 600 hours. The length of many police training programs is based on what the agency finds practical and convenient--not necessarily wrong--but at best, training program lengths currently used are minimal.

The content and even the length of similar courses could vary for different agencies. Basic police training will vary for State police, highway patrol, and police in rural, urban, high density, low density, or resort areas. However, the training must be sufficient to prepare the employee to perform his specific job acceptably. Although subjects are covered in the academy, police students frequently have not learned what is expected of them when they graduate.

Police recruit officers enter training with varying degrees of knowledge, skills, and abilities. The basic training program should bring all students up to a predetermined level of knowledge and skill. The duration of the course may be too long for some students and too short for others. But as long as the lockstep method of training is used, the course should be long enough to bring the majority of students to the predetermined level of efficiency. Those who fall short should be given remedial training, and if that fails, should be terminated. Too often there are no instructional objectives, or they are set too low to equip young men properly for the police job.

Once course contents and duration are established, program objectives should be developed. Instructional methods that enable police candidates to progress most rapidly toward these objectives should be used. Moreover, procedures to evaluate the trainee's progress toward the objectives should be implemented.

According to Dr. Robert Mager, educator, and author of Preparing Instructional Objectives, persons interested in transmitting skills and knowledge to others must answer three important questions: What should we teach? How will we know when we have taught it? What materials and procedures will work best to teach what we wish to teach? Not only must these questions be answered to instruct effectively, but they must be responded to in the order they are listed. Few police training programs answer these questions.

Once performance objectives have been selected, they must be communicated to the learner. Objectives are fully realized only when the trainee can demonstrate mastery. A clearly stated objective succeeds in communicating to the learner a visual conception of a successful trainee's skills at the end of the course or at the end of part of the course. A statement of specific course objectives is not explicit enough to be useful until it indicates how the instructor intends to sample understanding. The teacher must describe what the learner will be asked to do to demonstrate his understanding. Thus the statement that communicates best will be one that describes the expected terminal behavior of the trainee. Such a statement should identify and define the desired behavior as well as specify the criteria of acceptable performance.

Specifying the minimum acceptable level of demonstrated ability for each objective creates a performance standard against which instructional programs can be assessed; it can then be readily ascertained whether or not a program has been successful in achieving the instructional intent.

Undoubtedly, one of the most obvious ways to indicate a lower limit of acceptable performance is to specify a time limit for completion of an activity. For example, the evaluation of rapid fire on a pistol course is directly contingent upon completion within a specified period of time. Time limits often are imposed upon trainees more informally when they are told how much time will be allowed to complete a written examination.

Other criteria of successful performance may be in the form of a minimum acceptable number of (1) correct responses, (2) principles that must be applied in a given situation, or (3) principles that must be identified.

Time limits and minimum numerical scores are not necessarily essential. What is essential is that there be a reliable, accurate method to measure trainee performance according to stated performance objectives.

Evaluation and critique enable the training staff to find out how effective it has been in achieving performance objectives. The information gained from evaluations and critiques can also be used to justify changes in course content and instruction, for overall program improvement, and for administrative purposes such as justifying training expenses or additional personnel.

An advisory board consisting of members of participating agencies insures that programs remain responsive to agency needs. Line police officers should be included because they are in close touch with job reality.

Training staffs usually are removed from daily police operations. To be sensitive to current operational needs, they must be required to conduct field observations with all participating agencies and maintain constant liaison with the operational force.

Chicago, Ill., requires that lead instructors attend regular departmental staff meetings in their instructional areas. The agency also permits all instructors to perform tours of field duty, up to a week in duration, to assist them in maintaining subject relevancy.

The successful trainee can provide valuable assistance in improving the program. After these employees have been in the field they should be brought back periodically to the training center, or the training staff should go to them, to discuss the good and bad points of the program. The employees and their immediate supervisors, probably better than anyone else, know the deficiencies of the program.

ILLINOIS COMMENTARY

Police officers share a common obligation with doctors and lawyers in the continual need for refinement of their skills through training. In Illinois, a wide range of programs are available for both certified and noncertified police officers through the Illinois Local Governmental Law Enforcement Officers Training Board (ILGLEOTB). The degree to which Illinois police officers avail themselves of these programs cannot be accurately determined, but some figures are available.

For instance the IGLLEOTB 1976 Annual Report, citing figures from in-service officer training provided by the Police Training Institute (PTI), at Champaign, Ill., for that year indicates that 2,000 officers completed one of 32 different in-service courses offered. In addition, during the same year another 192 took advanced training at the Police Training Institute. This is a sizable achievement given the agency's modest budget and the fact that an additional 1,146 police recruits were trained in the same year.

Performance objective instructional methods enhance the value of police programs to the officer being trained and also enable program managers to assess the success of the program in terms of whether it is accomplishing its stated purpose. Clifford W. Van Meter, Director of the Police Training Institute, pointed out that the Training Institute began using this method for recruit basic training in January, 1977. In February, 1978, the results will be evaluated by PTI staff and a report of findings will be presented to the IGLLEOTB in March of 1978. Critiques of the new method by students and instructors are favorable thus far according to Director Van Meter.

In-service training is the manner in which old skills are refined and new skills learned. It is an essential part of all police careers. Programs must continue to be reviewed so that police training will remain responsive to the needs of the citizens of Illinois.

REFERENCES

1. The Illinois Local Governmental Law Enforcement Officers Training Board, 1976 Annual Report, Springfield, Illinois.

2. Training Sub-Committee Meeting, November 5, 1976, Pontiac, Illinois.
3. Standards and Goals Committee Meeting, December 17, 1976, Rochelle, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 16,2).

ILLINOIS STANDARD 12.3

PREPARATORY TRAINING

Every police agency should take immediate steps to provide training for every police employee prior to first assignment within the agency, and prior to assignment to any specialized or supervisory function requiring additional training.

1. Every sworn police employee should satisfactorily complete a minimum of 400 hours of basic police training. In addition to traditional basic police subjects, this training should include:

a. Instruction in law, psychology, and sociology specifically related to interpersonal communication, the police role, and the community the police employee will serve;

b. Assigned activities away from the training facility to enable the employee to gain specific insight in the community, criminal justice system, and local government;

c. Additional training counselling for individuals who are deficient in their training performance but who, in the opinion of the training staff and employing agency, demonstrate potential for satisfactory performance; and

d. Additional training by the employing agency in its policies and procedures, if basic police training is not administered by that agency.

2. During the first year of employment with a police agency, and in addition to the minimum basic police training, every police agency should provide full-time sworn police employees with additional formal training, coached field training, and supervised field experience through methods that include at least:

a. A minimum of 6 weeks of field training with a sworn police employee who has been trained as a field training officer;

b. Rotation in assignments to familiarize the employee with varying operational and community experiences;

c. Documentation of employee performance in specific field experiences to assist in evaluating the employee and to provide feedback on training program effectiveness;

d. Self-paced training material, such as correspondence courses, to assist the employee in acquiring additional job knowledge and in preparing for subsequent formal training;

e. Regular meetings between the coach, the employee, and the training facility staff to identify additional training needs and to provide feedback of training program effectiveness; and

f. A minimum of 2 weeks' additional training at the training facility after one year's employment in field duties.

3. Every police agency should provide un-sworn police employees with sufficient training to perform satisfactorily in specific assignments and to provide them with a general knowledge of the police role and the organization of the police agency.

NAC COMMENTARY EXCERPTS

The British police historian Charles Reith wrote of police training in the United States, "It can be said of police training schools that the recruit is taught everything except the essential requirements of his calling, which is how to secure and maintain the approval and respect of the public whom he encounters daily in the course of his duties." While this is still partially true today, several police training programs are tackling this shortcoming.

New police officers take courses in sociology, psychology, and related subjects in order to gain understanding of human values and problems. This knowledge makes the policeman more effective, increases his personal satisfaction, and reduces tension in public encounters. These courses should be tailored to the public function of the specific agency and community. Police training academies are properly turning to the local colleges and consultants for development, presentation, and evaluation of courses in this area.

How much training and education is necessary to develop a new employee into a police officer? The answer is not known. Recommended basic police training program lengths are value judgments based on tradition, common sense, and what little analytical information is available.

In 1967, the President's Commission on Law Enforcement and Administration of Justice in The Challenge of Crime in a Free Society recommends that an "absolute minimum of 400 classroom hours" be established for basic police training. The IACP survey in 1970 disclosed that 33 States had laws requiring basic police training, but that only 19 States required 200 or more hours of instruction. The range of required hours extends from 72 to 400.

However, basic police training programs of 400 or more hours of classroom work are not uncommon. The basic police training program and its length reflect the degree of the police agency's and local government's commitment to quality police service.

In today's complex society, police officers must receive the best preparation possible. Four hundred hours of formal training and education, therefore, are once again recommended as a minimum for the basic police course. Once this minimum level is achieved, agencies can continue to build and experiment with further basic training and various educational approaches.

ILLINOIS COMMENTARY

The following excerpt is taken from the Midwest Research Institute's report of Illinois compliance with NAC standards for police training. It refers to NAC Standard 16.3, Preparatory Training.

The Chicago Police Department fully complies with this standard while the Illinois State Police and Cook County Sheriff's Police come close to full compliance. Other Illinois police agencies are in partial compliance.

The Illinois Local Governmental Law Enforcement Officers Training Board requires, within 6 months of employment, 240 hours of basic training for all full-time sworn police officers from all local agencies except those in home rule cities. Three of the five police training schools certified by the board to provide basic training offer more than 240 hours.

The Chicago Police Department provides continuous training for its recruits throughout their entire first year of employment. The program begins with 630 hours of basic training at the police academy, followed by 14-15 weeks of advanced training which consists of alternating 2-week units of supervised field training and school. The final 3 months of the program is devoted to remedial and reinforcement training as required.

In addition, the Chicago Police Department provides a 350-hour basic course for police recruits from other police departments. It also provides a program for its civilian personnel.

The Cook County Sheriff's Police Academy provides a 360-hour course plus 3 months of supervised field training; the Police Training Institute of the University of Illinois (PTI) and Belleville Area College Police Academy, provide the minimum 240-hour course. Approximately 20 of the departments which send their personnel to PTI for basic have a formal field training program with supervision by field training officers.

The Illinois State Police Academy provides 1,019 hours plus 3 to 5 months of supervised field training for its own personnel. The Academy has also been certified to provide 258 hours of basic training to local law enforcement officers.

It should be noted that the Police Training Institute does provide a 14-week, 560-hour basic training course on a demand basis. The course includes a two week assignment of the recruit to work with his department's field training officer.

In general, the Illinois police practitioners discussing this standard accepted its substance. However, further comment was considered necessary in the following four areas: the 400-hour basic training requirement, the role of the training coach, the concept of pre-specialization or supervisory training, and the need for the employing agency to insure a continuation of basic training covering the community and/or environment in which the officer will work.

The discussion of the mandatory 400 hours of training touched on two fundamental areas--philosophy and finance. Police practitioners representing smaller agencies questioned the philosophy of sending an officer away for training and discovering that he returns overly trained in view of the work performed and problems faced by police officers in very small rural communities. This problem may be further intensified by the burden of financing the cost of having an officer away from the department for any length of time. While these two areas do create problems for smaller agencies, the State has tried to ease departmental compliance through its policy of reimbursing the employing agency.

Another area discussed and identified for particular attention was the role of the field training officer. This individual will have a major impact on the remainder of the new officer's career. It is not uncommon for a new officer on his first patrol to be told by the veteran officer accompanying him: "Forget everything you learned in training, I'll tell you the way it really works." This is precisely the situation police chief executives want to avoid. Therefore, the individual selected for the important function of training coach must be the best person the agency has in terms of personifying the ideals and level of professionalism sought in all personnel employed by the agency.

The concept of training prior to supervisory responsibility or specialization was endorsed by the Committee, but this progressive step is not without certain obstacles. Executive Director, Mervin G. O'Melia of the Illinois Local Governmental Law Enforcement Officers Training Board, pointed out in a telephone interview that he knew of only one city in the United States which has really attempted pre-supervisory training. Thus a move in this direction would be most innovative. In today's criminal justice system, pre-specialization training is almost a must.

One problem which may occur in mandatory pre-supervisory training was pointed out by Clifford W. Van Meter, Director of the Police Training Institute. This problem is based on rank. If the supervisory position is one of rank only and job functions remain the same, such as with a sergeant or lieutenant in a 1-10 man department; or if it is a temporary appointment to an exempt position for example, would mandatory appointment really be necessary? As Mr. Van Meter stated, "Until police departments have defined the duties and responsibilities of the supervisory position, any mandatory move in this direction will be ineffective."

It is very important that every police agency insure that its officers are prepared to perform the responsibilities required in the particular community or environment in which they will work. Individual police agencies should assume the responsibility for any additional training needed in this regard.

Implementation of this standard should have a positive effect on the level of police performance in Illinois. While experience serves to develop response modes to specific situations, it is the formal training process that provides the basic foundation of knowledge and skills on which experiences can be evaluated.

REFERENCES

1. Midwest Research Institute, The Description of Existing Criminal Justice Training in the State of Illinois and Development of a Training Management Plan, Kansas City, Mo., 1976.
2. Mervin G. O'Melia, Executive Director, Illinois Local Governmental Law Enforcement Officers Training Board Springfield, Illinois (telephone interview with Project Staff, September 1, 1977).
3. Clifford W. Van Meter, Director Police Training Institute, University of Illinois (telephone interview with Project Staff, September 6, 1977).
4. Training Sub-Committee Meeting, November 4, 1976, Pontiac, Illinois.
5. Standards and Goals Committee Meeting, December 17, 1976, Rochelle, Illinois.
6. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 16.3).

ILLINOIS STANDARD 12.4

INTERPERSONAL COMMUNICATIONS TRAINING

Every police agency should immediately develop and improve the interpersonal communications skills of all officers. Police training programs approved by the Illinois Local Governmental Law Enforcement Officers Training Board should, where appropriate, include subjects to develop and improve the interpersonal communication skills of all officers. These skills are essential to the productive exchange of information and opinion between the police, other elements of the criminal justice system, and the public; their use helps officers to perform their task more effectively.

1. Where appropriate, an outside consultant should be used to advise on program methodology, to develop material, to train sworn officers as instructors and discussion leaders, and to participate to the greatest extent possible in both the presentation of the program and its evaluation.

2. In addition, police agencies should develop programs such as workshops and seminars that bring officers, personnel from other elements of the criminal justice system, and the public together to discuss the role of the police and participants' attitudes toward that role.

3. Every recruit training program should include instruction in interpersonal communications, and should make appropriate use of programmed instruction as a supplement to other training.

NAC COMMENTARY EXCERPTS

The police deal with people and their problems under circumstances of stress; this can lead to misunderstanding. A policeman must issue clear instructions to bring order out of confusion and conflict. He must understand human nature and the dynamics of communication, and must recognize the motivations and behavior of persons, particularly under stress.

Police officers are regularly confronted by violent crime and its victims. They witness the hardships and suffering that accompany crime and disaster, and often see humanity at its worst. They must perform their police duties in the midst of emotional turmoil.

Self-defense mechanisms may cause a policeman to become impervious to the emotional crises that surround him. Recognizing that he cannot remain objective and perform his job in the emotional excitement of an event, he must develop an objective and impersonal bearing. This is not easily accomplished.

In suppressing his emotions, a policeman may appear hard or cold. His ability to communicate may be impeded by the impersonal bearing he may acquire. A mature, seasoned officer may resolve these conflicts by exhibiting a friendly sympathetic attitude to people, while remaining objective and unemotional during periods of stress. The mature officer is not haunted by these problems at the end of his working day. Police training in interpersonal communications should be designed to develop these attitudes.

The selection process for police officers is designed to eliminate candidates who have serious character defects. However, officers come from the community and may share its prejudices. Prejudice, consciously or subconsciously, distorts and adversely influences communication; preconceptions prevent people from understanding what others say and mean.

Because they are continually exposed to people at their worst, officers' prejudices may be intensified during service unless supervision and training are provided to remind them of the limits of their experience. Officers must be taught to recognize and deal with their prejudices. Training should give them insight into the nature of prejudice and its effect upon their performance.

Such training should rest on a single standard for fair and equal treatment of all persons. Training that emphasizes special ethnic group handling skills may actually create bias. Change in attitude should be regarded as a desirable byproduct, rather than the primary objective of such training.

Discriminatory decisions and practices resulting from prejudice destroy the trust that is essential for public support. Through leadership and example, training and discipline, officers must be convinced that discrimination in any form cannot be tolerated in public service.

Agencies that have initiated in-depth training have had to draw upon outside professional assistance to develop courses, present material, and train police instructors. Few police agencies have officers trained professionally to give instructions in interpersonal communications skills and human relations.

Agencies often find that police officers resist being taught by outsiders. Nevertheless, outside professional assistance should be retained to advise the agency on methodology, to develop instructional material, and to train sworn police instructors. When possible, outside instructors should be used to present material that requires professional knowledge and understanding.

ILLINOIS COMMENTARY

The Midwest Research Institute, in its compliance comparison between existing Illinois police training and the NAC's standards on training, made the following comments in reference to interpersonal communications training:

Every (Illinois) recruit training program includes a minimum of 22 hours related to human behavior (Police Training Institute gives 32 hours) and interpersonal relations. Some programs give significantly more. Most of this standard is beyond the scope of the State's formal training program.

The importance and immediacy of this standard are emphasized by the results of the surveys completed for this Report (see Appendixes A & B). For instance, "direct citizen contact" was indicated as an area of immediate concern by all criminal justice components. Likewise, "human relations training" was evaluated by the responding individual occupational groups as being in need of immediate attention for standard and goal development. Law enforcement personnel, in particular, recognized this need by ranking it 6.9 on a scale of 7. Finally, the category of "inter-criminal justice area liaison" was also given a high priority ranking. In fact, non-executive police officers ranked this topic as one of their most immediate concerns.

It can be seen from the above that the Illinois criminal justice system as a whole and law enforcement, specifically, recognize the existing shortcomings in interpersonal communications training. A police recruit cannot be expected to cope and communicate with the complex spectrum of humanity he will come in contact with. However, as a police officer it is imperative that he have certain basic insights into human behavior. Eventually the officer's abilities to communicate with all with whom he comes in contact will increase and become refined, but recruit training programs must lay the foundation for this future development.

REFERENCES

1. Training Sub-Committee Meeting, January 5, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, February 18, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 16.4).
4. Midwest Research Institute, The Description of Existing Criminal Justice Training in the State of Illinois and Development of a Training Management Plan, Kansas City, Mo., 1976.

ILLINOIS STANDARD 12.5

INSERVICE TRAINING

Every police agency should provide for annual and routine training to insure effective performance throughout every sworn employee's career.

1. Every police agency should provide 40 hours of formal inservice training annually to sworn police employees. This training should be designed to maintain, update, and improve necessary knowledge and skills. Employees should receive training with persons employed in other parts of the criminal justice system, local government, and private business when there is a common interest and need.

2. Every police agency should recognize that formal training cannot satisfy all training needs and should provide for appropriate decentralized training. Such training should include, but not be limited to:

a. The utilization of audio-visual equipment compatible with training material available to the police agencies;

b. Home study materials available to all police employees;

c. Periodic 1-day on-duty training programs directed at the specific needs of the police employee; and

d. A library available to all agency personnel containing current professional periodicals, training bulletins and publications.

3. Every promotional authority should insure that the information presented during annual and routine training is included, in part, in the promotional process. Satisfactory completion of training programs should be recorded in the police employee's personnel file.

NAC COMMENTARY EXCERPTS

Rollcall and other forms of decentralized training have worked in some agencies but not in others. Some failures occur because supervisory and command personnel are not committed to this training; this results in lack of organizational support, absence of instructional material and equipment, limited preparation time, and poor instructors.

Police agencies have attempted to fill this void with printed training bulletins and the IACP Training Keys. These are valuable supplements to decentralized training, but they are not sufficient alone.

First level supervisors should be involved in daily training because they are responsible for their officers' field performance and can judge the effectiveness of the training. Although the supervisor should be briefed in advance on training material, he should be essentially an additional training resource, not the principal instructor.

Although management has a responsibility to see that training material reflects the agency's philosophy, it should not keep too tight a rein on methods of instruction. Experienced training officers often know the best way to arouse and maintain the interest of the first-level employees.

Arranging time for training programs is a major obstacle to decentralized training. Some successful programs have been implemented through a 4-day week, 10-hour day; 1-day training programs; compensated overtime; use of low-activity time; and on-duty participation by radio contact.

Other considerations for daily training include arrangements for individual as well as group instruction, material concentrated on topics related to the trainee's current tasks, and uniform quality and content throughout the agency.

Programs should be flexible enough to reach all personnel regardless of where their duty posts are, what hours they work, and the degree of their police experience. They should also be flexible in hours of presentation; the agency should be able to present some form of training at any time of day. The emphasis should be on learning through participation.

Police agencies should use technological devices for training. Audiovisual programs can be developed that are interesting and instructive. They can be operated on a 24 hour basis and instructors can control quality and content. Audiovisual presentations are most effective when followed by group discussion and text material.

Programs consisting entirely of lectures and written material are usually comparatively dull and less likely to get the message across. Training films are inflexible, often outdated, and usually so general that instructors must adapt their lessons to make them useful for a particular agency.

Many police agencies have found that slide tape presentations meet many of their needs. Chicago, Ill., has developed probably the most extensive library of such presentations. The IACP's Sight/Sound Library is used for many departments. Slide tape allows an agency to insert slide photographs of its own employees for greater audience appeal. Recent developments have made it possible to use the slide tape principle in programmed lesson presentation that requires audience participation.

Home study or correspondence programs can be used to train employees who are unable to attend formal programs or who desire to pursue subjects in more depth or topics which are not part of the formal training. Quality name study programs are not in widespread use in the police field and cannot be considered a substitute for formal and routine training. However, home study programs have advantages over some traditional methods of police training because they can be completed

at the participant's own pace and, if seriously undertaken, can indicate individual initiative and perseverance.

The most extensive police home study program is conducted by the Chicago, Ill., Police Department. Begun in 1963, the program has offered 159 courses of instruction to nearly 51,000 police employees. In the April 1972, trimester, 3,200 agency employees and 620 outside police agency employees were students. In addition to many traditional police topics, the program presents such courses as the history of violence in America, the challenge of crime in a free society, and organized crime. It uses national commission reports as texts.

Many subjects that should be covered between annual inservice training programs require more time than is normally available on a day-to-day basis. Weaponless defense, weapons training, and unusual occurrence control tactics are typical. There are other training needs peculiar to a specific geographic area or to specific working hours that should be conducted on a group basis. Agencies must determine how to make time available to accomplish this training.

A primary factor in the success of the Chicago, Ill., home study program is the assistance it gives enrollees in promotional examinations. In the 1966 Chicago sergeants' examination, 45 of the first 50 men on the list had taken home study courses; and in the 1967 detectives' examination, 23 of the first 25 took part in the study program.

Within the police service, an employee's personnel folder represents his occupational resume, is important in the promotional process, and is considered in competition for specialized assignments.

These factors stimulate participation in police training and education. If a police agency is committed to effective training, it will insure that training achievements are recorded and that they become an integral part of the promotion process and weigh favorably on other aspects of a career.

ILLINOIS COMMENTARY

The results of the surveys conducted for this Report indicate that police chief executives and criminal justice practitioners alike recognize the high level of importance of inservice training (see Appendixes A & B). The Standards and Goals Committee concurs with their views. Because effective police performance is critically tied to continual training, annual inservice training programs should be provided for by every Illinois police agency to insure that all sworn officers are kept abreast of new technology and ever-changing law enforcement methods and requirements.

According to the report on Illinois police training prepared by the Midwest Research Institute, Illinois is in only partial compliance with the companion NAC standard on inservice training:

Illinois partially complies. The Illinois Local Governmental Law Enforcement Officers Training Board is authorized to certify refresher and inservice training, advanced courses, supervisory training, and specialized training in any of its certified schools.

Every one of the certified schools currently provides such training. Attendance at these training programs is generally on a voluntary basis. However, the Chicago Police Department, Cook County Sheriff's Police, Evanston Police Department and various other departments require a minimum of 40 hours of inservice training for all full-time police officers. Inservice training is also required for the state police. The Chicago program was cited as highly innovative by the NAC.

However, discussion of the Standards and Goals Committee members in terms of their own agencies and others known to them would tend to indicate that the number of Illinois agencies meeting or surpassing the annual 40-hour requirement is extensive. Perhaps, what is needed is a method of collecting statistics on the number of personnel trained and the nature and extent of the inservice training provided by police agencies around the State. Results of this study could then be utilized by the Illinois Local Governmental Law Enforcement Officers Training Board (ILGLEOTB) and/or the Police Training Institute (PTI) to review their present offerings and insure that these offerings complement and supplement those provided by employing agencies. Without such statistical data, the only facts on numbers of persons receiving inservice training may be those supplied by the PTI to ILGLEOTB.

During 1976 and 1977, PTI conducted a state-wide survey of police training needs. The response most indicated by police chief executives was "An inservice refresher course for experienced officers". A forty hour course, to meet this need, has been developed and will be offered by PTI in 1978.

This standard may cause concern in some smaller agencies. A goal of 40 hours annual inservice training may seem ambitious in light of their already beleaguered budgets and the fact that small agencies are hard pressed to release personnel for even routine time off. However, this is an area that presents abundant opportunity for small police agencies to combine their efforts in regionwide training. Presenting annual training on a regional basis will foster cooperation and coordination between police agencies in addition to reducing training costs for individual departments.

REFERENCES

1. Midwest Research Institute, The Description of Existing Criminal Justice Training in the State of Illinois and Development of a Training Management Plan, Kansas City, Mo., 1976.

2. Illinois Police Chief Executive Survey, Illinois Association of Chiefs of Police, Standards and Goals Project Report, Appendix A.
3. Criminal Justice System Survey, Illinois Association of Chiefs of Police, Standards and Goals Project Report, Appendix B.
4. Training Sub-Committee Meeting, November 4, 1976, Pontiac, Illinois.
5. Standards and Goals Committee Meeting, December 17, 1976, Rochelle, Illinois.
6. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 16.5).

ILLINOIS STANDARD 12.6

INSTRUCTION QUALITY CONTROL

Every police training facility should develop immediately quality control measures to insure that training performance objectives are met. Every training program should insure that the instructors, presentation methods, examination techniques and training material are the best available.

1. Every police training facility should present all training programs with the greatest emphasis on student-oriented instruction methods to increase trainee receptivity and participation. Training programs should include at least one of the following:

- a. Active student involvement in training through instructional techniques such as role playing, situation simulation, group discussions, reading and research projects, and utilization of individual trainee response systems; passive student training such as the lecture presentation should be minimized;
- b. Where appropriate, team teaching by a police training instructor and a sworn police employee assigned to field duty;
- c. The use of audiovisual aids;
- d. Preconditioning materials, such as correspondence courses and assigned readings, made available prior to formal training programs;
- e. Self-paced, individualized instruction methods for appropriate subject matter; and
- f. Where appropriate, computer assistance in the delivery of instruction material.

2. Every police training facility should restrict formal classroom training to a maximum of 30 trainees.

3. Every police training facility should insure that all its instructors are certified by the State agency responsible for certifying police training by requiring:

- a. Certification for specific training subjects based on work experience and educational and professional credentials;
- b. Satisfactory completion of a State-certified minimum 80 hour instructor training program or its equivalent; and
- c. Periodic renewal of certification based in part on the evaluation of the police training facility.

4. Every police training facility should distribute instructional assignments efficiently and continually update all training materials. These measures should include:

a. Periodic monitoring and evaluation of the presentations of every police training instructor to assist him in improving the effectiveness of his methods and the value of his materials;

b. Rotation of police training instructors through operational assignments or periodic assignment to field observation tours of duty;

c. Use of outside instructors whenever their expertise and presentation methods would be beneficial to the training objective;

d. Continual assessment of the workload of every police training instructor; and

e. Administrative flexibility to insure efficient use of the training facility staff during periods of fluctuation in trainee enrollment.

5. Every police training facility should review all training materials at least annually to determine their current value and to alter or replace them where necessary.

6. The Illinois Local Governmental Law Enforcement Officers Training Board should develop requirements for the use of objective based curricula and evaluation techniques as a condition of certification of training programs and instructors.

ILLINOIS COMMENTARY

Quality instruction is a foremost concern of the Standards and Goals Committee. It was agreed upon that certification of police training instruction will assure the highest level of competence in this regard. However, the Committee did recognize that there are problems involved with any certification program and felt that the mechanics of the certification program should rest with the program administrators in concert with practitioner input.

In the past Illinois has had a general program in this area under the auspices of the Illinois Local Governmental Law Enforcement Officers Training Board (ILGLEOTB). The following excerpt from the Midwest Research Institute's report on Illinois police training described the state of compliance with the NAC standard on instruction quality control:

Illinois is in partial compliance with this standard. The Illinois Local Governmental Law Enforcement Officers Training Board is required to adopt rules and minimum standards for certification of training schools including minimum requirements for instructors. Present rules and regulations of the board provide only generalized standards. For example, Article XII states:

"Instructor shall have a sufficient educational background and/or experience necessary to meet the instructional demands that will be made of him;" and "The instructor shall be a man of personal integrity and have a sincere interest and desire to impart his knowledge and experience..."

The board is currently in the process of studying more specific requirements for instructor certification. Criteria being examined include education, experience, professional credentials, formal instructor training, and expertise.

The current Illinois situation in relation to this standard reflects a recent development that was brought to the attention of the Standards and Goals staff in a telephone interview with Mervin G. O'Melia, Executive Director, ILGLEOTB. According to O'Melia, instruction quality control for police training is an ILGLEOTB concern and has been a topic at several Illinois Police Training Directors' Conferences. He stated that in the Spring of 1977 an Ad Hoc Committee was appointed to study the feasibility of establishing a vigorous certification program for police training. It was the determination of that Ad Hoc Committee that such a program would not be feasible at this time because the required staff and funds did not exist. Clifford W. Van Meter, Director of the Illinois Police Training Institute, was also interviewed regarding certification for police instruction in Illinois. As pointed out by Van Meter, certification programs sound good in theory and on paper, but when one is tried the mechanics become overwhelming. And, it could be added, so do the start up costs involved.

The present situation should not deter those seeking to implement this standard. Instead, they should push effectively for the necessary personnel and money to make the certification portion of this Standard succeed.

Until this can be accomplished, however, continuing emphasis must be placed upon monitoring and evaluating training as it is being delivered in the classroom. Student critiques coupled with professional practitioner selective monitoring of instructor presentations are essential and valuable tools for the training agency and police chief executives. The need for quality instruction of police personnel is an ever-present need which must not be compromised through procrastination or expediency.

REFERENCES

1. Midwest Research Institute, The Description of Existing Criminal Justice Training in the State of Illinois and Development of a Training Management Plan, Kansas City, Mo., 1976.

2. Mervin G. O'Melia, Executive Director the ILGLEOTB, Springfield, Illinois, telephone interview with Project Staff, September 2, 1977.
3. Clifford W. Van Meter, Director, Police Training Institute, University of Illinois, telephone interview with Project Staff, September 6, 1977.
4. Training Sub-Committee Meeting, January 5, 1977, Winnetka, Illinois.
5. Standards and Goals Committee Meeting, February 18, 1977, Rosemont, Illinois.
6. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 16.6).

ILLINOIS STANDARD 12.7

POLICE TRAINING FACILITIES

Illinois should guarantee the availability of State-approved police training to every sworn police employee. The State should encourage local, cooperative, and regional police training programs to satisfy State training requirements. When these programs cannot satisfy the requirements, police training centers should be established by the State.

1. The State should provide appropriately geographically located full-time facilities for all local police basic training, except Chicago, with adequate expansion area, police driving range, and firearms and physical training facilities.

2. Where appropriate, police agencies should establish cooperative training programs or otherwise combine their resources to satisfy specialized or inservice police training standards or other training needs.

3. The State should develop means for bringing non-basic training to employees of police agencies where it is impracticable or inefficient to bring these employees to the nearest training center.

4. The State should encourage police agencies to participate in specialized training offered through academic institutions, government agencies, and professional and business organizations.

ILLINOIS COMMENTARY

The Midwest Research Institute, in its compliance study of existing conditions in Illinois and the NAC standard on which this standard is based, found that:

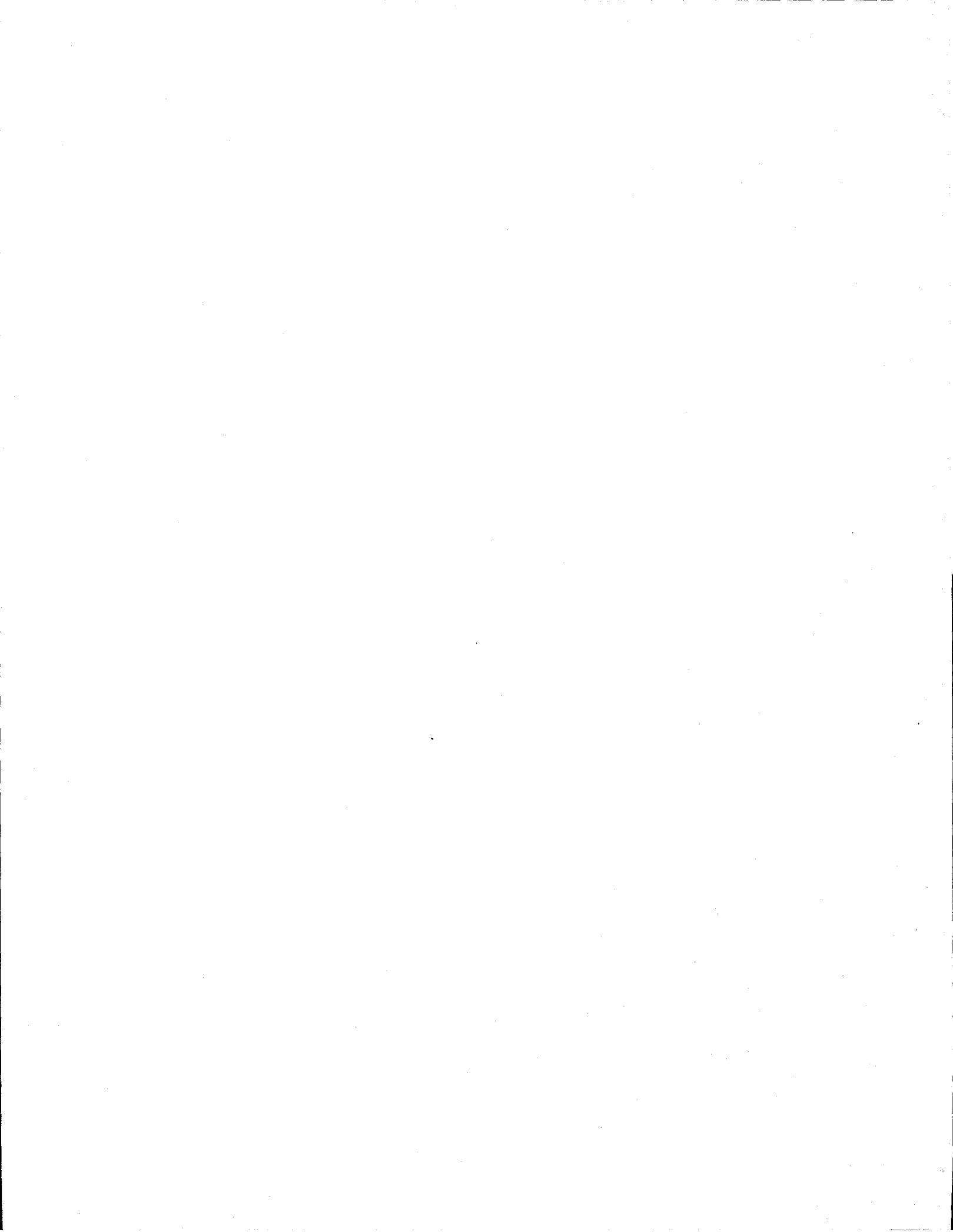
Illinois complies substantially with this standard. The availability of state-approved training is guaranteed to all full-time sworn law enforcement officers. Training programs are strategically located throughout the state. In order to fully comply with this standard, Illinois would need to guarantee the availability of approved training programs to part-time sworn law enforcement officers and to require training academies to operate at least 9 months a year.

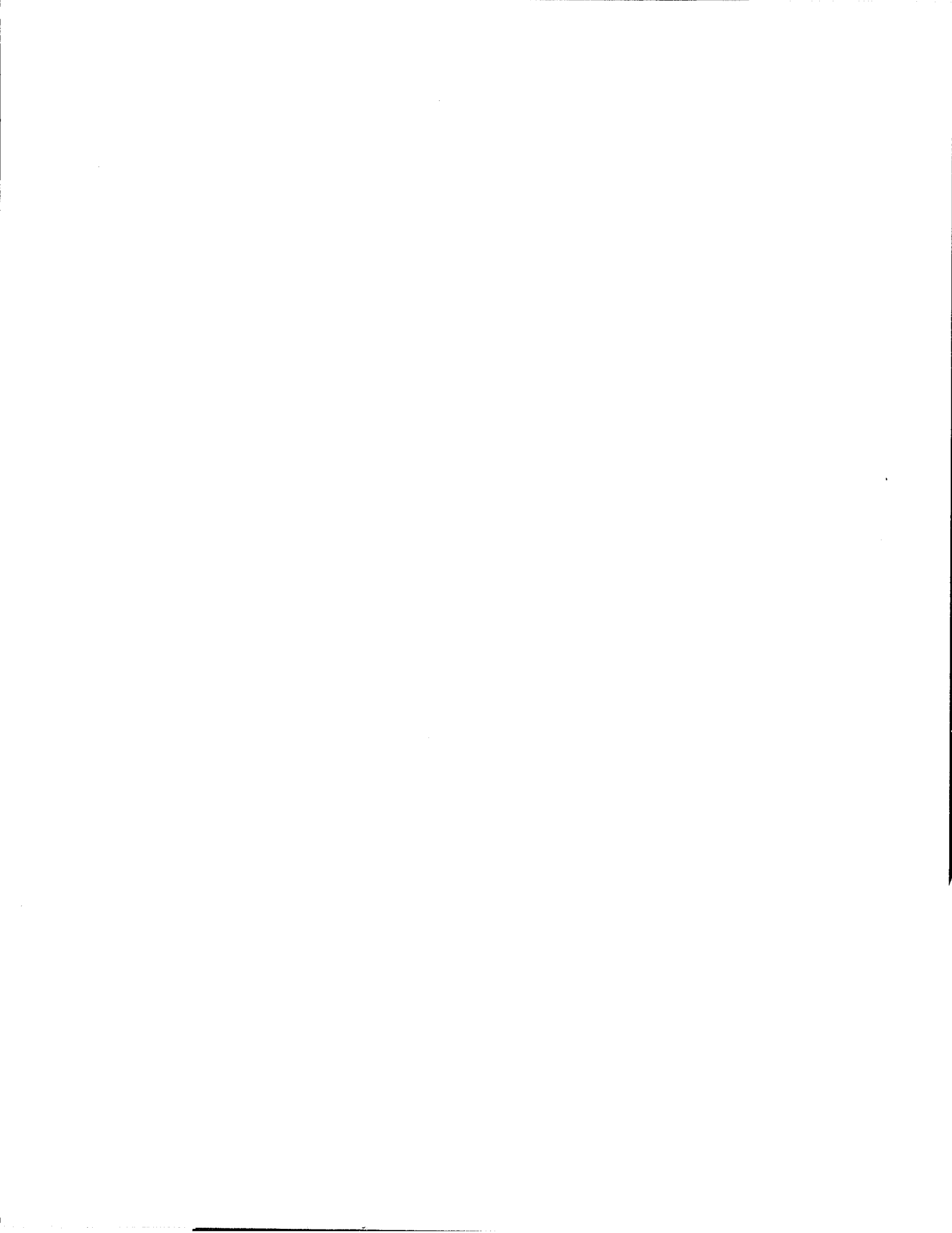
According to Mervin G. O'Melia, Executive Director of the Illinois Local Governmental Law Enforcement Officers Training Board, the level of basic training has stabilized in Illinois and the present facilities are adequate to handle this need as well as the current level of inservice training being requested.

The State of Illinois should take the lead to insure a concerted effort to take non-basic training to the police officer in the field. Several methods are at present available to achieve this. State agencies and/or facilities should be used to make training available at the local and regional level. Further, the start up funds for the development of these types of training programs should be underwritten by the State. Among the methods of delivering the non-basic training could be closed circuit television, video cassettes, training films, non-traditional instruction and even computer assisted education such as the PLATO system developed at the University of Illinois. Clifford W. Van Meter, Director, Police Training Institute, pointed out in a telephone interview that: "Police Training Institute is currently conducting basic research to develop a pilot computer assisted course on report writing for law enforcement officers." If this program is successful the long range implications are that police in Illinois would benefit greatly.

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1. Clifford W. Van Meter, Director, Police Training Institute, University of Illinois, telephone interview with Project Staff, September 30, 1977.
2. Mervin G. O'Melia, Executive Director, ILGLEOTB, Springfield, Ill., telephone interview with Project Staff, September 2, 1977.
3. Midwest Research Institute, The Description of Existing Criminal Justice Training in the State of Illinois and Development of a Training Management Plan, Kansas City, Mo., 1976.
4. Training Sub-Committee Meeting, November 4, 1976, Pontiac, Illinois.
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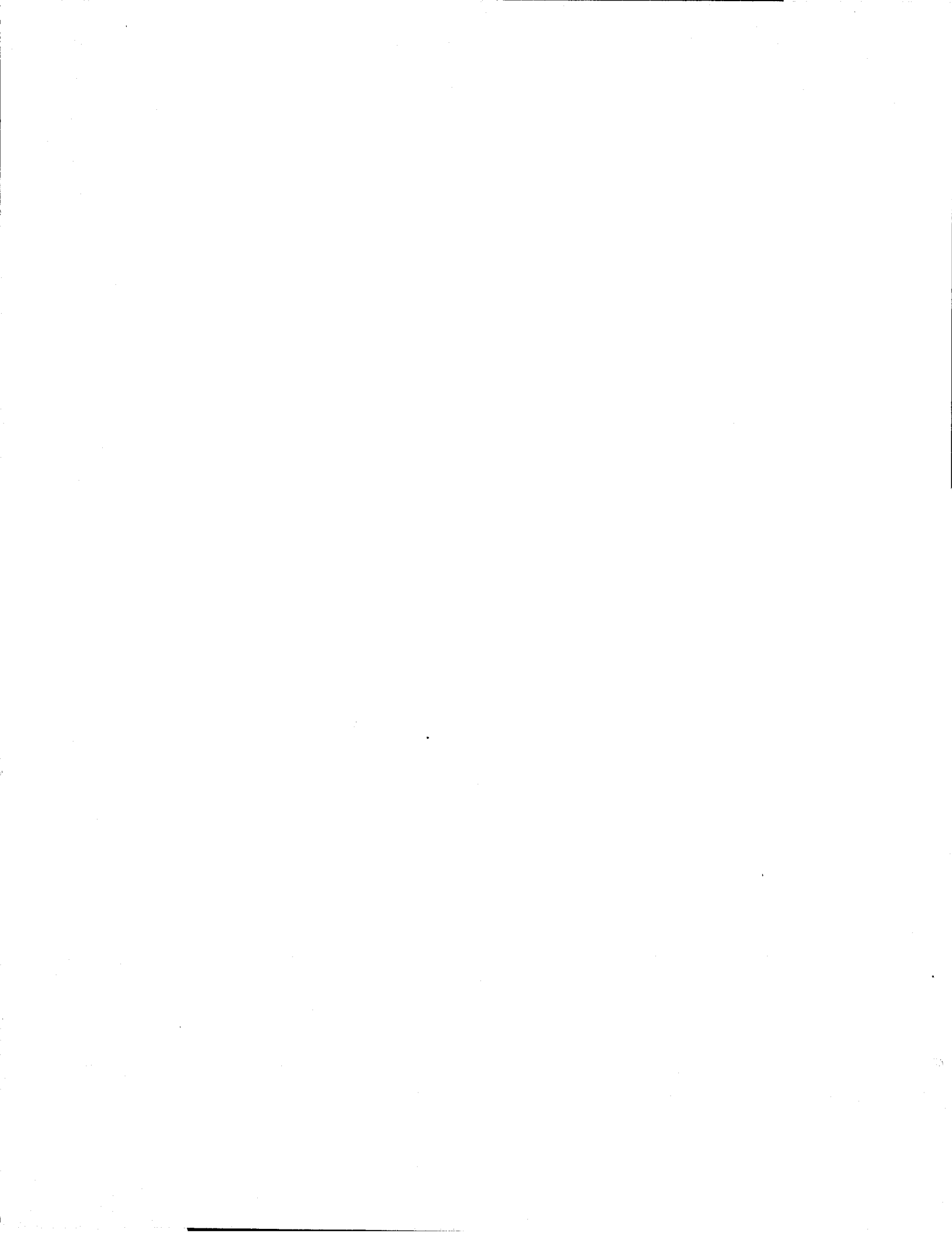




Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 13.1

POLICE SALARIES

The State of Illinois, county boards, and local governments should establish and maintain salaries that attract and retain qualified sworn personnel capable of performing the increasingly complex and demanding functions of police work. A salary review procedure should be established to insure the automatic annual adjustment of police salaries to reflect the prevailing wages in the local economy.

1. Every local government should immediately establish an entry-level sworn police personnel salary that enables the agency to compete successfully with other employers seeking individuals of the same age, intelligence, abilities, integrity, and education. The following should be considered:

- a. The employment standards of the agency;
- b. The specific police functions performed by the agency;
- c. The economy of the area served by the agency; and
- d. The availability of qualified applicants in the local labor market.

2. Every local government should immediately establish a wide salary range within its basic occupational classification, with the maximum salary sufficient to retain qualified personnel by providing them with the opportunity for significant salary advancement without promotion to supervisory or management positions.

3. Every local government should immediately establish a salary review procedure to insure the automatic annual adjustment of police salaries to reflect the prevailing wages in the local economy and to meet the competition from other employers. The criteria applied in this annual salary review procedure should not be limited to cost of living increases, average earnings in other occupations, or other economic considerations which, applied in isolation, can inhibit effective salary administration.

4. Every local government should immediately establish a sufficient salary separation between job classifications to provide promotional incentives and to retain competent supervisors and managers.

5. Every local government should immediately provide its police agency's chief executive with a salary that is equivalent to that received by the chief executive of other governmental agencies.

6. Every local government should immediately establish within its salary structure a merit system that rewards demonstrated excellence in the performance of assigned duties.

7. Every local government should immediately establish or maintain a police salary structure separate and distinct from that of any other government agency.

NAC COMMENTARY EXCERPTS

Salaries in private business are based on wages paid by competitors, productivity in relation to wages, union demands, and other variables. Police salaries, and other public service wages, are determined by local officials representing the people. Salaries are influenced by tax resources and the priorities set by the voters. Yet police officers, like everyone else, find their standard of living and their self esteem affected by how much they earn. They often regard salary as a reflection of how highly the service they provide is regarded by those they serve.

Local governments must establish salary priorities in expending the limited funds at their disposal. Some public officials advocate the "wall-to-wall cops" saturation theory and maintain present salary levels in order to add as many new personnel as possible. They argue that this will ultimately effect a significant reduction in crime. However, the quality of police applicants is likely to be marginal where police salaries are inadequate, and dissatisfied incumbent officers will perform poorly.

A more satisfactory alternative is the establishment of salary incentives for incumbent personnel. Such incentives may take the form of salary increases, educational bonuses, merit pay, or any combination of these. These measures raise performance levels of incumbent officers and, at the same time, attract high caliber police applicants. Long term crime reduction through quality professional police service is the result.

Effective and workable salary structures must be established in all police agencies. Any salary program must be implemented according to guidelines which are clearly understood by employees and administrators alike. Only then will the police service be in a position to employ and retain a sufficient number of qualified personnel to meet the increasing demands imposed upon it.

Every police agency should employ the most qualified personnel available. Competition in today's labor market is keen, however, and will become more so in the future. Unless the police service can compete successfully, the most qualified candidates for police positions will go to other employers.

A police agency must compete not only with neighboring police agencies for qualified candidates, but with other employers within the criminal justice system, other government services, business, industry, the trades and the military. All are seeking capable, educated, and ambitious young men. Despite stiff competition, the manpower is available if the police service is willing to enter the competition.

In many agencies the inability to retain qualified personnel is an even more immediate problem today than recruitment. There are many variables that cause this problem; the most fundamental is that, with managerial promotions necessarily limited in all agencies, officers in the basic rank find their earning potential seriously impaired by the narrow salary range within their classification.

It is evident that the real police salary crisis is concentrated within the basic rank. The answer to that crisis is the opportunity for substantial salary increases without the necessity of promotion to a management rank. This solution helps retain qualified workers at the basic rank while indirectly encouraging only those with genuine desire and ability for management positions to seek them.

The police salary structure must be flexible enough to handle changing conditions inside and outside the agency. Internal conditions that may affect an agency's salary structure include changes in organizational structure, workload, and deployment plans. Salaries may also have to be adjusted in accordance with changes in duties, assignments, or priorities. External conditions may have an even greater impact on salaries-- economic fluctuations such as inflation and recession, and, the attendant increases and decreases in the cost of living bear directly upon an employee's degree of satisfaction with salary compensation and the government's ability to provide that compensation.

Every agency should also have some internal mechanism to adjust salaries when necessary. Whether or not salary-related fluctuations actually occur, the agency should review its salary structure annually to insure that all salaries are equitable and competitive. The prevailing wages within the area can be determined accurately. Annual adjustments can then be imposed according to this determination; annual salary adjustments become automatic. Although prevailing wages are the most valid criterion for arriving at annual salary adjustments, they do not constitute an isolated "magic formula" for police salary determination. The police service is unique, and there are many other criteria that should be applied. The prevailing wage should be merely the foundation for these criteria.

It is an established principle of administration that salary should correspond to the duties and responsibilities of the position. Consequently, supervisory and managerial positions with their wide range of duties and responsibilities, offer higher salaries than corresponding worker positions. The difference should be sufficient to encourage appropriately qualified employees to seek promotion to managerial and supervisory positions and to remain in them.

Salary separation also benefits recruitment because police applicants, in determining their career earning potential, often evaluate agency promotional opportunities. Where salary separation is wide, police candidates are promotion-oriented from the outset of their careers.

The police chief executive, as head of the government agency directly responsible for maintaining public order during one of the most dynamic periods in the Nation's history, should be paid a salary at least equal to that of the chief executive of any other governmental agency at the same level, regardless of function.

A workable and competitive salary plan should reward employees for superior achievement, individual initiative, and demonstrated excellence in job performance. A salary incentive is needed to distinguish the outstanding performer from the mediocre one. Too often the salaries of civil servants are based on classification level and job tenure, rather than on demonstrated performance. The development of a formal merit pay system will enable an agency to provide employees salary compensation commensurate with performance.

Each agency should designate the highest salary level within each classification as a merit step. Agencies without internal authority to evaluate the performance of the chief executive should seek another source to consider his eligibility for merit pay. Because the merit step is the highest salary step within each classification, an employee will necessarily have served a specified time before he becomes eligible. At that time, he should be evaluated according to his overall job performance and, only when merited, elevated to the top step. Unless an employee's performance has been at least satisfactory, his merit pay should be withheld until he becomes eligible for another evaluation. Merit pay should be considered a privilege that is earned or retained on the basis of job competence, not a right extended to every individual. An employee receiving merit pay who performs unsatisfactorily should revert to his previous salary level.

To avoid the rumors and misinterpretations that often accompany such an innovative concept, the agency should provide a thorough explanation of the merit plan to all employees. Upon implementation of the plan, employees should be provided with a method of airing their grievances or pointing out inequities in the system. To further preserve the integrity of the merit principle, every agency should insure that complete objectivity is exercised in the awarding of merit pay, and that favoritism or personal antagonisms do not enter into the evaluation procedure.

ILLINOIS COMMENTARY

Illinois police administrators recognize the need for highly skilled and educated police officers in light of the complexity of today's police problems. They must also recognize that to attract such individuals their salary plan needs to become competitive with private business seeking the same type of individual. Salaries and benefits presently offered in the police career field have become attractive to a large segment of job seekers in the more urbanized areas of the State. However, in some Illinois communities the average police officer's salary is \$500 a month before taxes!

One reason police salaries remain at this low level may be tied to the fact that in Illinois minimum police salaries are mandated by statute. The Illinois Revised Statutes set the following minimums:

The salary to be paid to a policeman in any municipality with 5,000 or more inhabitants, but with less than 25,000 inhabitants, shall be not less than \$500 per month. The salary to be paid to a policeman in any municipality with 25,000 or more inhabitants, but with less than 50,000 inhabitants, shall be not less than \$550 per month. The salary to be paid to a policeman in any municipality with 50,000 or more inhabitants, but with less than 250,000 inhabitants, shall be not less than \$600 per month.

While the purpose of such a statute is laudable, at its present level it may be holding back attempts to achieve a higher salary for police officers in some sections of the State. The minimum salary level must be reviewed as soon as possible by the State legislature and be raised to a level reflecting the current median level of compensation received by police officers. It is a tragedy for the citizens of Illinois to lose a fully trained, highly motivated police officer to the coal mines, for example, because the coal miner's hourly wage exceeds the police officer's salary.

Partial funding of police salaries by the State is one suggestion that has been proposed for raising the level of police salaries. However, the members of the Standards and Goals Committee are in definite opposition to this concept. In addition to the added responsibility of bureaucratic obligations included with the use of State funds there is also the possibility of eventual de facto State control over local police departments receiving such funding.

Employment of police officers based on State monies for that purpose was considered by the Committee to be unfair both to the officer employed and the citizens being protected. There can be no guarantee that the State legislature will annually fund a given police officer's position in perpetuity. Therefore, unless the officer's community has established a deadline to begin fully funding State financed positions the practice can only end in disaster for all concerned.

The problems existing in regard to proper compensation for police personnel are not insoluble. Their elimination can come about by modifying existing State mandated minimum salary levels reflecting the economic climate of the State. Every department should strive for a level of compensation more competitive with other career fields requiring equally qualified individuals. Police career officers do not expect to become wealthy, but they are deserving of a salary recognizing the unique service role they play in our society.

REFERENCES

1. Illinois Revised Statutes 1975, Chapter 24§ 10-3-1, Salary of Policeman, p. 1067.
2. Personnel Sub-Committee Meeting, January 4, 1977, Elk Grove, Illinois.
3. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 14.1).

ILLINOIS STANDARD 13.2

POSITION CLASSIFICATION PLAN

The State of Illinois and every local government should establish immediately a broad police classification plan based upon the principle of merit. The plan should include few position classifications but multiple pay-grade levels within each classification to enable the agency's chief executive to exercise flexibility in the assignment of personnel. The plan should also provide, within the basic position classification, sufficient career incentives and opportunities to retain qualified generalists and specialists in nonmanagement positions.

1. Every police agency with more than three levels of classification below the chief executive should consider the adoption of three broad occupational classifications for sworn personnel, to permit mobility within each classification and salary advancement without promotion. The three fundamental classifications should include:

- a. A patrolman-investigator classification for the generalist and specialist at the basic rank level;
- b. A supervisor-manager classification for supervisory and midmanagement personnel; and
- c. A command-staff classification for police executive and administrators.

2. Every agency's classification plan should include, within each position classification, several pay grade levels, each of which requires a certain degree of experience, skill, and ability, or which entails the performance of a specialized function. The plan should provide compensation commensurate with the duties and responsibilities of the job performed, and should permit flexibility in the assignment of personnel.

3. Every police agency should provide career paths that allow sworn personnel to progress not only as managers but as generalists and specialists as well. Nonmanagerial career paths should provide the incentive necessary to encourage personnel with proven professional and technical expertise to remain within the functions they choose, while continuing to provide efficient and effective delivery of police service.

- a. Nonmanagerial career paths should incorporate progressive career steps for the generalist and specialist; these steps should be predicated on the completion of appropriate levels of education and training, and the achievement of experience and expertise within a professional-technical area.

b. Managerial career paths should also incorporate progressive career steps, predicated on the completion of appropriate levels of education and training and the achievement of management skills necessary to function satisfactorily at the next level of management.

4. Every police chief executive and appointing authority should insure that the merit principle dominates promotions, salaries and assignments. Any existing civil service procedure should apply only to retention in, or promotion to, broad position classifications. Movement between pay-grade levels within such position classifications should remain free from civil service procedures, but subject to internal controls, to insure placement and corresponding pay on the basis of merit.

NAC COMMENTARY EXCERPTS

It is imperative that a system for classifying positions be established within every police agency. The proper development of such a system is a prerequisite for efficient police personnel management; it serves as the basis for assignment and promotion. Without a sound classification plan, an agency could not provide all employees with consistent opportunities for career advancement, nor could employees be advanced or assigned on the merit principle.

A position classification plan requires consolidation of those occupational positions that have common characteristics. Other variables, however, such as organizational goals, salary considerations, and selection procedures, may influence classification. The ultimate purpose of position classification is to identify the characteristics of positions, group the positions according to a logical plan, and establish qualifications and equitable salary scales for each group. Ideally, each person should be paid according to his qualifications, the responsibility he holds, and his performance. Every agency should, therefore, recognize this correlation when developing its classification plan.

A classification plan always should have sufficient flexibility to allow the agency to reassign its personnel when necessary. Positions should be periodically reviewed and redefined in light of operational or policy changes. However, agencies must be cautioned against changing position classifications to suit the particular attributes or capabilities of one individual or group of employees.

As part of the classification plan, salaries should reflect the functions of each position group. In this manner, each pay-grade level will reflect the salary range for all positions requiring similar degrees of expertise or experience.

Historically, promotional opportunities within police agencies have existed almost exclusively in supervisory or managerial positions. Officers whose interests lay in non-managerial functions were either denied promotion opportunities or forced to compromise their career interests for salary considerations.

Adherence to the principle of a wide salary range within a classification is essential to the establishment of nonmanagerial career paths. Career opportunities such as these will be realized by advancement through various pay-grade positions rather than by promotion to a management or supervisory position. A patrol officer who chooses to remain in basic patrol functions without assuming a supervisory position should be afforded the opportunity to advance in position and salary as he becomes more proficient in his work. Similarly, a neophyte investigator should be able to progress in his particular occupational pursuit even if he decides to forego a supervisory role. There are clear benefits to the agency when the classification system is structured to encourage such alternative career goals for employees who possess a significant degree of expertise in certain nonmanagerial functions.

The classification plan should include well-defined criteria that facilitate movement through the various career paths. Movement through both supervisory and nonmanagement career paths should be predicated upon satisfaction of certain educational requirements, and achievement of specific training goals, that serve to prepare the employee for his advanced status. Additionally, candidates for higher nonmanagerial positions should be evaluated upon the total amount of experience they have gained within their particular occupational areas. Aspirants to managerial positions should, on the other hand, be considered on the basis of the management techniques and skills that they have developed in previous assignments. The establishment of valid and clearly defined advancement criteria will serve to move the most qualified individuals into positions of increased complexity and responsibility.

Because most managerial positions are presently included in the promotional structures of most agencies, the attendant salary increments reflect only increases that are consistent with the position attained. A nonmanagerial career path should reflect a similar series of salary elevations within its structure. As an incentive to those who seek such positions, the nonmanagerial career path should culminate in a salary that exceeds that of the initial supervisory level.

All the inherent advantages of a multilevel classification system will probably be lost unless equitable promotion and assignment procedures are established in conjunction with the system. To derive the greatest benefit from any classification plan, it is imperative that police agencies base promotion and advancement policies on the merit principle. In any system based on merit, each individual is judged according to his particular attributes as they relate to the job that he seeks. The purpose of this procedure is to identify the truly capable individual; to evaluate his abilities; and to select him on the basis of his demonstrated performance, his potential for growth, and, to an extent, his level of experience. It is the ultimate responsibility of the police chief executive to devise methods by which such attributes can be accurately measured, and to insure that procedures for the selection of qualified personnel are standardized and consistent. A work-

able merit system should enable every candidate for advancement to comprehend the particular qualifications he must possess to progress up the career ladder,

Many agencies traditionally have used a rigid civil service classification system in upgrading their employees. Civil service has always been considered the safest method of avoiding favoritism, bribery, and other forms of corruption in promotional policies. Although civil service procedures provide some external safeguards to police agencies, their innate rigidity often inhibits flexibility in assignments and encourages mediocrity in job performance. Most civil service systems are based on job tenure testing procedures intended to measure individual capabilities. Consequently, many individuals, upon promotion, immediately begin to prepare for the next promotional examination with little concern for the caliber of work they do in the meantime.

Most agencies also fail to make provision for moving someone out of a promotional position because of sub-par performance. For these reasons civil service procedures should be applied only in promotions, to broad position classifications and not to advancement between pay-grade positions within those classifications.

Individual police agencies should maintain control over advancements or reassignments between pay-grade positions. Rules and procedures should be adopted that will allow the degree of flexibility necessary to function efficiently. Such procedures must, however, remain consistent with the merit principle, and a grievance system should be made available to employees to insure acceptance of agency policies. Any policies that govern the reassignment of an employee to a lower pay-grade position must be clearly delineated. Unless thoroughly understood, such policies will be open to criticism because they provide decreases in salary for the employees involved. It is of utmost importance that these internal assignment procedures be equitable because many employees will initially fear the loss of civil service protection. If administered correctly, this system will enable every agency to advance qualified employees into positions of responsibility without the constraints imposed by civil service.

ILLINOIS COMMENTARY

The results of the police chief executive and criminal justice system surveys conducted for this Report indicated that classification and compensation was one of the areas most in need of attention for the development of police standards and goals (see Appendixes A & B). On a scale from 1 to 7, 1 being least in need of attention and 7 being most in need of attention, the police chief executive survey average response was 4.5 and the criminal justice survey average response was 4.7.

Both the Personnel Sub-Committee and the Standards and Goals Committee concurred with Illinois police chief executives and criminal justice system practitioners in this respect and believe that the establishment of a structured position classification plan within every police agency as outlined in the standard statement will increase employee motivation and enhance effective resource management.

Members of the Personnel Sub-Committee and the Standards and Goals Committee emphasized that every police agency should work to create a specialist career path independent of the leadership career path. Competitive salaries must be offered to specialists or they will be lost to private business or industry. Compensation for police specialists should be based on the individual's skills rather than on the rank acquired. Several police departments have lost qualified personnel because their salary plan was tied strictly to progressive advancement. For example, one police chief executive on the Committee commented that his department had lost three polygraph operators within a very short time span for this reason. Heavy turnover rates can severely limit a department's overall effectiveness as well as its ability to attract qualified personnel.

Several Illinois police agencies presently use the civil service classification plan. These agencies should adapt that plan to the merit principle so that salary is not based strictly on position held, tenure of employment, and/or the written examination. Movement between pay-grade levels within a position should remain free from civil service procedures.

It is suggested by the Standards and Goals Committee that police officers be put on probation for a determinate length of time after every advancement just as when first entering the police career. During this time the officer can prove or disprove to his supervisors that he has the necessary abilities to handle his new job effectively. Upon satisfactory completion of the probation period, the officer can be reclassified and compensated accordingly. Those officers proving to be ineffective can be returned to their previous positions, where satisfactory performance has already been displayed, at no change in salary. Correctly administered, this system will enable each position to be filled by a competent person who has proved his merit.

REFERENCES

1. Personnel Sub-Committee Meeting, January 4, 1977, Elk Grove Village, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 14.2).

ILLINOIS STANDARD 13.3

PERSONNEL DEVELOPMENT FOR PROMOTION AND ADVANCEMENT

Every police agency should adopt a policy of promoting to higher ranks and advancing to higher paygrades only those personnel who successfully demonstrate their ability to assume the responsibilities and perform the duties of the position to which they will be promoted or advanced. Personnel who have the potential to assume increased responsibility should be identified and placed in a program that will lead to full development of that potential.

1. Every police agency should offer comprehensive and individualized programs of education, training, and experience designed to develop the potential of every employee who wishes to participate. These individualized development programs should be based on the potential identified through the screening process and the specific development needs of the employee. These individualized programs should consist of one or more of the following:

- a. College seminars and courses;
- b. Directed reading;
- c. Specialized training classes;
- d. Job rotation;
- e. Internship; and
- f. The occasional opportunity to perform, under close supervision, the duties of the position for which an individual is being developed.

2. Personnel who choose to pursue a course of self-development rather than participate in the agency-sponsored development program should be allowed to compete for promotion and advancement.

3. Every police agency should screen all personnel in order to identify their individual potential and to guide them toward achieving their full potential. Every employee should be developed to his full potential as an effective patrol officer, a competent detective, a supervisor or manager, or as a specialist capable of handling any of the other tasks within a police agency. This screening should consist of one or more of the following:

- a. Management assessment of past job performance and demonstrated initiative in the pursuit of self-development.
- b. Oral interviews; and
- c. Job-related mental ability tests.

NAC COMMENTARY EXCERPTS

The quality of a police agency depends on the quality of police personnel. Therefore, it is imperative that the police agency employ only the most qualified applicants and insure their professional development. Promotion and advancement should be based upon demonstrated ability and proven performance.

In police agencies, as in other service organizations, personnel frequently are promoted or advanced without serious consideration of their qualifications; only after a person is promoted or advanced is it discovered that he is unprepared to assume a higher level of responsibility. Wilson and McLaren in Police Administration point out that in selecting personnel for promotion it is essential to choose those who possess the knowledge, ability, and skills required in the higher position.

Police agencies should insure that personnel are in fact capable of performing at a higher level of responsibility prior to any advancement or promotion. This is not accomplished by measuring an individual's knowledge against what is assumed to be the requisite level of knowledge for the advanced position. It is accomplished by the precise identification, through job analyses, of the knowledge and skills the position demands and the methodological development of personnel to insure their qualifications prior to advancement or promotion.

All police personnel, at every level within the organization, should perform effectively in the furtherance of organizational goals. Each employee should have an opportunity for advancement. However, the resources of an organization do not permit the intense development of all personnel and, obviously, opportunities at higher ranks and advanced pay grades are limited.

Personnel screening for development opportunities is simplified to some degree by the personnel themselves. Not all individuals will seek development beyond a basic level of competence within the basic rank. Those who seek advancement or promotion often desire to follow a particular career path. Development depends on personal motivation and reflects personal desires and interests.

The agency must assess an individual's potential for filling a senior position within the career track he chooses. No tests or assessment procedures can predict successfully an individual's performance at a particular level. IQ, personality, and other psychological tests are unreliable indicators. Certain objective traits may indicate an individual's potential, however.

The Internal Revenue Service has an extensive personnel development program that includes a formal screening process that does not rely heavily on mental or psychological testing. Employees interested in advancement and promotion make their ambitions known to the local head of office. The head of office bases his decision on supervisors' advice, personal knowledge, and other indicators of the employee's present ability.

Selected employees are referred to a regional career board that further screens the individuals through oral interviews and an assessment of past job performance. Successful applicants return to their office for specific training for the position they seek. Because the head of office is rated on his ability to identify personnel for job development, it is in his interest to select the best personnel available.

Most development programs include formal training and education to provide the theoretical knowledge and skill needed for performance at a higher level. Practical application of this learning is essential to development. The Internal Revenue Service tests the ability of trainees to assume the senior position by periodically assigning the trainee some of the tasks, and occasionally the authority and responsibility, of the target position. This practice gives trainees practical experience and permits evaluation of their qualifications prior to promotion.

A personnel development program must fill individual needs and provide for the application of theoretical knowledge and skills on the job, not just in a classroom or laboratory.

Agencies sponsor and conduct personnel development programs to insure proper preparation of personnel for senior positions in advanced pay grades and higher ranks. Most promotions should be made from that pool of personnel who have participated in the formal development program. It must be recognized, however, that the individual is the key to the development process. The motivation, the desire, the effort, the responsibility, and the obligation lie with the man himself. Therefore, if highly motivated individuals, for whatever reason, seek and achieve a high level of development outside an agency's formal program, they should not be excluded from the advancement and promotion process.

When individuals claim they can perform above the competence demanded in their current position and they can demonstrate superior ability, they should be allowed to compete for advancement and promotion.

REFERENCES

1. Training Sub-Committee Meeting, March 16, 1977, Champaign, Illinois.
2. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., (Standard 17.1).

ILLINOIS STANDARD 13.4

FORMAL PERSONNEL DEVELOPMENT ACTIVITIES

Every police agency should immediately implement formal programs of personnel development. Such programs should be designed to further the employee's professional growth and increase his capacity for his present or future role within the agency.

1. Every agency should allow all sworn personnel to participate voluntarily in at least 40 consecutive hours of formal personnel development activity annually, while on duty, and at full pay. Such activity may include:

a. Forty consecutive duty hours of classroom training directed toward the development of personal, vocational, conceptual, or managerial skills;

b. Internship of at least 40 consecutive hours with another police, criminal justice, government, or private organization that can contribute significantly to the professional development of the intern;

c. The assumption of the position, responsibility, and authority of an immediate superior for a minimum of 40 consecutive duty hours when such assignment would contribute significantly to the professional development of the subordinate;

d. Employee participation in administrative and operational research and reporting that would not ordinarily be his responsibility but would contribute significantly to his professional development;

e. Provision of leaves of absence with pay to allow the achievement of academic objectives that contribute significantly to the employee's professional growth and capacity for current and future assignments; and

f. Employee service as a member of or an adviser to management committees and boards on which he would not normally serve, such as fleet safety boards, when such service would contribute significantly to the development of an employee's awareness and understanding of management philosophy and insight.

2. Every police agency with specialized units for detective, vice, traffic, staff, and other functions should immediately develop a formal system for personnel rotation. This system should be designed to develop generalist, specialist, and managerial resources.

a. Newly hired personnel should be rotated through geographic areas of varying crime incidence and major functional assignments in order to give them the valuable perspective and professional understanding that only experience in a wide range of agency functions and

areas can provide.

b. Selective and individualized rotation of incumbent personnel should be implemented to develop generalist and specialist expertise or specially to prepare personnel for promotion and advancement. The movement of incumbent personnel should take into account individual needs for specific work experiences, individual potential and willingness to participate, and agency needs for the development of personnel as well as the potential for a cost-effective return on the investment of time and manpower.

c. Every agency should regulate personnel rotation so that the agency is continually able to meet its primary service objectives. The rotation of highly specialized personnel, such as a criminalist, should be restricted to avoid serious interference with the delivery of specialized services.

3. Every agency should encourage personnel to pursue development on their own time, as well as on agency time, by attending college courses and seminars and through suggested reading.

4. Every police agency should fulfill its responsibility to develop personnel by seeking adequate funding for personnel development activities. In so doing, the police agency should consider the availability of financial assistance outside the normal budgetary process.

NAC COMMENTARY EXCERPTS

Personnel development is directed not only toward improving the performance of incumbent personnel but also toward creating a pool of personnel qualified for the positions of advanced generalists, specialists, supervisors, managers and executives. Personnel development incorporates the concepts of career development and management development.

Training, particularly developing the potential of police officers, has been decidedly neglected in the contemporary police service. It is essential that officers and supervisors have a knowledge of the law, criminal procedure, social sciences, and psychology, as well as advanced communications skills and a wide range of other technical and vocational skills.

Limited lateral mobility within the police service further underscores the need to develop personnel. Mobility that does exist is generally limited to the levels of patrolman and police chief executive. Police agencies must fill most openings with the personnel resources at hand; today's recruit is tomorrow's specialist, supervisor, or manager. The importance of filling not only basic ranks but also advanced ranks with qualified personnel cannot be overemphasized.

While the development of incumbent personnel is the most effective manner in which to fill senior or advanced positions, it is not the most practical or expeditious technique in every case. Due to inattention to personnel development it is not unusual for individual police agencies to have vacancies for which qualified replacements are unavailable within that particular organization. Conversely, it is not unusual for the more professional police agencies to develop what amounts to a surplus of specialist, managerial, and administrative talent. If the opportunity for lateral movement within the law enforcement profession was enhanced, manpower would be used more effectively with a commensurate benefit accruing to individual agencies and the profession as a whole.

The first step toward insuring the availability of qualified personnel is establishing appropriate selection standards. Development must begin with individuals of high caliber and continue throughout their careers. Every police agency should provide education, training, and planned experience designed to bring all officers who participate voluntarily to their full potential as generalists, specialists, supervisors, managers, or administrators.

The voluntary aspect is stressed because development is not something that can be done to a person. The motivation to develop must come from within.

Furthermore, the organization can only provide the opportunity for development; it cannot require it. Some officers will be satisfied with an entry level position within an organization and lack desire to advance. This attitude should be respected.

Experts hold that personnel development should challenge an employee with new frontiers rather than academic material. This challenge, of course, should be supplemented by classes, training material, and formal education.

The knowledge and skills gained through formal training and education provide only the theoretical framework within which one deals with the new challenge. The application of learned skills on the job is absolutely necessary to complete the equation.

Agencies should not overlook the excellent training provided specifically for State and local officers by Federal agencies.

In addition to the training afforded through its National Academy, the FBI, on request, provides local, regional, and statewide training in basic law enforcement subjects as well as in the specialized fields of accounting, bombing matters, defensive tactics, fingerprints, firearms, laboratory matters, legal matters, management, organized crime, photography, police-community relations, sex crimes and supervision. During fiscal 1972, the FBI's approximately 1,600 special agent instructors provided training assistance in 10,165 police training schools attended by over 300,000 State and local officers.

Another Federal agency, the Bureau of Narcotics, provided specialist training to more than 50,000 local law enforcement officers during fiscal 1971.

The value of internship with other organizations--public or private, law enforcement or not--lies in the opportunity for the intern to observe the management and operation of agencies facing problems similar to those of his own. Such an exchange of personnel is beneficial on any level but perhaps most helpful to specialists and managers. Exchanging interns among the elements of the criminal justice system increases the understanding of the proper interaction of the police, courts, and corrections.

Formal education and training provide the individual with the knowledge and skills necessary to upgrade his level of performance and prepare him for greater responsibility in another position. His current position may not provide an opportunity to demonstrate what he has learned; he may be promoted to the higher position before he has applied his training in practical situations.

Therefore, police agencies should allow an individual to operate at a higher level on a trial basis after successfully completing his formal training. The Western Regional Office of the Internal Revenue Service employs such a technique. Periodically, a subordinate assumes the position, authority, and responsibility of a superior for about a month. His performance in the tentative assignment is evaluated, and further training and experience needs are determined. Many police agencies designate acting sergeants, lieutenants, captains, etc.

However, police agencies usually place personnel in superior positions in an acting capacity to fill a temporary vacancy rather than as a deliberate element of development.

If temporary advanced placement is impractical or if the agency does not feel the employee is ready, it is nevertheless useful to assign him research projects or other similar duties. There are many circumstances, ranging from the research of legal questions to the reallocation of floor space, where this approach is beneficial. Trainees not only learn from the experience but relieve superiors of part of their burden.

No one can develop judgement and learn how to make good decisions except by making decisions. Participation on management committees and boards is one technique of developing this ability. One police agency allows rank and file employees to participate in the management review of fleet safety matters including the determination of culpability of agency employees involved in traffic accidents. Such participation has been found to broaden participants' perspective: they have to examine incidents from management's viewpoint, usually a new experience.

Both O. Glenn Stahl in his book, Public Personnel Administration, and Felix Nigro, author of a book with the same title, recognize the value of job rotation in the development of executive personnel. The higher a man rises on the administrative ladder, the more he becomes a generalist. The perspective an

administrator gains through a variety of assignments equips him to eliminate conflict and build coordination within the organization. In the police service, this principle is equally valid in the development of people who advance to higher pay grades in patrol and specialized assignments due to the constant interaction among various elements. Rotation, however, should be a part of an overall development plan serving a specific purpose and need both for the individual and the organization. Additionally, the individual should be trained at each new assignment and should be motivated to learn through his own experience.

The purpose of personnel development, whether it consists of education, training, internships, or personnel rotation, is to assist the organization in meeting primary objectives and to improve overall effectiveness. These objectives should be the prime consideration in rotating personnel, particularly incumbent specialists. Removing a man from his primary assignment can disrupt the delivery of the service he ordinarily provides. This cannot be allowed, particularly in smaller agencies or in highly specialized jobs where only one individual is responsible for the speciality. Rotation is more easily accomplished where several people perform the same specialized task. For that reason, the rotation of highly specialized personnel, such as criminalists, whose service in that capacity is crucial, is seldom recommended.

A man's development is largely the result of his experience in his daily work. Formal training and education acquired through the variety of techniques discussed above supplement and stimulate growth through experience. But formal knowledge and skills cannot always be acquired just during duty hours. Personnel should be encouraged to seek it on their own time and to apply it on the job. Usually, those who rely entirely on the organization for their development do not have the motivation to benefit even from elaborate development programs. The individual, not the organization, is the key to the development process.

Lists of suggested readings and college courses should be established by the agency to provide direction to the individual pursuing self-development. In addition, police officers should be encouraged to pursue a broad spectrum of educational experiences at both the undergraduate and graduate levels.

REFERENCES

1. Training Sub-Committee Meeting, March 16, 1977, Champaign, Illinois.
2. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 17.2).

ILLINOIS STANDARD 13.5

PERSONNEL EVALUATION FOR PROMOTION AND ADVANCEMENT

Every police agency should immediately begin a periodic evaluation of all personnel in terms of their potential to fill positions of greater responsibility. The selection of personnel for promotion and advancement should be based on criteria that relate specifically to the responsibilities and duties of the higher position.

1. Every agency periodically should evaluate the potential of every employee to perform at the next higher level of responsibility. Specific data concerning every employee's job performance, training, education, and experience should support the periodic evaluation of the employee for promotion and advancement.

2. Every police agency and appointing authority should use job analyses in the development of job related tests and other criteria for the selection of personnel for promotion and advancement. Selection devices should include at least one or more of the following:

- a. Management assessment of past job performance, performance in the individualized development program, and demonstrated initiative in the pursuit of self-development;
- b. Oral interview; and
- c. Job related mental aptitude tests.

3. Every police agency and appointing authority should disallow the arbitrary awarding of bonus points for experience and achievement not related to the duties of the position for which the individual is being considered. Arbitrary awards include:

- a. Bonus points for seniority;
- b. Bonus points for military service; and
- c. Bonus points for heroism.

4. Appointing authorities should use only those psychological tests which have been scientifically validated as indicating a reliable relationship between personality and actual performance.

5. Police chief executives and appointing authorities should cooperate in seeking legislation which would require employees to successfully complete a one year probationary period after each promotion before receiving a permanent appointment to the position.

6. Every agency should require that personnel demonstrate the ability to assume greater responsibility prior to promotion or advancement and should continue to observe employee performance closely during a probationary period of at least 1 year from the date of promotion or advancement.

NAC COMMENTARY EXCERPTS

Evaluation of police personnel for advancement and promotion should not be limited to initial assessment of the individual's qualifications and abilities. Evaluation and selection of personnel for promotion and advancement should be an integral part of the personnel development process, beginning with identification of personnel who appear to have the potential for intensive development, continuing with assessment of their progress, and culminating with their final evaluation for advancement or promotion.

The line manager bears the basic organizational responsibility for developing personnel resources. He should identify promising prospects for advancement within his unit and prescribe the necessary training, education, and experience for them. Once an individual has developed his potential, he should be allowed to compete for advancements or promotions as vacancies occur.

Knowing when an individual is ready to compete for positions of greater responsibility is an important management responsibility. Therefore, all personnel should be evaluated on a regular basis. Employees with potential should be identified and included in the formal development program; those pursuing a course of self-development should also be recognized.

Evaluation of personnel should be related to the skills, abilities, and knowledge required for the target position. An employee should be measured by his grasp of these requirements and his performance of the tasks required in the advanced position. His progress should be documented.

The process develops a body of objective evidence for management to consider instead of the raters' subjective opinions.

Written examinations commonly used to select personnel for promotion measure only the individual's knowledge, not his ability to apply that knowledge effectively on the job. Peter Drucker, the noted management consultant, claims that promoting personnel on the sole basis of written examinations is as valid as selecting people for their ability to memorize the telephone book.

Formal training, education, and experience are also incomplete guides to an individual's qualifications. As O. Glenn Stahl points out, the skills, abilities, and knowledge identified through job analysis do not always correspond directly to formal education and training. As suggested previously, an on-the-job test is an excellent indication of whether the trainee can handle added responsibilities.

If local or State law requires written examinations, steps should be taken to insure that subject matter and evaluation are germane to the position. A professional job analysis that determines the special skills, the theoretical knowledge, and the most desirable characteristics of persons now functioning in the position is the proper method of developing a test.

The Equal Employment Opportunity Commission guidelines for testing procedures apply not only to the initial selection of police officers but also to the assignment, advancement, and promotion of personnel. These guidelines, enforced by the Federal courts, prohibit employment discrimination against any group protected by the 1964 Civil Rights Act; this includes women as well as ethnic minorities. When a promotion test is challenged, an agency must demonstrate that the test is valid and useful and that no preferable alternative tests are available. Tests that measure general aptitude, as opposed to specific knowledge and ability, are not generally accepted as valid by Federal courts. Therefore, examinations for advancement and promotion should be directly related to the level of knowledge and skills required by the position.

Just as personnel should not be promoted on the basis of formal training, education and experience if they have not demonstrated the capacity to perform successfully, they should not be given preference for seniority or military service beyond acknowledgement of their specific relationship to the required knowledge and skills. As Wilson and McLaren point out in Police Administration, seniority can increase or decrease one's capacity.

In the first instance, a long period of service may have given the candidate better judgment, greater self confidence and decisiveness, greater knowledge and an improved ability to get along with people; in the second instance, it may have resulted in diminished energy, initiative, enthusiasm, interest in work, and willingness to accept responsibility.

Awarding bonus points for heroism is even less valid than awarding bonus points for seniority and military service. Heroism does not reflect the knowledge, skills, or ability needed for positions of leadership.

Bonus points should not be awarded for experience and achievement not related to the higher position. However, experience gained from military service or seniority in the police service, and judgement exercised during an act of heroism, should be considered in the overall evaluation of each individual for a higher position.

Every promotion and advancement should be based on the employee's ability to carry out the duties and tasks of a higher position. The probationary period is an excellent means for the employee to demonstrate this ability. Some authorities, however, do not favor probationary periods, particularly when

the ability to perform has been demonstrated during a development program. The Internal Revenue Service uses a probationary period as a safeguard against promoting a person beyond his capability. The Internal Revenue Service reports a minimal probationary rejection rate in its model program, but, on occasion, newly promoted persons have been asked to step down. An individual's ability to perform specific tasks of a position, and even to assume the position successfully for short periods during training, cannot be equated with a longer, more permanent placement. During a 1-year probationary period an individual may demonstrate that he cannot sustain the level of performance he exhibited during temporary assignment.

ILLINOIS COMMENTARY

As expressed repeatedly by both the Standards and Goals Committee members and the Personnel Sub-Committee members, personnel evaluation for promotion and advancement must be based strictly on merit. However, every police chief executive must make certain that the existing merit system is not discriminatory or a legal quagmire may result.

A lawsuit was filed in September 1970 by the Afro-American Patrolmen's League accusing the Chicago Police Department of racial bias in hiring, promotion, and assigning police. Later a Latin-American group filed a similar suit, and finally the Federal government joined with a suit charging racial and sexual discrimination in police personnel practices.

These suits not only led to a court order that new police officers temporarily be hired according to racial and sexual quotas but also resulted in millions of dollars in Federal funds being denied Chicago, which was quoted by Federal Judge Prentice H. Marshall as being a necessary tool in prodding the City toward ending discrimination. Even more important, the police department became seriously under-staffed during the prolonged court action, resulting in reduced services to the citizens of Chicago.

To avoid similar situations, each police chief executive should carefully evaluate existing criteria for hiring, promoting, and assigning personnel and correct any defects that may result in allegations of discrimination.

REFERENCES

1. Chicago Tribune, Thursday, December 2, 1976, Pages 1 and 22.
2. Chicago Tribune, Tuesday, July 20, 1976, Section 2, Page 2.
3. Personnel Sub-Committee Meeting, March 22, 1977, Elk Grove Village, Illinois.
4. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
5. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 17.3).

ILLINOIS STANDARD 13.6

ADMINISTRATION OF PROMOTION AND ADVANCEMENT

Every appointing authority should insure that only the best qualified personnel are promoted or advanced to positions of greater authority and responsibility in higher pay grades and ranks. The appointing authority should oversee all phases of the agency's promotional process except those positions which are exempt by law. The police chief executive should be responsible for all advancements within each position classification.

ILLINOIS COMMENTARY

The Standards and Goals Committee clearly emphasized the need for professional interaction and cooperation between the appointing authority and the police chief executive in police promotion and advancement.

The appointing authority initiates the selection process by being responsible for the recruiting of personnel. This responsibility also extends to the selection of individuals for advancement to a new position classification based on their demonstrated ability to perform the tasks and assume the responsibility required of a more advanced position. This selection should be made strictly on the basis of merit from among the best qualified employees. The police chief executive is directly involved with his personnel and his input in regard to whether an employee has the demonstrated ability to perform quality work and to assume the responsibility of his new position would be invaluable to an appointing authority in making the decision whether or not to promote.

Where conflict tends to occur between the appointing authority and the police chief executive is when the appointing authority exceeds its responsibility by attempting to direct both advancement to a new position classification and advancement within a position classification--the latter being the police chief executive's responsibility.

For example, the appointing authority is responsible for promoting a patrol officer to sergeant or a sergeant to a lieutenant. However, it is the police chief executive's responsibility to promote with each classification, such as patrol officer 1 to patrol officer 2. It is essential that the police chief executive retain and exercise the responsibility to assign, evaluate, and advance personnel within major position classifications. Only by retaining these functions can an administrator properly meet his other responsibilities for personnel development and the overall operation of the department.



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Through interaction and cooperation, both sectors will understand their responsibility which will in turn make it possible to avoid existing conflict and improve the administration of promotion and advancement of police personnel.

REFERENCES

1. Personnel Sub-Committee Meeting, January 4, 1977, Elk Grove Village, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 17.4).

ILLINOIS STANDARD 13.7

PERSONNEL RECORDS

Every police agency immediately should establish a central personnel information system to facilitate management decision-making in assignment, promotion, advancement, and the identification and selection of individuals for participation in personnel development programs.

1. The personnel information system should contain at least the following personnel information:

- a. Personal history;
- b. Education and training history;
- c. Personnel performance evaluation history;
- d. Law enforcement experience;
- e. Assignment, promotion, and advancement history;
- f. Commendation records;
- g. Sustained personnel complaint history;
- h. Medical history;
- i. Occupational and skills profile;
- j. Results of special tests; and
- k. Photographs.

2. The personnel information system should be protected against unauthorized access.

3. The system should be updated at least semiannually and, ideally, whenever a significant change in information occurs; and

4. The system should be designed to facilitate statistical analysis of personnel resources and the identification of individuals with special skills, knowledge, or experience.

5. Police agency employees should have access to personal information contained in the central personnel information system in accord with existing legal provisions.

NAC COMMENTARY EXCERPTS

Comprehensive records are the basis of effective personnel management. Decisions concerning the development, advancement, and promotion of individuals are facilitated by ready access to detailed information. It has already been noted that advancement and promotion should not be based on written examinations and oral interviews alone. Data pertaining to experience, quality of performance, level of education, special training, and skills should be examined and carefully weighed.

Information should be consolidated in a central personnel record system where all pertinent data are collected and stored in one location. Police agencies collect an enormous amount of information pertaining to their employees, but often the information is scattered throughout various bureaus and offices and is not readily accessible to line managers and others who should consider it in administering personnel resources.

Comprehensive personnel records in the wrong hands can be abused in a number of ways. Security measures should be taken to insure that access is limited to those who have a legitimate right to review the information.

Employees should be allowed to review such data as work evaluations, commendations, and results of any special tests. They should not be privileged to view their preemployment background investigation. Much of the latter data--collected from friends, relatives, neighbors, co-workers, etc.,--are received on a highly confidential basis. Without the assurance of confidentiality, much of this information could not be obtained. The collection and use of this information aids in the initial selection of police candidates and cannot be compromised.

Decisions concerning personnel are only as good as the information upon which they are based. Because outdated records are of little use, they should be updated at least semiannually and, preferably, whenever a significant change of status occurs.

Comprehensive personnel records serve a variety of administrative needs, the most important of which is to support development, advancement, and promotion of qualified individuals. Any record system should readily be able to identify those individuals with certain characteristics or combinations of characteristics. In addition, all that is known about an individual's education, training, commendations, personnel complaints, experience, or other pertinent information, should be readily available.

All central personnel record systems also should provide administrators with statistical analyses of their personnel resources. It is important to know at all times the number and percentage of personnel with a certain level of education, completion of special training, or special skills; this information identifies recruitment and training needs before a deficiency develops.

In larger agencies, personnel data cannot be furnished rapidly if the system is a manual one. Several large police agencies manually gather and store useful data about their personnel, but the data is not available in a useful form. If an automated records system is necessary, the expense of automation should be weighed against the increased overall effectiveness. With much other data about police operations being computerized, a personnel records system can be included with other systems, such as criminal histories, at a minimal cost. Automated microfilm systems, a much cheaper method than a computer, is an alternative to be considered. In police agencies with fewer than 100 personnel, a well organized manual system should be sufficient to meet the needs of the agency.

REFERENCES

1. Support Services Sub-Committee Meeting, October 26, 1976, Harrisburg, Illinois.
2. Standards and Goals Committee Meeting, December 17, 1976, Rochelle, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 17.5).

ILLINOIS STANDARD 13.8

EDUCATIONAL INCENTIVES FOR POLICE OFFICERS

Every police agency should immediately adopt a formal program of educational incentives to encourage police officers to achieve a college-level education. Colleges and universities, particularly those providing educational programs expressly for police personnel, should schedule classes at a time when police officers can attend.

1. When it does not interfere with the efficient administration of police personnel, duty and shift assignments should be made to accommodate attendance at local colleges; any shift or duty rotation system should also be designed to facilitate college attendance.

2. Financial assistance to defray the expense of books, materials, tuition, and other reasonable expenses should be provided to a non-probationary police officer when:

- a. He is enrolled in courses or pursuing a degree that will increase his value to the police service; and
- b. His job and academic performance is satisfactory.

3. Colleges and universities, particularly those providing educational programs expressly for police personnel, should schedule classes at hours and locations that will facilitate the attendance of police officers.

a. Classes should be scheduled for presentation during the daytime and evening hours within the same academic period, semester, or quarter.

b. When appropriate, colleges and universities should present classes at locations other than the main campus so police officers can attend more conveniently.

ILLINOIS COMMENTARY

The Standards and Goals Committee did not set a college-level education as an entry-level requirement for police service. They did concur, however, that a college education is a desirable goal for police officers. This standard in itself is evidence of police chief executives' growing commitment to higher education.

As was pointed out by Allen Andrews, Superintendent of the Peoria Police Department, the necessity of incentives for education has been heightened in recent years. Using his own agency as an example, Superintendent Andrews explained that in the last four years his department has been overwhelmed with college-degree police candidates. This presented a management

dilemma in regard to how to avoid discriminating against the department's many fine officers who had never had the opportunity to avail themselves of law enforcement degree/certificate programs. In order to allow these officers to compete equally with newer, degreed officers on promotional exams, etc., steps had to be taken to provide and encourage opportunities for non-degreed officers to obtain a college education. As a result the Peoria Police Department offered an educational incentive program of which some 60 officers availed themselves.

As can be seen from the above example, police officers are interested in improving their educational experiences. Once the non-degreed officer sees that his department has identified college education as a desirable goal and that the department is willing to provide incentives as proof of its commitment to this end, the police officer will pursue higher education.

However, no police agency should base incentive pay solely on educational achievement. Job performance must also be considered. To grant a higher salary for educational attainment without consideration of individual job performance would be inconsistent with the purposes and goals of education and would conflict with sound departmental merit-step programs.

Reimbursement for educational achievement is a different matter. Police officers successfully completing college-level courses should be offered financial assistance to defray the costs of tuition, books, laboratory fees, or other properly receipted expenses. This measure will help insure that sworn officers accept higher education as a desirable personal and professional goal rather than merely a form of guaranteed additional income.

Liaison between police agencies and college and university faculty responsible for scheduling law enforcement courses should be maintained in order to facilitate police attendance. Mutual arrangements should be established so that police officers on all shifts will have the opportunity to attend locally accessible courses. In addition, the courses should be offered in a sequence which would provide for the attainment of a certificate and/or degree in a reasonable amount of time.

Police or internship programs previously discussed in Illinois Standard 11.3 center on the attainment of a college degree. The Standards and Goals Committee endorses all educational incentives to achieve the end of a college education. These alternative programs exist because Illinois police chief executives recognize the benefit of highly educated police officers.

At this point in time Illinois police chief executives are not ready to establish college-level education as a requirement to become a police officer, lacking data to substantiate corresponding performance benefits. Too many practitioners are aware of the fact that there have been generations of excellent police officers before there was such a thing as a police or a criminal justice degree. However, as more police agencies encourage their officers to receive higher levels of education, the impact of this acquired knowledge by the officers will eventually appear in compiled statistical data.

REFERENCES

1. Personnel Sub-Committee Meeting, January 4, 1977, Elk Grove Village, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 15.2).

ILLINOIS RECOMMENDATION 13.9

IDENTIFICATION OF POLICE EDUCATIONAL NEEDS

It is recommended that the Illinois Local Governmental Law Enforcement Officers Training Board serve as a catalyst to bring together law enforcement practitioners, trainers and educators to establish as an advisory body curriculum guidelines for police educational programs. This body should identify the educational needs of the police service, including the needs of the police generalist, the police specialist, and the police manager.

1. Having identified these educational needs, this body should prepare a model curriculum that will satisfy the State's law enforcement needs.

2. This body should urge the modification of existing police educational programs and, where none exist, the institution of new programs designed upon the model curriculum.

3. This body should meet often enough to maintain recommendations on a valid contemporary basis.

4. The recommendations of this body should be forwarded on a regular basis to the Illinois Board of Higher Education and colleges and universities offering law enforcement degree programs.

ILLINOIS COMMENTARY

Illinois has many college-level programs centering on law enforcement subjects. Some 65 Illinois colleges and universities offer a myriad of 2- and 4-year degrees in law enforcement.

From Kishwaukee College to Western Illinois University to Northwestern University the courses touching on police and related topics vary greatly. In fact this diversity of criminal justice and police programs was one of the most discussed topics at an annual conference of Illinois criminal justice educators. The educators pointed out that some college programs were extremely technical, aimed at inservice police officers, while other programs were steeped in the theoretical and philosophical aspects of policing, and still others were aimed at producing police administrators in spite of the fact that few job opportunities exist in this area.

The need to study this problem and arrive at some conclusion about what colleges and universities should be teaching in the area of police subjects was agreed upon by the educators. Illinois police chief executives also recognize the need for such an effort and would like to participate directly in its implementation.

Although the National Advisory Commission suggests that a national body perform the task of establishing guidelines for police educational programs, the Standards and Goals Committee felt strongly that with the many excellent police scholars and police practitioners residing and working in Illinois, a State advisory body should be established for this purpose as soon as possible. Their efforts would be Illinois specific and probably available to those who need them long before a federal task force can accomplish this task.

NAC COMMENTARY EXCERPTS

Most police agencies appear to recognize the need of a college education for police practitioners--patrolmen, specialists, and managers. Each year more police agencies acknowledge the value of higher education through higher educational requirements and educational incentive pay plans. The President's Commission on Law Enforcement and Administration of Justice reported in 1967 that police agencies in only two States required education beyond high school as a condition of initial employment. The 1971 Police Selection Survey, however, revealed that police agencies in at least nine States required education beyond high school. In California there are approximately 32 police agencies that require college education for employment ("California's Professionals," Police Chief, March 1970).

The academic community evidently agrees with the President's Commission. Educational programs specifically designed to satisfy police needs have proliferated. Little more than a decade ago there were approximately 30 colleges and universities offering degree programs for the police; today there are some 400 colleges and universities doing so. These programs are found in 46 of the 50 States, the District of Columbia and two possessions.

Approximately 900 colleges and universities participate in the federally financed Law Enforcement Education Program, which provides financial aid in the form of grants and loans to pre-service and inservice police personnel who pursue a college education. Although more than half of these academic institutions do not offer educational programs specifically designed to satisfy police needs, their course offerings, which include the liberal arts, the social and behavioral sciences, business administration, and political science, are considered appropriate areas of study for police and other criminal justice practitioners.

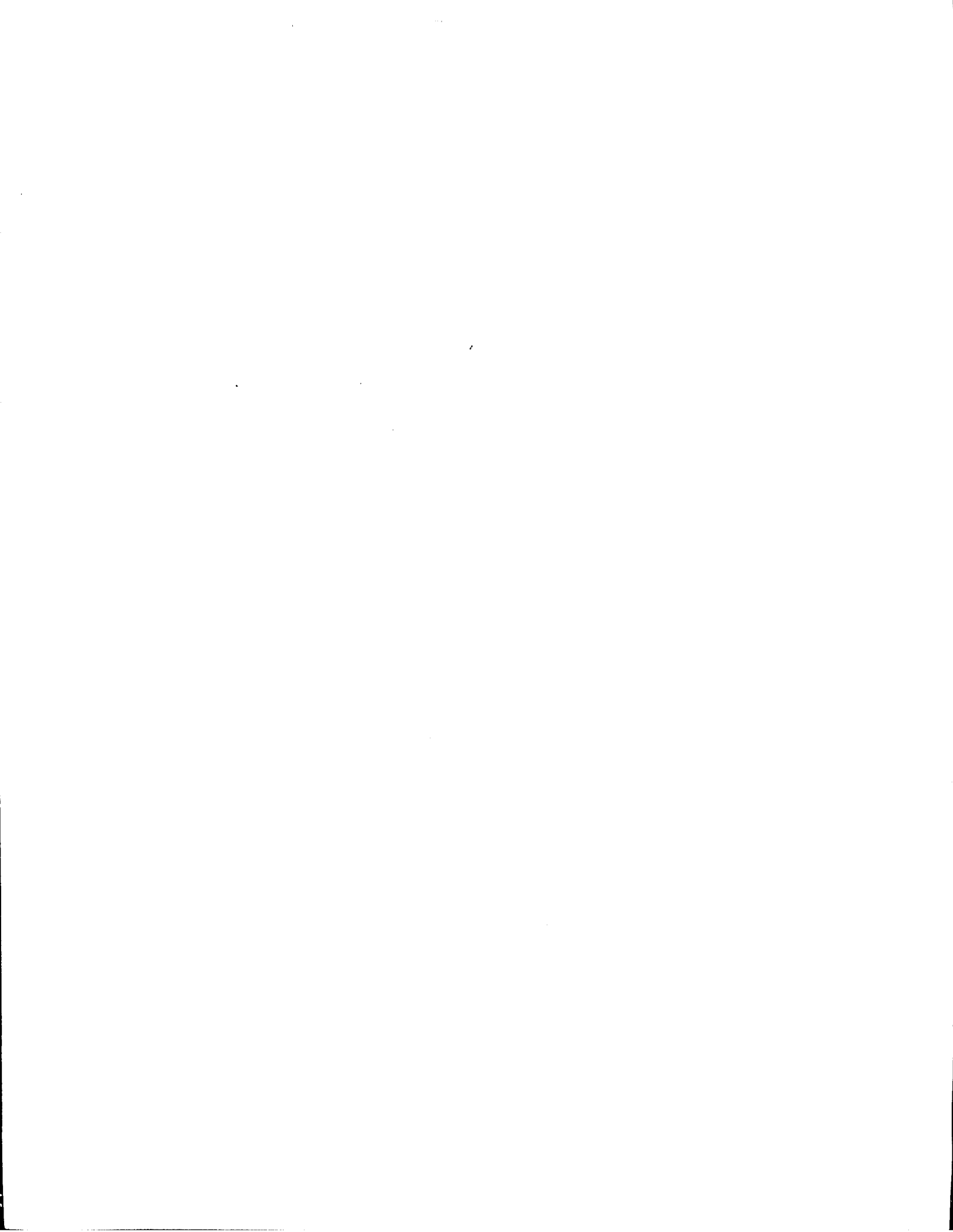
The fact that a broad spectrum of majors, degrees, and courses is pursued by police personnel is appropriate. There has been little research directed toward establishing an ideal criminal justice education for police personnel; in fact, information on the specific value of education to police personnel has not been developed through research focused on this objective but as a spinoff of other research, usually focused on the selection of successful police applicants.

While variety in police education may be beneficial, it does appear to cause some confusion. There is no master plan for education. Instead, educational programs for the police have arisen from local and individual perceptions of police needs and philosophies of education. As a result, persons engaged in the same occupation often pursue widely divergent educational courses. Considering the difference between rural and urban law enforcement, and the variety inherent in the patrol, specialists, and managerial functions, this may be valid--but no one is certain.

There is an obvious need to identify the true educational needs of the police service.

REFERENCES

1. Training Sub-Committee Meeting, March 16, 1977, Champaign, Illinois.
2. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Recommendation 15.1).



Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 14.1

THE POLICE EXECUTIVE AND EMPLOYEE RELATIONS

Every police chief executive should immediately acknowledge his responsibility to maintain effective employee relations and should develop policies and procedures to fulfill this responsibility.

1. Every police chief executive should actively participate in seeking reasonable personnel benefits for all police employees.
2. Every police chief executive should provide an internal two-way communication network to facilitate the effective exchange of information within the agency and to provide himself with an information feedback device.
3. Every police chief executive should develop methods to obtain advisory information from police employees--who have daily contact with operational problems--to assist him in reaching decisions on personnel and operational matters.
4. Every police chief executive should provide a grievance procedure for all police employees.
5. Every police chief executive should have access to employee relations specialists to provide assistance in:
 - a. Developing employee relations programs and procedures;
 - b. Providing general or specific training in management-employee relations; and
 - c. Collective negotiations.
6. Recognizing that police employees have a right, subject to certain limitations, to engage in political and other activities protected by the first amendment, every police agency should promulgate written policy that acknowledges this right and specifies proper and improper employee conduct in these activities.
7. Every police chief executive should acknowledge the right of police employees to join or not join employee organizations that represent their employment interests, and should encourage and maintain effective communications with these employee organizations.

NAC COMMENTARY EXCERPTS

Police employees, like other workers, want equitable economic benefits and optimum working conditions. They have traditionally sought increased salary, compensation for overtime work, improved pension provisions, quality health insurance, uniform allowances, and guaranteed pay. They are increasingly displaying an interest in their working hours; routine and safety equipment; vacation and holiday provisions; health benefits; deployment policy; promotion procedures; internal discipline; and many other areas not previously cited by police employees.

The police chief executive must always consider his employees' personnel benefits and working conditions in relation to other law enforcement agencies and to other public employees. Some issues may be beyond the chief executive's authority if they are controlled by legislation, or civil service regulations; he can, however, initiate the process to make needed changes. If he does not assume this responsibility, some other person or group may (Emphasis added).

The success of the management approach of initiating reasonable employee benefits can be best evaluated by examining the internal conditions of agencies where the police chief executive has assumed this role.

Often, reasonable personnel benefits that police chief executives should have secured for their personnel have been gained through organized police employee activities. During the late 1940's, when most of the private and public employees worked a 40-hour week, police employees needed to go to the public to gain the same benefit. Other public employees in most cities were paid time-and-one-half for overtime work long before police employees were. Only within the last 10 years have some police agencies provided safety equipment at no cost to police employees; this and other benefits have been commonplace in most other public employment.

Where personnel benefits cannot be secured because of fiscal or other problems, the police chief executive has the responsibility to inform police employees of those problems. Then employees can address complaints to budget authorities or others. Based on such information, police employees may choose to wait until the situation improves, especially if they have developed a sense of confidence in the police chief executive's ability. With sufficient information, police employees are in a position to make a much more intelligent decision, as in Cleveland when police employees chose between a 10 percent reduction in salary for all or a 10 percent layoff of manpower.

The problem of the small town police agency in the area of employee benefits is perhaps even more complex. The financial base is usually much more restricted. Those involved in the issue are very close to the decision. The police chief executive, in many cases, is an appointee of the lawmakers or jurisdiction administrator and has few, if any, tenure rights. His is a difficult but not an impossible position.

Every police chief executive should provide for the effective exchange of information within the agency. He should know what his employees want, how they feel, and he should act on this information. He also should inform all his employees of his views and the planned activities of the agency. This two-way exchange of information can minimize rumors and smooth the way for implementation of many agency policies and programs.

It is sometimes difficult, however, for the chief executive to gain information from first level employees. The military structure of police organizations, and reliance on the chain of command within most agencies, can hinder the upward flow of information. The requirement that information be in written form, and the knowledge that such reports will be reviewed at numerous levels of command, inhibit candor.

In smaller agencies an open door policy, which provides regularly scheduled periods for the police chief executive to hear employee grievances, may be feasible and effective. Larger agencies may elect representatives from each major subdivision to present their attitudes to the chief executive through regularly scheduled conferences. The distribution of questionnaires to officers, or using rollcall training time or informal employee gatherings presided over by the divisional supervisors, may provide an expedient means to determine employee attitudes on key issues. Intradepartment mailing systems should provide personnel with direct access to the chief's office. Feedback is the prime component in the guidance system that enables a chief executive to formulate policy that is both rational and realistic.

Some police chief executives resist employee participation in the decisionmaking process. Others encourage it with considerable success. Participation in this context means assistance.

When employees bring a problem to the attention of the chief executive, he should use them as a resource to solve the problem--the solution often may be the employees' suggestion. This method puts some of the responsibility on the employees themselves, lets them feel the difficulties of the development process firsthand, and allows them an opportunity for occupational growth.

Significant managerial activities involve some risk, and encouragement of employee participation is no exception. Once employees experience the opportunity of influencing decisions which affect them, they may attempt to move into areas that are beyond the scope of their role.

Participation or assistance, to be successful, demands a certain degree of compatibility on the part of the involved parties; a recognition by employees that final decisions must rest with the chief executive; and encouragement of both formal and informal involvement of the police employee and the chief executive. That will not occur overnight. Years of noninvolvement and resistance must be overcome. But the problem has been met in many jurisdictions.

An employee grievance is an employee's complaint that he has been treated unjustly by the police agency or one of its members. A system that allows police employees to resolve their grievances fairly and expeditiously can function within current police organizational structures without the need for an employee organization. The lack of a grievance system will be one of the first issues raised by any employee organization.

A grievance system may be viewed as a tool for maintaining or increasing employee morale and as another channel of internal communication. Through an effective grievance system, the chief executive may receive valuable feedback which can be used to pinpoint organizational problems.

Most police grievance systems are patterned after those of private industry. They require that an initial attempt be made to resolve informally the issue between the aggrieved employee and his immediate supervisor. Subsequent steps may require the submission of the grievance in writing, progressing upward through several levels of the organization. Some agencies use detailed forms for this purpose. Each step may have rigid time limits to speed the process, or may require a response to the aggrieved employee at each level. The eventual termination of the grievance varies from final decision by the chief executive, to recourse to another agency within the local government (such as the civil service commission) or another external arbitrator.

Often a grievance system exists but is not used, sometimes because it is too complicated, sometimes because employees who have tried it have been frustrated. Sometimes a grievance report goes in the complainant's personnel file where it is susceptible to misinterpretation when the employee is considered for re-assignment or promotion.

Research indicates that a major problem with the grievance system lies in the lower and middle management level of police agencies. In many cases these managers fail to make a decision on the issue in question and, instead, simply refer it to the next higher level. Police chief executives should establish firmly the amount of responsibility that lower level managers should assume on grievances.

The systems which appear to be successful are those which are bilateral and allow the employee to use either the formal chain of command or to submit the grievance to an internal board (usually comprised of a cross section of the police agency).

Few police chief executives have the specialized experience in employee relations, employee organization activities, and collective negotiations, that is necessary to increase employee effectiveness. Many are turning to management-employee specialists for counsel in the field of employee relations.

Most police agencies and local governments cannot afford, nor do they need, a full-time specialist in this area. However, the services of such a person should be available if the need for assistance arises. In addition, the police chief executive should increase his knowledge about employee relations. Other members of the police agency should also be given the opportunity to gain this knowledge through the many seminars, institutes, and courses offered in this field.

Employee organizations are not new to police agencies. They have existed for many years, but generally they have operated only as fraternal and professional groups. Police chief executives who have come up through the ranks of their organization usually are or have been members of the employee organization they now deal with from their management position.

What changed primarily during the 1960's was the direction, operation, and tenor of these organizations. Some employee organizations, such as those in Detroit and New York City, cannot now be distinguished from organized labor unions. Police chief executives must be mindful of this changing relationship and the operation of their own employee organizations; they must not base their action on the fear of potential organized labor involvement.

In giving recognition to a police employee organization, the chief executive must remember that the members of the organization are still his employees. The International City Management Association's Municipal Police Administration provides an appropriate description of why the police employee organization exists: "It exists because the employees want it, and are willing to give it their time and money...Because it is their organization, they want it truly accepted by management. If the organization is ignored, they feel ignored; if the organization's existence is threatened, they feel threatened. The police administrator seeking harmony will refrain from any attack on the organization which represents the men, and will help (the organization) gain status."

While recognition of an employee's right to join an employee organization is important, the chief executive also has the responsibility to protect the rights of those employees who do not wish to join the organization. In that regard, the Advisory Commission on Intergovernmental Relations indicated that, "When the right to join becomes a duty, obviously freedom of choice becomes merely a catchword."

ILLINOIS COMMENTARY

Organizational efficiency is strongly affected by employee relations. Good employee relations increase employee morale. Since high morale and productivity have been demonstrated to be closely inter-related, the police chief executive cannot afford to take lightly his responsibility to maintain a healthy climate between employees and management.

Conflicts between local governmental employee practices and police employee desires and demands are on the rise. No longer can the police chief executive assume a traditional reactive posture in such matters. Positive steps must be initiated to develop enlightened policies and procedures that promote mutual understanding and equitable resolution of employee/management differences.

In this regard, the police chief executive must maintain open channels of communication between employees and management. Failure to do so is likely to result in management's inability to comprehend employee needs and desires and/or misinterpretation of management's intent by employees. Either likelihood can lead to more serious consequences, such as work stoppages or job actions, which severely limit agency effectiveness and citizen protection.

Most commonly, work stoppages and job actions occur when employees perceive management as unresponsive to what they believe are reasonable requests for increases in salary, benefits, address of grievances, or changes in working conditions. The employee takes part in work stoppages and job actions because in his frustration he feels symbolic action will dramatize his requests.

Illinois Standard 14.4 deals more specifically with preventing the occurrence of work stoppage and job actions. Effective two-way communication, however, is one of the key factors in detecting the problems which may lead to confrontations between employees and management and taking steps to correct these problems before work stoppages or job actions take place.

Many work stoppages and job actions could have been avoided by more equitable employee practices. Governmental entities in communities where job actions and work stoppages occurred have not always dealt honestly and fairly with the police employee. For example, salaries remained below the median for a given area, benefits were given and taken away or modified frequently, and employees were required to purchase and maintain their own health and safety equipment. In addition, police employees have seen or heard of too many cases where protestations of the government entity's inability to meet reasonable employee demands have proven false.

On the other side of the issue, however, there have been employees who have demanded too much. Police agency employees whose requests have gone beyond the reasonable ability of the governmental entity to meet have set the stage for confrontation and job actions or work stoppages. In such cases these actions are viewed as a breach of faith with the community the employees have sworn to support. The result is that the police agency loses the respect, cooperation, and trust of the community served. Quite possibly, because of the hostile climate created by the work stoppage or job actions, the employees stand to gain less in the final settlement than if their initial demands had been well reasoned. Where does the police chief executive stand in view of the nature of this two-sided issue? The answer is that he has a foot in each camp and therefore has a considerable role to play in insuring that no work stoppages or job actions occur.

As a representative of management, the police chief executive has an important role to play in keeping the employees or employee organizations informed. He must see that they are fully aware of the fiscal position of the governmental entity. He should also advise them on the merits of benefits vs. salary, etc. Further, the police chief executive should provide summary

notes of town council meetings so the employees can consider the public mood when formulating desired job benefits. In dealing with an employee organization, the police chief executive should insure that the organization has the training to present salary and benefit requests in a positive and effective manner.

The police chief executive also has a clear responsibility as advocate for his assigned personnel before the proper officers of the government entity. In this capacity he is the proper person to submit salary and benefit requests as reflected in the agency budget. He must insure that all departmental employees have had input into these requests.

In addition, the police chief executive should at the time of occurrence bring to the attention of management any reasonable requests for changes and improvements in working conditions. By keeping both sides well informed and by working at building an appreciation of both groups' concerns on a daily basis, the police chief executive can do much to foster an atmosphere of mutual understanding and satisfaction and reduce the likelihood of work stoppages or job actions.

If the police chief executive is compromised in his dual role of agency administrator/employee advocate by unreasonable demands or actions by either his superior or subordinates, the agency employees, the community, and the individual citizen suffer.

REFERENCES

1. Illinois Police Chief Executive Survey, Illinois Association of Chiefs of Police, Standards and Goals Project Report, Appendix A.
2. Criminal Justice System Survey, Illinois Association of Chiefs of Police, Standards and Goals Project Report, Appendix B.
3. Administration Sub-Committee Meeting, May 15, 1977, Winnetka, Illinois.
4. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
5. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 18.1).

ILLINOIS STANDARD 14.2

POLICE EMPLOYEE ORGANIZATIONS

Every police employee organization in the State of Illinois should immediately formalize written policies, rules, and procedures that will protect the rights of all members and insure that they can remain responsible to their oath of office.

1. Every police employee organization should place in writing the scope of its activities to inform all members of their organization's programs and their representatives' activities.

2. Every police employee organization should adhere to rules and procedures designed to insure internal democracy and fiscal integrity. These rules and procedures should include:

- a. Provisions to protect members in their relations with the police employee organization;
- b. Standards and safeguards for periodic elections by secret ballot;
- c. Identification of the responsibilities of the police employee organization officers;
- d. Provisions for maintenance of accounting, auditing, and fiscal controls, including regular financial reports;
- e. Provisions for disclosure of financial reports and other appropriate documents to members, regulating agencies, and the public; and
- f. Acknowledgment of responsibility to the State and Federal agencies legally charged with regulation of such employee organizations.

NAC COMMENTARY EXCERPTS

Police employees voluntarily are placing their future personnel benefits and, to some degree, their professional image in the hands of the employee organization and its representatives. Every member, therefore, should know the activities and direction of the employee organization. The members should require that the scope of employee organization programs and its representatives' activities be described in writing and made available to all members.

The nature of the employee organization and its representatives is influenced by the police agency, the community, and the employee organization itself. Police employee organizations generally mirror the management style of the police agency by reflecting either an effective democratic base or by placing nearly autonomous leadership in the hands of a few representatives.

Elected police employee organization representatives are by definition political figures. To remain in their position, they must satisfy their constituents--police employees.

The police agency administration, including the chief executive, also influences police employee organization representatives' activities. An effective management-employee team requires high quality representation to provide support for reasonable benefits, and to strive for greater professionalism. Election as an employee organization representative should not be a deterrent to future promotion, or impose hindrances such as job assignment conflict and limit of employee organization business to off-duty time.

Police employee organizations have been effective where there is a positive working relationship with the police agency, or an active political involvement, or both. Police must not compromise their position of political neutrality and professional objectivity. Yet inappropriate political activities of employee organization representatives may precipitate such a compromise even though agency management and employee group membership are opposed to it.

Police employee organizations rightfully seek provisions from the police agency that protect all police employees from arbitrary and capricious actions by the agency. Police chief executives rightfully should seek similar measures from the employee organization to protect all employees from arbitrary and capricious actions by the police employee organization.

The Advisory Commission on Intergovernmental Relations in its report Labor-Management Policies for State and Local Government recommended that public employee organizations adhere to certain basic rules and practices designed to maintain internal democracy and fiscal integrity. Similar recommendations were adopted by the National League of Cities.

Some observers contend that employee relations legislation necessitates excessive paperwork for employee organizations; that it cannot insure internal democracy; and that the lack of it in many States is evidence that it is unnecessary.

Others contend that this legislation balances the rights of each employee against those of the employee organization, and establishes legal recourse for employees who feel that they have been treated unfairly by the employee organization. They contend it alleviates employee organization mismanagement or improprieties that could seriously affect the image and effectiveness of individual police employees, the police agency, and the employee organization.

One of the most common complaints from members of police employee organizations is the misuse of dues income. Unfair police labor practices are prohibited by legislation in 11 States. The most comprehensive legislation is in Connecticut, Maine, and Massachusetts. John Burpo has stated that such laws benefit both the police agency and the police employee organization by prohibiting nearly every form of abuse by agency, employee, and employee organization. This legislation is particularly effective

against employee organization abuses when it provides for withdrawal of the organization's accreditation as the exclusive bargaining agent. This eliminates the organization's fundamental base of power.

An employee organization's fiscal integrity is extremely important because actual or even rumored abuse can adversely influence public perception and support of the police agency. To insure this integrity, the employee organization should publish and distribute regular, complete financial reports to all employees and the public. Fiscal activities also should be monitored by the employee relations administrative body, the State corporation commission if the employee organization is incorporated, the Internal Revenue Service, or the courts.

REFERENCES

1. Extra-Departmental Relations Sub-Committee, March 24, 1977, Bloomington, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 18.2).

ILLINOIS STANDARD 14.3

COLLECTIVE NEGOTIATION PROCESS

Every police agency and all police employees should be allowed to engage in collective negotiations in arriving at terms and conditions of employment that will maintain police service effectiveness and insure equitable representation for both parties.

1. Any legislation enacted by the State of Illinois to provide for collective negotiations between police agencies and public employees should give equal protection for both parties and should include:

- a. Provisions for local jurisdictions to enact specific rules for the collective negotiation process;
- b. Procedures to prevent either party from circumventing the collective negotiation process;
- c. Provisions for police agency retention of certain unrestricted management rights, to insure proper direction and control in delivering police services;
- d. Provisions to prohibit police employees from participating in any concerted work stoppage or job action; and
- e. Procedures that require adherence to the collective negotiation legislation by all parties.

2. Every police chief executive should insure that he or his personally designated representative is present during all collective negotiations involving the police agency.

3. Every police agency should insure that all police employees receive training necessary to maintain effective management-employee relations. This training should include:

- a. Sufficient information to provide all employees with a general knowledge of the management-employee relations process;
- b. Specific instructions to persons who represent the police agency in the collective negotiation process; and
- c. Specific instructions to enable every supervisory police employee to perform his duties under any collective negotiation agreement.

4. Every police chief executive should encourage employee organizations to provide training to enable their representatives to represent members in the negotiation process adequately.

5. Every police chief executive should establish administrative procedures to facilitate the police agency's operation under any collective negotiation agreement.

NAC COMMENTARY EXCERPTS

Overall, State and local public employee relations legislation is confusing, fragmented, contradictory, and, many times, incomplete in its coverage of employees. There is a growing trend toward legislation requiring mandatory negotiations, particularly for public safety employees.

It is generally agreed that what is needed is a general State statute that will balance management rights and employee needs, and provide a foundation for effective management-employee relations. At the same time, such legislation would recognize that police agencies and police employees throughout each State vary in their needs and organizational environment. Such statutes must allow for variations and individual applications. Some police employees may not feel the need for, or may not want to engage in, collective negotiations. They should not be forced to do so.

Laws establishing collective negotiations for public employees have withstood legal attacks on their constitutionality. Courts have been favorable to statutes that reflected careful study and use of the experience of both public and private employee relations programs.

Local jurisdictions should be allowed to establish specific rules for the collective negotiation process. Negotiation involves money and policy formulations that are usually responsibilities of the local government and individual police agency. The police employee organization must interact and negotiate with local government and the police agency, not with the State.

It is possible that failure by local jurisdictions to deal with these issues will cause them to be decided by the courts, the State, or unpredictable political influences. The three issues most often in dispute are: recognition of the employee organization; determination of the negotiation units to be represented; and initiation of good faith negotiation. These also have been the primary causes of public employee work stoppages and job actions.

Exclusive recognition of the organization that represents the majority of the employees involved in the negotiation process is essential to an effective program. Negotiation between more than two parties could result in excessive conflict and prevent settlement. It is generally agreed, however, that the local jurisdiction and police agency should allow representatives of a limited, reasonable number of minority group employees to be heard prior to the actual negotiation process.

Police employee organizations usually are willing to negotiate in good faith; however, sometimes they resort to political circumvention and external pressures when the negotiation seemingly does not satisfy their objectives. For effective collective negotiations, such circumvention should be restricted, requiring both parties to negotiate for the end results.

Because few local jurisdictions have set restrictions, the negotiation process continues to be primarily a political process. Often such outside influences as local and State legislative bodies, the press, and the public are brought into the negotiations by both sides in an attempt to strengthen their stand.

If collective negotiation is going to work, everyone must work toward requiring that both parties reach an agreement solely within the process. Alternatives other than those available at the negotiation table must be closed.

Collective negotiation does not require unnecessary or unreasonable concession on the part of police management. The ability of the police to provide police services must not be affected by collective negotiation. The State legislation that establishes collective negotiation for police employees should also define the parameters of negotiable issues and make provisions for dispute resolution on these issues.

Because public employee organizations in the past usually dealt directly with local government in the areas of personnel benefits, police chief executives were able to avoid becoming directly involved; they continued to operate their agencies without much intervention. Collective negotiation has changed that situation. Police chief executives who do not involve themselves in the negotiation process could find their management capability seriously restricted.

Experience with collective negotiation in the public sector indicates that the best approach for the police chief executive is to negotiate directly with the employee organization, using the least cumbersome machinery and procedures. The police chief executive or his representative should be included among the local government negotiation team, but many chief executives have resisted actually being a party to the process. They have felt that they best can retain their management position by remaining neutral but present during the negotiating process, with the ability to direct the government negotiator, when necessary. However, the police chief executive must also recognize that his relationship with his employees will be largely set once an agreement is reached.

When the positions of supervisors and middle managers are heard prior to the new negotiation, they give the resulting agreement greater support. These employees can be a valuable resource to the chief executive. If police management goes into negotiations without their information and support, it may lack the necessary insight to negotiate a practical, effective agreement.

Informal talks between the police chief executive and the employee organizations, prior to the negotiation process, can bring the specific areas of disagreement into focus. Negotiation should begin with problem definition, not with the exchange of proposals and counterproposals.

To increase employees' ability to consider the negotiation process intelligently, all police employees should be informed by the agency of their role in the management-employee relations program and how the program will affect them. The most effective time to dispense such general information is during basic police training for sworn employees, introductory orientation training for nonsworn personnel, and routine annual training for other employees.

Updated information then should be transmitted through the police agency's internal communication network. Information presented by the police agency must be objective and unbiased even though it may be in response to biased information presented by the employee organization. The employee organization should be permitted to present information, at its own expense, to all police employees.

The collective negotiation process is a difficult one requiring careful preparation and able execution. It cannot be conducted successfully with tricks and gimmicks. A police agency should be represented by a team of experts in personnel, budgetary, and field operations management. Such representatives should be designated long before negotiations begin and should be given as much training, experience, and information in the area of collective negotiations as the agency can support.

Effective training can be obtained from academic institutions, government agencies, other negotiators, and labor and public employment lawyers.

Police agency representatives should develop and maintain a system which acts as a clearinghouse for information, including court and arbitration decisions. All internal matter associated with management-employee relations should be sent to the agency representatives. Previous contracts of other local police agencies are particularly important. With this information, the agency representative should be able to develop sound positions, avoid failures, and maintain fair and effective employee relations.

Once an agreement is reached, the resulting contract must be implemented. The police chief executive has the primary responsibility for insuring that all police employees understand and abide by the agreement. The contract must be presented clearly and concisely at a level consistent with the education and experience of those who will be affected by it.

Individuals who represent the police employee organization during the collective negotiation process must be as skillful and knowledgeable as the representatives of the police agency. The police chief executive should be concerned with the adequacy of this representation, since inadequate representation can cause unsatisfactory negotiation results and subsequent employee unrest. Therefore, employee organization

representatives should be encouraged to take advantage of the same training programs available to the police agency.

Employee organizations must realize that most police chief executives confront the same forces that they do, and that few control the purse strings. Where both the police chief executive and employee organization work together to secure reasonable benefits, conflict can generally be avoided.

The most important element in the maintenance of effective management-employee relations programs and collective negotiations is what happens within the police agency after the negotiation process. The public, and many police chief executives and local governmental officials, look upon collective negotiation as an annual (or less frequent) activity that once concluded can be forgotten until the next negotiation period. Actually, the process continues, even though formal negotiation may not be occurring.

Interpreting the contract is a continuous process. Line supervisors usually will interpret it themselves in relation to their specific problems; however, interpretation of complex clauses and operational adherence to the contract generally is the responsibility of the agency's trained representatives or the local jurisdiction's personnel agency. This same person or agency should be available to field supervisors for individual assistance.

In many cases operational orders and manuals must be rewritten to conform to the contract. This may involve a significant amount of work.

When new operational orders that affect areas subject to negotiation, or that are part of the existing contract, are drafted, they should be made available to a representative of the employee organization prior to implementation. The assistance of the organization during an order's drafting can be very effective. If the employee organization is not involved in this process, it may file a grievance, particularly if it disagrees with the order. This type of grievance has been generally upheld if submitted to arbitration or a regulatory agency.

One of the most perplexing problems facing police collective negotiations is the determination of an appropriate division of employees into representative units. The principal issue in dispute has been the definition of supervisor and management employee and whether these persons should be included in a bargaining unit including first level employees, or in a separate unit, or in no unit.

Although police employees want the power afforded by the largest unit that can be organized, they usually will refrain from grouping themselves with nonpolice employees. In communities strongly influenced by organized labor, police employees tend to organize on the basis of rank. In other communities, particularly in the West, police employees have remained together regardless of rank. This is probably because in most agencies supervisors and management personnel generally rise from the ranks.

Public employers differ in their view of this issue. Some favor a single large unit that avoids excessive fragmentation which might damage negotiations and lead to organization rivalry. Fragmentation prolongs negotiations and, more importantly, can force the employer to reach several different agreements that will result later in confusion and conflict during normal operations.

Other public employers contend that fragmentation can be beneficial because it reduces the power and effectiveness of the units, and because the resulting rivalry will cause conflict among the units rather than with the employer. Nearly all public employers desire to exclude supervisors, and particularly management personnel, from negotiating units. (They contend that if they are not excluded, management is pitted against management.)

A major factor used in determining the appropriate unit is community of interest, but, particularly in the police sector, this is an elusive term. Employees who are subject to the same personnel policies and working conditions, who have had a common history particularly in negotiation patterns, who have a vocational specialization along professional lines, and who have similar authority and exercise similar rights are said to form a community of interest. Except for the last, this includes nearly all police employees in an agency regardless of rank; therefore, all could belong to one unit.

The Advisory Commission on Intergovernmental Relations in Labor-Management Policies for State and Local Government strongly recommended that State legislation determine the appropriate units and that managerial and supervisory personnel, elected and top management appointive officials, and certain confidential employees, be excluded from any unit engaged in collective negotiations. Fifteen States do require that either unit determination or its dispute resolution be a responsibility of the regulatory agency, and several specify unit determination through State legislation.

Impasse resolution procedures are invoked when collective negotiations break down and the parties cannot mutually resolve the disputed area. In the private employment sector, a strike by employees or a lockout by the employers is generally the result. But for the police service, such a result is both inappropriate and undesirable. The public employment sector, therefore, has sought other procedures. Generally, impasse procedures first involve mediation, then factfinding. National systems usually avoid the Canadian and European practice of arbitration and, instead, accept resolution by the legislature. Experts in the field, practitioners in police collective bargaining, and academicians all differ on their preferences and supporting reasons on impasse procedures. Many change their views after personal experience. To date, no truly successful model has been found.

Arbitration to settle disputes in the determination of the collective negotiation agreement is a relatively untested procedure even in the private sector. Its primary purpose in the public sector is to resolve disputes and avert the potential of a police work stoppage--in itself a doubtful hope. Whatever procedure is developed must fit the needs of the local situation and, to be effective, must be born from a consensus of the local government, police agency, and police employees. The community that will be served by the results must also be involved because ultimately it must bear the cost.

ILLINOIS COMMENTARY

Illinois police chief executives see the collective negotiation process as a practice increasing gradually in acceptance and usage for employees of governmental agencies. Whether personally opposed to collective negotiations or not, they perceive the need to establish expertise to enhance their administrative capabilities. Labor relations in general and collective negotiation in particular are areas in which the police chief executive must maintain competency.

In his dual role of agency manager and employee advocate, the police chief executive must balance management considerations with the need to obtain reasonable salary and benefits for agency employees. This balance is often very hard to maintain, particularly given the political realities that exist in some Illinois police agencies. Moreover, some agency employees, such as civilian radio operators or records clerks, would not be covered under collectively negotiated agreements. The police chief executive must insure that collective agreements do not detract from the functions these employees perform or the benefits they receive.

To insure that the police chief executive meets his responsibilities to both management and employees in the event of future collective negotiation, he should immediately do the following:

- a. Provide general information on the employee/management relations process to all employees, both civilian and sworn.
- b. Encourage employee organizations to provide training to insure proper ability of the employees to represent themselves and their needs adequately.
- c. Establish clearly his position in the collective negotiations process.

A major concern of the Illinois police chief executives discussing this standard was the issue of management rights in the collective negotiations process. To avoid erosion of administrative prerogatives, it was felt that management rights should be delineated in every collective negotiations agreement.

Two suggested formats for this purpose can be found in Collective Bargaining Agreements for Police and Firefighters, U. S. Bureau of Labor Statistics:

Provisions took two general forms. First, there were general statements of management's rights, which were broadly written to encompass all rights accruing to the employer. Residual rights clauses, for example, reserved to government employers those rights not specifically modified by the contract:

- (31) In the interpretation of this agreement the City shall not be deemed to have been limited in any way in the exercise of the regular and customary function of municipal management and shall be deemed to have retained and reserved, unto itself all the powers, authority and prerogatives of municipal management as such rights existed prior to the execution of this agreement with the Association except to the extent expressly abridged by a specific provision of this agreement

Management's specific rights were enumerated under the second form. Typically, enumerated clauses contained a list of prerogatives falling within management's sphere which were subject to modification by the terms of the contract:

- (33) The City has the right and is entitled, without negotiation or reference to any agreement resulting from negotiating, to:
- (a) Direct its employees;
 - (b) Hire, promote, classify, transfer, assign, retain, suspend, demote, discharge, or take disciplinary action against any employee;
 - (c) Relieve any employee from duty because of lack of work or for any other legitimate reason;
 - (d) Maintain the efficiency of its governmental operations;
 - (e) Determine the methods, means and personnel by which its operations are to be conducted;
 - (f) Take whatever actions may be necessary to carry out its responsibilities in situations of emergency; and
 - (g) To contract or subcontract matters relating to municipal operations, provided that such contracting or subcontracting shall not be entered into for the purpose of circumventing this agreement.

The Illinois police chief executive is a progressive manager, willing to accept change or compromise as employee-management conditions require. This is a healthy attitude. To be otherwise is to risk losing the loyalty and respect of the department's employees.

REFERENCES

1. U. S. Department of Labor Bureau of Labor Statistics, Collective Bargaining Agreements for Police and Firefighters, Superintendent of Documents, U. S. Government Printing Office, 1976.
2. Administration Sub-Committee Meeting, March 11, 1977, Winnetka, Illinois.
3. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 18.3).

ILLINOIS STANDARD 14.4

WORK STOPPAGES AND JOB ACTIONS

Every police chief executive should immediately prepare his agency to react effectively to neutralize any concerted work stoppage or job action by police employees. Any such concerted police employee action should be prohibited by law.

1. The State of Illinois should enact legislation that specifically prohibits police employees from participating in any concerted work stoppage or job action.

2. Every police agency should establish formal written policy prohibiting police employees from engaging in any concerted work stoppage or job action.

3. Every police agency should develop a plan to maintain emergency police service in the event of a concerted employee work stoppage.

4. Every police chief executive should consider the initiation of internal disciplinary action, including dismissal, against police employees who participate in a concerted job action or work stoppage.

NAC COMMENTARY EXCERPTS

Strikes by public employees have been prohibited almost universally by specific legislation, governmental policy, or the common law; various penalties have been prescribed.

The government's position should not be reversed; all States should specifically prohibit concerted work stoppage and job actions by police employees. The Advisory Commission on Intergovernmental Relations in Labor-Management Policies for State and Local Government recommended a similar provision. This is necessary in view of the increased police employee activities in this area and the deletion of no-strike provisions in many public employee organization constitutions including the International Association of Fire Fighters; American Federation of State, County and Municipal Employees; and the many factions of the International Conference of Police Associations.

The courts find little difficulty in upholding these legislative prohibitions and have taken a similar position on such apparent subterfuges for the strike as concerted sick calls and mass resignations. In United Federation of Postal Clerks v. Blount, 30 L Ed. 2d 38 (1971), the United States Supreme Court affirmed a lower court decision prohibiting Federal employees from striking. This pattern was maintained in Bennet v. Gravelle, United States Court of Appeals, Fourth Circuit, No. 71-1311, November 19, 1971, where it was also

stated that a strike would not be made legitimate even though striking employees may have a justifiable reason.

The courts have defined a public employee strike quite broadly, but States should acknowledge that the wording of statutes should be broadened to include such subterfuges as concerted work stoppages and job actions. A good example of legislative definition of strike is found in 17.455(1), Act 336, Michigan Public Acts of 1947 as amended, which states in part, "...the concerted failure to report for duty, the willful absence from one's position, the stoppage of work, or the abstinence in whole or in part from the full, faithful, and proper performance of the duties of employment, for the purpose of inducing, influencing, or coercing a change in the conditions, or compensation, or the rights, privileges, or obligations of employment."

Frequently legislation has provided no mandatory penalties, but there is a trend to include explicit penalties for both the participating employees and the involved employee organization. The issue of penalties is perplexing: there is some dispute over whether they should be mandatory, discretionary, or nonexistent.

Some States permit dismissal of participating employees, while others rely on heavy fines. Many now employ unfair labor practices statutes that penalize employee organizations through loss of dues, loss of recognition as a bargaining organization, heavy fine, and imprisonment for organization officials.

No law has prevented all strikes. Legislative prohibition and penalties undoubtedly restrain many from participating in concerted work stoppage and job actions; however, their precise degree of effectiveness is unknown. There has been a growing trend to grant amnesty to participating employees; it is a trend that seriously dilutes the effectiveness of legislation.

Some contend, as Aussieker does in Police Collective Bargaining, that specifying punitive action is self-defeating. Employees and their organizations may regard them as a challenge rather than a restraint. Specific penalties also deprive public employers of flexibility in dealing with a personnel problem--a work stoppage or job action. In settling a concerted work stoppage or job action, some public officials have had to waive the statutory penalty provision by granting amnesty.

Others believe that discretionary or unspecified penalty sanctions create a sense of uncertainty that in itself might be a deterrent. Some, particularly academicians and public employee organization leaders, maintain that strikes should not be prohibited. They contend that the lack of a prohibition adds realism to management-employee relations. A pragmatic approach to the current police problem seems to involve the compromise of prohibiting police employee work stoppages and job actions but allowing a maximum of executive flexibility and discretion in the application of the law.

When police employees walk off the job, who will protect the public? That has been the paramount question facing police chief executives throughout the country since police work stoppages began occurring. The longer the delay in restoring at least emergency police service, the greater the potential for public injury, death, and property loss. Even though they are faced with these serious consequences, few police chief executives have developed a plan to cope with a concerted employee work stoppage.

The initial consideration must be the source of manpower sufficient to supplement employees who may remain on the job. An agency that is not part of a large metropolitan area may find that adjacent police agencies cannot handle more than their own normal workload.

Although it has not happened yet, a struck agency could find that police employees responding for assistance may respect the labor dispute action of the police employees engaged in the work stoppage. This becomes a greater possibility as more and more police employees join larger organizations.

Every police chief executive should be prepared to seek a court injunction to order police employees back to work. This places the responsibility on the employee organization leaders and brings the court in as a neutral third party. If a ban on police work stoppages is to be effective, the law must be invoked and injunctions requested.

The police chief executive faces a difficult decision in resolving work stoppages or job actions; whether or not to initiate internal disciplinary action or dismiss participating employees. With very few exceptions this activity is subject to disciplinary action by either law or internal regulation or both. Police chief executives who have not faced this situation will usually state that participating employees should be disciplined to the fullest extent. But those who have been confronted with the situation realize that many problems must be considered before reaching a decision on disciplinary action.

The problems involved in disciplinary action against job actions or work stoppages are both administrative and operational. How many police chief executives can gather sufficient information, formally charge, and put on disciplinary hearings for 50 to 90 percent of their employees? In addition, it would be difficult if not impossible to replace this number of employees, particularly in sufficient time to meet the demands for police service. Suspending such a large number of employees would seriously deplete the agency's strength.

The discretionary approach permits the police chief executive the necessary degree of flexibility. It allows for individual disciplining of leaders or persons who incited the activity, rather than all involved employees.

John Burpo in The Police Labor Movement as well as M. W. Aussieker, Jr., in Police Collective Bargaining contend that taking no punitive action would be the best course of the police chief executive. They claim that wholesale suspensions could

destroy the agency, that individual suspensions or jail sentences simply make the involved employees heroes or martyrs, and leaders in future disruptions.

Both of these sources express the feeling that the no-action approach will not cause the police employees to go unpunished. They contend that civil and criminal action should be sought. Others consider this an abdication of authority and responsibility by the police chief executive. Whatever decision the police chief executive makes, it should be his to make, with the knowledge that his decision will have a long-lasting effect on the operation of his agency.

REFERENCES

1. Administration Sub-Committee Meeting, March 11, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 18.4).

ILLINOIS STANDARD 14.5

CONTINUING PHYSICAL FITNESS

Every police agency should establish physical fitness standards that will insure every officer's physical fitness and satisfactory job performance throughout his entire career.

1. Every agency should immediately establish realistic weight standards that take into account each officer's height, body build, and age.

2. Every agency should require for each officer a physical examination administered biannually, annually, or semi-annually to determine the officer's level of physical fitness. The frequency of the examinations should increase with the officer's age. If the officer fails to meet the predetermined standards, a program should be prescribed to improve his physical condition.

3. Every agency should provide or make available facilities and programs that enable every officer to maintain good physical condition, to monitor his condition, and to meet predetermined physical standards through program enforcement measures. Consideration should be given to intramural athletics, exercise, weight reduction, and other physical fitness programs.

4. Programs, tests and examinations required by the agency should be provided at the direction and expense of the agency.

NAC COMMENTARY EXCERPTS

Although many agencies have minimum physical standards at the entry level, few, if any, have adequate physical conditioning and weight control programs beyond the recruit level.

In many occupations the daily level of physical exertion is predictable. A bus driver, for example, may know that his most difficult daily task will be to make a tight turn, while a professional athlete will normally exercise at maximum levels. Unfortunately, a police officer cannot predict his physical activity. For many days he may operate at a minimal level, then suddenly be faced with a situation requiring fast pursuit and physical struggle to apprehend a suspect. If the officer is physically unfit, he may not only fail to catch the suspect, but he may further endanger himself or the public. According to the American Heart Association, a person in poor condition who attempts sudden strenuous physical activity runs a relatively high risk of injury, strain, or heart attack. This is further substantiated in a study by Dorothy W. Smith and Claudia P. Gips, Care of the Adult Patient, which found

that persons who exercise regularly run a lower risk of heart attacks than those fail to exercise.

George R. Stevens in his 1971 study concluded:

Current thought among administrators of police training programs indicates not only the necessity for the development in recruits of strength, speed, and motor ability, but the development also of physical fitness. This would include a healthy condition of the heart, lungs, and circulatory system, as indicated by the ability of the body to adapt to and recover from periods of physical stress. This type of fitness is interpreted to result in more efficient performance of duty, reduced possibility of cardiac pathology, less frequent on or off-duty injury due to overexertion, and, therefore, a greater career expectancy rate not heavily affected by medical retirements or medically connected terminations.

Despite demonstrated benefits of physical fitness programs, few agencies have implemented them. Some police agencies are conducting pilot studies and developing standards. Particularly interesting is the Psychological Fitness Standards Project, funded through the Law Enforcement Assistance Administration and administered by the Los Angeles County Sheriff's Department. Such research may result in standards of physical fitness that will be widely adopted.

Pending availability of thorough, documented physical standards, several interim measures should be implemented. The first is realistic weight standards that take into account the individual officer's height, build, body fat and age.

Standards should be developed to monitor an officer's physical fitness throughout his career. Physical examinations should be required periodically and with increasing frequency as the officer grows older. This is a valuable procedure because it can disclose previously undetected conditions that could cause a disability injury or premature retirement. Once the condition is detected, measures can usually be taken to eliminate it, thus extending the usefulness and length of an officer's career. The Harvard Law Review noted that "even when preventive examinations are undertaken, they are valuable only to the extent that the patient returns to learn the results and accept the doctor's advice." To be effective, steps must be taken to deal with negative conditions discovered during the periodic examinations.

If the weight control and periodic physical examination programs are to be effective the correction of negative conditions should be required within a realistic time limit and should be supervised by a specialist. Adequate, convenient gymnasium facilities should also be provided. This should pose no problem for large agencies; smaller agencies might utilize local schools, parks, recreation departments, or other civil facilities such as the YMCA.

ILLINOIS COMMENTARY

Physical fitness should be an on-going concern. It is to the benefit of all involved, the officer, his department, and the public, that physical fitness standards be established and maintained by every police agency. In addition to the obvious health benefits, good physical condition promotes more effective job performance and enhances the public image of the department as well as that of the police profession as a whole.

If a police department requires that physical standards be met as a condition of employment, as supported in Standard 11.2 it has an obligation to maintain physical requirements for all officers throughout their employment with the department. In fact, in the state of Ohio, this principle was upheld by a court ruling in regard to testing for the Ohio State Police. The court held that because physical fitness was an entry-level requirement for state police officers, testing for the same level of fitness must be on-going for all inservice officers. The Ohio Department of State Police was directed either to develop a program to insure physical fitness was maintained or drop the entry-level requirement.

Another drawback to establishing physical requirements for police entry without follow-up measures to insure that every officer maintains that physical fitness is the fact that once an individual passes the initial examination his concern for physical fitness often changes. For example, one police chief executive told the Standards and Goals Committee of an officer he had once hired who met the department's initial weight requirements, but who soon after ballooned to an excessive weight. The officer's weight became so excessive, in fact, that he approached the police chief executive with a request for permission to drill holes in the floor of the patrol car so that the front seat could be relocated further from the steering wheel to prevent his stomach from rubbing against it. The police chief executive asked for and obtained that officer's resignation.

Only if an agency actively endorses continuing physical fitness programs will the officers of that agency develop positive attitudes relative to the on-going importance of physical conditioning. The agency should establish realistic standards for the officers to follow, insure examinations to monitor the program, and provide the necessary facilities and equipment for program maintenance. Most important to the success of the agency's program is that all expenses involved be met by the agency. The agency is then in a better position to insure that employees consistently comply with the program requirements.

One progressive program to assure continuing physical fitness, worth emulating by other Illinois agencies, is that of the Oak Park Police Department. According to Oak Park Chief, Wilbur E. Reichert, the program was initiated in response to a general interest in the officer's health and a particular concern with reducing the risk of heart attack and/or premature retirement. With the aid of the Oak Park Board of Health and

two consulting physicians, the police department collects individual data such as height, weight, and age. Then all employees are required to undergo a series of three physical tests comprised of running and calisthenics. Each employee is asked to do as much of each activity as they feel they can handle. Physical fitness profiles for every employee are then formulated on the basis of 10-year age increments up to 40 years of age. After age 40, increments decrease. Currently, the department repeats this process annually; however, a biannual monitoring process is recommended for the future.

To further enhance the program and provide incentive for maintaining physical fitness, the Oak Park Police Department provides athletic equipment for the employees' leisure use. In addition, special membership to the local Y.M.C.A. is made available to all village public safety employees. And, lastly, physical fitness examinations must be passed as a requirement for departmental promotion. These measures all help insure that the program receives proper employee attention and agency reinforcement.

An agency that insures the continued fitness of its officers will accrue additional benefits, such as fewer cases of physical disability, sickness, or injury. Of equal importance, a positive public image will result from the improved appearance of the officers coupled with a greater capacity to deliver better quality police service.

REFERENCES

1. Training Sub-Committee Meeting, March 16, 1977, Champaign, Illinois.
2. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 20.2).

ILLINOIS STANDARD 14.6

EMPLOYEE SERVICES

Every police agency should provide employee services personnel to assist all employees in obtaining the various employment benefits to which they and their dependents are entitled.

1. Employee services personnel should be responsible for at least the following specific employee service functions.

a. Employee services personnel thoroughly informed on employee benefits should inform fellow agency employees of these benefits and the means for taking advantage of them.

b. In the event an officer is injured, employee services personnel should insure that the resulting needs of the officer and his family are cared for within the agency's policies with a minimum of inconvenience to the officer or his family.

c. In the event an officer is killed, employee services personnel should assist survivors in settling the officer's affairs.

NAC COMMENTARY EXCERPTS

Since the inception of employee benefits programs after the Civil War, the following have been considered reasons for employers to sponsor them: (1) motivating optimum employee performance; (2) building satisfaction and loyalty and, concomitantly, lowering employee turnover; (3) increasing support of the organization by employees and their families; and (4) attracting good job applicants.

However, it is evident that the effects of a sound program are dissipated unless the program is administered in a fashion which insures that employees understand the benefits available to them; can take advantage of benefits with a minimum of effort; and, in case of illness, injury, or death, have their needs or those of their families attended by persons skilled in dealing with such matters. These program administration objectives can only be achieved by an employee services unit consolidating all employee services and responsive to individual and group needs.

Explaining employee benefits is a difficult task that should not be assigned to people who are engaged in other duties. Employee benefits challenge even the specialist because they are generally founded on contracts or other legal documents. Such documents are usually in confusing, complex legal language. Translating them into understandable form is the work of a specialist who possesses discriminating judgement, a thorough background in the techniques of explaining benefits, and a professional commitment to his job.

Housing employee services in one unit eliminates frustration and wasted effort for employees seeking advice; each employee can obtain a comprehensive explanation of his benefits. A special unit conveys management's concern for employee security and well-being. Industry has pioneered such units: Reynolds Aluminum Company's Employee Security Division insures that each employee understands his benefits and explains the value of company contributions to the employee's well-being. It also acts as the focal point for employee reaction to plan revisions and shortcomings.

While examples of the comprehensive employee services unit abound in the private sector, only one such model exists in law enforcement. The Health and Welfare Unit of the Los Angeles Sheriff's Department offers the entire spectrum of employee services through a single centralized unit, with diversified functions and responsibilities including:

1. Providing general information on health and life insurance programs;
2. Processing retirement applications;
3. Providing assistance and counseling to employees with financial problems;
4. Providing comprehensive assistance to employee families in the event of death or serious illness;
5. Conducting investigations involving extended sick leave and compensation cases;
6. Processing industrial injuries and visiting the sick and injured;
7. Providing information on educational benefits available to department personnel.

If an officer is injured, the Health and Welfare Unit notifies his family and frequently provides transportation for them to the hospital. The unit arranges for babysitters where required, and in general attempts to minimize the confusion and panic that accompany such a situation. This attitude extends to meeting financial as well as emotional needs. The unit expedites paperwork and aids the injured party to insure that his needs are met quickly with a minimum of inconvenience.

When a police officer is killed, the Health and Welfare Unit is able to assist the family in making funeral arrangements, provide child care, handle insurance forms, facilitate the receipt of death benefits, and offer moral support.

Agencies with fewer than 150 personnel may be unable to afford a full-time employee service specialist. Since part-time employee benefit staffs are unsatisfactory and smaller agencies still desire to inform employees of their benefits and administer their programs with continuity and cohesion, they may find a solution in sharing the cost of a regional coordinator. The regional coordinator should be exposed to the wide range of services offered by the agencies involved so he can communicate them effectively to employees of the various agencies he serves and enable employees to realize the benefits. The regional coordinator would cost each agency less than a full-time specialist, and could offer advice on which programs are most effective within the region.

ILLINOIS COMMENTARY

The following experience of a former police chief executive highlights the need for every police agency to engage in some type of employee service activity to aid personnel in obtaining the employee benefits to which they are entitled. This particular police chief executive thought he was fully aware of the nature of his employee benefits until confronted with the necessity of hospitalization. He decided to check up on them to insure his stay in the hospital would go smoothly. Upon checking, he found that no one person was charged with the responsibility for administering the municipality's employee benefit program. Consequently, he was provided with erroneous information which resulted in a lengthy and complicated "paper chase" with the insuring agency and an added mental burden over the eventual disposition of his medical bills.

As a result of this experience, the police chief executive recognized the need for centralized expertise in handling employee benefits for all municipal departments. He was able to convince the municipality of this need and a central municipal personnel affairs officer was subsequently hired.

Further, this police chief executive initiated a program to actively educate department employees in all aspects of their benefits and encouraged them to meet with and discuss any problems relating to their employee benefits with the municipal personnel officer.

Ideally, this sort of program should be repeated in each governmental agency in Illinois. One person should be assigned the responsibility of administering all employee benefits, including retirement, medical, vacation, etc. This individual should be available on a regular basis to provide accurate and immediate answers to all employee inquiries. He should also serve as the employees' advocate to insure that each employee receives the proper benefits to which he is entitled.

When properly administered, a centralized employee benefit service can help insure positive employer/employee relations. The efforts spent on establishing employee services in this area should pay off in greater employee satisfaction and, thus, increased job productivity.

REFERENCES

1. Personnel Sub-Committee Meeting, March 22, 1977, Elk Grove Village, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 20.3).

ILLINOIS STANDARD 14.7

HEALTH INSURANCE

Every police agency should be provided with a complete health care program for its personnel and their immediate families to insure adequate health care at minimum cost to the agency and the employee.

1. Every agency should pay all or a major portion of the cost of the health care program to insure that the expense to employees, if any, is as small as possible. The agency should establish controls to insure that the highest available quality and quantity of medical services are provided under its plan. These controls should include a system of record-handling that facilitates swift, efficient provisions of services and feedback of employee reaction to the program.

2. Every police agency should insure that personnel and their beneficiaries are allowed to continue as members of the health care program after the employee's retirement, and that benefit and cost change under these circumstances are reasonable.

NAC COMMENTARY EXCERPTS

A comprehensive health care program relieves the employee of some of the anxieties associated with raising a family, especially concern about what may happen to his family if he becomes ill or cannot pay for needed medical attention for his family. This assurance allows the employee to concentrate to a greater degree on his work.

Police agencies across the United States have recognized the validity of making health care programs available to officers and their families. Ninety-seven percent of the respondents to the Kansas City, Mo., Police Department's 1971 General Administrative Survey of Municipal Police Departments said they had a health care program for their officers. Most departments favored a one-package program of major medical benefits at minimum cost because a group-negotiated plan generally offers more benefits at lower cost.

An inadequate health care program causes employee resentments toward the police agency that offers it. Employees compare their health care programs with those offered by other agencies. Naturally they are displeased if their program fails to measure up to others.

A health care program tailored to the needs of the officers and their families should be negotiated with an insurance company. The availability of hospitals, clinics, doctors, and other medical services should be considered as well as the predominant residential pattern of the officers; employees should not have to travel long distances to specified hospitals or doctors.

Health care plans should cover completely all services available in a hospital: individual surgery and related services; the hospital room; emergency care; nursing care; and continuing medical care for pulmonary tuberculosis, mental disorders, drug addiction, alcoholism, and childbirth. These services are by far the most expensive and most financially disastrous to the uninsured individual.

As medical knowledge becomes more advanced and as medicine's tools become more sophisticated, it becomes more difficult for any institution but hospitals and major clinics to acquire the necessary diagnostic and therapeutic skills and machines. There is an increasing need to hospitalize patients for diagnosis and therapy. Failure of medical plans to include coverage for such needs as radiation, inhalation, physical therapy, and expensive diagnostic treatment in hospitals could cause great financial difficulty to an officer and his family. While the possibility that the officer or his family will need these services is statistically very low, the odds are high that if the need occurs he will be unable to obtain them without insurance assistance.

Dental care is the largest unmet health need among Americans and should be included in comprehensive programs. Most major insurance companies have dental plans associated with their medical service plans. Many companies offer major medical dental plans with fairly large deductibles so that routine care remains the patient's worry, but major items of care are paid for.

Vision care plans became an accepted part of health care coverage in 1965. Vision care is essential because imperfect eyesight is one of the most prevalent physical problems.

Federal and State safety standards generally require that police officers who need eyeglasses wear specially treated eyeglasses that can withstand high impact and shock without breaking. Such requirements have increased the price of officers' eyeglasses and should be considered in an officer's insurance needs.

Drugs are also an increasingly important and expensive factor in medical care. The Federal Government's Task Force on Prescription Drugs in 1968 called for medicare plan coverage of prescribed drugs. It has become generally recognized that any comprehensive health care should cover prescriptions.

Disability insurance for police officers should be offered as part of the total insurance package. An injured or ill officer who is worried about his lack of income is hardly in the proper frame of mind for recuperation. In addition, he may return to work before full recovery, creating a safety hazard for himself, his fellow officers, and the public.

Most health care programs stipulate that members of the program may continue coverage after retirement. This is extremely important to all career officers. At the age of retirement the officer is likely to need medical coverage more than at any other time during his career. The policy should stipulate that coverage--as well as the cost of the premium--can be transferred from the group plan to a personal plan.

REFERENCES

1. Personnel Sub-Committee Meeting, March 22, 1977, Elk Grove Village, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 20.4).

ILLINOIS RECOMMENDATION 14.8

PROFESSIONAL CAREER OPPORTUNITIES

There exists in the State of Illinois a labyrinth of traditions, statutes and ordinances which inhibit or block career opportunities for police personnel.

It is recommended that the Illinois Association of Chiefs of Police serve as a catalyst to form a study group to assess the problems of lateral entry, residency requirements, pension rights and regulations, etc., and to recommend model policies and remedial legislation designed to enhance the opportunities of police personnel to pursue professional career paths.

The study group should be funded by the Illinois Law Enforcement Commission and should include police personnel, elected officials, legislators, representatives of Civil Service and Fire and Police Commissions, and representatives of police membership organizations in its membership.

ILLINOIS COMMENTARY

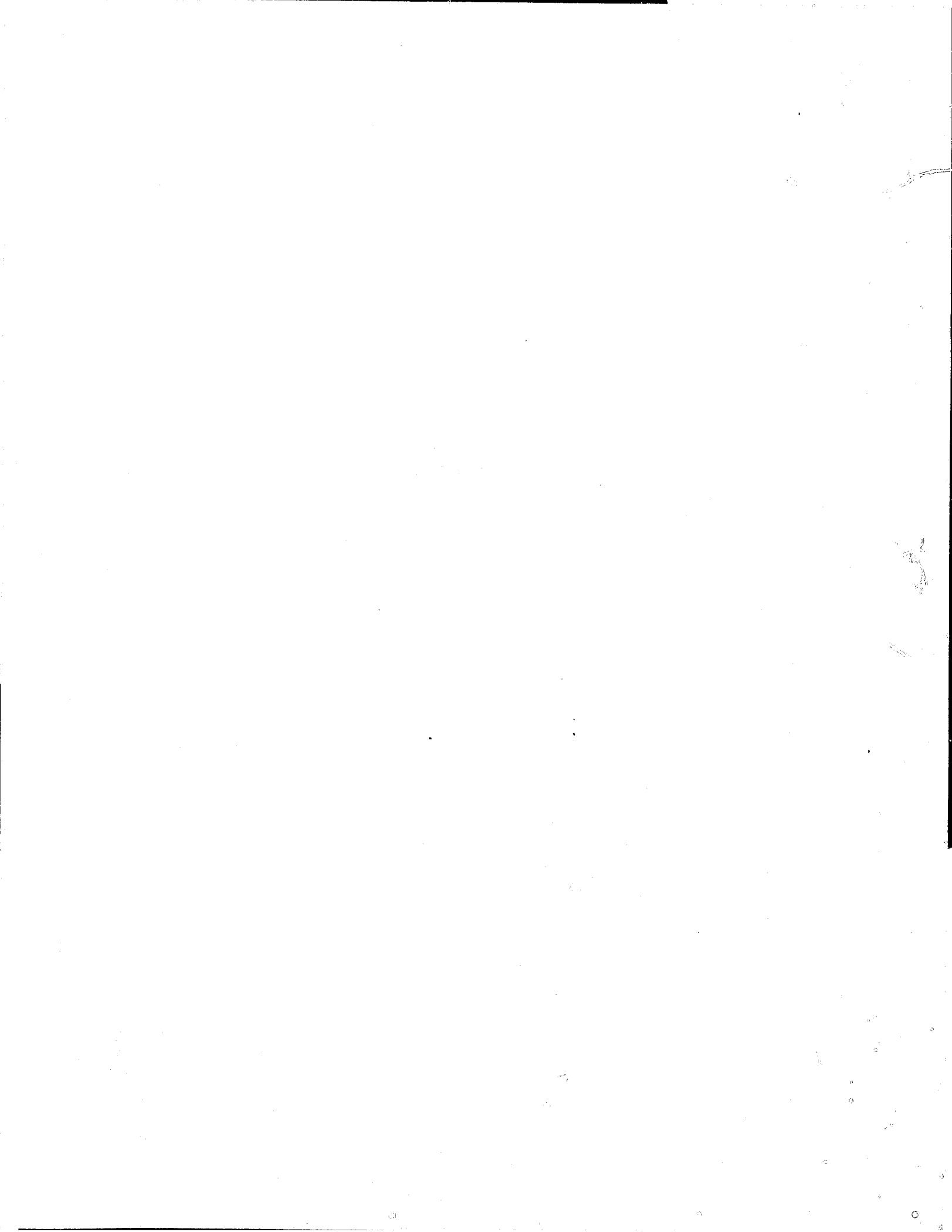
The police, as a profession, have made tremendous strides forward over the past generation. Advanced technology, more and better training, higher educational standards, improved operational methods, and more diligent recordkeeping are all factors which have contributed to the growth of the profession. Today's police officer is better trained, better educated, and better equipped than ever before. Yet the rigid hierarchial practices of a generation ago coupled with restrictive legislation have seriously impeded professional maturity in the area of police career opportunities throughout the State of Illinois.

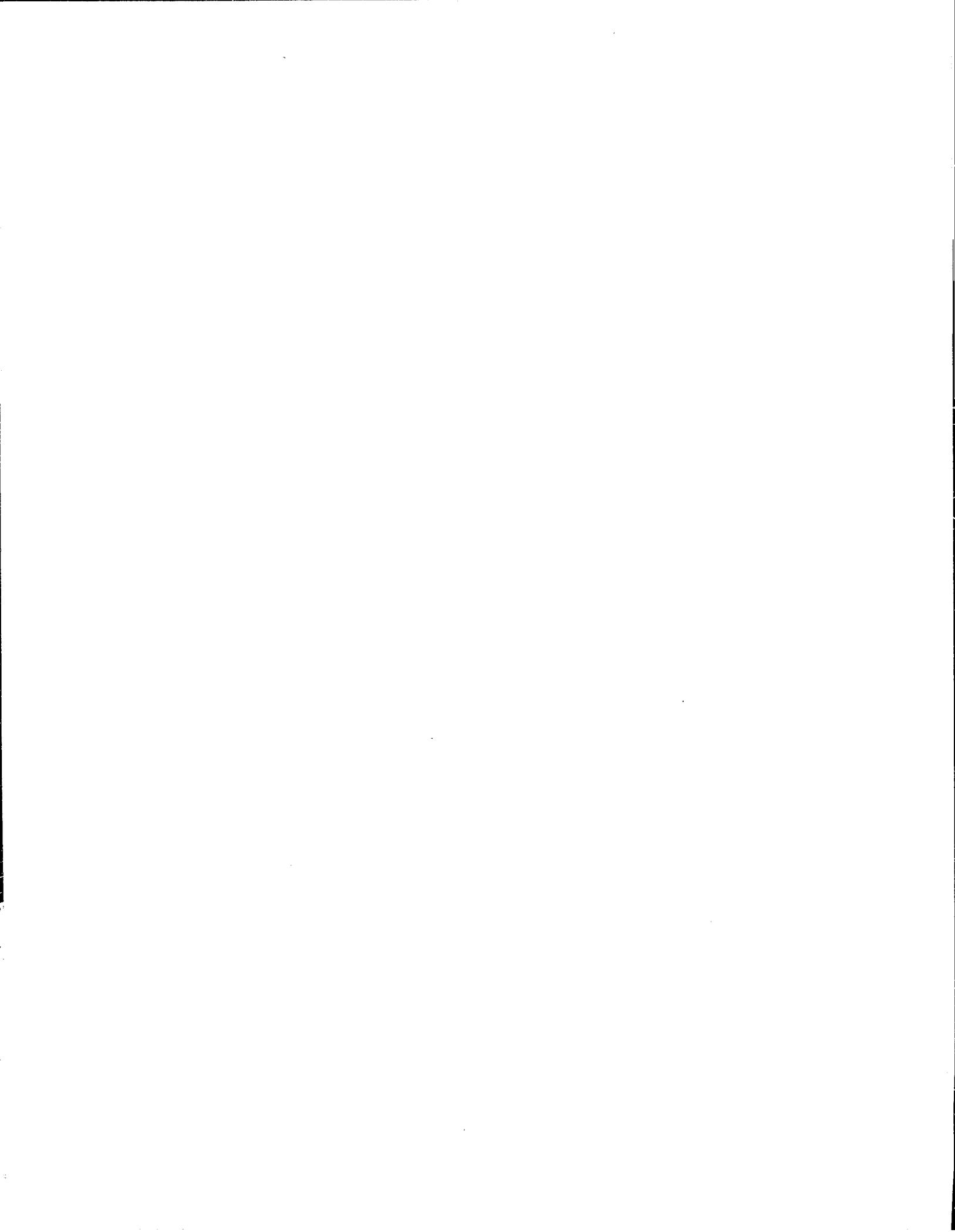
Many Illinois police practitioners and their appointing authorities have tenaciously held on to the quasi-military structure that limits promotional opportunities to only those who have risen through the department's ranks. This closed circle system "insulates" those within it, discouraging change and innovation. It also creates a predicament where employees become locked into the system through non-portability of pensions and restrictive legislation relating to benefits and rank.

The capacity for professional career growth should not be inhibited by traditional or legislative constraints. However, the Standards and Goals Committee recognized that change in this respect will be difficult to achieve due to the myriad of factors involved, including union agreements, differing pension systems, differing appointing and administering authorities, and varying geographical impact. Therefore, it is recommended that a study group be formed to assess the existing situation and formulate realistic alternatives to enhance career paths for Illinois police personnel. Although the complexities involved indicate that implementation of successful alternatives must be viewed as a long-range objective, the issue must be confronted immediately both to bolster personnel potential and motivate future progress.

REFERENCES

1. Personnel Sub-Committee Meeting, March 22, 1977,
Elk Grove, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977,
Galesburg, Illinois.

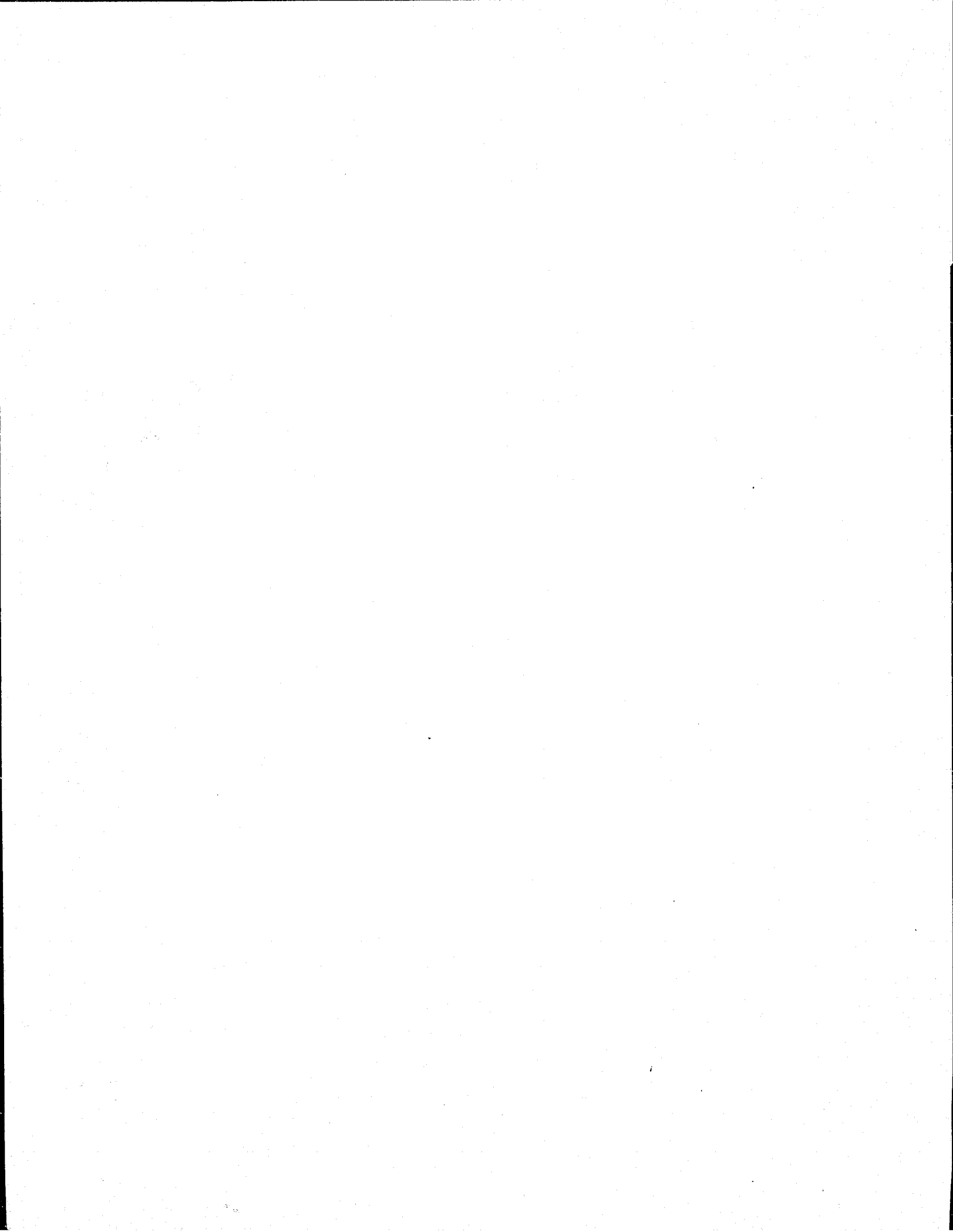




Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 15.1

FOUNDATION OF INTERNAL DISCIPLINE

Every police agency immediately should formalize policies, procedures, and rules in written form for the administration of internal discipline. The internal discipline system, consisting of all factors of discipline not covered by other legal regulations or agencies, should be based on essential fairness, but not bound by formal procedures or proceedings such as are used in criminal trials.

1. Every police agency immediately should establish and maintain on a current basis formal written procedures for the administration of internal discipline and an appropriate summary of those procedures should be available to the public.

2. The chief executive of every police agency should have the responsibility for the administration of internal discipline.

3. Every employee at the time of employment should be given written rules for conduct and appearance. They should be stated in brief, understandable language.

4. Employee opinion and ideas should be utilized in the formulation of internal discipline policies, procedures, rules and regulations.

5. The policies, procedures, and rules governing employee conduct and the administration of discipline should be strengthened by incorporating them in training programs and the promotional process and by encouraging employee participation in the disciplinary system.

NAC COMMENTARY EXCERPTS

The goal of internal discipline is internal order and individual employee accountability. As in law, the administration of internal discipline must be based on a solid, formal, written foundation. It must provide sanctions for proven misconduct and protection from false accusations. The discovery of truth is of paramount importance in these proceedings; the administration of internal discipline should instill confidence in all parties involved.

Formal written policies, procedures, and rules in this area establish the standards for police employee conduct and redress for the three involved parties: the public, the police agency, and the police employee. Each party must be familiar with and abide by these policies, procedures, and rules. They provide the foundation for responsive professional law enforcement.

The police chief executive is the ultimate police supervisor; he should design and supervise the disciplinary machinery of his agency. Civil appeal of disciplinary actions serves as a check on the actions of the police chief executive. If he maintains a fair and effective system, his decisions will be upheld by reviewing authorities.

Rules of conduct, like the law, are subject to change. Police agencies must constantly monitor their rules and make warranted changes. Changing hair styles are a current indicator of the need for flexibility.

Rules of conduct are an increasingly frequent cause for litigation, often because they were drafted without legal assistance and an ignorance of administrative law. When rules of conduct are upset in a civil action or arbitration, many police agencies fail to review or correct the sections involved. A police agency should maintain close liaison with its legal unit, legal adviser, or other legal assistance. In addition, records must be kept to identify the background research and sources consulted in drafting policies, rules and procedures. These are useful for defense if the item is challenged, and in other instances may confirm that the need for the rule no longer exists.

Employee participation in drafting or revising rules of conduct can be a key to acceptance and observance. This is being accomplished in several police agencies by using the employee association or a committee of employee representatives as one step in the internal development process.

Rules of conduct must be presented to all police employees during the early phase of employment, and employees should familiarize themselves with them. Procedural orders should be in the form of an operational manual and the manual should be readily accessible if not distributed to employees.

A brochure concerning the entire disciplinary process should be available to the public also. The public should have reasonable access to the rules of conduct and operational manual of their police agency.

Lack of employee understanding and compliance with the rules of conduct may be caused either by poorly drafted and explained rules, or because there is not enough interest and effort by employees to learn them. A police agency can overcome these problems by establishing employee participation in the drafting process, by emphasizing the rules in training programs, and by including questions on administration of internal discipline in promotional examinations. Even though ignorance of the rules generally has not been a successful defense for employees, police agencies should do everything possible to insure that there is no basis for this excuse.

ILLINOIS COMMENTARY

When referring to internal discipline it is important to understand that "internal" not only includes the police agency but, depending on the governmental structure of the community, may also involve, for example, the Fire and Police

Commission, Civil Service Board or the State Merit Board. Although a multiplicity of agencies may be involved in the disciplinary process, the ultimate responsibility for internal discipline within the police agency rests with the police chief executive. It is the police chief executive who must initiate disciplinary action and insure that it is carried out effectively.

Whether the disciplinary function is handled directly by the police chief executive or is assigned by him to others, it is important that it be viewed as more than just giving a suspension to police personnel who break the rules. Care must be taken to create a system that will be accepted and enforced in a positive manner. As pointed out by the NAC, one key to acceptance and observation of internal disciplinary procedures is employee participation in drafting and revising departmental policies, procedures, and rules for employee conduct.

Another key to departmental acceptance and observation is clarity. Rules of conduct must be specific if they are to be enforced uniformly and fairly. For this reason, the Standards and Goals Committee deleted that portion of the NAC standard referring to "conduct unbecoming to an officer." Not only did the Committee feel that it was inappropriate to single out one rule and take a position when the ultimate responsibility lies within the individual agency but, even more importantly, it felt that the vagueness of this classification would make its application inconsistent and unenforceable. Furthermore, the possibility exists that it could be used as a political "catch all" or "club".

Charges of "conduct unbecoming an officer" have been the subject of many controversial court cases. One East Moline police officer who was dismissed as a result of such a charge appealed his case to the Illinois Supreme Court where the decision was overturned on the grounds that the charge was too vague and unenforceable. The officer was reinstated and compensated for three years back pay. This and similar court cases reinforce the Standards and Goals Committee's position that the charge "conduct unbecoming an officer" standing alone generally is insufficient grounds for successful prosecution or discipline of an officer. Every effort must be made to define conduct in more specific terms and/or offenses, backed up with whatever materials are relevant to the specific conduct.

One police chief executive noted that his department revised the wording of its rules of conduct to prohibit "conduct that discredits the department and tends to prevent the department from achieving its overall goals and objectives" rather than the more general "conduct unbecoming to an officer." He explained that because one departmental goal or objective is to gain the confidence of the public, if an officer does something that undermines that confidence in the way he performs or fails to perform a function, he has violated a departmental rule and disciplinary action should be taken.

It is vitally important that there be an on-going review of rules and regulations to insure that the existing rules have not been invalidated by court cases or otherwise out-dated. Rules are the foundation of any successful disciplinary program. When formalized and administered properly their benefits will be many.

REFERENCES

1. Administration Sub-Committee Meeting, October 29, 1976, Peoria, Illinois.
2. Standards and Goals Committee Meeting, December 16, 1976, Rochelle, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 19.1).

ILLINOIS STANDARD 15.2

COMPLAINT RECEPTION PROCEDURES

Every police agency should maintain procedures to facilitate the making of a complaint alleging employee misconduct, whether that complaint is initiated internally or externally.

1. Every person making a complaint should receive verification that his complaint is being processed by the police agency. This receipt should contain a general description of the investigative process and appeal provisions.

2. Every police agency, on a continuing basis, should inform the public of its complaint reception and investigation procedures.

3. All persons who file a complaint should be notified of its final disposition; personal discussion regarding this disposition should be encouraged.

4. Every police agency should develop procedures that will insure that all complaints, whether from an external or internal source, are recorded. The procedure should insure that the agency's chief executive or his assistant is made aware of every complaint without delay.

5. Complete records of complaint reception, investigation, and adjudication should be maintained. Statistical summaries based on these records should be published regularly for all police personnel and should be available to the public.

6. Citizen complaints should be taken, when possible, by an on-duty supervisor and appropriate action on the complaint should be initiated promptly. A high priority should be placed upon advising the complainant of agency findings at the earliest opportunity.

NAC COMMENTARY EXCERPTS

Procedures to insure reception of complaints from the public generate public cooperation. Adequate complaint reception procedures also provide the police chief executive with a valuable tool for gauging employee performance quality and in measuring public-police rapport. It is also in the best interests of a police agency that all instances of employee inefficiency and misconduct be revealed. One method a police agency can use to monitor police performance is the receipt and investigation of all complaints.

Public participation is essential if a responsible, effective internal discipline system is to be maintained. Community members often are the only witnesses able to prove or disprove an alleged act of employee misconduct. Unless the public is convinced that an agency is truly receptive to complaints, it will not participate in the system. Police chief executives should monitor the procedures for receiving public complaints to insure that they are not being circumvented, willfully or accidentally.

Many barriers to citizen complaints continue to exist. Other national crime commissions have noted that many people fear filing a complaint alleging police misconduct. In many cities complainants are required to swear to the validity of their complaint; in others, complaint forms require the person to sign a statement warning of potential criminal action for filing a false report. Most police agencies require a person filing a complaint to do so only at the police facility and before a police official. These procedures are unnecessary, and may discourage the initiation of valid complaints.

Following the initial receipt of a complaint, the police agency should conduct a personal interview. This interview provides the complainant with evidence of the police agency's response and gives the investigator an opportunity to obtain additional information and investigative aids such as photographs, medical release statements, and personal observation.

Anonymous complaints should not be dismissed automatically. A police agency should attempt to discover the identity of the person giving the information, but reason should govern the amount of time and manpower expended on such complaints. An anonymous complaint may be the only clue to the discovery of a dishonest police employee. The degree of investigative response to anonymous complaints should be the responsibility of the person in charge of the investigation process.

Police employees must be protected from malicious and false complaints. If a police employee is falsely accused of misconduct in a concerted, malicious effort, the police agency's best defense is to disclose the investigative results publicly. The employee should be protected from future discredit based on these false accusations by not including these complaints of investigations in his personnel folder.

All persons who file a complaint must receive information regarding results of the investigation.

Police agencies that personally contact the complainants and discuss the investigation and adjudication have found that a better relationship and understanding are fostered.

As a rule, complaints should be accepted when the incident alleged would constitute misconduct, if later proved true. Therefore, employees must be familiar with the rules defining misconduct.

Some complaints do not come under this rule. Many are against the policy or practices of the police agency. Even though these complaints do not involve internal discipline, they must be answered by the police agency.

Police agencies should maintain the confidentiality of internal discipline investigations, although complete records of the investigation should be maintained.

The disclosure of internal discipline statistics does not violate the confidential nature of the process; such disclosure is often valuable because it tends to dispel allegations of disciplinary secrecy voiced by some community elements.

ILLINOIS COMMENTARY

Public support is essential to any police agency's effectiveness. This support is not automatic and in many instances difficult to obtain. The agency must prove to the public that it is worthy of their support.

One method of gaining public support is to make certain that every citizen complaint is taken by an on-duty police supervisor and that appropriate action is taken promptly. Also, once the citizen complaint has been resolved police must make certain the complaining citizen is notified of the results.

For the most part, public support does not depend on whether the results favored the citizen or the officer; but rather on whether the police department is receptive to citizen complaints and does not circumvent them. Upon seeing the police department react promptly and reasonably to their complaints, citizens generally tend to be supportive of the department.

On the other hand, if the police department delays processing of citizen complaints or fails to notify the citizen of the results of his complaint, it will be assumed that no action was taken on the matter. This creates a negative impression not only of the police agency that neglected to respond promptly, but generally of the whole police profession.

REFERENCES

1. Operations Sub-Committee Meeting, March 21, 1977, Mendota, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 19.2).

ILLINOIS STANDARD 15.3

COMPLAINT INVESTIGATIVE RESPONSIBILITY

The chief executive of every police agency should insure that the investigation of all major complaints from the public, and all allegations of criminal conduct and serious internal misconduct, are conducted by a specialized individual or unit of the involved police agency. This person or unit should be responsible directly to the agency's chief executive or the assistant chief executive. Minor complaints may be investigated by first line supervisors, and these investigations should be subject to internal review.

1. The existence or size of this specialized unit should be consistent with the demands of the work load.
2. Police agencies should obtain the assistance of prosecuting agencies during investigations of criminal allegations and other cases where the police chief executive concludes that the public interest would best be served by such participation.
3. Every police agency should deploy its complaint investigators during the hours consistent with complaint incidence, public convenience, and agency needs.

NAC COMMENTARY EXCERPTS

Public respect for a police agency hinges on its preservation of internal discipline. Because the police chief executive is accountable for the conduct of all police agency employees, he should direct the administration of internal discipline personally. For this reason, all but minor internal investigations of employee misconduct should be conducted by a person or unit directly responsible to the police chief executive or the assistant chief executive.

The need for a specialized unit is most evident in larger police agencies. The public tends to believe--sometimes with justification--that the large police agency is remote and unresponsive to public complaints. In these larger agencies the task of administering internal discipline is greatest. Until recently the chief executives of these agencies have been able to maintain an internal discipline system free from internal and external hindrance or pressures for change. During the last few years, demands for change in the system have been heard from community elements and police employees.

One advantage of a specialized internal discipline investigation unit is that investigators can devote all their time to the specific task without distraction from other duties.

In addition, investigators can be selected individually, trained especially for this type of investigation, and through concentrated experience can become expert in the requirements of this investigative speciality. Even though a strong fraternal bond usually exists between an investigator and an accused employee, greater objectivity is possible than if that investigator were a current coworker of the accused.

The majority of public complaints against police officers fall into two categories: use of excessive force and conduct unbecoming an officer. These are serious allegations and of patent concern to the public. They should be investigated thoroughly and all evidence gathered that will contribute to proving or refuting the charge. A specialized investigating unit is more likely to have the time and expertise to achieve this objective.

Many police administrators believe that investigation of employee misconduct complaints are the responsibility of the employee's line supervisor. They point out that because discipline is a function and responsibility of command, investigations should be conducted by the accused's immediate supervisor. This fundamentally sound principle does not require that the immediate supervisor actually investigate the incident, although he should take part in recommending adjudication on the results of the investigation.

Investigations of internal discipline complaints are time-consuming; they take line supervisors from their primary function of providing direction and guidance. This absence of supervisory support can produce further inefficiency and misconduct and bring about additional complaints. Moreover, a supervisor may be reluctant to accept complaints if he knows he will be required to investigate them.

Although specialized units relieve line supervisors of investigative responsibility, police agencies must insure that supervisors realize they still bear the responsibility for taking corrective action when employee misconduct is reported. This may require immediate action, as in the case of an intoxicated employee, or may necessitate gathering initial information for forwarding to the specialized unit. Minor acts of misconduct such as tardiness, uniform defectiveness, and deviation from operating procedures, should be dealt with by the immediate line supervisor.

Specialized internal discipline investigation units should investigate all complaints received from the public and all allegations of criminal conduct and serious internal misconduct. Among examples of criminal conduct and serious internal misconduct are the improper use of a weapon or vehicle, unnecessary force, falsification of official reports, perjury, acceptance of gratuities, and participation in any crime.

Sworn employees should be assigned to these units, but other qualified persons must not be excluded if exceptional conditions warrant their use. Such situations might include investigations of mass misconduct by officers, or investigations under a new police chief executive who is unsure of his employees.

Police agencies may feel that expert assistance is necessary to insure preservation of evidence and successful preparation of an administrative or criminal case. This is particularly true when the complaint of employee misconduct alleges a criminal violation or could result, if proven, in the employee's removal. This assistance should be sought from the local prosecuting agency. The expert's presence throughout the investigation may be warranted.

The police chief executive should use this expertise in other cases when he feels the public, the agency, or the employees' interest would best be served by this assistance. An internal investigation creating public tension and interest would be an example. Another would be the investigation of an employee who holds a high position in the agency.

Many police chief executives have found that employee participation fosters acceptance and respect for the internal discipline system. This participation is often accomplished by rotating employees through tours of duty in the specialized internal discipline investigation unit. This also develops a cadre of investigators who can be used in the future or when additional manpower is necessary. There should be a maximum length of time, however, for such a tour of duty. Prolonged assignment to this task can impose emotional hardships upon employees and alienate them from their coworkers, even their superiors. An 18-month tour of duty is considered ideal by numerous specialized internal discipline investigators.

Not all members of specialized internal discipline investigation units should be assigned to the customary daytime hours worked by most staff officers.

In the first place, most incidents leading to complaints of police misconduct do not occur during normal working hours. In addition, some persons who have filed complaints consider investigators' visits or phone calls at their place of business during working hours to be a form of harrassment. They especially resent being asked to leave their job to appear at police facilities.

Many line police officers who may be involved in complaints--either accused or as witnesses--normally are deployed in other than daytime hours and can be more conveniently contacted while they are on duty.

If the majority of internal discipline investigators are deployed in other than daytime hours, the unit will have greater flexibility and can provide a positive response to external and internal complaints.

REFERENCES

1. Operations Sub-Committee Meeting, March 21, 1977, Mendota, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.

3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 19.3).

ILLINOIS STANDARD 15.4

CITIZEN COMPLAINT AND INTERNAL DISCIPLINE INVESTIGATION PROCEDURES

Every police agency should insure that internal discipline complaint investigations are performed with the greatest possible skill.

1. All personnel assigned to investigate internal discipline complaints should be given specific training in this task.

2. Every police agency should establish formal procedures for investigating minor internal misconduct allegations. These procedures should be designed to insure swift, fair, and efficient correction of minor disciplinary problems or prompt exoneration of the accused.

3. Every investigator of internal discipline complaints should conduct investigations in a manner that best reveals the facts while preserving the dignity of all persons and maintaining the confidential nature of the investigation.

4. Every police agency should provide all of its employees with a written statement of their duties and rights at the time of employment and again when they become the subject of an internal discipline investigation for alleged major misconduct or criminal acts.

5. Every police chief executive should have legal authority during an internal discipline investigation to relieve police employees from their duties when the proof is evident and the presumption of guilt is great.

6. Investigators should use all available investigative tools that can reasonably be used to determine the facts and secure necessary evidence during an internal discipline investigation. No polygraph examination should be administered to employees without the express approval of the police chief executive. Police chief executives should require complainants to pass a polygraph examination prior to requiring examination of agency personnel.

7. All overt internal discipline investigations should be concluded no more than 30 days from the date the complaint is made unless an extension is granted by the chief executive of the agency. The complainant and the accused employee should be notified of any delay.

8. Police chief executives should consider requesting assistance from another police agency to conduct particularly sensitive or complex internal investigations.

NAC COMMENTARY EXCERPTS

Investigating alleged employee misconduct requires the same skills as criminal investigations, in addition to other more complex skills. Effective internal discipline investigators must be trained for the task and given constant guidance and support. The investigative procedures used, coupled with the subsequent adjudication process, are the most important elements in maintaining the confidence of the public.

The reasons for investigating complaints of misconduct are:

- a. to maintain police agency integrity;
- b. to protect the public from police misconduct;
- c. to retain and correct employees guilty of misconduct, and remove those whose transgressions make them unacceptable for further police service; and
- d. to protect innocent police employees.

The investigation and adjudication process should be swift, certain, and fair. This demands that only the most competent employees be selected and developed to conduct internal discipline investigations. The efforts expended in these investigations at least must be equal to the efforts expended in the investigation of serious crimes. Because of the reduced case-load and greater freedom in the use of investigative techniques, the potential for learning the true facts in internal discipline investigations is much greater than in most criminal matters.

It is essential that the police agency closely monitor the investigative process and provide continuous guidance for investigators. The benefits of an investigation can be lost through improper use and subsequent court appeal.

For years most police agencies conducted internal discipline investigations and maintained internal order without being questioned by police employees. Most employees who have been the subject of an investigation have remained with the agency following the investigation. Their personal involvement in the process has had a direct effect on their attitudes toward the administration of internal discipline and the agency.

Recently, police employee associations have questioned certain internal discipline procedures, including the duties and rights of employees who are subjects of internal discipline investigations. It is believed, however, that police employees simply want to know what will be expected of them in this process.

Most of these duties and rights are recognized by police agencies but they have seldom been put into writing. Police chief executives should establish employee duties and rights, then publish and circulate them to all employees.

The police employee who is under investigation for corruption or another major crime or serious misconduct poses a problem for the police chief executive. The chief executive is aware that the police agency and the public should be protected from further misconduct or embarrassment by the official conduct of the accused employee. The chief executive also is aware that, when an employee is accused of such misconduct, mandatory suspension without pay could hamper the investigation of the complaint and probably would be looked upon unfavorably by the courts because the employee is seldom afforded a hearing prior to his suspension. The chief executive also must consider that criminal elements might deter apprehension by falsely accusing a police investigator of corruption.

Most police agencies have the authority to suspend or relieve from duty an employee who is being investigated for alleged misconduct. There are notable exceptions to this, however, in some of the Nation's largest cities. A police chief executive is severely hindered in his ability to maintain control of his organization without this authority. He should have the power to remove an employee from his official duties when the employee is participating in corruption, involved in a questionable shooting, suffering from mental illness, intoxicated on duty, or indicted or arrested on criminal charges.

If the chief executive finds that suspensions and incident reports protect the agency and public, or assist the investigation, then they are warranted.

The police chief executive should be aware, however, that currently only 20 percent of internal discipline investigations result in the complaint being sustained. This result may lead an employee to believe he was prejudged and weaken his faith in the agency's internal discipline system.

A maximum investigative time limit for adjudication of complaints should be established and strictly enforced. Extensions should be granted only by the police chief executive and should be based on a written justification supporting the need for the extension and the reason for not meeting the deadline. Most agencies that have established limits have set them at 30 days. If an extension is granted, the complainant and the accused employee should be notified of the delay.

ILLINOIS COMMENTARY

As stated by the National Advisory Commission and supported by the Operations Sub-Committee and Standards and Goals Committee, the internal discipline investigator is responsible for discovering sufficient information to prove or disprove allegations of police misconduct. To accomplish this, the investigator must employ all reasonable investigative tools and techniques.

The polygraph is one of many tools that may be utilized in the internal investigative process. Generally, its use should be limited to the internal investigation of major charges at the discretion of the police chief executive. However, because there are exceptions to every rule, there should be no

mandatory rules as to what constitutes the appropriate circumstances. Instead, the police chief executive should decide when and to whom a polygraph examination should be administered, based on the need to determine facts and/or secure evidence essential to a fair and expedient disposition of the complaint. In this regard, it was the feeling of the Illinois police chief executives discussing this standard that the individual(s) accusing police officers of wrongdoing also should be required to take a polygraph examination at departmental expense, if the police officer(s) involved is required to do so.

As noted by the NAC, the subject of an internal discipline investigation can be an extremely disturbing experience:

In nearly all States the employee has no legal right to counsel during the investigative phase of an administrative matter. Police agencies should allow the employee a reasonable opportunity to secure advice concerning the investigation from someone he respects and in whom he has confidence. A police agency should encourage the employee to seek this assistance from another member of the agency. What the employee wants to know is what he might expect to happen to him. A police agency should not allow this to impede the progress of the investigation unnecessarily.

The internal discipline investigative process is a sensitive process and smaller agencies may not have resources available to administer the process adequately under all circumstances. Consequently, the assistance of impartial investigators from other police agencies may be valuable to a police chief executive in conducting particularly sensitive or complex internal investigations. One Committee member noted, for example, that his agency regularly shares multijurisdictional detectives with two other police agencies. When one department receives citizen complaints, the investigative process is handled routinely by the other two departments' personnel. This process has proven to be fair for both the police agencies and citizens involved. Fairness is the essential key to an effective police administrative discipline system and should be considered as such by the police chief executives of all Illinois police agencies.

REFERENCES

1. Operations Sub-Committee Meeting, March 21, 1977, Mendota, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 19.4).

ILLINOIS STANDARD 15.5

ADJUDICATION OF COMPLAINTS

Every police agency immediately should insure that provisions are established to allow the police chief executive ultimate authority in the adjudication of internal discipline complaints, subject only to appeal through the courts or established civil service bodies, and review by responsible legal and governmental entities.

1. A complaint disposition should be classified as sustained, not sustained, exonerated, unfounded, or misconduct not based on the original complaint.

2. Adjudication and--if warranted--disciplinary action should be based partially on recommendations of the involved employee's immediate supervisor.

3. An administrative factfinding trial board should be available to all police agencies to assist in the adjudication phase. It should be activated when necessary in the interests of the police agency, the public, or the accused employee, and should be available at the direction of the chief executive or upon the request of any employee who is to be penalized in any manner that exceeds verbal or written reprimand. The chief executive of the agency should review the recommendations of the trial board and decide on the penalty.

4. The accused employee should be entitled to representation and logistical support equal to that afforded the person representing the agency in a trial board proceeding.

5. Police employees should be allowed to appeal a chief executive's decision. The police agency should not provide the resources or funds for appeal.

6. The chief executive of every police agency should establish written policies on the retention of internal discipline complaint investigation reports.

7. Administrative adjudication of internal discipline complaints involving a violation of law should neither depend on nor curtail criminal prosecution. Regardless of the administrative adjudication, every police agency should refer all complaints that involve violations of law to the prosecuting agency for the decision to prosecute criminally. Police employees should not be treated differently from other members of the community in cases involving violations of law.

NAC COMMENTARY EXCERPTS

The adjudication or final disposition of complaints gives the police chief executive the opportunity to make plain, through sanctions, that he will not tolerate employee misconduct. Equally important, in cases where complaints are not sustained, the adjudication allows the police agency to defend the conduct of its employees.

The adjudication of each complaint will have an effect on subsequent internal discipline investigations and on the agency's entire system. It is essential that all parties involved in the incident feel they have had an opportunity to be heard, and that the adjudication process weighs all available data. The complainant, the witnesses, and the accused employee should be encouraged to participate in the process that leads to a final decision, even though that decision is the responsibility of the police chief executive.

The options a police chief executive has in adjudicating complaints may make the difference between a system that works and one that does not. If the chief executive has options he can exercise in reaching his final decision, a flexibility and precision in disposing of charges will result. This latitude allows for a fairer disposition of the complaint.

During the adjudication phase of internal discipline proceedings, a police agency must insure that the accused employee's immediate supervisor is consulted in developing the recommendation for the complaint's adjudication. More than anyone else, the immediate supervisor should be able to evaluate the overall conduct and performance level of his subordinate and, if a penalty is indicated, to determine how severe it should be.

The supervisor's recommendation must be subject to administrative review for objectivity and consistency. The police chief executive can use this recommendation as one factor in determining his final decision on the complaint's adjudication and penalty. Consistency is needed to insure, among other things, that patrol officers are not disciplined more harshly than detectives who commit similar acts of misconduct.

Civil service regulations, or others that limit penalty determination, may hamper the entire process. A choice between a 30-day suspension or termination does not provide enough flexibility for penalizing an employee who is guilty of serious misconduct but who nevertheless can become a valuable member of the agency.

When an internal discipline complaint is sustained, a determination must be made as to the course of corrective action. In a few cases, the misconduct can be attributed to the police agency's failure to provide the employee with adequate equipment or training. In some cases it may be a result of a faulty procedure or policy. Such findings may provide a basis for the police chief executive to effect changes in procedures. Incidents such as these may not require any action against the employee.

Usually, however, it is the employee's behavior that must be changed. Corrective measures include retraining, psychological assistance, or reassignment from a particular job classification. Most frequently, disciplinary actions are called for, such as reprimand, relinquishment of time, suspension without pay, or, as a last resort, removal. The first question to ask in determining a penalty should be: what will make the employee reliable and productive in the future? Of equal importance is: what effect will this determination have on other employees and on the public? Police chief executives also should consider the effect the penalty will have on the employee's family, a factor that can seriously affect his future performance.

Some police agencies publish an internal statistical report of complaint disposition and a brief description of sustained investigations. Such reports provide a vehicle by which the police chief executive can communicate the philosophy and policies of the administration of internal discipline to the police employees. If the administration of internal discipline remains confidential, even internally, it can create rumors.

A statistical report, however, should not name the involved employees. Some persons feel that because a disciplinary penalty is so personal, individuals' names should not be reported to the entire police agency. Knowledge of the penalty could linger in the minds of other employees and cause the sanctioned employee unnecessary work problems such as continued alienation, job discrimination, and limited personal advancement. Employees claim that such a document cannot convey the facts of the incident accurately or completely, and thus creates rumors and misimpressions.

Police agencies should maintain internal review provisions in the form of administrative trial boards that are accessible, objective, and representative. Most agencies with over 150 employees currently use some form of trial board or administrative hearing. Boards used by smaller agencies generally include persons from other sectors of local government in addition to police employees. Although such boards are time consuming, most police authorities and agencies feel they are an integral and beneficial element of administering internal discipline.

Police chief executives have found that trial boards help them arrive at sound decisions in internal discipline cases. The boards provide a diversity of opinion for the final adjudication, and allow for greater participation in the process by persons involved in the complaint investigation.

The trial board is also useful as a forum for discussion of those cases which receive a large amount of public attention and which, if adjudicated without a trial board, could cause public distrust.

Trial board procedures allow an accused employee to request a review of the investigation if he feels his position was not represented accurately. This method keeps any initial disagreement within the agency rather than being aired in public. Police agencies have found that most differences in opinion are resolved satisfactorily in a trial board hearing.

Most authoritative sources and police agencies agree that the board should consist of from three to five persons, preferably police employees from the agency involved.

Several police agencies insure that peers of the accused employee will be represented on the trial board. The percentage of representation varies, but seldom exceeds one-third. This peer representation provides for participation by all levels of employees and can strengthen their confidence in the overall administration of internal discipline.

The board hearing should be open to interested persons, although a police agency need not announce the meeting of each trial board publicly. Secret hearings destroy confidence in the system among employees as well as the public. It is important, however, that records of the hearing be kept to provide the police chief executive with documentation in case of challenge or subsequent civil litigation.

The board is responsible for determining facts and advising the police chief executive on an adjudication. The conduct of the proceeding should be governed by the principle of essential fairness. It must not be encumbered by overly formal procedures. Neither the foundations for maintaining administrative hearings nor current case law require including formal procedures in administrative hearings.

The hearing should provide an opportunity for cross-examination, discovery of investigative results, subpoena power, transcripts of the proceedings, and an explanation of the board's recommendation. Members of the board should be supplied with a written guide of recommended procedures.

The recommendation of the trial board is only advisory, but if the police chief executive habitually ignores its recommendations the concept obviously will not work.

No employee should be forced to secure legal assistance; if he feels representation is necessary, the police agency should provide representation and logistical support equal to that afforded the person presenting the agency's case. Although this is not currently required by law, it can affect the integrity of the process.

Appeal procedures beyond the police chief executive's decision should be available to all parties. The complainant can appeal to the courts. Unfortunately, the other avenues of appeal available to complainants are not functioning as intended. Many governmental entities are legally empowered to review the practices of the police agency, including its administration of internal discipline. Among these are the civilian police commission, civil service boards, city administrators, city legislative bodies, prosecuting attorneys, State agencies, and units of the United States Department of Justice. Accused employees can appeal to these bodies; the agency, however, need not supply the resources.

Most police agencies only file the internal discipline investigations that are sustained in the accused employee's personal folder. Some agencies remove the investigations after 2 or 5 years if no subsequent complaints are sustained. Retention of investigations not classified as sustained can be useful in identifying an employee's pattern of conduct.

If results of these investigations are retained, however, they might be subject to discovery or subpoena in a civil case. Since their introduction into evidence might tend to prejudice a jury, the benefits of their retention should be weighed against the possibility of greater liability. If a police administrator decides to retain these records, he should insure that they are used only for future disciplinary matters, rather than personnel evaluation or promotion. They also are likely to prejudice internal review authorities.

Administrative discipline should be neither a barrier to nor impeded by potential criminal prosecution. Police agencies must request the assistance of prosecuting agencies in cases involving violations of the law. Often justice will be served through the administration of internal discipline; the police agency, however, must not be a party to the curtailment of any criminal prosecution. The police service is nearing a state of high professionalism, and it cannot condone treating police employees who violate the law differently from other members of the community.

ILLINOIS COMMENTARY

Every citizen complaint must be thoroughly examined and resolved on its merits. For many police departments this is a painful process but one which is usually handled with professionalism, especially given the statutory framework to which the police chief executive must confine himself. Police agencies and the various boards involved with internal discipline should accept the philosophy that disciplinary action is not entirely administered to punish a wrongdoer. An additional goal should be that of returning the officer to useful service. Because the Committee felt this goal would be unnecessarily hampered by the NAC standard statement prescribing that the "penalty for a guilty officer should be at least a suspension up to 6 months or in severe cases, removal from duty", this section of the NAC standard was deleted. Not only is this section in direct conflict with the Committee's attitude but also in conflict with earlier cited statutes.

The Standards and Goals Committee expressed deep concern for the problems existing in today's adjudication process. The primary concern was the limited variation of disciplinary alternatives available to a police agency once an officer is found guilty of misconduct.

Presently the police in Illinois operate under at least four different systems creating boards that administer discipline. These are the Civil Service Commission, Fire and Police Commission, Merit Board, and Cities and Villages under home rule.

In order for adjudication to be administered fairly, the disciplinary decision must be made on an individual case-by-case basis and a liberal number of alternatives should be available. In these ways the discipline taken can more adequately fit the nature of the violation. Possible alternatives should include such actions as reduction in salary, forfeiture of vacation time, or demotion in rank.

Illinois police chief executives are keenly aware of the multiplicity of disciplinary systems and the discrepancies that exist between them and are deeply concerned about the restrictions placed upon their managerial and administrative scope in dealing with employees who have been found guilty of disobeying agency directives or policies. As a result of this awareness and concern the Standards and Goals Committee formulated Illinois Recommendation 15.7 Uniform Code of Discipline. This Recommendation encourages a body of police practitioners to formulate a uniform code of discipline. Such a system could be more fairly administered, resulting in higher morale among personnel and fewer cases involving actions taken against an officer being appealed in the court system. Improved performance and increased public support undoubtedly will follow.

REFERENCES

1. Administration Sub-Committee Meeting, March 11, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D. C., 1973, (Standard 19.5).

ILLINOIS STANDARD 15.6

POSITIVE PREVENTION OF POLICE MISCONDUCT

Every police chief executive immediately should seek and develop programs and techniques that will minimize the potential for employee misconduct. The chief executive should insure that there is a general atmosphere that rewards self-discipline within the police agency.

1. Every police chief executive should implement positive programs and techniques to prevent employee misconduct and encourage self-discipline. These may include:

- a. Analysis of the causes of employee misconduct through special interviews with employees involved in misconduct incidents and study of the performance records of selected employees;
- b. Training in the avoidance of misconduct incidents for all employees and special training for employees experiencing special problems;
- c. Referral of employees to psychologists, psychiatrists, clergy, and other professionals whose expertise may be valuable; and
- d. Application of peer group influence.

2. Every police chief executive should avail himself of the advice and counsel of clergy, psychologists, psychiatrists, and other professionals whose expertise may be valuable in the establishment of a program of positive prevention of police misconduct.

3. Every police chief executive should, by written policy and personal example, emphasize the critical role and responsibility of all supervisory personnel for the suppression of police misconduct and the implementation of his positive prevention program.

NAC COMMENTARY EXCERPTS

The administration of internal discipline is expensive for the police agency in terms of time, manpower, and emotional stress. Obviously, the public, the police agency, and police employees all benefit if there is no employee misconduct. Police agencies, therefore, must develop measures that will prevent or minimize it.

Internal discipline in police agencies often is crisis-oriented. Most agencies simply react to employee misconduct. They do a good job of investigating after incidents have occurred, but they do little to prevent them.

The key question police chief executives should attempt to answer concerning employee misconduct is "why?" Police supervisors must ask themselves, "What could have prevented the employee from engaging in this particular act of misconduct?" The answer should be made an integral part of the written recommendation for each complaint adjudication. The police chief executive, even though he is ultimately responsible for internal discipline, should not bear this diagnostic responsibility alone. It is the responsibility of all employees to seek ways to maintain a disciplined police agency.

Although preventive measures may not automatically produce disciplined performance, they may provide the impetus for the development of self-discipline. A self-disciplined employee will save a police agency time and money by negating the necessity for much of the administration of internal discipline.

Preventive programs differ as much as the police agencies that run them; therefore, each agency must analyze its particular problem and innovate.

Most of the preventive programs used by the few police agencies active in this field are controversial. The utilization of these programs is not a panacea for police agency employee misconduct. Neither are they a blueprint for a successful program.

Police misconduct is the result of many factors, and cannot always be foreseen, discouraged, or circumvented. But a great deal of misconduct can be prevented by police agency programs and policies.

Some agencies have found that internal discipline complaints result from many things: unnecessary field procedures; an environmental condition, such as public encouragement or acceptance of police corruption; personal traits, including language accents and inadequate language skills; or ineffective training. Once reasons have been discovered, police agencies must respond by making necessary adjustments.

Police agencies that provide employee training normally incorporate a discussion of the police Code of Ethics, specific agency rules and regulations concerning police conduct, and the process of the administration of internal discipline. Usually a lecture is given by an employee superior in rank to the training group and the communication is unilateral.

A better training method uses actual cases of employee misconduct to spark student attention. This trainee interest can be channeled into constructive learning by using an instructor at the same job level as the training group and encouraging group discussion rather than lectures. Videotaped reenactments and recorded telephone conversations where police responded unacceptably make outstanding presentation aids. These methods present problems in realistic terms rather than in a philosophical and procedural manner.

The Bakersfield, Calif., Police Department instituted an unusual preventative program 5 years ago. To defend employees against the one-to-one verbal complaints so frequent in traffic

enforcement contacts, this agency supplied traffic employees with cassette tape recorders for their equipment belt. Approximately 1 year later similar equipment was issued to all uniformed field personnel. The necessity for complaint investigation has been nearly eliminated. Persons still initiate verbal complaints either in person or by telephone; however, they often drop the complaint after listening to the taped recording of the incident.

The agency requires officers to use the recorder in all official contacts and disciplines those who do not. The knowledge that incidents are being recorded serves as a deterrent to misconduct. Although there was some initial resistance to the program, employees have become convinced of its benefits. Tape recorders have also proved useful in the areas of training, investigation, and court presentation.

ILLINOIS COMMENTARY

The preventive concepts incorporated into this standard are designed to break the tradition of dealing with employee misconduct after the fact. Positive programs that minimize the potential for employee misconduct should be developed and implemented as soon as possible by every Illinois police agency.

Too often when a misconduct incident occurs it is dealt with but no constructive changes are made. The officer guilty of misconduct is punished and a record of the proceedings is filed away. Little, if any, study and planning are done to determine why the misconduct occurred or what patterns of behavior reoccur.

Various methods are available to the police chief executive to increase his department's effectiveness in minimizing the potential for employee misconduct. Programs and techniques that have proven by test to be valuable in this respect include programs which identify and attack the cause of problem behavior, employee training in self-discipline, professional assistance for officers experiencing special problems, and peer group counseling.

It was pointed out by one Standards and Goals Committee member that the peer group counseling technique currently is being used by several Illinois police agencies. Similar in theory to Alcoholics Anonymous, this technique has been found to be exceptionally effective in controlling individual problems involving the use of excessive police force or violence.

Police chief executives are encouraged to avail themselves of outside professional assistance in formulating workable programs to prevent employee error. Behavioral specialists, for example, can provide valuable assistance in detecting situations that may lead to employee misconduct. Their assistance can also be used to develop programs that foster an atmosphere of employee self-discipline within an agency.

Regardless of the preventive program utilized by a police agency, every police chief executive should be means of written policy and personal example emphasize the role and responsibility of all supervisors in the suppression of police misconduct and the implementation of a positive prevention program. The supervisor is responsible for noting what is going on in the field and how personnel are behaving. An active, observant, and aggressive field supervisor should be able to detect tendencies toward misconduct and take positive prevention measures.

There will always be complaints lodged against police officers by those who feel they were treated unfairly. Most of these complaints will be unfounded in fact or law. However, those cases of misconduct that do occur may well be preventable. Every police agency has a responsibility to itself and the public it serves to take positive steps to reduce the likelihood of employee misconduct.

REFERENCES

1. Training Sub-Committee Meeting, January 5, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, February 18, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973; (Standard 19.6).

ILLINOIS RECOMMENDATION 15.7

UNIFORM CODE OF DISCIPLINE

Police chief executives should work in concert with all appropriate legislative authorities to seek legislation which would establish a Uniform Code of Discipline for law enforcement officers in the State of Illinois. Such legislation should include at least:

1. A section which establishes uniform limits of authority for police chief executives;

2. A Section which establishes uniform limits of authority applicable to all agencies having disciplinary authority over law enforcement officers; and

3. A section which provides intermediate alternatives of disciplinary action between suspension and discharge of law enforcement officers. Some alternatives which should be considered are:

- a. Reduction of salary;
- b. Reduction in rank;
- c. Voluntary forfeiture of time off benefits in lieu of salary forfeiture upon approval of the police chief executive.

4. A section which provides that all disciplinary actions authorized by a uniform code of discipline--except non-probationary dismissals--be administered by the police chief executive with a Police Board retaining the right of review and serving as a Board of Appeals. Non-probationary dismissals should remain the responsibility of the Police Board.

ILLINOIS COMMENTARY

As discussed in Standard 15.5, when police discipline is warranted it must be administered promptly, positively, and fairly. Illinois police chief executives are impeded in this regard due to the wide variance in statutory provisions for disciplinary review and action and the lack of adequate disciplinary alternatives.

At least four different Illinois statutes create disciplinary boards with little or no uniformity. The existing boards are the Fire and Police Commission, Civil Service Commission, State Police Merit Board, and cities and villages with individual home rule. Their individual authority and requirements differ significantly.

The 1975 Illinois Revised Statutes, Chapter 24 § 10-2.1-17 establishes a Board of Fire and Police Commissioners. This section of the Statutes states that an officer or member of the fire or police department of any municipality, upon being found guilty of misconduct, may be discharged or suspended by the Board without pay for a period not exceeding 30 days. However, it is further stated that the officer or member, pending a hearing, may be suspended with or without pay for a like period.

The statute on Civil Service Commissioner's authority, Chapter 24 § 10-1-18, states that no classified Civil Service officer or employee of any municipality who is appointed under the rules and after examination may be removed, discharged, or suspended for a period of more than 30 days, except for cause upon written charges and after an opportunity to be heard in his own defense. This statute does not limit the power of any officer to suspend a subordinate for a reasonable period, not exceeding 30 days, except that any employee or officer suspended for more than 5 days or suspended within 6 months after a previous suspension shall be entitled, upon request, to a hearing before the Civil Service Commission concerning the propriety of such suspension.

Still another Illinois Statute, Chapter 121 § 307.13, establishing a State Police Merit Board, states that disciplinary measures prescribed by the Merit Board may be taken by the superintendent for the punishment of infractions of the rules and regulations of the division as promulgated by the department. Such disciplinary measures may include suspension of any State policeman for a reasonable period, not exceeding 30 days. However, the Board may sustain the superintendent's action, may reverse it with instructions that the State policeman receive his pay for the period involved, or may suspend the officer for an additional period not exceeding a total suspension of 180 days or discharge him.

In addition, in Illinois municipalities of under 5,000 population police officers are appointed by an elected municipal official and serve as a subordinate to this official with no guidelines for suspension, demotion, or removal.

The various Illinois statutes have limited any disciplinary action taken to removal, discharge, and suspension, or, in the case of the Merit Board, demotion. A broader range of disciplinary alternatives are needed to develop predictable uniformity, in fairness to both department personnel and the public. With few options available the process of disciplining an officer becomes a matter of choosing a lesser evil rather than one of equitable punishment. If the prestige of the department is to be maintained, both internally and in the eyes of the public, more realistic disciplinary alternatives need to be open to the police administrators.

Many police departments in other states forfeit officer time-off benefits as a disciplinary measure. Others utilize extra duty assignments or reduction of salary. A variety of

other forms of discipline can be invoked depending upon the particular infraction. In dealing with minor breaches of discipline, a strong oral reprimand along with a supervised probationary period may prove most effective.

Although the Standards and Goals Committee felt that demotion, an alternative presently non-existent in all systems except the Merit Board and some home rule communities, should be considered for disciplinary purposes, it was pointed out that such demotion should not automatically bar the officer from participating in future promotional examination procedures.

Discipline in the police profession carries an added importance because of the high degree of responsibility to the public placed upon those who enforce the law. To facilitate the disciplinary process and increase its effectiveness, the Standards and Goals Committee recognized the need for changes in the current legislation that regulates the police disciplinary system in Illinois. It was felt that the establishment of a Uniform Code of Discipline will enhance the role of the police chief executive and all other agencies having authority over law enforcement officers, engender greater cooperation and support within the agency and from the public, and reduce the number of disciplinary actions being appealed in the courts.

REFERENCES

1. Administrative Sub-Committee Meeting, January 19, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Recommendation 19.2).

ILLINOIS RECOMMENDATION 15.8

STUDIES OF POLICE CORRUPTION

It is recommended that police chief executives in the State of Illinois initiate and support responsible studies and programs designed to identify and eliminate corruptive practices from the police profession wherever such practices exist.

ILLINOIS RECOMMENDATION 15.9

POSITIVE PREVENTION OF POLICE CORRUPTION

Police chief executives should consistently work in close cooperation with agency employees, other governmental administrators and the public to initiate, implement and maintain programs and activities designed to detect, deter and eliminate corruption in the police service.

NAC COMMENTARY EXCERPTS

Corruption exists in varying degrees in many local governments; the potential for corruption exists in all government agencies. When it exists, corruption is not limited to, but often involves, the police. Only through the combined efforts of the public, government, police administrators, and all police employees can police corruption be eliminated or prevented.

Research studies and investigations into police corruption usually are carried out in response to an immediate problem and are therefore directed toward police agencies where corruption exists or is believed to exist. This examination of such agencies has produced few lasting solutions to the problem of police corruption.

The conditions that support police corruption are many times peculiar to the involved city and police agency. Community mores, the quality of police administrators, and political environment are some of these conditions. But while the specific steps that led to the reduction or elimination of police corruption in one city might not achieve the same results in another, certainly those steps are guideposts to all jurisdictions seeking to solve this problem. A study of the many police agencies that have rid themselves of corruption should provide guideposts for other agencies to follow.

ILLINOIS COMMENTARY

The subject of corruption is a painful one for the practitioners of any profession to address. It is not easy to face the fact that some individuals within a profession are subverting their responsibilities and are unworthy of inclusion in the profession. Nevertheless, one measure of professionals is their capacity to deal effectively with negative, as well as positive, factors affecting their profession.

The members of the Standards and Goals Committee have faced the issue directly by stating that any corruption affects all law enforcement and its eradication is the responsibility of all practitioners who become aware of it.

Perhaps nothing destroys public confidence in the police more than corrupt practices by those who are entrusted to enforce law and order.

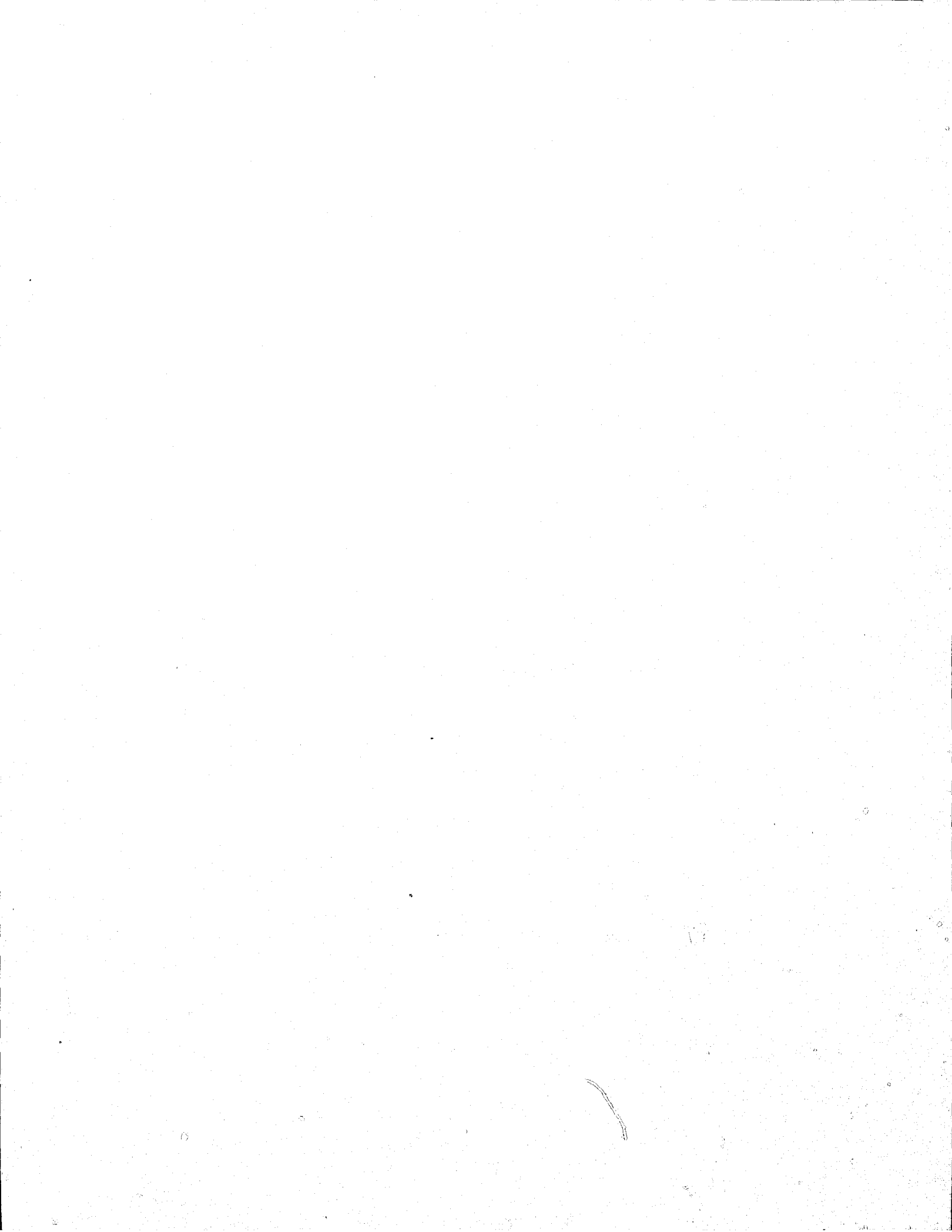
Too much time has elapsed without the police practitioner specifically addressing the issue of police corruption. Therefore, the Standards and Goals Committee joins the NAC in recommending that Illinois police chief executives initiate and support studies and programs designed to identify the causes of corruption and eliminate corruptive practices from the police profession.

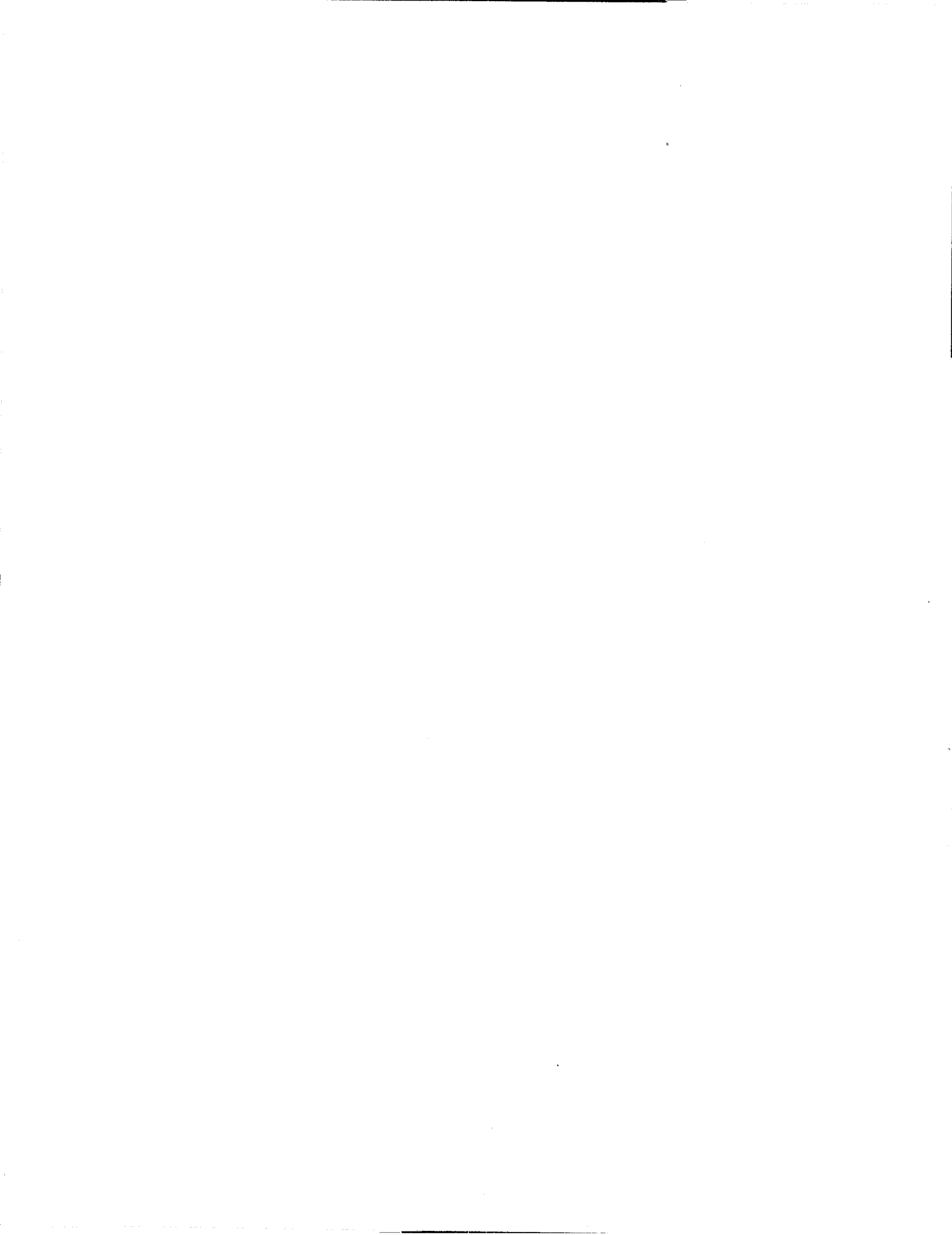
Also recognized by the Standards and Goals Committee is the need for close cooperation among police administrators, agency employees, other governmental administrators, and the public in eradicating police corruption. A continual coordinated effort should be centered on developing measures that detect, eliminate, and prevent such corruption.

Recommendation 15.9 reflects a ready willingness on the part of Illinois police chief executives to participate in any studies or programs that can be translated into effective agency policies, procedures, and/or administrative tools for the overall improvement of police service and professionalism in Illinois.

REFERENCES

1. Extra-Departmental Relations Sub-Committee Meeting, January 12, 1977, Bloomington, Illinois. Recommendation 15.8.
2. Administration Sub-Committee Meeting, March 11, 1977, Winnetka, Illinois, Recommendation 15.9.
3. Standards and Goals Committee Meeting, February 17, 1977, Rosemont, Illinois.
4. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
5. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Recommendations 19.1 and 19.3).

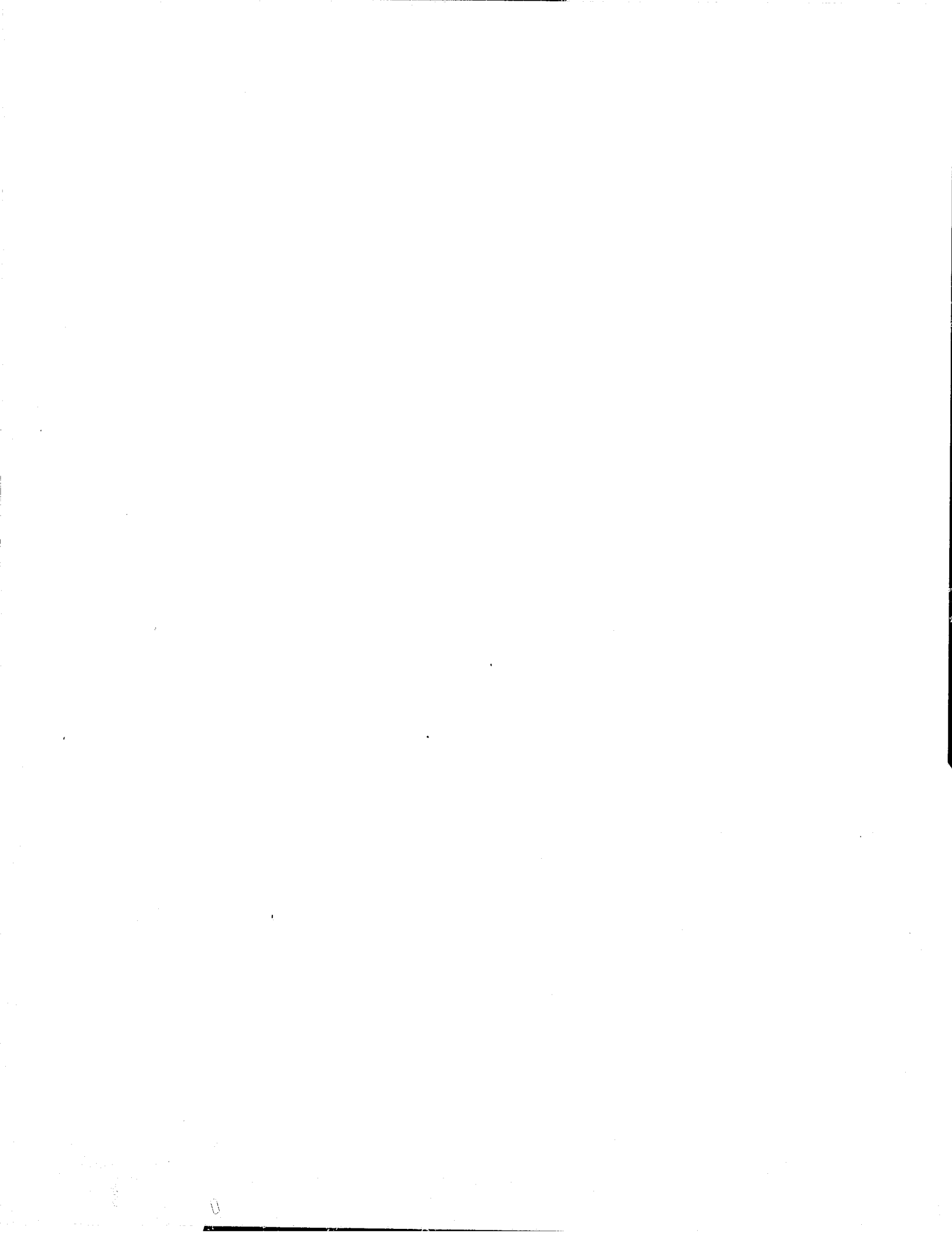




Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 16.1

POLICE UNIFORMS

Every police chief executive should immediately develop and designate complete standard specifications for apparel and equipment to be worn by every agency employee when performing the duties of a uniformed police officer. To deter criminal activity, uniformed police officers should be highly visible, easily identifiable and readily distinguishable from other uniformed persons. Every officer's appearance should reflect favorably on his agency and profession; however, to insure maximum efficiency, this should not be accomplished at the expense of physical comfort.

1. Every police chief executive should consider seasonal changes and climate when developing the agency's standard police uniform.

2. Every police chief executive should insure that the agency's police uniform identifies the wearer by name and agency, and makes him plainly recognizable as a police officer. Such items should be visible at all times.

3. Every police chief executive should insure that the uniforms of agency employees other than police officers--such as civilian traffic control, parking control, and security officers--are, by color, design, and items of identification, plainly distinguishable from those of police officers.

4. Every police agency should conduct daily uniform inspections to insure that every officer's appearance conforms to agency specifications and reflects favorably on the agency and the law enforcement profession.

NAC COMMENTARY EXCERPTS

Although many variables may influence the design and selection of police uniforms, the fundamental purpose of any uniform--to identify the role or function of the individual wearing it--must always be given primary consideration. Ease of identification is particularly important with police apparel. A distinctive uniform not only identifies a police officer to those who need his services, but also provides a high level of police visibility that offers some degree of deterrence to crime.

While uniforms will continue to differ from agency to agency, variation within agencies must be avoided. Many police departments specify in writing the style, color, fabric, and other properties of the uniforms worn by their personnel. All agencies should follow this policy in order to enhance the police image and the pride and efficiency of officers.



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If a high level of police visibility is to be maintained, uniformity in appearance within each agency is a necessity. Moreover, the possibility of a citizen mistaking a uniformed civilian for a police officer must be minimized. In the case of private police or security guards, this would be best accomplished by statewide legislation which restricts the visible qualities of their uniform to avoid resemblance between them and those of police officers. The law enforcement function necessitates that police officers are granted certain powers and authority not possessed by the general public. Consequently, police activities are subject to extensive scrutiny and control. Because private policemen have neither this authority nor control, their powers and prerogatives are generally the same as those of ordinary citizens. Their appearance while on duty should not mislead the public into believing otherwise.

Distinctive and readily identifiable uniforms need not be uncomfortable. Uniforms are available in modern fabrics and styles that incorporate striking appearance, comfort, and adaptability to periodic changes in style. A police officer's appearance not only affects his efficiency, demeanor, and morale-- it reflects on his fellow officers, his department, and the jurisdiction he serves.

In jurisdictions where there is appreciable annual climatic variance, both winter and summer uniforms should be authorized to maximize the officers' year-round comfort. In many areas, for example, summer temperatures warrant the adoption of shirts with open collars and short sleeves. However, some agencies have not authorized short sleeves on the grounds that they appear unprofessional, or because of the additional protection long sleeves provide.

To insure uniformity in appearance and ease of identification, many agencies specify dates when seasonal uniforms will be worn. Exceptions necessitated by unseasonable weather do occur, of course, and should be allowed.

Climate also should influence the selection of fabric or material from which uniforms are constructed. Uniforms made of newer, lighter, crease-resistant fabrics are now available which--while offering a cooler, more comfortable option for summer wear--retain the durability and attractiveness of the traditional woolen uniform.

Every citizen has the right and the need to be able to recognize a uniformed police officer on sight. Moreover, the necessary police prerogative of temporarily restricting the freedom of individuals under certain conditions demands that citizens in such situations be informed as to the identity of the officer and the police agency he represents. The police uniform affords the easiest and most direct means of satisfying all these identification requirements.

A numbered badge or shield, and insignia with the name of the agency, have long been part of the uniform of most police departments. Since badge numbers can be difficult to read and recall, many agencies require officers to wear a legible name

plate. This has been recommended by both critics and proponents of current law enforcement practices. Name plates enable a citizen to identify an officer who is guilty of discourtesy or misconduct, and thus discourages such behavior on the part of the police. The policy also facilitates recognition of officers who deserve commendation for meritorious service, particularly when performing some relatively mundane police duty that might otherwise go unnoticed.

Agency regulations should require an officer to wear his name plate and badge on his outer garment at all times. Removal of the name plate or covering it with a jacket, whether intentional or not, should not be tolerated.

Rank-identifying insignia for police supervisors' uniforms also should be required by all agencies. Easy identification of supervisors benefits both citizens and subordinate officers, particularly in field situations, and facilitates the overall direction of police operations.

Emblems signifying length of service, or insignia worn by motorcycle officers, police pilots, and others with specialized functions, can do much to promote personal pride and esprit de corps within the police ranks. However, to maintain uniformity and reduce ostentation on the part of individual officers, agencies should specify when insignia can be worn, and where and when they are to be worn on the uniform.

Several agencies employ personnel who are not police officers, but who nevertheless wear uniforms while working. This practice permits the agency to utilize civilians for traffic and parking control, security duty, and similar tasks, while freeing trained and experienced police officers to concentrate on crime reduction. Since these civilians have neither the training nor the authority of policemen, their uniforms should be plainly distinguishable from police officers' uniforms.

Uniform regulations should be enforced within an agency by a continuing program of inspection and control to insure compliance by all officers. This can be accomplished by supervisors conducting daily uniform inspections of the officers of each watch or shift. Many agencies do this during watch briefing or rollcall. Supervisors, when they notice deficiencies in the appearance of a subordinate, should routinely inform the officer that his uniform is unauthorized, in need of repair, or otherwise unpresentable. It should be emphasized to all officers that their appearance says much about themselves, their agency, and their regard for the public trust they hold.

ILLINOIS COMMENTARY

The Illinois Standards and Goals Committee was in complete concert with the concepts in the NAC standard statement regarding Police Uniforms. However, a portion of the NAC standard statement referring to private security uniforms was

removed and added to the standard that specifically discussed private security uniforms. It was felt that the reason for and importance of distinct uniforms for police and private security would be better emphasized if the two concepts were discussed independently.

Along with the distinction between private and public uniforms every police chief executive should insure that his department's uniforms are readily distinguishable from those of neighboring police departments. This may be accomplished through variations in style, color, or distinctive emblems. The type of hat worn may further serve to differentiate between agencies. Acquiring uniforms that are readily distinguishable is one method of insuring the necessary public recognition of a police department.

A distinct uniform has many advantages, but one of its primary benefits is that it is a type of silent communication between the police and the public. It not only communicates to the public who the officer is and what he represents but by presenting a professional appearance it permits the public to develop the appropriate impression of their officers. And finally, the officer in a crisp, well tailored and distinctive uniform will wear it with a degree of pride which is reflected in his performance.

REFERENCES

1. Support Services Sub-Committee Meeting, March 15, 1977, Matteson, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 21.1).

ILLINOIS STANDARD 16.2

FIREARMS AND AUXILIARY EQUIPMENT

Every police chief executive should immediately specify the type of firearms, ammunition, and auxiliary equipment to be used by the agency's police officers. To enhance police efficiency, personal equipment items should be interchangeable among all officers of the agency. Once established, these specified standards should be maintained by frequent, periodic inspections and appropriate disciplinary action when agency regulations are violated.

1. Every police agency should establish written specifications for agency-approved sidearms and ammunition to be carried by officers on uniformed duty, or plainclothes duty, or off duty. The specifications should be developed with input from all ranks and assignments within the agency.
2. Every police agency should insure that every automobile patrol unit is equipped with a shotgun, appropriate ammunition, and an easily accessible, securely installed shotgun receptacle that can be locked.
3. Every police agency should designate all items of auxiliary equipment to be worn or carried by its uniformed officers. To insure intra-agency uniformity, the approved type, size, weight, color, style, and other relevant variables of each auxiliary equipment item, along with the position on the uniform or belt where it is to be worn or carried, should be specified in writing.
4. Every police agency should initiate a program of frequent, regular equipment inspections to insure that personal equipment items conform to agency specifications and are maintained in a presentable and serviceable condition. To insure that each officer's weapon functions properly, firearm practice should be required for all officers at least quarterly, and all firearms should be examined at regular intervals by a qualified armorer.
5. To insure shooting competency, every agency's policy relative to firearms practice should require each officer to maintain a minimum qualifying score with each authorized on or off duty weapon used by that officer in the firearms practice course adopted by the agency.
6. Each agency should require its officers at least annually to qualify in its firearms practice course using standard authorized service loads.

NAC COMMENTARY EXCERPTS

Today's police executive, when selecting the personal equipment to be used by the officers of his agency, has a broader choice than had his predecessor of a few years ago. As a result, he must research more products to meet the needs of his agency effectively.

There has long been a demand for a national testing and information dissemination center for police equipment. The International Association of Chiefs of Police created the Police Weapons Center Data Service for this purpose. The Weapons Center tests and evaluates such products as firearms, chemical agents and dispensers, batons and other impact weapons, protective equipment, and surveillance devices. Results are furnished to agencies subscribing to the service. This service can be particularly valuable because most police agencies lack the facilities and funds to conduct their own tests.

Once an item of equipment is selected, it should be the only type authorized for agency use. Interchangeability of firearms, ammunition, handcuffs and keys, and other equipment, reduces agency purchasing and maintenance costs, simplifies training, and facilitates field operations, especially in emergencies.

The sidearm is undoubtedly the most important item of personal equipment, and the most expensive. The traditional police sidearm in the United States continues to be the .38 caliber revolver, although a few agencies have adopted semi-automatic weapons. An increasing number of agencies are choosing double-action automatic pistols that can be carried uncocked but ready for immediate use. Most of these agencies are relatively small, except for the 1,700-man Illinois State Police Department.

The relative merits of revolvers and automatics have been widely discussed and are generally well known. Well-made, dependable weapons of both types are available. For police purposes, however, certain general requirements should be met. The police sidearm is primarily a defensive weapon intended to protect the lives of officers or other persons. It must be able to incapacitate the individual against whom it is used. For this purpose, authorities generally agree that police sidearms should be at least .38 caliber, or 9 millimeters if a metrically designated weapon is selected.

The majority of police agencies use sidearms with barrels 4 to 6 inches long. The 4-inch barrel affords sufficient accuracy for normal police use. If the barrel length exceeds 6 inches, any gain in accuracy is more than offset by the additional weight, bulk, and difficulty of handling.

The sidearm should be durable and noncorrosive, and have a dark finish which is easily cleaned. Because of their excessive sheen, substances such as silver, chrome, or nickel should be avoided. To facilitate easy removal of carbon buildup and to save cleaning time, a smooth or finely textured finish is recommended. The finish should also resist corrosion resulting from exposure of the sidearm to inclement weather and other harsh conditions.

Revolvers manufactured for police use are normally capable of double-action firing. Others that are not--old souvenirs for example--should be proscribed for all officers, whether on or off duty. Revolvers that are capable of only single-action firing are ineffective in situations requiring immediate firing, and they cannot be carried in the cocked position with any degree of safety.

This will not be a problem if each police agency will specify in sufficient detail, the sidearm authorized for use by its officers, and insure conformance with the regulation.

Selecting the proper ammunition for a particular agency requires consideration of many variables. For example, magnum or other ammunition with high penetration capabilities would, of course, be hazardous for agencies serving densely populated urban areas, but it might be well suited to the needs of a highway patrol, or a rural police or sheriff's department. Similarly, the relative advantages of hollow point and regular ball ammunition must be considered in the light of the needs of each agency.

Police officers should be limited to using only the type of weapons and ammunition specified by their agency. Interchangeability of ammunition is imperative. To guarantee quality control and reliability, all police ammunition should be factory-loaded by a reputable firm. Altering ammunition in any way, or using homemade or home-loaded cartridges, should be strictly forbidden.

Sidearms are sometimes not adequate to protect either police officers or the public. Therefore, police agencies should furnish each officer or patrol unit with a shotgun, the ideal auxiliary firearm for police use. With its multiple pellets, it is far more effective at close quarters than a rifle, and its limited range renders it less hazardous for use in heavily populated areas. Authorities agree that the best shoulder weapon for general police purposes is the 12-gauge shotgun with a manufactured barrel length of 18 to 20 inches. Sawing off longer barrels results in nonuniform and unsatisfactory shot patterns.

The ammunition specified should be factory-loaded 0 or 00 buckshot, which provides the best combination of effective range, shot pattern, and penetration capability.

Shotguns should be immediately available to officers when they need them.

Such personal equipment items as batons, handcuffs, ammunition containers, holsters, and the pistol or equipment belt, should also be of uniform appearance and quality throughout each agency. Written specifications should describe each item thoroughly enough to prevent variation in the auxiliary equipment carried by the officers of an agency. Altering or personalizing equipment should be strictly prohibited. Such a policy facilitates uniform recognition and interchangeability of equipment.

Personal equipment regulations, however, detailed and specific, will be ineffective unless conformance is assured by a continuing program of inspection and control. Therefore, equipment should be checked in the daily uniform inspection.

Many agencies require their officers to attend firearm practice once a month. This provides valuable training and allows officers and supervisors a chance to detect defective or malfunctioning weapons.

Firearms should be checked periodically by a qualified armorer to detect barrel or cylinder impediments or a malfunctioning of the firing pin. Additionally, the cylinder can be indexed to insure proper barrel-cylinder alignment, and the trigger-pull mechanism should be inspected to insure a minimum exertion of 2.5 pounds, single action. Early detection of malfunction is possible through maintenance check of weapons.

Although relatively few officers ever have occasion to fire their sidearms in the performance of duty, they must nevertheless always be prepared to do so; their lives or the lives of others may depend on their shooting proficiency.

Extra pay for outstanding marksmen is an excellent means of encouraging frequent practice and maintaining a high level of shooting proficiency. A minimum level of expertise should be specified, and all officers should be required to attain and maintain that level throughout their careers. Some agencies, for example, require their officers to achieve two-thirds of the perfect score for their particular practice course.

Although proficiency in the use of firearms is important, emphasis must also be placed on training every officer when he may shoot. Every officer, before he is permitted to carry a firearm, should be thoroughly trained in the law as it applies to the use of force and the agency's shooting policy.

ILLINOIS COMMENTARY

Firearms and other protective auxiliary equipment are extremely important to the safety of a police officer and others around him. Therefore, every police agency should immediately take steps to maximize the dependability of all weapons used and promote the competency of every officer in their use.

The Support Services Sub-Committee and the Standards and Goals Committee focused their attention primarily to the aspects of firearms training. Both Committees fully supported the NAC concept that firearms practice should be held monthly; however, they also realized the futility of prescribing unrealistic goals. The fiscal positions and manpower limitations of many Illinois police agencies preclude monthly practice sessions. Consequently, a more practical overall goal of quarterly practice sessions was designated by the Committees. This provides a realistic starting point for small agencies and yet does not restrict those agencies already equipped for monthly practice from maintaining a monthly firing schedule. In sum, each police agency is urged to hold firearms practice sessions as frequently as possible in light of its individual fiscal and manpower capabilities, but quarterly at a minimum.

Some jurisdictions have coordinated firearms training on a regional basis. In this way, a broader scope of training is obtained with more efficient use of available resources. Other training alternatives should also be considered, keeping in mind that the more frequent the practice, the better it is for the officer, the agency, and the public.

Another factor which must not be overlooked in setting up and maintaining firearms and weapons training is the nature of the course requirements. Proficiency with all assigned weapons should be required. Although practice ammunition may be used, all officers should be required to obtain a qualified score with standard authorized service loads at least annually. Likewise, each officer should be required to maintain a minimum qualifying score with authorized off-duty and backup weapons. Finally, all agency courses should include proper training on the moral and legal aspect of the use of deadly force.

Another aspect of this standard that received considerable attention was the location of the shotgun receptacle. Some police departments require that the shotgun be carried in a shotgun rack next to the vehicle operator. Others require that it be concealed in the trunk of the vehicle. Operationally, the highly recommended place for the shotgun is where the officer can reach it quickly. In certain emergency situations, the speed with which the officer can reach his shotgun may spell the difference between life and death. However, many police practitioners argue that the high visibility of the shotgun in this location may cause the citizen to feel intimidated and thus create negative public reaction and resentment of the agency. Further, a problem of security can be present when the vehicle is unattended.

In view of the wide range of positive and negative experiences encountered by practitioners relative to the location of the police shotgun, it was the opinion of the Standards and Goals Committee that its location should assure "reasonable accessibility" but that it should ultimately be a matter of local determination. In this regard, geographical area, social composition of the community, operational tactics, and public relations are all factors which should be given careful consideration.

Clearly, every police agency has an enormous responsibility to continually insure that its firearms and auxiliary equipment meet rigid specifications and that its officers are adept and well-informed in the use and handling of such equipment. Failure to meet this responsibility will not only seriously endanger human life and welfare but also reduce public support and agency effectiveness.

REFERENCES

1. Support Services Sub-Committee Meeting, January 13, 1977, Glen Ellyn, Illinois.
2. Standards and Goals Committee Meeting, February 18, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 21.2).

ILLINOIS STANDARD 16.3

AGENCY PROVISION OF UNIFORMS AND EQUIPMENT

Every police agency should immediately acquire the funds necessary to provide and maintain a full uniform and equipment complement for every police officer. This will facilitate the agency's efforts to insure conformance to uniform and equipment standards.

1. Every police agency should determine the minimum uniform requirements for its police officers, including alternate items of apparel for warm, cold, and foul weather. The agency should furnish all required items at no cost to officers. Continuing conformity to uniform standards and appearance should be insured by regular replacement of uniforms or a uniform allowance.

2. Every police agency should furnish and replace at no cost to officers the sidearm, ammunition, and auxiliary personal equipment specified by the agency.

NAC COMMENTARY EXCERPTS

Local government and the public that supports it should acknowledge the importance of uniforms, weapons, and other equipment used by police in preventing crime.

Furthermore, when the agency furnishes and maintains uniforms and equipment for its personnel, the possibility that officers will wear or use unauthorized items is minimized. The agency's control over the officer's appearance is enhanced, as is the justification for inspections and mandatory replacement or repair.

The individual police officer should no more have to bear the cost of purchasing and maintaining uniforms than he should pay the cost of his police training.

An increasing number of police agencies furnish their personnel with an initial uniform and equipment complement. Many agencies, in addition to the initial issue, provide maintenance allowances.

Several options are available to police agencies for providing uniforms. Police agencies usually contract uniform retailers who provide officers with tailored uniforms at agency or jurisdictional expense. Larger departments or a consortium of smaller agencies may elect to purchase and issue the uniforms themselves, employing a tailor or a firm for fitting the alterations.

In some jurisdictions officers are reimbursed for uniforms they purchase themselves; the uniforms must comply with agency regulations.

Whatever method is selected, all necessary apparel should be provided. This should include winter and summer uniforms, foul weather clothing, shoes, headgear, and all other apparel in quantities sufficient to satisfy the normal uniform requirements of the officers of each agency.

The agency must provide uniforms on a continuing basis. Each part of the uniform should be replaced if necessary after a predetermined normal period of wear. Uniforms or equipment damaged in the course of duty should be repaired or replaced at agency expense.

Responsibility for replacing uniforms and equipment should be given the officer only if sufficient reimbursement or allowance is allocated. Under this plan, care must be taken to insure that the allowance is actually spent for uniform maintenance. Frequent inspections should insure compliance with regulations for replacing frayed uniforms or defective equipment.

More agencies provide firearms and auxiliary equipment for their officers than provide uniforms. Every agency should adopt a similar policy for uniforms. High standards of quality and intra-agency interchangeability are vital, particularly with sidearms and ammunition. If the agency issues them, there is no question that the agency can control their use.

Agencies must also replace equipment that is defective or damaged during the performance of duty, as well as equipment unserviceable after normal wear. Since most equipment is durable, regular inspections and proper care should render replacement infrequent. Ammunition, which is an exception, should be replaced at least every 6 months. Aside from deterioration resulting from age, cartridges carried by police officers are often exposed to moisture, grit, and other substances that may render them defective.

REFERENCES

1. Support Services Sub-Committee Meeting, January 13, 1977, Glen Ellyn, Illinois.
2. Standards and Goals Committee Meeting, February 18, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 21.3).

ILLINOIS STANDARD 16.4

TRANSPORTATION EQUIPMENT

Every police agency should acquire and maintain police transportation equipment necessary to achieve agency objectives in a manner which is most cost-effective for the agency.

1. Every police agency acquiring ground vehicles should determine whether the acquisition should be made by purchasing or leasing. This determination should be based upon the following considerations:

- a. Maintenance requirements;
- b. Control problems;
- c. Financing; and
- d. Overall cost-effectiveness.

2. Every police agency should annually evaluate the tasks performed within the agency and the transportation equipment which may be utilized by the agency to determine how the proper application of transportation equipment can improve the agency's ability to accomplish its objectives.

3. Every police agency should, prior to submitting its annual budget, evaluate all existing and potential transportation equipment applications within the agency. The evaluation should include the examination of all tasks which may facilitate the objectives of the agency to determine if new or different equipment will result in:

- a. More efficient use of human resources; and
- b. Improved police service that is cost-effective.

4. Every police agency should, prior to submitting its annual budget, evaluate the potential usefulness and limitations of each type of transportation equipment in order to select the appropriate tools for the specific police tasks of the agency. New and existing transportation equipment should be evaluated.

NAC COMMENTARY EXCERPTS

The agency transportation system is one of the most important responsibilities of police management. After salary costs, transportation is the most expensive item in the typical police agency budget and represents the greatest fiscal management challenge to the police agency.

Planning for the acquisition of transportation equipment will shape the agency's entire transportation system. The method of acquisition cannot be separated from decisions regarding the provision of maintenance for the vehicle. Acquisition and maintenance policies will influence greatly the use

that will be obtained from the equipment, and will determine the cost-effectiveness of the entire transportation system.

Police agencies, to remain effective, should institute a periodic evaluation of their transportation requirements and of new developments in transportation technology. A transportation analysis should be made annually just prior to submission of the agency's annual budget. Results can be incorporated in budget requests and provide a firm basis for budget request justifications.

One step in analyzing transportation equipment use should be a systematic examination of each task performed by the agency to determine whether new or different transportation equipment would result in more effective performance.

Analysis of tasks will provide insight and information that cannot be obtained through an analysis of equipment alone. An analysis of equipment will reveal most transportation equipment applications, but important uses will be overlooked unless tasks are also considered.

An analysis of tasks may also reveal that service to traffic accident victims in congested areas could be improved by equipping traffic officers in those areas with motorcycles. Better service from foot patrols in beach areas might result if the patrols use jeeps to drive through the sand, or if there is a sidewalk bordering the area, use bicycles.

A police agency review of transportation equipment should normally include the most common means of police transportation: automobiles, patrol wagons, aircraft, motorcycles, motor scooters, bicycles, watercraft, and horses. However, it should not be limited to these vehicles. New means of police transportation should be considered as they are developed.

The importance of transportation equipment acquisition decisions and plans requires that more attention be given to this than just a cursory examination at budget time. It is much easier to anticipate the needs and problems of the agency in the planning stage than to attempt to deal with the problems created by an ill-conceived transportation system.

The needs, objectives, and capabilities of each agency are different. Therefore, each agency must review the advantages and disadvantages associated with the various methods of obtaining transportation equipment and determine which method will result in the system that will best meet the objectives of the agency in the most cost-effective manner.

Most police agencies buy their ground vehicles, but some lease them or reimburse officers for using their own. All alternatives should be evaluated and the methods of acquisition selected that will best fit the needs of the organization.

Maintenance of police vehicles is complex because special demands are made on the equipment. Police vehicles are subject to punishing, hazardous driving not required of other vehicles. Because they are usually in service for 24 hours each day, they require three times as much maintenance and service as most fleets.

No one is more concerned about meeting the special requirements and demands of the police fleet than the police agency itself. Therefore, it is highly desirable that the agency have as much control as possible over police fleet maintenance. This is best achieved when maintenance is done by employees of the police agency in a police garage.

When the police agency provides vehicle maintenance the operation should be directed by an individual with a background in fleet management and an understanding of police problems.

The issue of control is a primary concern in transportation systems where officers are reimbursed for operating their own vehicles. With this method of acquisition, the major control problems are the use of vehicles during off-duty hours, and determining and verifying the mileage driven for agency business. In addition, control of the quality of maintenance will be either difficult or expensive, they may be so careful that it impairs effectiveness.

There are also control problems with leased vehicles. Leasing agencies want to lease automobiles of the style and with the equipment that will bring the highest resale value. Frequently they attempt to lease these cars, instead of the cars that are best suited for police work, to police agencies. The agency must control the selection and equipping of vehicles to meet its objectives effectively. When the leasing agency provides maintenance for police vehicles, there is the problem of controlling both the quality of vehicle maintenance and the time required to get the vehicle back into service.

When vehicles are purchased, the control problems are mostly the internal ones that are a part of all management. However, under such programs as the Indianapolis, Ind., 24-hour Patrol Power Program, where officers use agency vehicles during their off-duty hours to increase police presence, an agency faces a control problem similar to the one faced by agencies that reimburse officers for operating their own vehicles.

The cost of automobiles varies during the year. Agencies requesting bids from dealers should request that the bids be submitted in late December or early January so that the cars will be built during the first quarter of the year. Since the January-through-March period is the traditional slack period for automobile manufacturing, the lowest prices usually can be obtained in this way. These same factors also apply to a lessor, and if officers are purchasing the vehicles, several can purchase them at the same time to take advantage of the lower bid.

When an agency performs maintenance or contracts to have it done, standardization of the fleet wherever possible will help to minimize maintenance costs. For many police needs, the same basic model of vehicle can be utilized and the engine size and equipment varied according to the use that will be made of the vehicle. Standardization permits lower training costs for mechanics and smaller investments in parts inventories and specialized tools.

Although standardization of fleets throughout the jurisdiction has the same advantages, the differing needs of agencies within the jurisdiction should not be sacrificed. If all cars in the jurisdiction meet the patrol vehicle specifications, the extra cost may exceed what is saved through standardization of parts and training methods.

Many agencies can take advantage of several methods of acquisition and maintenance within the same fleet. If there is infrequent need for a special vehicle that agency may rent or lease it when the need arises. This may be the most economical type of arrangement for a car needed for an undercover assignment or for a boat needed infrequently. Medium-size and smaller fleets will usually find it cost-effective to have maintenance on motorcycles, boats, and some non-standard undercover vehicles performed outside the agency in a garage where the volume of work will justify the investment in parts, special tools, and trained mechanics.

It takes about nine officers to keep a two-man patrol unit going 24 hours a day, 7 days a week. These nine men use one vehicle 90 to 95 percent of the time. Their effectiveness depends on the vehicle they are using. When the salary costs of the officers on three watches are considered, the vehicle frequently represents about 3 percent of the cost of a unit on patrol. When the effect of a savings or additional cost in vehicle procurement is viewed in relationship to its impairment or enhancement of the effectiveness of 97 percent of the investment in the unit, false economies will be avoided and the cost-effectiveness of the fleet will be assured.

ILLINOIS COMMENTARY

In general, the Support Services Sub-Committee and the Standards and Goals Committee endorsed the NAC standard for police transportation equipment. However, reference to police aircraft was omitted because of its extraordinarily specialized nature and its very limited use in Illinois--only the Chicago Police Department and Illinois State Police Department presently use aircraft in their operations. Deletion of the reference to aircraft does not reflect disagreement with the NAC commentary. Rather, because the use of aircraft in police work is still in its infancy, it was felt that any standard in this area would be premature for Illinois and might inhibit future development of aircraft utilization.

The use of officer-owned vehicles for daily police operations is a practice endorsed by some Illinois communities. The Support Services Sub-Committee and the Standards and Goals Committee are strongly opposed to this practice and urge its elimination. The police vehicle is a fundamental item of equipment necessary for agency operations and, as such, should be purchased with funds from the public treasury.

REFERENCES

1. Support Services Sub-Committee Meeting, January 13, 1977, Glen Ellyn, Illinois.
2. Standards and Goals Committee Meeting, February 18, 1977, Rosemont, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973 (Standard 22.1).

ILLINOIS STANDARD 16.5

FLEET SAFETY

Every police agency should implement a fleet safety program to insure the safety of its employees and the public, minimize unnecessary expenditure of public funds, and increase agency efficiency.

1. Every agency fleet safety program should include:

- a. A driver training program for all employees who operate agency vehicles;
- b. Procedures for problem-driver detection and retraining;
- c. Procedures insuring employee inspection of agency vehicles prior to use; and
- d. A preventive maintenance program which will minimize the hazard of malfunctioning equipment.

2. Every agency fleet safety program should emphasize the personal involvement of employees in meeting the objectives of the program through:

- a. Peer group involvement in the classification of employee accidents;
- b. Recognition and awards for safe driving; and
- c. A program emphasizing the personal benefits to be derived from safe driving.

NAC COMMENTARY EXCERPTS

Regardless of the amount of planning that is put into the selection and acquisition of vehicles, the efforts are wasted when improper operation of vehicles results in abuse of the equipment. Worse yet, the improper use of vehicles can and sometimes does result in injury and death to police personnel and members of the community.

A comprehensive fleet safety program is needed to insure the safety of police employees and the public. A fleet safety program will also reduce unnecessary expenditures of public funds for hospitalization, salaries to injured officers, damaged equipment, and pensions. Finally, a successful program will increase an agency's efficiency because more men and equipment will be available while agency costs are reduced.

A comprehensive fleet safety program includes training in attitudes and driving skills for all employees who drive police vehicles. It should include an accurate reporting system of agency accidents so that the training needs of the agency and of the individual employees can be determined. A central role for supervisors will be required to monitor the effectiveness of training, to detect driver deficiencies, and to serve as the catalyst that insures the success of the program. Protection against mechanical deficiencies will also be a part of the program.

All components of a comprehensive fleet safety program should be adopted even by the smallest agencies. In each agency the program should be directed by an individual or unit charged with the overall responsibility for fleet safety, and backed by the enthusiastic support of all levels of management.

The driver training program is the nucleus of any fleet safety effort. Without the required knowledge and skills, the driver cannot be expected to reach his potential as a safe driver. A good driver training program is not merely a one-time effort at the recruit level, but a continuing program affecting all drivers of the agency throughout their driving careers. It includes a basic police driving course, inservice training, remedial training, and rollcall training programs.

Basic driver training should include defensive driving, vehicle control techniques, and agency driving policies. It should include both classroom work and practical experience on a driving course with the type of vehicle which will be assigned to the officer. Test track and skid pan exercises can be extremely helpful in automobile driver training. The hazards of motorcycle riding require particularly rigorous driving course experience, and officers who cannot master the necessary techniques should be detected during training and not be assigned to motorcycle duty. The emphasis of the training should be on the types of accidents and driving situations that commonly cause the greatest amount of damage and injury.

Inservice and rollcall training should reinforce the knowledge and skills learned in basic police driver training. Remedial training for officers identified as problem drivers should be tailored to the needs of the individual officers.

The agency's accident records identify areas of need for driver training, for problem-driver detection, and the extent of the agency's accident problem. They also measure the success of the fleet safety program. To obtain the necessary information, a thorough investigation should be made of each employee accident. Information recorded should include the cause, type of vehicle involved, amount of property damage, sick days lost, and total cost.

The agency's accident records should be an important source for problem-driver detection. The record system should identify patterns in officers' traffic accident histories that indicate a need for retraining or other assistance. When the records indicate that an officer has had an excessive number of accidents, or more than one accident with the same cause, remedial training may be required. Other possibilities such as a need for eyeglasses, an unrecognized physical defect, or even a need for psychiatric assistance, may be at the root of the problem, and should also be considered.

Accident records indicate problem drivers. But detecting problem drivers before they have accidents depends on the safety consciousness of supervisors. They must be alert to unsafe habits and violations of safety rules in their daily observations.

When an unsafe practice is noted, corrective action should be taken immediately. Unnecessary speeding, following too closely, parking on the wrong side of the road, or failure to utilize safety belts are some of the unsafe practices supervisors will encounter. Their response should be appropriate to the situation and range from counseling to the initiation of disciplinary action in aggravated cases. It has been suggested that supervisors who observe an officer performing an unsafe act and fail to correct the officer should themselves be disciplined.

Supervisors should periodically--at least annually--evaluate the driving habits of subordinates. The supervisor should ride with the officers and with the help of a checklist determine if they are using the safe driving techniques they have been taught. Special attention should be given to those techniques designed to reduce the most prevalent and costly types of accidents. The evaluation provides an opportunity to counsel officers, identify problem drivers, and judge the effectiveness of driver training efforts.

The success of a supervisor's fleet safety efforts will be reflected in the accident record of subordinates assigned to him. When a subordinate is involved in a traffic accident, a summary of the accident should be noted in the supervisor's permanent record. This summary has two purposes: to provide information the supervisor needs to direct his training efforts and to gage the effectiveness of those efforts.

Although supervisors should be primarily concerned with the attitudes, performance, and training of the drivers, the condition of police vehicles should not be overlooked. Approximately 15 percent of all motor vehicle accidents are attributed to defects in the vehicles. The supervisor can insure that proper inspection and maintenance procedures are followed to reduce equipment failure as a cause of accidents.

Police fleet managers and operators of commercial fleets agree on the value of a maintenance system where, in addition to regular maintenance, vehicles are repaired as soon as equipment defects are noted. Prompt repairing of defective equipment increases the reliability of the fleet and saves money by eliminating the need for later major repairs.

Daily inspection of vehicles, and a maintenance system that can perform immediate repairs or provide a spare vehicle while the defect in the equipment is being corrected, are essential for safe fleet operations. Officers should inspect tires for wear, brakes and steering for excessive play, and insure that all equipment is in working order before driving an agency vehicle. Defects found in the inspection or during an officer's tour of duty should be reported and corrected immediately. The reporting and repair procedure should not be so cumbersome that officers will become discouraged from using it. A more thorough inspection should be conducted by maintenance personnel on a regular basis to take advantage of their mechanical expertise and to insure that equipment defects are being reported.

When an agency plans to use a vehicle for more than a year, maintenance should be scheduled at regular intervals. At each repair interval, vehicle components that will not remain serviceable until the next regularly schedule maintenance check should be replaced even though they are still serviceable. This preventive maintenance program, along with an effective system for promptly reporting observed defects, will minimize the hazard of malfunctioning vehicles.

The key to a successful fleet safety program is personal involvement by the officers, and a positive attitude toward the program on the part of the supervisors. Each employee accident should be reviewed to determine whether it could have been prevented. Fellow officers and the employee's supervisor should be included on a committee appointed to make the determination. A review authority can assure uniformity of procedures and guarantee the fairness of penalties. However, the committee should be given as much authority as possible and their recommendations should carry great weight in determining the final disposition of the case.

The fleet safety committee creates personal involvement because it is a fair means of holding officers accountable for their driving. Determinations are not based on whether the officer caused the accident; they are based on whether the officer could have prevented the accident using reasonable care. Accident statistics, particularly when a serious accident is involved, become more real and personal to committee members participating in the proceeding. Attitudes formed through participation on a fleet safety committee can be a strong influence on the behavior of fellow officers.

Fleet safety committee meetings also provide an opportunity to review the involved officer's accident history. If an officer is having an excessive number of accidents, or if there is a pattern in his accident history, the committee can look into the causes and recommend appropriate action to remedy the problem.

Commendations for safe driving can be a powerful stimulant to personal involvement at little or no expense to the agency. Individual awards may be certificates or personal letters from the agency head with a copy to the officer's personnel package. Lapel pins indicating the number of years of safe driving accumulated by the driver have been effectively awarded by commercial fleets.

Contests have been successfully used to stimulate interest in safe driving. An agency may conduct an intramural contest for safe driving based on mileage driven, or the agency or unit may compete against its own record. Prominently displayed posters can indicate the monthly progress of the contest. Publicity should be included in the agency or employee publication.

Contest prizes do not have to be costly; recognition and a sense of accomplishment are usually better motivators than money. In a small group, the prize might be a dinner at the expense of the lowest scoring driver or a trophy for the winning group and commendations for the members who contributed to the safe driving record, or an annual awards banquet to honor the winners and to recognize individual accomplishments.

An education program is stress the benefits of safe driving (and the painful consequences of carelessness) is another means of gaining personnel involvement in the fleet safety program. Posters, slogans, and other training aids should be used as educational devices to supplement the entire fleet safety program.

REFERENCES

1. Training Sub-Committee Meeting, March 16, 1977, Champaign, Illinois.
2. Standards and Goals Committee Meeting, April 15, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 22.3).

ILLINOIS RECOMMENDATION 16.6

TRANSPORTATION TESTING

The Federal Government should provide for the testing of vehicles and aircraft that have potential for police application. The objective of this program should be to determine the transportation equipment that will satisfy police requirements, to inform police agencies of the results of these tests, and to promote the development of needed police transportation equipment.

1. The testing agency, in cooperation with State and local police officials, should determine the safety, performance, and operating features of transportation equipment which meet each of the special requirements of police use.

2. The testing agency should initially test all models of aircraft, automobiles, motorcycles, and motor scooters currently in use by police. Subsequently, it should test prototypes and existing equipment whenever significantly changed. The test results should compare the safety, performance, and operating characteristics of the transportation equipment; these results, including cost data, should be published and distributed to all police agencies in time to assure their availability for local use in purchasing new equipment.

3. The Federal Government should, through technical advice and, if necessary, research and development subsidies, develop transportation equipment to satisfy specific police requirements.

NAC COMMENTARY EXCERPTS

The national testing program should determine the safety, performance, and operating features of transportation equipment that will meet the special requirements of police use. This determination should be made with the close cooperation of State and local police officials and should result in the establishment of standards that delineate the minimum acceptable safety, performance, and operating requirements for police vehicles.

Acceptable standards should be required not merely for each type of vehicle, but for each police use of a vehicle. Whatever its cost, low maintenance needs, or durability, a vehicle that cannot do the police job does not meet police requirements.

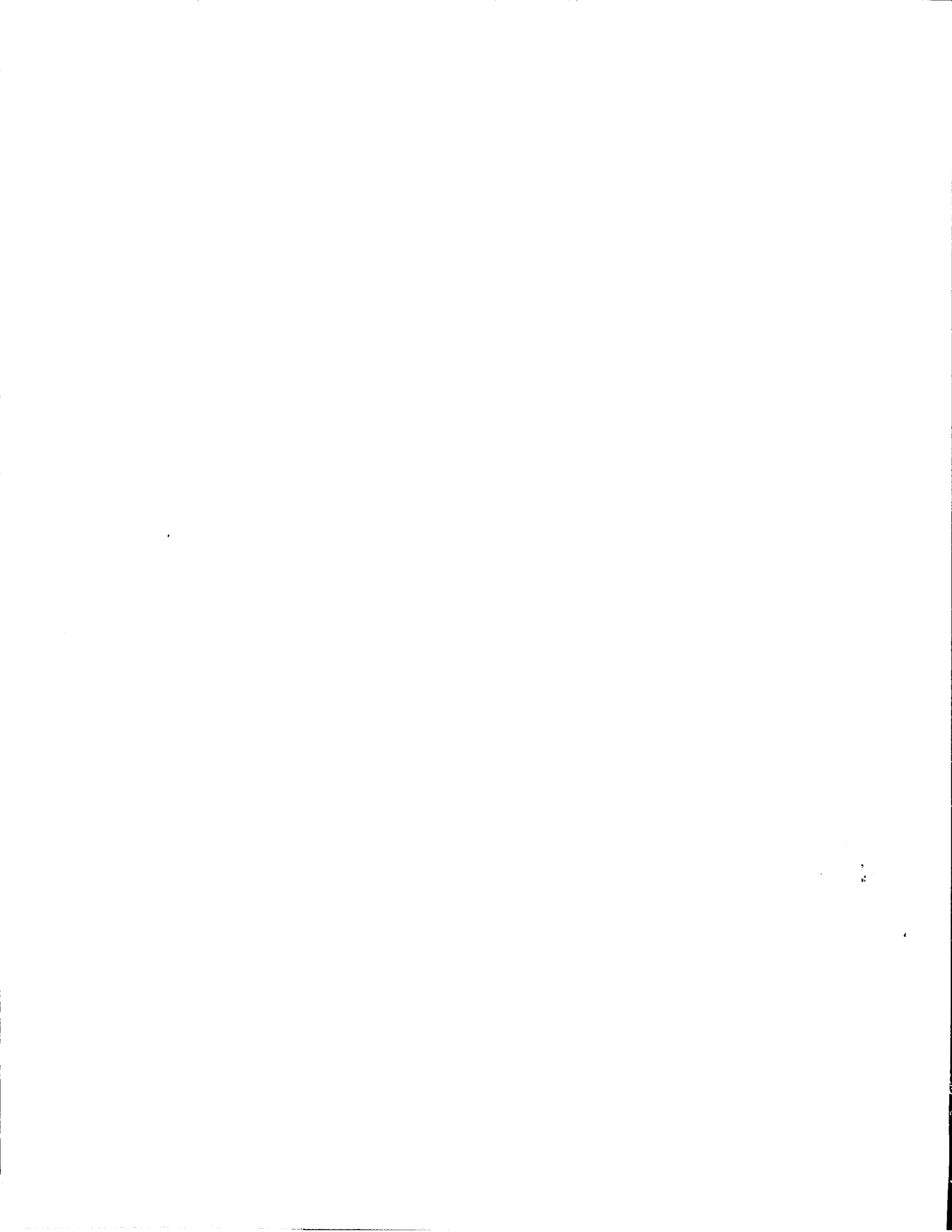
The use that will be made of a police vehicle should be determined by analyzing the tasks performed by the officer to whom it will be assigned as well as the climatic conditions and topography of the area. The police car needed for patrolling a turnpike will differ in many respects from the vehicle

needed by an officer who will be cruising through alleys in the inner city. A vehicle suitable for traversing the Arizona back country may not be useful during a New England winter.

No equipment exists that can effectively meet some police needs. These needs should be identified and equipment developed accordingly; police needs are not hopelessly circumscribed by available equipment. Until the necessary equipment is developed, temporary standards should recognize those areas where deficiencies exist.

REFERENCES

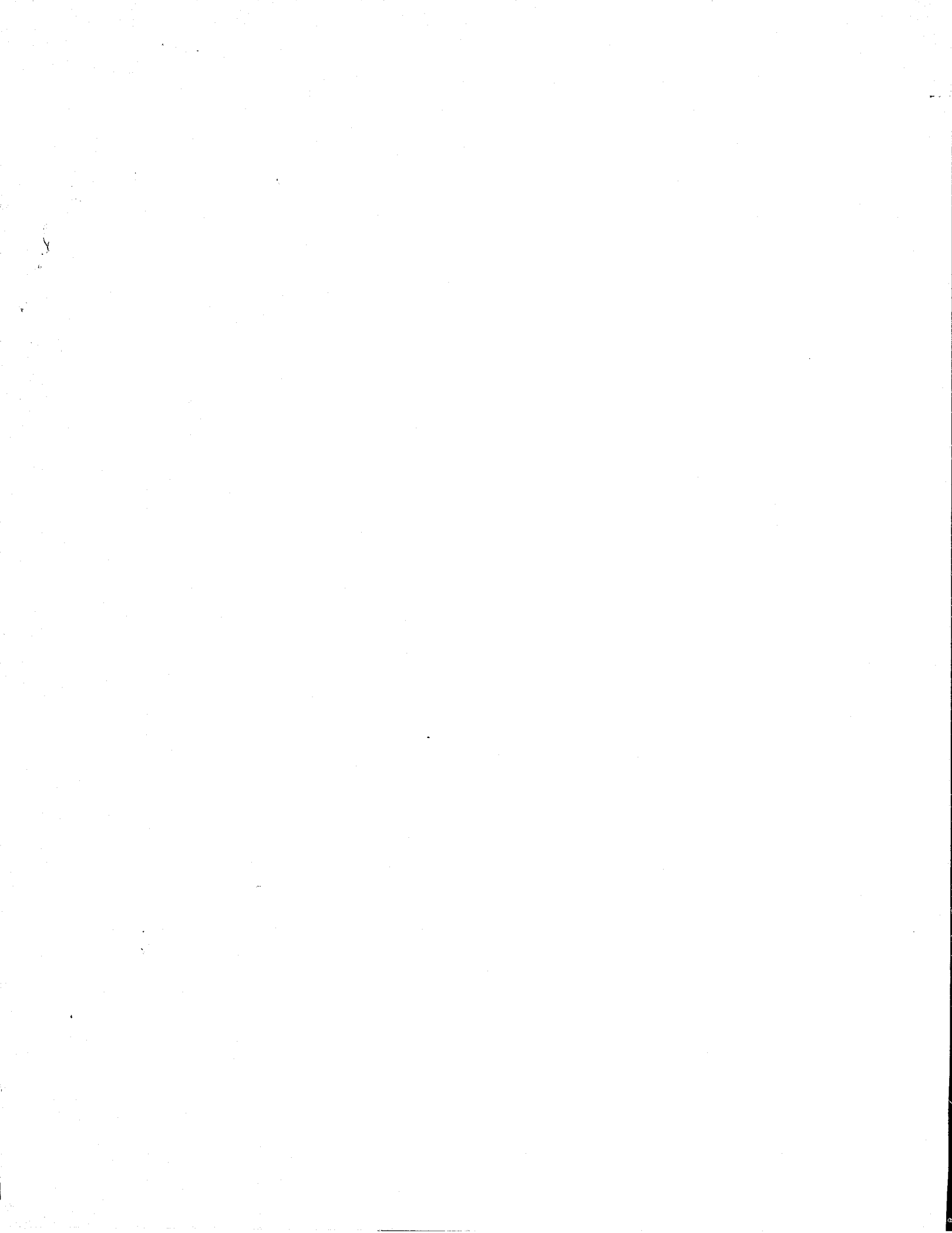
1. Support Services Sub-Committee Meeting, January 13, 1977, Glen Ellyn, Illinois.
2. Standards and Goals Committee Meeting, February 18, 1977, Rosemont, Illinois.
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Standards and Goals Committee Report

Illinois Association of Chiefs of Police





ILLINOIS STANDARD 17.1

POLICE USE OF THE TELEPHONE SYSTEM

Every police agency should develop as a sub-system of its overall communications system a telephone communications component designed to reduce crime through rapid and accurate communication with the public. This design may require an upgraded physical plant and supportive equipment, and procedures to shorten the time of the internal message handling.

1. Every police agency should have access to and utilize a full-time telephone service sufficient to provide prompt answering of calls for service.

a. Emergency telephone calls should be answered within 30 seconds. Administrative and nonemergency telephone calls should be answered within 60 seconds.

b. Procedures should be adopted to control the quality of police response to telephonic requests for service and information.

2. Every police agency should immediately install a sufficient number of emergency trunk lines, in addition to and separate from business trunk lines, to insure that an emergency caller will not receive a busy signal during normal periods of peak activity, excluding catastrophic or unusual occurrences.

3. Every police agency should immediately insure that any misdirected emergency telephone call for police, fire, or other emergency service is promptly accepted and that information obtained from such calls is immediately relayed to the appropriate public safety emergency agency.

4. Every police agency with a full-time telephone service should acquire and operate failsafe recording equipment that will allow endless or continuous recording of all incoming complaint calls and instantaneous playback of those calls.

5. Every police agency with full-time telephone service should operate that service from facilities designed to be reasonably secure from physical attack and sabotage. This security should extend to overhead telephone trunk line drop-wires running between aerial cables and the full-time telephone service facility.

6. Every police agency should obtain single universal number emergency telephone service, and the cost of such service should be borne by all telephone subscribers.

NAC COMMENTARY EXCERPTS

In an emergency, the public should be able to contact the police immediately by making a single telephone call. Single area-wide emergency numbers, recorded message devices that detail emergency instructions, automatic switching equipment, and well-trained telephone operators are a few of the means to this end.

Rapid response to an emergency call can mean the difference between apprehension and escape or between life and death. To a panic-stricken caller, each unanswered ring of a police telephone can be interpreted as deliberate indifference.

As a solution to this problem, many large departments use an automatic call director to distribute calls to its complaint reception officers. In one large west coast police department, when all available complaint officers are busy and calls begin backing up, an alert light is activated and additional personnel are immediately assigned to answer incoming calls. As a simpler solution, many agencies enforce written policies specifying that all incoming calls are to be answered as promptly as possible and at least within a certain number of rings.

Attacks, assaults, robberies, kidnaping, and other serious crimes, particularly when in progress, demand immediate dispatch of field units to the scene. Response time is critical. Both emergency and nonemergency telephone lines should be answered 5 to 10 seconds after the first ring. Emergency calls certainly should take precedence, but the possibility that a nonemergency line may carry an emergency call should not be discounted. Thirty seconds should be considered the absolute maximum for answering an emergency line under any conditions, and 60 seconds for a non-emergency line.

Relations between the police and the public can be improved by emphasizing the proper use of the telephone. When all telephone use is recorded, employees are naturally more conscious of their demeanor, as they are when allowed to listen to recordings of their telephone conversations. Supervisors should review tapes periodically to determine the quality of police use of the telephone. For the average taxpaying citizen, an occasional telephone conversation may constitute the only encounter he will have with his local police agency; it should be a positive one.

The configuration and operation of many police telephone systems are inadequate. Some agencies use the same lines for business and emergency calls. Where the telephone is manned by a single person conducting nonemergency business, an emergency caller may be forced to wait for that business to be concluded before he can request police assistance.

Every agency should have a minimum of two lines. The agency should publish the number of one for emergency purposes and the other for administrative purposes. No emergency line should give a busy signal. Most police agencies use at least one business line and one emergency line. Emergency lines usually feed directly to a complaint reception center where police personnel receive priority complaint and emergency calls.

These calls include requests for ambulance or fire equipment, notifications of crimes in progress, or reports of serious crimes which have just occurred. Business lines are used for administrative, investigative, and other nonemergency business.

It is common for one police agency to receive an emergency telephone call intended for another. Many people often do not know which police agency to call on for the service they require.

Although the single universal emergency telephone number system with automatic switching offers a solution to this problem, this system is far in the future for many police agencies. Meanwhile, agencies should accept any misdirected emergency call and then relay information to the agency having jurisdiction. To tell a citizen who reports a man firing a gun, "You've called the wrong agency; here is the proper number," or risk transferring such a call, is inconsistent with the fundamental principles of emergency service. Police employees should assure the caller that his request or information will be forwarded to the agency responsible for acting on it, and then relay the emergency message to that agency immediately. A special telephone directory of emergency agencies, and others whose services might be called for, should be at the immediate disposal of every agency employee who receives calls. This directory should include or refer to maps that enable the police employee to identify at once the emergency agency that should act on the call.

Recording devices connected to telephone complaint reception lines are valuable for documenting incidents, especially during emergencies and other periods of peak activity. They also provide the police administrator with a tool to evaluate workloads and to increase the efficiency of the communications operation. Smaller endless tape devices, which record only the previous few moments of traffic, are especially valuable in instantly replaying garbled or confusing messages after a panic-stricken caller has hung up or been disconnected. Recording police telephone conversations can aid in settling public complaints. The just disposition of legal suits arising from deaths, injuries or property loss alleged to be due to police negligence, also can be expedited. In cases where a dispatcher has been given misinformation, a tape recording of the call would be valuable evidence in court and could result in great savings to the concerned municipality.

Telephone conversation recordings are also important in disposing of allegations of improper officer conduct on the telephone. The entire conversation can be carefully scrutinized and the complaint effectively and expeditiously resolved.

The demand for police services is growing at a much faster rate than the ability of police telephone systems to cope with it. The single universal emergency telephone number, coupled with automatic number-identifying equipment, is the most promising recent development for meeting this demand throughout the nation.

Funds required to implement a single universal emergency telephone system should be derived from increased private telephone subscriber rates. This would make the system user-supported and would make early implementation possible.

The single universal emergency telephone number, 911, connects anyone dialing it to an emergency line at the local police complaint board. Dialing 911 eliminates the time-consuming extra step of having an operator place the emergency call. As simple and as easy to remember as the present 411 directory information number, 911 reduces the delay between the time anyone in need of emergency police service first telephones, and the time that he receives that service. Efforts should be made to provide free direct calls on the 911 number from all public telephones.

Unfortunately, differences between jurisdictional and telephone company exchange boundaries are a serious obstacle to nationwide implementation of the 911 system. Telephone circuits usually ignore city and county lines. Persons living in one community could, because of their prefix assignment, dial 911 and be connected to an emergency agency that does not serve their community. Ultimately, automatic switching equipment will solve this problem, but in the meantime there must be extremely close coordination between emergency agencies if 911 is to work.

The 911 system would require costly updating of communications operations and consolidated emergency service call reception centers. Fire department officials generally object to police switchboards receiving their calls. However, police receive between 75 and 85 percent of all emergency calls, and police personnel should therefore be the principal staff of 911 communications centers.

Although telephone complaints have been generally receptive to implementation of 911 service, they, too, face some serious problems. A.T.&T. has estimated that it will have to spend at least \$50 million to update its equipment for 911 service. This figure does not include the cost of 911 to the many independent telephone companies throughout the United States.

Despite all the initial problems faced by emergency agencies that have installed 911 systems, evaluations made by these public safety practitioners have been highly complimentary. Once initial problems were resolved, all existing 911 systems, without exception, proved highly successful.

The growing interest of the Federal Communications Commission, State public utility commissions, and State legislatures in making 911 telephone systems a reality should be supported by police chief executives.

A complete 911 system should include automatic number identifier (ANI). An ANI can instantaneously inform a police switchboard of the caller's telephone number by means of a visual display device. Theoretically, a caller using ANI-equipped systems could dial 911, wait for an answer, say one word, "Help," and hang up. Police complaint reception personnel would know immediately that there is a situation needing police attention and would know the number and location of the telephone used to summon help.

ILLINOIS COMMENTARY

On September 25, 1975, House Bill 911 was signed into law. It established in Illinois a statewide 3-digit emergency telephone number (911). As proposed, any citizen, anywhere in the state, by dialing 911, will receive rapid emergency police, fire, or medical response. The rationale behind the system is explained in Section 1 of House Bill 911 as follows:

Be it enacted by the People of the State of Illinois, represented in the General Assembly:

Section 1. The General Assembly finds and declares that it is in the public interest to shorten the time required for a citizen to request and receive emergency aid. There currently exist thousands of different emergency phone numbers throughout the state, and present telephone exchange boundaries and central office service areas do not necessarily correspond to public safety and political boundaries. Provision of a single, primary three-digit emergency number through which emergency services can be quickly and efficiently obtained would provide a significant contribution to law enforcement and other public service efforts by making it less difficult to quickly notify public safety personnel. Such a simplified means of procuring emergency services will result in the saving of life, a reduction in the destruction of property, quicker apprehension of criminals, and ultimately the saving of money. The General Assembly further finds and declares that the establishment of a uniform, statewide emergency number is a matter of statewide concern and interest to all inhabitants and citizens of this State. It is the purpose of this Act to establish the number "911" as the primary emergency telephone number for use in this State and to encourage units of local government and combinations of such units to develop and improve emergency communication procedures and facilities in such a manner as to be able to quickly respond to any person calling the telephone number "911" seeking police, fire, medical, rescue, and other emergency services.

The following implementation time table for "911" was also set by the Legislature:

On or before January 31, 1982, all public agencies shall submit final plans for the establishment of the system to such utilities, and shall make arrangements with such utilities for the implementation of the planned emergency telephone system no later than December 31, 1985.

As envisioned this system would be of great value to all citizens of this State and be especially helpful to the millions of visitors who come to Illinois annually. The 911 system as

intended will not be easy to implement, however, as indicated by the proposed ten-year implementation time frame.

One of the several problems for which a solution is now being sought is that most telephone service areas do not correspond to those of the governmental entity. The problem becomes even more serious in areas where two or more telephone companies service customers within the boundaries by one governmental jurisdiction. The following excerpt from the Greater Egypt Regional Planning and Development Commission's publication, Regional Emergency Communication Call Reception and Referral Centers Plan, illustrates the problem in that area:

Installation of "9-1-1" is difficult. The problem of political jurisdictions and telephone company exchange boundaries not being the same or overlapping is particularly important when discussing county communication centers. In the ten counties within the Region, eight companies provide telephone services to the citizens. General Telephone Company, the largest company in the Region, has forty exchanges. The Illinois Bell Telephone Company is the next largest company and has twelve different exchanges. Continental Telephone Company, Egyptian Telephone Co-op, and Hamilton County Telephone Co-op all have three exchanges. The Hardin County Telephone Company and Southwestern Bell have one exchange.

There being eight different telephone companies and seventy exchanges in the Region, every county is affected by this condition. A county attempting to develop its telephone system for the communication center may have to deal with two to four telephone companies. However, the two largest telephone companies in the nation have fifty-five of the exchanges. This does decrease somewhat the problem of the political boundaries not coinciding with the telephone exchanges.

Another significant problem in implementation of the 911 system is its high cost, both for installation, maintenance and operation. To give an idea of the dollars involved, it would cost \$3 to 3.5 million to put 911 into all of Cook County, with an additional \$50,000 to \$150,000 per month for maintenance and operating costs.

Because of its complexity, several other problems exist insofar as 911 implementation is concerned. Nevertheless, plans for 911 implementation are being carried out throughout the state as legislatively mandated. Every Illinois police agency should participate in the planning effort so that problems can be ironed out and viable solutions adopted. The result will be an increased potential for police effectiveness in their mission of crime reduction and public service.

As evidence of their concern for progress in this area, Illinois police practitioners have outlined certain components that a 911 system should contain in order to insure its compatibility with law enforcement needs. These are a selective

routing capability, automatic number identification, and where possible, automatic location indicators. An explanation of selective routing is contained in the Illinois Commerce Commission's publication Illinois' Local Government 911 Planning Manual:

Selective routing automatically directs the call to a predetermined answering point. The answering point is selected by political jurisdiction rather than telephone exchange; i.e., the call is routed to the "correct" public safety agency, rather than the one determined by the exchange where the call originated. With selective routing, the 911 call is connected through dedicated trunk facilities to a central office where an electronic-stored program switcher is used to determine by automatically forwarding the calling party's telephone number to the selective routing office where the number is used to search the file of the stored program switcher. This file contains a PSAP route identification corresponding to each 7-digit telephone number in the selective routing network.

Generally, because of their higher call volume, the calls are routed on a basis of the serving law enforcement agencies. Selective routing thus partially solves the problem of jurisdictional and telephone boundary mismatch and generally eliminates the need for cooperation between law enforcement agencies.

The automated number indicator or automated location indicator would appear on a cathode-ray screen located in a public safety answering point (PSAP). The information that appeared would consist of telephone number, address of where the phone was located, and which police or fire department or other service was to be contacted. The PSAP would immediately relay this information to the proper agency.

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ILLINOIS STANDARD 17.2

COMMAND AND CONTROL OPERATIONS

Every police agency should acknowledge that the speed with which it can communicate with field units is critical; that it affects the success of agency efforts to preserve life and property; and that it increases the potential for immediate apprehension of criminal suspects. Therefore, a rapid and accurate communications capability should be developed.

1. Every police agency should immediately install a 24-hour radio capability providing continuous communication between a communications center and field units. Agencies too small to maintain a full-time communications center should immediately arrange for that service to be provided by the nearest full-time communications center of a neighboring public safety emergency agency or a public safety emergency agency operated by the next highest political subdivision in the State.

2. Every police chief executive should immediately insure that delay time--the elapsed time between receipt of a complaint emergency call and the time of message radio transmission--in the case of an emergency call does not exceed 1 minute, and in the case of a non-emergency call, does not exceed 4 minutes except when the agency has an established plan for "stacking" non-emergency calls which includes notification to the citizen of the estimated arrival time of an officer.

3. Every agency providing police communication services should acquire and operate fail-safe recording equipment which will allow continuous recording of every radio transmission and recording equipment designed to allow instantaneous playback of field unit radio transmission.

4. Every police agency should immediately seek action by the appropriate legislative or regulatory body to regulate private agencies that provide central-station alarm service. Appropriate steps should be taken to minimize field-unit response to the location of any alarm not caused by a criminal attack.

5. Every agency operating a full-time communications center and employing 15 or more persons should install suitable equipment to provide access to local, State, and Federal criminal justice information systems. The minimum suitable equipment should be capable of being connected to a data base.

6. Every police agency having a full-time communications center should operate from facilities designed to be reasonably secure from physical attack and sabotage.

ILLINOIS COMMENTARY

Over the years police communications has progressed greatly. Command and control operations communications were not always the nerve centers that they are today, linking local police agencies to other law enforcement agencies around the country. Instead, they were single units with an off-on switch, volume control, single speaker, and microphone, in a chassis little larger than a shoe box. Until recent years, the telephone served as the primary instrument of police communications.

Today, systems such as the Chicago Police Department's communications center or the Norcom System in northern Cook County represent some of the finest command and control systems in America. But in sharp contrast to these are the Illinois police agencies that lack 24-hour a-day radio capability. In some areas of the State the night watchman at the town's water department handles all police radio dispatching.

The Standards and Goals Committee felt that if a governmental entity has created a police agency it is a necessity that they also provide a 24-hour radio capability. When a governmental entity is unable to provide this, it becomes necessary to enter into mutual agreements with neighboring communities or counties or divisions of the State. This would insure that even a one-man police agency could be notified around the clock if necessary.

Having achieved this objective the police chief executive must turn his attention to the time it takes to dispatch a unit from the time the call for service was received. The Standards and Goals Committee engaged in extended discussions on this point. The one area of agreement was that of dispatching emergency calls. While the one-minute time frame for response to emergency calls was approved, the Committee noted the need to take into consideration such things as type of equipment and volume of radio traffic. However, most police chief executives felt that emergency calls are presently being handled in less than one minute.

The area of least concern was that of dispatching the non-emergency call. Allen Andrews, Superintendent of the Peoria, Illinois Police Department, explained one process that the Peoria Police Department uses in handling non-emergency service calls. First the nature of the call is determined. If it is a non-emergency call, the dispatcher explains to the caller that because the call is not an emergency call there may be a delay in police response. This delay may be up to an hour if the call is received during a peak service time. In this way the caller knows the police are coming and their approximate time of arrival. In addition to this the dispatcher "stacks" his non-emergency calls. This means that non-emergency calls will be handled in the order they are received as soon as a patrol vehicle becomes available, and after all emergency call dispatching has been completed.

While Peoria uses the method of stacking calls by the dispatcher, other Committee members felt that stacking of non-emergency calls at the patrol unit level was a better method. This would allow the patrol officer to handle non-emergency service calls at his discretion at the earliest opportunity. It was indicated by some police chief executives, however, that their past experiences with this method showed an increased likelihood for service calls to go unanswered because they "slipped through the cracks." The Committee agreed that a 4-minute dispatch time for non-emergency service calls is the optimum but that in larger cities this may not always be possible.

Another area of discussion centered on equipment located in the command and operations center. Specifically, the need for a fail-safe tape recording system was pointed out. Such a device, with the capabilities of monitoring both ends of radio or telephone calls, coupled with an instantaneous playback capability is vital to effective command and control operations. The caller may be interrupted or cut off by others who are also trying to communicate with the police or, in many emergency situations, the caller may be emotionally upset and incoherent. In such instances the operator would be able to retrieve vital information or reestablish communications. In addition, a playback capacity would be a valuable management asset in situations where questions arise concerning the manner in which police service calls were dispatched.

Still another topic of discussion centered on alarm systems. Although police agencies historically have chosen to permit alarms to terminate in the command and control operations center, serious questions have arisen in relation to how to control the quality of devices installed in police agencies. The fact that alarm systems are excellent tools in crime prevention and are a direct factor in the apprehension of a number of criminals indicates a need for police to take a more active role in this area.

A starting point for increasing the potential for coordinated progress in alarm system use is for police chief executives to examine the Model Alarm Statute developed by the Private Security Advisory Council and the Model Alarm Ordinance developed by the International Association of Chiefs of Police. Local alarm systems operators and vendors can also be a source for helpful information concerning the capabilities of various alarm devices and their proper use. On a more direct basis, the police should conduct personal follow-up visits to those premises that have had a significant number of false alarms. These visits should focus on positive measures to reduce false alarms; however, if necessary, the owner of the alarm system should be advised that unless corrective steps are taken, the alarm system must be removed or his permit to operate alarm systems may be revoked. Monetary fines should be avoided, as their use may be counterproductive to sound crime prevention.

The last concern of the Standards and Goals Committee was the provision of security to vital communications. It is essential that every police agency make provisions to secure its communications facility from physical attack and/or sabotage. Excellent examples of well-planned layout and design are those incorporated in the communications system centers of the City of Northbrook's public safety building and the Wilmette Police Department. Both communication centers are visible to the public and present an impressive display of equipment and people who are busily engaged in various activities behind security glass and metal. Although both facilities are visible to the public, they are not easily accessible. If an individual's intent was to damage or disrupt police communications, the likelihood of success would be minimal indeed.

Command and control operations may well be the most important operation in any police department. It is a recognized fact that speedy police response has a positive impact on crime deterrence and criminal apprehension. Thus, no second best alternatives should be accepted when designing, setting up, and acquiring a command and control system.

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3. Fred W. Stoecker, Chief of Police, Wilmette Police Department, Wilmette, Illinois, (Interview with Project Staff), September 27, 1977.
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ILLINOIS STANDARD 17.3

RADIO COMMUNICATIONS

Every police agency should immediately insure that its radio communications system makes the most efficient use of its radio frequency.

1. The State of Illinois should continue to designate and maintain common statewide police radio frequencies for use by State and local law enforcement agencies during periods of local disaster or other emergencies requiring interagency coordination.

a. The Illinois Department of Law Enforcement should acquire and maintain pre-packaged radio systems for loan to local law enforcement agencies during disaster, major public events or other emergencies where the need for effective communications exceeds local agency capability.

2. Every agency should, where ever technically feasible, acquire and operate multichannel mobile and portable radio equipment capable of two-way operation on operational frequencies, daily car-to-car tactical frequencies, joint public safety tactical frequencies and statewide tactical frequencies.

3. Every agency should equip every on-duty uniformed officer with a portable radio transceiver capable of providing adequate two-way communications with the communication center and capable of being carried with reasonable comfort on the person.

4. Police chief executives should cooperate with police membership organizations and legislators to urge the Federal Communications Commission to reduce conflict and congestion in allocated police frequencies through a program of expanded allocation and improved coordination of assignment of designated police frequencies.

ILLINOIS COMMENTARY

Some of the best examples of efficient police radio communications can be found in the State of Illinois. The Illinois State Police Emergency Radio Network (ISPERN), for example, links all Illinois police agencies on one frequency. Its use undoubtedly has improved police operations throughout the State.

Similarly, a group of 13 northern Cook County suburban police agencies pooled expenses and resources to overcome existing radio communications problems. Referring to themselves as the NORCOM communities, they share frequencies to reduce radio traffic. In addition to its regular radio frequency,

the system has an emergency frequency that connects all NORCOM communities for emergency transmission. As stated by Chief George W. Curtiss, Northbrook Illinois Police Department, NORCOM is one of the two or three radio communications systems in the country that best reflect the present state of the art in efficient law enforcement communications.

In spite of the progressive steps exemplified by such systems as ISPERN and NORCOM, however, many Illinois police agencies still are faced with insufficient communications or problems of efficient utilization of the systems they now operate. Overcrowded radio frequencies produce congestion and impede continuous communications in many areas. In other areas it is not uncommon for the police agency to share a radio frequency with the senior citizens' shuttle bus, local water department, or other government-funded activities of a non-public safety nature. Moreover, in many smaller agencies, lack of portable radios seriously affects response time as well as officer safety.

While most police practitioners endorse ISPERN and feel it is functioning as it should, there are also those who believe it, too, should be improved. Specifically, it is the opinion of these practitioners that some ISPERN guidelines are too restrictive, such as the limitation prohibiting transmission of over-an-hour-old information.

To overcome the above problems and insure effective and efficient radio communications for every Illinois police agency, the combined efforts of state and local police, governmental entities, and the FCC are required. The critical value of communications in daily police operations warrants immediate and progressive action to upgrade the communications capability of all police agencies.

One new and vital concept for enhancing radio communications was endorsed by the Standards and Goals Committee. This concept is for the State to stockpile pre-packaged radio systems for emergency or contingency use. Police practitioners have learned from past experience that when unusual happenings occur one of the most immediate and often lacking needs is adequate means of communications. If additional radio systems were readily available, all involved in the contingency operations would benefit. The savings in life and property that would result more than justify implementation of this concept.

REFERENCES

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ILLINOIS RECOMMENDATION 17.4

DIGITAL COMMUNICATIONS SYSTEM

It is recommended that the Law Enforcement Assistance Administration stimulate competitive research and development for the design, manufacture, operation, and study of a pilot digital communications system. Such a system should include, as a minimum, automated vehicle locator devices, realtime, unit status reporting devices, and vehicular visual display devices with hardcopy capability.

NAC COMMENTARY EXCERPTS

Digital communications systems, linking base stations to field units, reduce frequency congestion. Such networks provide instantaneous digital dispatching of routine operational messages, provide field units with direct access to computerized data banks, and allow dispatchers to track the location of patrol units.

Digital transmission of data can reduce frequency congestion by as much as 40 to 50 percent. It is a technique by which a message is electronically composed at a precinct or in a communications center on a cathode ray tube (CRT) keyboard device and transmitted in a "burst" lasting only a second or two. It is received in visual form in a police vehicle on a radioteletypewriter, CRT, or other visual display device. This means that field units can automatically copy the more routine messages without typing up voice frequencies. Digital communications can be broadcast simultaneously with voice transmission on the same frequency. Field units equipped with digital communications equipment can query computer-based information systems without going through a dispatcher, and they can do it in seconds. The potential for relieving overloaded voice frequencies is great.

The same process can also be used to inform dispatchers of the status of field units: available for assignment, not available for assignment, or busy but available for critical or high priority assignment. Presently, most of this information must be obtained from time-consuming and congested voice radio communications.

The Oakland, Calif., Police Department has installed a computer-based digital communications system. Its communication center, and some field units, have the capability of instant and silent communication. The unique advantage of digital communication is that, because transmissions are made in "bursts" of a second or two, frequency congestion is reduced by as much as 85 percent. The system also employs a "touch map" mounted on the police vehicle dashboard. This device allows a policeman to touch a specific point on a map in his car that will automatically (via digital communications) activate a light showing his unit number and location on a similar map in front of a dispatcher.

The components of a fully automated digital communications system have been used independently or in various combinations at one time or another, but never together in an integrated system. The individual development of these sophisticated and complex devices should not continue on a random and uncoordinated basis. A pilot research and development program would result in considerable saving of time and money.

ILLINOIS COMMENTARY

If unlimited fiscal resources were available, digital communications systems would be a reality in every police agency in America. Unfortunately, however, the cost of such a system is prohibitive. When interested law enforcement agencies realize the cost of going to a digital communications system with such features as automated vehicle locator devices, interest cools rapidly. For example, it would cost approximately \$2.5 million to acquire a system of mobile digital terminals and automated vehicle locator devices for a fleet of 250 vehicles. This estimate is based on figures gathered by Illinois police chief executives who have considered such a system.

There are a number of companies such as Boeing and Motorola who have developed advanced digital communications systems. But, these company's huge research and development expenditures must be absorbed by the purchaser.

Illinois police practitioners recognize that efforts resulting in provision of affordable digital communications systems will only result if each state voices its support of a Law Enforcement Assistance Administration Program for this purpose. For this reason the Standards and Goals Committee endorsed the present Recommendation as the vehicle to carry their supportive voice to Washington, D.C.

REFERENCES

1. George W. Curtiss, Chief of Police, Northbrook Police Department, Northbrook, Illinois, (Interview with Project Staff), September 23, 1977.
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ILLINOIS RECOMMENDATION 17.5

STANDARDIZED RADIO EQUIPMENT

It is recommended that a national commission be formed to study, develop, and supervise implementation of a program for communications equipment specifications standardization. Once specifications have been set, police agencies should adhere to them and not buy equipment that does not meet these standards. It is further recommended that the commission be funded to provide for continuing research, development and supervision.

ILLINOIS COMMENTARY

"It borders on criminal negligence--the equipment police officers are being asked to use. The disparity in communications equipment used by police officers ranges from no radios at all to ultra-modern \$2,400 portable units."

Chief George W. Curtiss of the Northbrook Illinois Police Department made those hard hitting points in an interview discussion of Recommendation 17.5. They pinpoint the dilemma faced by the police chief executive in terms of what exists in the field and what he faces when considering communications equipment for his agency.

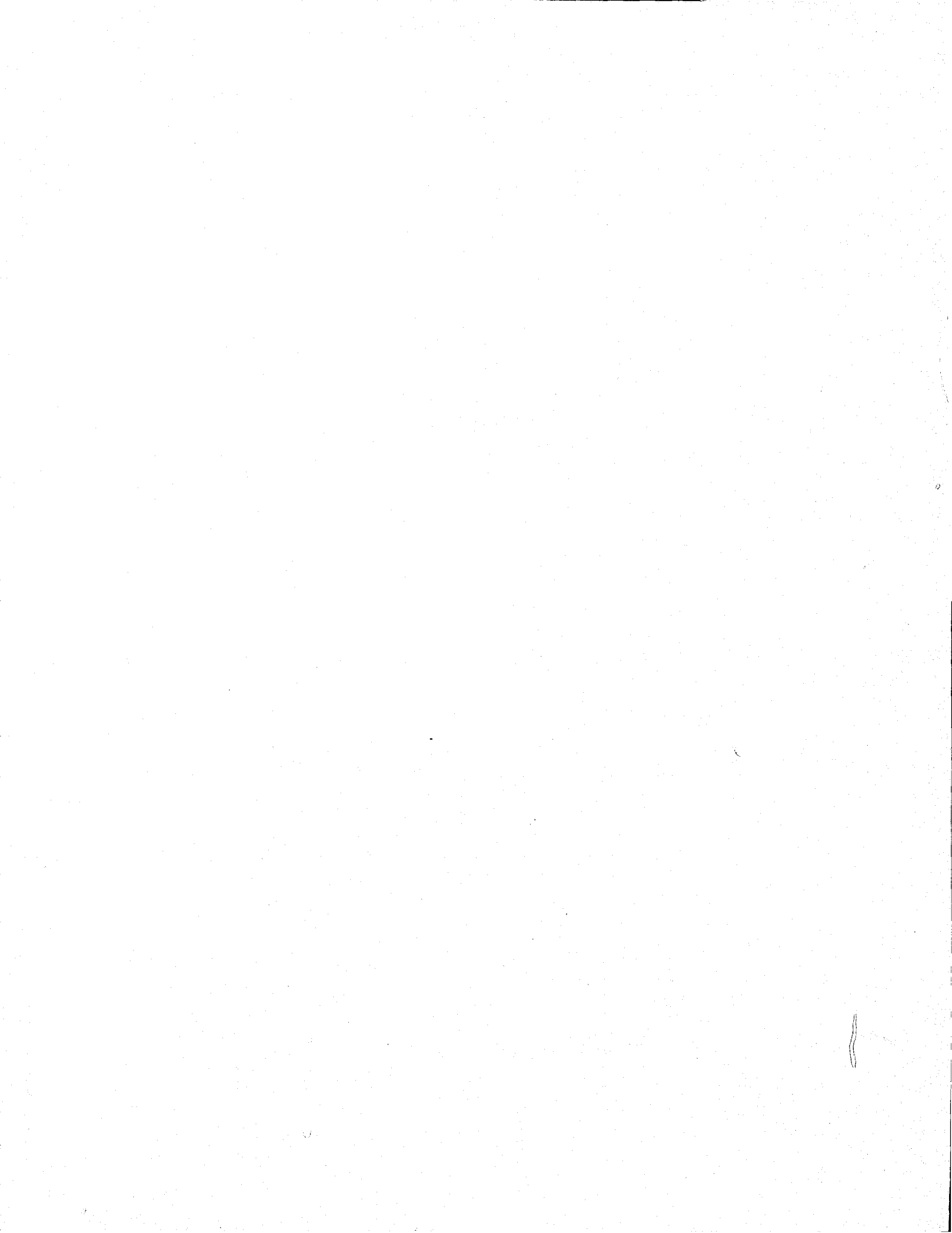
Police chief executives are confronted with a myriad of communications equipment, each system boasting of more functions per unit at a lower cost than its competitor. In selecting this most vital equipment the police chief executive usually must base his decision on little more than his own past experience and what the sales representative claims his product will do. Because most police chief executives are untrained in the technology of communications systems, outside expertise and guidance is needed in this area.

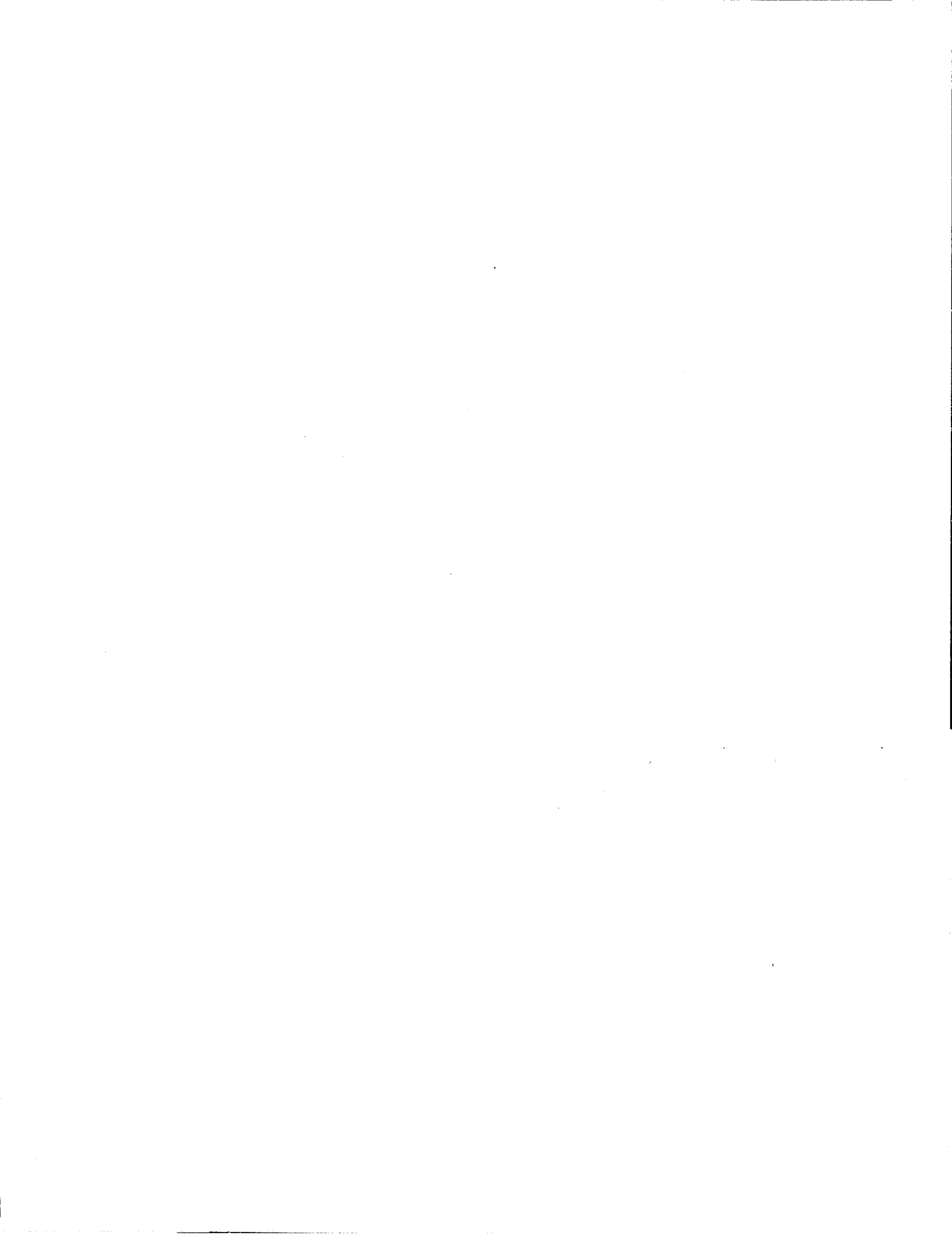
With the implementation of this Recommendation the police chief executive would someday have set criteria to assist him in the task of acquiring dependable communications equipment. Moreover, standardized criteria would provide him with the necessary "expert" support when appearing before his fiscal authority or governmental entity representatives for the purpose of obtaining effective and reliable communications equipment suited to his agency.

In an occupation where communications often means the difference between life and death or serious injury to citizens and police officers alike, the persons responsible for establishing the criteria for/ or selecting communications equipment need the best support available. It is felt that such support can be best obtained through the processes outlined in this Recommendation.

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Standards and Goals Committee Report

Illinois Association of Chiefs of Police



ILLINOIS STANDARD 18.1

POLICE REPORTING

Every police agency should establish procedures that will insure simple and efficient reporting of criminal activity, assist in criminal investigations, and provide complete information to other components of the criminal justice system.

1. Every police agency should immediately publish the circumstances which require an officer to complete a report, and should provide printed forms for crime, arrest, and other reports. Such forms should have enough appropriately headed fill-in boxes and companion instructions to assist the officer in obtaining and reporting all necessary information.

a. There should be a forms control procedure which subjects every departmental form to initial approval and periodic review to determine if the form's use is appropriate and the information called for is necessary.

b. Field reports should be as simple as possible to complete, and their design should permit systematic collection of summary and management data.

2. Every agency should immediately consider adopting policies that allow reports of misdemeanors and miscellaneous incidents to be accepted by telephone when:

a. No field investigation appears necessary; and

b. The efforts of the patrol force would otherwise be diverted from higher priority duties.

3. Where the volume of calls for service dictates, every agency should free its patrol units immediately for priority calls by assigning other personnel to one-man units whose primary function is preliminary investigation and the subsequent completion of reports.

4. The State of Illinois should enact legislation requiring that, at the time arrest warrants are issued or recalled, notification be made promptly to the State or other State designated agency by the police agency receiving such warrants from the court. Every police agency should insure that, when it contacts or arrests an individual named in want or warrant information generated by any criminal justice agency, it notifies that agency of the contact or arrest prior to the release of the subject. To insure that the right person is arrested, police agencies should provide sufficient identifying data to courts issuing warrants. This data should include, at least the offender's:

a. Name;

b. Residence address;

- c. Sex;
- d. Color of hair and eyes;
- e. Height and weight;
- f. Date of birth;
- g. Race; and
- h. Motor vehicle operators license.

5. The State of Illinois should require every police agency to report to the State or other designated agency information necessary for:

- a. The identification of persons known to have been armed, considered dangerous, known to have resisted arrest or who have assaulted peace officers;
- b. The identification of unrecovered stolen vehicles;
- c. The identification of vehicles wanted in connection with the investigation of felonies or serious misdemeanors;
- d. The identification of unrecovered stolen Vehicle Identification Number (VIN) plates and serially identified engines and transmissions;
- e. The identification of unrecovered stolen or missing license plates;
- f. Identification of serially numbered stolen or lost weapons; and
- g. The identification of serially numbered stolen property items.

NAC COMMENTARY EXCERPTS

Unless police agencies have a well-defined reporting policy for incidents of both a criminal and noncriminal nature, they will be unable to assess accurately the extent of criminal activity in their jurisdictions, and will also find themselves ill-equipped to take effective measures against it. Moreover, the inconsistent reporting procedures contribute to a lack of confidence in police; persons may well assume that certain kinds of behavior are tolerated in one section of the community but not in another.

Every policeman should be thoroughly familiar with agency policy specifying the conditions under which police reports are to be taken. Such policies should require that all relevant criminal information be reported, and should discourage procedures that permit the failure to take a report.

Without uniformity in reporting, information provided by police reports cannot be used by the many other elements of the criminal justice system. This is why the format of police reports should reflect system needs and not just agency needs.

Police agencies should pay particular attention to the design of forms and the control of their use. Every agency should strive to gather as much information as necessary as easily as possible. Redundant forms and those requiring extensive narrative at the preliminary investigation level should be eliminated. The patrolman's efforts should be concentrated on investigating, not on writing reports.

Some police officials feel that taking telephone reports of even minor incidents, and then determining whether follow-up investigation is needed, is an abdication of a fundamental police responsibility. In many urban agencies, however, it is the only way of handling such reports because of manpower shortages. When calls for service pile up, police dispatchers are often forced to choose which units should be dispatched to which crimes of violence, and in what order of priority. At such times, obviously, minor thefts or similar complaints of crime against property would not be given high-priority attention.

In most communities, however, citizens expect and demand immediate police response to any complaint, however minor. To fulfill community expectations, many agencies must "stack" calls (dispatch calls one at a time as units report completion of their last assignment), or "shotgun" calls (assign many calls to a single unit). Whatever the procedure, the end result is that police services are delayed and field units operate under enormous pressure to handle one call and move on quickly to the next.

Some agencies need the option of handling certain kinds of calls by telephone. The Los Angeles Police Department and the Dade County, Fla., Department of Public Safety employ telephone report procedures successfully and, through this policy, have increased the number of field units available to handle crucial calls during periods of peak activity.

Arrest warrants have historically been a problem within the criminal justice system. Warrants issued by the courts are directives to executive branches of government to locate, arrest, and bring the person named in the warrant before the court.

A major problem in many States has been the lack of consolidated warrant information. An individual named in a warrant originating in one jurisdiction may not be indexed in the warrant files of other intrastate law enforcement agencies, even in adjacent States. Much of the problem is a result of the fact that warrants generally do not contain sufficient identifying data to be useful to agencies not possessing the original complaint information. This makes it difficult to prove identity at the time an arrest is made. To facilitate this identification, police agencies should assume responsibility for providing sufficient identification information to courts issuing arrest warrants. The courts should, in turn, insure that the warrant information provided by police agencies is not modified to such an extent that vital identifying data is missing.

Although courts direct arrest warrants to the appropriate law enforcement agency in a jurisdiction, the agency then bears the responsibility for indexing that warrant information in some records system, or notifying other law enforcement agencies of its existence.

Criminal justice information systems planners should coordinate on a statewide basis and make provisions to receive arrest warrant information directly from the courts. Shifting warrant indexing responsibility from many local enforcement agencies to one or several broadly-based indices serving a designated region is infinitely more productive. Moreover, legislation should be enacted to insure that warrant status (new warrant issuance or warrant revocation) is continually checked for currency and accuracy. To facilitate updating the system, every police agency using warrant abstracts should notify the issuing agency within 3 hours of contact or arrest of warrant suspects.

If certain local prosecutors and enforcement agencies will not or cannot afford to pay the cost of returning warrant arrestees apprehended by distant agencies, they should have guidelines programmed into the system to inform the arresting agency that they simply want to be notified of contact. State governments should assist local law enforcement agencies in developing such guidelines.

Criminal justice information systems are too expensive to be developed independently without serving the interests of an entire region or State. Independent systems are inefficient as far as warrant service is concerned. Greater information system interfacing and strong State coordination are needed to support such systems.

Police record systems were developed when crime was essentially a local problem perpetrated by locally known persons within narrow geographic boundaries. This view of police record systems does not provide for interaction with other record systems today. The vastly greater mobility of criminals--as of the population in general--has rendered such a parochial viewpoint obsolete.

Although much of the information collected by a police agency is of interest only to that agency, a need exists for interagency pooling of specific tactical information. These data identify wanted and dangerous persons, vehicles, and stolen property. Criminals and stolen property move freely throughout a multiplicity of jurisdictions, making identification difficult. Unless independently operated police information systems can communicate with each other quickly, they cannot provide current and accurate tactical information.

ILLINOIS COMMENTARY

Police reporting is both an agency and State concern. The public sector has a great immediate concern with what local and state agencies are doing about crime. Concurrently the police chief executive is vitally interested in the reports his officers make for internal operational purposes, i.e., to determine boundaries of patrol beats, the number of personnel to assign to an area, etc.

The State discharges its obligation to the citizen by collecting data from all police agencies and making that data available to every agency through the Illinois Law Enforcement Agencies Data System. However, the quality, accuracy, and usability of police records depend greatly on how the local police agencies prepare them.

Thus, every police agency in Illinois should insure that all personnel understand when and how a report is to be made. If upon review deficiencies in this area are found, appropriate corrective steps should be taken at once.

One method to enhance accurate and complete record keeping is to utilize clear, easily understandable report forms. The Northbrook Illinois Police Department has enhanced its record keeping procedures through the development of a somewhat unique approach. By designing departmental record keeping forms themselves they are assured of meeting their own particular needs. Further, the concept of color-coding is incorporated into all departmental forms. In this way the individual officer can tell at a glance if he has the appropriate forms with him prior to going on duty. Clerical personnel are also aided by this system because it permits rapid separation and collation of all documents.

The record keeping process can be simplified and manpower hours reduced in certain instances by taking reports over the telephone. Of course this practice must be limited to those misdemeanors and miscellaneous incidents where no field investigation appears necessary and where the efforts of the patrol force would otherwise be diverted from higher priority duties. One example of the proper type of report to be accepted by telephone is that of a caller reporting the theft of a garbage can sometime over the weekend. Because of the time elapsed and the lack of witnesses or suspects, telephone reporting would be acceptable in this instance.

However, regardless of how seemingly insignificant the citizen's report to the police may be, the best policy is to still eventually send an officer to the citizen's home to let that person know the police are doing something about his call. As explained by Wilmette Illinois Police Chief Fred W. Stoecker, a lost set of keys or a stolen garbage can may be considered just as serious to the citizen concerned as a call to report an assault or a murder. Police must provide an element of physical involvement even though the report is taken over the telephone.

In Illinois every law enforcement agency is required by the State to fill out monthly report forms which are tabulated statewide for the State's Uniform Crime Reports (UCR). These reports contain information on index crimes and certain misdemeanors. Until recently the complexity of these forms has presented certain drawbacks to their ready acceptance and accuracy. However, in January of 1977 the State revised its crime reporting system and has developed a much more simplified form. Now the State is allowing those agencies with computer

terminals connected to the LEADS system to transmit daily their UCR reportable occurrences for the previous day. Then, around the first week of each month the State sends a summary computer printout of all UCR data reported for the previous month by that agency. The State also provides each agency with quarterly printout summaries. This new reporting method is well received by those involved with the system.

Records are an essential function of police operations. They may well be the opening wedge to greater understanding and improved future operations. Therefore, no police agency can ignore its obligation to conscientiously and efficiently provide complete and accurate information to the public, itself, and other components of the criminal justice system.

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2. Pamela Scanlon, Data Coordinator, Northbrook Police Department, Northbrook, Illinois, (Interview with Project Staff), September 23, 1977.
3. Fred W. Stoecker, Chief of Police, Wilmette Police Department, Wilmette, Illinois, (Interview with Project Staff), September 27, 1977.
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ILLINOIS STANDARD 18.2

BASIC POLICE RECORDS

Every police agency should immediately establish a records system that collects accurate crime data and records operational activities so crime conditions and the effects of agency operations can be systematically evaluated.

1. Every police agency should develop and maintain a "reportable incident file" based on agency needs, that contains documentation on all crimes; essential noncriminal incidents such as missing persons, lost and found property, suicides, and accidental deaths; and, where appropriate, traffic incidents.

2. The State of Illinois should require every police agency to contribute to, and maintain access in, a summary dossier file maintained by a designated agency. Summary dossier files should contain a fingerprint card, State and Federal individual record sheets, an accurate and up-to-date arrest disposition record, photographs, and requests from other agencies for notification of arrest.

NAC COMMENTARY EXCERPTS

Police information systems are built on a pyramid of many different subsystems. Ideally, an information system should be structured to allow infinite combinations of data that can be assembled for a variety of organizational purposes.

The most fundamental component of any police information system is the reportable incident file. Most police agencies have some form of reportable incident file documenting a vast array of community situations requiring police attention. These files usually consist of an assortment of precinct incident logs, field unit activity logs, traffic incident reports, and criminal and noncriminal investigative reports. These documents provide the primary means of entering line-level operational data into the police information system. Every law enforcement agency should develop and maintain reportable incident files.

A reportable incident file serves as both an organizational funnel and a sieve, controlling the quality as well as the quantity of data entering the information system.

The expanding nature of the police role has produced a number of different kinds of incident reports. With this growth has come specialization that has produced record systems whose bulk and diversity require huge amounts of money and organizational energy to sustain.

Police records systems, like communications systems, have not received the organizational consideration they deserve. An examination of the record section of almost any police department will reveal inadequate physical facilities, clerical staffs with little specialized training, and records storage and duplicating equipment strained beyond reasonable limits.

As pointed out earlier in this chapter, there is a trend in tactical police information systems toward area or statewide consolidation. Reportable incidents, however, often include voluminous amounts of detailed information not easily assimilated into consolidated systems. Certain data dealing with wanted persons and stolen property should be abstracted from incident reports and included in consolidated tactical data bases. But line-level investigative report data and activity logs should remain the responsibility of individual law enforcement agencies.

When basic information contained in reportable incident files is incomplete, fragmented, poorly organized, and not readily accessible, the organization's performance suffers. Poor record keeping makes it difficult for an agency to measure work loads and performance levels accurately, allocate resources properly, or to project realistic budgets. Basic records such as reportable incident files are not only the "official memory" of an organization, but critical tools needed by police managers to make decisions governing daily and long range operations. Forty-eight States, the District of Columbia, and the Federal Bureau of Investigation maintain summary dossier files of varying form and quality.

The primary purpose of these files is to establish positively an offender's identity and ascertain his criminal history, if any. However, not all local police agencies forward fingerprint cards, records of arrest, and arrest dispositions to centralized State-designated criminal identification agencies. The problem is compounded when States fail to forward this information to the Identification Division of the FBI. As a result, State and Federal criminal identification records are far from complete or up to date.

The apparent key to any reliable criminal justice information system is that information must be complete and must be shared. The high degree of criminal mobility has completely outstripped the ability of the law enforcement community to keep accurate and accessible identification and criminal history records.

Technical means of establishing an accurate rapid-access national summary dossier file are being developed. Such a system, however, cannot become a reality without the complete support of all the States and close coordination with the Federal Government. A good example of one Federal-State undertaking, although admittedly on a much smaller scale, is the National Driver Registration Service of the United States Bureau of Public Roads. The service collects and stores data on people with suspended, terminated, or denied driver licenses. It answers inquiries from all 50 States regarding drivers applying for a license in one State when there is a suspicion that their license may have been revoked in another.

A number of rapid-access criminal dossier projects are now underway. Project SEARCH (System for Electronic Analysis and Retrieval of Criminal Histories), an LEAA-funded effort, is one such study. Project SEARCH is a multistate effort to develop, among other things, an online computerized system for the

interstate exchange of criminal history information. It is an ambitious undertaking which has developed a massive reservoir of criminal justice information systems technical data.

But SEARCH has raised as many questions as it has answered. The numerous SEARCH documents have crystallized some of the weightier problems facing criminal justice information system planners, especially with regard to the development of rapid-access, interstate, criminal history files. Firm agreement (in this instance a decision supported by legislative funding) has not been reached on the issue of "dedication." That is, should criminal justice system records be processed on non-criminal justice system hardware by noncriminal justice system personnel? The cost of purchasing and maintaining sophisticated computer equipment is enormous. Many State and local governments have set up computer centers shared with many other government data-processing users. Some police officials, considering this a threat to the security and privacy of sensitive and confidential criminal records, support dedicated systems, where ownership and operation are limited to the criminal justice system.

The issue of how a national criminal history file is to be structured also remains unresolved. There are proposals for a single national criminal history repository, and for State repositories tied together by a sophisticated computer-based switching scheme.

Automated fingerprint classification and facsimile transmission technology have improved significantly in recent years, but still fall short of minimum practical performance levels. In order to provide rapid confirmation of identity, a suspect's fingerprints must be taken and matched against his previously confirmed fingerprints. Arresting agencies must usually make this confirmation with a centralized State identification agency or the FBI. Slow mail service and time consuming manual classification and search techniques produce a 7 to 10 day delay.

Project SEARCH, with the cooperation of the Law Enforcement Assistance Administration, the Department of Justice, and many State and local criminal justice agencies, will resolve many of the present difficulties.

REFERENCES

1. Support Services Sub-Committee Meeting, March 15, 1977, Matteson, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 24.2).

ILLINOIS STANDARD 18.3

DATA RETRIEVAL

Every police agency should establish a cost-effective, compatible information system to collect, store, and retrieve information moving through the agency. The use of such a system should be directed toward crime reduction without sacrificing local autonomy.

1. Every police agency should have the capability to retrieve statewide criminal information and provide it to field personnel within 3 minutes of the time requested for noncomputerized systems and within 30 seconds for computerized systems. This capability should at least include information on:

- a. Individuals who are the subject of an arrest warrant for a felony or serious misdemeanor;
- b. Individuals known to have been armed, considered dangerous, known to have resisted arrest, or who have assaulted peace officers;
- c. Unrecovered stolen vehicles;
- d. Vehicles wanted in connection with the investigation of felonies or serious misdemeanors;
- e. Unrecovered stolen Vehicle Information Number plates and serially identified engines and transmissions;
- f. Unrecovered stolen or missing license plates;
- g. Serially identified stolen or lost weapons;
- h. Serially numbered stolen property items; and
- i. Missing persons.

2. Every police agency using, or planning to use, a computer-based information system should take immediate steps to insure that the primary objective of such a system is rapid response to the information needs of field units. Agencies developing or operating a computer-based information system should immediately identify critical information groups and assign priorities to them according to the requirements of the system user. Critical information groups should include at least:

- a. Information on wanted persons;
- b. Abstract data on criminal convictions, parole status, penitentiary releases, and vital criminal record information;
- c. Information that forewarns an officer of persons known to have been armed, and other potential dangers; and
- d. Information on stolen property and vehicles.

NAC COMMENTARY EXCERPTS

Information on wanted or dangerous persons, wanted or stolen vehicles, vehicle registration and driver's license data and stolen property, constitute the basic components of a tactical police information system. These comparatively new systems are computer-based. In addition to having instantaneous and virtually unlimited memory banks, individual computers in these systems have the ability to communicate with or interrogate each other.

Tactical information systems are important to patrol operations because these systems can accomplish, in a minute or so, a series of communications and record tasks that formerly required as much as an hour or more to complete. These electronic systems eliminate the need for time-consuming telephone inquiries and manual searches of cumbersome filing systems. And because they are "real-time" (new information is added to the file soon after the event it documents occurs) and operate on extremely large data bases, their efficiency is unparalleled.

Tactical information systems can electronically centralize large quantities of physical data that are dispersed over a wide area. They provide a new array of tools for law enforcement. Stolen vehicles can be identified before they are stopped. A person stopped for questioning will no longer have to wait more than an hour for want and warrant checks; that information can be generated in minutes. Above all officers will be safer when they can obtain information rapidly about suspects or other persons with whom they are dealing. Apprehension rates will be raised, preventing criminal fugitives from committing further crimes. Available patrol time will also increase due to much briefer standby times awaiting the return of information.

To respond to inquiries within 3 minutes, agencies must insure excellent communications with field units. A computer-based system can retrieve information in far less than 30 seconds. The delay is caused by the link between communication centers and field units.

Developments in high-speed mobile digital transmission teleprinters and visual display devices permit direct car-to-computer links. The problem is cost; present vehicle-borne units cost almost as much as the automobile in which they are installed.

The responsibility for developing these expensive systems should stay where it is--with the larger metropolitan agencies and State governments. Smaller agencies will then only need to establish radio and telecommunication links with the larger agencies in order to participate. But it is vital that all agencies contribute information to the data base.

The data processing requirements of police are enormous, and many departments have an immediate need to upgrade their information systems. Some police administrators feel that case files, fingerprint files, or criminal histories should be their priority automation target. Others emphasize sophisticated manpower resource allocation systems and much needed batch-processed management and statistical information systems.

Most police chief executives have, however, moved toward the development of on-line, real-time police information systems that serve line operational needs. The standard is intended to reinforce this view and has identified four critical information groups (wanted persons, criminal history abstracts, dangerous persons, and stolen property and vehicles) that deserve priority attention. Other computerized information system needs should be addressed only after these primary critical information group needs have been met.

Of course, not every file listed in the standard should be developed separately by each agency. That would cause unnecessary duplication. However, every agency developing or operating a computer system should insure that where files are not included in its own system--for example, stolen property and vehicles--it has access to a criminal justice information system in the area or State that does.

Just as intraorganization advisory groups have become more prominent in other aspects of police work, advisory user groups can be of valuable assistance to the law enforcement chief executive in developing and managing a police information system. They can identify major problem areas before problems arise, thus providing lead time to find solutions. They can identify user requirements and help place them in perspective. Advisers can also suggest methods for the orderly integration of existing and proposed information subsystems into one police information system.

Cross-fertilization and team effort will vitalize a police information system. When information system managers explain their goals, problems, and limitations candidly--when they invite total agency participation, show what an information system can do, and solicit suggestions--they are helping to insure the best use of any efficient system.

The project SEARCH Policy Committee and the Michigan State Police Law Enforcement Information Network (LEIN) Advisory Group are illustrative of the cross-fertilization process. While many law enforcement agencies create advisory groups to assist with the initial design and implementation of automated police information systems, few retain them as an advisory user group resource on a continuing basis. The result can be the short sighted stressing of technical and administrative needs at the expense of the needs of the operational user in the field. Police chief executives and information systems managers should draw on the talents of engineers, technicians, managers, and, most importantly, product users.

ILLINOIS COMMENTARY

The Standards and Goals Committee's discussion of data retrieval centered on two basic concerns. The first and foremost concern was the need to get information to the officer in the field as rapidly as possible. Many routine police-citizen contacts, as all police know, may result in unsuspected injury or even death to the officer. A police officer has no way of

knowing whether the vehicle he stops has just been stolen or whether the individual he comes into contact with is in fact a fleeing felon. Only with an information system link to automated data retrieval system capable of providing information within seconds, or a few minutes, at the most, can the police officer be adequately protected. Examples of two such systems presently exist in Illinois. On the State level there is the Law Enforcement Agency Data System (LEADS) which can send out information within 20 seconds. The national level has the National Crime Information Center (NCIC) which can usually have information out within several seconds. This system is connected to a computer base data system which can be received on a computer terminal located in a police communication center.

Police practitioners representing rural Illinois cited the fact that in many rural counties there presently does not exist a system with these capabilities. In order for implementation of such a system to become a reality in these areas, mutual agreements between small agencies and larger agencies possessing this capability will be necessary. Such mutual agreements will insure that rural law enforcement officers are not at a disadvantage or that their safety is not unnecessarily endangered when coming into contact with the public.

The second important concern among Committee members was the question surrounding the immediate reporting of missing persons into the statewide information system. While the NAC standard statement did address several capabilities, the Committee felt the informational system should also include a provision for entry into the system of data pertaining to missing persons. The Committee was in disagreement with the existing regulation prohibiting entry of missing persons into the statewide data system for 24 hours. Often the nature of circumstances surrounding the disappearance of individuals makes entry of this information prior to the 24-hour waiting period beneficial to the rapid location of the missing person and his enhanced safety.

With the addition of a missing persons statement, it was the concensus of the Committee that the Illinois concerns surrounding data retrieval were adequately orientated.

REFERENCES

1. Support Services Sub-Committee Meeting, March 15, 1977, Matteson, Illinois.
2. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
3. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 24.3).

ILLINOIS STANDARD 18.4

POLICE TELECOMMUNICATIONS

Every agency should coordinate its information system with those of other local, regional, State, and Federal law enforcement agencies to facilitate the exchange of information.

1. Every police agency should develop and maintain immediate access to existing local, State, and Federal law enforcement telecommunications networks.

2. Every full-time communications center should utilize a basic telecommunications terminal capable of transmitting to and receiving from established national, State and local criminal justice information systems. The telecommunications network should provide network switching compatible with computer-based information systems.

3. Every full-time communications center should install or have immediate access to facsimile transmission equipment to facilitate the detection, apprehension and detention of fugitives.

NAC COMMENTARY EXCERPTS

One of the major trends in law enforcement today is the development of generally independent computer-based information and communications systems. If this trend continues, many police agencies will find themselves caught in what UNIVAC's Claud Smith termed, in 1969, "a maze of uncoordinated and independent networks which will preclude the availability and transmission of criminal information at the levels of efficiency that are attainable today."

Smith blamed local governments for blind insistence on autonomy in all phases of law enforcement: "A basic obstacle to effective police action at the national, State, and local levels lies in the decentralization of huge volumes of valuable police information in local manual files and the impossibility of making such information available to other agencies which have a need for it."

The problem of cumbersome manual files is being alleviated in part by the emergence of law enforcement information retrieval and data transmission systems. Almost every major police department in the country is either operating or developing such a system. The greatest difficulty is that few of these systems are tied together by means of telecommunications network. Moreover, few of the thousands of surrounding, smaller law enforcement agencies have developed interfaces with these agencies.

The demand for police telecommunications systems is generated by the multiplicity of overlapping local, State, and Federal law enforcement jurisdictions and situations requiring police action across political boundaries. Information is conveyed by the United States Postal Service, messengers, conveyor belts, pneumatic tubes, telephone wires, cables, and microwave systems. There are advantages and disadvantages in speed, cost, and effectiveness to each of these methods. The facts remain: law enforcement needs a communications network that will facilitate rapid and massive movement of information, and such a system will be very expensive.

Although a number of telecommunications networks are in operation, such as the FBI's NCIC (National Crime Information Center), no single network provides interfacing for all law enforcement agencies.

Unfortunately, many agencies have failed to develop interconnections with the closest existing local or State telecommunications networks. Most small agencies are now in a position to tie in with the nearest information data retrieval network by simply installing the appropriate data terminal. Agencies without such a terminal should at least develop radio and telephone links with an agency having one.

A full-time communications center is one that is staffed 24 hours a day by trained personnel manning two-way radios. Agencies employing 15 or more persons are usually large enough to field an around-the-clock patrol force. Most departments of this size either maintain their own communications center or pool their resources with other jurisdictions and create area-wide communications centers.

Whatever the arrangement, these agencies should develop hard terminal interfaces with the closest appropriate computerized law enforcement information retrieval and data transmission system. Rural and small town police and sheriff agencies deserve as much protection and assistance from a police information system as do police in metropolitan areas.

Any information system, if it is to be successful, requires the active participation of all law enforcement agencies in the system area. Agencies should strive to participate immediately by acquiring the equipment compatible with the emerging area information system and agency needs.

ILLINOIS COMMENTARY

The Standards and Goals Committee was in basic agreement with the NAC police telecommunications standard. However, they did feel the necessity to address the need for widespread availability by facsimile transmission equipment in Illinois to facilitate the detection, apprehension, and detention of fugitives.

Few police agencies in Illinois are able to install such equipment because of the expense involved and the need for additional manpower. However, one Illinois police agency--the Wilmette Police Department--has utilized an approach that

alleviates the costly problems involved in obtaining an information system. This approach is described below as a guide for other Illinois police agencies.

The Wilmette Police Department has in its communications center, a Law Enforcement Agencies Data System (LEADS) computer terminal. Its cost and maintenance are shared by five other surrounding communities. When one of the group's members needs information, they radio the Wilmette Police Department where an officer feeds the information given to him over the radio into the computer. Within the next few seconds information about the suspect appears on a screen. This information is then radioed to the caller. The system not only is capable of retrieving information within the State of Illinois but also, through a link with the National Crime Information Center, can obtain information from anywhere in the country. The versatility of the computer has enabled the Wilmette Police Department to begin proceedings for utilizing the computer as a management tool for planning. Its most recent use is to assist in planning patrol beats. According to Captain Witt and Chief Stoecker of the Wilmette Police Department, the system is well worth its cost.

Every police agency in Illinois should take steps to install or have available to their departments a facsimile transmission system. A program of mutual participation such as that described above has obvious benefits. In addition to the significant reduction in cost and manpower, a shared transmission system enhances valuable interdepartmental exchange of information which would not be possible if the system were utilized independently.

REFERENCES

1. Captain Walter Witt and Chief Fred Stoecker, Wilmette Police Department, Wilmette, Illinois, (Interview with Project Staff), September 27, 1977.
2. Support Services Sub-Committee Meeting, March 15, 1977, Matteson, Illinois.
3. Standards and Goals Committee Meeting, April 14, 1977, Galesburg, Illinois.
4. National Advisory Commission on Criminal Justice Standards and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973, (Standard 24.4).



Standards and Goals Committee Report

Illinois Association of Chiefs of Police





INTRODUCTION TO POLICE CHIEF EXECUTIVE STANDARDS

Shortly after the Standards and Goals Committee began their deliberations, a document entitled "The Police Chief Executive Report" became available through the U. S. Government Printing Office. The report was the work of the Police Chief Executive Committee of the International Association of Chiefs of Police which was made possible through funding by the Law Enforcement Assistance Administration.

In his preface to the Report, the Chairman of the Police Chief Executive Committee, Chief Edward M. Davis of the Los Angeles, California Police Department, clearly set forth the purpose and scope of the report:

Leadership so vitally needed for the law enforcement profession cannot be effectively provided under conditions present in many villages, cities, counties, and States of America. During the last several years, this has been the concern of a great many police chiefs, sheriffs, and heads of State police agencies, including my colleagues in the International Association of Chiefs of Police. The job of the police chief executive is becoming more complex and more demanding, while resources to do the police job are becoming more closely scrutinized. New problems are emerging that have never before confronted police chief executives. The issue of crime continues to be a dreadful burden on Americans everywhere. To cope with these problems, effective leadership of police agencies must be provided, and effective police leaders must be allowed to function.

In 1972, as Chairman of the Task Force on Police of the National Advisory Commission on Criminal Justice Standards and Goals, I was afforded the opportunity to direct a nationwide effort to develop standards for my profession. It was apparent that the accomplishment of the resulting standards set in the Police report would depend largely upon the individual leadership skills of those police chief executives who direct the thousands of police agencies across the United States.

The president and board of officers of the International Association of Chiefs of Police also recognized this need and a committee was appointed to examine the problems confronting police chief executives.

The Police Chief Executive Project, funded by the Law Enforcement Assistance Administration, conducted an exhaustive yearlong study into the critical role played by police chief executives. The study was

conducted under the auspices of the International Association of Chiefs of Police (IACP) by the Police Chief Executive Committee.

The Committee comprised eight chiefs of police from the United States and Canada, two sheriffs, one active and one former head of a State police agency, a Deputy Associate Director of the Federal Bureau of Investigation, a noted management authority, a Superior Court judge, the current president of IACP, and two past presidents of IACP. Each member contributed from his extensive background to the shaping of the 18 standards contained in this Report. Each of the standards and their related commentaries was painstakingly reviewed by that committee, and the impact upon the various types and sizes of police agencies was carefully discussed.

These standards and related commentaries are meant for the generation of police chief executives who are presently leading our Nation's police agencies and for the generations to come. They are also meant for the Governors, mayors, city managers, other civic leaders, and interested citizens who desire a more extensive knowledge of the role of our Nation's police chief executive.

A critical issue that these standards address, and the one that our States and communities must also address, is the excessive turnover of our police chief executives. The relatively short tenure of police chief executives reduces the opportunity to develop and implement effective programs to reduce crime. The Committee developed standards meant to assist in the careful selection of competent police leadership, and to retain in office qualified police chief executives to permit the implementation of crime-reducing programs.

The members of the Police Chief Executive Committee supplemented their experience and expertise with the results of a highly professional survey conducted by their Project Staff. Questionnaires soliciting opinions on the issues of selection and retention of police chief executives were distributed to more than 2,500 heads of law enforcement agencies throughout the United States and to more than 1,250 superiors of nonelected police chief executives. Supplemental questionnaires and personal interviews were also utilized in gathering and validating the data.

Significantly, analysis of the survey data as set forth in the Report showed a high level of concurrence between police chief executives and their immediate superiors on the elements essential to the effective selection and retention of qualified police chief executives.

The Standards and Goals Committee reviewed the Police Chief Executive Report to evaluate its applicability to contemporary law enforcement needs in Illinois. The validity of the Standards contained in the Report is attested to by the decision of the Committee to include 15 of the 18 Standards, either in original or slightly modified form, in this report of recommended Standards for Illinois.

The discussion points, opinions, and conclusions articulated by the Committee members in reviewing the Police Chief Executive Report were clearly in concert with the opinions and conclusions set forth in the commentaries of the Report. Consequently, extensive duplication of those commentaries was avoided and only brief summary statements from the Report are included in this document.

The reader, therefore, is strongly urged to read The Police Chief Executive Report in its entirety to insure a clear understanding of the positive impact the implementation of these Standards and Recommendations can have on law enforcement in the State of Illinois. As noted, the Report is available at nominal cost from the U. S. Government Printing Office.

It would not be inappropriate to suggest that Illinois police chief executives and their immediate superiors utilize the Report and this document as functional guides whenever they address issues relating to the selection or retention of police chief executives.

Early consideration and implementation of the Standards and Recommendations in this Section can result in major improvements in the delivery of police service to the citizens of Illinois by insuring the retention of qualified police chief executives and more reasonably assuring the selection of qualified candidates for new appointments.

ILLINOIS RECOMMENDATION 19.1

PRESELECTION ASSESSMENT OF THE AGENCY

Every appointing authority, prior to selecting a police chief executive, should assess the internal and external strengths, weaknesses, and needs of the police agency to determine agency requirements for the police chief executive position. The assessment will permit the selection of a police chief executive whose qualifications most nearly fit the needs of the agency. This assessment should examine: the general efficiency of the agency, its use of resources to achieve organizational goals, and the relationships among personnel within the agency and between agency personnel and the community served.

Every appointing authority should assess the agency before the police chief executive position becomes vacant. If the position becomes vacant before the assessment is made, the assessment should be conducted without delay.

Every assessment should be conducted by either the appointing authority, a unit of local government, another governmental agency, or by outside professional consultants.

IACP COMMENTARY

The most important step in the selection process frequently is overlooked because most communities and their civic leaders rely on traditional selection processes. This important step should be the systematic, objective assessment of the police agency and the level of service it provides to the community. This assessment sets the groundwork for all subsequent selection process decisions. The assessment may be conducted by persons within the local jurisdiction or by consultants from outside the jurisdiction. No matter who conducts the assessment, by seeking to identify the strengths and weaknesses of an agency, the public's perception of local police service, or problems that affect the agency, civic leaders will get an insight into the needs of their local police and their community. Once the specific needs are recognized, the community can identify the specific police leadership qualities necessary to meet those needs.

ILLINOIS COMMENTARY

It should be noted that the Standards and Goals Committee adopted this statement as a Recommendation rather than a Standard to emphasize that its implementation is a function of the appointing authority.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
3. Police Chief Executive Committee of the International Association of Chiefs of Police, The Police Chief Executive Report, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1976.

ILLINOIS STANDARD 19.2

EVALUATION CRITERIA FOR SELECTION OF POLICE CHIEF EXECUTIVES

Every appointing authority and others involved in the police chief executive selection process should use objective and relevant criteria to evaluate candidates fairly for the position of police chief executive.

Every appointing authority should consider only those candidates who possess these qualities: personal integrity, honesty, leadership ability, good judgment, and common sense.

Every appointing authority should determine additional personal characteristics that are the most important traits for the head of an agency to possess. The appointing authority should consider such qualities as flexibility and openmindedness, alertness and intelligence, patience and self-control, energy and initiative, and courage and self-confidence.

Every appointing authority should evaluate a police chief executive candidate's potential for future performance. This evaluation should include, but not be limited to, an assesment of field and command experience within law enforcement, education, law enforcement and management training, and professional reputation. The appointing authority also should consider the candidate's personality, personal appearance, and physical fitness.

Every appointing authority should evaluate the candidate's past performance. Most importantly, the candidate should have demonstrated ability to provide effective leadership, to perceive and define problems, and to obtain desired results through his management efforts. Criteria to evaluate past performance include the candidate's demonstrated ability to: motivate personnel; develop subordinates into effective teams; relate to the community; organize personnel and their functions effectively; administer internal discipline; and establish and communicate objectives and priorities.

IACP COMMENTARY

The appointment or election of a police chief executive usually alerts more public concern than does the selection of nearly any other public official. Because this selection is particularly important to the public and because qualities necessary for effective police leadership are unique and complex, evaluation criteria were researched extensively during this study. It was hoped that the survey data would reveal the opinions of police chief executives and their superiors about the kinds of education, experience, management skills, and personal traits that produce the most effective police leadership. Significant agreement on a great many issues strengthened many of the recommendations contained in this Standard.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
3. Police Chief Executive Committee of the International Association of Chiefs of Police, The Police Chief Executive Report, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1976.

ILLINOIS STANDARD 19.3

MINIMUM QUALIFICATIONS FOR FUTURE POLICE CHIEF EXECUTIVES

Every appointing authority should establish minimum qualifications for future police chief executives of State, county, and municipal police agencies within Illinois. Minimum qualifications should be adopted for elective as well as nonelective police chief executive positions, and for the chief executives in police agencies of every size. Minimum qualifications established for the selection of future police chief executives should not apply retroactively to incumbent police chief executives.

Minimum qualifications for the police chief executive position will vary with the type and complexity of the police agency. Agency size, as an indicator of agency complexity, may be used to differentiate required qualifications.

Every appointing authority should consider these qualification factors:

1. Experience. Every appointing authority should require that new police chief executives have a minimum number of years of law enforcement experience including some basic field experience and command or supervisory experience within law enforcement. Experience requirements should vary with the size and type of the agency.

2. Training. Every appointing authority should establish minimum supervisory and management training requirements for new police chief executives. Training requirements should vary with the size and type of the agency.

3. Education. Every appointing authority should recognize that new police chief executives appointed after 1984 have at least a baccalaureate degree from an accredited college or university. An applicant with a documented history of successful police administration may be considered to be in compliance with this requirement.

IACP COMMENTARY

It was the overwhelming consensus of police chief executives and their immediate superiors surveyed for this Report that minimum qualifications should be established for candidates seeking police chief executive positions. This Standard outlines the qualifications that police chief executives and their superiors believe police leaders should demonstrate. Local jurisdictions are encouraged to require additional achievement above the recommended minimums whenever such requirements can be justified. Mandatory minimum qualifications for police chief executive positions are recommended with the hope that the police profession can work toward a uniformly high quality of police leadership throughout the State of Illinois.

ILLINOIS COMMENTARY

The section of this Standard eliciting the most discussion was the section relating to the requirement of a baccalaureate degree for all new police chief executives appointed after 1984. Some of the points and conclusions which surfaced during the discussion were:

1. There is and needs to be a significant difference between the qualifications for a recruit officer and a new police chief executive.
2. The Illinois police chief executive survey indicated that the average police chief executive in Illinois had 2 or more years of college in 1976.
3. The lack of reliable standards for evaluation of degrees by title prevents using degree titles in a Standard.
4. Subordinates and other aspiring police chief executive candidates should be able to easily comply with the educational minimums of this Standard by January 1, 1985.

A clear consensus that this Standard could and should be implemented throughout Illinois resulted from the Committee's discussion.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
3. Police Chief Executive Committee of the International Association of Chiefs of Police, The Police Chief Executive Report, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1976.

ILLINOIS STANDARD 19.4

INTERNAL AND EXTERNAL SELECTION ALTERNATIVES

Every appointing authority should ensure that the best possible candidate is selected as police chief executive. The appointing authority first should consider selecting candidates from within the agency.

In deciding whether the selection process should include candidates from outside as well as from inside the agency, the appointing authority should assess the requirements of the agency, the quality of management resources available within the agency, the effect of prior agency relationships on internal candidates, and the need for infusion of new concepts into the agency. The appointing authority should evaluate the impact of selecting a candidate from outside the agency on: the morale of agency personnel, community acceptance of the police chief executive; and pension benefits for the police chief executive.

IACP COMMENTARY

Perhaps one of the most difficult decisions that a selection authority must make is whether to consider candidates from outside the agency as well as from within. Few agencies are restricted to consideration of inside candidates only, but some jurisdictions do have civil service rules or other statutes that limit the choice of candidates to persons within the agency. If this choice is not legally restricted, selection authorities are urged to assess the needs and status of their agency carefully before restricting applications for a position to only internal or external candidates. That assessment must consider the impact on agency morale that an external selection might have and the possible consequences of restricting the selection to internal candidates only. Other factors will also affect the selection authority's decision, the most important of which is whether or not qualified candidates have been developed by and within the agency. If this has been done, the need to look outside is reduced considerably, perhaps entirely. If internal candidates are not available, the selection authority would be doing the community a grave injustice by failing to expand the search beyond the jurisdiction's agency.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
3. Police Chief Executive Committee of the International Association of Chiefs of Police, The Police Chief Executive Report, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1976.

ILLINOIS STANDARD 19.5

SELECTION PROCESSES FOR NONELECTED POLICE CHIEF EXECUTIVES

Every appointing authority should employ a formal selection process to evaluate fairly all qualified candidates for the police chief executive position and to ensure that the selection decision is based on merit. The process must utilize valid evaluation criteria that permit selection of the candidate who is personally and professionally best qualified for the police chief executive position.

As a minimum, every formal selection process should include a written application or resume, an extensive oral interview, a comprehensive background investigation, a psychological evaluation, and an evaluation of performance in recently held positions.

Police chief executives should not be selected solely on the basis of seniority without a determination of merit. Selection solely on the basis of seniority is not professionally acceptable.

The formal selection process should not give exclusive evaluation authority to one individual. Eligible candidates should be evaluated by a qualified selection board. The immediate superior of the agency's police chief executive should make the selection decision from among the qualified candidates recommended by the selection board.

The selection decision of the immediate superior should be confirmed by a higher authority or legislative body.

IACP COMMENTARY

Many varieties of police chief executive selection processes are in use throughout the Nation, but they usually fall into three or four general categories: political appointment, competitive civil service examination, appointment by non-political boards or individuals without a civil-service type examination, and some form of seniority system. Although there was no general agreement about the best selection method, almost 100 percent of both police chief executives and their superiors agreed that a formal selection process should be used. The elements of that process most frequently suggested by both groups are discussed in this Standard.

ILLINOIS COMMENTARY

Of particular concern is the background of selection board members and their capacity for evaluating police chief executive candidates.

IACP COMMENTARY

Selection boards should be made up of individuals who possess a degree of training and experience that will allow them to evaluate the abilities of police chief executive candidates perceptively. Not only should they be able to give an objective, critical appraisal of each candidate, but they should have an insight into the nature and demands of the particular police chief executive position. This will facilitate the selection board's ability to identify the most qualified candidates from the field of applicants.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
3. Police Chief Executive Committee of the International Association of Chiefs of Police, The Police Chief Executive Report, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1976.

ILLINOIS STANDARD 19.6

A CLEAR AND MUTUAL UNDERSTANDING

Every police chief executive candidate who is judged most qualified and every potential immediate superior, as part of the final phase of the selection process, should reach a clear and mutual understanding of each other's responsibilities, priorities, and enforcement philosophies relating to police agency operations.

Police chief executives and superiors must define, where not delineated by law, the police chief executive's powers, authority, and accountability. Every superior and police chief executive must agree that the police chief executive always must retain the power to act in the best interest of public safety. The police chief executive's command and decision-making authority including his role in the selection, promotion, discipline, and termination of police personnel must be discussed. Where these powers are defined by law, the interpretation and understanding of the actual application of these laws as they relate to the police chief executive's role should be discussed and mutually understood.

Police chief executives and their superiors must understand and agree in that understanding that both must be committed to the fair and impartial enforcement of the law and to the maintainance of professional standards of ethics and integrity. Police executives and their superiors should discuss and generally agree on enforcement priorities as perceived by the community, the superior, and the new police chief executive.

Police chief executive designates and their superiors should discuss other important and specific matters such as: salaries and benefits, working hours, method and frequency of reporting to the superior, assessment of performance, and involvement in civic and professional organizations.

If the police chief executive designate's superior requests that new goals and programs be implemented or that significant modifications in agency operations be attained, a commitment of resources and a reasonable time period within which to obtain results must be granted to the new police chief executive.

IACP COMMENTARY

At the conclusion of the selection process, prospective police chief executives and their future superior or superiors usually have an opportunity to meet and discuss each other's responsibilities, priorities, and enforcement philosophies. At this point, future police chief executives should define and establish the role that the superiors will play in the operation of the police agency, and superiors should determine how the candidate views the police chief executive position within the jurisdiction's governmental structure. Reaching an

understanding on such issues as authority over administration of discipline, personnel matters, and implementation of agency goals and objectives is a critical final step in the selection process. Failure to reach a clear and mutual understanding on important matters affecting both parties could create a strained or confused relationship and seriously could hamper development of programs that both may earnestly desire.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
3. Police Chief Executive Committee of the International Association of Chiefs of Police, The Police Chief Executive Report, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1976.

ILLINOIS STANDARD 19.7

ASSESSMENT BY POLICE CHIEF EXECUTIVES

Every new police chief executive should survey the police service needs of the community and the ability of the police agency to meet those needs. To this end, new police chief executives immediately should initiate assessments of:

The community to ascertain its needs and its attitudes and opinions on issues that affect public safety;

The local governmental and political systems that affect the police agency to ascertain their degree of support for the police agency;

The police agency itself to reveal its strengths and weaknesses including personnel attitudes, agency policies, procedures, practices, and resources;

The agency's relationship with neighboring police agencies to identify the need for and feasibility of mutual agreements; and

The criminal justice system to reveal the nature of the agency's relationship with all other criminal justice agencies.

IACP COMMENTARY

During the first weeks of the appointment or if possible before, new police chief executives can make the most impartial and objective assessment of the internal and external condition of the agencies they are about to head. Whether promoted from inside the agency or coming from outside, new police chief executives need to have a good picture of the total environment in which they and the agencies they lead must operate. Having perceived the strengths and weaknesses of the agency, new police chief executives should be in a better position to direct their resources to the true needs of their agency and community.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
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ILLINOIS STANDARD 19.8

MANAGEMENT TEAMS

Every police chief executive should foster an environment in which the executive and the immediate subordinates can develop cooperatively into a coordinated management team. Every police chief executive, in order to maintain an effective team of top-level police managers, should establish open communications. The police chief executive should encourage every member of the management team to participate actively in executive decisionmaking and policy-setting. Every police chief executive should retain the authority to affirm agency policies and executive decisions.

Every police chief executive should ensure that each person responsible for making management decisions possesses the highest level of competence and unquestionable integrity. Immediate subordinates of the police chief executive should be persons in whom confidence can be placed to conduct agency affairs in accordance with established management philosophies and policies.

Personnel who make top-level management decisions should be placed within the organization where they can readily keep the police chief executive informed of the status of the agency affairs, and enable the police chief executive to influence any decision making process to the extent deemed necessary.

Every police chief executive should have the authority to re-assign a member of the management team who does not perform adequately and who cannot be developed properly.

IACP COMMENTARY

Except in the smallest police agencies, a police chief executive will have subordinate command and supervisory personnel who will be asked to make management decisions at one time or another. The agency's leadership will not be in the hands of only one person. How police chief executives organize and develop their subordinates is most critical to the success of agency programs. Management team and participative management concepts may be applied with great success to the decision-making and internal communications processes within police agencies.

The police chief executive, as leader of the top-management team, must establish open communications with and among all team members. Systematic and continuous communications are vital. Each team member, in order to be effective, should be able to operate with maximum autonomy within his own sphere. Such autonomy must be in the best interests of team effort and of the agency, particularly if each team member makes every effort to keep the leader and other members fully informed.

Delegating high-level administrative authority to top-management team members does not undermine the police chief executive's position. It has the opposite effect. The police chief executive's administrative capacity is strengthened

because the agency's "administrative personality" is broadened to encompass the diverse characteristics required by top-management tasks.

Although autocratic rule must give way for a top-management team to be effective, authority to affirm agency policies and executive decisions should be retained by the police chief executive. As Peter Drucker put it:

A top-management team is not a committee. It is a team. A team needs a captain. The team captain is not the "boss"; he is a "leader"...But there has to be a team captain. And in times of extreme crises he has to be willing and able--and has to have the legal power--to take over. In times of common peril there has to be unity of command.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
2. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
3. Police Chief Executive Committee of the International Association of Chiefs of Police, The Police Chief Executive Report, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1976.

ILLINOIS STANDARD 19.9

EARLY IDENTIFICATION OF POLICE AGENCY PROBLEMS

Every police chief executive should establish various means to learn personally of agency problems, recognizing that early identification of problems permits the early application of solutions.

Every police chief executive should use a variety of methods involving agency personnel and persons outside the agency to learn of the current conditions within the agency. When current conditions fail to achieve or fail to progress toward achieving agency expectations, resultant agency problems can be identified. Agency expectations include objectives, priorities, and other formal and informal agency standards.

Every police chief executive should resolve as quickly as reasonably possible the differences between expectations and existing conditions.

IACP COMMENTARY

The early identification of internal problems is one of the hallmarks of successful police operations. No police agency, regardless of its size or scope of operations, can function effectively if problem areas are left unattended. Without methods of swift detection, problems can grow to such proportions that by the time they become evident to persons outside the agency, serious damage has been done to the agency, and the position of the police chief executive has been placed in jeopardy. Administrators who do not solve small problems as they arise must spend their time solving the big problems that result.

Police chief executives and their subordinates vary in their ability to identify and solve problems effectively. Some chiefs are able to get quickly to the heart of a problem and apply effective solutions. Others recognize critical problems but are unable to solve them. Still others may not recognize even the most serious problems.

In order to solve a problem effectively, one must first recognize that a problem is developing or does exist. Problem identification requires an awareness of existing conditions. Every police chief executive should use various methods to determine the status of existing conditions including: formal meetings with high-ranking personnel, meeting with low-ranking personnel, meetings with representative personnel of many or all ranks, informal contact with officers of all ranks, and an open door policy. Additional methods that have been effective include communicating with the public and monitoring the news. Some of the most effective methods are: review of personnel grievances, review of management reports, review of complaints against agency personnel, and inspections.

The seriousness of identified problems may depend on how far apart actual conditions are from agency expectations, as well as on the impact these problems may have on agency objectives. Problems that seem serious to a police chief may not seem serious to the city manager. The difference may exist because the expectations of his immediate superior are at variance with those of the police chief.

Police chief executives have overall responsibility for all aspects of police agency operation. In fulfilling that responsibility, they need to examine methods critically that will help them acquire information to learn of factual conditions within the agency. Learning of conditions would permit them to apply measurement techniques in testing the possible gap between agency objectives and the real world.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
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ILLINOIS STANDARD 19.10

LAWFUL, IMPARTIAL, AND EFFECTIVE POLICE SERVICE

Every police chief executive should provide lawful, impartial, and effective police service without regard to the race, sex, age, religious creed, national origin, or political affiliation of the persons served. Police chief executives must comprehend clearly the legal authorities, responsibilities, and areas of accountability relevant to their positions. They must maintain a proper balance of administrative independence and responsiveness, and remain free from political, partisan, or special-interest interference and pressure.

Every police chief executive should have a working knowledge of all laws, administrative directives, and other documents that specify or imply their authority, responsibility, or accountability. Police chief executives should formulate executive decisions within the parameters of legal authority.

Every police chief executive and his immediate superior should generate and maintain a climate of cooperation wherein each individual is a contributing member of an executive management team. A viable executive management team requires a balance of independence and responsiveness for all team members. Police chief executives, to be held accountable for agency performance, should have that degree of independence that is necessary to manage the agency in an effective manner. Police chief executives should be responsive to the lawful administrative authority of their superiors, and superiors should be responsive to the needs of the police agency.

Police agencies should not become instruments of political, partisan, or special-interest influence or manipulation. Regardless of the political climate, the police chief executive should be delegated the authority and be held accountable for establishing nonpartisan administrative and operational policies to manage the police agency.

IACP COMMENTARY

Strong leadership by the police chief executive and the top staff of the police agency and support from the police chief executive's superior are required to instill a reverence for the law in agency personnel, to ensure that service is impartial, and to promote police effectiveness.

Long-range police service effectiveness requires that police chief executives have a working knowledge of their legal authority and accountability. The executive must be a skillful leader to ensure that agency activities stay within those parameters. But it takes more than knowledge of the extent and limits of administrative and jurisdictional authority and accountability to achieve effectiveness.



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Police chief executives must also be responsive to the lawful administrative authority of their superiors, and they must be granted enough independence to administer their agencies properly. The balance of independence and responsiveness is delicate, but if police service is to be effective, these two elements must be balanced.

Partisan interference and pressure also may affect the leadership of an agency. Effectiveness of police operations requires that the police chief executive and the police agency be insulated from political, partisan, or special-interest influence or manipulation.

REFERENCES

1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
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ILLINOIS STANDARD 19.11

INTERACTIONS WITHIN THE CRIMINAL JUSTICE SYSTEM

Every police chief executive should interact personally with the heads or representatives of all criminal justice agencies that have jurisdiction in common with the police agency. The purpose of these interactions should be to ensure that agency policy is consistent with criminal justice system objectives.

Every police chief executive should cause his subordinate personnel to establish contacts with officials within other criminal justice agencies. The purpose of these contacts should be to establish mutual understanding of the total criminal justice process and to ensure cooperation with practitioners in other agencies.

Every police chief executive should establish and maintain close working relationships between the police agency and other agencies in the criminal justice system. Such relationships may be initiated and maintained through frequent meetings, joint training seminars, and institutes.

IACP COMMENTARY

Police chief executives have an important place in the development of an effective, cohesive criminal justice system. For too long, the police have seen themselves as separate from the total criminal justice system--as having no influence on the other criminal justice system processes. It should be every police chief executive's goal to open and maintain communications among the various criminal justice system practitioners, and to develop effective relationships between the various groups. Police chief executives, because of their pivotal position within the system and the community, may be the best position to act as a catalyst in bringing the agencies of the local or regional system closer together for the purpose of identifying and resolving mutual problems.

Some criminal justice group members upon developing policy guidelines for their own agencies that affect other agencies, have presented those policies to the criminal justice group for the group's confirmation. If every criminal justice agency developed agency policy that was consistent with the policies of other agencies that have jurisdiction in the area, a true criminal justice system would begin to emerge. Criminal justice system objectives and priorities would become an actuality.

Individual agency isolationism has given way to communication with and interest in other criminal justice agencies. The next step--to get criminal justice agencies actively working together--has begun in various degrees in many areas of the Nation. The final step--to develop agency policy that meets objectives and priorities of the criminal justice system--is necessary before the criminal justice process actually becomes a system.

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1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
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ILLINOIS STANDARD 19.12

PUBLIC EXPRESSION OF PROFESSIONAL OPINION

Every police chief executive should express publicly his professional opinions on important issues relating to public safety. Police chief executives should inform the public of potential dangers, prevalent crime or traffic problems, proposed legislation, and any other issue that may affect public safety. Public utterances by the police chief executive should be designed to generate public interest, relieve public tension, dispel rumors, build public confidence, and obtain public support for the needs of proper and effective law enforcement. A police chief executive should give full consideration to the established policies and positions of the governing body of the jurisdiction he serves when making public utterances.

Every police chief executive should use all appropriate forums to disseminate information to the intended audience. Such forums may include: public gatherings, news conferences, prepared statements to the media, and articles for publication in various periodicals.

Every police chief executive should develop personal skills to permit the effective delivery of information to the public.

IACP COMMENTARY

During the last several years, the public has demanded, in a variety of ways, that it be kept better informed about the activities of its government. Government cannot truly serve the people unless it communicates with them. Criminal justice agencies are among the government agencies that need to improve communications with their constituents.

No government activity sparks community interest more continuously than police-related issues. Police service issues affect everyone in the community. No other segment of government provides a service more personal than the protection of each individual's life, liberty, and property. The community's interest in its safety is a healthy expression of a right that should be honored with information from all knowledgeable sources.

This Nation is governed by the people. Every person is responsible for effective government, and can only carry out that responsibility if he or she is an informed citizen. Police chief executives have a responsibility to contribute to the public's knowledge. There usually is no person more knowledgeable about community safety than the police chief executive.

The public constantly is kept informed by news items that, in one way or another, involve the police. Many such items are related directly to the ability of the police service to maintain peace and order in society. It is the police chief executive's duty to keep the public informed by speaking out on issues involving public safety--not from a political standpoint, but from the standpoint that the public has a need and a right to be informed on public safety issues.

REFERENCES

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2. Standards and Goals Committee Meeting, July 14, 1977, Collinsville, Illinois.
3. Police Chief Executive Committee of the International Association of Chiefs of Police, The Police Chief Executive Report, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1976.

ILLINOIS RECOMMENDATION 19.13

REGIONAL AND NATIONAL EXECUTIVE ENRICHMENT AND DEVELOPMENT FOR POLICE CHIEF EXECUTIVES

Concerned governments, professional law enforcement organizations, and educational institutions should establish regional and national programs for the intellectual enrichment and development of police chief executives. These programs should be designed to improve police chief executives' personal skills, and to inform them of new legislation, improved techniques, and innovative programs.

Regional programs should serve all police chief executives within a State, portions of a State, or two or more contiguous States. A national program should serve police chief executives who could benefit from a program that offers a wide choice of advanced courses.

Regional and national executive programs should be presented within academic settings such as universities, colleges, and existing academies. The programs should be administered by professional or governmental organizations under the guidance of a committee that includes State, county, and municipal police chief executives. Programs should be scheduled with consideration for police chief executives' obligations to their agencies. Attendance at a regional program should not preclude attendance at the national program. National programs should be funded by the Federal Government, and programs at the regional level should be funded by participating States, except for salary, which should be paid by each executive's agency.

The Police Training Institute of the University of Illinois, individually or in concert with police training agencies in one or more contiguous States, should establish executive programs for police chief executives' enrichment and development. Curriculums and qualifications for enrollment should be established by each State or region. Certificates of achievement should be issued to those who attain specified qualification plateaus within the program.

A national executive program should be established to provide advanced instruction in a wide variety of courses for police chief executives' enrichment and development. Curriculums should be developed to meet the needs of participants, with consideration given to the complexity of agency operations. Behavioral sciences and management courses, as they apply to managing a police agency, should be provided.

IACP COMMENTARY

Many occupations and professions require formal education and specialized training. Most professions require or encourage continuing development programs that the practitioner must complete to continue successfully in the profession. The

police service, on the other hand, has only recently imposed qualification and training standards. Virtually no requirements exist for police chief executives.

In the main, police chief executives have acquired sufficient knowledge of their agencies to cope with their work. But specialized programs for continuous development of executive abilities are rare in the American police service. In the past, the demands upon the police leadership in many communities may have been so parochial that continuing development of police chief executives' abilities was an unnecessary luxury. Continuing development of executive abilities is no longer a luxury.

Conditions internal and external to police agencies pose sophisticated problems for small and large agencies alike. Labor/management issues, organized crime, and public disruptions, for example, affect all police agencies. Police chief executives cannot afford only to manage, they must anticipate, plan, prevent, harmonize, and reach sophisticated solutions in areas where conditions and rules are changing rapidly. Rather than merely being reactive, the police must become proactive.

Many jurisdictions assume that police chief executives' administrative abilities automatically grow as their jobs grow and, therefore, traditional practices are maintained, even though traditional practices may no longer be viable. More than ever before, police chief executives must keep pace with the changing management and law enforcement practices.

If the police service is to attain professional status commensurate with its overall responsibility and commitment, its leaders must engage actively in learning programs to achieve and to maintain effective job performance. Appointed and elected police chief executives must be attuned to changing conditions and concepts in order to provide the public with effective law enforcement.

Educational and specialized training programs for police personnel now exist throughout the Nation. Universities, colleges, professional law enforcement organizations, and police agencies at the local, State, and Federal levels, individually and cooperatively are offering outstanding courses, programs, and seminars for police administrators.

These academic and training programs are producing an improved quality of police service. The opportunities for a college education in disciplines pertinent to the police service are available in most areas of the country. Because of this availability, educational standards for the selection of police personnel are being implemented by police agencies in many parts of the Nation.

Despite the enormous value of traditional police management programs, a new dimension in police executive development is sorely needed. Incumbent police chief executives need regional and national executive enrichment programs designed specifically for police service leaders.

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1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
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ILLINOIS RECOMMENDATION 19.14

ASSESSING THE PERFORMANCE OF POLICE CHIEF EXECUTIVES

Every immediate superior should assess the effectiveness of the police chief executive in leading the police agency toward the accomplishment of agency objectives. The performance assessment should be based upon valid indicators of the police chief executive's ability to provide lawful, equitable, and effective police service.

Every immediate superior should evaluate the effectiveness of the police chief executive in utilizing agency, community, and governmental resources to provide the services for which the agency is responsible. The immediate superior should evaluate, as indicators of performance the quality of agency personnel performance; personal conduct of their police chief executive; and community opinion of police operations. Internal discipline and the level of crime may also be indicators of performance.

Every immediate superior at least annually should discuss the performance of the police chief executive and of the agency with the police chief executive. Every police chief executive should be given the opportunity to respond to the superior's assessment.

IACP COMMENTARY

The police service as an institution cannot be assessed as easily as a baseball team or a retail store, nor can the police chief executive be assessed as easily as the coach of a team or the manager of a retail outlet. The police service cannot be measured by wins and losses or the profit from selling goods.

There are however, ways to evaluate the effectiveness of a police chief executive in police agency leadership. It is the effectiveness of the police agency in doing what it is supposed to do that finally counts.

The efficiency of Traffic Officer Smith should be measured not by the number of traffic citations written, but by the degree to which his efforts facilitate an uninterrupted flow of traffic and an absence of traffic accidents on his beat. The efficiency of a police employee in lifting a latent print is not as important as solving the related crime and preventing others. The efficiency of the police chief in making speeches should not be directed toward oratorical acclaim, but toward achieving the objectives of the police agency.

Doing the right things efficiently is important. But it is the effectiveness in accomplishing the larger objectives that counts in the final analysis. Police chief executives should be evaluated on their effectiveness in achieving the objectives of the agency. That is the bottom line of the police balance sheet.

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1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
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ILLINOIS STANDARD 19.15

ADMINISTRATIVE DUE PROCESS

Every governing body whose administrative jurisdiction includes the provision of police service should enact legislation that provides for administrative due process methods to discipline police chief executives for cause and to protect them from arbitrary or unjustified termination.

The procedure should require that charges of improper conduct or performance be specific and in writing. Such charges should be based upon some act of commission or omission and the charges should be filed within a specified period of time following the act. Charges based upon offenses that inherently disqualify a police chief executive from holding office should be filed within a specified period of time following discovery of the act.

The charges should be heard by an administrative tribunal composed of persons within the government structure, and/or persons selected from police executive or private professional organizations, in a manner that is acceptable both to the concerned governmental authority and to the accused. All persons who compose such a tribunal should have the capacity to hear and adjudge administrative charges relative to professional competence. Individuals who originate or endorse the charges should be excluded from membership on a tribunal.

Testimony relevant to each charge should be taken under oath in a proceeding open to the public. The accused should have the right to counsel of his choosing, to subpoena persons and items of evidence, to present witnesses in his behalf, and to cross-examine.

The tribunal should seek facts to determine the truth and ascertain if a preponderance of evidence exists to substantiate each charge. The tribunal should make a finding that the accused police chief executive is either guilty or not guilty of each administrative charge.

Upon a finding of guilt, the tribunal should determine if a penalty is appropriate. If appropriate, such penalty should be recommended by the tribunal. Penalties may range from reprimand to removal from office.

The tribunal should cause the records of the proceeding to reflect its analysis of evidence that led to its finding. The records should reflect the tribunal's justification for any recommended penalty.

A separate authority, superior to the police chief executive in the governing body's chain of command, should review the findings and affirm, reduce, or vacate the penalty recommended by the administrative tribunal.

Every penalty imposed should be subject to appeal by the accused, in an appropriate court of law.

IACP COMMENTARY

All police chief executives should be accountable for their personal performances and the performances of their agencies. That accountability should be to superiors who have the authority to initiate punitive action against unethical or incompetent police chief executives. Punitive measure, however, should be based upon substantiated charges of misconduct as opposed to rumor, supposition, political expediency, or the impetuous or indiscreet unilateral action of one person. The interests of the public, of the police service, and of the police chief executive are best served if allegations of improprieties against police chief executives are resolved in a manner that assures that justice will be served. This can be achieved through a system of due process in which such matters are resolved in formal public hearings in a manner prescribed by administrative law.

There have been numerous incidents where incoming mayors, city managers, or other superiors to police chief executives summarily have fired incumbent police chief executives. Sometimes specific reasons were given for the dismissal, but often only general reasons were given. During the interview phase of this study, incidents were reported in which elected superiors summarily fired their police chief executives in fulfillment of promises to persons who contributed campaign funds under the condition that if elected, the new superior would fire the police chief. When dismissed, some police chief executives simply are told that they are doing a fine job, but it is time for a change.

Even when reasons for dismissal are given, they often are vague. Interviews revealed that the following reasons have been used recently: "too popular with the troops," "too unpopular with the men," "too responsive to citizen demand," "not responsive to citizens," "too outspoken," or "too sedentary." This list is not exhaustive. In each instance, there may have been sufficient reason to terminate the police chief executive, but it was not made clear. It is impossible to guess why a police executive was terminated if he was told during a curt dismissal ceremony that, "You have been doing a good job."

The public, the police chief executive, and agency personnel should not have to guess the reasons for the termination of a police chief executive. They all have a right to know. They should have confidence that actions taken by governing bodies regarding public safety are based upon substantiated and documented facts. Only then can the public assess the qualities of all its servants, including the accused and the accusers.

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1. Administration Sub-Committee Meeting, May 13, 1977, Winnetka, Illinois.
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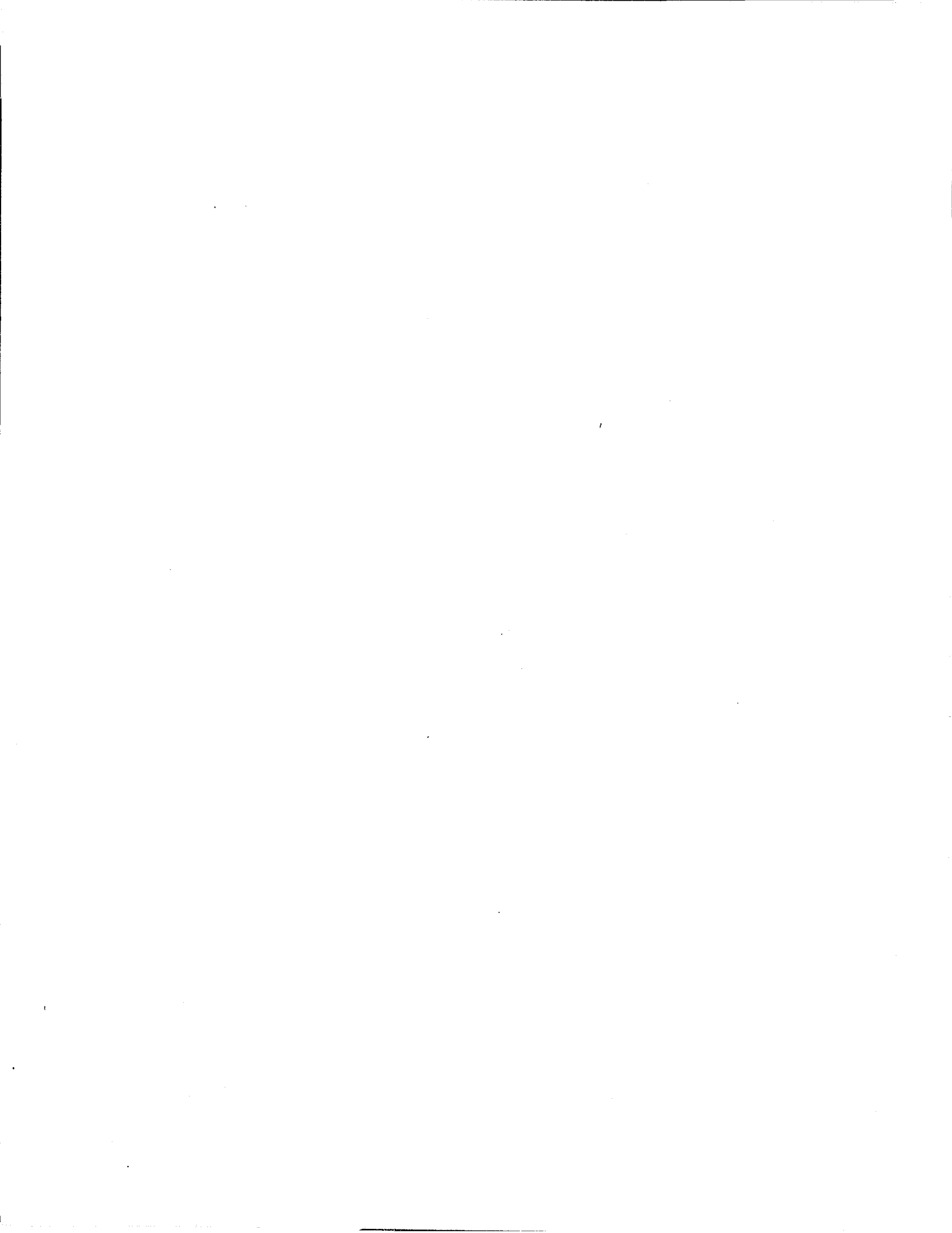
APPENDIXES A AND B

ACKNOWLEDGEMENTS

The Illinois Association of Chiefs of Police and the Standards and Goals Project Staff wish to thank the police chief executives and criminal justice practitioners who took the time to respond to these lengthy but important surveys.

We wish to acknowledge the role of Mr. Robert W. Jefferson, Chairman, Department of Marketing, Western Illinois University, Macomb, Illinois, for his role as consultant for computerization of the survey results and for his many excellent suggestions from which the project benefited.

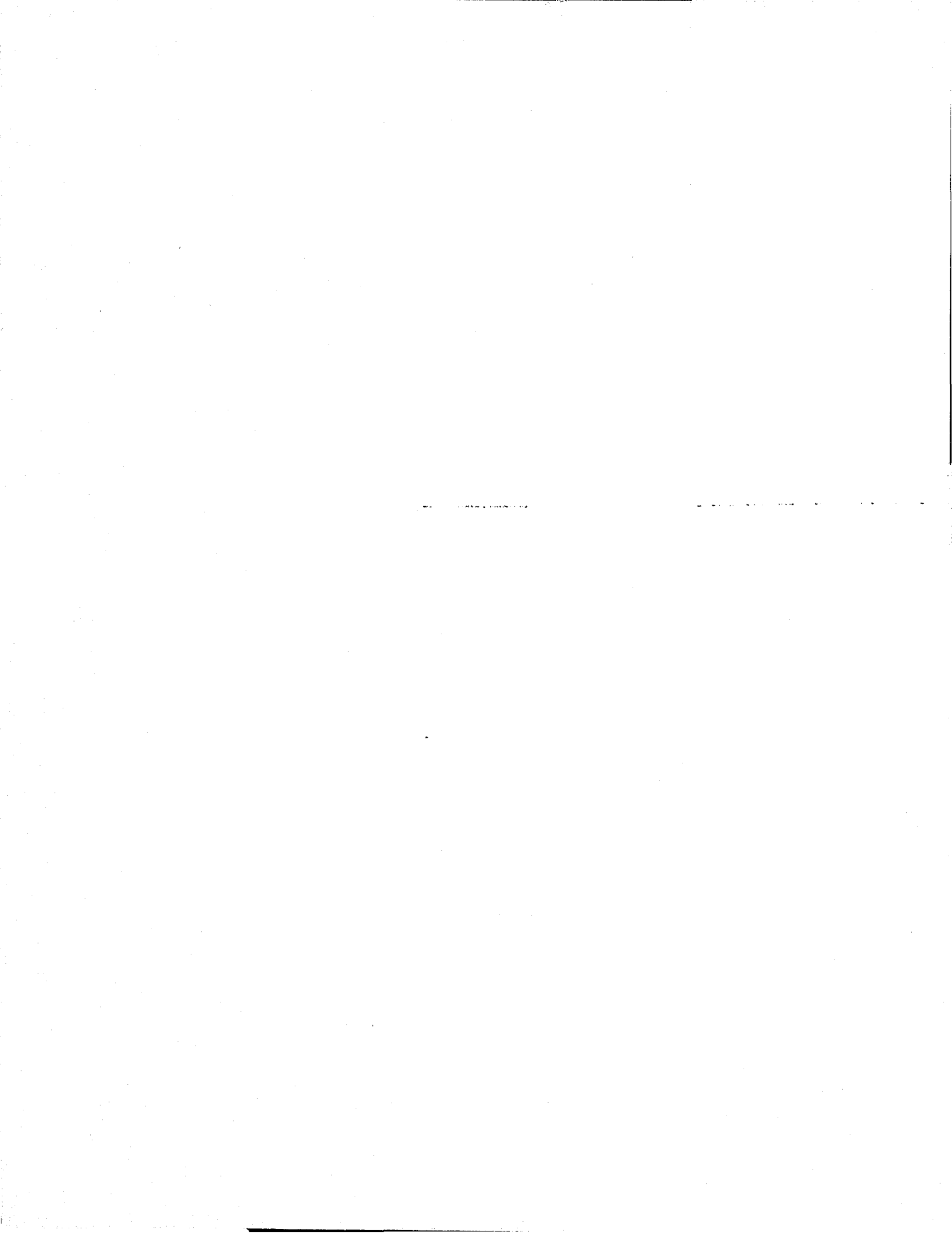
Additional acknowledgement is also made for the role played by Western Illinois University Law Enforcement Administration student interns, Marshall Frey and Lauren Hoge, for the long hours of hand tabulation and statistical compilation that was required.



Standards and Goals Committee Report

Illinois Association of Chiefs of Police





APPENDIX A

ILLINOIS ASSOCIATION OF CHIEFS OF POLICE
STANDARDS AND GOALS PROJECT

POLICE CHIEF EXECUTIVE SURVEY

SURVEY BACKGROUND

The Illinois Association of Chiefs of Police, Police Chief Executive Survey was conceived, developed and accomplished for the purpose of involving as many of the Illinois police chief executives in the Standards and Goals development process as possible. The survey provided a means of direct input in six areas of interest: Administration, Extra-Departmental Relations, Personnel, Operations, Support Services and Training. These areas were the areas of responsibility for six Sub-Committees. The data supplied by police chief executives assisted the Standards and Goals Committee deliberations.

The Police Chief Surveys were mailed by the project staff from their offices located in Winnetka, Illinois on December 3, 1976 and the returns were tabulated through January 4, 1977. The project staff mailed out survey instruments to 545 police chief executives out of 773 police departments in Illinois. The decision on which police chief executives received a survey form was based on mailing lists obtained by project staff and the Illinois Association of Chiefs of Police, Directory. Of these, 249 responses were obtained for an impressive 46% response, representing 1 out of every 3 police departments in Illinois.

QUESTIONNAIRE DESCRIPTION

The survey was divided into two parts. The first part asked for answers about the police chief executive's personal history and about his agency and what he did. The second part of the survey was designed to extract the views and opinions from Illinois police chief executives' specific input on 64 selected topical areas of interest contained in 6 general categories pertaining to police management and services.

Responses to the sixty-four topical areas was indicated by the use of a scale from one to seven. A response of seven indicated that in the police chief executives' view and opinion this area of police service was in need of immediate attention to develop Standards and/or Goals affecting existing practice and procedure. A response of one would indicate least need for improvement in present practice and thus no immediate development of standards and/or goals for Illinois. The consensus of all responses was presented and used by the Standards and Goals Sub-Committees in developing standards and goals for Illinois law enforcement.

SURVEY SUMMARY

Of importance is the fact that for the first time a consensus of opinion has been gathered on a broad range of issues by the Illinois police chief executives. This survey contains only responses of persons who were employed at the time of the survey as police chief executives. Thus the

document becomes extremely important to the Criminal Justice Practitioner, particularly those in police education, police training and to the Illinois Law Enforcement Commission and Criminal Justice Regional Planning Commissions.

SURVEY HIGHLIGHTS (N=243)

The most significant finds of the survey indicated:

The average police chief executive is 43 years old.

40% of the police chief executives advanced to the position from outside the agency.

Less than 42% of the police chief executives were in a command position, either Chief, Captain or Lieutenant, prior to their police chief executive position.

38% of the police chief executives were in a line position, either Sergeant or patrolman prior to their police chief executive position.

20% of the respondents became a police chief executive from a career position other than municipal law enforcement.

Average size of responding chief's department was 24 officers.

The areas in need of most immediate attention by the Standards and Goals Committee were Personnel and Training.

Of least immediate attention to the Standards and Goals Committee was Intelligence Operations.

Responses from sixty-seven of the 102 counties in Illinois were received.

Those counties from which 10 or more responses were derived:

<u>County</u>	<u># of Responses</u>	<u>% of Total Response</u>
Cook	52	21
DuPage	18	7
Lake	14	6
Madison	10	4
Kane	10	4
Will	10	4

The following presents the summary response to the survey questions by percentage (rounded to nearest whole number) where possible and actual numerical response when necessary.

1. Name of Respondent. Staff purposes only.
2. Age 43 (years).
3. Job Title of Present Position. 96% respondents had the official title of chiefs of police, remaining 4% had other titles.
4. In what type of an agency are you presently employed?

99.0%	(a) Local
.8%	(b) County
---	(c) State
---	(d) Federal
.2%	(e) Other
5. In what city and county is your agency located?
 - a) City: Staff purposes only
(write in the city)
 - b) County: 66% of Illinois counties represented
6. For how many years have you been employed in a law enforcement position? 16 years average
7. For what length of time have you been employed in your present position as Chief Executive? 6 years average
8. Indicate if you advanced to the Police Chief Executive position:

<u>63%</u>	(a) From within your present agency
<u>37%</u>	(b) From outside the agency
9. In what position were you employed immediately prior to your present position as Police Chief Executive?
 - a) (write in position/title)

Chief	18%
Captain	10%
Lieutenant	15%
Sergeant	18%
Patrolman	20%
Sheriff	3%
Other	15%
No Response	1%
 - b) 4 years
Number of years in this previous position
 - c) Responses not statistically significant
(Name of previous agency)

10. Indicate in which of the following agencies you were previously employed: (check one or more)

11% None	2% Federal
38% Local	14% Private/Civilian
10% County	17% Military
6% State	2% Other

334 responses to this question indicated that previous to the respondents present position, employment in another area of police work is the rule rather than the exception. Further, the multiple responses to this question indicates some PCE have a broad background in police service of a nature other than their present position.

11. Circle the Last Year of Formal Education Completed. Also, indicate any advanced degrees held or training received.

<u>Last Year of School Attended</u>	<u># Responses</u>	
Grade School	7	0
	8	4
High School	9	4
	10	3
	11	4
	12	97
College	1	24
	2	42
	3	19
	4	36
Graduate Degrees		
Master's		14
Doctorate		0
Law		0
Other		19

12. Please check to indicate if you have received instructions, or training, from any of the following: (check your response)*

19% FBI Academy
5% Southern Police Institute
6% Northwestern University Traffic Institute (Long-course, 9 months)
16% Professional Career Development Course
15% Other
39% No response

*(In case of multiple response the first response given was the only response tabulated due to key punch error.)

13. What is the approximate number of SWORN personnel employed in your agency for the following categories?

	COMMAND	STAFF	LINE SUPERVISORS	OPERATIONS	TOTAL PERSONNEL
Full-time personnel	1	2	5	20	24
Part-time personnel	-	-	-	-	8

(Responses represent averages)

14. What is the approximate number of CIVILIAN personnel employed in your agency for the following categories?

Full-time Personnel	# of Personnel
	8
Part-time Personnel	
	5

(Responses represent averages)

15. What is the title of the official or board responsible for selecting the Police Chief Executive?

Staff purposes only.

16. Please indicate the estimated percentage of your time which you spend annually on the duties involved in your position.

- a) 32 (% of time) Operations/Field Activities. (patrol, investigations, field supervision, direction of major field incidents)
- b) 10 (% of time) Direct Citizen Contact. (appearances before civic groups, crime prevention, news media relations....)
- c) 12 (% of time) Interaction With Local Officials. (corresponding meetings with mayor and/or council, intra-interdepartmental executive meetings)
- d) 31 (% of time) Internal Management. (discipline, internal reports, staff, conferences, employee matters, planning)
- e) 8 (% of time) Interaction with Other Criminal Justice Agencies. (judges, corrections, prosecutors, probation/parole, other Police Chief Executives)
- f) 4 (% of time) Other Duties. (please specify)
(3% of time unaccounted for by respondents)

PART II OF THE POLICE CHIEF SURVEY

Part II of the survey was designed to get the views and opinions about police management and services in the State of Illinois from police chief executives and to help determine what changes in existing practices will be required. The summary of these views and opinions were designed to be an invaluable tool

in the Standards and Goals Committee's efforts to develop recommendations for standards and goals.

Respondents were instructed to circle the number for each item which represents the importance of that item as an issue in developing standards and goals in each of the six categories.

For example:

Administration: (Need for Attention to:	<u>Least Important</u> (No action need- ed by S&G Com- mittee)			<u>Most Important</u> (Needs action by S&G Com- mittee)			
Policies	①	2	3	4	5	6	7
Procedures	1	2	3	4	5	6	⑦

<u>Category</u>	<u>Subject Area</u>	<u>Assigned Weight</u>
ADMINISTRATION	Procedures	5.2
	Employee Relations	5.1
	Policies	4.9
	Direct Citizen Contact	4.7
	Development of Organization	4.7
	Internal Discipline	4.7
	Fiscal Management Procedures	4.4
	Articulation of Police Role	4.4
	Guidelines on Discretion	4.2
	Internal Inspections	3.5
	Unusual Occurrences	3.3
PERSONNEL	Procedures	5.3
	Policies	5.1
	Recruitment and Selection	4.9
	Development and Promotion	4.8
	Educational Requirements	4.7
	Utilization	4.7
	Classification and Compensation	4.5
	Collective Bargaining	4.2
TRAINING	Police Training Academy	5.3
	In-service Training	5.1
	Legislative & Fiscal Assistance	5.1
	Procedures	5.0
	Program Development	4.9
	Criminal Justice Training Centers	4.9
	Policies	4.8
	Human Relations Training	4.8
	Mid-Management Training	4.7
	Length of Basic Training	4.6
	Specific Technical Training	4.6
	Inter-personnel Communications Training	4.5
	Instructor Certification	4.5
Training-Unusual Occurrences	4.2	

<u>Category</u>	<u>Subject Area</u>	<u>Assigned Weight</u>
OPERATIONS	Procedures	5.1
	Special Crime Tactical Forces	5.1
	Policies	5.0
	Patrol Improvements	5.0
	Juvenile Operation	4.9
	Intelligence Operations	4.4
	Criminal Investigation	4.2
	Need for Specialization	3.9
	Team Policing	3.8
	Vice Operations	3.5
Narcotics Operations	3.5	
SUPPORT SERVICES	Communications	5.1
	Information Systems	5.1
	Procedures	4.7
	Policies	4.6
	Crime Lab Evidence Technician	4.4
	Personal Equipment	4.4
	Transportation	4.2
	Property Systems	4.1
Detention Systems	4.1	
EXTRA-DEPARTMENTAL RELATIONS	Crime Prevention Service Coordination	4.9
	Development of Community Resources	4.8
	Professional Assistance	4.8
	Procedures	4.6
	Policies	4.5
	Crime Problem Identification	4.5
	Inter-Criminal Justice Agency Liaison	4.5
	Combined Police Services	4.2
	Community Physical Planning	4.1
	Diversion	3.6

The following depicts the subject areas receiving the highest mean score of all sixty-four subject areas and thus the ten areas most in need of immediate attention as an issue for Standards and Goals:

1. Personnel
 - Procedures 5.3
2. Training
 - Police Training Academy. 5.3
3. Administration
 - Procedures 5.2

4. Personnel	
Policies	5.1
4. Training	
In-Service Training	5.1
5. Operations	
Procedures	5.1
6. Administration	
Employee Relations	5.1
6. Training	
Legislative & Fiscal Assistance	5.1
7. Operations	
Special Crime Tactical Forces	5.1
8. Support Services	
Communication	5.1
8. Support Services	
Information Systems	5.1
9. Training	
Procedures	5.0
10. Operations	
Policies	5.0
10. Operations	
Patrol Improvements	5.0

APPENDIX B

ILLINOIS ASSOCIATION OF CHIEFS OF POLICE
STANDARDS AND GOALS PROJECT

ILLINOIS CRIMINAL JUSTICE SYSTEM SURVEY

SURVEY BACKGROUND

The Illinois Association of Chiefs of Police, Standards and Goals Project, Criminal Justice System Survey was conceived, developed and accomplished for the purpose of obtaining opinion and input from those persons within the State considered as employed in the "Criminal Justice System"; i.e., courts, corrections, probation, parole, public defenders, criminal justice education, law enforcement other than police chief executives and "others"--others being Criminal Justice Planners, Criminal Justice Associations and concerned citizen organizations.

The Criminal Justice System Surveys were mailed on December 3, 1976 from the Standards and Goals Project Office located in Winnetka, Illinois. The returned surveys were tabulated through January 4, 1977. The Criminal Justice System Survey mailing numbered 4,100 instruments to Criminal Justice Practitioners (CJP) throughout the entire State of Illinois. The response totalled 781 surveys returned. Surveys response totalled 19.6%. The survey distribution included all one hundred and two counties of the State. Responses from eighty counties were obtained for a 78% representation.

QUESTIONNAIRE DESCRIPTION

The survey was divided into two parts. First, questions were asked which provided information on the responding individuals. Information, such as the respondent's age, area of employment, length of career in criminal justice was obtained. This information provided comparison data with that obtained about police chief executives. The second part of the survey was designed to allow the Illinois Criminal Justice Practitioners to provide specific opinion input on sixty-four selected topical areas of interest contained in six general categories pertaining to police management and services. These six categories were Administration, Extra-Departmental Relations, Personnel, Operations, Support Services and Training. This section was identical to that given to police chief executives so that the data comparison could be made.

Individual responses to the sixty-four topical areas were indicated by the use of a scale from one to seven. A response of seven (7) indicated that in the CJP's view and opinion an area of police service was in need of immediate attention to develop standards and goals affecting existing practice or procedure. A response of one (1) would indicate least need for attention in present practice and thus no immediate development of standards and recommendations for an area.

A category of information was fashioned from the responses to Part II into an interpretation based on geographically representative State regions. An additional category of information was also compiled of responses by occupational grouping. This data hopefully provides an appreciation of how Illinois CJP's view police management and services on a number of different basis.

SUMMARY OF RESULTS

Geographically, the State was represented as a whole. The largest group of respondents was law enforcement personnel who were below the rank of police chief executive. Responses in every occupational grouping were of a measureable percentage except for Probation where only 1 person responded.

Results of this Survey were effected by method of computerization. Time and budget did not permit some of the data to be analyzed. For example, the data received discussing other career preparation in areas other than present employment. Further, some question formats did not lend themselves to the computerized method of information extraction. And, lastly, where percentages are presented some rounding has been employed.

SURVEY HIGHLIGHTS

The most significant findings of the Survey were: (N=781).

The CJP has been in his present position an average of 6 years.

The CJP has been in his present occupation an average of 10 years.

A breakout of the respondents by their respective employment indicates that:

<u>Area of Employment</u>	<u>% of Total Response</u>
1. Law Enforcement	52%
2. Courts	14%
3. Other	11%
4. Criminal Justice Education	7%
5. Corrections	7%
6. Public Defender	5%
7. Parole	4%
8. Probation	0%
9. No Response	0%

The education level of the CJP is 4 years of college.

The CJP believes the attitude of citizen toward support of the Criminal Justice System falls halfway between unfavorable and favorable.

Forty-six percent of CJP's had previous career training in another occupation.

The areas of police service most in need of immediate attention of development of standards and goals, as perceived by the CJP, were:

1. Recruitment and Selection of Personnel
2. Development and Promotion of Personnel
3. Criminal Investigation
4. Human Relations Training

Least immediate need:

1. Unusual Occurrences Administration
2. Vice Operations

Responses from 80 of Illinois 102 Counties were received.
Counties from which ten or more responses were received:

1. Cook	365	46.7% of total response
2. Kane	41	5.2% of total response
3. DuPage	32	4.0% of total response
4. Lake	24	3.0% of total response
5. Peoria	17	2.1% of total response
6. Will	16	2.0% of total response
7. St. Clair	11	1.4% of total response
8. Jackson	10	1.2% of total response
9. Sangamon	10	1.2% of total response

RESPONSES BY ITEM

As stated, Part I was developed to learn about those persons who are criminal justice practitioners (CJP). It was recognized early on that a semantic problem existed with respect to the CJP. Discussions touched on the CJP but no one person could articulate a commonly accepted definition for this phrase. While not attempting to develop a new universal definition for the CJP, for this report the definition of CJP is set by the response profile established by Part I. Their opinions on Police Service are represented in Part II.

The following is a presentation of the responses to the survey questions by percentage where possible and actual numerical response was necessary (N=781).

1. Please indicate your age: 40 years average.
2. Are you 97% Male?
2% Female?
1% No Response
3. Job title of your present position not computed .
Years in position? 6 years average.
4. In what county do you work? 78% of Illinois counties represented.
5. Indicate the area in which you are presently employed:
7% Correction
14% Courts
0% Probation
4% Parole
5% Public Defender
7% Criminal Justice Education
52% Law Enforcement
11% Other*

(Please specify)

*The area of "other" was provided for persons employed in criminal justice related professions, such as regional criminal justice planner, ILEC employee, employee of a not for profit criminal justice related private citizen organization.

6. How many years have you been employed in your present occupation? 10 years was average.

7. Indicate if previously employed in any of the following areas*:

- | | | | |
|------------------------------------|-----|---|-----------|
| a) Municipal Police Officer | 145 | Yes - If yes, length of employment? <u>6</u> years. | |
| | | No | Less than |
| b) County Police Officer | 71 | Yes - If yes, length of employment? <u>5</u> years. | |
| | | No | Less than |
| c) State Law Enforcement Officer | 49 | Yes - If yes, length of employment? <u>8</u> years. | |
| | | No | Less than |
| d) Federal Law Enforcement Officer | 40 | Yes - If yes, length of employment? <u>8</u> years. | |
| | | No | Less than |
| e) Military Police Officer | 87 | Yes - If yes, length of employment? <u>3</u> years. | |
| | | No | Less than |
| f) Private Security Officer | 75 | Yes - If yes, length of employment? <u>3</u> years. | |
| | | No | Less than |

*May include multiple response

8. Circle the last year of formal education completed: 4 years of college was the average. Of those holding Graduate Degrees: 12% had a Master's; 7% had a Doctorate; 20% had a Law and 6% listed "Other".

9. On the following scale, indicate the attitude of public citizens toward support of the Criminal Justice System (from your perspective). 3.5 was the average response.

	1 . 2 . 3 (X) 4 . 5 . 6 . 7	
Unfavorable attitude toward the Criminal Justice System		Favorable attitude toward the Criminal Justice System

10. Have you received career training in an area other than in your present field of employment?

46% Yes - If yes, what area(s)
54% No

11. In your work, how often does your organization interact with the following law enforcement agencies? (Total response may not total 781 due to no-response.)

Responses to the question are combined as follows:

	Municipal	County	State	Federal	Private Security
Daily-Monthly Contact	678	649	579	378	262
Almost No or No Interaction	42	90	154	333	432

12. In your position how often do you have personal interaction with individuals from the following law enforcement agencies?

Responses to the question are combined as follows:

	Municipal	County	State	Federal	Private Security
Daily-Monthly Contact	652	598	523	264	243
Almost No or No Interaction	72	144	216	441	455

13. Indicate the level and frequency of your personal contact with police personnel in your job.

Responses to the question are combined as follows:

	Command	Staff	Line Supervisor	Operations
Monthly/Daily	311	374	422	455
Weekly/Monthly	430	360	298	282
No Contact	139	49	96	115

Sixty-two percent of criminal justice practitioners had daily contact at the operations level but only 42% had daily contact at the command level.

In Part II of the CJP Survey, the CJP's views and opinions about police management and services in the State of Illinois were requested. This was to help determine what changes in existing practices were required. These opinions and views were an essential part of Standards and Goals planned efforts to develop recommendations for standards and goals.

Respondents were instructed to circle the number for each item which represents the importance of that item as an issue in developing standards and goals in each of the six categories.

For example:

Administration: (Need for Attention to:)	Least Important			Most Important			
	No action needed by S&G Committee)			(Needs action needed by S&G Committee)			
Policies	①	2	3	4	5	6	7
Procedure	1	2	3	4	5	6	⑦

The following is the median response to the 64 areas of interest in each of the 6 categories:

<u>ADMINISTRATION</u>	<u>Area Needing Attention</u>	
	Procedures	5.1
	Employee Relations	5.1
	Direct Citizen Contact	5.0
	Guidelines on Discretion	4.9
	Policies	4.8
	Articulation of Police Role	4.8
	Internal Discipline	4.7
	Development of Organization	4.6
	Fiscal Management Procedures	4.2
	Internal Inspections	4.1
	Unusual Occurrences	3.5
<u>PERSONNEL</u>	<u>Area Needing Attention</u>	
	Recruitment and Selection	5.6
	Development and Promotion	5.5
	Utilization	5.2
	Classification and Compensation	5.1
	Educational Requirements	5.1
	Procedures	5.0
	Policies	4.9
	Collective Bargaining	4.4
<u>TRAINING</u>	<u>Area Needing Attention</u>	
	Human Relations Training	5.3
	Procedures	5.2
	Inservice Training	5.2
	Police Training Academy	5.2
	Criminal Justice Training Centers	5.2
	Program Development	5.1
	Specific Technical Training	5.0
	Policies	4.9
	Inter-personnel Communications Training	4.9
	Legislative and Fiscal Assistance	4.8
	Instructor Certification	4.8
	Training--Unusual Occurrences	4.7
	Mid-Management Training	4.7
	Length of Basic Training	4.6

<u>OPERATIONS</u>	<u>Need for Attention to:</u>	
	Criminal Investigation	5.5
	Procedures	5.1
	Patrol Improvements	5.1
	Juvenile Operation	5.0
	Policies	4.9
	Narcotics Operations	4.9
	Need for Specialization	4.6
	Special Crime Tactical	
	Forces	4.6
	Team Policing	4.5
	Intelligence Operations	4.4
	Traffic Operation	4.1
	Vice Operations	4.0

<u>SUPPORT SERVICES</u>	<u>Need for Attention to:</u>	
	Information Systems	5.2
	Communications	5.1
	Crime Lab Evidence Technican	4.9
	Detention Systems	4.7
	Personal Equipment	4.7
	Procedures	4.6
	Policies	4.4
	Transporation	4.4
	Property Systems	4.2

<u>EXTRA-DEPARTMENTAL RELATIONS</u>	<u>Need for Attention to:</u>	
	Development of Community	
	Resources	5.2
	Crime Prevention Service	
	Coordination	5.2
	Inter-Criminal Justice	
	Agency Liaison	5.2
	Professional Assistance	5.1
	Crime Problem Identification	5.0
	Combined Police Services	4.9
	Policies	4.6
	Procedures	4.6
	Community Physical Planning	4.4
	Diversion	4.3

RESPONSE BY GEOGRAPHICAL REGION

A decision to make this document a true-working document was made early on the project. The purpose of this was to recognize the regional differences that exist in this State and to take them into account in the deliberations of the Standards and Goals Committee. Staff identified a source which had done the ground work to make this task possible. The overview to the Illinois Law Enforcement Commission's 1974 State Plan set forth the methodology. The following is edited excerpts from that document.

"A major new approach to plan development was followed by ILEC during 1973. Specifically, ILEC recognized that there are wide differences throughout the various communities of the state in population, specific crime problems, and the quality of criminal justice services. Therefore, for the purpose of more effective planning, ILEC divided the state into areas that have similar demographic characteristics and similar crime problems. These areas have been named Common Characteristics Groupings, or CCGs. The CCGs are based on U.S. Census Bureau classifications, Standard Metropolitan Statistical Areas (SMSAs). An SMSA consists of a county or group of counties containing at least one city (or two cities) having a population of 50,000 or more, plus adjacent counties which are metropolitan in character and are economically and socially integrated with a "central" city. There are seven complete SMSAs within Illinois (and two partial ones, with the balance of the metropolitan population living in Missouri or Iowa). From this census classification, ILEC has defined four CCGs: Chicago, Central Cities, Suburbs, and Non-Metropolitan areas. The Central Cities, the core cities within each SMSA in Illinois (except Chicago), are Peoria, Rockford, Decatur, Springfield, Champaign-Urbana, Bloomington-Normal, and Rock Island-Moline. Because of its unique character, Chicago constitutes a separate CCG. The Suburbs include the cities and counties surrounding the core cities within each SMSA. The rest of the state is classified as Non-Metropolitan. This last CCG includes 83 of the state's counties."

Modified Common Characteristic Groupings Used in Survey

Suburban Areas (counties)

Non-Metropolitan Areas

Rock Island
 Henry
 Winnebago
 Boone
 McHenry
 Lake
 Kane
 Cook
 DuPage
 Will
 Peoria
 Woodford
 Tazewell
 McLean
 Champaign
 Macon
 Sangamon
 Madison
 St. Clair

All other Counties

Modified Common Characteristic Groupings Used in Survey
"Continued"

<u>Central Cities</u>	<u>Non-Metropolitan Cities</u>
Bloomington/Normal	Carbondale
Champaign/Urbana	Danville
Decatur	DeKalb
East St. Louis	Freeport
Peoria	Galesburg
Rock Island	Kankakee
Rockford	Quincy
Springfield	

Following are a series of tables which provide the edited responses by CJP in the separate CCG.

TABLE #1
 Criminal Justice Practitioners
 in
 Suburban Areas
 Responses

This table depicts the response by category. The number to the right of the subject area indicates the weight given it by the CJP, based on a scale of 1-7, 7 indicating most in need of attention by the Standards and Goals Committee. For each category the two most in need of attention are indicated.

<u>Category</u>	<u>Subject Area</u>	<u>Assigned Weight</u>
ADMINISTRATION	Employee Relations	5.3
	Procedures	5.1
PERSONNEL	Recruitment & Selection	5.7
	Development & Promotion	5.6
TRAINING	In-Service Training	5.3
	Human Relations Training	5.3
OPERATIONS	Juvenile Operations	6.0
	Criminal Investigation	5.5
SUPPORT SERVICES	Information Systems	5.4
	Communication	5.2
EXTRA-DEPARTMENTAL RELATIONS	Crime Prevention Service Coordination	5.3
	Inter-Criminal Justice Agency Liaison	5.2

TABLE #2
 Criminal Justice Practitioners
 in
 Non-Metropolitan Areas
 Responses

This table depicts the response by category. The number to the right of the subject area indicates the weight given it by the CJP, based on a scale of 1-7, 7 indicating most in need of attention by the Standards and Goals Committee. For each category the two most in need of attention are indicated.

<u>Category</u>	<u>Subject Area</u>	<u>Assigned Weight</u>
ADMINISTRATION	Procedures	5.1
	Direct Citizen Contact	5.0
PERSONNEL	Recruitment & Selection	5.4
	Utilization	5.0
TRAINING	Police Training Academy	5.3
	Human Relations Training	5.2
OPERATIONS	Criminal Investigation	5.5
	Procedures	5.0
SUPPORT SERVICES	Personal Equipment	5.6
	Communications	4.9
EXTRA-DEPARTMENTAL RELATIONS	Development of Community Resources	5.2
	Professional Assistance	5.1

TABLE #3
 Criminal Justice Practitioners
 in
 Non-Metropolitan Cities
 Responses

This table depicts the response by category. The number to the right of the subject area indicates the weight given it by the CJP, based on a scale of 1-7, 7 indicating most in need of attention by the Standards and Goals Committee. For each category the two most in need of attention are indicated.

<u>Category</u>	<u>Subject Area</u>	<u>Assigned Weight</u>
ADMINISTRATION	Procedures	5.3
	Employee Relations	5.3
PERSONNEL	Recruitment & Selection	5.7
	Development & Promotion	5.5
TRAINING	Police Training Academy	5.6
	Program Development	5.2
OPERATIONS	Criminal Investigations	5.7
	Procedure	5.0
SUPPORT SERVICES	Information Systems	5.5
	Communication	5.4
EXTRA-DEPARTMENTAL RELATIONS	Inter-Criminal Justice Agency Liaison	5.5
	Crime Prevention Service	
	Coordination	5.2

TABLE #4
 Criminal Justice Practitioners
 in
 Central Cities
 Responses

This table depicts the response by category. The number to the right of the subject area indicates the weight given it by the CJP, based on a scale of 1-7, 7 indicating most in need of attention by the Standards and Goals Committee. For each category the two most in need of attention are indicated.

<u>Category</u>	<u>Subject Area</u>	<u>Assigned Weight</u>
ADMINISTRATION	Direct Citizen Contact	5.3
	Guidelines on Discretion	5.2
PERSONNEL	Recruitment & Selection	5.6
	Utilization	5.3
TRAINING	Human Relations Training	5.3
	Criminal Justice Training Centers	5.3
OPERATIONS	Criminal Investigations	5.4
	Policies	5.3
SUPPORT SERVICES	Information Systems	5.5
	Crime Lab Evidence Technician	4.9
EXTRA-DEPARTMENTAL RELATIONS	Development of Community Resources	5.6
	Inter-Criminal Justice Agency Liaison	5.5

TABLE #5
 Criminal Justice Practitioners
 in
 Suburban Areas
 Responses

This table depicts the response solely by Subject Area. Presented in decending order are the 10 Subject Areas felt most in need of attention by the Standards and Goals Committee as selected by the CJP who assigned a numerical weight to them, based on a scale of 1-7, 7 indicating most in need of attention.

<u>Subject Area</u>	<u>Assigned Weight</u>
Juvenile Operations	6.0
Recruitment & Selection	5.7
Development & Promotion	5.6
Criminal Investigation	5.5
Information Systems	5.4
Employee Relations	5.3
In-Service Training	5.3
Crime Prevention Service Coordination	5.3
Procedures--Operations	5.2
Inter-Criminal Justice Agency Liaison	5.2

TABLE #6
 Criminal Justice Practitioners
 in
 Non-Metropolitan Areas
 Responses

This table depicts the response solely by Subject Area. Presented in decending order are the 10 Subject Areas felt most in need of attention by the Standards and Goals Committee as selected by the CJP who assigned a numerical weight to them, based on a scale of 1-7, 7 indicating most in need of attention.

<u>Subject Area</u>	<u>Assigned Weight</u>
Personal Equipment	5.6
Criminal Investigations	5.5
Recruitment & Selection	5.4
Police Training Academy	5.3
Procedures--Training	5.2
In-Service Training	5.2
Human Relations Training	5.2
Development of Community Resources	5.2
Professional Assistance	5.1
Program Development	5.1

TABLE #7

Criminal Justice Practitioners
in
Non-Metropolitan Cities
Responses

This table depicts the response solely by Subject Area. Presented in decending order are the 10 Subject Areas felt most in need of attention by the Standards and Goals Committee as selected by the CJP who assigned a numerical weight to them, based on a scale of 1-7, 7 indicating most in need of attention.

<u>Subject Area</u>	<u>Assigned Weight</u>
Recruitment & Selection	5.7
Criminal Investigations	5.7
Police Training Academy	5.6
Development & Promotion	5.5
Information Systems	5.5
Inter-Criminal Justice Agency Liaison	5.5
Procedures--Personnel	5.4
Utilization--Personnel	5.4
Educational Requirements	5.4
Communications	5.1

TABLE #8

Criminal Justice Practitioners
in
Central Cities
Responses

This table depicts the response solely by Subject Area. Presented in decending order are the 10 Subject Areas felt most in need of attention by the Standards and Goals Committee as selected by the CJP who assigned a numerical weight to them, based on a scale of 1-7, 7 indicating most in need of attention.

<u>Subject Area</u>	<u>Assigned Weight</u>
Recruitment & Selection--Personnel	5.6
Development of Community Resources	5.6
Inter-Criminal Justice Agency Liaison	5.5
Information Systems	5.5
Criminal Investigations	5.4
Direct Citizen Contact	5.3
Utilization--Operations	5.3
Criminal Justice Training Centers	5.3
Human Relations Training	5.3
Policies--Operations	5.3

Response by Career Grouping

Computerization of the survey responses enabled project staff to extract data based on the career area indicated by the respondent as being the area of present employment.

Based on the responses to the 64 subject areas in the 6 categories a list was compiled. This list indicates what Criminal Justice Practitioners in a specific career group perceives as the 10 subject areas most in need of immediate attention and the 10 subject areas least in need of attention of change in present practice and/or procedure through standards and goals. Of the 8 career areas represented only responses of 7 of these are presented. The eighth area was comprised of only one response and, thus, not presented. The 7 responses are indicated on tables 9 through 15.

TABLE #9

CAREER GROUP RATING OF SUBJECT AREA BY CRITERIA OF IMMEDIACY

Law Enforcement

N = 380

(1 - 7 point scale)

(1 = low 7 = high)

10 Subject Areas in Most Need of Standards and Goals Development

Average Scale Value

Human Relations Training	6.92
Development and Promotion	5.79
Recruitment and Selection	5.67
Criminal Investigation	5.66
Guidelines on Discretion.	5.63
Information Systems	5.55
Employee Relations	5.49
Communications	5.46
Inter-Criminal Justice Agency Liaison	5.42
Police Training Academy	5.35

10 Subject Areas in Least Need of Standards and Goals Development

Unusual Occurrences	3.59
Internal Inspections	3.77
Traffic Operation	4.08
Diversion	4.14
Property Systems	4.21
Vice Operations	4.21
Policies (Support Services)	4.32
Policies (Extra-Departmental Relations)	4.34
Fiscal Management Procedures	4.42
Procedures (Support Services)	4.45

TABLE #10
CAREER GROUP RATING OF SUBJECT
AREA BY CRITERIA OF IMMEDIACY

Courts Respondents

N= 87
 (1 - 7 point scale)
 (1 = low 7 - high)

<u>10 Subject Areas in Most Need of Standards and Goals Development</u>	<u>Average Scale Value</u>
Criminal Investigation	5.72
Articulation of Police Role	5.68
Recruitment and Selection	5.48
Human Relations Training	5.41
Specific Technical Training	5.34
Criminal Justice Training Centers	5.34
Educational Requirements	5.32
Police Training Academy	5.27
Procedures--Training	5.26
Crime Prevention Service Coordination	5.24

<u>10 Subject Areas in Least Need of Standards and Goals Development</u>	
Collective Bargaining	2.86
Unusual Occurrences	3.32
Fiscal Management Procedures	3.54
Classification and Compensation	3.76
Patrol Improvements	3.79
Legislative and Fiscal Assistance	3.96
Development of Organization	4.0
Transportation	4.02
Traffic Operation	4.03
Community Physical Planning	4.10

TABLE #11
CAREER GROUP RATING OF SUBJECT
AREA BY CRITERIA OF IMMEDIACY

Other Groups

N = 73
 (1 - 7 point scale)
 (1 = low 7 = high)

<u>10 Subject Areas in Most Need of</u> <u>Standards and Goals Development</u>	<u>Average</u> <u>Scale Value</u>
Development and Promotion	6.15
Guidelines on Discretion	5.69
Crime Prevention Service Coordination	5.67
Criminal Investigations	5.59
Recruitment and Selection	5.55
In-service Training	5.54
Human Relations Training	5.54
Unusual Occurrences	5.51
Development of Community Resources	5.50
Crime Problem Identification	5.49
<u>10 Subject Areas in Least Need of</u> <u>Standards and Goals Development</u>	
Specific Technical Training	3.15
Collective Bargaining	3.57
Unusual Occurrences	3.69
Vice Operations	4.04
Fiscal Management Procedures	4.15
Property Systems	4.26
Instructor Certification	4.31
Traffic Operation	4.36
Internal Inspections	4.40
Transportation	4.45

TABLE #12

CAREER GROUP RATING OF SUBJECT
AREA BY CRITERIA OF IMMEDIACY

Corrections Respondents

N = 50
(1 - 7 point scale)
(1 = low 7 = high)

10 Subject Areas in Most Need of
Standards and Goals Development

Average
Scale Value

Development of Community Resources	5.75
Human Relations Training	5.65
Procedures--Training	5.62
Development and Promotion	5.61
Employee Relations	5.56
Crime Prevention Service Coordinator	5.45
Professional Assistance	5.44
Policies--Training	5.42
Procedures--Administration	5.40
Program Development	5.40
Juvenile Operations	5.40

10 Subject Areas in Least Need of
Standards and Goals Development

Length of Basic Training	2.55
Unusual Occurrences	4.04
Traffic Operations	4.16
Property Systems	4.33
Intelligence Operations	4.36
Vice Operations	4.38
Special Crime Tactical Forces	4.48
Personal Equipment	4.6
Need for Specialization	4.6
Unusual Occurrences	4.6

TABLE #13
CAREER GROUP RATING OF SUBJECT
AREA BY CRITERIA OF IMMEDIACY

Criminal Justice Education

N = 49
 (1 - 7 point scale)
 (1 = low 7 = high)

<u>10 Subject Areas in Most Need of Standards and Goals Development</u>	<u>Average Scale Value</u>
Human Relations Training	5.86
Criminal Justice Training Centers	5.71
Recruitment and Selection	5.67
Educational Requirements	5.42
Development of Community Resources	5.38
Guidelines on Discretion	5.38
Procedures--Operations	5.33
Policies--Operations	5.29
Crime Prevention Service Coordinator	5.28
Articulation of Police Role	5.26
<u>10 Subject Areas in Least Need of Standards and Goals Development</u>	
Intelligence Operations	3.44
Vice Operations	3.56
Personal Equipment	3.6
Unusual Occurrences	3.6
Transportation	3.62
Traffic Operation	3.63
Property Systems	3.78
Special Crime Tactical Forces	3.79
Community Physical Planning	3.84
Collective Bargaining	3.84

TABLE #14
CAREER GROUP RATING OF SUBJECT
AREA BY CRITERIA OF IMMEDIACY

Public Defenders

N= 32
 (1 - 7 point scale)
 (1 = low 7 = high)

<u>10 Subject Areas in Most Need of</u> <u>Standards and Goals Development</u>	<u>Average</u> <u>Scale Value</u>
Specific Technical Training	6.25
Juvenile Operation	6.23
Recruitment and Selection	6.0
Program Development	6.0
Development of Community Relations	5.64
Guidelines on Discretion	5.63
Criminal Investigation	5.62
Direct Citizen Contact	5.58
Human Relations Training	5.58
Educational Requirements	5.35
<u>10 Subject Areas in Least Need of</u> <u>Standards and Goals Development</u>	
Intelligence Operations	2.64
Fiscal Management Procedures	2.74
Vice Operations	2.76
Unusual Occurrences	3.0
Collective Bargaining	3.03
Development of Organization	3.30
Personal Equipment	3.5
Transportation	3.5
Legislative and Fiscal Assistance	3.58
Special Crime Tactical Forces	3.69

TABLE #15
CAREER GROUP RATING OF SUBJECT
AREA BY CRITERIA OF IMMEDIACY

Parole

N = 32
 (1 - 7 point scale)
 (1 = low 7 = high)

<u>10 Subject Areas in Most Need of Standards and Goals Development</u>	<u>Average Scale Value</u>
Inter-Criminal Justice Agency Liaison	6.28
Guidelines on Discretion	6.28
Development and Promotion	6.0
Professional Assistance	5.92
Development of Community Resources	5.89
Recruitment and Selection	5.88
Classification and Compensation	5.83
Combined Police Services	5.76
Procedures--Administration	5.72
Procedures--Extra-Departmental Relations	5.71
<u>10 Subject Areas in Least Need of Standards and Goals Development</u>	
Unusual Occurrences	2.70
Vice Operations	3.4
Internal Inspections	4.08
Traffic Operation	4.08
Fiscal Management Procedures	4.24
Property Systems	4.30
Transportation	4.39
Intelligence Operations	4.4
Development of Organization	4.48
Personal Equipment	4.50

APPENDIX C

PUBLIC OPINION SURVEY ON POLICE IN ILLINOIS

ACKNOWLEDGEMENTS

The Illinois Association of Chiefs of Police would like to thank those citizens of Illinois who cared enough to take the time to participate in the Survey. Our thanks and gratitude goes out to David R. West, Secretary-Manager, Illinois Press Association, who made this Survey possible. We are also indebted to all the member-newspaper editors who rendered an important public service by providing the space in their papers for the Survey.

SURVEY BACKGROUND

In December 1976, Mr. David West and the Illinois Press Association distributed to the Press Association members a thirteen question Public Opinion Survey. The Survey, developed by the Standards and Goals Project Staff of Illinois Association of Chiefs of Police, appeared in 125 newspapers in 68 of the 102 Illinois counties as a public service for the Illinois Association of Chiefs of Police. The publication of the Survey spanned approximately six weeks, from the end of December, 1976 to the first week of February, 1977. The Survey results were then hand tabulated by Staff interns from Western Illinois University's Law Enforcement Program.

The Illinois Association of Chiefs of Police had hoped to obtain a sufficient response for a valid data base. Unfortunately, from the entire state, responses totalled only 576, representing less than six responses from each newspaper, an insufficient data base for conclusive direction. Nevertheless, the Staff of the Project did a thorough analysis of responses received and concluded that there were some significant indicators which should be brought to the attention of the Standards and Goals Committee and Law Enforcement administrators in the State. The Project Staff, therefore, tabulated data to reflect, as accurately as possible, the consensus of opinions expressed by 576 respondents.

SURVEY DESCRIPTION

The purpose of the Survey was to provide the citizens of Illinois an opportunity to give input into the Standards and Goals development process. It was recognized that time and distance limitations on the average citizen prohibits active participation in the Standards and Goals process. Thirteen questions were developed to allow the citizen to express his opinion on local police services and indicate areas where, in his perception, improvements are needed.

Further, they were asked with the qualification that they answer, "Considering only the police agency serving your community or area." As a result, all responses primarily were focused on municipal or county police agencies.

Ten questions regarding various aspects of the police agency serving the respondent were asked. Answers to the questions were structured, so as to be, Excellent, Very Good, Good, Fair, Poor, Don't Know or No Opinion. As a built in check on the ten questions concerning evaluation of the police agency, the respondent was asked to indicate what their police agency did best and what their police agency needed most improvement in.

The respondent was asked two additional questions. First, the nature of contact with police was asked. The second inquired as to the responsibility of citizens to report crime.

SURVEY HIGHLIGHTS

The total numerical response to the Survey was 576. The results, however, are based on 564 response, the total submitted to Staff at the time of tabulation.

N= 564

70 of 102 Illinois counties represented.

61% Rated the quality of their police agency administration from excellent to fair.

71% Rated overall performance of their police agency from excellent to fair.

64% Rated the quality of training of their police agency from excellent to fair.

62% Rated the quality of personnel of their police agency from excellent to fair.

61% Rated the relationship with individual citizens and their police agencies from excellent to fair.

54% Rated use of manpower of their police agency from excellent to fair.

55% Rated crime prevention activities of their police agency from excellent to fair.

59% Rated pay and benefit programs of their police agency from excellent to fair.

41% Rated responsiveness to citizen suggestions by their police agency from excellent to fair.

57% Rated overall reputation in the community of their police agency from excellent to fair.

The alternative answers of Poor and Don't Know or No Opinion comprises the remaining percent in each of the above cases.

In response to Question #11, 528 of the respondents felt a definite responsibility to report information, criminal activity and crime to police, while 23 responded negatively and 13 with no answer.

Respondents to Question #13 indicated contact with the police has been:

None.....	70
Receiving a Traffic Ticket.....	105
In Response to an Auto Accident.	27
As a Victim of a Crime.....	129
Other.....	355
No Answer.....	19

746 Contact with Police = 1.3 Contacts per Total Respondents

In Question #12, a majority of respondents indicated that their agency tended to do a good job in the areas of responding to calls for service, patrolling, traffic control, crime solving and public relations.

Individual citizen relations was cited most often as needing improvement, recognized as critical even by those who were satisfied with police service in this area. It was indicated through the written comments that the citizen was asking for an improvement in the "one-on-one" contact he has with the police. The citizen wants police who appear approachable, open, friendly or willing to listen. A significant portion of this need centered on youth-police relations. While several comments indicated the police were too harsh with youths, analysis of comments would strongly suggest that there is--in many cases--a significant schism between the community's perception of behavioral standards for youth and the police department's perception of youth standards. Another consistent concern of respondents was the need for improvement selection, training and promotion of police personnel. Coupled with this concern was a perceived need for better selection and training of Law Enforcement administrators.

Among the many comments added to the questionnaire, a significant number of them stated similiar themes. These themes might be defined as police actions which irritate or anger some members of the general public. While some of the comments undoubtedly are reflective of poor police habits, it is reasonable to infer that a significant number of them indicate an uninformed public as to basic police procedures. Primarily, the most resentment was generated by police behavior which citizens inferred to be non-productive or "Loafing on the job". The number of comments strongly indicates the need for police administrators to upgrade the public understanding of the police function and to create viable and effective methods of maintaining day-to-day communications with members of the community.

Although the citizen Survey fell far short of producing a statistically valid result, the Project Staff is very pleased with the fact that some citizens took time to fill in the questionnaire and give their insight and opinions on their police. Their input has been considered in the Standards and

Goals Project and reflected in the decision making process of this most important work. The Illinois Association of Chiefs of Police and the Staff of the Standards and Goals Project are sincerely grateful to Mr. West and the Illinois Press Association for the very real service which they have provided to the people of Illinois and their Law Enforcement administrators.

ADDITIONAL DATA

Accompanying this summary are two tables. Table I is a presentation of the numerical responses to each question with the exception of Question #12. Table II is an alphabetized listing of those newspapers which published the Public Opinion Survey.

TABLE I

NUMERICAL BREAKDOWN OF RESPONSES TO THE PUBLIC OPINION SURVEY ON POLICE IN ILLINOIS

Presented in this section of the Appendix is the numerical display of the responses to the Public Opinion Survey. Appearing earlier in this Appendix was a percentage representation of combined numerical responses rankings. It is necessary, therefore, to display the actual numerical responses to the questions.

Once again, in examining these responses it must be kept in mind that the responses are meant as direction toward areas in need of examination or evaluation for the development of Standards and Goals rather than a reflection of the "Status quo".

Respondents were further asked to consider only the police agencies directly serving them when stating opinions or offering suggestions.

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	<u>EXCELLENT</u>	<u>VERY GOOD</u>	<u>GOOD</u>	<u>FAIR</u>	<u>POOR</u>	<u>DON'T KNOW OR NO OPINION</u>	<u>NO ANSWER</u>
1. Quality of administration?	72	93	81	99	174	45	-
2. Overall performance?	52	103	117	127	157	8	-
3. Quality of training?	68	82	119	92	102	93	8
4. Quality of personnel?	62	90	118	136	138	18	2
5. Relationship with individual citizens?	63	92	89	101	199	17	3
6. Use of manpower?	44	63	88	112	200	53	4
7. Crime prevention activities?	35	78	77	123	197	46	8
8. Pay and benefits program?	91	77	109	56	54	168	9
9. Responsiveness to citizen suggestions?	35	56	61	81	238	86	7
10. Overall reputation in the community?	54	84	92	94	225	11	4
11. Do you believe you have a personal responsibility to report information, criminal activity and crime to the police?							
	<u>YES</u>	<u>NO</u>	<u>NO ANSWER</u>				
	528	23	13				
13. Your contact with police has been:							
None		70					
Receiving a traffic ticket		105					
In response to an auto accident		87					
As a victim of a crime		129					
Other		355					
No answer		19					

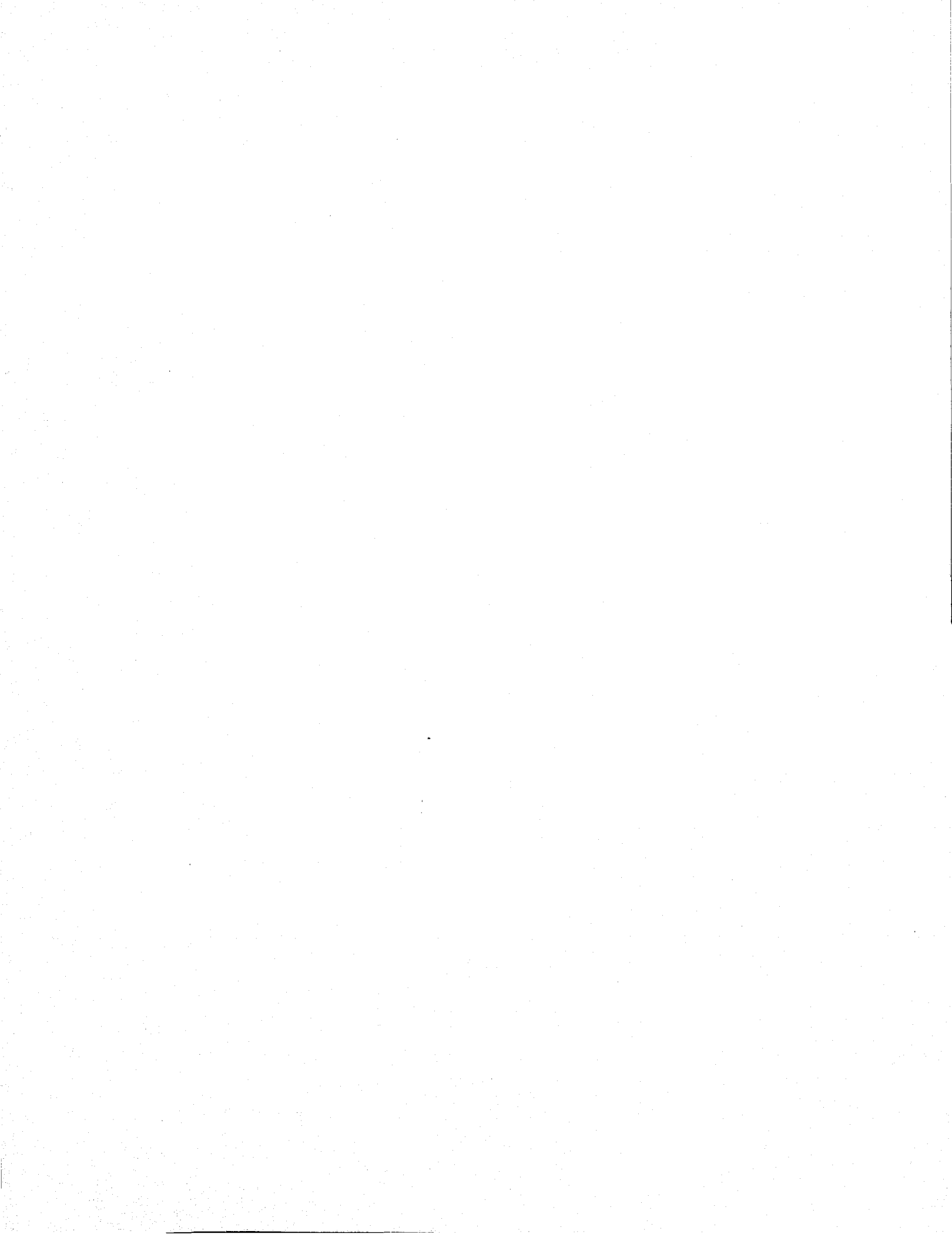


TABLE II
 NEWSPAPERS PRESENTING THE PUBLIC
 OPINION SURVEY ON POLICE IN ILLINOIS

One-hundred and twenty-five Illinois newspapers presented the Public Opinion Survey in their papers as a public service. This service provided the public an opportunity to have valuable input into a process whose outcome may have lasting affects on their daily lives. The newspapers are listed alphabetically followed by the name of the area and the date the Survey appeared.

<u>NEWSPAPER</u>	<u>AREA</u>	<u>DATE PUBLISHED</u>
Advocate	Wilmington	01-05-77
Advocate West	Salem	01-12-77
American	Bethalto	01-06-77
Antioch Reporter	Grayslake	01-06-77
Argus	Abingdon	12-30-76
Auburn Citizen	Auburn	01-13 & 21-77
Banner	St. Elmo	01-12-77
Bee	New Berlin	02-04-77
Blade	Fairbury	01-06-77
Bureau Co. Republican	Princeton	12-30-76
Bureau Valley Chief	Tiskilwa	01-06-77
Byron Tempo	Byron	01-12 & 14-77
Calhoun Herald		01-20-77
Carrol Co. Review	Thomson	01-27-77
Chatham Clarion	Chatham	01-14-77
Chronicle	Batavia	01-12 & 21-77
Courant	Coal City	01-05-77
Courier	Bigson City	01-06-77
Daily American	West Frankfort	12-28-76
Daily Chronicle	DeKalb	01-03-77
Daily Ledger	Canton	01-05-77
Daily News-Record	Flora	12-28-76
Daily Record	Lawrenceville	01-05-77
Daily Times-Press	Streator	01-04-77

<u>NEWSPAPER</u>	<u>AREA</u>	<u>DATE PUBLISHED</u>
Democrat News	Jerseyville	01-10-77
Des Plaines Journal	Des Plaines	01-06-77
Dewitt County Observer	Clinton	12-30-76
Dispatch Times	Mendon	12-30-76
Divernon News	Divernon	01-14 & 21-77
Elm Leaves	Elmwood Park	02-09-77
DuPage Co. Star	DuPage County	01-07-77
Enterprise	Pulaski Mounds	12-29-76
Examiner	Winfield	01-05-77
Fairview Heights Tribune	Fairview Heights	01-06-77
Fremont Patriot	Grayslake	01-06-77
Forest Leaves	Forest	01-26-77
Fox Lake Press	Grayslake	01-06-77
Frontier Enterprise	Lake Zurich	01-06-77
Gayette	Durand	01-14-77
Gurnee Press	Greyslake	01-06-77
Herald	Collinsville	12-28-76
Herald	Franklin Park	02-09-77
Herald	Harvard	01-14-77
Herald	Mascoutah	01-05-77
Herald	Maywood	02-09-77
Herald	Northlake	02-10-77
Illinois Farmer	Lena	01-12-77
Illinoisian-Star	Beardstown	01-04-77
Journal	Farmer City	12-30-76
Journal	Gulf Miles	01-06-77
Journal	LeRoy	01-06-77
Lake Villa Record	Lake Villa	01-06-77
Leader	Vandalia	12-30-76
Leaves	Oak Forest	02-09-77
Ledger	Oswego	12-30-76
Ledger	Steeleville	12-31-76
Leyden Star-Sentinel	Leyden	01-05-77
Life	Berwyn	12-31-76
Livingston Reporter	Livingston	01-20-77

<u>NEWSPAPER</u>	<u>AREA</u>	<u>DATE PUBLISHED</u>
Menard Co. Review	Greenview	12-31-76
Planet	Metropolis	01-06-77
Metropolitan	Bolingbrook	01-06-77
Minonk News-Dispatch	Minonk	01-06-77
Monee Monitor	Monee	01-05-77
The Champaign-Urbana News Gazette	Champaign-Urbana	01-07-77
News Republican	Henry	12-29-76
News Sentinel	Whitesides	01-05-77
Niles Journal	Niles	01-06-77
North Chicago Tribune	North Chicago	01-06-77
Oak Leaves	Oak Park	02-24-77
Oracle	Oblong	01-05-77
Pana News	Pana	01-03-77
Park Forrest South Post	Park Forrest South	01-05-77
Pawnee Post	Pawnee	01-14-77
Peotone Vedette	Peotone	01-05 & 06-77
Piatt-County Journal- Republic	Monticello	12-30-76
Progress-Reporter	Momence	02-24-77
Putnam Co. Record	Granvill	01-06-77
Record	Plano	01-13-77
Record	Roodhouse	01-06-77
Record	Yorkville	01-13-77
Record-Herald	Arcola	01-06-77
Region News	Mt. Zion	01-20-77
Register	Palatine	01-05-77
Register	Riverton	01-05-77
Reporter	Mendota	12-29-76
Republic	Geneseo	12-31-76
Republican News	Marengo	01-05-77
Park Forest Review	Park Forrest	01-05-77
Rocton Hearald	Rockton	01-12 & 14-77
Rochester Times	Rochester	01-14-77
Round Lake News	Grayslake	01-06-77

<u>NEWSPAPER</u>	<u>AREA</u>	<u>DATE PUBLISHED</u>
Scope	Davis	01-14-77
South West News Herald	Chicago	01-13-77
Sparata-News-Plaindealer	Sparta	12-30-76
Star	Chicago Heights	01-06-77
Star	Heyworth	01-27-77
Star	Hazel Crest	01-06-77
Star	Homewood	01-06-77
Star	Matteson	01-06-77
Star	Park Forrest South	01-06-77
St. Charles Chronicle	St. Charles	01-12-77
Steger News	Steger	01-05-77
Suburban Progress	Chicago	01-06-77
Suburban Progress	Schiller Park	01-13-77
Sun	Naperville	01-06-77
Sun	Williamsville	01-05-77
The Herald	Melrose Park	01-26-77
The Press Reporter	Momence	01-13-77
The Quill	Stronghurst	12-29-76
Trenton Sun	Trenton	12-29-76
Times	Grayslake	01-06-77
Times	Morrisville	01-06-77
Times	Okawville	12-30-76
Times Journal	Savanna	12-30-76
Tri-City Register	Buffalo	01-05-77
Village News	Medinah	01-06--7
Warren-Newport Press	Grayslake	01-06-77
Waterloo Republican	Waterloo	01-26-77
Waterloo Times	Waterloo	01-06-77
Weekly News	Elizabeth	01-05-77
West Proviso Herald	Bellwood	02-09-77
Winnebago News	Winnebago	01-12 & 14-77
Wauconda Leader	Wauconda	01-06-77

APPENDIX D

STANDARD APPLICABILITY, TIME FRAME AND
FUNDING STATEMENT

KEY TO TABLE TERMINOLOGY

- * Implementation time frame, Initiate category "Other" indicates that the police chief executive must use his discretion based on existing conditions within his agency as to when to initiate his standards and goals program.
- ** Implementation time frame, Completion category "Other" where not specifically indicated is defined as not later than the fifth year following program initiation.
- *** "Other" funding sources indicates those non-traditional sources of financial assistance. For example, a grant from a large cooperation, gift from industry or monetary support from private citizens or group of citizens in the community.

The majority of recommendations do not appear on the Table because the Standards and Goals Committee defined recommendations as less directive in nature and implementation was a matter for the individual agency.

STANDARD APPLICABILITY, TIME FRAME AND
FUNDING STATEMENT

ILLINOIS STANDARD NUMBER	APPLICABILITY				IMPLEMENTATION TIME FRAME						FUNDING SOURCES				
	METRO	SUBURBAN	RURAL	STATEWIDE	INITIATE		COMPLETION				LOCAL	STATE	FEDERAL	OTHER ***	NONE REQUIRED
					IMMEDIATE	OTHER *	ONE YEAR	TWO YEARS	ONGOING	OTHER **					
1.1				X	X		X							X	
1.2				X	X		X							X	
1.3				X	X		X							X	
1.4				X	X		X				X	X	X		
1.5				X	X		X							X	
1.6				X	X		X		X		X				
1.7				X	X		X		X					X	
2.1				X	X		X		X					X	
2.2				X	X				X					X	
2.3				X	X				X					X	
3.1				X	X				X		X	X	X		
3.2				X	X						X	X	X		
3.3				X	X				X					X	
3.4				X	X				X		X		X		
3.5				X	X				X		X	X			
3.6				X					X				X		
3.7				X	X				X					X	
4.1				X	X				X		X	X	X		
4.2				X	X									X	
4.3			X	X	X	X								X	

STANDARD APPLICABILITY, TIME FRAME AND FUNDING STATEMENT

ILLINOIS
STANDARD
NUMBER

ILLINOIS STANDARD NUMBER	APPLICABILITY				IMPLEMENTATION TIME FRAME					FUNDING SOURCES				
	METRO	SUBURBAN	RURAL	STATEWIDE	INITIATE		COMPLETION			LOCAL	STATE	FEDERAL	OTHER ***	NONE REQUIRED
					IMMEDIATE	OTHER *	ONE YEAR	TWO YEARS	ONGOING					
4.4				X	X				X					X
4.5				X	X				X		X			
5.1				X	X				X		X	X	X	
5.2				X	X					5 yrs	X	X	X	
5.3				X	X				X		X	X	X	
5.4				X	X			X			X		X	
5.5				X	X				X		X	X	X	
5.6				X	X			X			X	X		
5.7				X	X				X		X			
5.8				X	X				X					X
5.9				X	X				X					X
6.1				X	X				X		X	X	X	
6.2				X	X				X					X
6.3				X	X				X					X
6.4				X	X				X		X	X	X	
7.1			X	X	X				X		X			
7.2				X	X			X	X		X			
7.3				X	X				X	X	X			
8.1				X		X			X		X		X	
8.2				X	X				X					X

STANDARD APPLICABILITY, TIME FRAME AND
FUNDING STATEMENT

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ILLINOIS STANDARD NUMBER	APPLICABILITY				IMPLEMENTATION TIME FRAME						FUNDING SOURCES				
	METRO	SUBURBAN	RURAL	STATEWIDE	INITIATE		COMPLETION				LOCAL	STATE	FEDERAL	OTHER***	NONE REQUIRED
					IMMEDIATE	OTHER*	ONE YEAR	TWO YEARS	ONGOING	OTHER**					
8.3				X	X			X				X	X		
8.4				X	X		X								X
8.5				X	X					X		X	X	X	
8.6				X	X					X					X
8.7				X	X					X		X	X	X	
8.8				X	X					X		X	X		
8.9				X	X					X		X	X		
8.10				X	X					X		X		X	
9.1				X	X										X
9.2				X	X					X		X			
9.3				X	X			X				X	X		
9.4				X	X			X							X
10.1				X	X					X		X	X	X	
10.2				X	X					X		X	X		
10.3				X	X		X			X		X			
11.1				X	X					X	18 mo.	X	X	X	
11.2				X	X					X		X			
11.3				X								X			
11.4				X	X			X				X	X		
11.5				X	X		X	X				X			

STANDARD APPLICABILITY, TIME FRAME AND FUNDING STATEMENT

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ILLINOIS STANDARD NUMBER	APPLICABILITY				IMPLEMENTATION TIME FRAME						FUNDING SOURCES				
	METRO	SUBURBAN	RURAL	STATEWIDE	INITIATE		COMPLETION				LOCAL	STATE	FEDERAL	OTHER ***	NONE REQUIRED
					IMMEDIATE	OTHER *	ONE YEAR	TWO YEARS	ONGOING	OTHER **					
11.6				X	X			X	X		X	X			
11.7				X	X		X				X	X			
12.1				X	X				X		X	X			
12.2				X	X				X		X	X	X		
12.3				X	X				X		X	X			
12.4				X	X				X		X	X			
12.5				X		X		X	X		X	X	X		
12.6				X	X			X	X		X	X			
12.7				X	X				X		X	X			
13.1				X			X		X		X				
13.2				X	X				X		X	X			
13.3				X	X				X		X				
13.4				X	X				X		X	X	X		
13.5				X	X				X		X				
13.6				X	X				X					X	
13.7				X	X				X		X				
13.8				X	X		X		X					X	
14.1				X	X				X					X	
14.2				X	X				X					X	
14.3				X	X				X		X				

STANDARD APPLICABILITY, TIME FRAME AND
FUNDING STATEMENT

ILLINOIS STANDARD NUMBER	APPLICABILITY				IMPLEMENTATION TIME FRAME						FUNDING SOURCES				
	METRO	SUBURBAN	RURAL	STATEWIDE	INITIATE		COMPLETION				LOCAL	STATE	FEDERAL	OTHER**	NONE REQUIRED
					IMMEDIATE	OTHER*	ONE YEAR	TWO YEARS	ONGOING	OTHER**					
14.4				X	X										X
14.5				X	X					X		X			
14.6				X	X					X		X			
14.7				X	X					X		X			
15.1				X	X					X					X
15.2				X	X					X		X			
15.3				X	X					X		X			
15.4				X	X					X		X			
15.5				X	X					X					X
15.6				X	X					X					X
16.1				X	X					X		X			
16.2				X	X					X		X	X		
16.3				X	X					X					
16.4				X	X					X		X	X		
16.5				X	X					X					
17.1				X	X	X				X	X	X			
17.2				X	X					X		X	X		
17.3				X	X					X		X	X		
18.1				X	X					X		X			
18.2				X	X					X		X	X		

STANDARD APPLICABILITY, TIME FRAME AND
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STANDARD
NUMBER

ILLINOIS STANDARD NUMBER	APPLICABILITY				IMPLEMENTATION TIME FRAME						FUNDING SOURCES				
	METRO	SUBURBAN	RURAL	STATEWIDE	INITIATE		COMPLETION				LOCAL	STATE	FEDERAL	OTHER***	NONE REQUIRED
					IMMEDIATE	OTHER*	ONE YEAR	TWO YEARS	ONGOING	OTHER**					
18.3				X	X					X	X	X			
18.4				X	X					X	X	X			
19.1				X	X					X					
19.2				X	X					X					
19.3				X	X					X					
19.4				X	X					X					
19.5				X	X					X					
19.6				X	X					X					
19.7				X	X					X					
19.8				X	X					X					
19.9				X	X					X					
19.10				X	X					X					
19.11				X	X					X					
19.12				X	X					X					
19.13				X	X					X					
19.14				X	X					X					
19.15				X	X					X					

APPENDIX E

ILLINOIS ASSOCIATION OF CHIEFS OF POLICE
STANDARDS AND GOALS PROJECT

PROJECT GEOGRAPHICAL CALENDAR

APPENDIX E

PROJECT GEOGRAPHICAL CALENDAR

<u>City or Town</u>	<u>Meeting Held or Function Attended</u>
Bloomington	Extra-Departmental Relations Sub-Committee - 3/24/77, 1/12/77
Champaign	Training Sub-Committee - 3/16/77; Illinois Law Enforcement Training Directors Association, lecture on Standards and Goals process - 11/10/76; lecture on Standards and Goals training standards - 11/1/77
Collinsville	Standards and Goals Committee - 7/14-15/77
DeKalb	Press Relations, Northern Illinois University, lecture on press relation standards - 6/14/77
East Peoria	Administration Sub-Committee - 10/29/76
Elk Grove Village	Personnel Sub-Committee - 3/22/77, 1/4/77, 11/8/76
Evanston	Northwestern Training Institute, lecture on Standard and Goals process - 4/7/77
Galesburg	Standards and Goals Committee - 4/14-15/77
Glen Ellyn	Support Services Sub-Committee - 1/13/77
Harrisburg	Support Services Sub-Committee - 10/26/76
Matteson	Support Services Sub-Committee - 3/15/77
Mendota	Operations Sub-Committee - 3/21/77, 1/7/77, 11/5/76
Oregon	Press Panel, addressed press relation standards - 6/14/77
Peoria	Standards and Goals Committee - 7/18/76 and Semiannual Illinois Association of Chiefs of Police Conference
Pontiac	Extra-Departmental Relations Sub-Committee - 11/4/76; Training Sub-Committee - 11/4/76
Rochelle	Standards and Goals Committee - 12/16-17/76
Rosemont	Standards and Goals Committee - 2/17-18/77

Springfield Standards and Goals Committee - 10/15/76,
10/20/77

St. Charles Illinois Association of Chiefs of Police
Semiannual Conference, 7/16-17-18/77

St. Louis Illinois Association of Chiefs of Police
Annual Conference, 1/22/77

Waukegan Lake County Chiefs of Police Association,
Lecture on Standards and Goals Process.

Winnetka Administration Sub-Committee - 1/19/77,
5/13/77; Training Sub-Committee - 1/5/77

APPENDIX F

ILLINOIS ASSOCIATION OF CHIEFS OF POLICE
STANDARDS AND GOALS PROJECT

CONTRIBUTORS

The Committee and Staff of the Standards and Goals Project express their sincere appreciation for the generous contributions of time and effort made by so many people on behalf of the Project.

Although we have listed only contributions of record, we also wish to thank the multitude of other individuals who helped so very much in so many ways.

We believe that they all may take justifiable pride in having made this significant report possible.

CONTRIBUTORS

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APPENDIX G

THE HISTORY OF POLICE
STANDARDS AND GOALS IN ILLINOIS

THE HISTORY OF POLICE
STANDARDS AND GOALS FOR ILLINOIS

On October 20, 1971, the Administrator of the Law Enforcement Assistance Administration (LEAA) appointed The National Advisory Commission on Criminal Justice Standards and Goals. The Administrator charged this Commission with the important task of formulating national criminal justice standards and goals that would enhance crime reduction and prevention if accepted and implemented at the State and local levels.

The Commission eventually produced six reports. Among them was the National Advisory Commission's report, Police, which contained 122 standards and recommendations for improving police service in America.

Prompted by the realization that State and local cooperation and participation are vitally important to any widespread effort to strengthen our nation's system of law enforcement, a year after the national reports were published and disseminated LEAA made money available to all states for the development of State level Standards and Goals. The responsibility for seeing this mission accomplished fell to the State planning agencies, which in the case of Illinois is the Illinois Law Enforcement Commission (ILEC). ILEC discretionary funds became available in 1974 for State level development of Standards and Goals.

Moving in concert with the course of events, the Illinois Association of Chiefs of Police (IACP) was acutely aware of the NAC report, Police, and its potential impact on law enforcement in this state. Their concern for enhancing and improving police effectiveness in Illinois led to formulation of a committee in May of 1974 to determine Association involvement with State-level Standards and Goals.

The original members of this committee, appointed by then Association President Ronald Veizer, were: Superintendent Allen Andrews, Peoria; Chief Eldon Quick, Rantoul; Chief Delbert Peterson, Rockford; Chief Wilbur Reichert, Oak Park, Chief Lewis Dreith, Bethalto; and Director John Madl of the Police Service Bureau.

Initial efforts of the IACP Committee focused on the following tasks:

1. Considering the feasibility of establishing a program within the Illinois Association of Chiefs of Police to develop police standards and goals for the State of Illinois.
2. Determining the structure and means through which such a program would be accomplished.

3. Recommending to the Executive Committee on the feasibility of action toward development of a standards and goals program, and recommending further action toward its accomplishment.
4. Development of a federal grant proposal to the Illinois Law Enforcement Commission for the purpose of supporting a standards and goals development program. (from a Police Service Bureau Memorandum August 2, 1974)

In July 1974, the committee had completed its work and, with the support of the Police Service Bureau, set forth five recommendations:

1. To recommend to the executive committee that...IACP ...involvement and accomplishment of a program to develop Illinois police standards and goals was feasible.
2. That the executive committee approve the appointment of a permanent standards and goals committee, responsible for preparation and conduct of a development program.
3. That a grant request be developed and submitted by the ...IACP... for financial support of the standards and goals program.
4. That a series of resolutions be immediately prepared, processed through the resolution and executive committees, and submitted to the general membership of 29 July for approval. These resolutions would obtain membership approval for participation of the Illinois chiefs in the standards and goals program.
5. That the ...IACP... recognize the need for administrative and technical support from the Police Service Bureau in accomplishment of the standards and goals program, and identify that agency as the principal supportive body to the permanent committee on standards and goals. (from "A Concept of L/E S&G's for the State of Illinois," Police Service Bureau)

The IACP accepted these recommendations and created a standing Standards and Goals Committee, the nucleus of which was composed of the same members who had served on the Standards and Goals Feasibility Committee. This Committee began meeting bimonthly with Police Service Bureau administrative support.

Steps were now under way to obtain a grant in the name of the Association to develop Illinois standards and goals utilizing the NAC report on, Police, as the basic resource document. ILEC guidelines required matching funds for such a grant award. Throughout 1975 attempts were made to locate the necessary match funds. Chairman Andrews succeeded in this regard in December, 1975 with the promise of a donation to the Association from the Caterpillar Tractor Company located in Peoria, Illinois, and the necessary grant documents were prepared and submitted to ILEC.

In June, 1976 Committee Chairman Andrews received word from ILEC that the grant would soon become a reality and that no match funds would be required. There remained however certain grant document revisions and refinements. Finally, on July 18, 1976, at a meeting of the originally constituted Standards and Goals Committee, then Association President William Brey announced the successful culmination of Committee efforts. ILEC grant approval had been obtained and a Standards and Goals Project Director had been hired. Selected to fill the position of Project Director was Don R. Dering, past Chief of the Winnetka, Illinois Police Department and a member of the Police Task Force of the National Advisory Commission on Criminal Justice Standards and Goals which prepared the NAC's report, Police.

The history of Police Standards and Goals in the State of Illinois does not end with this Report. It simply closes one chapter of it. Illinois police practitioners will proceed to generate new chapters as they act upon the standards and recommendations embodied in this Report and bring them to the implementation phase.

REFERENCES

Police Service Bureau, "A Concept for Development of Law Enforcement Standards and Goals for the State of Illinois," July, 1974, P. 3.

Police Service Bureau, Memorandum August 2, 1974 Re: Standards and Goals Committee Meeting.

National Advisory Commission on Criminal Justice Standard and Goals, Police, Superintendent of Documents, U. S. Government Printing Office, Washington, D.C., 1973.