



Law Enforcement Executive
FORUM

**Illinois Law Enforcement
Executive Forum**

April 2000

Illinois Law Enforcement Executive Forum

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Welcome to the First Issue of the *Illinois Law Enforcement Executive Forum*

Thomas J. Jurkanin, PhD

Executive Director

Illinois Law Enforcement Training and Standards Board

Welcome to the first issue of the *Illinois Law Enforcement Executive Forum*. The Illinois Law Enforcement Training and Standards Board (ILETSB) is pleased to be a sponsor for this new journal for law enforcement professionals. The journal is a product of our Illinois Law Enforcement Executive Institute at Western Illinois University. The joint effort of Western Illinois University and ILETBSB has culminated in a journal designed specifically for law enforcement executives. Articles are written by law enforcement executives about issues faced by many law enforcement departments. Regular features will include highlights from the *Board's Quarterly Newsletter* and our World Wide Web page. Additional information from the directors of the Illinois Law Enforcement Media Center and the Illinois Law Enforcement Executive Institute will also be featured.

In its initial phase, the *Illinois Law Enforcement Executive Forum* will be published on a semiannual basis. One copy will be distributed to each police agency in the State of Illinois. Individual subscriptions can be purchased using the enclosed subscription card found at the end of the journal.

Comments concerning this new publication are not only welcomed but solicited. This is your publication. Law enforcement professionals should have a forum to share their opinions and success with fellow officers. Join ILETBSB staff and others in welcoming this new venture.

Best of luck to our staff at the Executive Institute who have worked to bring this first issue to press.

Editorial

Western Illinois University is proud to be the satellite home for the Law Enforcement Executive Institute of the Illinois Law Enforcement Training and Standards Board. We believe we have provided a safe and comfortable academic setting for the Executive Institute. We are also fortunate that the College of Education and Human Services can provide the whole gamut of support facilities that a university with a strong Department of Law Enforcement and Justice Administration already has available. WIU has the latest technology and distance learning tools needed by the staff to make sure the Executive Institute operates smoothly.

We hope and expect that WIU can assist law enforcement administrators throughout the state with our knowledge base, technology, and research abilities. Western Illinois University's Law Enforcement and Justice Administration program was created in 1969, one year after the establishment of the President's Commission on Law Enforcement. Our faculty members come from policing, corrections, law, security, and probation backgrounds. They have applied experiences as well as academic credentials in the criminal justice field.

We offer our support and best wishes for a successful venture of the *Illinois Law Enforcement Executive Forum*.

A handwritten signature in cursive script, appearing to read "Carol R. Taylor". The signature is written in dark ink on a white background.

Illinois Law Enforcement Executive Institute–Mission

The Illinois Law Enforcement Executive Institute was created in June 1992 by the Illinois Law Enforcement Training and Standards Board. The Executive Institute is designed to address, through training and technical assistance, the myriad of public policy and management challenges that top-level law enforcement administrators currently face and those that will emerge during the course of the next decade and beyond.

As early as 1968, the President's Commission on Law Enforcement and Administration of Justice reported an immediate need for advanced-level training for police leadership. In 1985, the Illinois Association of Chiefs of Police (IACP) proposed legislation requiring police executives to become certified. While this legislation was not introduced, the IACP has developed a process for the voluntary certification of chiefs. This movement implies that police executives should meet a minimum level of testable professional competence. The Illinois Sheriffs' Association has voiced its support for such a concept and has actively pursued management-level training.

Illinois Law Enforcement Executive Institute–Projects

Training and Development for Law Enforcement Executives

The Executive Institute provides a range of services and programs to Illinois law enforcement executives. These services include the following:

- Executive Management Program
- New Chiefs' Orientation Program
- Executive Forums
- Research
- Legislative legal updates
- Regional support for executive development programs
- Publications relevant to police administration
- Special topic programs developed from grant awards for law enforcement training
- Cooperative initiatives

Executive Management Program

The Executive Management Program (EMP) is an intensive 132-hour course in law enforcement administration. The course was designed by the Northwestern University Traffic Institute to meet the needs and challenges of top-level law enforcement personnel. Topics of instruction include, but are not limited to, the following:

- Law enforcement management issues
- Future of policing
- News/media relations
- Administrative law update
- Relations with city managers and political structure
- Leadership
- Total Quality Management (TQM)
- Negotiating skills
- Problem employees
- Performance evaluations
- Community policing
- Gang control

The program is presented over a six-week period and requires a substantial commitment by students. Instructional hours cover a two-and-a-half-day period. Students are expected to spend two nights in residence. The days remain the same throughout the entire program.

Persons attending these sessions are expected to come prepared for an intensive learning experience. Extensive reading and research is required of all participants.

Class Size Class size is limited to 25 top-level law enforcement executives from Illinois. Chiefs, sheriffs, and top-command personnel will receive first consideration.

Cost The Executive Institute will provide full scholarships amounting to more than \$4,000 per student for 25 persons to attend the course. Tuition, lodging, and most meals will be provided.

Academic Credit University credit through the Department of Law Enforcement and Justice Administration (LEJA), College of Education and Human Services, Western Illinois University, may be awarded to students attending all sessions and presenting a satisfactory term paper as required. Credit options vary between one and six semester hours of undergraduate or graduate credit. To receive academic credit, an additional fee must be paid to Western Illinois University.

New Chiefs' Orientation Program

The Executive Institute, in cooperation with the Illinois Association of Chiefs of Police, developed a 40-hour new chiefs' orientation program entitled "Enduring, Surviving, and Thriving as a Law Enforcement Executive in the Twenty-First Century." This training opportunity was developed through the Executive Institute's Executive Forums by chiefs with longevity. The program covers the following topics:

- Overviews of issues related to the Illinois Law Enforcement Training and Standards Board
- Ethics
- Principle-based leadership
- Unions/bargaining
- Small-town issues
- Progressive discipline and policy development
- Public safety issues
- Grants
- Planning budgets
- Mission/infrastructure
- Legislative update
- Support agency panel
- Current topics of interest

The program is held in Springfield, Illinois. The Executive Institute pays for all program-related costs, except lodging and some evening meals.

Executive Forums

The Executive Institute sponsors one or more Executive Forums each year. Topics of current interest to the law enforcement community are discussed by key law enforcement administrators. The program is unique in that its invitees are the focus of the forum. Although the program is coordinated by professionals and sometimes features recognized experts, the emphasis is on the opinions of the participants.

Participants are selected by ILETSB for their interest and expertise on the subject being discussed.

Past topics have included the following:

- Enduring, Surviving, and Thriving as a Law Enforcement Executive in the 21st Century
- Law Enforcement and Technology in the 21st Century
- Council and Mayor/Manager Relations

The program is designed to be held over a one-and-a-half day period. All costs associated with the program are covered by the Executive Institute, including lodging and most meals.

Research

The Executive Institute sponsors research activities that provide information of interest to the Executive Institute, ILETSB, and the Illinois law enforcement community. Several joint research projects have been developed with the Illinois Association of Chiefs of Police, the Illinois Sheriffs' Association, Illinois Law Enforcement Media Center, and the Illinois Institute for Rural Affairs. Research support has been given to the following studies over the past several years:

- Illinois Sheriffs' Study
- Illinois Municipal and Local Police Study
- Preservice Attitude Study
- Comparison of Part-Time Training Programs with Regular Academy Training
- Reporting and Investigation of Computer Crime in the Greater Chicago Area
- The Use of Computers and Related Software in Law Enforcement Agencies in Illinois

Legislative Legal Updates

The Executive Institute sponsors a monthly update that is available on ILETSB's World Wide Web page <www.ptb.state.il.us>. The Board's Legislative Advisory Committee was instrumental in the development of the program. Highlights of the web pages are made available to all interested law enforcement executives on a quarterly basis through the *Board's Quarterly Newsletter*.

In addition to the regular monthly summaries, special legislation or legal interpretations may result in web page updates.

Regional Support for Executive Programs

The Executive Institute supports regional training of law enforcement executives through modest grants to the State's Mobile Training Units (MTUs) and other training entities. The Executive Institute typically assists such programs by offering to defray the costs of speakers and their related expenses.

Programs supported by the Executive Institute include, but are not limited to, the following:

- Police Internal Affairs
- Supervisory Training and Leadership for Middle Management and Command Staff
- Law for Police Executives
- Liability and Risk Management
- Communication Skills for Police Supervisors
- Civil Liability and Risk Management

Illinois Law Enforcement Schedule of Programs for 2000

Executive Management Program (EMP)

- Fall 2000 EMP will begin August 13, 2000 at the Desoto House in Galena, Illinois.
- Spring 2001 EMP will begin March 4, 2001 at the Pere Marquette Lodge.

EMP Retrainer

Date: June 11-13, 2000

Location: Springfield Hilton Hotel

Class Size: limited to 25

New Chiefs' Orientation Program

Date: April 10-14, 2000

Location: Springfield Hilton Hotel

Class Size: limited to 25

Instructors: various

Executive Series and Executive Forums

The following four programs have been scheduled through the Executive Forum:

1. Effective Law Enforcement Executive Relations in Local Government

In cooperation w/ MTU 15 & perhaps adjacent MTUs, ILEEI will pay lodging for February 29 and March 1. The Institute will develop a contract to pay for all instructional fees and materials. The MTUs (may) pay for lunches and breaks (negotiable).

Date: March 1 & 2, 2000

Location: Rend Lake

Instructor: Lew Sender

2. Boomers Managing X'ers

Date: April 12 & 13, 2000

Location: (undetermined) (upstate)

Instructor: Lew Sender

3. Curriculum Development for the Illinois Police Corps Academy

Date: February 15 & 16, 2000

Location: Rend Lake

Instructors: Lew Sender, Steven Cox, Larry Hoover
(costs covered by Illinois Police Corps Academy)

4. **Curriculum Development for the Illinois Police Corps Academy**

Date: March 9 & 10, 2000

Location: (upstate)

Instructors: Lew Bender, Steven Cox, Larry Hoover (costs covered by Illinois Police Corps Academy)

Executive Series

This is a new area being developed through the Institute. As part of the original concept, this new series will focus on specific management issues. Recently, the Institute offered its first program through the Executive Series. "Criminal Justice and the Media" featuring Rick Rosenthal was offered in cooperation with the Law Enforcement and Justice Administration Department at Western Illinois University. Over eighty law enforcement and other criminal justice professionals attended.

Executive Series (scheduled w/ MTUs)

Computer Training for Police Executives (scheduled in cooperation with MTUs 3 and 16)

Date: January 10-14, 2000

Location: Naperville, IL (w/ Randy James. Suburban LE Academy @ COD) (ILEEI is paying for lunches Tuesday, Wednesday, and Thursday)

Leadership and Accountability (scheduled in cooperation w/ Mike Norrington, MTU 16 and perhaps adjacent MTUs)

Date: February 23-25, 2000

Location: Rend Lake Resort

Instructor: David Hudson, St. Helena, CA

Instructor's Contract: The Institute has developed a contract w/ David Hudson to pay for all instruction fees and materials. We will also pay lodging for February 22, 23, and 24; also pay for meals/breaks.

Discovering the Leader in You (scheduled w/ Mark Edwards, MTU 12 also MTUs 6, 11, 12, and 13)

Date: April 24-26, 2000

Location: Holiday Inn, Urbana, IL

Instructors: Mike Nila and Ondra Berry

Instructors' Contract: Mark will make all of the arrangements. ILEEI will develop a "Jump sum" contract with MTU 12 that will cover 211 costs except books; this will include lodging for participants (if necessary), lunch each day, all consultant costs (lecture fees, instructor travel, etc.), and all handout materials. The Institute will develop contracts with the speakers.

Image 21 (scheduled in cooperation w/ Bill Walls, MTU 1)

Dates: April 5 & 6, 2000

Location: per Bill Walls

Instructor: Gene Bienke – Pacific Institute, Chief, Clinton, IA

Instructor's Contract: The Institute has contracted, with Bienke, for ILEEI to pay for all instructional fees and materials.

Critical Incident Management (scheduled w/ Kenny German, MTU 6)

Date: November 22, 1999

Location: Western Illinois University

Instructors: Steve Bowman and Tom Gillespie
BowMac Education Services, Inc.

Instructors' Contract: ILEEI will develop a \$2500 contract with the instructors.

Meals: MTU 6 pays for lunches.

Critical Incident Management (scheduled w/ Kenny German, MTU 3)

Date: February 23, 2000

Location: (per K. German)

Instructors: Steve Bowman and Tom Gillespie
BowMac Education Services, Inc.

Instructors' Contract: ILEEI will develop a \$2500 contract with the instructors.

Meals: MTU 6 pays for lunches.

The Police Image*

Charles J. Mader
Deputy Chief
Bloomingtondale Police Department

The purpose of this article is to present a generalized overview of the public's image of police, some of the things which contribute to that image, and actions that we could take to apply a positive twist to the image. This is not intended to be all inclusive but merely to represent a generalized overview. It is, however, intended to stimulate the reader's thought processes concerning the issues affecting our image and how we, regardless of rank or position, can contribute to improving our image.

Is our professional image important? *It certainly is!* Public perception of the police affects every facet of our work. Strong community support can assist us in meeting the overall police mission and generating voluntary compliance. This, in itself, can help to reduce crime. It can affect the outcome of our criminal cases (e.g., O. J. Simpson [Fuhrman]). It can affect the outcome of litigation against the police (e.g., Rodney King was awarded 3.8 million dollars; following the Ruby Ridge incident, Randy Weaver was awarded 3.5 million dollars, and so on). We must remember that it is the members of our community who sit on juries. Our image can affect the outcome of union negotiations and our day-to-day working budgets. The members of our community vote on local issues. The members of our community have the attention of local political figures. The members of our community choose to trust or distrust the police department. This comes from their *perception* of a particular agency or their feelings about law enforcement in general.

The whole criminal justice system is in need of serious repair (police, courts, corrections, prosecutors, and so on). In fact, if the criminal justice system were part of the IBM Corporation, they would have shut us down 7 to 10 years ago! It is not hard to see that we are not effective; we are not efficient; and we do not generate good customer relations. We only exist today because we are part of the overall governmental structure, not because we are good at what we do. By private sector standards, we would be looking for work.

We continue to work with outdated, ineffective, and inefficient processes, which generate poor customer satisfaction. *Ticket-*, *arrest-*, and *prosecution-driven* systems are not going to make it in the 21st century. The general public is no longer willing to fall victim to our inefficiency. Our jails are overcrowded, the court system is jammed and backlogged beyond belief, and the community is in fear of crime in the neighborhood (regardless of what the reported numbers reflect concerning reductions). We must keep in mind that the public's *perception* of the problem is their reality and that there is more of "them" than "us." We have approximately 600,000 police officers for a population of 264 million people; without question, we are outnumbered.

* Deputy Chief Charles J. Mader, Bloomingtondale Police Department, had this paper published by *Police Magazine*, October 1997. The article has been reproduced here with permission of Bobit Publishing, Terrance, CA.

Unfortunately, most police agencies approach policing with the attitude of an occupying military force. If we were to approach policing with its intended idea in mind, that in the United States we are *allowed* to police, it would definitely cause us to rearrange our priorities and processes.

Realistically, the most powerful political force in a community should be its police department (the word *power* here refers to the ability to influence); however, as we know, this is not the fact in most areas. Why not? The answer lies in two simple facts: (1) we have not taught our officers to understand that 90% of the community is trying to live a good, honest, and productive life, while only 10% represents the criminal faction; and (2) we are too busy engaging in covert internal territorial conflicts.

In reference to the first part, we need to train our personnel as to what the community is and what it is not. Our officers need to be part of the community's solution to crime rather than part of the problem. This can be addressed through our recruiting, selection, and training processes. These processes will be discussed later.

Concerning the second point, covert internal territorial conflicts, we can look at shift A fighting with shift B, the sergeants fighting with each other, patrol fighting with detectives, communications with the officers, labor with management, and the list goes on. Our territorial issues become more important than our service to the community. As we step back, it is not hard to visualize these types of situations taking place within our own organizations daily. The very nature of the structures, systems, and processes we have established contribute to our overall separation (ranks, positions, shifts, sections, units, divisions, and so on—the very terms represent separation). Gender, age, race, and experience (or lack thereof) can also serve as agents of separation. With all of these barriers, it is obvious how we might become ineffective and inefficient and slide into poor customer relations. We want a good team approach to policing, yet our actions and processes represent every anti-team concept possible. Our approach to teams could be used by the CIA to overthrow foreign governments and create chaos! Writing names on a paper creates a paper team, it does not create a *truly functional team*.

Therefore, one of the first steps in improving our image is to begin addressing our internal problems. We cannot begin to address the external issues concerning our image until we have addressed the internal territorial conflicts which exist.

Couple the covert internal strife with what "Mr. and Mrs. Smedly" (i.e., the public in general—that ever-important 90%) are exposed to concerning the criminal justice system, and it is not difficult to see why we have an image problem. We have separated ourselves from the very communities we are supposed to be policing. That contributes to *why* we are not the most powerful political force in our given communities.

Picture yourself on vacation in an unknown city. You are late for a dinner appointment, and you cannot locate the address. You just cannot figure out their numbering system. You are fortunate enough to spot a local police car which is parked and occupied. You approach the squad to seek assistance, and while walking up, you remove your badge and prepare to display it to a fellow officer. As you

walk up, you introduce yourself to the officer: “Hi, I’m Officer Smith with the ‘anytown’ police department, can you help me out?” *Let’s examine this scenario.*

Why do most police officers pull out their badges? The reason is obvious. They already know, unconsciously at least, how we treat the general public on a day-to-day basis, and they do not want to receive that same kind of treatment. We are only asking for directions, yet inside, we already know the general lack of respect law enforcement has for the public at large. Remember, we work on the premise of “us versus them,” and we don’t want to be mistaken for one of “them.” (Sad, but true.)

Police work is an art not a science, yet we select and train our personnel like they would be performing in a scientific or mathematically structured profession. In order for law enforcement to meet the demands of the 21st century, we must have people who can “think on their feet.” We need people with strong interpersonal communication skills along with strong problem-solving skills.

One of the first things we can examine here is our recruiting and selection processes. Are we really obtaining candidates who are representative of the communities we serve? How much input or influence does your agency have over the actual recruitment and selection process? Regardless of what level of input an agency is allowed to exercise, it will still be held totally accountable in the public’s eye for its organizational makeup.

Are we recruiting at too young of an age? Has someone in their 20s really had the opportunity to gather enough life experience to truly understand “serving a community”? In addition, we make it a point to select people who have not had any conflict in their lives. We then cast them into conflict (the very nature of police calls) and wonder why they are not successful in resolving the issues.

After an analysis of the selection process, we need to review our training standards. Our selected candidates enter the academy for their required state training. By the time they graduate and return to their agencies, we are looking at candidates who view the general public as potential terrorists who might take their life at any given second. Of course, “officer safety” is crucial; however, the end result of our training is an officer ready to perform the duties of an occupying military force. This “us versus them” mentality is reinforced as our candidates are put through our field training programs.

We lose sight of the fact that state “basic” training programs represent *minimum* levels of acceptable standards for recruits. Most state programs perform the function for which they are responsible: *basic* training. Inservice training is the responsibility of the employing agency. If we were to examine the expectations on our law enforcement personnel in relation to their actual training, we would find a large gap. They are expected to perform the “art” of police work—as a lawyer (representing both prosecution and defense) and as a psychologist (both child and adult). They must have a strong grasp of human behavior and all areas of cultural diversity; they must be a specialist at interpersonal and organizational communications; they must understand “officer safety” issues as they relate to firearms, defensive tactics, emergency driving skills, crowd control, building searches, and raids; they must also possess a solid knowledge of emergency medical

procedures and be able to handle situations resulting from natural disasters. The list could go on, but the point is made. They must do all of this and more without showing any signs of stress or emotion.

Additionally, there are departments which provide no inservice training. Some require only 8 to 16 hours per year, and some go on to require 40 hours per year. There is a wide range throughout the country. Examine the "job," and then review the training. Without question, this is *severely inadequate* for the role expected to be performed.

Fact: Knowledge and skills need to be reinforced. Sports teams that are trying to excel at *one* single level of knowledge and skill practice and train for those events more than any police agency. Hairdressers are required to complete more classroom training (500 hours) before being allowed to start practicing their skill and interacting with an actual client *under close supervision*. To graduate, they must complete anywhere from 1,800 to 2,000 hours of total training time, along with the required exams. *This is four to five times more training than is required for becoming a police officer!*

As we review the "job," we find it has no relationship to the police mission but is an end result of our attempt to create "cookie cutter" police officers. We do that through our selection process, our basic training, and through job performance. We operate on *ticket-, arrest-, and prosecution-driven* systems. The value of an officer to his or her agency is generally determined by his or her "numbers." Since we don't know how to quantify an "art," we fall back on counting "things." For the record, I am not saying that we should not write tickets or make arrests. I am, however, critical of systems that are *driven* by those items. I am critical of systems that judge an officer's "competency" and "value" by those items. I am critical of systems that reward "incompetency" simply because numbers were high. The quality of the ticket, its relationship to traffic safety, its impact on the public, and its impact on the agency's image becomes immaterial.

Entering the 21st century, we can no longer afford to be viewed as "armed tax collectors" by the public. Several major cities have terminated their community-oriented policing programs because ticket revenue has dropped off. These are *ticket-driven* systems that are destined for failure in the court of public opinion.

As we approach the 21st century and review our organizational needs, we need to recognize the importance of good, honest, and dedicated leadership. Leaders must be dedicated to the law enforcement community, not to the pursuit of their personal and territorial interests. Currently, we have too many managers and too few leaders. A simplistic, yet realistic statement I have heard in many supervisory classes is "you manage things; you lead people." That statement sums up our future needs perfectly.

Neal Trautman, the Executive Director of the National Institute of Ethics, has a definition of leadership which also reflects our future needs: "*Leadership* is the process through which people *motivate, direct, influence, and communicate* with those they work with to get them to perform in ways that will help the organization achieve its goals."

That definition reflects leadership for the 21st century. The unquestioned blind adherence to rules, regulations, and rank are gone. Leaders must give meaning to their position; the position does not give meaning to the leader. We are going through a dramatic social change, which I refer to as a “redistribution of power.” There is a new dawn on the horizon. Today’s law enforcement personnel want to be led; they do not want to be managed. They want to feel that they are a part of the system, and they want a say in the things that affect them.

Most management programs teach assorted styles of “leadership” which center around three or four generic management categories (e.g., democratic, autocratic, *laissez faire*, and so on). However, the most popular style practiced in law enforcement agencies today is the “Kill the Messenger” process. If I don’t hear it, it doesn’t exist. Although not a long-term productive process, it is still one of the most popular. In fact, if the messengers continue to deliver the information, we will bury or suffocate them somewhere within the system.

There are two choices for running an organization: (1) compliance and (2) commitment. You can demand compliance, and you will get it. It does not take much leadership skill to function in the compliance mode. What you cannot demand is respect; that remains an earned quality. We purchase people’s time and some of their motor skills; we do not and cannot purchase their loyalty, their respect, their drive, or their enthusiasm. These qualities are not for sale and are not included in the hourly salary. The compliance mode requires very little interaction if any, and you can maintain distance from the employees.

The second choice for running an organization is commitment. Generating commitment requires strong leadership qualities. It requires being an active participant in the organization. It requires interaction with the employees, unlike the compliance mode. The payoffs for this include respect for your position as a leader; employees with a desire to do their best; and dedication to duty, the organization, and the community.

Which of the two modes do you think will generate an effective, efficient setting which facilitates good customer relations? Which organization will be driven by the dysfunctional employee who continually generates those new “orders and processes”? Which organization will be driven by dedicated people making maximum use of the available resources?

Let’s look at “Mr. and Mrs. Smedly’s” image of the “police.” If you placed yourself in their shoes for a short period of time and were exposed to the experiences that they are, it would not be hard to see why they don’t show strong signs of support for their law enforcement personnel. Why they have trouble believing in us would become obvious. Just as in recruiting; hiring; training; and providing strong, dedicated, honest leadership, there is no one-word answer or single solution to the problem.

Let’s look at law enforcement through the public eye: Ruby Ridge; Waco, Texas; Richard Jewell (Atlanta bombing/FBI problem); FBI’s repeated falsification of lab results; 39th Precinct in Philadelphia (robbing drug dealers, and so on). As we look at Illinois, there is former Officer Becker of the Chicago Police Department; the Chief of Police in Phoenix, Illinois (killed his wife); the Chief of Police in Northlake,

Illinois (organized crime payoffs); the seven Chicago gang unit officers robbing drug dealers; the Chicago officer (Austin District) involved in three rapes; Rolando Cruz held on death row for 12 years with four DuPage County prosecutors and 3 deputies indicted over the case; and again, the list goes on. You cannot pick up a newspaper or watch a television news broadcast without seeing some officer or group of officers who have crossed over the line and damaged the “public trust.” The public is bombarded daily with law enforcement personnel violating the “public trust,” from FBI agents and lab personnel down to the smallest local park district police department (Dolton, Illinois, selling police badges to gang members). These are no longer rare or unusual occurrences!

The public is exposed to Hollywood movies and television programs that somewhat glorify or at least highlight the rogue, bully cop who violates rights and the standard police rules and regulations to catch the criminal (“the end justifies the means” concept). Over time, this “Dirty Harry” image has hurt us. The public starts to view this as the “standard” and accepted conduct for police work in this country. They view this type of conduct as not only accepted by the officers but also maybe respected. These types of movies and programs continue to damage our already fragile image.

“Mr. and Mrs. Smedly” then go on to read about the number of people who have been arrested, charged, and convicted as a result of bad cops actually lying and/or planting evidence (New York, Ohio, Philadelphia, and so on). These are some factual cases in which officers actually testified to lying. These are not cases that are disputed. People going to prison based on false evidence supplied by the police is the ultimate violation of “public trust” which further damages our image.

Good, honest, and hard-working officers have an uphill battle today. They must have a clear understanding that their starting point in the community is more negative than positive. They must fully understand the concept that the *officer* gives the badge “meaning”; the badge does not give the officer “meaning.” We must work on becoming part of the community.

In closing, we have covered a multitude of problem areas. It was stated at the outset of this discussion that it was not intended to be all inclusive but merely to represent a generalized overview of the public’s image of police, some of the things that contribute to that image, and actions we could take to apply a positive twist to our current image status. This article was intended to stimulate the reader’s thought processes concerning the issues affecting our image and how we, regardless of rank or position, can contribute to improving the public’s image of us.

One of the major contributions we can all make is to look at two important values: (1) loyalty and (2) integrity. Both of these values are important. The predominant problem in law enforcement, however, is that we value loyalty over integrity. What we all need to do is reverse that order (not delete the value). The reverse order would be to value integrity over loyalty. This is a contribution we are all capable of making for the betterment of our profession which would aid in addressing many of the other issues confronting us as we enter the 21st century.

Survey Finds Little Investigation of Computer Crime by Police Agencies in the Greater Chicago Area

Bradley Karl Byers
Graduate Assistant
Department of Law Enforcement and Justice Administration
Western Illinois University

In the Fall of 1997, the Illinois Law Enforcement Executive Institute and the Department of Law Enforcement and Justice Administration at Western Illinois University supported a survey of all police agencies in the greater Chicagoland metropolitan area to determine how often computer crime is reported to police agencies, how the agencies handled these requests, and how often the department supported training of officers to investigate computer crimes. This included the counties of Cook, DuPage, Lake, and Will. Two hundred and twelve law enforcement agency heads were mailed an anonymous questionnaire. Ninety-nine questionnaires were returned. Respondents indicated that relatively few computer crimes are reported or investigated and that investigators do not feel adequately equipped or trained to deal with these crimes.

The following propositions were considered:

- Municipal and county law enforcement agencies investigate few cases involving the commission of computer crime.
- Computer crime investigators will have little formal training in the investigation of computer crimes.
- There is no statistically significant relationship between the frequency with which a law enforcement agency updates its own computer systems, the frequency with which that agency trains computer crime investigators, and the number of computer crimes investigated by that agency.

Presentation of Data

Demographic information revealed that respondents work predominately in municipal police departments, with 84% in municipalities of less than 50,000 people. Approximately 40% of respondents stated that they work in departments consisting of 25 sworn officers or less. Thirty-one percent stated that they work in departments consisting of between 26-50 officers, while the remaining 30% stated that they are with departments which employ more than 50 officers (see Figure 1). The overwhelming majority of respondents (91%) stated that they use a computer more than eight times a week.

Fifty-one percent of the respondents believe that there is a computer crime problem in their jurisdiction. Yet, when asked a more probing question concerning these beliefs, 12% of respondents indicated that they do not believe computer crimes ever occur in their jurisdiction, and 34% of respondents reported that they believe such crimes occur very rarely. Thirty-six percent reported that they feel such crimes

occur occasionally, and 18% reported believing that these crimes occur often or very often (see Figure 2).

Figure 1
Percent of Departments Reporting by Number of Officers

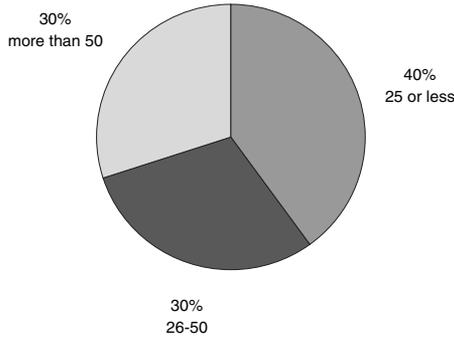
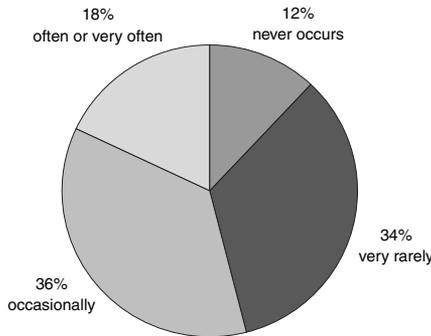


Figure 2
Percent of Agencies Reporting Levels of Concern About Computer Crime

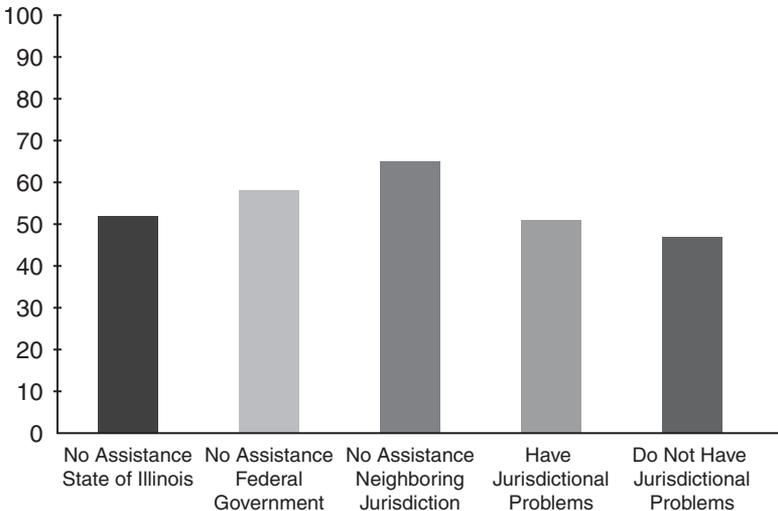


Fifteen percent of the respondents stated that computer crime does not warrant serious investigation by their department. Thirty-three percent stated it is somewhat important, 36% stated it is important, and 16% stated such investigations are very important. The majority of respondents stated that their agency began investigating computer crime during the 1990s, with 56% beginning since 1995. Eighty-five percent of respondents stated that they did not feel their law enforcement agency was adequately prepared to investigate computer-related crimes. When asked to clarify

their negative response, lack of experience and training were the primary reasons cited.

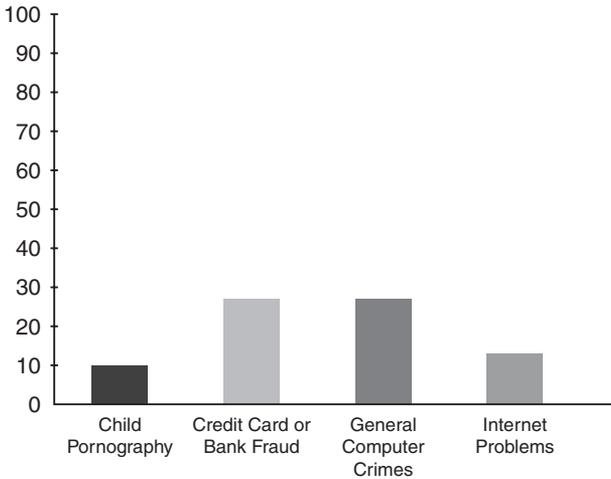
Forty-four percent of respondents indicated that they had no computer crime cases in which victims were uncooperative during the course of the investigation, while 56% reported some degree of difficulty with uncooperative victims in their computer crime investigations. Forty-seven percent of respondents reported never encountering jurisdictional problems resulting from the need to pursue crimes across state or international boundaries. Fifty-three percent reported encountering such problems occasionally or very rarely. Sixty-six percent stated that they *do not* work closely with neighboring municipal or county law enforcement agencies to solve computer crimes. Fifty-eight percent of respondents indicated receiving no assistance from federal law enforcement agencies during computer crime investigations, and 53% of respondents indicated receiving no assistance from State of Illinois law enforcement agencies (see Figure 3).

Figure 3
Jurisdictional Support



When asked what sort of trends in computer crime they anticipate in the future, 28% of respondents indicated that credit card and bank fraud would be a growing problem. Fourteen percent cited Internet problems; 10% indicated expansion of child pornography; and 28% predicted an increasing number of computer crimes (see Figure 4).

Figure 4
Reported Percent Observing Trends



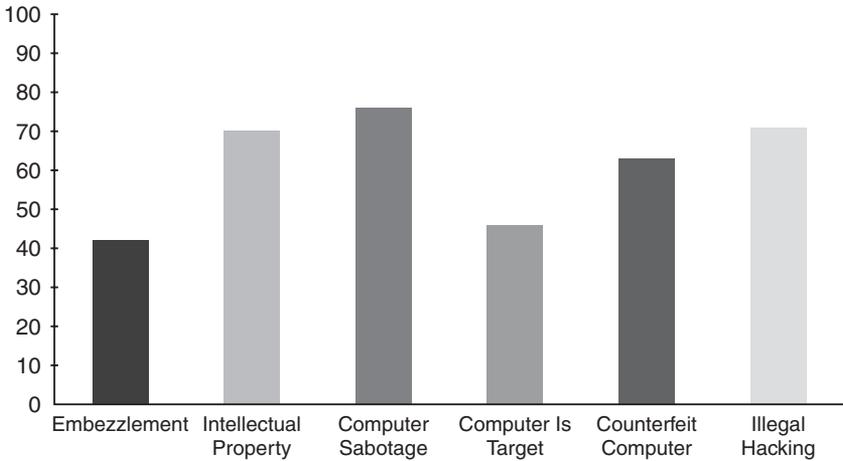
Proposition One

The first proposition considered in this study stated that municipal and county law enforcement agencies investigate few cases involving the commission of computer crimes. In support of this proposition, 42% of the respondents reported that their agency never investigates employee embezzlement of funds via computer, and 37% reported investigating such embezzlements only once a year or less. Sixty-nine percent of respondents reported that their agency never investigates theft of intellectual property via computers, with another 20% reporting that they investigate this crime only once a year or less.

Seventy-six percent of respondents reported that their agency never investigates computer sabotage, with 19% reporting such investigations once a year or less. Forty-three percent of respondents reported that their agency never investigates theft of cellular phone service, while 22% see this crime once a year or less. Forty-six percent reported that their agencies never investigate crimes in which a computer is the target of a crime, and 27% reported investigating such crimes once a year.

Thirty-one percent of respondents never investigate crimes committed or carried out with a computer, while 38% do so once a year or less, and 31% do so every six months or more frequently. Fifty-five percent of respondents reported never investigating stolen counterfeit computer equipment or software, while 20% reported such investigations once a year or less. Twenty-five percent reported them once every six months or more frequently. Seventy-two percent of respondents reported never encountering illegal computer hacking, while 23% reported having investigated it very rarely (see Figure 5).

Figure 5
Computer Crimes Not Investigated by Percent Reporting



In conclusion, many respondents report never having investigated these crimes. Those respondents who do report investigating such cases do so on an average between once a year and once every six months. This data supports the first proposition to the extent that few investigations are conducted by local police agencies.

Proposition Two

The second proposition stated that computer crime investigators will have little formal training in the investigation of computer crimes. Respondents supported this by indicating that little formal training is provided to sworn municipal police officers to aid in these investigations. A majority of respondents (93%) stated that they lack a university degree in computer science and have not taken university classes in computer science. Two-thirds of the officers stated that they have not attended professional training seminars or workshops on computer crime. Three-fourths of the investigators claimed to receive some on-the-job computer training to prepare them for their computer crime investigations, and 45% of respondents stated they possessed field experience.

In the course of computer crime investigation, respondents report establishing *mens rea* and *actus reus* in a variety of ways. Seventeen percent stated that they rely upon the Illinois State's Attorney's Office; 17% emphasized investigative interviews of suspects; 30% responded that they employed some other means; and 37% reported they had no set procedure.

Respondents indicated that not all municipal police departments in the Chicagoland area retrieve evidence of computer crimes with the same frequency. Forty-three percent of respondents reported never having attempted to retrieve evidence of a

computer crime. Twenty percent reported having done so very rarely, while 27% reported doing so often or very often. This could reflect that a limited amount of computer crime is investigated by many of the municipal law enforcement agencies or that some agencies may lack proper training.

When evidence is collected during the course of a computer crime investigation, 61% of respondents reported searching computer databases at the crime scene for evidence. Fifty-six percent reported seizing all computer components related to the crime, while 51% stated that they download evidence onto a diskette. In storing such evidence, 38% of respondents stated that their agency follows "normal" procedures for preserving evidence. Thirty-two percent stated that they adhere to no set evidence-storing procedures. Finally, 30% reported that they employ some other method of storing evidence.

Proposition Three

Most respondents indicated that their agencies upgrade both computer hardware and software once a year or less, and this same majority of respondents encounter the bulk of computer crime. These results support the third proposition: There is no statistically significant relationship between the frequency with which a law enforcement agency upgrades its own computer systems, the frequency with which that agency trains computer crime investigators, and the number of computer crimes investigated by that agency. Cross-tabulation of variables relating to this proposition was completed. The results indicate no strong relationship among the variables.

Conclusions and Recommendations

The results of this survey indicate that computer crime does not appear to be a major focus of law enforcement investigations in the study area. Data shows that relatively few computer crime incidents are reported or investigated by municipal police in Cook, DuPage, Lake, or Will Counties. This is somewhat contradictory to the responses of a substantial number of officers indicating that they believe the problem to be serious and pervasive. One conclusion that can be tentatively drawn is that there is a need for an improved means of assessing how many computer crimes actually occur in the Chicagoland area. The results of this survey support an extensive general literature which proclaims that local police agencies have not developed funding, personnel, and technical capabilities to fully investigate the broad spectrum of computer crimes. Presumably, the bulk of existing computer training among municipal police departments in the Chicagoland area is oriented toward the preparation of officers to operate departmental computer systems as opposed to investigative training to combat computer crimes.

As the data reflects, the types and frequencies with which computer crimes are investigated by these municipal police departments vary greatly. In light of these variations, the author suggests that it would be most efficient to *not* investigate these cases at the municipal level in the Chicagoland area. Instead, the jurisdiction to investigate computer crime cases might be shifted to a state-level law enforcement agency. Further research will be necessary in order to determine the accuracy of these findings and the underlying reasons for them.

Illinois Police Executives Support Police Intern Concept

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According to a survey of all Illinois police executives conducted by the Illinois Law Enforcement Executive Institute, an overwhelming majority support the idea of a police intern (preservice) program. The research was completed in 1997 through the use of a questionnaire mailed to 1,042 Illinois police executives. The questionnaire consisted of 17 questions. The first section of the questionnaire consisted of nine questions dealing with police intern training. The second section collected demographic information on the agency. The third section elicited information about the respondent.

Illinois police executives tend to favor an intern program that incorporates academic and training requirements. Executives do not favor an intern program linked to agency sponsorship. The comments solicited from the research indicate that executives are concerned that any program initiated must meet certain standards to ensure fairness and the careful screening and selection of candidates.

Background

In its *Long Range Plan for Developing Criminal Justice Standards and Training*, the Illinois Law Enforcement Training and Standards Board (ILETSB) (1993) stated that it would conduct a special study of pre-employment training in terms of its effectiveness and possibilities as a future training model for the state (p. 33). In fact, ILETSB sponsored a pilot preservice project at three locations between 1991 and 1995. In June 1994, the Illinois Attorney General's Office issued an informal ruling that the state statutes, as written, did not allow ILETSB to train civilians (Schmitt, 1995). This ruling temporarily put an end to the preservice concept in Illinois, yet because of the many benefits associated with preservice training, the concept was not abandoned.

Recently, the Illinois Police Training Act was amended, and ILETSB was granted the power and duty to fully implement and supervise the Police Intern Act, signed by Governor James Edgar in July 1997. The Police Intern Act provides for the establishment of a statewide police preservice program. The preservice program will have set enrollment standards and require completion of the state's basic training program at a board-certified basic training academy. The standards for the program will be determined by ILETSB.

This study examined the attitudes of the police executives in the state of Illinois toward preservice concepts. The respondents are concerned with hiring quality officers to ensure professional law enforcement for their community. They, as well as the host communities, will be the consumers of preservice graduates.

Presentation of Data

Response Rate

Addresses were available for 1,042 police executives. The first mailing in November 1996 resulted in a response rate of 49.3% (n=514). Even though this was a good response, a second mailing was initiated. Five-hundred forty-seven surveys were sent out to executives in January 1997. A response rate of 28.9% (n=158) was the result. The total response rate for both mailings was 64.5% (n= 672). Of the responding agencies, 552 were police agencies; 66 were sheriffs' departments; 42 consisted of other departments (e.g., colleges, universities, park districts, and park police); and 11 did not indicate the type of department.

Characteristics of Respondents

The respondents consisted of 542 police chiefs, 58 sheriffs, and 67 marked other. Those who indicated their position as police chief included leaders of municipal agencies, college and university departments, and park district police. The category "other" consisted of respondents who hold positions in the agency or local government.

Overall, respondents held their positions an average of 7.15 years. The median number of years was 5.11, and the mode number of years was 2. The years in their positions range from a low of less than one year to a high of 37 years. Table 1 shows the years in their current position.

Table 1
Years in Current Position

Position	Number Reporting	Average # of Years
Police Chief	542	7.29
Sheriff	58	8.16
Other	67	5.28
Total	667	6.91

The majority of the respondents have a college degree, with 343 of 663 (52%) reporting an associate's, bachelor's, master's, or a law or other advanced degree. This study found that 31.6% (n=57) of the sheriffs hold a bachelor's or higher degree. This is up 6.3% from the 1995 study conducted by Fischer and Walzer. The police chiefs and sheriffs are well-educated with 85.4% (n=595) having education beyond high school. For those who selected the attribute "some college," the average number of hours completed was 50 (n=145). Sixty percent (n=351) of the respondents with degrees have them in the policing field (criminal justice/criminology/law enforcement/police science).

Characteristics of Departments

The average number of sworn officers (full- and part-time) reported by law enforcement departments in Illinois was 23.2 officers. Departments ranged in size from a low of one officer to a high of 287 sworn officers (this excludes the Chicago Police Department which reported 13,500). Table 2 shows the average number of officers for both full- and part-time employment status.

Table 2
Average Department Size by Employment Status

Sworn Officers	Average # of Officers
Full-time	20.3
Part-time	2.9
Total	23.2

N = 669

Sheriffs' departments tend to be larger than other departments within the state. Table 3 depicts the breakdown by type of department.

Table 3
Department Size by Type of Department

Department Type	Number of Departments	Average # of Officers
Police Departments	550	21.9
Sheriffs' Departments	66	31.9
College/University	26	16.0
Park Districts	16	18.6

The minimum education required for entry-level employment as a law enforcement officer is high school graduation or its equivalent. Eighty-six percent of the 669 respondents reported this standard as their department's minimum requirement. The attribute "other" consisted of a variety of responses, from current certification or experience to some form of prior training and/or education combined.

Eleven percent (n=550) of Illinois police departments require some college training or other form of higher learning for entry-level employment. This is just 1% below the national average of 12% as reported in *Local Police Departments, 1993* (Reaves, 1996). Sheriffs' departments are at 7.6% (n=66), 0.4% below the national average of 8% reported in *Sheriffs' Departments* (Reaves & Smith, 1996).

Entry-level pay for law enforcement officers in Illinois ranges from less than \$15,000 per year to more than \$30,000 per year. The pay for most departments falls between \$15,001 and \$30,000 per year. Respondents were asked, "Do you favor preservice

training concepts in general?" and were asked to provide feedback. Eighty-five percent of 665 respondents were in favor of preservice.

Table 4 shows the main reasons listed for favoring preservice, citing "costs," "financial," "expense," and "saves dollars" as the top reasons. Respondents feel that the preservice concept would save time and put officers on the street more quickly and that it produces more dedicated, committed, and motivated candidates. They also believe that preservice provides for a precertified group or list of applicants and a better trained, educated, and qualified officer.

Table 4
Main Reasons for Favoring Preservice

Reasons Listed	Frequency
Costs, financial, expense, saves dollars	286
Time, puts officer on street more quickly	155
Dedicated/committed/motivated candidate	66
Provides for a precertified group/list of applicants	61
Provides a better trained, educated, qualified, and more knowledgeable officer	54
No other profession pays for training after hiring	23
Can use preservice training results as a screening tool	17
Costs should be paid by candidate	16
Provides a better opportunity for candidate/builds candidate training background	15

Of the 13.5% of the respondents opposing preservice, the majority felt candidates might be unqualified and unscreened in a preservice program. Others felt that preservice supersedes department hiring processes and that current police and fire commission hiring procedures prohibit hiring a preservice candidate. Table 5 lists the main reasons for opposition to preservice programs.

The Police Intern Act addressed these concerns by giving ILETSB the authority to screen applicants and control the program. The concerns listed in Table 5 have been addressed by ILETSB as its Advisory Committee drafted rules for administering the Act.

Table 5
Main Reasons for Opposing Preservice

Reasons listed	Frequency
Candidates unqualified/not screened would be in the program	20
Excludes poor/minorities or those who can't afford it	8
Believe it would supersede department hiring process or would not be allowed due to current Police Commission procedures	7
Would let ordinary citizens "in" on police procedures/techniques	5
Would attract "wannabe" candidates who are not qualified	5
Want control over where officers are trained	4
Slots would not be available for departments to send candidates	4
Quality of candidates from last preservice trial was bad	3
No quality controls/curriculum standards	3
Cost/expense to the individual and time involved	3

Conclusions and Recommendations

Conclusions

This study found that police executives in Illinois overwhelmingly support the preservice concept. The benefit of cost savings stated by Charles (1995) and Satterfield (1986) was listed by the executives as the top reason for supporting a preservice approach. Raising the education level of the police was only mentioned once in the comments solicited (Charles, 1995). The comments against preservice indicate that some respondents do not have a firm understanding of the concept.

The preservice model receiving the most support was the one incorporating academic and training requirements. The concept receiving the least amount of support was the model incorporating academic and training requirements only with agency sponsorship (26% agree and strongly agree; 42% disagree and strongly disagree). The Police Intern Act provides ILETSB with the authority to establish a quality preservice program for the Illinois law enforcement community.

Recommendations

Development of the preservice program under the Police Intern Act should address the comments made by the respondents to this survey. Screening and selection of candidates is a major concern for those opposing preservice. As found in Texas, inadequate screening of candidates prior to enrollment results in preservice candidates who cannot be employed (Police Academy Training, 1996, p. 9). A program, similar to Michigan's, which screens preservice candidates would need to be developed to avoid this problem. A well-thought-out program with clear rules, policies, and procedures can address this particular issue as well as the other comments listed by respondents who oppose preservice. ILETSB is aware of these issues and will address them using its Intern Advisory Board to develop a "well-thought-out" program.

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Part-Time Police Training Program a Success

Jacob N. Hargrave

Part-Time Police Training Evaluation Project

Illinois Law Enforcement Training and Standards Board

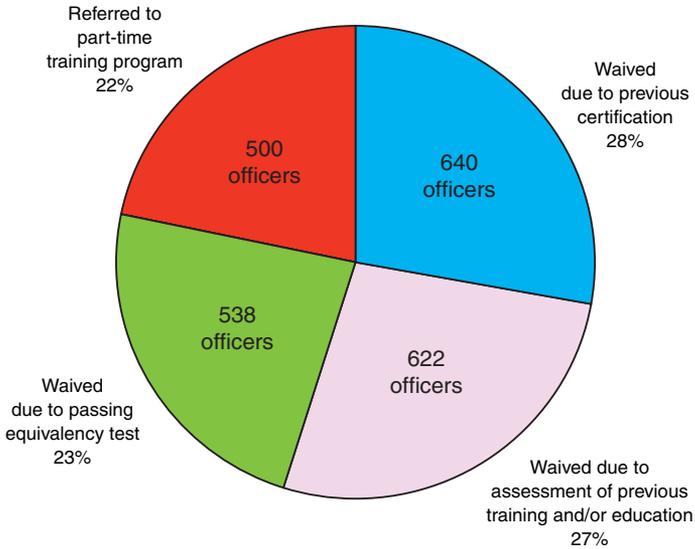
Pursuit to 50 ILCS 705/8.2, signed into law in 1995, the Illinois Law Enforcement Training and Standards Board (ILETSB) developed a three-stage program to provide community-based, full-time police training equivalent to Illinois' part-time police officers. The present full-time police training requires 360 hours of classroom and practical experience as well as a 40-hour firearms training course for a total of 400 training hours. The part-time equivalency program, designed to provide the same training mandated for full-time officers, is known as Performance Oriented Learning Incorporating Computer-Based Education (POLICE). The above legislative mandate in Illinois required that incumbent part-time law enforcement officers receive the required training within 24 months of January 1, 1996, and that newly hired part-time law enforcement officers receive the training within 18 months of their hiring date.

To complete its legislative mandate, ILETSB approved two training typologies: (1) a distance learning methodology known as Specialized Training Testing And Recordkeeping (STTAR) and (2) the Part-time Equivalency Program (PEP). STTAR is based on computer workstations in conjunction with interactive videotapes specifically designed for this program by the Law Enforcement Training Network (LETN) and JUSTEX Systems, Inc. Regional mobile training teams at 75 sites within 16 mobile training units provided approximately 100 classroom hours of training based on a "hands on" philosophy, in addition to 270 hours of video training and a 40-hour firearms safety course. In addition, student workbooks were developed, and the trainees were mandated to complete the workbooks concurrent with video training. These workbooks were kept current and inspected on a monthly basis. The PEP is a traditional 400-hour classroom environment disbursed over an extended period of time. The PEP was specially designed and implemented in the Chicagoland area.

Assessment

Of the some 3,500 part-time officers in Illinois, 2,300 applied for waivers of basic training; 1,800 of those 2,300 did receive waivers based on verification of previous equivalent training; evaluation of previous training, education, and/or experience relative to present Illinois requirements; or completion of an equivalency examination. For specific disbursements, refer to Figure 1.

Figure 1
Evaluation of Initial Part-Time Police Officer Applications for Waiver



Five hundred thirty-five officers initially enrolled in part-time training at 75 workstation sites located throughout the state. Three hundred seventy-five of those officers enrolled in the STTAR program and 160 in PEP. On July 26, 1997, 214 part-time police officers graduated in a public ceremony in Springfield, Illinois.

Objective test scores showed minor differences in disbursement. Over 79% of those participating in PEP passed the examination; 94.67% of those in the STTAR program passed compared to 96.88% of those in the traditional academy programs.

Figure 2 shows the overall averages of scores for all full-time certification examinations from 1996 and 1997. It is noteworthy that there is only a 1.2% difference between the average scores of full-time police training test takers and part-time police training test takers.

Figure 2
Analysis of Final Test Scores

SSTAR vs. PEP	1st Attempt Only		
	SSTAR	PEP	Basic*
# of students	150	72	1,669
# passed	142	57	1,617
# failed	8	15	52
% passed	94.67%	79.17%	96.88%
% failed	5.33%	20.83%	3.12%
Average test score	75.5	70.8	77.0

* May 1, 1996-April 30, 1997 1st attempt

Subjective surveys of graduating PEP and STTAR officers reveal that they were satisfied with the nature and implementation of the program overall. Of those 83 who have returned such surveys, the overwhelming response has been positive. The survey requested a rating in regard to overall quality, clarity of material, instructional methods, videotapes, computer workstations, and other such information giving a general overview of the two programs. In general, the respondents were giving the rating of "good" to "excellent." Some felt that more time should have been spent in practical hands-on training but still conceded that the programs were informative and valuable.

Given the success of the STTAR program, ILETSB has been able to meet a legislatively mandated training requirement. ILETSB has also been able to meet a subsequent training mandate with respect to recently enacted legislation concerning Court Security Officers (CSOs). ILETSB is required to provide basic training to newly hired CSOs to prepare them for limited law enforcement responsibilities. The STTAR typology allows on-site training and eliminates overtime and potential loss of duty hours. A similar application is underway to train correctional officers and jail administrators in order to meet federal mandates with regard to supervision of juvenile detainees in county jails.

Nonlethal and High-Tech Weapons: The Next Generation

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One of the greatest controversies in law enforcement today is the use of deadly force by police officers. While deadly force will sometimes be the only option, often with the right equipment, other choices are available.

One of the most promising trends in the current campaign to put police on an equal footing with criminals in terms of firepower is the appearance of a wide range of new nonlethal and high-tech weapons. At the National Institute of Justice (NIJ), Science and Technology Division, Director David Boyd notes that "Police officers are still equipped much as Wyatt Earp was in the nineteenth century" (quoted in Silverman Saunders, 1995, p. 31). Boyd's comment, made in a 1993 speech at the NIJ meant less to disparage the traditional Colt revolver and its Smith and Wesson counterpart of today than to point the way toward new, safer, and more effective weapons of tomorrow. Some of these new weapons are being deployed already, while others are still in the theoretical stages.

New Technologies

For example, conventional revolvers and semiautomatic pistols, which are often turned against police officers who are injured or overpowered, are now being equipped with "biometric" devices that can register and read the finger and palm prints, voice, or exact hand size of the proper police carrier of these weapons. This technology renders the weapon useless to all other would-be users. The resulting weapons have been dubbed Smart Guns—"The advantage of such devices is obvious. Sensors ensure that the person who fires the weapon is the person authorized to use it" (Silverman Saunders, 1995, p. 31). United States Attorney Janet Reno has described how the Pentagon's high-tech weapons development programs for the military have spilled over into law enforcement, particularly with "smart guns" that lock the safety when anyone but the registered user attempts to fire it.

The new technology is hardly limited to standard firearms modified by such devices. Other new advanced weapons systems include a "goo gun" that shoots a sticky foam substance to immobilize a violent perpetrator or attacker at a distance of up to 20 yards. The gun "fires a foam that gets sticky when it hits the air and traps its target in a taffylike substance . . ." (Graves, 1994, p. 16). The foam expands from about 1.5 liters of rubbery material into a ten gallon sticky stream with the consistency of cotton.

The "goo gun" was originally devised as a protective system against intruders in nuclear arsenals, but it is now being used as a nonlethal alternative for use on persons armed with knives or other short-range weapons. The applications for a variety of police functions and procedures are numerous. Jail guards could easily immobilize uncontrollable prisoners without entering cells or other dangerous areas. Riot police

could immobilize hostile crowds without using deadly force. So far, potential problems with suffocation and skin cleaning have limited the wide acceptance of this tool.

In addition to “smart guns” and “goo guns,” there is a new arsenal of defensive weapons being brought into use by the ordinary police officer. Among these are acoustic gunfire detection systems from Alliant Tech systems that pinpoint the source of gunfire, allowing officers to isolate and target hostile fire. Another tool is a back seat airbag that can be used to restrain violent or psychotic suspects while in the patrol car or wagon. Finally, the beat patrol officer may soon be able to transmit direct video images “from crime scenes back to headquarters,” or to use a “strap-on monitor to alert medics if the wearer is injured” (Graves, 1994, p. 16).

According to a recent article in *Omni*, undercover police officers may even be able to signal their identities silently through the use of electronic tags (Silverman Saunders, 1995). Donald Weiss, Project Manager, Sandia Laboratories, New Mexico, describes how such a tag could be linked to a “smart gun” reader to prevent deaths or injuries from friendly fire:

If an officer wears a tag on the body in a ring, watch, uniform button, or belt buckle, a reader in the firearm can scan the tag of an officer, either using magnetics, electronics, or radio frequency. (Graves, 1994, p. 16)

The passive radio frequency tags could be activated by the individual officers or remotely by a device resembling a garage door opener or car alarm keychain control.

The introduction of high-technology electronics and imaging equipment is not limited to SWAT teams or undercover agents. Nonlethal chemical weapons and night sights have long been in use with great effectiveness by the military and SWAT team, but a night-vision helmet combining ultraviolet and ultrasonic sensors, the “Night Enforcer,” is now available for both police and military applications (Ferdusey, 1995). The Pentagon led the way in the development of most systems, but budget cuts now require manufacturers to sell to the civilian sectors (Garwin, 1994, p. 17). For example, a \$15,000 Millimeter Wave Camera can be used to see concealed handguns and is now available to civilian law enforcement agencies.

Such systems are expensive to develop, distribute, and implement, and in an era of tightening budgets, they may be beyond the reach of all but the largest police departments. However, the new generation of high-tech weapons provides a means for police to increase their effectiveness and “command and control” on the streets and in detention facilities, while avoiding the use of lethal firepower with all its attendant risks. According to officials at NIJ, whenever police officers “encounter situations where if they had an alternative to conventional firearms, they would probably use it [the alternative]” (Grudowski, 1995, p. 40).

Other developments include a promising “projectile-capture net” that throws a grenade size shell as far as 100 feet, so that “the shell pops open a few feet in front of the target and spews out a giant fishing net, which wraps around him [the target]” (Grudowski, 1995, p. 41). Precise control of the spring timing, however, has not yet been perfected. Another problematic weapon is the throwable strobe sometimes used to disorient hostile or aggressive prisoners or

hostage takers. The strobe device causes individuals to lose peripheral vision and could induce brain seizure.

Conclusion

Nonlethal weapons do not have to be expensive or high-tech, and traditional weapons such as semiautomatic pistols, shotguns, and batons are unlikely to ever be completely replaced. In addition, some of the new weapons raise as many questions as they answer:

- Are they effective enough to restrain the most violent criminals?
- Will they tend to discourage the necessary use of firearms through public opinion and police reluctance to use deadly force?
- Are they safe and affordable for police officers who will ultimately use them?

Further testing and engineering will no doubt be necessary, but given the costs associated with police job-related injuries and deaths, even the relatively expensive high-tech weapons could prove cost-effective.

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Identifying the Future of Law Enforcement

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In April 1997, representatives of law enforcement from across the state gathered at Rend Lake to ponder, speculate, debate, and discuss the future of law enforcement in Illinois. Forum participants focused on questions such as “What will society look like in the year 2017?” and “What will be the major issues facing law enforcement?”

Clearly, it is impossible to accurately predict the future. It is not the claim of the forum participants that we have accomplished that daunting task. Rather, it is the hope that by sharing these ideas and speculations with law enforcement leaders across the state, we can collectively identify and prepare for the challenges facing us in the new millennium.

Proceedings

The following is a summarization of points raised by participants in the Spring forum on identifying the future of law enforcement. Conferees separated into three groups and developed responses to the following issues:

Law Enforcement and Society—Then and Now

Sometimes, the best way to figure out where you are going is understanding how far you have come. Thus, the forum on the future of law enforcement began by focusing on the past. The changes in society and law enforcement since 1975 have been dramatic. In 1975, the nuclear family was still strong, and society was just beginning the trend toward two income families. Control of juveniles seemed to be more of a family concern as opposed to a school, police, or societal issue. High paying manufacturing jobs were still prevalent, and Japanese automobiles and electronics had not yet totally overwhelmed the U.S. marketplace.

Twenty-two years ago, women and minorities started taking positions in policing though the majority of recruits were still white males, many of whom were military veterans. There was still resistance in some parts of the profession to expanded

interpretations of citizen and prisoner rights as well as to the emphasis on female and minority recruitment.

In general, crime seemed “controllable.” Whether it was reality or unreal nostalgia, it seemed that juveniles were more respectful, officers were more dedicated, families were more anchored, and police were more connected to the communities they served.

In contrast, today’s law enforcement is facing a society which oftentimes appears to be out of control. Juveniles are not closely monitored by parents regardless of their income or class. Schools and police seem overwhelmed. Officers must have and use technology as well as subscribe to the tenants of community policing. Indeed, the demands on officers as societal problem-solvers are much greater. Correspondingly, the qualifications to become an officer and the continued training and education required for the job have all significantly increased.

Similarly, officers today seem different than their predecessors. They are more educated but also more demanding of their leaders and organizations. Many tend to view the profession as a “job” versus a deeper mission or commitment.

In sum, a great deal of change has occurred over the past 22 years. Those changes have touched all aspects of law enforcement. It is reasonable to expect that changes over the next 20 years may be equally dramatic.

What Will Society Look Like in the Year 2017?

Society will be different in the year 2017. Some of those differences can be projected from factors and conditions of current society. The members of the baby boom generation, for example, will be senior citizens and for the most part will be retired and requiring senior-oriented services. Computers will permeate all aspects of society with voice activation and artificial intelligence making current functions less complex and demanding.

Three dominant trends, however, emerged from the discussion of society’s future:

1. Seniors will be a great burden on society.

Senior citizens will present a great challenge to institutions such as health care, law enforcement, and local government. They will pay lower taxes yet require more services. Correspondingly, there will be proportionally fewer workers contributing to local, state, and federal tax coffers. In particular, it is expected that seniors will migrate in large numbers to rural areas and present a significant burden to county sheriffs’ departments and rural agencies.

2. Families may continue to be in crisis.

It is predicted that two-income families will continue as a trend. This, among other factors, will contribute to an increased reliance upon schools, police, and other institutions to carry out traditional family functions. Child-care programs and other family support tasks will become the norm. There will be continued problems with youth disorientation and violence. The one counter trend that

may mitigate this tendency is the increase in home-based, computer-oriented work which may bring parents back into the home.

3. **There will be a greater separation between the “haves” and the “have nots” in society.**

The competition for “good” jobs will become more fierce. Those that lack education and skills will be relegated to menial low-paying jobs. Class distinctions will become sharper with the “haves” demanding protection and separate spaces from the “have nots.” Private police and security will be a thriving business and the demands on public law enforcement will also expand.

Programs such as Workfare will become more prevalent. The potential for anger and distrust between the classes will increase. Governments will be challenged with creating tax and revenue approaches which will move funding from wealthy areas to address issues and needs in low-income enclaves.

In the Year 2017, What Will the Major Issues Be for Law Enforcement?

In general, conferees saw many of the current issues of law enforcement expanding into the future. The consensus was that the depth and scope of those issues, such as juvenile crime and cyber crime, will dramatically expand. Three issues in particular drew a great deal of discussion:

1. **Youth-Oriented Issues**

As previously noted, young people will continue to be a focal point for law enforcement. Youth from across the classes will be involved with gangs. The gangs will be better organized and more capable of recruiting and retaining members. In addition, with the decrease in the prominence of family-based structure and values, more youth will be attracted to fringe activities such as cults and hate groups.

Law enforcement, schools, and other institutions will be required to develop more effective means of addressing youth-related issues.

2. **Multijurisdictional and Technologically Oriented Crime**

Cyberspace, the Internet, and high-tech crime are here to stay. Currently, law enforcement is ill-prepared and incapable of meeting the challenge of cyber crime. Balkanized metropolitan areas consisting of small departments do not have the jurisdictional mandate or the technological capabilities to meet the demands of multijurisdictional cyber crime.

The potential for criminal activity in this arena ranges from child pornography and solicitation to finance-based crime to international terrorism. The laws as well as the law enforcement agencies which enforce those laws will need to significantly change in order to meet this challenge.

3. Conflict Between Rich and Poor

As noted previously, it is anticipated that the gulf between the “haves” and “have nots” will widen. This will pose a major challenge for law enforcement. On one hand, enclaves of poor will require police departments to deal with the maladies of the poor—drugs, violence, abuse, and neglect. Police will, at the same time, be required to address the criminal activities of those with substantial incomes—computer crime, embezzlement, and child molestation. This will require that there be a greater diversity of talent and capability housed within many law enforcement agencies.

The gap between rich and poor will also require greater efforts to protect those with means from those without wealth.

What Will Law Enforcement Look Like in the Year 2017?

The law enforcement agency of 2017 will be a high-tech, less military like organization with officers who are older and better educated. The changing and diverse demands of society will require that police agencies adopt and develop more effective approaches to knowing and serving their communities. Approaches such as community-oriented policing will become engraved and tailored to each community and will not be a mere fad for capturing dollars.

Due to shrinking governmental resources and the increasing demands of communities, it is anticipated that community and police department consolidation will become more prevalent. Only those communities which possess significant wealth will be able to afford the luxury of remaining small. The costs of fighting crime will be too great for many small middle- and lower-income communities to face alone.

Technology will be at the fingertips of all deputies and police officers. As a result, officer safety will be enhanced. Speedy communication with groups such as the elderly will be facilitated by cyberspace. Officers of tomorrow will have tools for analyzing and anticipating crime which far exceed our current capabilities.

What Does Law Enforcement Need To Do To Prepare for 2017? Train, Communicate, and Plan

Train current and future officers to view law enforcement beyond the current paradigm. Flexibility and expanded capability for officers and their leaders will be essential in order to meet future needs.

Communicate with *all* parts of the community. Gain close and personal understanding of citizens’ needs, desires, and concerns. Correspondingly, clear lines of communication and understanding within the department will be essential for meeting future demands and charges.

Plan for the inevitable changes which will impact the profession. Include community leaders, staff, sworn officers, and civilian personnel in the dialogues related to future goals and changes.

Conference Hosts

- Dr. Thomas Jurkanin, Executive Director, Illinois Law Enforcement Training and Standards Board
- Dr. Robert J. Fischer, Illinois Law Enforcement Executive Institute

Conference Facilitation and Logistics

- Dr. Lewis G. Bender, Director
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Conference Presenters

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Conference Attendees

- Dan Callahan, Chief of Investigations, Illinois Attorney General's Office
- Director Michael T. Charles, Police Training Institute
- Chief Tom Cundiff, Herrin Police Department
- Sheriff Dan Daly, Fulton County Sheriff's Department
- Deputy Director Timothy DaRosa, Illinois State Police
- Director Leonard G. Deynzer, Central Illinois Police Training Center
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- Sheriff Jim Vazzi, Montgomery County Sheriff's Department
- Sheriff Jim Zirkelbach, Macoupin County Sheriff's Office

Illinois Municipal Police Study–1997

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Policing Practices in Illinois Municipalities

In conjunction with the Illinois Association of Chiefs of Police (IACP), the Illinois Law Enforcement Executive Institute (ILEEI) and the Illinois Institute for Rural Affairs (IIRA) at Western Illinois University surveyed municipal police agencies in Illinois to identify some of the major issues they faced. Included in the survey were questions on training needs, budget conditions, staffing patterns, changing service needs, and employment conditions. This is one of the largest surveys of municipal police departments in Illinois in more than 20 years.

Demographic profiles of 642 responding municipalities demonstrated a broad spectrum of agencies providing police protection and a diverse range of needs within Illinois. Excluding the largest agencies, responding agencies represented 5.423 million (83.2%) of the remaining population of 6,512,360 municipal residents.

Profile of Respondents

Police officials completing the questionnaire were generally older, white male officers holding relatively high ranks in their departments. Statewide, nearly 86% of respondents held a Chief or a Commander position. Turnover among those responding apparently is somewhat higher in small communities in which more than half of the police administrators held their positions for less than five years. Most responding administrators had been in law enforcement an average of 20 years. In terms of education, a majority of police administrators had achieved an associate's degree, with only 32.3% earning a bachelor's degree or an advanced college degree beyond the bachelor's level.

Perceptions of Police Administrators

The perception of respondents is that the numbers of juveniles (under 20 years) and senior citizens (55 years and older) had increased since 1980. Perceptions of increased gang activity seem related to community size and region of the state, with cities over 10,000 inhabitants and within the northern region of the state reporting the highest evidence of increased gang activity. We should note that, throughout the analyses, cities in northern Illinois are larger, so these two groups are related.

Perceptions of Tax Increases and Budgets

Only 29% of respondents reported that residents in their communities would “favor” or “strongly favor” a tax increase. This view of public support, however, increased with city size, and perceived citizen support was higher among respondents in northern Illinois (37.6%), compared with a much smaller discerned support among administrators in southern Illinois (18.6%).

In contrast to their perception of citizen support, administrators perceived somewhat equal support for a tax increase by council members in various size cities, with greater support in the north and less in the south. Most administrators (65.3%) agreed that their budgets were adequate for service demands, but many administrators (28.2%) said that currently adequate budgets would be insufficient within two to three years or that services could not be increased (25.9%). Most respondents reported that budgets had increased annually in the past three years but at an annual rate of less than five percent (55.8%) or at a rate that only kept pace with inflation (35.8%).

A substantial number of administrators in small communities and in the eastern and southern regions of the state reported no expected increase in the next two budget cycles—possibly leading to a decline in services. The main reasons for declining or flat city budgets, especially in smaller communities, were a loss of stores or increased retail competition from surrounding communities (23.0%), an unwillingness of city councils to raise property taxes (18.9%), a decline in the overall property tax base (13.8%), a decrease in state grants (13.6%), and a cutback in federal funds (12.2%).

The larger cities were the least likely to report that city budgets for the last three years had remained flat (32.9%) or had declined (9%). In spite of some pessimism by police officials regarding city budgets, a majority of citizens responding to the Illinois Rural Life Panel (1996) favored some increase in their taxes to support police protection. Only 37% of respondents chose not to increase tax support for policing. Policing ranked among the programs receiving the highest support for possible tax increases.

Perceived Changes in Police Services

Police administrators were also asked to report needed changes in services if reductions in police budgets were made in the future. Administrators reported that personnel services (33.5%), special programs such as COPS (21.6%), and patrol-related functions (20.8%) would be curtailed if budget cuts were made. The possible loss of personnel or patrol-related services due to budget shortfalls was greatest in cities of fewer than 2,500 residents. Respondents from southern Illinois were also more likely to report personnel reductions as a response to budget cutbacks.

Among agency administrators reporting that police services might be expanded, the most common areas mentioned were special programs such as COPS (42.4%), personnel additions (27.8%), and patrol-related services (16.6%). Many respondents said that they could not implement special programs (41.5%), hire additional personnel (14.6%), or increase patrol-related services (14.1%) because of budget constraints. If additional funds were available, respondents said they would increase

patrol presence (15.8%), add or replace departmental equipment (13.4%), increase officer training (12.9%), add or upgrade computer systems (12.4%), add or replace departmental vehicles (11.6%), and add or upgrade communications systems (10.6%). While most administrators reported that they would increase their community policing efforts (56.9%), only a small proportion said that they would implement community policing (16.8%).

Tasks Performed by Municipal Police Officers

Respondents were asked about work efforts and tasks performed by municipal police agencies on a weekly basis. These tasks (totaling more than 40 hours due to averaging) typically included the following: monitoring speeds on city streets (20.1 hours), investigating offenses (15.4 hours), answering family and neighbor disputes (10.0 hours), filing reports for state or federal purposes (5.9 hours), handling accident investigations (5.2 hours), and answering calls related to intoxication (5.0 hours).

Contracting for or Providing Services

A small, but significant number of agencies received or provided services for other governmental agencies. Only 30.7% reported regular use of private vendors. Notable differences among the variables of city size and region were found regarding the use of competitive bidding for contracts. Nearly 37% of respondents in cities with fewer than 2,500 residents and 42.8% of respondents in southern Illinois reported that competitive bidding was always, or at least sometimes, used. In large cities, more than 85% of bids were sometimes or always competitive.

Respondents were also asked if their agencies provide contract services to other agencies, and only 11.8% of administrators responded affirmatively. This trend was slightly higher in cities with more than 10,000 residents. Contract services typically involve traffic enforcement (31.3%) or night patrols (28.9%). The payment (charges) for such protective services does not cover the full cost in 51.6% of the cases.

Consolidation of Services

Many opportunities or ways to consolidate police services exist, depending on arrangements for providing services, location, and facilities available. Consequently, respondents differ regarding which types, if any, are feasible. The following types of consolidation services were favored: 911 communications (35.6%), general consolidation with county agencies (23.1%), consolidation of police services with other municipalities (18.3%), and the consolidation of a multicounty jail facility (11.5%).

Police Personnel Profile Issues

Most sworn and nonsworn police personnel in the agencies surveyed are white males—91% of full- and part-time officers (probationary and nonprobationary) are male, and nearly 89% of municipal officers are white. African-American officers comprise 7% of full-time sworn personnel and 5.3% of part-time sworn personnel. Hispanics and other ethnic groups represent 4.5% of full-time officers and 4.6% of part-time officers. In total, only 11% of officers were nonwhite, a ratio of one nonwhite officer to eight white officers.

The average full-time sworn strength of municipal police agencies was more than 24 officers, with part-time officers representing approximately 4 of the 24 sworn personnel (16.3%)—a ratio of 1 part-time to 5 full-time officers. Most officers were nonprobationary employees (91.2%). Sworn staff represented 74.8% of all municipal police personnel. In small cities (less than 2,500 inhabitants), only 38.7% of officers were full-time, and 46.7% of staff were part-time. Reliance on part-time officers diminished, and the proportion of nonsworn personnel increased with city size.

Even with the relatively heavy reliance on part-time staff in smaller communities, the full-time sworn strength level was highest in these cities (2.6 officers per 1,000 residents). Full-time sworn strength was slightly lower in larger cities with 2 officers per 1,000 residents in cities of 10,000 inhabitants or more. The average full-time sworn strength across Illinois was 2.42 full-time officers per 1,000 residents.

Administrative Personnel and Hiring Issues

Because personnel services is such a high proportion of police budgets, salary and hiring requirements were explored in the survey. Staffing increased most sharply in smaller cities between 1994 and 1995 (6.6% and 14.2%). Southern and western Illinois reflected the largest increase in staffing between 1994 and 1995. Even with the staffing increases, many administrators (57.8% in the smallest cities) reported that current salaries were insufficient to attract qualified applicants. Average starting salaries in fiscal year 1995 were between \$19,329 and \$30,470, depending on community size—lower than the recommended starting salaries.

Minimum education requirements across municipalities remain at high school equivalency (84.5%) with only 12% of responding agencies requiring a two- or four-year college degree. The *minimum* age to be hired was 21 years. While the minimum age of employment has been relatively constant through the years, the *maximum* age to be hired varied between 38.8 and 46.8 years.

The minimum retirement age, in most jurisdictions, was between 50.1 and 52 years. Maximum retirement age varied between 61 and 63 years of age. The most important requirements to be employed as a sworn officer included oral interviews (97.2%), medical examinations (80.5%), written examinations (56%), testing for drug use or involvement (66.4%), and specific level of physical ability (72.8%).

Oral interviews, especially, are consistently required of police applicants and are used in nearly 98% of agencies. More than 99.2% of the largest cities (10,000 or more residents) require written exams, but they are required in only 17.6% of the smallest cities. Seventy-four percent of departments in the smallest cities used point preferences for prior police service. Only 20.8% reported Merit Commissions in their cities, and a small group reported using Merit Commissions in the hiring process.

Other Personnel Issues

Collective bargaining, the Americans with Disabilities Act (ADA), and liability insurance for employees were also explored. Statewide, only 39.4% of municipal agencies engaged in collective bargaining. Among the smallest agencies involved in collective bargaining, most negotiated with a local bargaining unit (78.6%), and

the negotiations typically began in 1993. Larger communities that began bargaining much earlier (1986) most likely negotiate with the Fraternal Order of Police (60.6%).

More than three-fourths of administrators in cities with more than 10,000 residents (75.2%) reported that collective bargaining had affected their agency's budget. Many felt that collective bargaining had increased wages (46%) or benefits (38.2%). Administrators reported that the impact of the ADA on hiring standards was small. Only 3.4% of respondents reported changing job descriptions because of ADA, and only 3.9% had modified the physical requirements for employment.

Liability insurance for employees averaged more than \$2 million per officer. Nearly one-half of larger cities (49.6%) and more than one-third of respondents in northern Illinois (34.2%) are self-insured. Nearly all administrators (97.6%) reported no difficulty in obtaining liability insurance.

Police Training Issues and Needs

Differences in training needs, mandates for training, and other issues regarding training exist across Illinois. Regardless of city size or region, a significant majority of police administrators (84.5%) reported that inservice training needs were being met. Respondents reporting problems, however, most often identified accessibility/availability of programs (31.1%) or training costs (36%) as common difficulties.

In spite of the low percentage of agencies requiring emergency medical training (22%), approximately one-half (50.8%) of sworn municipal officers had received this training. High compliance levels for training on air-/blood-borne pathogens were also noted across respondents. Somewhat fewer, but still a significantly greater part of police agencies were in compliance with continuing education mandates. Nearly all agencies not meeting mandated training standards reported that they intended to be in compliance by 1997.

A large majority of respondents (86.9%), statewide, favored mandatory training for part-time police officers. Approximately the same proportion of administrators (more than $\frac{1}{3}$) expected that no decision about the current or future use of part-time officers would be made in the near future. Only 10.6% of departments plan to use more part-time officers. Most responding municipal police administrators (75%) favor a preservice academy. Most administrators (63.6%) were aware of programs provided by the Illinois Law Enforcement Executive Institute, but approximately one-half (53.8%) reported that they would not use the Executive Institute's training courses during fiscal years 1996 or 1997.

Current Training Needs

Administrators were asked about their current needs for training on 68 specific topics. The 20 areas of greatest training need, statewide, include the following (by rank): (1) legal updates for law enforcement; (2) domestic violence; (3) interrogation, interviewing, and statements; (4) civil and criminal liability; (5) vehicle search and seizure; (6) search and seizure; (7) burglary and robbery investigation; (8) deadly force issues; (9) pursuit and evasive driving; (10) child physical/sexual abuse investigation; (11) drug investigation and confidential informants; (12) community

policing citizen satisfaction; (13) defensive tactics-suspect encounters; (14) report writing; (15) juvenile law and custody issues; (16) field sobriety training; (17) ethics in law enforcement; (18) computer applications in law enforcement; (19) sexual assault investigation; and (20) crime scene protection and investigation.

Differences in the “most needed” areas of training were noted across city size and region. The most important training need is in the area of domestic violence in small and medium size cities. In the largest cities, community policing issues and citizen surveying represent the most needed area of police training. Administrators in northern Illinois most need report writing training. In the western, eastern, and southern regions, training on domestic violence situations is most needed.

Training is least needed by municipal agencies in the following areas (in ranked order): (59) telecommunications training, (60) auto theft prevention, (61) bombs and explosives, (62) physical training and power testing, (63) drug chemistry overview, (64) workplace violence, (65) arson investigation, (66) basic enhanced 911 overview, (67) drug diversion and health care, and (68) detention and corrections issues.

Vehicles, Equipment, and Technology

Administrators were asked about the current state of vehicles, equipment, and use of technology in their agencies. Typically, municipalities use an average of seven patrol cars. Vehicle use depends heavily on community size. More than two-thirds of vehicles purchased by municipal agencies were acquired through a cooperative state purchasing program, but approximately one-fourth of the vehicles were purchased locally.

More than three-fourths of small agencies have no regular schedule for replacing vehicles. Typically, the largest agencies had replacement schedules—most often at two-year intervals (45% of agencies in large cities). In spite of a lack of regular replacement, most respondents rated their vehicle fleet in either adequate (41%) or excellent condition (31.8%).

Various amounts of equipment and technology are currently used throughout police agencies in Illinois. Many or most agencies currently use personal computers (63.5%), computer-aided or 911 dispatching (52.45%), car-based mobile data terminals (35.6%), and computerized police management information systems (31.7%). Use of these technologies was much higher in large cities and in northern Illinois. Technology not as commonly used includes in-car video cameras during traffic stops (25.6%) and geographic-mapping information systems (10.3%). Statewide, personal computers were most often used for report writing (69%), storing investigative information (49.6%), storing personnel and payroll information (48.2%), and budgeting/planning (46.8%).

Jail Issues and Contracting for Jail Services

Most city police departments (63.4%) do not maintain a jail or lockup facility. For those that exist, the typical last renovation was in 1995, except in smaller communities where renovations were performed in 1991. Of cities with lockups, nearly all (90.9%) were not under pressure to replace the facility. The average daily

population of city jails/lockups statewide was only two inmates, but smaller cities housed a larger number. For the two-thirds of agencies without lockups, contracting jail/detention services was most common (61.9%). The typical daily contract cost for detention services was \$40.

Issues of Importance to Municipal Police Agencies

Administrators were asked about the importance of various issues to their city or department. Issues ranking *very important* were drugs (85%), domestic violence (80.3%), domestic violence and child abuse (80.3%), alcohol and DUI arrests (73.3%), equipment costs and repairs (72.2%), vandalism (68.4%), state mandates (66%), burglary and other property crimes (60%), training time required (59.3%), violent crimes (56%), and traffic accidents (54.6%). Transporting prisoners, industrial crime and theft, and gambling/vice crimes are issues that do not cause as much concern.

Perceptions and Reported Crime Change

Administrators were asked about changing crime patterns in their city. Approximately one-half of the respondents reported that the crime problem had remained constant during the past three years. Likewise, nearly one-half also said that the crime problem in the next three years would remain the same. Only 15.4% of respondents reported that crime had increased in their communities, but more than 31% expected the crime problem to worsen in the next three years.

Not entirely consistent with the perceptions reported by police administrators, a higher proportion (42.1%) of respondents in the 1995 Illinois Rural Life Panel said that crime was on the increase in their communities. These responses came at the same time that actual reported crime between 1993 and 1996 declined statewide. Total index offenses, statewide, went from 610,050 to 592,360 crimes between 1993 and 1996—a decline of 2.9%. Crime rates seem to be declining overall, which is inconsistent with the overall fears expressed by citizens. Most police respondents view crime as stable (50%) or improving (34.6%), which is consistent with the reported crime trends to date.

Most administrators (58%) are familiar with the new enhanced Federal Crime Reports, an incident-based reporting system. Knowledge of the revised crime reporting program is substantially higher in large communities (78.8%) and in northern Illinois (65.5%).

Small-Town Policing in Illinois: Challenges, Options, and Successful Strategies

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Law enforcement is one of the few truly essential services provided by government. From the Federal Bureau of Investigation (FBI) to village police departments, governments at all levels have the authority to enforce laws and protect the public from criminals and illegal activity. At the local level, police services are also the most visible as citizens see their tax dollars at work on a daily basis.

While much recent attention has been given to inner-city crime problems such as drugs, gangs, and gun-related violence, there is little awareness of nascent trends suggesting deepening crime problems in small communities, especially in rural areas. In response, law enforcement officials in small towns face a variety of constraints that limit their ability to develop effective policing strategies. Increases in the incidence and seriousness of crime in rural areas, financial limitations, and structural constraints are forcing small-town police chiefs to explore alternative ways to provide police protection services. In fact, the issues facing small-town police departments were raised during the 2000 presidential campaign by a group of rural police chiefs in New Hampshire meeting with one of the candidates (Wilgoren, 2000).

This article examines alternatives available to small-town law enforcement officials for meeting the challenges of the new millennium. While the most common alternative is contracting with another government to provide police protection services, other options are available that can be considered by local police chiefs, such as consolidation or merger of police services and individual contracts with certified police officers. After a look at one small town's struggles to provide police services, each alternative method of police service delivery is examined with innovative case studies and best practices from small communities throughout the state. First, recent trends that are forcing local officials to consider alternatives to traditional, in-house policing are examined.

Factors Causing Alternative Strategies

There are a number of challenges facing rural police departments that have led small town chiefs to adopt alternative methods of police protection. The trends, some of which are still emerging, will continue to pressure local officials to consider new ways of providing police protection services.

Rural Crime Trends

While citizens in rural Illinois commonly experience violent crime through television, newspapers, and movies, certain types of criminal activity are taking

place closer to home. Where rural police agencies traditionally worry more about property crimes, such as vandalism, burglary, and traffic code enforcement, more instances of drug- and gang-related crimes are occurring.

The recent decline in crimes rates nationwide has been broadcast in the news media as elected officials rise to take credit for tougher laws and harsher sentences, but recent statistics reveal trends in rural areas that have not received as much publicity. Data from the National Center for Rural Law Enforcement provides evidence of some alarming trends:

- Violent crime in rural counties nationwide increased 53% between 1983 and 1997.
- In 1997, the latest year for which information is available, rural counties experienced a 3.1% increase in violent crime while violent crime declined 6.2 % in cities with populations over 1 million.
- FBI crime statistics for 1997 show an overall decrease in crime nationwide. In rural counties, however, robberies increased 10.7%; motor vehicle theft increased 4.6%; and forcible rape increased 7.4%. In addition, forcible rape increased nearly 10% in cities with populations of less than 10,000.
- The rate of law enforcement officers killed in rural counties and towns was greater than the rate for large urban areas during the period of 1988-1997.
- Gang activity is increasing in rural areas, according to sheriffs and police chiefs attending a recent National Center for Rural Law Enforcement conference.
- A recent study by the National Center on Addiction and Substance Abuse reported that adolescents in small towns and rural America are much more likely than their peers in large cities to have used drugs.

Rural areas have also seen an upsurge in certain drug-related crimes in recent years. For example, manufacturing and use of methamphetamine (meth) have increased in rural cities and counties due to the nature of the substance and access to fertilizers that are key components of the drug (Perlman, 2000). In fact, Illinois has witnessed an increase in meth lab seizures, numbering more than 100 since 1997 when authorities began keeping statistics. More than a dozen meth labs were discovered last year in Jackson County in southern Illinois.

Demographics

Changing population patterns are impacting police department services and structure. For example, small towns in northeastern Illinois experiencing population expansion from the suburbs and collar counties may encounter traditional urban problems such as gangs, violent crime, and drug use that may strain police budgets. Conversely, small communities in southern Illinois face continued population declines and economic dislocations which combine to reduce the resources available to maintain effective law enforcement. In either case, financial limitations resulting from population changes may force officials to consider alternative methods of police service delivery.

Structure of Local Governments

Small-town police departments are limited in their ability to respond to increases in crime. For example, 90% of law enforcement agencies in the United States serve populations of less than 25,000. Most municipal police departments in the nation (77%) serve populations of less than 10,000. In Illinois, which has more local governments than any other state in the nation, most municipalities (85.8%) have less than 10,000 inhabitants, and more than three-fourths (77.6%) have less than 5,000. Also, most law enforcement agencies in the United States have 10 or fewer officers on their forces.

In addition, many local governments attempt to provide a comprehensive level of police services, regardless of their capacity to do so adequately. For example, while many provide some measure of patrol services, most rural communities cannot afford to maintain full-time investigative units. Attempting to provide a full range of services depletes scarce resources and results in duplication and inefficiency among competing law enforcement agencies.

Cost of Police Services

Police protection is one of the most costly services provided by local governments. The major law enforcement task is patrol, which is labor intensive. Personnel costs, including salaries and benefits, comprise most of police budgets with expensive equipment, such as squad cars, firearms, and telecommunications needs, adding to the expense. Public police budgets have been growing at a rate of approximately 3% annually, and demand for services is increasing even faster (Eggers, 1997).

With costs rising, rural communities also face limits on their ability to raise revenues to pay for policing services. The only major revenue source under local control is property taxes which are difficult to raise because of intense citizen opposition. One-third (34) of Illinois counties have property tax caps which limit the amount of funds local governments can raise from increased property taxes. Thus, small towns and villages face the "double-whammy" of increased demands and costs for police services and limits on their ability to raise additional revenues to pay for services.

"Cop Crunch"

Police departments of all sizes across the United States are experiencing increasing difficulties in recruiting and retaining police officers. With a booming economy and a variety of social and demographic factors limiting the number of police recruits, departments are forced to pay more overtime and adjust patrol shifts. In response to the competitive environment for police officers, many governing authorities are considering improved pay and benefit packages to attract and keep officers, thus creating additional financial burdens. The situation is particularly acute in the smallest communities (less than 2,500) in which 57.8% of police chiefs say that current pay is not sufficient to attract qualified applicants (Hazlett, Fischer, York, & Walzer, 1998). While economic enticements may address the immediate problem, there are indications that the officer shortage may be a long-term phenomenon (Swope, 1999).

The problem is more acute for small communities that have limited resources with which to compete. A common problem in small towns is that police vacancies serve as entry-level positions for many recruits. After training and a minimal number of years on the force, they move on to more lucrative opportunities in larger

communities that can afford more generous pay and benefit packages. It is financially difficult for a town of 10,000 to compete for police officers on economic terms with a community of 25,000. Some small towns face a vicious cycle of constantly hiring and training new recruits which hinders continuity and stability and imposes additional financial burdens.

Mandates

Unfunded state and federal mandates also create pressure for local officials to consider alternate strategies for policing. Recent intergovernmental regulations mandated more training for handling hazardous materials and air-/blood-borne pathogens. Many police chiefs experience difficulty finding time to train all employees and raise funds to pay for unfunded mandates. Also, part-time police officers were mandated to complete the same training requirements as full-time officers. This mandate hits smaller departments particularly hard because they are more likely to rely on part-time officers and do not have adequate resources to pay for increased training. The training mandate also creates a disincentive for part-time officers because they must undergo 400 hours of training for less than full-time pay and benefits.

Reinventing Government

In addition to the above concerns, many small-town police chiefs are looking to new and innovative strategies for providing services at less cost. The movement to increase efficiency in government operations is common at all levels of government and moves beyond ideology and political affiliation. A new approach to public service provision is emerging in response to financial limitations, increased demands for accountability from the public, and a genuine desire on the part of public officials to improve the quality of services. Leaders at the local, state, and federal levels are examining strategies that have been successful in other jurisdictions and adapting them to their needs and resource availability.

A Case Study—Avon

Avon (pop. 950) is located in Fulton County in west-central Illinois. It is near larger communities such as Peoria, Galesburg, and Canton but not close enough to merge police operations or contract with a municipal department. Local officials have contracted at times with the Fulton County Sheriff's Office for police services and had one sheriff's deputy stationed in town under a contractual arrangement. Local officials, however, determined it would be cost-prohibitive to enter into an intergovernmental contract with the county because unionized deputies' pay is higher, and the village would have to provide its own vehicles.

Currently, Avon has pieced together an inhouse police force of part-time officials including the chief. While the five part-time officers are not able to provide 24-hour patrols, local officials view the department as the best-trained in years. All but one of the officers are employed in other law enforcement occupations and have received training to be certified police officers. The police chief and sergeant are both employed full-time at a state prison in Galesburg. Another officer works full-time as a Knox County deputy while a fourth serves in the nearby Bushnell (pop. 3,300) auxiliary department. The other police officer holds a nonpolice position but is receiving mandated training and plans to pursue a career in law enforcement. In

addition, Avon retains a mutual assistance agreement with Fulton County for emergency services.

Avon officials have tried numerous strategies in recent years to provide police protection services for village residents. In fact, the town has used six methods since 1995 including the present structure. Five years ago, Avon had an inhouse police department with a full-time chief. The chief's resignation prompted village officials to contract with the Fulton County Sheriff's Office on a short-term basis until a long-term solution could be found. Then, the town brought police services back inhouse after hiring another full-time chief. The new chief did not last long due to disagreements and conflicts with village officials. When this system failed, the village again entered into an intergovernmental agreement with the county for patrol services. The village then moved to a slightly different inhouse department with a part-time police chief, whose full-time occupation was serving as a Knox County Sheriff's Deputy. After the part-time chief retired, the village hired another part-time chief who oversees the current arrangement.

Avon officials are hopeful that the current police structure can prove more lasting than previous arrangements. Stability and continuity are important for all government services, not just police protection. According to former village clerk Mary Williamson, local residents are also concerned about the crime issue because of their closeness to a major urban center like Peoria and the potential for problems arising from state prisons located in Canton and Galesburg. Traffic patterns in the area could result in problems with drugs and gangs, leading residents to express concerns over adequate police protection.

Avon's experience with different methods of policing points out the struggles of small-town officials to maintain adequate law enforcement, and their story is not be unique in small towns across the state. Small-town departments in Illinois are usually staffed with four or fewer officers, most of whom are part-time (Hazlett, Fischer, York, & Walzer, 1998). It will be difficult to maintain the present system in Avon unless the officers remain in town and employed in their current full-time positions. Many outside events can occur to disrupt the present structure of police services and force village officials to again scramble for an alternative. Unfortunately, long-term solutions are difficult to find and can be expensive for small, rural communities. There are alternatives, however, and some small town officials are adapting them to meet their local needs in new and innovative ways.

Alternate Policing Strategies in Small-Town Illinois

This article focuses on three common types of alternate policing options for small communities: (1) intergovernmental agreements, (2) consolidation of services, and (3) privatization. Any alternative to a full-time, inhouse department involves losing some freedom of independent action. This disadvantage is balanced by the need for an improved level and quality of service that is expected from an alternate strategy.

Intergovernmental Agreements

The state constitution allows local governments to contract and undertake agreements with each other, state government, other governments and their local units, school districts, and the federal government as long as these activities are not

prohibited by law or ordinance. Local governments can purchase or share services and exercise, combine, or transfer any power or function. The Intergovernmental Cooperation Act permits powers, privileges, or authority of a local government to be exercised with other local government units and/or state agencies.

California pioneered the use of intergovernmental agreements under the Lakewood Plan in 1954. Under the plan, municipal governments are allowed to choose between providing services inhouse or contracting for services from a county. Studies of this quasimarket involving law enforcement found lower costs in counties where contracting was common.

Contracting for services is the form of intergovernmental agreements used most often in Illinois communities. This usually occurs when a smaller government does not have the resources, equipment, or expertise to provide a service and therefore contracts with a nearby, larger government for a fee. Law enforcement contracts provide an excellent example. Some small villages contract with a county sheriff's department for police protection services. Hiring a full-time staff can be beyond the fiscal resources of many small villages and may represent excessive coverage. County governments can provide night patrols, crime investigation, or other services on an as-needed basis. Some counties, such as Hancock, Jo Daviess, and White, provide patrol services for other governments, typically small villages.

Intergovernmental agreements are the least complicated method of contracting and/or coordinating service delivery, including those for police protection. An attractive feature for local officials is that intergovernmental agreements can typically be implemented without any significant change in the present structure of government.

The King County Sheriff's Office in Washington offers an excellent example of a systematic approach to contracted police services. County officials and sheriff's department staff developed a custom-tailored approach for the delivery of law enforcement services. Nearby cities can choose from a "flex" model in which law enforcement services are provided to the city in proportion to its share of the precinct's workload; the "city" model in which supervision and positions are dedicated to the city; or the "shared supervision" model in which precinct command and supervision is shared by the county and the city.

Currently, the King County Sheriff's Office contracts with 12 cities ranging in population from 239 to 50,380. Cities maintain local control by choosing which services they want to receive, participating in the selection of personnel, determining staffing levels, and monitoring the contract through a joint city-county oversight committee. Each city may also opt to have distinctive uniforms and vehicles marked with its city logo to maintain local identity. The sheriff's office assumes liability for the officers and has control over hiring and training.¹

In Illinois, there are a variety of examples of contracting for police services. Knox County began offering contracted patrol services for small communities after the election of Jim Thompson as sheriff in 1998. His predecessor discontinued contracted patrols, and small-town officials urged the county to reinstate them. Currently, the

¹ For more information on the King County Sheriff's Office method of contracting services, visit their website at www.metrokc.gov/sheriff/contract.htm.

county contracts with Abingdon (pop. 3,600), Wataga (pop. 880), and Oneida (pop. 700) for patrol services. While contracted patrols by Knox County are designed to supplement regular police services provided by the Abingdon Police Department, they are the only form of policing in Wataga and Oneida.

Abingdon sought additional patrols due to personnel shortages while Wataga and Oneida requested policing during weekend evenings and summer months when vandalism and alcohol-related incidents are more likely to occur. Ironically, Knox County contributed to Abingdon's staffing shortage by hiring some village police officers because of more attractive pay and benefits.

Knox County's police contracting system is unique in that it involves a partnership among the county, small towns, and the three unions representing sheriffs' employees. Contracted patrols involving Knox County deputies are supplemental to their normal working hours and are offered on a voluntary basis. Sheriff Thompson stressed the importance of cooperation of the unions to the ultimate success of patrol contracts in Knox County. By involving them in the process of devising a system of contracted patrols, the sheriff overcame a potential obstacle and gave deputies a stake in the success of contracting.

The sheriff's office created a process through which small towns submit a written request for patrol services and a proposed schedule for patrol. While small towns can designate the hours of service under the agreement, the sheriff's office maintains control of the officers' duties and responsibilities. After examination by the sheriff, the proposal is given to the patrol union for right of first refusal and provided to the other unions if no deputies are interested. The only restriction is that deputies must be sworn, certified police officers. According to the sheriff, deputies are usually interested because the pay is attractive compared to other part-time opportunities in the area. After the staffing issue is addressed, the agreement is signed, and patrolling begins. Current contracts are one year in length and renewable subject to the agreement of both parties.

The fee that is charged to small communities is structured to cover the costs of personnel, fuel, and equipment. According to Sheriff Thompson, the goal of contracting is not to make a profit, but to provide a necessary service to small, rural communities. Because the contracting program is fairly new, the sheriff and his staff will review the fees after one year to determine if the charges are adequately covering the costs of service provision and if they need to be adjusted.

The benefits of contracted patrols in Knox County include increased visibility and presence of police in rural communities, crime prevention, and a greater sense of security by residents. Contracted police services enable small communities to access services they otherwise would be unable to provide.

Some of the potential drawbacks to contracted patrols were overcome through the creativity of local officials. Instead of seeing union contracts as obstacles, the sheriff worked with deputies to create a workable partnership that has resulted in a "win-win-win" situation for the county, villages, and deputies. Other issues that may arise include increased radio traffic and shift coordination when the shift requested by a town may not coincide with shift scheduling in the sheriff's office. The issue of control will also be a potential area of disagreement if village officials seek more

direction over the activities of deputies. Although the problem has not arisen in Knox County yet, some deputies may not wish to work additional hours of patrol. Finally, both the county and participating towns need to upgrade their administrative skills in order to effectively manage and oversee contracts. While attorneys for the various local governments can create a formal intergovernmental agreement, the responsibility of contract monitoring falls to local officials who may or may not have the necessary skills. Most potential problems and issues can be overcome with effective communication and cooperation among the various parties to the contract.

The Henry County Sheriff's Office has long provided contracted patrol services for small communities. The scope of services provided and the structure of the agreements varies with the needs of individual communities. For example, the county has an agreement with Andover (pop. 580) for patrol services that was devised by Sheriff Gilbert "Gib" Cady. Deputies earn time-and-a-half pay directly from the village for services such as traffic enforcement, and hours worked are subtracted from comp time accumulated from the sheriff's office. The county benefits because officers use or "burn off" comp time which saves tax dollars and limits the accumulation of comp time. Andover, which has no village police force, benefits by having police protection and the officers gain additional income.

The most innovative contracting arrangement in Henry County is with the village of Orion (pop. 1,800) where a longstanding intergovernmental agreement is unique in its approach to village policing. Orion, which has no police department, compensates the county for three officers who provide 24-hour police protection for the village. A similar agreement exists with the village of Cambridge (pop. 2,100). According to Sheriff Cady, the deputies patrolling Orion are supplemental to the regular Sheriff's staff and would have to be absorbed into the budget or terminated if the agreement was canceled.

The scope of services for the village includes routine patrols, emergency response, and investigative services. Orion maintains a police headquarters and furnishes office space, furniture and furnishings, janitorial service, lights, water, and other utilities. While the village provides police vehicles for use by county deputies, the county has responsibility for vehicle maintenance and operation. Orion retains ownership of police equipment, such as vehicles and radios, and is responsible for equipment replacement while the county maintains control over the activities of the deputies assigned to the village. Henry County also provides squad cars and pays for insurance coverage and training for the deputies.

Interestingly, when Orion officials first expressed an interest in contracting for police services, they solicited proposals from the Henry County Sheriff's Office and the village of Coal Valley (pop. 3,500) located seven miles away. While not a formal bid process, the experience of Orion does suggest that opportunities may exist in the future for local governments to compete for policing services in nearby communities.

The original agreement provided that at least one full-time deputy be required to live in the village. While this provision was fulfilled when the contract was first implemented, it became more problematic as deputies left the department to pursue other opportunities. Thus, according to the village clerk, Lori Sampson, the provision has not been enforced by the village for several years.

Oversight of the agreement is exercised by a Law Enforcement Advisory Committee comprised of the sheriff, village president, police commissioner of the board of trustees, and sheriffs' deputies assigned to the village. Meetings are held monthly and are designed to facilitate input into services and standards of performance of the contract. The sheriff also provides a monthly report on the departments' activities at a village board meeting and produces a monthly written summary as well.

The intergovernmental agreement, first signed in 1980, has a length of one year and is renewed on an annual basis. Either party can terminate the contract by giving 90 day's notice. Currently, the charge for services is approximately \$168,000 annually, which is paid on a monthly basis. The contract stipulates that services are provided by the county without profit but at actual cost. Thus, costs are reviewed each year to determine if they should be adjusted.

Both parties express satisfaction with the contracting arrangement and point to mutual benefits. Henry County is able to add three deputies to its sheriff's department at no cost; they are available for backup duty in case of emergency elsewhere in the county. The sheriff's office also benefits by providing added police protection services in a small community that assist crime prevention efforts and increase the visibility of law enforcement. Village Clerk Sampson believes the agreement has resulted in improved police protection and a better quality department than what existed previously. The only concerns expressed by Orion residents are the desire for more village control over the activities of deputies and turnover of assigned officers. According to the village clerk, however, the concerns are relatively minor compared with the support most residents voice for the current agreement.

Another variation of contracting for police services involves the village of Erie (pop. 1,500) and the Whiteside County Sheriff's Office. The two parties have contracted for services at various times during the past two years to meet short-term needs of the Erie Police Department. For example, the sheriff's office will provide patrols on weekends and several days a week on an as-needed basis, especially when new hires are attending the Police Training Institute (PTI) in Champaign. Contracting patrol duties when the department is short on staff prevents the remaining Erie officers from having to work around the clock seven days a week.

Whiteside County deputies are allowed to sign up for extra patrol duty on a voluntary basis. Because the deputies receive time-and-a-half pay for contracted patrol service, there has been little problem attracting sufficient numbers of deputies to volunteer.

In addition, the department closely examines the cost of providing patrol services to ensure that the county does not lose money on contracting. Chief Deputy Larry Van Dyke reports that the hourly fee is intended to cover the full costs of providing the service, including the officers' pay and benefits, insurance, and fuel. In 2000, the sheriff's office charges the village of Erie \$29.50 per hour for patrol services, a \$2.00 increase from the previous year. At the end of the contract period, the sheriff's office conducts an in-depth analysis of costs and adjusts the fee accordingly.

While contracts for patrol services with counties is one option available to small communities, some villages contract for services with other neighboring cities. This

type of strategy is practical only for small towns in close proximity to communities with full-time police departments. For example, Rapids City (pop. 930) in Rock Island County has long contracted for patrol services with larger communities. Port Byron (pop. 1,400) provided police protection services for Rapids City for approximately 30 years, with the fees generated covering about one-third of the department's budget. Rapids City changed service providers in 1998, contracting with the Hampton (pop. 1,600) Police Department for a three-year deal covering routine patrols, radar checks, and enforcement of village ordinances. Because of their close proximity, contracted patrols in Rapids City are worked into the regular patrols of the Hampton Police Department, which also provides community services, a school resource officer, and traffic enforcement. The fee is based on the number of calls and includes an annual cost of living adjustment. Hampton was able to offer police services at a lower cost than Port Byron although a formal bid process did not take place. The agreement includes a hold-harmless clause for Rapids City, reporting requirements and procedures for cancellation. One of the benefits cited by Rapids City officials is the reduction in liability for police services.

Consolidation/Merger

The large number of local governments in Illinois with police functions makes consolidation and/or merger of services another option for small communities. Obviously, consolidating police services is available only for communities located near other villages seeking a similar solution. This could be challenging, especially in remote, sparsely populated areas. Small police departments in urban areas have more experience sharing certain services because of their proximity to larger departments with greater resources. Because of the difficulties small communities face in the provision of adequate police services, consolidation with a nearby police department offers another viable alternative for local officials.

There are, however, numerous practical concerns that have to be overcome to make a consolidation alternative work. Officers in each police department may have differing wage and benefit levels that must be unified. The state of equipment and vehicles in each jurisdiction may differ in age and quality. Also, naming a police chief can be an explosive issue if the appointee is from one of the communities involved.

There are political obstacles that can hinder consolidation of police services. Citizens may feel a loss of control over an important service and be skeptical about partnering with a neighboring town. Elected officials may use the issue to raise their visibility for political reasons. Also, local police departments, no matter how small, provide a sense of identity to small communities that makes partnering difficult, especially when a rivalry in athletics exists between two towns.

However, the obstacles to consolidation can be overcome through communication, compromise, and cooperation. Financial and demographic trends are combining to make consolidation and merger an idea that will be considered more seriously in the future.

There are some successful examples of merged police departments from across the nation. In 1973, the Las Vegas Metropolitan Police Department became the first consolidated police agency in the nation merged from a municipal police department and a county sheriff's office. Charlotte, NC and Mecklenburg County consolidated

their police departments in 1993. More recently, Topeka, KS and Shawnee County examined the consolidation of police forces in 1998.

In Illinois, there has been some interest in recent years among local governments examining consolidation of police services. Macomb and McDonough County studied the issue in the 1970s but took no action due to concerns over loss of control, or “turf” battles. Five contiguous municipalities in the Illinois Quad-Cities area—(1) Rock Island, (2) Moline, (3) East Moline, (4) Silvis, and (5) Hampton—conducted referenda in 1988 on creating a “Super-City” or merger of all communities. The referendum failed in all five cities but produced continuing interest in the concept. Carbon Cliff (pop. 1,500) and Silvis (pop. 7,000) commissioned the Bi-State Planning Commission to study the feasibility of a merger in 1998, but no action was taken; however, a similar study by the commission on a merger between Moline and East Moline led to a referendum to decide the issue in March 2000. The commission is currently researching the feasibility of consolidating police services in Port Byron, Hampton, and Rapids City. In addition, the failed “Super-City” effort created momentum to form cooperative agreements among local governments in the Quad-City area, according to Liz Murray of the Bi-State Planning Commission. Numerous intergovernmental agreements were implemented involving a variety of local services since the failure of the Super-City referendum, putting the Illinois Quad-Cities area on the cutting edge of government innovation.

There are two recent examples of successful consolidations of police departments that are worth examining. One involved the merger of two municipalities—the first time for such an occurrence in state history. Consolidation of the two police departments will be examined. The other example is from Lake County where police departments from two communities merged operations. Both examples provide lessons and useful information for small-town officials looking at all options for providing police services.

In 1995, citizens in the Henry County communities of Colona and Green Rock voted to merge their cities. A similar merger effort failed roughly 30 years earlier—a victim of rivalries and tensions that existed between the adjacent towns, but opportunities for economic development as a combined community led voters to form the new city named Colona. Green Rock was landlocked and had no room for expansion while Colona had ample land available for economic development. At the time of the merger, the combined population of the two towns was approximately 5,000 but has since grown to about 6,500.

After the referendum merging the towns was approved, officials in the two communities worked closely together to ensure a smooth transition. While the communities shared some services over the years, such as fire protection, a grade school, and wastewater treatment, both had separate full-time police departments. The merger presented town officials with a variety of issues that needed to be addressed in the combined police department, including staffing levels, pay and benefits, the appointment of a police chief, and operating procedures and regulations. Officials also had to resolve the seemingly insignificant yet sensitive issue of designing a new police badge for officers to wear. Even careful planning and preparation could not address all issues. According to Chief Robert Schroeder, many issues were not considered until they occurred because there was no guide or existing format for consolidation.

The combined police department began with nine full-time officers and nine part-timers. Currently, the number of part-time officers is down to five with one part-time civilian employee in Colona becoming full-time to handle administrative and secretarial functions. The department now has 11 full-time officers including one secured through a Community Oriented Policing Services (COPS) grant and a Community Service Officer (CSO) officer. All full-time members of the force at the time of the merger remain on the combined force.

Personnel policies had to be reworked to accommodate differences in each former community's pay and benefits. A potentially difficult issue was overcome when city officials decided to adopt the better of the two competing pay and benefit packages in each area. For example, the new department adopted the higher pay scale of the two previous forces and the better components of the separate benefit packages which were broken down by health insurance, sick leave, vacation, and retirement. In other words, officials ensured that no police official suffered any loss in pay or benefits, and in fact, some gained as a result of the merger. This approach may have increased overall personnel costs but helped avoid a major obstacle.

Since both departments had police chiefs at the time of the merger, the issue of naming a new chief was another potential obstacle. Instead of choosing one of the two current chiefs and risking charges of favoritism, city officials selected an outsider to oversee the merger and become the new police chief. Chief Schroeder had 30 years of experience in law enforcement, including 26 years in nearby Rock Island. He retained the two previous chiefs as captains on the force, another decision that helped to prevent a negative political fallout.

Schroeder immediately began restructuring the department and upgrading policies and procedures. He combined and computerized record-keeping systems and eliminated needless paperwork. An improved reporting system and a reorganized system for evidence storage were put into place by the new chief. Better training and leadership opportunities for officers were also implemented as Schroeder sought to increase the professionalism of the department. New crime fighting strategies were developed as changes were made in police scheduling, and officers emphasized prevention techniques, such as neighborhood watch programs and community policing. Better management and budgeting led to cost savings and greater efficiency in operations. For example, police vehicles are used on a more equalized basis, creating drastic savings in repair and maintenance.

The badge issue may seem insignificant, but it was a symbolic and sensitive issue for officers from the two previous departments. Colona officers wore a star on their uniforms while Green Rock used a badge. The new department created a new design that had a star on a badge, thus combining important symbols of the communities into one.

While the transition process has not been totally seamless in Colona, most major issues in merging police departments were worked out through cooperation, communication, and compromise. Chief Schroeder identified two continuing drawbacks to consolidation. First, there still exists some resentment from Green Rock officers over a loss of identity and control; however, the chief notes that the situation is improving daily and that in time, lingering animosities will be overcome through the attrition of older officers. Also, the improved record-keeping and

reporting systems resulted in a large increase in reported crime the first year after the merger. Schroeder believes that the higher numbers also reflect better relations between the police and citizens who are more likely to report crimes. He predicts a better gauge of crime in Colona after several years of reporting under the new system.

The benefits of the merger outweigh any short-term political and reporting concerns. The department operates more efficiently and more professionally, and the combined department has a better chance of securing grant funds because of its larger size. On the other hand, Schroeder says large scale cost savings are not accruing to the community as a result of consolidation. Some cost savings were achieved through bulk purchasing, increased grant funding, and revenues from a policing contract with nearby Cleveland. Elimination of duplication and some overhead expenses also resulted in some reduction in expenses, but overall, Schroeder says any decreases in costs were negated by increases for personnel costs, training, computers, and other necessary items related to the successful merger and for improving and professionalizing the department.

Colona's merged police department offers an interesting case study arising from consolidation of two communities. In Lake County, two small, suburban communities merged their police departments while retaining separate municipalities. Round Lake Park (pop. 5,200) and Hainesville (pop. 2,000) merged police operations in June 1999 after years of cooperation between the two departments.

Prior to the consolidation, Round Lake Park had a full-time police department providing 24-hour coverage with 15 officers, including part-timers. At least two certified police officers patrolled at any given time, and the department had a police station. The department also had a K-9 unit, full-time CSO, and support/records clerk.

Hainesville, on the other hand, provided police services the way many small towns do—with part-time officers. The village employed nine part-time officers and was unable to provide full, 24-hour protective services due to inadequate resources and a lack of space. It also did not have a police station, operating instead out of village hall. These circumstances led Hainesville officials to consider consolidation as a viable option.

The two departments had worked closely together for a number of years, sharing resources and training. Both police chiefs shared common philosophies regarding community policing and proactive approaches to accessing local, state, and federal law enforcement resources. The two police departments conducted joint training sessions on topics such as firearms qualifications, police baton and control tactics, and computer usage. After receiving support from both village presidents, the chiefs gained the approval of the two village boards.

Both communities were able to gain from this innovative agreement. The combined department added eight new officers and additional equipment to the existing force of Round Lake Park. Four members of the Hainesville department successfully completed the transition to the new police force, bringing total manpower to 22.

Restructuring of police administration will allow the top command to devote more time to a greater variety of tasks. Round Lake Park Police Chief Bruce Johnson was named chief of the combined department, and Hainesville Chief George Filenko was appointed Administrative Commander. Chief Johnson will focus more on day-to-day operations of the department, and Filenko will oversee a variety of tasks including records management, crime analysis, information services, and training. Local officials believe that the division of responsibility will result in a more efficient department and may prove to be the best aspect of the merger.

Hainesville now has 24-hour police coverage, updated policies and procedures, and a police station. In addition, Hainesville gains by accessing additional services provided by Round Lake Park which were not available before, including a K-9 officer, full-time investigators, and proper supervision with the addition of a patrol sergeant. The new department also makes available accident investigators, bicycle officers, Drug Abuse and Resistance Education (DARE) programs, Violence Evasion Gang Awareness (VEGA) programs, and an established Neighborhood Watch program. Results thus far include increased intelligence gathering capabilities and shorter response times.

Other details had to be worked out in the agreement to ensure the success of the new department. For example, the department, named Round Lake Park-Hainesville Police Department, completely changed its appearance. Officers were allowed to select a new shoulder patch, badge, and squad car design emphasizing the department's community policing motto: "Community Partners." The agreement is in affect until 2004 and includes provisions for succession of the police chief and the monthly service fee paid by Hainesville to Round Lake Park.

While it is too soon to draw any long-term conclusions from the consolidation, local officials believe many benefits will accrue to the two communities. Chief Johnson views the merger as a true community partnership that will reduce duplication of effort, increase efficiency, and eliminate waste in utilizing shared assets and resources. In addition, the new department will be able to provide better and more cost-effective police services.

As with the Colona-Green Rock merger, Round Lake Park and Hainesville officials do not envision massive cost savings resulting from consolidation of police forces. Increased economies of scale will reduce duplication of services and decrease overhead expenses, resulting in lower overall costs; however, the main emphasis of the merger is on improved and more efficient police services. In fact, some costs may initially increase as a result of unifying the two departments. Greater efficiency in the use of scarce resources will result with better police protection for the residents of the two communities. The least that can be said is that a consolidated force will create greater costs for a higher level of service but at less cost than the communities could have managed individually.

Private Contracts

The final option available for small communities to continue police service is to contract directly with individual, certified officers. This alternative is commonly a last-resort solution for the smallest of towns to retain some form of police services. Typically, small towns contract with a retired or off-duty officer for limited patrol services but are not able to offer 24-hour patrols.

Contracting directly with certified police officers without a formal intergovernmental agreement is a form of privatization of services. Privatization can involve many things but is generally defined as turning all or part of a service over to the private sector for provision. It can involve the outright sale of public assets or a contract for the provision of a service while the government retains ownership. Enlisting the involvement of volunteers, such as Neighborhood Watch programs, is also a form of privatization.

In some ways, the hiring of private individuals for police services harkens back to the Old West days when "hired guns" and posses were common forms of police protection. In fact, currently there are three times more private sector policemen than public police officers. This trend accelerated after 1970 due to an increase in spending for private security services. For example, private security officers police many college campuses, corporate offices, and sports events.

While small towns commonly contract with private individuals for policing, few communities have chosen to contract police services with a private firm. Those that have contracted policing have had the arrangements thrown out in court or discontinued due to extreme political pressure. Among the communities that attempted contracts for police services with private firms include Oro Valley, AZ; Reminderville, OH; and Sussex, NJ.

The difficulty with such arrangements is that private security guards can make citizens' arrests and often carry guns but have no police powers. There are also liability and training concerns that hamper the hiring of a private security firm. Finally, perhaps the biggest obstacle is political, with citizens and existing police officers fiercely resisting any such arrangement. Public safety services, especially police protection and fire prevention, are seen as the exclusive reserve of government and not the private sector.

Still, many small communities find that hiring off-duty police officers is the only option available to provide a measure of protective services. A direct agreement with an officer allows the community some degree of control that may not be available through a contract agreement with a larger law enforcement agency or a consolidated department. The scarcity of available police officers and a lack of resources are other factors that drive small-town officials to consider this option.

In Illinois, contracts with individual police officers can be found in many of the smallest communities (less than 1,000 in population). Also, some larger police departments contract with off-duty personnel from other departments to provide part-time police services on an as-needed basis. This arrangement prevents the existing force from working unreasonable hours and offers part-time officers a source of additional income. Part-time officers can also fill in when departments are short-staffed due to retirements or other vacancies. Private contracts are dependent upon the supply of interested officers from nearby communities. Thus, as with other options for small towns, proximity is a key factor.

There are several examples that follow on the different approaches taken by small towns in Illinois to provide some measure of police protection. Two police officers were hired by both Elmwood (pop. 1,800) in Peoria County and Yates City (pop. 760) in Knox County for patrol services. Both officers serve as chief and sergeant of

the two towns and work one shift in each community. There is no formal intergovernmental agreement between the communities; there is only an agreement between the towns and the policemen. The officers receive an hourly wage from the towns and must provide their own uniforms and firearms. Elmwood and Yates City provide vehicles, equipment, and radios but do not offer the officers any benefits. While the small towns benefit from some measure of police protection, they are not able to provide 24-hour patrols.

Several Knox County Sheriffs' deputies provide part-time patrol services to nearby small towns while off-duty. The relationship is directly between the small towns and the officers with no formal agreement between the towns and the county. In some cases, deputies are the only source of patrols while in others they supplement existing police efforts. Off-duty deputies patrol Williamsfield (pop. 570), East Galesburg (pop. 800), and Knoxville (pop. 3,200) in Knox County and Alexis (pop. 900) in adjacent Warren County. Some newly hired deputies are attracted to part-time patrols for economic reasons but may demand higher wages because of their training.

Off-duty deputies in Whiteside County also provide part-time patrol services in small towns. Lyndon (pop. 620), Morrison (pop. 4,500), Fulton (pop. 3,700), and Prophetstown (pop. 1,800) hire off-duty deputies from the sheriff's office to police their communities or provide supplemental patrols.

While contracting with individual officers is seen as a last resort for many small communities, it is not a long-range solution to the problem. Turnover of available qualified officers and deputies makes continuity and stability of service an issue. Privatization is only a stop-gap answer and usually does not involve 24-hour protective services. With limited resources, however, small-town officials have few other options available other than formal contracting with nearby full-time police departments and/or sheriffs' offices or establishing a consolidated department with another small town in close proximity.

Conclusion

Small-town officials face a variety of trends that are making it increasingly difficult to provide police services in the traditional way—through an in-house, municipal police department. This article identifies three alternative strategies adopted by small communities throughout the state: (1) Contracting for patrol services with county sheriffs' offices or nearby municipal police departments is the most common method and is the easiest to implement, although its use is relatively limited; (2) Consolidation or merger of small police departments in close proximity to each other is rare but has occurred twice in recent years (One was part of a larger consolidation of two communities, and another involved a merger of two village police departments.); and (3) Contracting directly with certified police officers, a form of privatization, is generally a last resort strategy for the smallest of communities or is done to supplement inhouse police services. Other private sector alternatives are extremely difficult to undertake because of the political and legal obstacles involved.

Because of the vast number of local law enforcement agencies in Illinois and the challenges they face, a greater number of small communities will probably implement alternative arrangements in the future. Certainly, an economic slowdown

may create additional financial pressures leading local officials to closely consider alternative strategies. In fact, some law enforcement officials predict increasing difficulty for towns of less than 5,000 to continue to maintain inhouse police departments because of mandates and limited resources.

More research is needed on the extent of alternative policing strategies in small communities. It is expected that there are further variations on the three options discussed in this paper. More information is also needed on management practices adopted by small communities to ensure the success of alternative arrangements. For example, it would be useful to examine the methodologies used by local officials to determine the true cost of police services. Effective contract monitoring and oversight practices could be explored as well as performance measurement. Such information could be used to assist local officials and law enforcement personnel on best practices and successful case studies. Adapting innovative management tools for use by small-town officials would help ensure the success of alternative policing strategies in the future.

Change in the delivery of any type of government service is difficult but especially for police services. Consideration of alternative methods of policing is a political question that will impact the identity of the communities involved; however, an increasing number of officials are discovering that alternative methods of police services can ensure effective services and with proper controls, maintain the identity of the community. The issue ultimately will be decided by leaders in small communities throughout the state who are willing to experiment and innovate.

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The Administrative Warning Ticket Program

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Madison County State's Attorney Bill Haine says police in Fairmont City are operating a "money-making bonanza" on Interstate 55-70 near St. Louis, and he wants it stopped. Police have been issuing \$30 tickets to highway motorists for speeding and other traffic violations. They're cheaper than normal tickets, drivers do not go to court, and the violators are not reported to the state. Best of all, the village gets to keep the money. They are telling the offender, "If you have the money and pay directly to the city, then it didn't happen," Haine said. The alternative tickets brought in \$93,943 in nine months.

Overcrowded courtrooms, excessive court time for police officers, and citizens spending long hours in court are not new problems for the judicial system. Many court rooms are filled beyond capacity, which, unfortunately, results in many cases not being prosecuted. However, the Village of Romeoville, Illinois, implemented an Administrative Warning Ticket (AWT) Program to alleviate these problems.

The AWT Program was designed to administratively process minor ordinance violations, such as licensing and equipment violations, with the intent to obtain compliance without the matter entering the court system. The unique feature of the program requires the defendant to pay an administrative fine or ticket designed to recover a portion of the administrative expense of the program. These "hang on" or "P" tickets, as they are more commonly called, have been used by a number of communities in Cook County, Illinois, and now other counties as well.

The authority for the AWT Program is derived from Chapter 65 ILCS 5/1-2-8, which states that "fines, penalties and forfeitures for the violations of ordinances . . . shall be paid . . . at such times and in such manner as may be prescribed by ordinance." The procedure of the "hang on" or "P" ticket is set by ordinance. These tickets are written solely for minor offenses such as parking tickets, village stickers, and minor equipment violations. While Chapter 65 ILCS 511 1-1-1 provides that "each municipality may pass and enforce all necessary police ordinances," case law has repeatedly held that this section grants municipalities no additional powers other than those delegated under other provisions of the statute.

Once an officer has observed a minor ordinance violation which has been adopted by the Village Board for the AWT Program, that officer has the option to issue a State Uniform Traffic Citation or the AWT. In many cases, the officer chooses the latter.

The AWT is a four-part citation. At the time of the offense, the officer will issue the violator two copies—the first page and the fourth page. The fourth page is an envelope in which the violator can mail/bring in the fine money. The second and third pages of the ticket are the issuing department's copies. The third page also

becomes the final notice reminder if the fine has not been paid within the first ten days.

At the time of issuance, the officer will also explain the violation and issue the proper copies. The violator will then have ten days from the date of issuance to pay the fine and, in some cases, repair or comply. Repair and comply is an additional requirement in which the violator must repair/remedy the violation and show proof at the police station. Violators who reside outside the village may have their local police department inspect the violations and forward the proof of compliance to the Romeoville Police Department.

If the penalty fine has not been paid within the first ten days, the violator will be sent the final notice stating that the fine has been increased to \$30. If payment is not made within 20 additional days from the first due date, a criminal complaint will be signed, and a court appearance will be mandatory. If payment is received, but the violator has not complied, the person shall be cited the second time with a State Uniform Traffic Citation. Repeat offenders, however, are cited on State Uniform Traffic Citations and not the AWT.

The fines are paid at the Village Hall or night depository located within the police department. Upon receipt, the Village Hall personnel will note that the fine has been paid and direct it to the originating department. The originating department will then use this to close its file. If thirty days have passed and the fine has not been paid, the AWT will be voided and kept as evidence. A criminal complaint will then be signed, and a summons to appear in court will be mailed to the violator.

In essence, tickets issued under this program are a courtesy to the violator. Violators are almost eager to dispose of the matter by paying the fine, which is significantly less than what would ordinarily be due on a State Uniform Traffic Citation. Recipients also realize that the AWT does not result in a mark against their driver's license record, thereby providing another incentive to ensure quick compliance and settlement of the matter.

Another benefit of the program is that offenders who can show compliance at the station do not need to post bond or take time off from work to appear in court. The AWT system also encourages greater compliance of equipment and licensing ordinances than the traditional type of written warning ticket.

Because the number of minor violations appearing on the court docket is reduced, a large portion of the court's time is spent dealing with more serious violations. The amount of paperwork handled by the court clerks is reduced because they no longer are required to process what was previously a substantial number of minor ordinance violations, and personnel who would otherwise be involved in court preparation and appearances are able to perform other duties. The most notable benefit for the police department, however, has been a significant reduction of officers' court time compensation.

The annual fines collected reflect a voluntary compliance rate of 70-75%. Three departments are involved in the program—Police, Fire, and Code Enforcement. The Chief of Police has stated that the 70-75% compliance rate has remained a constant since the inception of the program in 1988.

Administratively, the program has worked smoothly with very few problems. The village police department has had few complaints from the residents, and most seem to appreciate the opportunity to take care of the problem locally without a court appearance.

Overall, the program has remained a success. Various savings have been realized on the part of both the court and the village. The program has also had a positive effect on community relations between the police department and local citizens.

In 1992, Roland W. Burris, then Attorney General, State of Illinois, issued an opinion (1992 Ill. Attorney General Op. No. 92-013). Attorney General Burris was responding to Madison County State's Attorney William R. Haine's inquiry whether a municipality may establish and operate an alternative traffic enforcement program which authorizes municipal police officers to elect to issue an "ordinance violation ticket" rather than a Uniform Traffic Citation and Complaint for minor traffic offenses and which provides for the payment by the motorist of an "administrative penalty."

Attorney General Burris wrote, "the penalty provided is in an amount less than the usual fine and cost and payment thereof results in avoidance of the issuance of a complaint and any report of the violation to the Secretary of State. For the reasons hereinafter stated, it is my opinion that Illinois municipalities have no authority to adopt or enforce such programs."

The Attorney General cited two areas of great importance: (1) the ability of the Illinois Secretary of State to monitor driving records because there were citations: "The issuance of an ordinance violation ticket as an alternative to a State Uniform Traffic Citation and Complaint improperly infringes upon the duty of the circuit clerk to report convictions to the Secretary of State, as well as the Secretary's discretionary duty to revoke or suspend the driving privileges of repeat offenders"; and (2) a due process violation: "These alternative traffic enforcement procedures violate the rights of persons accused of ordinance violations to due process of law. No provision is made for a hearing on the ordinance violation ticket. In order to obtain a hearing, an accused must risk greater penalties by requesting that a Uniform Traffic Citation and Complaint be issued. Conditioning a constitutional right, such as the right to a hearing before imposition of a penalty, upon the certainty of an enhanced penalty upon a finding of guilt, is a violation of due process."

A caveat in the Attorney General's opinion exists when he noted, "the statutory enforcement procedures for traffic violations include not only the fines, penalties, and costs imposed by several statutes, but also the reporting of all 'moving' violations to the Secretary of State . . . Section 6-204 of the Vehicle Code (IL Rev. Stat., 1991 CH 95 _ par. 6-204) provides for the enumerated exception contained in Section 6-204 which pertains primarily to equipment and other minor traffic violations which are generally referred to as 'nonmoving' violations."

A number of municipalities have chosen to ignore the Attorney General's opinion and continue to write moving and nonmoving violations. The fee/fine of the administrative tickets can be as high as \$75. Elected officials and law enforcement officers are quick to point out that court calls have been lowered, overtime has been reduced, and services have been improved in the community. But the number one reason for this program, in most people's minds, is that 100% of the revenue goes

to the municipality. The increased revenue contributes greatly to the village's general fund which can be a significant resource, especially in small communities.

Some opponents argue that law enforcement will now be seen as a revenue producing agency and not a public serving agency. In addition, another argument is the loss of revenues for agencies and programs that are partially funded from traffic citation surcharges processed through the court system such as our county court offices, court security, local law enforcement training boards, and driver's education, just to mention a few.

Law enforcement officials in favor of the program cite the small amount of money villages receive from each ticket. Southern agencies report an average of \$17 per ticket, while generally, with the new program, most are receiving on an average of \$25 to \$30 per ticket.

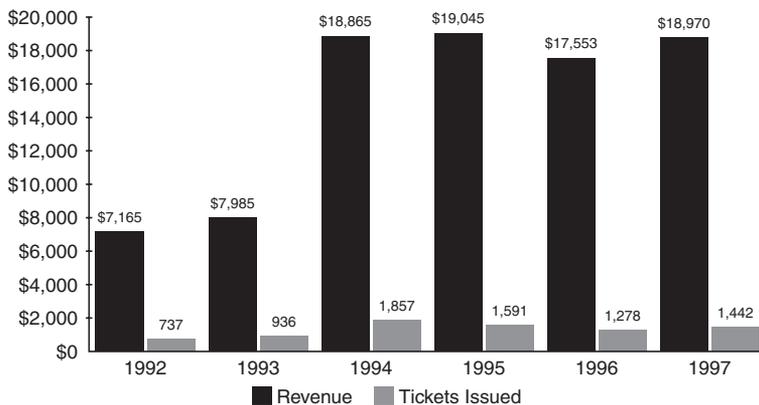
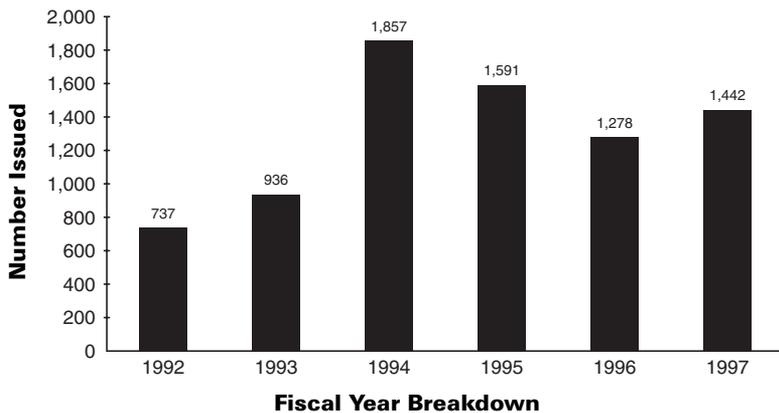
The Secretary of State has cited, continually, the Attorney General's opinion, while the County Clerks have denounced the program because the loss of revenue will have such a dramatic effect on the operation of county government.

A municipal administrative code subcommittee has been established by the Illinois Association of Chiefs of Police. This subcommittee has been addressing the design and impact of these locally administered enforcement programs. The subcommittee is attempting to draft legislation to specifically authorize these types of programs and to ensure consistency throughout the state.

As of this date, several House Bills have been proposed, but strong opposition has been met and the bills have not been able to come out of committee.

While the Village of Romeoville continues with its AWT Program and has complied with the decision of the Attorney General, a number of other agencies have chosen to ignore his opinion, and the Attorney General has threatened court action against them.

Each village must make their own decision as to the course of action they want to take. I can only hope that fear and common sense win out. However, a well-written piece of legislation certainly wouldn't hurt!



Village of Romeoville Department of Police Administrative Warning Ticket Revenue

Fiscal Year:	1992	1993	1994	1995	1996	1997
Revenue Received:	7,165	7,985	18,865	19,045	17,553	18,970
% Change from previous year	0	11.44	136.26	0.95	-7.83	8.07
Tickets Issued:	737	936	1,857	1,591	1,278	1,442
% Change from previous year	0	27.00	98.40	-14.32	-19.67	12.83

Social Skills and Police Supervisors

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Introduction

With today's emphasis on community-oriented policing, the importance of understanding the role of communication and social skills in dealing with the public, government, and fellow officers has become more important than ever. The importance of interpersonal communication skills for policing is well-established (Manning & Maanen, 1978; Skolnick, 1966; Wilson, 1968). In addition, police research literature suggests that effective social skills (interpersonal communication) are essential for effective police work (Goldstein, 1977; Saunders, 1970).

The key elements of an effective community-oriented policing program include a good public relations image, community service programs conducted by the police for the community, and community participation in department decisionmaking which requires exceptional communication/interpersonal skills. A successful program may well depend upon the individual officer's ability to communicate departmental goals and objectives while at the same time understand community concerns.

Good communication has never been easy to establish. Volumes have been written on the communication processes and the ramifications of poor communication. While there is much written in these areas, there have been no attempts to assess the multiple dimensions of police social skills. Cheek and Buss (1981) attempted to assess social skill constructs such as shyness and empathy. Libet and Lewinsohn (1973) concluded that social skills involve complex abilities that should emit behaviors which are positive or reinforced and not emit behaviors that are punished or extinguished by others.

No one would disagree that effective communication skills are important to police responding to requests for service (Cox & Fitzgerald, 1992). The order maintenance/service role of police requires that they transmit information, mediate behavior, or convince and interact with others through a variety of means of communication. Basic social skills are critical to all aspects of effective policing and are of equal importance to superiors and subordinates. Across all levels of a police organization, those with greater levels of social skills can be expected to have more frequent interactions with others than persons deficient in social communication skills.

The Project

A study was conducted to examine six basic social skill domains that underlie social competence among police. The study utilized the Social Skills Inventory (SSI) by Riggio (1989). The SSI was derived from multidisciplinary research in the measurement and development of social skills and interpersonal communication skills (Friedman, 1979; Riggio, 1986; Rosenthal, Hall, DiMatteo, Rogers, & Archer, 1979). The 90-item self-report SSI was composed of six scales which measured expressivity (sending), sensitivity (receiving), and control of communications on two levels: (1) emotional (nonverbal) and (2) social (verbal). Riggio (1989) concluded that the total score of the six domains indicated a global level of social skill development and social competence. The study endeavored to develop an understanding of the basic social skill domains of police and the differences in levels of social competence by rank. The identification of social skills, however, is only one factor which contributes to the concept of social competence.

Conclusion

The subjects were 200 randomly selected police officers from a Midwestern state. A majority of the police officers (72%) were entry-level or nonsupervisory personnel. Twenty-eight percent of the respondents were police supervisors. Results of the analysis of variance found a statistically significant difference in the cumulative score of the SSI and the emotional control and social expressivity domains (see Figures 1, 2, 3). The cumulative score is the total score of the six domains, indicating a global level of social skill development. Riggio (1989) defined emotional control as the ability to control and regulate emotional and nonverbal displays and social expressivity as skill in verbal expression and the ability to engage others in social discourse.

Nonsupervisory police officers perceived that they had higher social skills than supervisory personnel. Patrol officers (nonsupervisors) scored higher than supervisors on the cumulative score of the SSI and the individual emotional control and social expressivity domains. The findings of this study are consistent with Goldstein (1977), Manning (1977), and Wilson (1968), who observed that patrol officers occupy the lowest position in the organizational hierarchy but possess the highest level of discretion and potential for personal interaction with society. Clark and Sykes (1974) asserted that much of the bureaucratizing potential of police organizations is neutralized by the debureaucratizing effects of patrol officers operating within the organizational ethos of individualization applied to each incident and each officer's response.

Findings in this study suggest that supervisors may rely more on rational, positional authority and less on social skills. This study identified the need for practice and training of police supervisors in basic social skills and the interrelationships among and between them. Riggio (1986) suggested that social communication abilities can be developed and enhanced, which should lead to more effective social performance. Higher levels of social communication skills among police supervisors may be of particular importance to successful implementation of community-oriented policing methods.

Community-oriented policing and higher levels of horizontal organizational integration require paradigm shifts focusing less on positional, rational authority and control and more on the development of shared values, participation, decisionmaking, and a collegial atmosphere (Swanson, Territo & Taylor, 1993). Community-oriented police organizations are more open and sensitive to their environment and have a built-in mandate for supervisors to communicate with subordinates, other supervisors, and many diverse members of society. Police leaders in today's society should aggressively seek supervisors that possess a wide range of communication abilities which define social competence—individuals who effectively utilize social communication skills as they facilitate high levels of horizontal organizational integration.

Recommendations

This study found that supervisory personnel, critical in the police organization's function and socialization of nonsupervisors, should receive first attention. Without social skill enhancement for supervisors, police will continue to utilize communication skills learned from others, whether they prove effective or not. Without social skill training, communication barriers will likely develop and escalate between supervisors and nonsupervisors.

Additional research is needed to extend and develop the findings of this study. The significant relationships identified between perceived levels of social skills are worthy of further investigation in order to develop a more complete understanding of the dimensions of police supervisory social competence. The results may assist police, administrators, and police trainers in instituting innovative training strategies to facilitate more effective police organizations.

Analysis of Emotional Control (EC) for Significant Individual Characteristics

(A) Analysis of Variance

Source	DF	SS	F	P
Rank	1	309.21	5.70	.020
Error	197	10673.53		
Total	198	10982.75		

(B) Comparison of Means

Rank	N	Mean	SD	Sign Means
Nonsupervisors	144	49.81	7.52	Nonsupervisors
Supervisors	55	47.02	6.77	Supervisors

p<.05

Analysis of Cumulative Score for Significant Demographic Characteristics

(A) Analysis of Variance

Source	DF	SS	F	P
Rank	1	6045.07	9.98	.00
Error	197	119291.67		
Total	198	125336.74		

(B) Comparison of Means

Rank	N	Mean	SD	Sign Means
Nonsupervisors	144	283.22	25.61	Nonsupervisors
Supervisors	55	270.89	21.26	Supervisors

p<.05

Analysis of Social Expressivity (SE) for Significant Demographic Characteristics

(A) Analysis of Variance

Source	DF	SS	F	P
Rank	1	672.85	7.19	.035
Error	197	18431.48		
Total	198	19104.34		

(B) Comparison of Means

Rank	N	Mean	SD	Sign Means
Nonsupervisors	144	44.02	10.25	Nonsupervisors
Supervisors	55	39.91	7.76	Supervisors

p<.05

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 2. *Evidence Collection*, July 1995
 3. *Suspect Interview*, July 1995
- *Zero Tolerance* (videotape), November 1994
- Domestic Violence Videotapes
 1. *Obvious Scenario*, October 1998
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