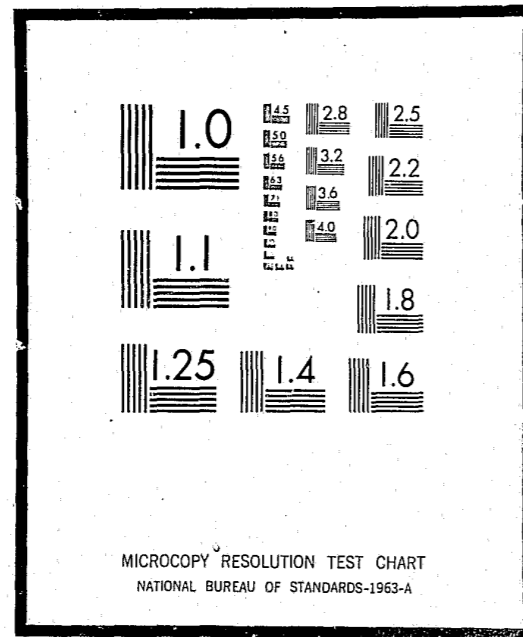


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THE ILLINOIS STATE POLICE
A PLAN OF ACTION
FOR
IMPROVEMENT AND GROWTH
IN THE FUTURE

VOLUME THREE
OBSERVATIONS

September 1975

A report of a comprehensive Management Study of the
Division of State Police, Illinois Department of Law
Enforcement.

THE ILLINOIS STATE POLICE
A PLAN OF ACTION
FOR
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INTRODUCTION

This volume presents observations on opportunities for management improvement in the Illinois State Police. The first chapter outlines the strengths of the Division. Succeeding chapters present an overview and specific observations on the Division's mission, responsibilities, and resources; organization and staffing; management philosophy and management systems; enforcement strategy and operational techniques; personnel management; supportive and administrative services; and physical facilities.

I - STRENGTHS OF THE ILLINOIS STATE POLICE

- General
- Organizational
- Quality Orientation
- Professionalism And Discipline
- Leadership And Dedication
- Stature And Reputation

This chapter summarizes the principal attributes and key strengths of the Illinois State Police as observed during the course of the study.

GENERAL

- The Illinois State Police has an extended history of unusually competent and dedicated service to the interests of the State and its residents.
- The Division provides a range of invaluable services, which it is uniquely qualified to undertake, and which other police organizations in the State either could not furnish, or could attempt only at an extraordinary cost to State taxpayers.
- While opportunities for further improvement and refinement exist in each of the following areas, knowledgeable observers generally attribute the organization with five principal, interrelated strengths:
 - Organizational strength
 - Orientation to quality
 - Professionalism and discipline
 - Leadership and dedication
 - Stature and reputation in the State.

ORGANIZATIONAL

- While frequently revised over the years, the ISP's overall organizational form and districting structure compares favorably - from the standpoint of operational effectiveness, as well as efficiency and economy - with those adopted in many comparable states.
 - It has avoided the tendency noted elsewhere to fragment into unduly small detachments (often based in every county in the state), which can lead to a relatively parochial viewpoint on the part of personnel so assigned.

- The extended tradition and substantial strength of the ISP lend a considerable degree of stability to the Division.
 - As an organization it thus has the capacity to react to challenge and change calmly, and to maintain a balanced perspective when faced with adverse conditions.
- The Division reacts well - many believe at the peak of its effectiveness - in crisis situations.
 - It is able to rapidly mobilize substantial forces, which are then able to function readily as a team under close and coordinated command and control.

QUALITY
ORIENTATION

- Especially since the introduction of the merit system and fully competitive compensation practices, the Division has been able to attract and retain an unusually capable complement of sworn personnel, most of whom display a high degree of commitment to excellence in their chosen profession.
- Supported by extensive and well-conceived training programs, the quality of work performed by most members of the Division is high, and is regarded as exceptional in the traffic enforcement field.
 - This quality is reflected in such activities as the thoroughness of accident investigation; the judgment exercised in taking enforcement actions on the road, and discretion utilized in issuing warnings or citations; and the caliber of courtroom testimony, in both criminal and civil hearings, related to traffic enforcement.
- This commitment to quality and thoroughness of preparation extends, in many cases, to the design and selection of vehicles, equipment, communications systems, and other material and nonmaterial support afforded to officers in the field.

PROFESSIONALISM
AND DISCIPLINE

- A principal attribute of the ISP cited by virtually all knowledgeable observers during the course of the study is the professionalism and discipline displayed by the Division's work force as a whole.
- This discipline is exhibited in a variety of visible and also less apparent ways, ranging from the presentation of a uniform and impressive appearance and courteous personal conduct to:
 - Maintenance of a professional demeanor and the exercise of restraint, even in situations characterized by extreme stress and provocation
 - Continued adherence to civilian authority over police operations, even under circumstances where the validity of official judgments may not be clear from a law enforcement standpoint.
- The State Police also enjoy a reputation for honesty and professional integrity, and have instituted strong corrective measures in the past to address any threat to that reputation.

LEADERSHIP
AND DEDICATION

- The ISP as a whole and many of its members have been actively involved in leadership roles in State law enforcement for years, through individual efforts and as members of joint boards, committees and the like.
- Especially in rural areas of the State, District Commanders occupy a pivotal position and are viewed as having particular responsibility for contributing leadership to the local law enforcement community.
- The ISPERN system is generally regarded as the single most important operational advance in Illinois law enforcement in the past decade.
- Many ISP supervisors and officers contribute extensive amounts of their time to the Division, above and beyond the customary eight-hour day.

- At the working level, many officers put in long hours assisting police from other agencies, refurbishing district headquarters facilities, maintaining their own patrol vehicles, and in other similar activities.
- In one extreme situation observed during the course of the study, an unusually hard working ISP officer had accumulated over 100 days of unused days off, holidays, compensatory time off, and the like.

STATURE AND
REPUTATION

- As a result of these strengths, the Illinois State Police are held in exceptionally high regard, not only by other police officers, but also by prosecutors, members of the judiciary, local elected officials and members of the general public.
- This has continued to foster a high degree of professionalism, self-confidence, and esprit de corps among the sworn personnel of the Division.

II - OVERVIEW OF PROBLEMS AND
OPPORTUNITIES FOR IMPROVEMENT

- Organizational Characteristics
- General Observations
- Prospects For The Future

OVERVIEW OF PROBLEMS AND OPPORTUNITIES FOR IMPROVEMENT

This chapter presents an overview of the problems and opportunities for improvement in the management of the Illinois State Police, which are detailed in the following chapters of this Volume.

ORGANIZATIONAL CHARACTERISTICS

- A number of the Division's principal strengths, at the same time, underlie its most significant management limitations.
- The Division's stability and organizational strength have also contributed to a high degree of rigidity.
 - The Division is often characterized as being ponderous and resistant to change.
 - It has frequently demonstrated undue emphasis on adherence to cosmetic uniformity, while permitting unduly wide variation in the application of substantive management policy.
- Its tradition of success and esprit de corps have led to undue organizational pride, and pressures to preserve a reputation perceived to be unblemished.
 - As a consequence, many elements of the Division exhibit a reluctance to undertake experimentation, to accept and embrace the risks of initiative, or to challenge concepts and doctrine given credence in the past.
- Finally, its strong institutional characteristics and cordial working relationships with other related agencies and organizations have contributed to its reluctance to vigorously approach some obstacles to effective law enforcement in the State, especially where to do so might generate controversy or challenge established interests.

GENERAL OBSERVATIONS

- There is widespread uncertainty within the organization regarding the specific mission and strategy of the ISP now, and the role it is to fulfill in State law enforcement in the future.

OVERVIEW OF PROBLEMS AND
OPPORTUNITIES FOR IMPROVEMENT (Cont'd)

- There is a general belief in the Division that law enforcement in the State has and is changing rapidly, but that the Illinois State Police have not moved forward at a commensurate pace over the last decade.
- The Division has not fully addressed a number of substantive issues directly related to mission development or execution.
 - There are a number of critically important unmet needs in the State (particularly for technical services, investigative assistance and training) which the ISP is uniquely suited to address, but which it has either not identified or not aggressively pursued in the past.
 - In terms of the qualitative skills and capabilities of its personnel, the capacity of the ISP to perform exceeds its currently defined role.
 - However, the Division has demonstrated considerable reluctance to seek and accept new challenges and responsibilities, and to vigorously justify and pursue the resources needed to execute them.
- This has resulted in boredom, restlessness and a high degree of frustration among the most capable members of the Division, and led to apprehension regarding the future of the organization.
- Such apprehension has been reinforced by the perception of complacency and a lack of aggressiveness, inspiration and leadership within substantial elements of the Division's present headquarters and field command structure.
- Insufficient direction and leadership have led to the development of certain overly sophisticated and detailed management systems as a replacement; and resulted in a situation in which these systems now govern the performance of the ISP to an excessive degree.

OVERVIEW OF PROBLEMS AND
OPPORTUNITIES FOR IMPROVEMENT (Cont'd)

- These systems, by in fact controlling the every day actions of Troopers in the field, have achieved undue importance in determining the mission of the Illinois State Police.
- Their development has been accompanied by an overemphasis on sheer numbers in management, and on resolution of relatively trivial issues often pertaining to internal administrative or logistical support.
- Although the Division's performance of some key enforcement functions is highly professional, substantial opportunities exist to improve the productivity and effectiveness of the Illinois State Police.
 - Line and staff responsibilities are commingled throughout the organization, especially at the headquarters level.
 - There is no focal point for supervision of some key responsibilities and programs, thus limiting internal accountability.
 - No clear rationale has been developed to address numerous problems acknowledged to stem from the Division's present districting structure.
- Reflecting the impact of a variety of current and historical considerations, pronounced imbalances have developed in the allocation of manpower and other resources within the Division.
 - The preponderant bulk of ISP resources has been allocated to the Division's traffic enforcement responsibilities; and insufficient support has been afforded to other major functions, especially regulatory and criminal enforcement.
 - Concurrently, administrative and other ancillary support functions, at both the headquarters and field levels, are overstaffed, while insufficient resources have been allocated to vital analytical, planning, management and operating functions.
- As one major consequence, the Division's policy formulation mechanisms are cumbersome; and provisions for ensuring adherence to and compliance with many ISP directives and systems are noticeably weak.

OVERVIEW OF PROBLEMS AND
OPPORTUNITIES FOR IMPROVEMENT (Cont'd)

- Due to both structural limitations and inadequate staffing, the current personnel management system is inadequate to address the present or prospective needs of the organization.
 - Many elements of this system are at or near the breakdown point, while other features have become counterproductive, creating new problems to solve rather than contributing to the solution of existing ones.
- The Merit Board system has proven largely successful in removing overt political influence from the selection and promotion of sworn ISP personnel; nevertheless, vestiges of political considerations continue to have an impact on the Division in other areas.

PROSPECTS
FOR THE FUTURE

- As noted above, the combination of these and other issues and problems explored in this and the succeeding chapters of this volume had generated pessimism and concern regarding the future of the Division among many of its members.
- This pessimism is largely unwarranted, however, and bright prospects appear to exist for the Division to develop and grow in the years ahead.
- A substantial number of the issues and problems highlighted in this report have been recognized by those responsible for the Division's leadership.
- In many cases, corrective measures have been instituted prior to or during the course of this study.
- Other problems appear to be self-correcting in nature, and are being resolved by the effects of improvements in the retirement system, recent and pending promotions, and the implementation of other steps currently planned.
- The remaining problems can be addressed through suitable action by the Division, its parent Department, or other elements of State Government.

OVERVIEW OF PROBLEMS AND
OPPORTUNITIES FOR IMPROVEMENT (Cont'd)

- None appear to be insoluble.
- The principal requirements for doing so are the formulation of a concrete and comprehensive plan for their resolution, and the will to implement this plan despite the likely existence of continuing obstacles to its execution.

III - MISSION, RESPONSIBILITIES AND RESOURCES

- Overview
- Major Overriding Concerns
- Mission Definition
- Mission Elements
- Role In State-Level Law Enforcement
- Relationship To Local Law Enforcement
- Geographic Distinctions In Role
- Field Working Relationships
- Local Assistance Needs
- Role In The Department Of Law Enforcement
- Resource Support

This chapter identifies problems and opportunities for improvement in the mission and responsibilities of the Illinois State Police, and the levels of resource support afforded the organization.

OVERVIEW

- Initial review of background materials and documents, and preliminary interviews with ISP personnel and other responsible officials at the inception of the study, clearly indicated that:
 - Analysis of major policy questions related to the future mission of the State Police, its role in the State's law enforcement structure, and its relationship with local law enforcement in the State was of paramount importance
 - Intensive exploration of these matters was a critical prerequisite to approaching related issues such as ISP manpower requirements, internal allocation of resources, districting and other subjects within the scope of the study.
- This required thorough review of an exceedingly broad range of factors, which included:
 - Certain major overriding concerns that existed in the organization at the inception of the study
 - The evolving character of the ISP mission, and the basic nature of the elements of this mission
 - The Division's role in relation to other State law enforcement bodies outside DLE
 - Its relationships with local law enforcement bodies and other elements of DLE.

MAJOR
OVERRIDING
CONCERNS

- Early study steps indicated that major concern existed within, and in some quarters outside, the ISP regarding its future course; these can be summarized as follows:
 - That despite its strength, history and tradition, the Division had lost momentum and was confronted with a very real risk of stagnation and loss of its past leadership in the State.
 - That at the State level it had lost rather than gained in responsibility, specifically:
 - Losing many criminal enforcement responsibilities to the IBI, and (through a reduction of internal emphasis) vehicle theft enforcement responsibilities to the SOS
 - Losing a variety of truck-related responsibilities, through the transfer of safety inspection functions to the Department of Transportation; and, through neglect caused in part by manpower shortages, truck weight enforcement responsibilities to the SOS.
 - That at the local level it had failed to keep pace with the growing strength of local law enforcement organizations which, aided in part by Federal grant funds, have also achieved significant qualitative improvements.
 - That the State Police were losing their preeminence, despite their capacity to address many pressing problems in the State, due to complacency at certain key levels in the organization (which compared unfavorably to the more aggressive direction perceived as developing elsewhere in law enforcement); thus resulting in:
 - A reluctance to seek or accept new and different responsibilities for the ISP

- o Undue hesitancy in pursuing levels of resource support necessary to address these responsibilities.
- That as a consequence, the risk existed that the State Police might be relegated solely to highway patrol functions (as comparable organizations are limited in some other states) and even - in one extreme view given considerable credence within the ISP - be transferred from the Department of Law Enforcement to the Department of Transportation.
- While there was some basis for many of these concerns, they embodied an unduly pessimistic viewpoint, and did not fully reflect:
 - Various analytical and corrective measures then planned or underway by those responsible for the Division's direction
 - The existence of numerous and substantive opportunities for present and future service by the ISP.

MISSION
DEFINITION

- The Division has proceeded considerably farther than most police agencies in formulating statements of its mission and goals, and deserves considerable credit for this.
 - However, as currently constituted, these do not provide a sufficient degree of direction for the Division's personnel.
 - Opportunities exist to further strengthen and crystallize them, and furnish more explicit interpretation of their meaning to the organization.
- In the absence of a more precise definition of ISP mission, and particularly the strategy for execution of this mission, widespread support is expressed within the organization for the concept that the Division should be a "full service police agency;" and that a comprehensive program should be formulated around which the energies of the organization can be coalesced.

MISSION, RESPONSIBILITIES AND RESOURCES (Cont'd)

- Support for this concept is particularly strong among the most capable and knowledgeable members of the Division, who accurately perceive that the qualitative capacities of the ISP are not fully tapped by its current responsibilities, and seek to redress the balance by seeking additional challenge rather than by depreciating quality.
- However, little agreement existed as to:
 - o The meaning of the term "full service police agency"
 - o What the components of a program for the future should be
 - o Means by which the strengths of the organization can best be put to use.
- These matters were directly considered in the deliberations of Operation ROADMAP, especially in terms of the relative priorities which should be placed on criminal versus traffic enforcement.
 - It is almost universally conceded that, in the past, the overwhelming emphasis of the Division's mission has been on the latter.
- As an outgrowth of this, basic decisions were reached by ISP management during the course of the study to place increased emphasis on criminal enforcement, both through issuance of the General Order on service policy cited in the preceding volume, redirection of in-service training programs, and other operational changes.
- Such deliberations and policy changes, while beneficial in part, have not yet fully addressed a number of related considerations; three of particular importance are:
 - The most appropriate means by which the Division should channel its continuing traffic enforcement function
 - The strategy it should adopt in expanding its criminal enforcement role, to attain a constructive impact without generating unproductive competition with other law enforcement organizations

- The degree of emphasis that should be placed on other elements of the ISP mission.

MISSION
ELEMENTS

Analytical Framework

- To facilitate analysis, the principal elements of the Division's mission were classified early in the study into six basic categories or program areas, as follows:
 - Traffic enforcement and highway safety
 - Regulatory enforcement
 - Criminal enforcement
 - Contingency programs
 - Supportive programs
 - Public education and advocacy.
- A capsule analysis of the Division's performance in each area is presented below.
 - Additional and more definitive analysis of several key areas in which ISP shares responsibilities with other agencies is presented in succeeding sections of this chapter.

Traffic Enforcement And Highway Safety

- As noted in an earlier chapter of this Volume, the ISP is generally credited with exemplary performance of its traffic enforcement functions.
 - Moreover, despite increased public concern regarding criminal deprivations, the threat to public safety of Illinois citizens from traffic causes parallels that from criminal activities, and warrants the maintenance of a vigorous and aggressive traffic enforcement program.

- For example, despite a reduced highway toll in 1974:
 - o In that year the number of persons killed in highway accidents - 2,007 - substantially exceeded the number of murder and manslaughter cases reported - 1,318.
 - o The number of personal injuries sustained - approximately 160,000 - was more than double the total number of crimes against persons reported in the State - approximately 70,000.
- As noted elsewhere in this report, however, the Division has been less successful in promoting highway safety, particularly in:
 - Effectively conveying to responsible officials information regarding known highway safety hazards
 - Approaching institutional barriers to improved highway safety.

Regulatory Enforcement

- The Division's regulatory enforcement programs, oriented to second division vehicles (trucks) have been handicapped by four major drawbacks.
- First, responsibility for regulatory enforcement is fragmented among a number of State agencies, including the SOS and ICC, as well as the ISP.
- Second, staffing limitations have sharply affected program performance within the past year.
 - High turnover rates among ISP TWIs have rendered this a relatively easy area in which to secure short-term economies, albeit at the expense of operational performance.
- Third, institutional obstacles and lack of cooperation from other agencies (also discussed elsewhere in this report) have limited the effectiveness of those enforcement actions which have been undertaken.

- Fourth (and evidently a contributing factor to each of those listed above), there is no strong, vocal constituency to support such enforcement.
 - The effects of violations - loss of tax revenues and increased highway maintenance costs - are relatively invisible and do not evoke wide public interest or concern.

Criminal Enforcement

- The Division's criminal enforcement programs are generally regarded as of modest, but improving, caliber.
- The effectiveness of the efforts in this field has been restricted by:
 - Allocation of very limited resources in a traffic-oriented organization
 - Complexities arising from the Division's relationship with local law enforcement bodies and other elements of DLE, as discussed in greater detail below.

Contingency Programs

- The Division's contingency programs, in the form of executive security and response to public emergencies, are generally considered to be highly successful.

Support Programs

- The programs the ISP has undertaken in support of State law enforcement, most notably in communications and training, are regarded as excellent.
- However, opportunities are cited below to expand the Division's training support programs in particular.

Public Information And Advocacy

- The Division's safety education and public information programs are highly regarded in most areas of the State.

- The Division has proven exceptionally reluctant, however, to challenge or publicly illuminate ongoing practices in some areas of the State which have an inimical impact on the effectiveness of its enforcement programs, and on general public safety; especially where to do so might precipitate strained relationships with powerful political interests or other elements of the criminal justice system.
- Examples of the foregoing highlighted elsewhere in this report include matters pertaining to regulatory enforcement and DWI enforcement.

ROLE IN STATE-
LEVEL LAW
ENFORCEMENT

- The ISP enjoys cordial working relationships with other State-level enforcement entities outside DLE, including the ICC, SOS, and the Law Enforcement Division of the Department of Conservation (C-LED).
- However, analysis during the course of the study indicated that opportunities may exist to reduce fragmentation, strengthen enforcement effectiveness, and reduce administrative costs to the State through further integration of these three agencies and the Division.
- Each of the three now operates through a separate administrative structure.
 - The ICC enforcement arm is relatively small, consisting of some 25 personnel organized into sections serving the Cook County area and the rest of the State.
 - The Secretary of the State's enforcement arm is substantially larger, encompassing over 200 sworn and civilian personnel.
 - o The caliber and effectiveness of this organization is widely believed to have improved in recent years, due in part to significantly strengthened training programs and other internal improvements.

MISSION, RESPONSIBILITIES AND RESOURCES (Cont'd)

- o Interviews with SOS executives indicate that further improvements are planned or underway, including a reorganization into four districts, construction of independent district headquarters and other steps.
- The C-LED is an organization of comparable scope, operating through five regions and 16 subordinate districts.
- Each also relies heavily on ISP services and facilities at present, particularly for training, use of headquarters sites, and radio communications.
- Particularly close coordination is required and exists in the field between ISP and ICC and SOS personnel.
 - ISP and ICC personnel frequently engage in joint field operations, and ICC personnel have been active in training ISP personnel on related enforcement matters in downstate areas.
 - ISP and SOS personnel collaborate closely in truck-related activities, with SOS investigators frequently engaged in prorated and reciprocity enforcement at ISP weigh scales.
 - o Both agencies are actually engaged in related aspects of vehicle theft and title fraud investigation.
 - o SOS personnel now utilize ISP district headquarters for staff meetings and related purposes.
- There are fewer direct operational parallels between ISP and C-LED; however, both are principally uniformed services with close ties to the rural areas of the State; and their workload cycles are complementary.
- Several advantages might be realized if the enforcement activities of these agencies were combined (under appropriate conditions) within DLE and ISP.

MISSION, RESPONSIBILITIES AND RESOURCES (Cont'd)

- Reductions in administrative overhead might be secured, because of use of one command structure rather than four.
- Each could utilize the strong systems, training and logistical base of the ISP, rather than maintaining or developing their own.
- Similarly, savings might be achievable in space and facilities costs, especially in the field.
- The scope of this study did not permit a detailed study of the feasibility and merits of such actions.
 - Tentative interest in this approach was expressed, however, by ICC and C-LED representatives.
 - Such action would be more complex, of course, in the case of SOS, due to recent developments in that agency, and its organization as an arm of an independently elected public official.

RELATIONSHIP TO LOCAL
LAW ENFORCEMENT

- The Division's relationship to local law enforcement agencies throughout the State is governed by three critical underlying factors, which include:
 - Important distinctions in the ISP's current role and its presence in different geographic areas of the State
 - The history of the Division's working relationship with local agencies in the field and recent trends in these relationships
 - Critical needs for strengthened State support cited by local law enforcement officials.
- Each of these factors is addressed in turn in the following sections.

GEOGRAPHIC
DISTINCTIONS
IN ROLE

- Data analysis and other fact-finding steps undertaken during the course of this study clearly demonstrate that important differences exist in the role of the Division in the various areas of the State.
- In general, the role of the State Police is limited more strictly to traffic enforcement and related matters in the Chicago metropolitan area and other urban cores, while assuming more characteristics of general police service in rural areas, especially in the south.
- This reflects, in part, the relative proportion of police resources in particular parts of the State in which the ISP operates.
 - Quantitative differences in relative ISP presence are highlighted in the data presented in Exhibit III-1 on the following page.
 - As indicated, proportionate ISP strength is 15 times higher in rural District 12 than in urban Cook County.
 - Moreover, there are also important qualitative differences.
 - Police agencies in urban centers are frequently of sufficient size, and supported by sufficient funds, to be able to afford extensive training, adequate professional equipment, organizational or functional specialization, and the like.
 - Conversely, few rural police agencies command the resources to engage in comparable development.
 - The availability of well-trained, well-equipped ISP personnel is therefore a more crucial determinant of police effectiveness in rural than in urban areas.
- While these conditions are intuitively recognized by ISP commanders, they have not always been given formal recognition in the formulation of ISP mission statements, strategic planning, or in other ways noted elsewhere in this volume.

RELATIVE POLICE PRESENCE IN
SELECTED AREAS OF ILLINOIS

<u>Jurisdiction</u>	<u>Full-Time Sworn Personnel</u>			<u>ISP As A Per Cent Of Total</u>
	<u>County And Municipal</u>	<u>ISP</u>	<u>Total (a)</u>	
Cook County (b)	16,992	333	17,325	1.9%
ISP District 2 (Five Counties)	1,994	99	2,093	4.7
ISP District 8 (Six Counties)	532	86	618	16.2
ISP District 12 (Fifteen Counties)	237	97	334	29.0

(a) Excludes other State law enforcement officers (IBI, SOS, ICC, Conservation.
(b) Includes ISP Districts 3, 4 and 15.

Sources: 1974 Local Law Enforcement Officers Census of the State of Illinois;
and ISP staff roster, May 1975.

FIELD WORKING
RELATIONSHIPS

- The Division's generally cordial working relationships with local law enforcement have been strained from time to time, with most of this strain evidenced in relationship with county sheriff's police forces.
- Following conversion of the ISP to a merit force some 25 years ago, this strain was most noticeable in the southern areas of the State, and stemmed from resentment over the:
 - Relative independence of the Division from local political influence
 - Vigorous ISP enforcement of statutes often neglected at the county level at the time, such as gambling and other vice control laws.
- This source of strain has largely disappeared in recent years, but has been replaced by a growing perception of competition between the ISP and sheriff's departments in some larger and suburban counties.
 - The focal point of this competition has been the coverage of traffic accidents in these jurisdictions.
 - Interviews with ISP personnel, sheriffs and other informed observers indicate that this condition has become serious in some areas, and is characterized by some as two police agencies "racing" each other to the scene of an accident.
 - ISP officers attribute this to overzealous action by local departments seeking to build workload data to justify man-power requests.
 - Conversely, sheriffs' personnel attribute it to insufficient ISP patrol strength and extended response times, the need to provide timely aid to citizens in distress, and reluctance to let informally defined functional specialization of police agencies impede service to the public.

MISSION, RESPONSIBILITIES AND RESOURCES (Cont'd)

- In fact, both are partially correct.
- Some risk exists that further ISP/local strain might develop in the future.
 - As one contributing factor, there is little doubt that a few local agencies will periodically seek to assume responsibility for the performance of enforcement functions carried out by ISP.
 - Other, more important factors are more directly related to the actions of (and therefore controllable by) the Division.
- One of particular concern is the Division's posture regarding the sharing of traffic enforcement responsibilities.
 - Particularly in northeastern suburban counties, the ISP cannot deploy sufficient resources to meet all traffic needs.
 - Tentative approaches to formally rationalizing field coverage (by type of roadway or geographic segment of the county concerned) have reportedly been discouraged by ISP personnel.
 - As a result, both State and local agencies seek to provide complete coverage, thus contributing to the "racing" described earlier.
- Another factor concerns the Division's approach to increased criminal enforcement activity.
 - Few clear directives have been prepared to guide this policy shift, beyond the intentions of the ISP to respond directly to all calls for assistance.
 - Many Division personnel, especially at the field level, perceive that the only viable way to expand in the criminal enforcement area is to secure a larger "share" of available police calls, thereby resulting in the generation of more cases for investigative follow-up.

- A few have misconstrued the shift in policy as providing a license to engage in the same type of competition in criminal matters as has evolved in the traffic area, as noted above.
- Underlying both of these, though, is a questionable assessment of the development of local police agencies which is given considerable credence by some members of the Division.
 - Under this view:
 - The improvement of local forces in recent years has been fueled largely by the easy availability of LEAA grant programs, which are unlikely to continue indefinitely.
 - Illinois counties, under extreme fiscal pressures, will be unable to maintain existing forces in the future.
 - The ISP will therefore need to assume a greatly increased general police workload in the coming years.
 - This does not recognize, however, more permanent structural changes which have led to local law enforcement improvement (such as growing citizen concern over local public safety needs, Constitutional changes enhancing the stability of sheriffs' offices, growing use of police merit systems, and the like); nor a realistic assessment of the probability of continued law enforcement assistance funding (whether in the form of grants, special revenue sharing programs, or other means).
- Internally, this has had the unfortunate impact of stimulating some members of the Division to devote greater concern to opposition to such grant-supported endeavors as expansion of MEGs, rather than to analysis of ways in which the ISP could forge a productive partnership with local law enforcement.

LOCAL
ASSISTANCE
NEEDS

General Observations

- Despite periodic strain, extensive interviews with law enforcement and other officials throughout the State indicated widespread admiration and support for the ISP.
- Nevertheless, these interviews also demonstrated that pressing needs for assistance at the local level have not been effectively addressed by elements of the State's law enforcement structure, including the ISP.
 - These involve services that can best be provided on a centralized, Statewide level, and means for considerably enhancing the effectiveness of local law enforcement by State action.
- While local requirements differ from area to area, a broad, Statewide consensus was found to exist in three principal areas:
 - Technical services
 - Investigative assistance
 - Training.

Technical Services

- Although the focal point of this study concerned ISP field relationships, interviews with local officials revealed overwhelming dissatisfaction with the availability and quality of the State's crime scene and crime laboratory services (now provided by the Illinois Bureau of Identification); the deficiencies in present services were described by a broad cross-section of observers as the single most critical weakness in the current Illinois law enforcement spectrum.

- Police officials noted that:
 - Insufficient numbers of evidence technicians (ETs) are employed, those available often prove difficult to summon, and response times to requests for assistance are often protracted.
 - The caliber of ETs varies widely.
 - o A few are highly competent professionals, whose services are welcomed and eagerly sought after.
 - o Many, however, are of lesser skill and inspire little confidence.
 - Generally, the quality of State crime scene search services is so poor that many agencies refuse to utilize them, and instead have sought to develop their own capabilities, or forego professional expertise in this area.
 - Crime laboratory services are also unsatisfactory, overburdened, and afflicted with turnaround times for physical evidence analysis which far exceed those of sources elsewhere.
 - Many police forces have in the past made use of other forensic sources (such as the Chicago Police Department, St. Louis Police Department, and Federal Bureau of Investigation), but these are increasingly devoted to their own responsibilities and can neither meet the sheer volume of workload generated elsewhere, nor afford to do so for others at the expense of their respective jurisdictions.
 - Increasingly, these forces must develop their own laboratory capabilities (regardless of the cost of diseconomies of scale) or utilize private commercial laboratories.

- Prosecutors and members of the judiciary substantiate these concerns, and note that:
 - In the current legal environment, the availability of tangible physical evidence is a critical determinant in the outcome of many criminal proceedings
 - The condition of the State's services in this field tends to discourage adequate analysis or use of physical evidence.
- Numerous instances were cited of poor preparation and courtroom testimony by members of the State's present technical services work force, leading to results prejudicial to the cases concerned.
- These deficiencies are attributed, in part, to severe resource limitations afflicting the State's technical service arms in recent years, which were corrected in part by State action.
- However, numerous well-qualified observers interviewed during the study cited underlying organizational issues as well.
 - These observers perceived the B of I to be highly capable in the field of crime reporting and analysis, but noted that technical services are more closely related to the requirements of field law enforcement than to documentary analysis.
 - Early in the study, many local criminal justice officials strongly advanced the suggestion that responsibility for the administration of technical services be transferred to another arm of DLE, preferably the State Police.
 - They noted that the proficiency with which technical services are furnished in other states where this responsibility is assigned to the state police substantially exceeds current levels in Illinois.
 - Moreover, great confidence was expressed that the ISP record of quality services could be extended into this field.

- Subsequent review of this suggestion with other officials throughout the State generated extensive, in many cases enthusiastic, concurrence.
- Examination of practices in other states contacted during the study tended to validate the observation regarding qualitative differences in service.
- Moreover, it was noted that state police performance of such services tended to have a most positive effect in promoting cooperation and collaboration between state and local law enforcement bodies; a matter of important concern in Illinois.

Investigative Assistance

- The growing need of local law enforcement agencies for professional investigative assistance was given increased recognition by State officials as early as the mid- and late 1960s, and eventually stimulated two major changes between 1968 and 1970:
 - The creation of the IBI, originally chartered to attack organized crime and narcotics problems in the State, and to assist local law enforcement units in general criminal investigation.
 - The concurrent consolidation within the State Police of previously decentralized Vehicle Investigation and Crime Sections into the new, centralized District 25 investigative structure.
- In the early 1970s, however, another major shift in State strategy was commenced, but apparently not fully concluded.
 - Responsibility for general criminal assistance was removed from the IBI, which was instead assigned increased responsibility for racing investigations, financial crimes investigation, and other highly specialized tasks.
 - Concurrently, increased participation by local law enforcement agencies in narcotics enforcement efforts was sought through adoption of the Metropolitan Enforcement Group (MEG) concept, under the joint sponsorship of the IBI and the Illinois Law Enforcement Commission.

- Background interviews and other research conducted during this and previous studies strongly indicate that a complementary component of this strategy was to be the transfer of general criminal assistance responsibilities to the ISP.
 - The Division, with its excellent reputation among the public and generally sound working relationships with local law enforcement agencies, was considered to be the State agency best able to assume this burden.
 - This transfer was evidently intended to coincide with a significant expansion of the State Police then in the planning stage, which would have provided resources necessary to undertake such an increased investigatory workload.
- Neither the formal transfer of responsibility nor the expansion of the Division took place, however, due in part to:
 - Intensive and growing State budgetary pressures
 - Then current indications that the rate of increase in criminal activity (at both the national and State level) might be abating
 - Intervening elections, which resulted in changes in executive personnel throughout the State's law enforcement structure.
- An unintentional vacuum was evidently left in the State's investigative assistance role.
 - For example, a 1973-74 study of the IBI noted "on an overall basis, interviews with local elected officials and law enforcement officers indicated general agreement that neither the IBI nor D-25 (is able to) fully respond to local requirements;" that "Particular emphasis is placed on the need for improved general criminal investigation in the downstate and rural sections of the State;" but that "this need is more widely recognized by prosecutors and other elected officials than by local police."

- In response to this condition, efforts have recently been initiated under ILEC auspices to expand application of the MEG concept to general criminal enforcement.
 - While offering a number of advantages, this approach still does not provide a comprehensive response to the situation.
- More extensive research conducted throughout the State during this analysis indicates that:
 - The need for professional investigative services in these areas is, in fact, growing rapidly
 - There is increasing recognition of the urgency of this need, not only by prosecutors and local elected officials, but also by county and municipal police and the media
 - A general concensus exists that, with adequate operational guidelines, the most suitable vehicle to address this need is the Illinois State Police.
- Although recent changes in Division policy have discouraged such inquiries, the scope of this need is indicated by the heavy flow of requests for assistance received by the Division's D-25.
 - While the volume of such cases has not been measured in the past, a special study of such incidents was conducted by D-25 in early 1975, in conjunction with this analysis.
 - Although reporting was incomplete, over a period of two months some 250 cases were identified in which requests for assistance or opportunities to further pursue facets of existing cases could next be undertaken.
 - The annual rate of rejected assistance requests measured on this basis (which already indicates evident need for services by a wide margin) is some 1,500 cases per year, roughly equivalent to the number of criminal cases (excluding background investigations and the like) opened by D-25 in 1974.

- Acceptance of even this limited number of cases would, therefore, immediately double the Division's reported criminal investigation caseload despite discouragement of local requests.

Training

- Although the extent and quality of State training programs for law enforcement, have been substantially upgraded in recent years, opportunities for improvement remain.
- Local police officials express two specific concerns regarding police basic training in the State, as currently provided through the Police Training Institute.
 - Much of the training provided is overly theoretical rather than practical.
 - The environment at the principal training site does not provide a suitable degree of professional discipline.
- These officials note that few adequate sources now exist in the State qualified to provide training in leadership, supervision and many technical police skills, such as criminal investigation.
- The role of the ISP in providing modest amounts of in-service training to local officers was noted positively by many, especially in southern sections of the State.
- Particularly favorable comment was made about ISP breathalyzer training and a recent joint ISP-local supervisory training course offered at the Training Academy.

Related Observations

- In addition to the observations noted above, interviews with local officials indicated a general consensus that ISP manpower levels were perceived to be less than desirable.

- Particular concerns were expressed in rural areas that a marked decrease in the presence, or at least visibility, of ISP patrols had taken place in recent years.

ROLE IN THE
DEPARTMENT OF
LAW ENFORCEMENT

- As previously noted, the Division's District 25 shares criminal enforcement responsibilities, within DLE, with the IBI.
- Friction existed between the two organizations on the creation of the latter, but has been ameliorated by:
 - Refinement of IBI responsibilities, particularly the concentration of the Bureau on covert operations in its assigned fields in urban areas of the State
 - The increasing evidence of joint operations by the two forces, and increased interagency communication at the field level
 - Recent steps taken by the Superintendents of both organizations, leading to the establishment of joint operational intelligence capabilities, thus correcting a long-standing weakness.
- However, some points of friction remain, and risks exist that more may develop as both agencies expend their efforts in the future.
- As noted in the earlier study of the IBI previously referenced, the benefits of retaining two separate statewide investigative agencies in the Department are questioned by some observers.
 - However, numerous obstacles exist to consolidation of the two in the short term.
 - An element of immediate concern revealed during the study concerned the respective roles of the ISP and the IBI in assisting local agencies in narcotics enforcement.

- While narcotics enforcement is a particular responsibility of the IBI, the Bureau does not have the resources to respond to numerous inquiries received from rural areas, many of which concern relatively modest amounts of narcotics but are nevertheless significant to those officials requesting aid.
- ISP personnel are reluctant to respond in a manner which might intrude on IBI responsibilities, and lack ready access to necessary enforcement techniques (ready availability of undercover personnel and large amounts of "buy money").
- In several cases, rural police and prosecutors have been referred from the ISP, to the IBI to other organizations, such as MEG, without securing assistance, provoking pointed commentary on their part.

RESOURCE
SUPPORT

- The Division has benefited from substantial State resource support over the past decade, in particular; and has, in most cases, taken effective advantage of Federal grant funds it has secured.
- There are indications, however, that the Division:
 - Has been unduly reticent in seeking fully adequate resource support, thus leaving voids which other agencies have sought to fill
 - Has, reflecting its past mission emphasis and orientation, taken maximum advantage of highway safety grant programs, while making only limited use of comparable law enforcement assistance programs.
- On balance the Division's present manpower resources (if effectively utilized) are sufficient to sustain effective performance of its traffic enforcement responsibilities, but are inadequate to permit:
 - Comparably proficient performance of other current ISP responsibilities

- A comprehensive approach to other pressing needs cited above.
- Moreover, as further discussed elsewhere in this volume, substantial requirements exist for beneficial investment in equipment and, particularly, facilities which would contribute to more productive utilization of ISP personnel.
- Interviews with public officials and review of public documents during the course of this study indicate that:
 - Substantial, bipartisan support has existed in the past to provide the Division with resources commensurate with its needs
 - Despite current budget stringencies, this support policy is likely to continue in the future
 - The relatively unfavorable reception accorded recent requests for additional resource support of the ISP has been due less to fiscal pressures than to the overly general nature of the proposals offered by the Division, which have not been sufficiently specific in delineating the problems to be addressed and the actions to be taken if these resources were to be provided.
- The Division's inability to attract additional resources is therefore inseparably related to its lack of an overall plan for future development and strategy, as noted in earlier sections of this chapter.

IV - ORGANIZATION AND STAFFING

- Overview
- Perspective
- Top Management
- Superintendent's Staff
- Administrative Services Command
- Staff Services Command
- Field Operations Command
- Area Commanders
- District 50/Field Relationships
- General District Structure
- Geographic Districts
- District 15
- District 25

This chapter identifies problems and opportunities for management improvement in the organization and staffing of the Illinois State Police, as identified during the course of the study.

OVERVIEW

- The requirement that the Superintendent of the ISP be reappointed and reconfirmed every two years, while not unduly burdensome, is often cited as one remaining vestige of political presence in Division affairs.
- The present interpretation of the Division's mission is clearly reflected in:
 - The overwhelming allocation of available manpower to traffic-related endeavors
 - The extremely modest proportion of the Division's resources allocated to criminal enforcement functions, and the relative isolation of the District 25 organization.
- The overall framework of the Division's basic organization structure reflects a number of strong features; however, numerous opportunities for improvement and refinement of this structure are apparent.
- Line and staff responsibility are commingled at many levels in the organization, particularly within elements of District 50.
- Imbalances in staff strength and rank structure exist.
 - Within District 50:
 - o Some administrative functions appear to be overranked and overstaffed
 - o Conversely, some vital functions, particularly financial management, legislative liaison, operational planning and coordination, and personnel management, appear to be underranked and understaffed.

- In the field, an excessive supervisory and administrative structure has been created.
- The Division's command and staff structure is heavily weighted towards administrative and supportive, rather than operational, functions; moreover, its organizational arrangements for the provision of material and nonmaterial support functions is unduly fragmented.
- The Field Operations Command has a cumbersome internal structure, which restricts program accountability, and is severely understaffed when compared with the broad range of its responsibilities.
 - In particular, there are too few Area Commanders and the effectiveness of this pivotal position has been restricted by poor definition of the Commander's role, staffing limitations elsewhere, and the location of assignment.
 - As a result, District 50 exercises insufficient guidance and control over field districts, and District Commanders have sought to obtain a strong voice in ISP policy deliberation.
- The present districting structure is outdated, but the Division has been handicapped by the absence of a sound rationale for restructuring district boundaries.

PERSPECTIVE

- Observations presented in this and the succeeding chapters of this volume are critical, in part, of the impact on the ISP of some aspects of reorganization; it should be clearly recognized however, that:
 - Many other aspects of this restructuring of the Division have proven highly beneficial
 - Its principal drawback, the development of an overly burdensome supervisory and administrative structure in the field, must be viewed in proper perspective

- At the time this structure was developed, substantial near-term expansion of the ISP was anticipated
- If such an expansion had, in fact, taken place, the need for such a structure might be more evident.

TOP
MANAGEMENT

- At the inception of the study, the Office of the Superintendent was overburdened, and often became the focal point for resolution of minor administrative and operating details, including such matters as whether to issue name tags to certain civilian personnel, the review of routine correspondence, and greeting of casual callers.
- As a result, the Superintendent was periodically unable to devote desirable amounts of his time to other pressing responsibilities, including:
 - Representing the Division to the public, the State Government, and the law enforcement community
 - Monitoring the effectiveness of the Division's field districts and operating commands
 - Long-range planning for the future of the ISP.
- While corrective measures recently taken by the Superintendent have had a favorable impact, basic conditions contributing to this condition remain, including:
 - Insufficient delegation of responsibilities within the organization
 - Inadequate levels of staff support in certain critical areas
 - Unduly large number of personnel seeking to participate in Division management, in part due to other organizational weaknesses discussed in this chapter.
- A major concern is the absence of a single focal point below the Office of the Superintendent to which the resolution of day-to-day ISP-wide matters of a noncritical nature can be assigned within the present D-50 structure.

- The Executive Officer has been required to spend increasing amounts of time in complex and politically sensitive budgeting questions.
- Leaders of the three headquarters commands have been instructed to refer numerous routine matters to the Superintendent's office just as they did many years ago, despite the significantly increased size of the organization and the greater complexity of administration and policy issues facing it.
- At the same time, the Superintendent's own staff, responsible for coordinating several efforts to strengthen ISP's effectiveness, is no more sizable than in past years.

- As a result, decision-making in D-50 has been overly centralized for an organization of this size; and delays have been encountered at times in establishing or clarifying ISP policies, or in responding to requests for guidance from operational elements of the Division.

SUPERINTENDENT'S STAFF

General Observations

- A major deficiency in the present structure of the Superintendent's staff is the absence of full-time, in-house legal counsel.
- Services provided from other sources have not proven satisfactory; and other smaller organizations in the State's law enforcement structure - for example the IBI - have found the availability of such counsel a vital prerequisite to successful administration in State Government.
- Without ready access to fully qualified counsel, the Division can increasingly find itself unprepared for legal challenges to its authority; it may also unknowingly follow administrative and operational procedures which open it to legal attack.
- Moreover, the legal environment facing ISP is becoming increasingly complex, and there is a pressing need for in-house counsel in such areas as:
 - Issues related to the recruitment and testing of minority applicants for ISP positions

CONTINUED

1 OF 3

ORGANIZATION AND STAFFING (Cont'd)

- Representation of ISP's case in matters related to promotion and discipline
- Liability of the service for the acts of its members
- Assessment and development of ISP positions on implied consent and violator's civil rights
- Liaison with prosecutors throughout the State
- Coordination of ISP training in the increasingly complex rules of evidence.

Executive Officer

- The specific role and responsibilities of the Executive Officer have not been pinpointed.
- In addition to budgetary responsibility, his duties have also included limited oversight of certain administrative and supportive functions.
- This has evoked concern on the part of other D-50 commanders, a number of whom did not favor the establishment of this position.
- The Office of Fiscal Management, while exceptionally capable, is hampered by overstaffing in the Accounting Section and understaffing in the budgeting and control areas.
 - The office maintains an Accounting Section of 20 people to scrutinize small purchases.
 - Only two, the Office Director and a Trooper, are responsible for budget control work and administering the budgeting process.
- This lack of budgeting staff at D-50 has hampered execution of budgeting tasks in the field.
 - Initial attempts at decentralized budgeting, while eventually successful, presented a new and difficult workload burden for district administrative personnel, the complexities of which were compounded as neither the Office Director nor the Trooper were able to devote sufficient time to training district personnel in budgeting techniques.

- Furthermore, the placement of the Accounting Section (which relates principally to ISP's logistical support arms) with a unit which addresses broader resource and policy questions, serves to deflect the attention of Section management from other, more important duties.

Planning And Research

- The Planning and Research Section's contribution to the organization is not being maximized since its role has not been clarified, and it has become involved in many dissimilar responsibilities.
- The Section's analytical efforts have not always been welcomed by other elements of the ISP, especially in D-50, due in part to the substantial impact Section studies have had in the past in altering organizational responsibilities, and the appointment in the past of Section leaders regarded as unduly aggressive or controversial by others.
- As a result, other elements of the organization have failed to utilize its capabilities, and there is little coordination between the analytical, planning and research needs of the districts and the headquarters command, on the one hand, and the Planning and Research Section on the other.
 - For example, the Planning and Research Section and the Field Operations Command staff recently conducted simultaneous inquiries into the allocation of district manpower and workload; personnel in each office were unaware of the interest or work of the other.
- Similarly, the Section has often sought to direct field implementation of recommendations it makes or directives it publishes, yet it lacks the authority to enforce compliance with its findings.

Legislative Liaison

- While increased attention has recently been given to the Division's relations with the Legislature, the current organization structure contributes to a fragmented approach to this key function.

- Legislative liaison and development responsibilities are assigned to numerous individuals, including:
 - The Superintendent and the Executive Officer, for whom it is a part-time responsibility
 - The Corporal in charge of day-to-day dealings with the Legislature, who does not always have access to information necessary to carry out the job successfully
 - The Director of the Fiscal Management Section, who is unable to devote time exclusively to the Legislature because of his other responsibilities.
- None of these individuals has the time available to conduct intensive legal research, and, as previously noted the Division lacks full-time assistance on such matters as the effect of proposed legislation on arrest procedures, or the experience of other jurisdictions with various types of police-related legislation.

Grants Coordination

- The recently created Grants Coordination position appears to be a useful addition to the Superintendent's staff.
 - The position offers the possibility of increasing the amount of grant assistance given to the ISP at a critical point in its history.
 - Its creation has been favorably received by grant-making agencies.

Inspections Section

- The efforts of the ISP Inspections Section have been characterized by high quality analysis and a degree of objectivity and candor remarkable in an internal organization.
- Other attributes of the Division's inspection program include:
 - Recently reduced emphasis on mechanical and physical aspects of inspection, such as the cleanliness of motor blocks in ISP patrol vehicles

- Increased emphasis on use of inspections to analyze field management and operational effectiveness
- Initiation of systems to inform all members of inspected districts (rather than just the District Commander) of the results of the Section's analysis
- Proposals to expand the scope of inspections to incorporate exploration of external relationships in inspected districts.
- Concurrently, four basic deficiencies in Section activities exist.
 - The Section no longer conducts on-the-spot inspections of major incidents in the field as was previously the case, thus depriving the Division of a useful review of ISP efforts in such circumstances.
 - No formal mechanisms have been set up to ensure follow-up monitoring and implementation of recommendations emanating from Section studies, thus limiting their practical impact.
 - The scope of Section efforts has been limited to field districts; inspections of D-50 organizational elements are not conducted, and proposals that they be undertaken have not been favorably received.
 - Concerns are expressed within the Section and by other ISP personnel that the Section's relative independence and candor may be adversely affected by recent changes providing for increased influence over the direction of inspectional activities by line commanders.
- Furthermore, the Section's personnel have become relatively isolated from other Division members, because their efforts are confused by some with internal affairs investigations, and due to the extended duration typical of assignments to the Inspections Section in the past.
 - As an added detriment, relatively few ISP personnel have an opportunity to engage in inspections activities, which can be particularly beneficial in providing operational personnel with a broad management perspective.

ADMINISTRATIVE
SERVICES COMMAND

- The Command's material-oriented functions, while capably performed, are unduly fragmented.
 - The Command's supply responsibilities are split among three separate sections:
 - Logistics Section (vehicles)
 - Quartermaster Section (uniforms and equipment items)
 - Office Services Section (office supplies, postage).
 - These functions all involve acquisition and distribution of goods, but dissimilar procedures are used for all three.
 - As a result, the Division lacks a single element to provide interface with GSA, private suppliers and the end users of the items it acquires, inventories and distributes.
 - The existence of various clerical and record-keeping personnel in the three sections, all performing similar functions, produces unnecessary payroll and overhead costs for the Division.
 - The current division of supply functions between the Quartermaster Section and the Office Services Section likewise causes unnecessary delays in delivery of items.
 - Currently, for example, districts' requests for forms are sent to the Quartermaster, then to the Chief of the Office Services Section, then to the Armory stockroom, where they are filled and, returned to the Quartermaster, who notifies the districts to drive to Springfield for pickup.
 - This procedure, results from the involvement of too many different units in a simple function and unnecessarily delays issuance of simpler items to the districts.

- Other basic acquisition and supply functions are not handled by the Administrative Services Command.
 - The purchase and maintenance of communications equipment is the responsibility of the Staff Services Command.
 - This divorces handling of the radio equipment from the acquisition of the vehicles into which it is installed, and unduly complicates the coordination of the two functions.
 - It also requires the maintenance, again, of separate purchasing procedures and contributes to undue overhead expenses.
 - The purchase and maintenance of ISP's ordnance items is the responsibility of still another organizational element.
 - While the current assignment of this responsibility to the Division training arm has several benefits, it removes the ordnance function from possible central supply system discipline.
 - At least two other significant items of equipment are not under the purview of the Administrative Services Command supply structure.
 - Breathanalysis equipment is purchased and maintained by the Breathanalysis Unit.
 - Searches for, and testing of, reliable portable truck scales are being handled by the Field Operations Command staff.
- The retention of uniformed personnel in some supply positions is of questionable value.
 - These positions include the Office Services Section and the Quartermaster Section, staffed respectively by a Sergeant and a Lieutenant.

- Neither position necessarily requires the application of professional police knowledge and experience, but instead calls for specialized skills in specifications development, inventory control, usage patterns and distribution techniques.

STAFF
SERVICES
COMMAND

General Observations

- The Staff Services Command attempts to combine too many disparate specialized functions.
 - In addition to its responsibility for supervision of personnel functions, the Command oversees several highly technical units of the Division, which require well-developed technical skills; examples are:
 - Management information and data processing
 - Purchase and assembly of communications equipment
 - Ordnance evaluation and maintenance.
- Due to the extraordinary importance of personnel matters in an organization where labor costs consume 80 per cent of the budget, the Section Commander must allocate the preponderant majority of his time to personnel-related responsibilities.
- The disparate mixture of technical and nontechnical functions has contributed to the development of certain operating problems.
 - It has encouraged the two technically-oriented elements - MIS and Communications - to more often serve one another, rather than serving other parts of the Division.
 - For this and other reasons, the Division's information systems are highly oriented toward ISP communications equipment and producers, and vice versa, while MIS assistance for other functions (personnel management, supply and planning, for example) is underdeveloped.

Communications Section

- Particularly in the case of communications technical support, under the present organizational arrangement (in which technical functions are lumped with nontechnical elements), there is a tendency for technical personnel to feel misunderstood or unrepresented at the Division's top management levels.
- In part, this perception also stems from the historically important relationship of radio communication in the evolution of the ISP.
 - In earlier years, communications capabilities were critical determinants of such characteristics as district boundaries; and the maintenance of delicate systems by licensed radio technicians was of such importance that radio supervisors were compensated at levels close to those afforded District Commanders.
 - Reflecting advances in technological design and equipment reliability, the relative significance of the Division's communications arm has diminished in recent years.
 - However, support has from time to time existed among communications personnel for the establishment of a separate Communications Bureau in DLE; and in fact the Communications Section now exercises considerable autonomy in several administrative areas, including technician and dispatcher personnel matters.

Management Information Section

- The MIS Section has been assigned responsibility for interfacing with DLE - DDP without access to personnel able to effectively:
 - Assess the overall information needs of the Division and its key executives
 - Translate these into workable systems and programs.

- The skills required are unusual, and dependent on extensive and time-consuming academic and practical training, which few law enforcement officers are able to secure.
- As a result, the Section's activities often appear to respond to, rather than direct and coordinate, the DDP systems support.

Personnel Section

- The staffing of the Division's Personnel Section is wholly inadequate for an organization the size of the ISP.
- As a result of this and comparable staff shortages within the Merit Board system, the ISP has been barely able to maintain existing personnel systems, much less to explore other problems and opportunities cited in a succeeding chapter of this volume.
- Another matter of particular concern to many in the Division is the absence of a focal point for coordinating programs affecting the Division's substantial body of civilian personnel.

Training Section

- Analysis of current Training Academy staffing indicates that the present Academy organization structure is relatively informal, and, in effect, most of the 14 staff members report to the Section Director.
 - This tends to overextend his involvement in day-to-day affairs at the Academy.
- Moreover, there is insufficient delineation between planning and curriculum development, and the conduct of education and training programs.
- Staff members involved in curriculum development have been given a wide range of responsibility, but no overall charter to exercise in securing program improvements, and must achieve their goals by persuasion, rather than direction.

- The balanced use of Academy staff as course project officers and field personnel as class instructors and counselors is favorably noted.
 - It does, however, contribute to scheduling problems, which are further compounded as the priority accorded to participation in Academy programs appears to differ from district to district.

FIELD
OPERATIONS
COMMAND

- The Field Operations Command (FOC) has an unusually complex and sensitive range of responsibilities, which include management of the great bulk of the Division's resources; its role, however, has not been defined with sufficient clarity.
 - The Command has both line and staff responsibilities over most ISP functions.
 - It issues operations orders to the field districts on a daily basis.
 - It also evaluates field and program activities, researches legislation, coordinates ISP policy with other government agencies, and handles routine requests from the districts to expedite administrative or supply support.
 - These responsibilities can and periodically do conflict with one another.
 - The Command is ultimately held responsible for the operation of field district programs, but also evaluates the Division's effectiveness in carrying out its objectives.
 - It is difficult for the same organizational element to play these two roles at the same time.

ORGANIZATION AND STAFFING (Cont'd)

- The conflict between line and staff duties is especially visible at the Area Commander level, as further outlined below.
- Within the Field Operations Command, organizational responsibility for oversight of several key ISP activities is too diffused.
 - Responsibility for activities such as truck weight enforcement and safety education programs is fixed to definite organizational units within the Command.
 - No organizational elements, however, have been created to oversee and plan ISP programs in other key areas, such as:
 - o Driving-while-intoxicated enforcement
 - o Speed reduction
 - o Equipment and other regulations violations.
 - It is, therefore, difficult to establish accountability for favorable or unfavorable results in these areas, and as one result other elements of the organization have sought to become involved in program design and execution.
- The FOC is severely understaffed, in comparison to the responsibilities it has been assigned.
 - Except for the Division's safety education programs, the Command has only four officers at D-50 to oversee ISP's many traffic enforcement responsibilities.
 - In practical terms these staff members are continually faced with a stream of requests for action or direction, many of a pressing nature.
 - Consequently, long-term program development and evaluation functions have often been accorded secondary priority.

Truck Traffic Regulation Section

- The Truck Traffic Regulation Section is misnamed and overburdened.
 - Section personnel estimated that only some 20 per cent of their effort is allocated to truck-related programs.
- De facto, the Section serves as a general staff unit to the Field Operations Commander.
 - The remainder of its effort is directed toward coordination of other ISP responsibilities, legislative research and development, and response to various types of field inquiries.
- Although staffed by unusually capable personnel, the small size of the Section (three sworn personnel) severely limits the range of activities it can undertake; thus leading in some cases to a delayed response to field inquiries, and contributing to the diversion of Area Commanders to the performance of staff duties, as further outlined below.
- The attachment of the Division photographer to the Truck Traffic Regulation Section also causes minor problems.
 - The photographer has been attached to the Section because of special considerations.
 - The present arrangement represents a minor distraction for the Section from its oversight of enforcement duties.

Safety Education Section

- Due to staff shortages elsewhere in the FOC, Safety Education personnel have periodically been diverted from their primary duties to undertake other staff activities.
- The Civil Defense Unit provides the Division with useful inter-agency liaison and a valuable source of technical knowledge.

- However, it is relatively isolated from other ISP emergency planning and communications functions, such as the Command Center.
- The rationale for inclusion of the Breathanalysis Unit within the Section is unclear, as the Unit's responsibilities relate more directly to line traffic enforcement operations and Division relationships with local law enforcement agencies than to the ISP's relationships with the general public.

Air Operations Section

- Although opportunities to expand the productive utilization of aircraft are noted elsewhere in this report, the need to retain some Section equipment and personnel has not been clearly justified.
- Relatively modest use has been made of the twin-engine plane in recent years.
 - Much of this use has been in support of the ISP Merit Board.
 - Moreover, its operational flexibility is distinctly less than the Division's single-engine aircraft, due to substantially higher operating costs.
- The need for retention of the Chief Pilot's position is unclear, since the Division now numbers many well-qualified pilots in its ranks, and the results of this study indicate the existence of other, more basic staff requirements.
- The Command Center provides beneficial emergency communications capabilities, but little benefit is derived from the assignment of sworn personnel to man it.
 - At most times, the duties performed by Center personnel are comparable to those of ISP dispatchers.
 - When an emergency arises, their principal task is to locate top Division commanders and inform them of the situation.
 - o The Troopers and noncommissioned officers assigned are not empowered to commit the resources of the Division.

- Recognizing the situation, the Division has formulated proposals to replace sworn with civilian personnel in this function, but has delayed implementation pending the overall results of this study, and receipt of necessary State approvals.

AREA
COMMANDERS

General Observations

- ISP's Area Commanders occupy a pivotal position, and profoundly influence the effectiveness of the ISP's operations organization.
- While incorporated in the District 50 - FOC organization structure since 1972, the full benefits of the Area Commander concept have not been secured by the Division, resulting in:
 - Insufficient D-50 supervision of district operations
 - The continuation of substantial differences in management practices from district to district, based less on distinctions in ISP policy than on the proclivities of district management teams
 - Efforts by District Commanders to achieve a significant voice in D-50 policy deliberations.
- This condition appears to result from four interrelated factors:
 - The limited number of Area Commanders
 - The relatively undefined nature of their role and organizational relationship
 - Staffing limitations elsewhere in D-50
 - Their location of assignment.

Number Of Commanders

- The number of Area Commanders appointed has ranged since 1972 from two to three.

- The capacity of even three commanders, regardless of their individual ability, to provide intensive supervision to 16 field districts encompassing some 1,300 sworn personnel in geographically diverse locations is questionable at best.
- During the course of this study only two were assigned, thus requiring each to supervise eight districts and some 650 personnel.

Area Commander Role

- The role of the Area Commander has not been precisely defined, but was frequently referred to during the study as "representing the Superintendent to the districts and the districts to the Superintendent."
- Their actual responsibilities during the course of the study ranged from direct line supervision of districts and performance evaluation of District Commanders to the performance of staff analytical tasks further outlined below.
- The reporting relationships of the Area Commanders are not well understood in all elements of the organization.
 - While the Area Commanders themselves indicate that they report to the FOC Commander, they are widely perceived to be members of the Superintendent's top management group, and to report directly to him on some matters.
 - This confusion stems in part from the present ISP rank system, under which both the Area Commanders and the FOC Commander are customarily classified as majors.

Staffing Limitations

- Due to the limitations in the size of the FOC staff noted above, Area Commanders have frequently been called on to perform necessary planning and analytical tasks within the Command.
- Moreover, they have also become involved in staff functions related to other aspects of the Division's management, such as a recent review of the ISP promotional rating system.

- These duties necessarily detract from the conduct of other responsibilities, and particularly limit opportunities for contact with operational subordinates.

- Moreover, with only two Area Commanders assigned recently, these officers have had relatively little visibility in the field.

Location

- Widespread concern was voiced throughout the field organization that the D-50 location of Area Commanders strongly influenced their perspective and orientation.

- This accurate perception, in fact, reflected D-50 policy, established to ensure that Area Commanders remain readily available to top management, avoid a parochial viewpoint, and are closely attuned to basic Division mission and policy decisions.

- A major factor underlying this policy appears to be the lack of alternative means for ensuring adequate field responsiveness to D-50 (such as strong planning staffs and management systems).

- Other relevant concerns noted during the course of the study involved:

- The relative ease with which special tasks gravitated to capable headquarters staff who appear to be "available" at headquarters.

- Conversely, the lack of opportunities for Area Commanders to develop continuing professional and personal contacts with law enforcement officials at the local level.

- Due to the highly centralized decision-making process previously noted, Area Commanders queried by field personnel regarding Division policies or trends frequently are unable to provide immediate and definitive answers, thus unnecessarily conveying an image of indecisiveness to the latter.

Management Implications

- Problems encountered in the Division's application of the Area Commander concept, together with related issues discussed below, have had an undesirable effect on the composition of the ISP management team.
 - Many District Commanders perceive the need for a stronger field voice in ISP policy deliberations, and have sought to provide this voice through their positions.
 - Both members of the ISP and knowledgeable observers concur that this effort has been at least partially successful.
- As a result, the ISP management team periodically appears to consist of some 25 executives (including the Superintendent, Executive Officer, D-50 Command heads, Area Commanders, and District Commanders), an unwieldy number.

Comparative Practices

- In view of the particular significance of this issue, the practices of other State Police agencies visited during the course of the study were carefully scrutinized.
- In general, the top management group was usually limited to:
 - Between two and six headquarters executives
 - Between eight and 10 field commanders.
- One state with a much larger force (Pennsylvania) has made successful use of a structure in which:
 - Three Lieutenant Colonels (each headquartered in the field and in charge of several regions commanded by majors) report to a Commissioner and Deputy Commissioner (also a Lieutenant Colonel)
 - The highest headquarters staff rank is Major
 - Field priorities, therefore, tend to predominate over headquarters concerns.

DISTRICT 50/FIELD
RELATIONSHIPS

- In addition to concerns generated by the Area Commander structure noted above, two other issues impeding D-50 field relationships were noted during the course of the study.
- First, a widespread perception exists among operating personnel that many D-50 commanders have very limited exposure to field supervision responsibilities; that others have held their positions for protracted periods of time and are resistant to change; and that relatively comfortable positions have been created for a few.
 - It is noted, for example, that field districts must adhere to a specified table of organization absent in District-50.
 - Promotion in the field generally requires acceptance of increased responsibilities and often relocation, although numerous instances of within-position promotion have taken place in the headquarters.
 - While the results of this study tend to confirm these concerns in part, it should also be noted that certain corrective measures (such as increased headquarters-field transfer or promotion) have been instituted in recent years, with beneficial impact.
- Conversely, many district command and supervisory officers evince unrealistic views regarding the degree of operational autonomy which should be delegated to the field, and fail to recognize the acute sensitivity which field actions may have within the State's environment.
 - Reflecting this philosophy, in part, districts have frequently taken maximum advantage of the latitude they are delegated and the relatively weak analytical, evaluative and policy enforcement mechanisms of D-50; and their adherence to Division directives in certain cases appeared to be more cosmetic than substantive.
 - As a result, the ISP's field districts periodically appear to function as a series of relatively independent police entities, rather than as elements of a closely knit operation.

GENERAL
DISTRICT
STRUCTURE

Districting Rationale

- The Division's present districting structure compares favorably with more complex and costly systems adopted in some other states.
- However, with the exception of communications requirements, the ISP has not yet developed a sound rationale for districting configuration or headquarters locations, which can be utilized in assessing its present or future requirements or resisting untoward external influence.
- General agreement exists within the Division that its present configuration is dated and that many headquarters are poorly located; and redistricting has been the subject of intense study for at least the past five years.
 - Much of this effort has been directed towards:
 - Reducing the size of districts, both in terms of geographic area and manpower complement
 - Achieving relative uniformity in the strength and workload of districts.
 - Considerable interest has developed in the concept of smaller districts as a factor in strengthening ISP morale.
- Intensive analysis of this issue, including extended interviews at all levels in the State, indicates that:
 - The achievement of balance in district workload is of minimal if any importance, unless maintenance of a rigid, uniform command structure is considered a prerequisite to successful field operations.

- There is some relationship between district manpower complement and morale, but other factors, such as the caliber of district leadership, internal district organization and operating practices and others, outweigh the size of the district concerned.
- The sheer physical size of districts is of crucial importance; in the largest districts, such as 12 and 13, it is extremely difficult for District Commanders and other leaders to maintain regular contact with their subordinates or key personnel in local law enforcement agencies.
- Certain other factors, not fully recognized in the past, are of equal or greater significance; among others, these include:
 - o The mission of the ISP, which as previously noted differs from area to area
 - o Important distinctions in local characteristics, especially between urban and rural areas
 - o The complexity of the Division's relationships with other elements of the area's criminal justice system.
- Despite the scope of internal efforts, few concrete steps have been taken toward redistricting, principally for three reasons:
 - Undue effort has been expended on generating a single "perfect" plan, readily defensible against any criticism.
 - The costs for construction of new facilities and relocation of personnel have appeared prohibitive, especially to secure significant reductions in average district size.
 - Concerns have been expressed about potential political ramifications of redistricting.

Subposts

- Examination of the districts' experience with subposts clearly illustrates problems associated with the present districting system.
- The origins of most subposts can be traced to political influence.

- Many are housed in rented facilities, which at best are incompatible with professional police work, and reflect poorly on the Division.
- Some have become isolated from the parent district.
 - Personnel associated with some have assumed considerable autonomy, openly advocate their conversion to an independent district (although most are too small for this purpose), and draw encouragement from the conversion of former subpost 1-A to District 16 a few years ago.
 - Efforts to reduce the scope of, or close, some subposts have stimulated well-organized political resistance.
- In-depth review of some of these circumstances, however, reveals that pressures against the closing of a few can be attributed less to political considerations than to valid concerns over local levels of State Police coverage, and the critical impact of geographic remoteness from the district headquarters, or differences between rural and urban components of the same district.
- Generally, however, subposts have proven to be an inefficient method for intra-district organization, and promoted disharmony with the ISP.

Related Observations

- The present districting structure largely reflects the Division's past emphasis on traffic-related elements of the mission.
- The organization of District 25 and its zones within this overall framework has resulted in relative isolation of the Division's investigative arm, as further noted below.

GEOGRAPHIC
DISTRICTS

General Observations

- The current pattern of district organization (calling for a Captain and two Lieutenants) sometimes inhibits operating effectiveness and economy at the expense of cosmetic uniformity.

- For instance, despite significant differences among district workloads and operational environments, all districts are supposed to be under command of a Captain; however, the range and complexity of problems faced by an Operations Lieutenant in a major district may surpass those faced by a Captain in a smaller, less active district.
 - o Recent experience has indicated that seasoned and well-qualified Lieutenants can, in fact, satisfactorily manage the Division's largest districts when necessary.
 - o Other examples of undue adherence to cosmetic uniformity are outlined below.
- Interviews in the field indicate that some District Commanders, seeking to experiment with alternative modes of district operation, have productively altered duties and responsibilities within their command without changing job titles, in order to avoid controversy with District 50.
- Stemming largely from the reorganization plan, district administrative and supervisory structures have developed beyond the needs of the organization, in many cases leading to reduced levels of field patrol coverage.

Operations

- Most Operations Lieutenants are highly competent and dedicated; many, however, do not now fulfill the responsibilities set forth for them in the reorganization plan.
 - Selective assignment planning and scheduling are often delegated to a scheduling officer, often a Corporal or senior Trooper who serves as staff to the Lieutenant.
 - With a few notable exceptions, appearances of Operations Lieutenants on weekends or at times other than the day shift appear to be rare.

- The need for seven Operations Sergeants in each district is not clearly evident.
 - With the exception of certain "gateway" districts, such as D-3, and D-11, the need for a Sergeant on duty at all times as shift commander is questionable, as is the restriction of the shift commander to desk duty.
 - During the course of the study, Corporals were observed performing this duty in a satisfactory manner on numerous occasions.
 - Reasons cited for location of the shift commander on the desk are twofold:
 - o First, to dispatch patrol units in response to complaints
 - o Second, to respond directly to citizen inquiries on law enforcement related matters.
 - However, dispatching functions are performed in accordance with standard operating procedures in many police organizations; and, with some exceptions as noted above, the flow of citizen inquiries is not a continuing around-the-clock feature in most districts.
 - o In any case, a brief delay in response to many of these routine calls is unlikely to be unduly burdensome to citizens.
- Few districts have developed useful outlets for the energies of Sergeants not assigned to shift commander duties; although such outlets do exist, Sergeants in many districts tend to congregate at the headquarters desk.
- Most districts also utilize Troopers as desk officers as well, to supplement the efforts of the Operations Sergeant.
- As a result, desk operations are severely overstaffed in most districts, at the expense of patrol services.
 - A detailed analysis of the impact of this overstaffing is presented in a succeeding chapter of this volume.

- The use of Corporals as field supervisors appears to have many benefits.
 - The field supervisors serve as a strong link between line patrol personnel and district command officers.
 - In many districts Corporals perform area patrol duty, while still maintaining contact with their subordinates.
 - The concept allows closer control of, and better standby assistance to, patrol Troopers without diminishing ISP 's road visibility.
 - In a few districts the Corporals complained of being used merely as "mailmen" between road Trooper and district headquarters.
 - This problem is principally attributable to correctible management systems deficiencies, and overemphasis by some Sergeants on immediate submission of all field paper work.
- In most districts the supervision given Truck Weight Inspectors is inadequate.
 - Few districts have appointed a particular officer to be responsible for the program.
 - In most districts with Inspectors, the TWIs report directly to the Operations Officer, who does not have the time to provide detailed supervision of their activities.
- A major limitation of the ISP operations organization is the absence of any organizational doctrine regarding the organizational relationship of Sergeants, Corporals and Troopers beyond their functional role.
 - A pronounced and favorable difference in morale, teamwork, and cooperation was observed in those districts which have organized Corporals and Troopers in particular into teams, squads, or other "units of integrity," when compared to those which had not.

- A comparable difference in the effectiveness with which certain ISP personnel systems were executed was noted in many of these districts.

Administration

- The range and complexity of responsibilities assigned to Administrative Officers does not warrant their designation as Lieutenants in most districts.
 - Some district administrative functions require only cursory review and supervision:
 - o Range
 - o Automotive equipment
 - o Payroll and vouchers.
- Many districts have functioned successfully for several years with Sergeants in the Administrative Officer position, as they did during the course of the study.
 - The assignment of Lieutenants to these administrative positions was the outcome of the 1971 reorganization plan.
 - That plan, however, assumed a much more rapid and sizable increase in ISP's future field strength than has in fact occurred.
 - The placement of Lieutenants in district Administrative Officer positions leads to several problems.
 - o With little to challenge them, the Lieutenants sometimes lose interest in their work.
 - o Lower ranking officers, aware of the routine nature of this position's responsibilities, may lose respect for senior officers.

ORGANIZATION AND STAFFING (Cont'd)

- o The overranking of the position likewise bars many promising Sergeants from exposure to significant administrative experience until they become Lieutenants; this contributes to a general lack of administrative experience in the Division.
- Each district is customarily assigned one Range Officer and one Automotive Equipment Officer, regardless of its size, although the use of permanent, full-time Range and Auto Equipment Officers appears necessary in only a few districts.
 - In most districts, regardless of size, two Troopers are assigned to these positions on a full-time basis.
 - Range Officers schedule and record monthly qualification shoots; except in districts where the range must be scheduled several times a month, this task does not usefully occupy one man's time.
 - A similar situation exists with the Automotive Equipment Officers, whose main responsibility is record-keeping and liaison.
 - o The lack of an automated vehicle records system requires that some time be spent on this function.
 - o Nonetheless, the special skills of a sworn officer are not usually required on a full-time basis in the position.
- Range and Automotive Equipment Officers should be free to assume patrol duties intermittently throughout the year, but have not always been directed to do so when available.
- The maintenance of both dispatching and technical communications functions under a radio single supervisor in districts leads to several problems.
 - Radio supervisors are, in most cases, technically oriented, and have often exhibited little sensitivity to problems of dispatchers.

- Some licensed technicians appear to regard periodic requirements for their service as dispatchers as an imposition on them.
- Dispatcher scheduling has not always reflected field workload conditions and requirements.
- Intermittent shortages of dispatchers have developed in some districts.
 - On an overall basis, however, dispatcher shortages appear to be attributable to the maintenance of separate base stations at each subpost, thus fragmenting the dispatcher work force.
- Periodic friction has developed between district clerical personnel and dispatchers over job responsibilities, particularly during introduction of the TIPS program, as further noted in a succeeding section of this chapter.

Specialist Staff

- The present reporting relationship of most Safety Education Officers directly to the District Commander appears to work well.
 - In those districts where the Safety Education Officer reported to someone other than the District Commander, the programs did not appear to be as strong.
- Insufficient emphasis has been placed on the development of court officer programs in many districts, although as indicated in a succeeding chapter of this volume:
 - The proportion of ISP effort allocated to court time has grown markedly in recent years
 - Corrective measures applied in a few districts have proven fruitful
 - District 8, which does have a comprehensive court scheduling program, has achieved significant reductions in court time as a result.

DISTRICT 15

- Some disharmony has recently occurred between elements of the Tollway Authority and District 15.
 - The causes of this situation appear to lie beyond the control of the Division.
- Due to the recent transfer of Tollway communications, ISP Troopers must now provide on-site supervision to safeguard computer access to the State's law enforcement data systems.
- The District's form of organization appears well-suited to its needs, with two exceptions:
 - The need for three Lieutenants is not clearly justified.
 - The squad or team approach has not been utilized in organizing D-15 zones.
- Questions have evidently been raised by the Tollway concerning the need for retention of D-15's small investigative unit.
 - Reportedly, this unit no longer conducts background investigations on prospective Tollway employees.
 - However, analysis of this unit's past and present workload in other areas indicates that its retention is clearly warranted.

DISTRICT 25

General Observations

- The organizational effectiveness of the Division's investigative arm has been limited by a variety of resource constraints.
- After adjusting for detached duty personnel, the District's manpower resources total 97 sworn personnel, or only some 6 per cent of ISP's current strength.

- Moreover, the effectiveness of this limited force in criminal enforcement is restricted by a heavy volume of such activities as background investigations, and periodic diversion of resources to such activities as a complex investigation of certain state offices undertaken in conjunction with OSI in late 1974 and early 1975.
- Reflecting the predominance of the Division's traffic mission, the District has also encountered difficulty securing necessary equipment.
 - Although the Division's traffic-related equipment is generally plentiful and of exemplary quality, ISP detectives often lack access to such devices as crime scene kits, cameras and tape recorders.
- Recent reduction of internal specialization, especially in the vehicle investigation field, has had an adverse impact on operational effectiveness.
 - The success of the Division's former Vehicle Investigation Section (VIS) was widely acknowledged, and had generated a national reputation for this unit.
 - Deemphasis of this investigative aspect has led other State organizations, particularly the SOS, to seek to fill the responsibility it formerly undertook.
 - This condition has been recognized within the organization, and corrective measures (such as formation of a special eight-man vehicle theft task force in one urban area) have been initiated.
- As previously noted, opportunities for improvement exist in the district's relationships with the IBI.
- To many observers in the ISP, opportunities for advancement within, or subsequent leadership in, D-25 appear limited, thus impeding the Division's ability to attract and retain within the organization an outstanding investigative force.

District Headquarters

- Paralleling previously noted D-50 weaknesses, District 25 headquarters functions without sufficient operational analysis and planning staff, which extends in this case particularly to staffing of the intelligence function.
- The present combination of administrative and intelligence functions severely limits the ability of assigned personnel to concentrate on these latter responsibilities.
 - Past proposals to supplement the District's intelligence capabilities have not reached fruition.
- The internal structure of the headquarters reflects an organizational combination, but not a merger or consolidation, of review desk functions.
 - Within D-25 headquarters, the separation of former criminal and vehicle support functions has largely been preserved intact.
 - Extensive review has been given to the relative merits of geographic or functional (by type of crime) review desk structures.
 - o Elements of both now exist.
 - An element of this review has been consideration of means by which review desk officers could supplement the District's meager analytical and intelligence resources.
- District 25 leaders also express concern about the relatively low rank of review desk officers, whose duties now require them to evaluate and critique the performance of zone personnel who may outrank them.
 - Moreover, distinct advantages are perceived in having senior and experienced review officers, who can offer a centralized pool of skills and constructive assistance to investigators in the field.

Zones

- No concrete rationale exists for the deployment of detectives among the present zones; it is largely based on previous criminal and vehicle section deployment.
- Although senior investigative personnel are required, there is little evident need for an Assistant Zone Supervisor in many districts, especially where the detective complement is limited to as few as one.
- Significant problems have been encountered in correcting personnel-related problems in zones.
 - A key factor has been the present requirement that the Superintendent approve all interdistrict transfers, and the classification of zone-field district transfers in this category.
- The degree of coordination and mutual support between line districts and zones varies widely, depending in most cases on the orientation of the District Commander and the capabilities of the Zone Supervisor.
- Examples of such differences include:
 - Participation in the D-25 90-day program
 - Some line districts have participated enthusiastically and extensively in this sound concept
 - Others have failed to do so, reflecting other management weaknesses in citing possible reduction in traffic enforcement contacts as a consideration in their decision.
 - Clerical support of zone operations
 - Most districts afford clerical support to the zone at least equal to the service provided other elements of the district structure

- o A few, however, have withheld support, necessitating in some cases the assignment of D-25 headquarters clerical positions to the zones to ensure effective operation.
- Many zones do not benefit from sufficient management direction and support.
 - D-25 does not have available a counterpart to D-50's Area Commander structure.
 - District Commanders have adopted varying practices, but several have given little supervision to the zone.
- Nevertheless, the commanders of both District 25 and the line district are required to evaluate the Zone Sergeant's performance each year.
 - This practice leaves most Zone Sergeants unclear as to whom they should take their direction from.
 - It also makes it difficult to define which commander should take steps in the event of poor zone performance.
- These factors contribute to uneven performance by various zones throughout the State.
 - Generally, however, zone effectiveness tended to be better in those districts where the District Commander took a close interest in zone operations.

Detached Duty Elements

- District 25 exercises virtually no guidance over detached duty personnel, reflecting Division policy.
 - Their inclusion on the district staff roster as an administrative convenience may be harmful, however, as it can mislead uninformed observers about the District's effective strength.

- While benefits are derived by the Division from the nature of many of these assignments, the absence of formal ISP supervision and control can lead to isolation of personnel so assigned from the rest of the ISP; and the Division is exposed to risks which might arise from inadequate supervision provided elsewhere.

V - MANAGEMENT PHILOSOPHY AND MANAGEMENT SYSTEMS

- Overview
- Management Philosophy
- Management And Information Systems
- Other Management Systems

This chapter identifies problems and opportunities for improvement in the management philosophy, management systems and management information systems of the Illinois State Police.

OVERVIEW

- In recent years, the Division is widely perceived to have adopted an exceptionally conservative management philosophy.
- A lack of urgency, willingness to accept risk and commitment to action are sensed as existing within some key elements of the Division's management, particularly in D-50, but also at several levels in the field.
 - These elements are often viewed as a source of obstacles to progress and innovation, rather than sources of vitality, stimulation, direction and leadership.
- The Division has developed, or is developing, a number of relatively advanced management and information systems, but has not effectively capitalized on their availability.
- Although better measures are being developed, Division management personnel continue to overemphasize sheer numbers, especially the number of traffic enforcement contacts, and various ratios based on these numbers.
- As one result a "feedback effect" has set in.
 - Field commanders being measured by certain data have sought to adjust the input data (if not adjust actual performance) to secure the desired output reports.
 - Measurement by sheer numbers has been carried down to the Trooper level in many cases.
 - Indeed, in the absence of a strong field management structure in some areas, Troopers perceive their governance and future in the organization to be inseparably linked to the production of numbers and the system for generating them.

- In effect, the system, by governing the behavior of Troopers in the field, has played a disproportionate part in determining the mission of the ISP.

MANAGEMENT PHILOSOPHY

- During the course of the study, members of the organization voiced strong concern about developments and trends in the Division's management philosophy.
- Examples of key issues cited by informed and responsible members of the ISP are presented in this section.

Key Issues

- A major shift has taken place in the Division's internal policy formulation mechanisms and priorities.
 - A few years ago, undue reliance was placed on the efforts of staff units in the headquarters, which often had only limited perspective and lacked comprehension of real-world constraints placed on the ISP.
 - More recently, the influence of line officers - particularly the leaders of D-50 commands and District Commanders - has been more extensive, restoring a more pragmatic orientation but resulting in a loss of initiative.
- Significant elements of the Division's leadership structure have exhibited indifference to the magnitude and implications of decisions influencing the future of ISP.
 - Some senior ISP personnel entered the Division during a period in which political sponsorship was an important factor, have proven successful in a stable environment, and are now nearing retirement.
 - These officers have often proven to be resistant to change, and reluctant to challenge established policies and practices, or to take decisive action which may provoke internal or external resistance or increase their workload burden.

- Both of these conditions have resulted in an environment within which:
 - An excessive degree of emphasis is placed on rigid adherence to the formal chain of command
 - Undue priority is given to resolution of relatively trivial administrative matters
 - Constructive criticism is regarded as unwelcome in many elements of the Division, and often perceived to be personal, rather than professional, in nature
 - Functional isolation is particularly acute, and observations or suggestions for improvement developed by one element of the organization which impact on another are often regarded as unwarranted intrusions.
- In addition, the Division's forward planning has been affected by periodic hesitancy, characterized by:
 - Excessive concern about the drawbacks associated with bold action, and resistance to concepts which might expose the ISP to any risk of failure
 - Delay of decisions until all possible implications have been reviewed in minute detail
 - A historical pattern of policy implementation with very few provisions for local exceptions or testing of new concepts in the form of pilot programs.
- Concurrently, the Division has been exceptionally reticent in seeking out resources to support its programs, especially when compared to other organizations.
 - According to this view, the State Police have accepted new responsibilities only when all risks have been completely measured, and fully adequate resources have not only been secured, but put into place.

- Other agencies have demonstrated greater willingness to undertake innovative programs with limited resources, recognizing that some will prove fruitless and warrant termination, while the resources necessary to continue others will be justified by their accomplishment.
- Although the merits of the Division's stance can be appreciated, this philosophy has encouraged others to assume responsibility for which the ISP is better suited.
- Two other, related, issues were also revealed during the course of the study.
 - Personnel recruited from or assigned to duty in the urban northeast part of the State perceive antagonism to this area by others in the service drawn from or serving in different parts of the State.
 - o While, in part, reflecting traditional intra-State rivalries, these concerns also reflect such factors as differences in workload conditions in the northeast.
 - o They have been exacerbated, however, by such incidents as derogatory remarks about the area presented to cadet and in-service training instructors of the ISP Academy.
 - As noted in the introduction to this report, the ISP has undergone a broad range of external and internal studies in recent years; the perception of most officers interviewed during the course of the study was that few of these have had a lasting impact on the organization.

Management Implications

- These concerns are, in part, typical of an organization of this type and purpose, while others emanate from its unique current circumstances, and the previously noted absence of a concrete plan for future development of the Division.
- However, two important management implications can be drawn.

- These conditions have contributed to a high degree of frustration among the Division's most competent personnel.
- Their correction is a prerequisite to implementation of plans calling for a substantial departure from the Division's past courses of action.

MANAGEMENT AND
INFORMATION SYSTEMS

Policy Formulation And Dissemination

- The principal drawbacks in the Division's policy formulation processes noted during the course of the study were:
 - The relatively glacial pace observed in some cases between recognition of the need for policy clarification and its issuance
 - A few occasions on which policy statements were issued, recalled and revised, and reissued without sufficient explanation of the reasons for such action
 - Albeit for good reason, such rapid reversals have been interpreted as reflecting vacillation in some segments of the ISP.
- A more pressing problem, elements of which are discussed elsewhere in this volume, is the relative absence of strong monitoring and enforcement tools which can be utilized to ensure field adherence to basic Division directives.
- The Division's General Order and Administrative and Operations Manuals programs are well conceived and effective, with one exception.
 - The Operations Manual does not provide sufficient direction on the substantive aspects of internal district operations.
 - A General Order calls for each district to maintain an operations plan, but few do so.

- This deficiency has been recognized, however, and a District 50 FY 1976 MBO objective calls for the development of such plans throughout the system in the coming year.

Financial Management

- Recent changes in ISP budgeting procedures are well-conceived, although as previously noted their implementation has been hindered by shortages of qualified staff.
 - Decentralization of budget preparation, which began during the last budget preparation cycle, will bring a number of benefits:
 - o Greater realism in the budgeting process, as districts become more familiar with it
 - o Diffusion of budgeting experience throughout the ISP, among both uniformed and civilian managers.
- Nonetheless, most district command personnel lack sufficient training in budgeting procedures to effectively capitalize on this responsibility.
 - The decision to begin decentralizing budget authority was implemented rapidly, and did not allow much time for training district personnel in their new duties, and few have had previous academic or practical exposure to this field.
- Current data systems provide virtually no cost information tied to activity measures.
- The current TIPS system, for example, measures traffic arrests and warnings, but does not record the estimated costs of such activity.
 - The development of such cost figures involves estimating the costs of the time required for officers to perform the activity, as well as other support costs directly related to the activity.
 - ISP is able to gather data on officer time per activity (such as "arrests per patrol hour"), but its current MIS does not convert such time into cost, nor does it calculate other costs (such as the cost of gas and oil, auto depreciation and dispatching) to arrive at a total estimated cost of the particular service.

- Without such activity costs, ISP is unable to obtain accurate program costs.
- The absence of such cost information also inhibits program planning, control and evaluation.
 - Such measures could be used to compare the cost of providing a police service in two different ways - for example, the cost of air versus ground speed enforcement.
 - District-by-district comparisons of such cost figures - not now available - could provide a means for identifying exceptionally good or noticeably poor employment of resources.

Analytical Data Sources

- Research efforts conducted during this study indicate that a wealth of statistical data useful for ISP planning is readily available, but that the Division has not effectively capitalized on it.
- The work currently underway in the Planning and Research Section to collect basic district and county traffic data and incorporate these in an automated analytical system should correct this situation in part, and should prove highly useful.
 - The data currently being collected will be beneficial in helping districts set activity objectives which are more realistic and which allow districts to be compared fairly with others.
 - Their utility to date has been restricted, though, since few elements of the organization are aware of the existence of this important management tool.
- The Division lacks similar means to systematically gather and analyze data on county and district crime patterns.
 - Neither the Planning and Research Section nor D-25 has yet collected and examined criminal activity and enforcement performance data on a detailed county-by-county or district-by-district basis.

- o For example, neither unit has basic data on local clearance rates for serious crime, or on the incidence of various types of crime from one year to the next.
- Without such data the Division is in a poor position to direct its criminal investigation resources to those areas and districts in which they will have the greatest impact.

Manpower Allocation Systems

- Recent deemphasis of obligated/unobligated time ratios by ISP is favorably noted.
 - Although useful in part, concentration on such ratios can be misleading, as activity classification and reporting difficulties can distort reported results.
 - More importantly, substantial differences can exist in the effectiveness with which both obligated and available unobligated time is actively utilized.
 - Finally, manpower allocation decisions almost always require the application of management judgment regarding resource allocation guidelines, minimum coverage requirements, special local conditions, and the like.
- During the course of this study, district characteristics, workload data and staffing patterns were extensively analyzed, and this resulted in a number of broad conclusions, as follows:
 - No single criterion of district workload gives an objective picture of any district.
 - Separate criteria must be considered for a districts's potential traffic versus its criminal workload.
 - Criteria such as district population, number of registered vehicles, miles of road and accidents investigated by ISP are weak indicators of the Division's potential workload.

- Two criteria - rural accidents and daily rural vehicle miles per district - are more accurate indicators of two main aspects of district traffic workloads.
 - o Rural accidents give a rough indication of ISP's accident response and investigation workload.
 - o Daily rural vehicle miles gives an excellent indication of the potential traffic patrol and enforcement workload.
- Neither indicator is of great value in assessing workload or staffing needs in current Districts 2, 3, 4 or 15, particularly due to the heavy concentration of local law enforcement personnel in the first three districts.
- Criteria for deployment of investigative personnel depend largely on the role they are to be assigned.
- A series of special studies was conducted comparing present (1975) ISP deployment in Downstate districts to the distribution of rural accidents and vehicle miles in past years.
 - The results generally tended to support present manpower allocation practices.
 - Proportionately, a few districts (particularly D-10 and D-11) appeared to be moderately understaffed; and a few (particularly D-8 and D-13) to be overstaffed.
 - As measured on this basis, the only district substantially overstaffed was District 9.
 - o This analysis did not take into consideration the special workload imposed on District 9 due to relays, frequent use of its personnel at the Academy, the State Fair, and other factors.

Management by Objectives

- The Division's MBO system has the potential to become a principal and effective ISP management tool; to date, however, especially in

the operations area, it has not supplanted the focus on enforcement contact numbers discussed immediately below.

- For example, most District Commanders evince considerably greater interest in the monthly TIPS summary of district activity than in reports on quarterly MBO achievements.
- One internal problem in the formulation of operational MBO objectives is that they are expressed in uniform percentage increment terms, and these uniform increments have in the past been allocated among the districts in similar fashion.
 - Insufficient distinction has therefore been made between districts which have performed well in the past, and those which can readily improve.

TIPS

- As noted in the preceding volume, TIPS offers the ISP an exceptionally useful capability; however, its emergence as the Division's principal day-to-day working management system has several major limitations.
 - Insufficient use has been made of the system as an analytical device; and, as noted in a succeeding chapter of this volume, efforts to secure on-line entry of all ISP traffic activity incidents have been carried to undesirable extremes.
- While valuable, TIPS does not provide a comprehensive base of management information on ISP activities.
 - It is, as its name implies, a traffic-oriented system.
- It does not, as currently designed, regularly incorporate such key information as:
 - The volume of calls for general police service received in the field, response time to such calls, and other related data
 - o Such information is compiled in the field by a few districts.
 - The level and trend of ISP's criminal investigations caseload

MANAGEMENT PHILOSOPHY AND MANAGEMENT SYSTEMS (Cont'd)

- Information beyond activity code data on such ISP field programs as safety education.
- Relatively little internal use has previously been made of TIPS (together with precedent ISP records and data) to conduct operational analyses, such as those presented in the following chapters of this volume.
 - Instead, the principal management application has been concerned with detailed examination of enforcement contact ratios.
 - This is partially related to the Division's previously noted operational orientation and lack of analytical staff.
- Certain technical and operational limitations are also noted in the system's characteristics.
 - While the activity code and reporting provisions are well suited to the Division's highly systematic traffic operations, several situations were noted where the system's capacity to adapt to more complicated criminal enforcement activity code shifts is limited.
 - o These included system limitations in converting from active duty to standby codes by D-25 detectives at times other than the end of a shift, for example.
 - The Division has recently converted to use of TIPS to maintain records on the accrual and use of vacation and compensatory time, with some adverse effects.
 - o While the basic rationale for this conversion is sound, operating personnel note that various mechanical and coding entry errors have often appeared in the system; and, with elimination of the former 15-day report, no way exists to check TIPS output reports.
 - o As a result, elaborate "hard-copy" backup systems have developed in the field to provide a documented record which can be used to correct TIPS errors.

Performance Appraisal

- Partly as a result of the availability of TIPS, but more importantly stemming from the Division's present mission interpretation and the orientation of many command personnel, excessive priority has been given to utilizing the absolute number of traffic enforcement contacts in the appraisal of field effectiveness (from districts as a whole to the performance of individual Troopers) and to the correlation of high output with the successful accomplishment of the Division's highway safety responsibilities.
 - While the volume of contacts is an important indication of the level of field activity in some elements of the organization, insufficient consideration has been given to qualitative differences in various enforcement actions:
 - For example, weighting of enforcement actions, according to a higher rating for citations for serious offenses than for those for lesser infractions
 - Evaluating field performance on the basis of broader overall results, such as relative reductions in the rate of fatalities, injuries and accidents per million vehicle miles, for each district and the State as a whole.
- The combination of this overemphasis and the availability of TIPS reports, together with other problems discussed in this report, have led to several anomalies and undesirable "feedback" effects.
- An almost universal perception has evolved at the district level that one of the principal measurements of overall success is the sheer volume of enforcement contacts reported; and one of the principal measurements of relative efficiency is the number of enforcement contacts per hour of patrol time.
 - This perception has been fueled by widespread use within the Division of monthly man-hour tabulation reports to "rank" districts accordingly.
- The urgency of achieving favorable performance measurements has been strongly and effectively conveyed within the field organization.

- This has led to extremely unwise comparison of similar operating ratios between highly dissimilar districts.
 - Limited, if any, useful correlation can be drawn between the volume of enforcement contacts per hour of patrol time for highly urbanized districts concentrating on expressway patrol, and rural districts with more differentiated responsibilities.
 - Nevertheless, such comparisons are regularly made within the Division today.
- This has led to:
 - Concentration of field personnel on those types of enforcement action and geographical areas of their responsibility which permit the generation of contact volume (but may not correspond with indexes of need in terms of prevention of injuries and the like)
 - Other enforcement strategy implications discussed in the succeeding chapter
 - Certain elements of "gamesmanship," in which activity code reporting input is informally modified to achieve predetermined shifts in reporting system output.
- Troopers in the field clearly perceive the emphasis placed on enforcement volume and the system's "feedback" effects noted above.
 - Especially in situations where the caliber of field supervision is weak or the team or squad approach is not utilized, many express pronounced concern that the satisfaction of system requirements and response to these performance measurement variables has a governing influence over their day-to-day activities.

OTHER MANAGEMENT SYSTEMS

- The use of ISP internal task forces and committees (such as the ROADMAP groups) has proven to be a valuable supplement to on-going Division management systems; however, it should be noted that:

- These committees have proven most effective in the analysis of policy issues and alternatives, the identification of Division needs and requirements, and the monitoring and coordination of various improvement programs.
- They provide a relatively weak vehicle for execution of these programs, especially in the absence of adequate numbers of technically qualified staff.
- The Division and the State are deprived of useful information and data due to the ISP's decision several years ago not to participate in I-UCR.
 - The factors influencing this course of action (particularly a desire to avoid reporting competition with local law enforcement agencies) are readily comprehensible; and the impact of nonparticipation has been limited by the Division's modest criminal enforcement activity in the past.
 - Recent shifts in ISP mission interpretation are likely to alter this condition substantially, however.

CONTINUED

2 OF 3

VI - ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES

- Overview
- Perspective
- Enforcement Strategies And
Priorities
- Manpower Utilization
- Uniformed Deployment
- General Traffic Enforcement
- DWI Enforcement
- Regulatory Enforcement
- Safety Education
- Criminal Enforcement And
Investigative Operations

ENFORCEMENT STRATEGY AND OPERATIONAL TECHNIQUES

This chapter outlines observations on opportunities for improvement in enforcement strategy and operational techniques.

OVERVIEW

- A very broad range of opportunities exist for improvement in the Division's enforcement strategy and operational techniques.
- Enforcement strategies frequently appear to evolve locally, rather than result from systemwide analysis and planning; consequently, the Division's enforcement programs are not sufficiently well integrated.
- Important opportunities are available to free resources, strengthen patrol coverage, and reduce overhead burden through more effective utilization of the Division's sworn manpower.
- Insufficient direction has been exercised over district deployment and scheduling plans, which tend to focus patrol coverage on Interstate highways at the expense of more accident-prone rural areas, and to result in scheduling practices which maximize the convenience of supervisory personnel rather than response to field requirements.
- Paralleling Statewide requirements, ISP's DWI enforcement undertakings are impeded by the present implied consent law, and disturbing postarrest disposition practices in many jurisdictions.
- Numerous difficulties beset the Division's truck weight control program, including shortages of manpower, lack of equipment and institutional obstacles to effective enforcement efforts.

PERSPECTIVE

- Observations and conclusions presented in succeeding sections of this chapter are based, in part, on data gathered within the ISP, from secondary outside sources, and through sample studies conducted as an integral part of this effort.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- Although limited in part by the impact of historical variances in reporting procedures, activity codes and the like, the trends evident in most long-term data series presented here were more than sufficiently clear to permit the development of informed conclusions.
- Conclusions based on specific sample data secured at various times and in various districts during the study were subsequently reviewed against general data sources and compared with data for other districts to ensure their validity.

ENFORCEMENT
STRATEGY
AND PRIORITIES

- Very few field districts have developed a clear statement of local enforcement strategy and priorities.
 - Those which have developed generally reflect:
 - The Division's MBO objectives
 - The preferences of local staff, as further outlined below.
 - As a result, district operations, while often proceeding smoothly, tend to reflect implementation of a series of individual programs rather than an integrated Division approach to regional problems.
- A few commonalities in strategy are evident from district to district.
 - These include heavy emphasis on traffic enforcement responsibilities, and pursuit of volume, for reasons cited in the preceding chapter.
- Distinctive differences were also noticeable, encompassing the relative emphasis placed on various programs, and internal organization and deployment practices.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- Most such differences observed during the course of the study bore little relationship to distinction in mission, characteristics of the area served, or particular evidence of need.
 - Instead, they appeared to reflect, in large measure, the interests of the District Commander and district management team.
 - This situation was highlighted by the relative effort and priority allocated to criminal and traffic enforcement programs; for example:
 - One major urban district had allocated extensive effort to programs designed to expand its uniformed criminal enforcement undertakings, despite pressing traffic enforcement needs and the presence of relatively strong local law enforcement agencies.
 - Another mid-State district had followed a similar course of action, although with somewhat greater justification.
 - Concurrently, however, in another rural district, beset with sharply rising criminal activity, district uniformed operations were rigidly restricted to traffic-related activities.

MANPOWER
UTILIZATION

General Observations

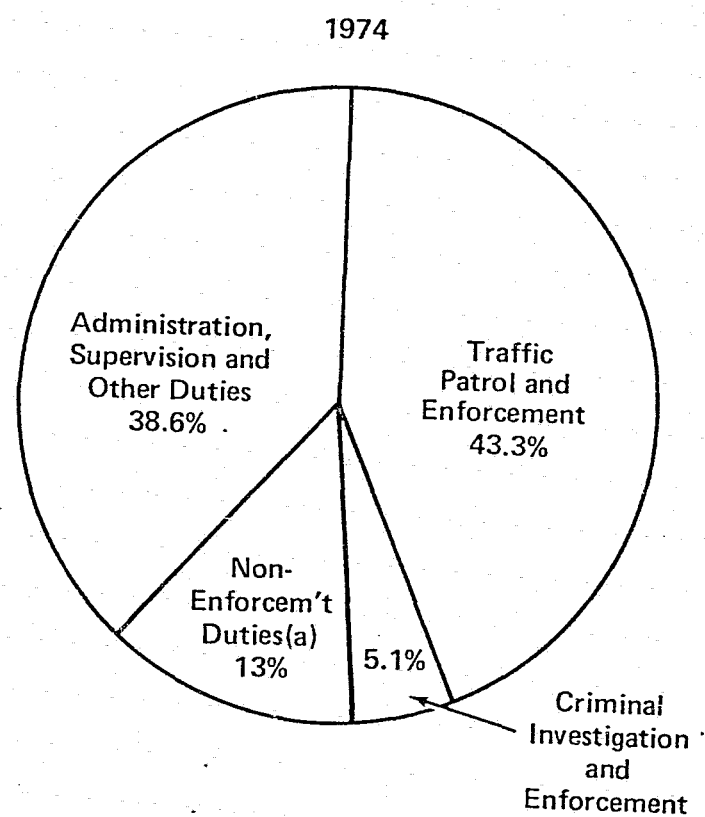
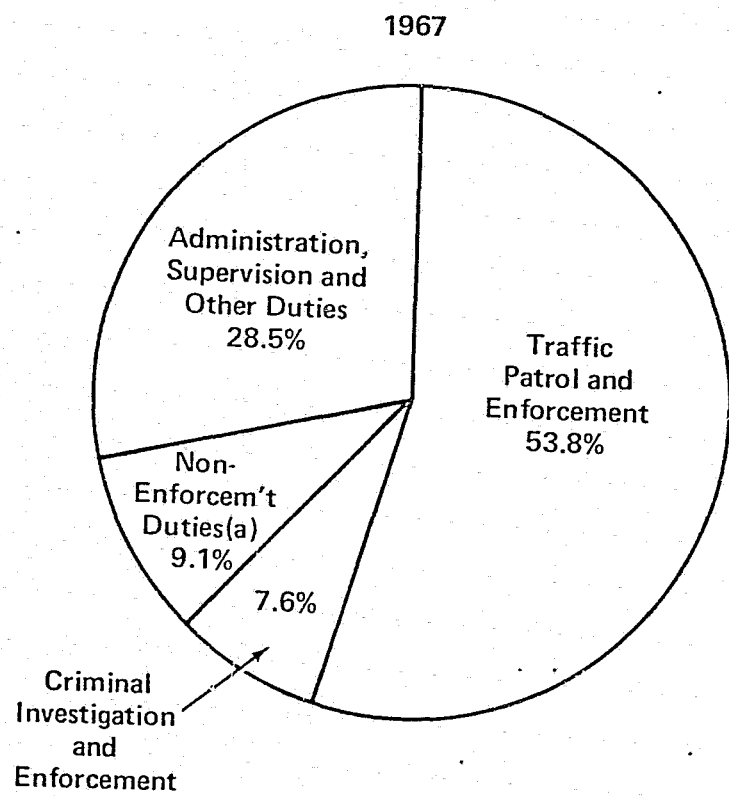
- Major opportunities exist to strengthen the productivity and effectiveness of the ISP through improvements in manpower utilization.
- While opportunities exist throughout the organization, including District 50, they are most apparent at the field headquarters and supervision level.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

Overall Manpower Utilization

- Over the past several years, the proportion of ISP sworn manpower time devoted to administrative and supervisory tasks has risen sharply, while traffic patrol and enforcement time and criminal enforcement time have been proportionately reduced.
- Exhibit VI-1 on the following page graphically portrays the shifts which took place between 1967 and 1974 in four major categories:
 - Traffic patrol and enforcement time
 - Criminal investigation and enforcement time
 - Nonenforcement line duties (such as safety education, training and special details)
 - Administrative, supervisory and other (primarily maintenance) duties.
- These categories reflect a few changes from those used in ISP's monthly activity reports.
- As indicated, administrative and supervisory duties now account for nearly 39 per cent of total ISP time, compared with 28 per cent in 1967; this sizable increase in administrative and supervisory time has come largely at the expense of time available for traffic patrol and enforcement, which has fallen from nearly 54 per cent in 1967 to 43 per cent in 1974.
- Moreover, as further indicated below, the actual amount of patrol time has fallen very substantially in this period, especially in the State's rural areas.
- Finally, it should be noted that manpower diverted to administrative purposes has not been utilized to improve analytical or other enforcement programs, but has been lost to other, less important duties.

ILLINOIS STATE POLICE
ALLOCATION OF TOTAL AVAILABLE TIME
 1967 VERSUS 1974



(a) Includes Safety, Education, Training, Special Details and Other Line Duties.

Source: Annual Activity Summaries.

Causes Of Reduction Of Patrol Time

- The reasons underlying this trend are many and complex.
- To a minor degree, changes in activity reporting are reflected.
- A far more significant factor, however, was the 1971-72 Reorganization Plan which created new positions such as Administrative Lieutenant in each district; and failure to follow through fully on some provisions of that Plan in the field.
- An example of particular concern is the previously noted overstaffing and underutilization of district Operations Sergeants, and district desk operations.

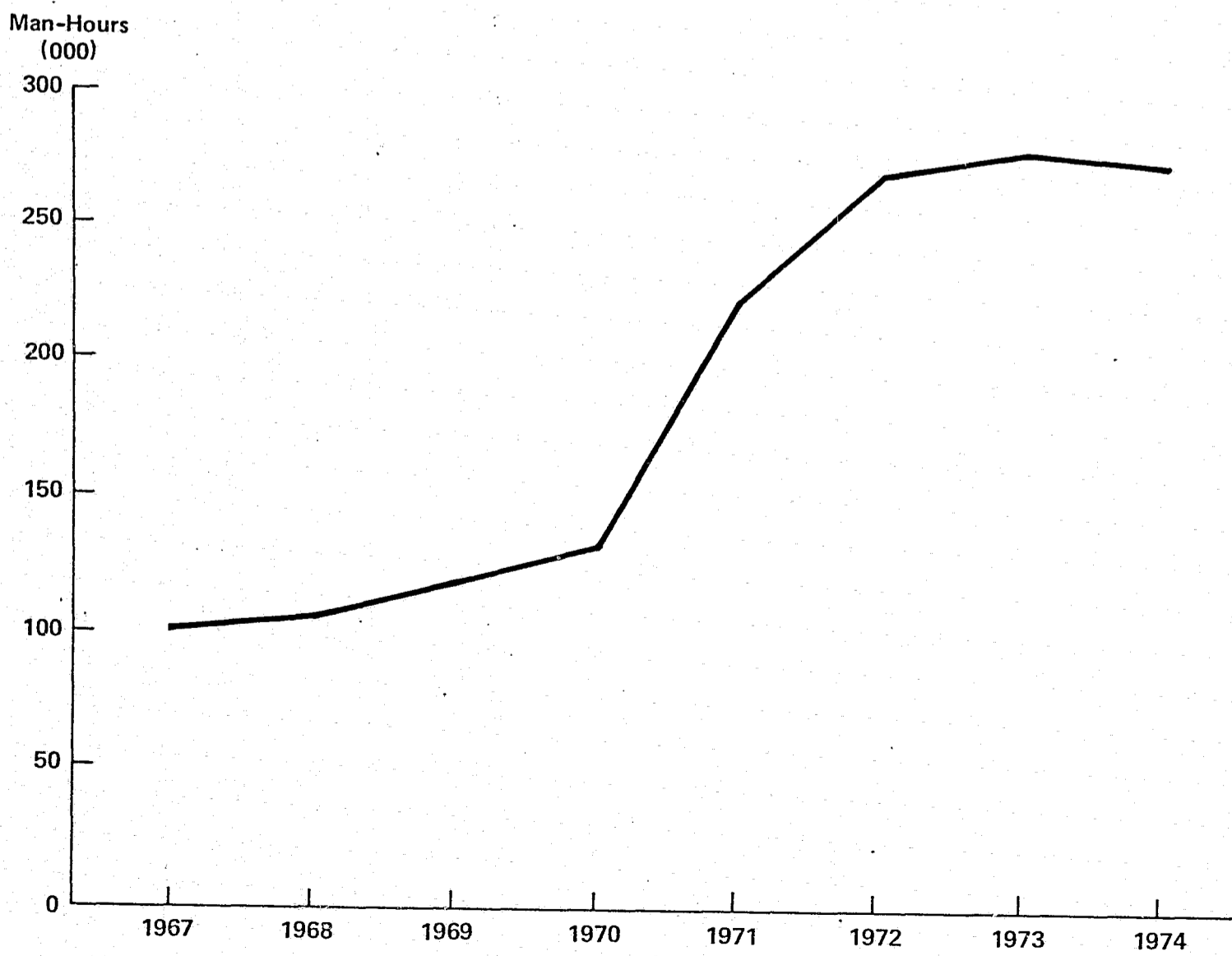
- In some districts visited during the course of the study, as many as three Sergeants were observed to be on desk duty at the same time, along with a desk officer.
- As indicated on Exhibit VI- on the following page, the time allocated to desk duty has risen from 100,000 hours in 1967, to 269,000 hours in 1974.

- o Few changes in desk workload are evident in this period to warrant a shift of such magnitude.
- o The ratio of desk duty to patrol time has changed dramatically as shown in the following table:

<u>Year</u>	<u>Hours Of Patrol Time Per Hour Of Desk Duty</u>
1967	109.9
1974	32.4

- As a per cent of total time available to the Division, desk time rose from 3.6 per cent in 1967 to 8.2 per cent in 1974.

ILLINOIS STATE POLICE
TREND IN TIME SPENT ON DESK DUTY (a)
1967 THROUGH 1974



(a) Codes 205 and 304.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- Another major factor was the reduction of the Trooper's standard work day in 1973 from nine to eight hours, without consequent adjustment in the Division's portal to portal or take-home-car policies, but with laxity in some areas in the application of residency requirements.
 - Field personnel continue to report on duty when leaving their abode, and conclude their tour when reaching home.
 - Travel to and from the work station is therefore accomplished on duty time, a factor recognized in the previous nine-hour day.
 - However, some field personnel are periodically assigned to different areas of their District.
 - In a few extreme situations noted during the course of the study, district headquarters supervisory personnel resided as far as two hours driving time from the headquarters.
 - Moreover, the possible benefit of their presence on the highway was reduced by the customary practice of assigning unmarked cars for their use.
- The reduction of the work day had the impact of reducing the Division's complement by approximately 220 men, with most of the effect felt at the field level.
- Other factors reducing ISP field manpower strength and visibility in this period included growing numbers of State holidays, subsequently discussed deployment practices, and increased court time.
 - For example, the following table shows trends in court time and patrol time (codes 101 and 102) from 1967 through 1974:

Year	Thousands Of Man-Hours Of		Court Time As A Per Cent Of Patrol Time
	Court. Time	Patrol Time(a)	
1967	43.7	1,100	4.0%
1968	54.1	1,234	4.4
1969	64.2	1,460	4.4
1970	69.0	1,527	4.5
1971	69.9	1,310	5.3
1972	72.0	1,121	6.5
1973	80.2	1,003	8.0
1974	77.7	869	8.9

(a) Codes 101 and 102.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- Court time has increased from 43,700 man-hours in 1967 to 77,000 man-hours in 1974.
- As the result of numerous factors, patrol time has actually fallen steadily since 1970.
- As a proportion of patrol time, court time has risen from 4.0 per cent in 1967 to 8.9 per cent in 1974.
- Similarly, while arrests have increased by 49 per cent since 1967, court time has risen by 78 per cent.
- Without vigorous intervention by Division management, these unfavorable trends are likely to continue.
 - Due to the expiration of promotional lists, a large number of supervisory and administrative vacancies existed in late 1974, substantially exceeding the number of replacement vacancies for Troopers.

UNIFORMED
DEPLOYMENT

General Observations

- Significant opportunities for improvement appear to exist in ISP field patrol deployment practices, particularly in terms of:
 - The deployment of Troopers and their supervisors by time of day and day of the week
 - o Comparable problems pertaining to dispatchers are analyzed in a succeeding chapter.
 - The relative emphasis placed on patrolling Interstate and non-Interstate highways.

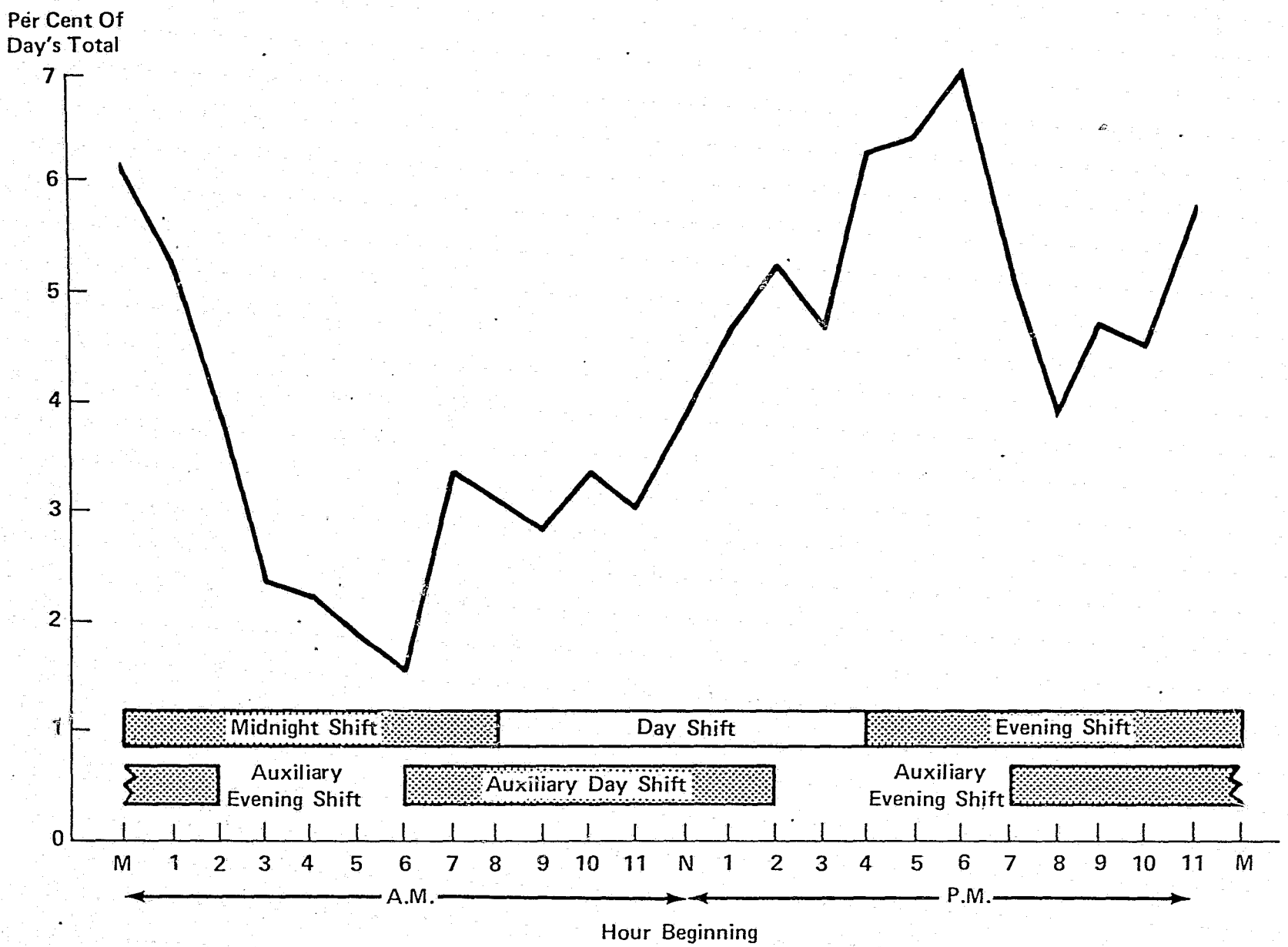
Trooper Deployment

- Patrol assignment practices are not sufficiently responsive to differences in workload patterns.
 - A sample study of detailed shift assignment patterns in nine Downstate districts was conducted during the course of the study.
 - As an index of need, patrol assignments by shift and day were compared to fatal rural accident patterns for 1973.
 - Illinois DOT data on fatal rural accidents for 1973 were the latest available to the study team.
 - However, 1973 accident patterns are believed to closely resemble those observed in 1975; while there were fewer fatal accidents for example in January 1975 than January 1973, their incidence by time of day and day of week did not shift significantly, according to DOT data.
 - The analysis revealed considerable variation in rural accidents by day of week and time of day.
 - Exhibit VI-3 shows Illinois' 1973 experience in fatal rural accidents, by time of day.
 - The accident workload is heaviest around midnight and during the late afternoon hours, and slowest between 2 a.m. and 7 a.m.
 - Accident experience also varies according to day of the week; the following table shows the percentage of an average week's fatal rural accidents which took place on each day:

<u>Day</u>	<u>Percentage Of 1973 Rural Fatal Accidents</u>
Sunday	17.9%
Monday	9.4
Tuesday	11.2
Wednesday	11.2
Thursday	9.6
Friday	18.1
Saturday	22.6
Total	100.0%

Source: Illinois DOT Annual Summary.

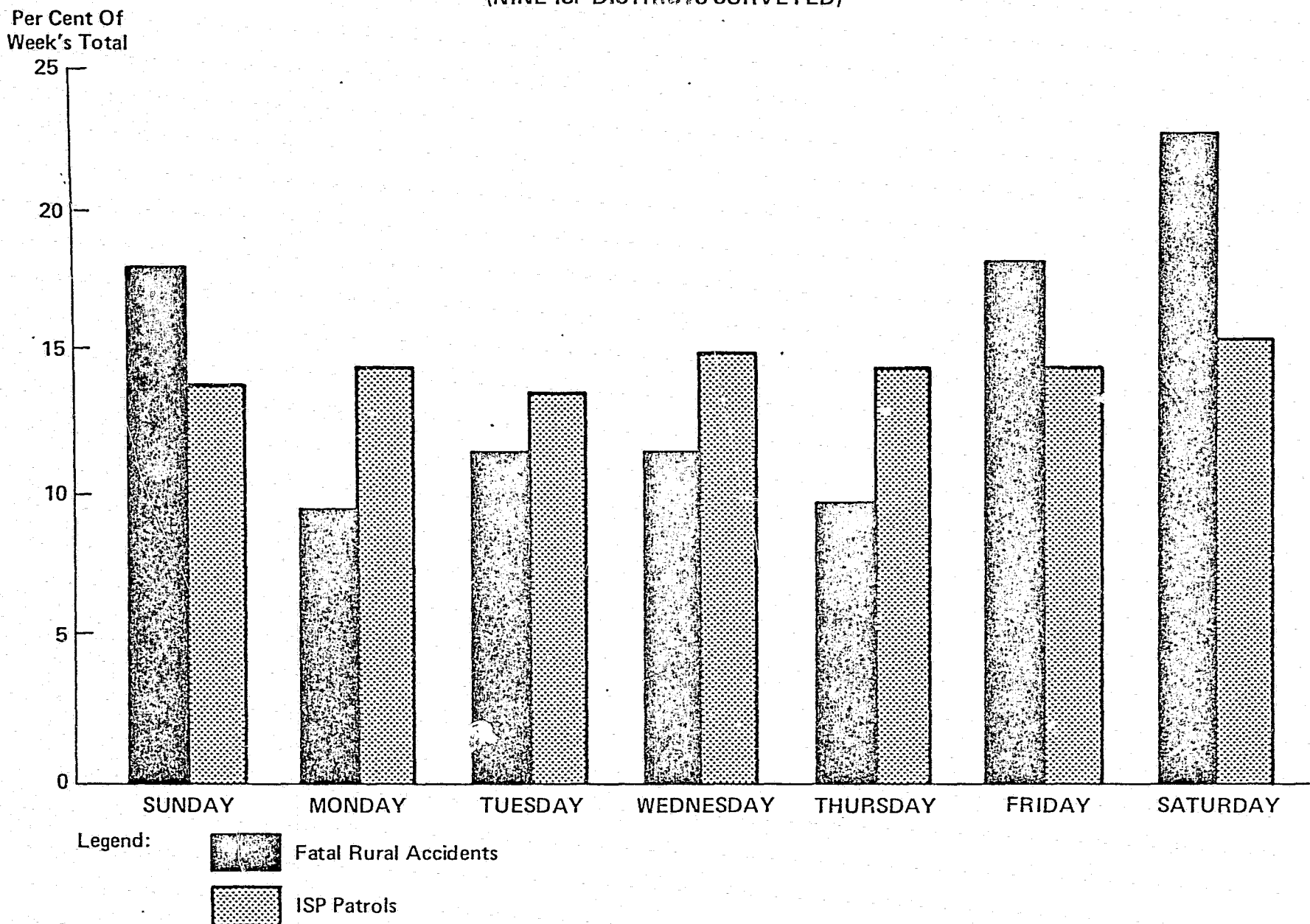
ILLINOIS FATAL RURAL ACCIDENTS, BY TIME OF DAY 1973



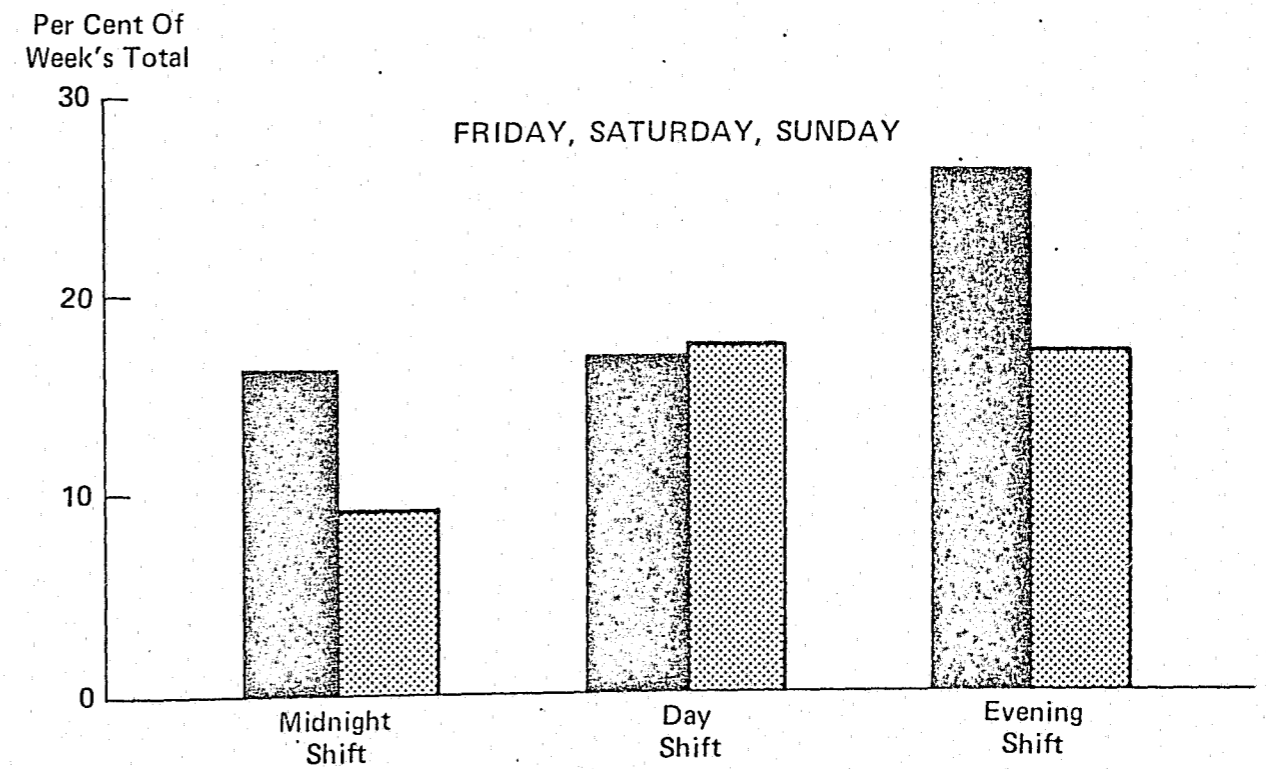
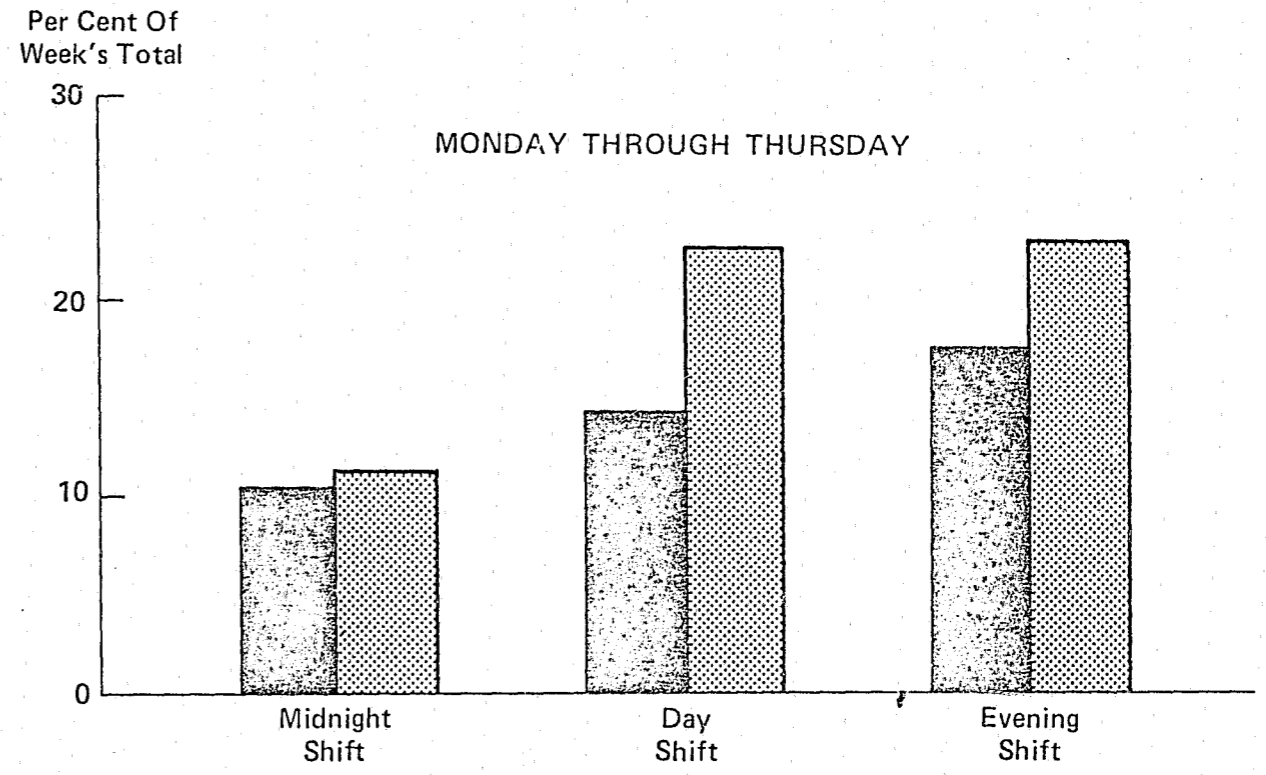
ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- Current patrol assignment practices often do not reflect recognition of these major features of the rural accident problem.
 - o Exhibit VI-4 also following compares the incidence of fatal rural accidents with the percentage of ISP patrols for the week, by day.
 - o ISP's patrol coverage by day of the week, varied little; of 2,177 patrol-days in the districts included in the study 298, or 13.7 per cent, were performed on Sunday and 331, or 15.2 per cent, on Saturday.
 - o The exhibit highlights the overconcentration of ISP's patrol coverage on low-activity days (Monday through Thursday) at the expense of high-activity weekend periods.
- Exhibit VI-5 also shows the incidence of fatal rural accidents and ISP road patrols by shift, for weekdays and weekends.
 - o As in Exhibit VI-4, Exhibit VI-5 reflects the overconcentration of ISP resources on weekdays; the most serious overconcentration of patrol time is on the Monday through Thursday day and evening shifts.
 - o By contrast, the weekend midnight and evening shifts appear to be in greatest need of more ISP patrol coverage for accident response work.
- Exhibit VI-5 also suggests that the practice of staggering some evening patrol units to cover the first hours of the midnight shift may be unnecessary on weekdays, when patrols are more abundant, but not used enough on weekends, when both the evening and midnight shifts are in relatively more need of coverage.

**INCIDENCE OF FATAL RURAL ACCIDENTS AND ISP
PATROL COVERAGE, BY DAY OF THE WEEK**
(NINE ISP DISTRICTS SURVEYED)



FATAL RURAL ACCIDENTS AND ISP PATROL COVERAGE, BY SHIFT FOR WEEKDAYS AND WEEKENDS



Legend:  Fatal Rural Accidents  ISP Patrols

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

Supervisory Scheduling

- Serious imbalances in supervisory scheduling also exist at the district level.

- For the sampled districts; ratios of supervisory personnel (Sergeants and Corporals) to Troopers on patrol were calculated, for each shift and day of the week, as shown in the following table:

<u>Ratio</u>	<u>Monday Through Thursday</u>	<u>Friday Through Sunday</u>
Troopers Per Corporal	5.7	7.1
Troopers Per Sergeant	38.7	195.0
Corporals Per Sergeant	7.1	27.3

- o The proportion of Troopers per field supervisor (Corporal) does not vary greatly by period of the week, and is relatively well balanced.
- o By contrast, substantially fewer Sergeants are scheduled for duty on weekends; an average of one Sergeant for 38.7 Troopers on Monday through Thursday, but only one per 195 Troopers on weekends; a similar imbalance exists between the ratios of Sergeants per Corporal.

- A similar analysis was performed by shift, with results shown in the following table:

<u>Ratio</u>	<u>Shift</u>		
	<u>Midnight</u>	<u>Day</u>	<u>Evening</u>
Troopers Per Corporal	8.6	6.0	5.6
Troopers Per Sergeant	94.7	108.2	37.4
Corporals Per Sergeant	11.0	18.0	6.6

- o Again, the ratio of field supervisors (Corporals) to Troopers does not vary greatly from shift to shift, although supervision tends to be slightly thinner on the midnight shift.

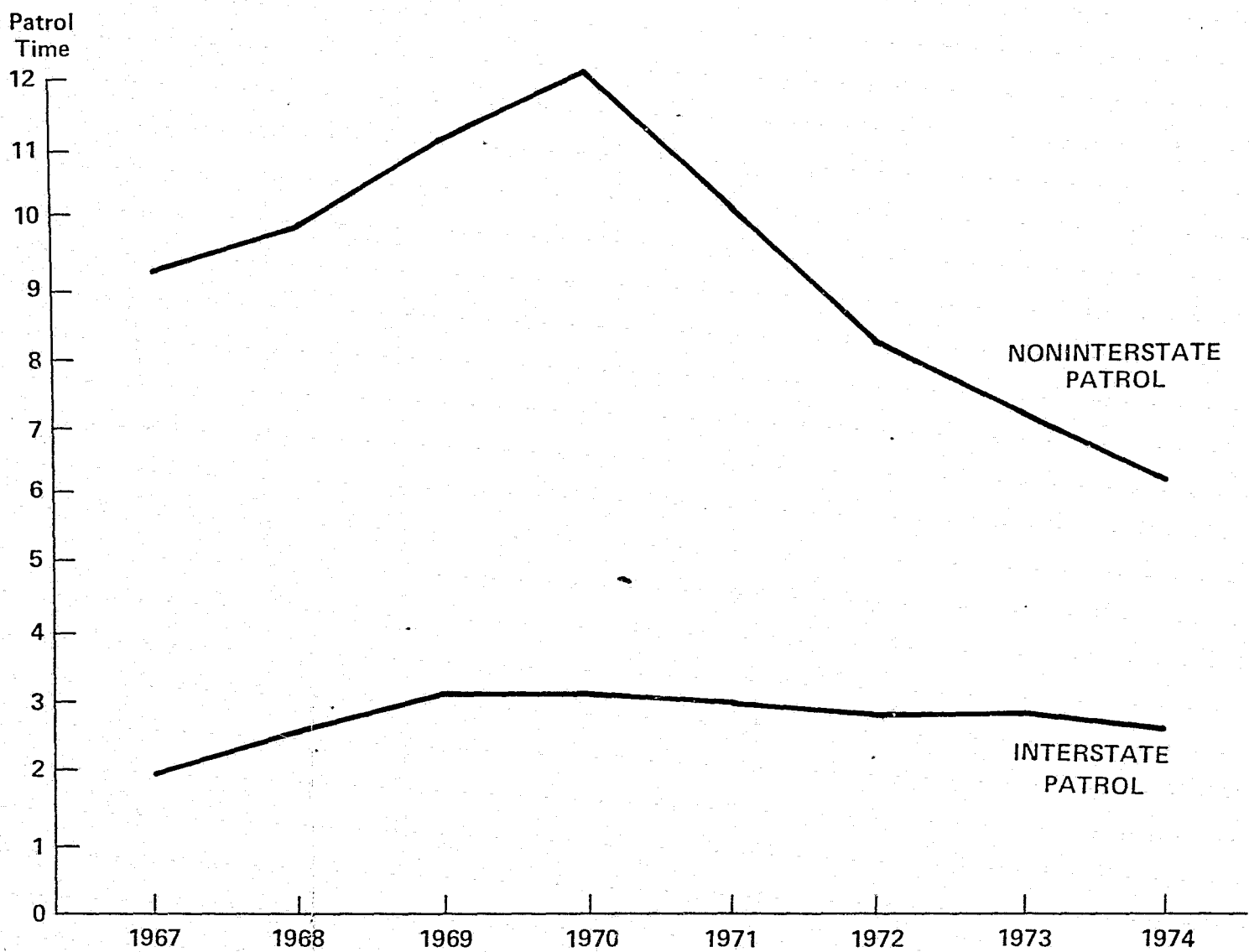
ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- o The scheduling of Sergeants was concentrated on the weekday evening shift; extremely few Sergeants were assigned to duty on weekend day and midnight shifts.

Patrol Location

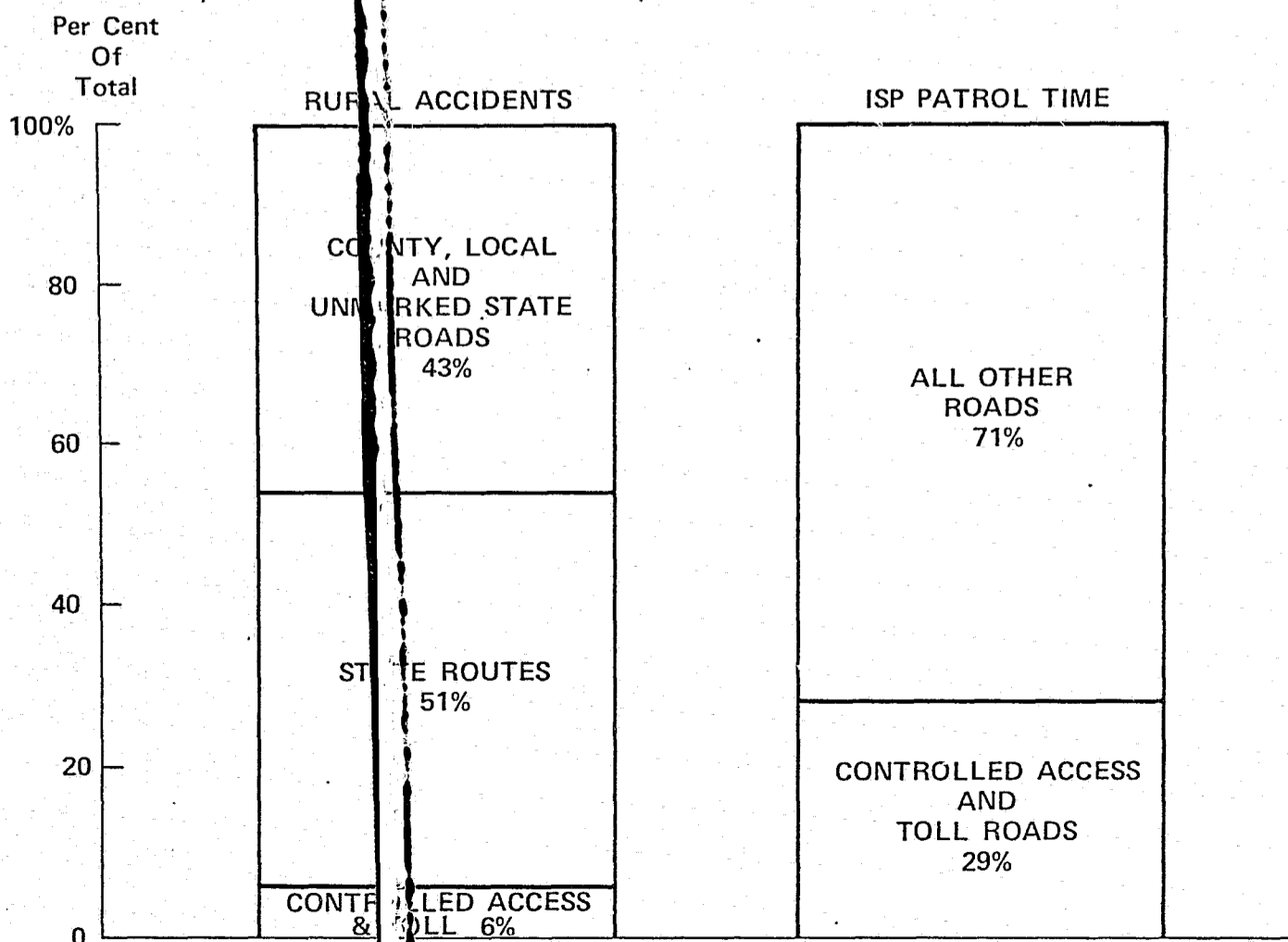
- Patrol activity is unduly committed to controlled-access highways.
 - Exhibit VI-6 shows trends in ISP time devoted to Interstate and non-Interstate patrol (codes 102 and 101, respectively) since 1967.
 - o Time devoted to Interstate patrol has remained fairly steady between 200,000 and 300,000 man-hours annually, but has increased proportionately from 18 per cent of patrol time in 1967 to 29 per cent in 1974.
 - o Non-Interstate patrol time, however, has declined steeply since 1970, both in absolute and percentage terms.
 - Exhibit VI-7 shows where rural accidents occurred and where ISP patrolled in 1974.
 - o Only 6 per cent of all rural accidents occurred on controlled-access or toll roads.
 - o Yet ISP units devoted 29 per cent of their time to patrolling such highways.
- In summary, while non-Interstate rural traffic accounts for a disproportionate share of the rural highway safety problem, it appears to be receiving less ISP attention than it deserves.
 - Increases in administrative staff have evidently come at the expense of non-Interstate rural patrol.

ILLINOIS STATE POLICE
TIME DEVOTED TO INTERSTATE VERSUS NONINTERSTATE PATROL
1967 THROUGH 1974
(HUNDREDS OF THOUSANDS OF HOURS)



Source: Annual Activity Summaries.

LOCATION OF ACCIDENTS VERSUS ISP PATROLS
1974



Source: Annual Activity Summary; DOT 1974 Summary Of Motor Vehicle Traffic Accidents

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

Management Implications

- Imbalance in patrol and supervisory assignments reduces ISP effectiveness in the field.
 - The overconcentration of patrols during the Monday to Thursday period leaves districts short of patrol units during weekends.
 - The need for more patrol units is greatest on the weekend evening and midnight shifts.
 - During these periods, response time to accidents tends to be longer, and a higher proportion of patrol units is tied up in accident investigation when the need for enforcement activity is at its peak.
 - The lack of supervision by Sergeants is greatest at precisely the times when they are needed the most.
 - The scarcity of Sergeants on weekend evenings increases the potential for confusion and improper decisions on operating priorities for patrol units.
 - The marked preference of Sergeants for evening work during the week, on the other hand, has resulted in oversupervision when resources are abundant compared to workload and the need for them significantly less.
 - Both of these factors help account for two weaknesses widely noted during district visits and interviews:
 - Excessive numbers and underutilization of Sergeants
 - Strong, but conflicting, views expressed by road Troopers that they cannot receive help when they need it, and are not given enough authority to make decisions by themselves.
- The conditions cited above appear to be attributable to several inter-related causes.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- The concept of selective assignments is imperfectly understood within the organization.
 - o The concept - essentially one of assigning resources to meet the expected need for them - is not presented in detail at supervisory training sessions, and is familiar in depth principally to NUTI graduates.
 - o The current selective assignment data report, on which those districts employing this concept base their schedules, is too detailed and can easily mislead the scheduler into adhering to the principle of assigning this year's patrol units to cover last year's accidents.
 - o In one District it was found that nearly 25 per cent of all patrol units were clustered in a single county, which had been struck by an unseasonable ice storm the previous year; the selective assignment report's portrayal of the highly unusual accident pattern that resulted had led the Operations Lieutenant into concentrating his resources in a lightly travelled and relatively safe area of the District.
- The practice of allowing most Sergeants the weekend off has gained undue acceptance.
 - o The practice is an informal one, and owes its existence to the practice of assigning holiday and weekend duty by seniority, rather than on some more rational basis.
- An overreliance on at least "minimum area coverage" at all times leaves most districts with few discretionary resources useful in altering patrol assignment patterns.
 - o In some districts, particularly in the more sparsely populated southern half of the State, there is also a tendency to assign patrols to an area "because it's there," or "in case something might happen," regardless of a demonstrated need for enforcement or accident response service.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- o This practice, while not entirely without merit, is often followed without recognition that patrol units assigned to low activity areas may be badly needed elsewhere.
- The high priority placed on Interstate patrol can be traced to three factors.
 - First, district performance ratings are clearly based on district arrest and warning production.
 - o This has led field personnel to pursue a fairly narrow objective - arrest volume - rather than more broadly based indexes of overall highway safety.
 - o Districts have found it quicker to make Interstate speeding arrests than to make arrests off the Interstate; in 1974 Interstate speeding arrests averaged one per 3.2 hours, versus one per 6.9 hours on non-Interstate roads.
 - Second, widespread concern is voiced that reducing Interstate coverage would sharply reduce ISP's ability to encounter and assist stranded motorists on the Interstate system.
 - o Many District Commanders interviewed by the study team mentioned receiving occasional complaints from stranded motorists (or their elected officials) who waited long periods for ISP patrol cars.
 - Third, there is valid concern over what might happen to average speed on Interstates, if patrols were reduced beyond their current levels without an effective alternative deterrent.
- Generally, however, there is insufficient review of assignment and supervisory and patrol scheduling practices, both by D-50 and by District Commanders.
 - Most districts follow shift rotation and assignment procedures worked out several years ago, and readjust them to meet changing needs only infrequently.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- At central headquarters, neither the Field Operations Command nor the Planning and Research Section has intensively examined current scheduling practices with a view to identifying areas for scheduling improvements, or examining the feasibility of developing better scheduling tools and techniques for district use.

GENERAL
TRAFFIC
ENFORCEMENT

General Observations

- Despite the previously noted ISP emphasis on enforcement contact volume, quality standards have been maintained at a high level within the Division.
- As measured in terms of arrest citations per patrol hour, ISP's activity rate is comparable to that of other, similar states such as Michigan and Ohio.

Enforcement Balance

- Exhibit VI-8 on the following page indicates the relative balance of ISP traffic enforcement activity in 1974.
 - As indicated in the exhibit, speed enforcement constitutes the largest single element of the Division's activity.
 - o Speeding is acknowledged to be a principal cause of highway fatalities and injuries.
 - o Moreover, in the past year the challenge to the Division has increased, due to the imposition of reduced speed limits and very limited public acceptance.
 - Nevertheless, opportunities appear to exist for the Division to strengthen its enforcement of other provisions of the Illinois Vehicle Code.

ILLINOIS STATE POLICE
 ENFORCEMENT ACTIONS TAKEN
 UNDER THE ILLINOIS VEHICLE CODE
 1974

<u>Offense</u>	<u>Enforcement Actions</u>			<u>Per Cent</u>
	<u>Arrests</u>	<u>Warnings</u>	<u>Total</u> <u>Number</u>	
Speeding	166,920	119,883	286,803	46.3%
Insufficient Lighting One Light	1,093	38,027	39,120	6.3
Overweight On Axle	267	35,415	35,682	5.7
Improper Display Plate	18,997	3	19,000	3.0
193 Other Offenses	17,568	778	18,346	2.9
	<u>90,387</u>	<u>128,924</u>	<u>219,311</u>	<u>35.4</u>
Total	295,232	323,030	618,262	100.0%

Source: MIS Enforcements Report by Offense.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- o While speeding violations accounted for nearly half of all enforcement activity and four other offenses together accounted for another 18 per cent of enforcement actions, 193 other code violations accounted for only 35 per cent of all traffic enforcement activity, and 33 per cent of the code provisions were enforced fewer than 50 times all year.

Air Operations

- The Division's air arm has proven highly effective in speed enforcement.
 - Interviews and observations in the field indicate that air enforcement is one of the few speed control approaches effective in restraining commercial vehicle speed, particularly since the proliferation of Citizen's Band radios.
- Furthermore, ISP air capabilities are cited by many local law enforcement officials as an invaluable assistance resource, particularly in prison disturbances, missing person searches, and similar activities.
- However, ISP air operations are relatively limited in scope, and the Division has not been able to take full advantage of their attributes.
- For example, other state police forces with more extensive air capabilities (such as Ohio) have utilized this resource successfully for purposes other than enforcement.
 - In a particularly useful example, they have utilized this capability to provide both patrol coverage and summon aid for stranded motorists on major thoroughfares - especially Interstate highways - in otherwise sparsely populated or lightly traveled areas.
 - This presence provides not only an enforcement and deterrent capability, but also rapid response to motorists in need, and economies of operations.
 - o Incidents of motorists in need are often widely dispersed.
 - o Aircraft, due to their speed, are generally able to cover large segments of roadway far more rapidly than regular vehicle patrols.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

Motorist Assists

- The number of reported motorist assists dropped precipitously in 1974.
 - However, observation in the field indicates that the principal reason for this is gross underreporting of such assistance, rather than a reduction in aid to the public.
- The principal cause of this decline was a conversion in 1974 to use of the written warning form to document assist cases.
 - This required such documentation to include a written record of driver's license and vehicle registration data, and generally required verification of the validity of both through State EDP data systems.
 - Its objectives were twofold:
 - To reduce suspected overreporting of such contacts with the motoring public by field personnel
 - To apprehend violators (such as holders of revoked driver's licenses) thereby deterring such persons from use of the highways.
- The unfavorable results secured to date stem from three causes:
 - The reluctance of Troopers to secure pertinent information in a manner some perceive to appear punitive
 - Failure of many to recognize the potential benefits of the present approach, or the opportunity afforded to generate criminal enforcement activity
 - Insufficient follow-up of policy direction by various elements of the field command structure.

DWI
ENFORCEMENT

General Observations

- As previously noted, the D-50 structure for planning and directing ISP DWI enforcement is highly fragmented.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- Nevertheless, vigorous enforcement has been generated throughout the organization, stimulated by:
 - Keen management interest, as reflected in the Division's MBO system
 - Comparable motivation in the field, often resulting from the fact that ISP Troopers are required to investigate numerous personal injury and fatality accidents attributable to drunken drivers.
- Paralleling the experience of other law enforcement agencies in the State, the Division's enforcement efforts have been substantially impeded by:
 - The complexity of the State's implied consent law
 - Frequently poor postarrest processing and disposition.
- Neither of these conditions are within the Division's control, but neither are they beyond its influence.

Legal Complexity

- The State's present implied consent law requires arresting officers to follow exceptionally complex and time-consuming testing procedures, frequently taking as much as four hours of each of two Troopers' time for initial processing, exclusive of subsequent court proceedings.
- Interviews in the field indicated almost unanimous agreement among prosecutors and members of the judiciary, as well as police administrators, that the law has proven burdensome and unduly complex to administer; and that its original objective - to facilitate removal of dangerous drivers from state highways - has thereby been defeated.
- Statewide data reviewed during the study strongly support this viewpoint; as indicated in the following table, information provided by the Secretary of State's office shows that the number of licenses revoked for conviction of DWI under this statute has fallen by over 20 per cent in the two years since it was enacted:

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

<u>Year</u>	<u>Number Of Revocations</u>
1972	15,287
1973	14,829
1974	11,995

- In recognition of this, several proposals have been formulated for corrective legislative action.

- At the time this report was being prepared, none had reached fruition.

Post-Arrest Disposition

- Beyond the complexity of the statute itself, data reviewed during the study revealed that radical differences exist in the pattern of disposition of ISP DWI arrests throughout the State.
- Data for 1974 indicated that conviction rates varied enormously, as shown in the following table:

<u>Jurisdiction</u>	<u>DWI Conviction Rate</u>
County S	81.5%
County D	73.1
County S	70.6
County M	63.3
County R	39.1
County C	38.3
County K	33.3
County L	22.8

- Since ISP DWI arrest and testing procedures are highly uniform throughout the state, differences of this order of magnitude evidently reflect local distinctions in prosecutorial vigor or judicial orientation.
- ISP Troopers assigned to certain low conviction rate counties express concern regarding this outcome, and cited numerous cases in which repeated DWI offenders escaped with minimal, if any, penalties.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

ISP Posture

- The Division has fully supported efforts to revise the implied consent law.
- However, its posture regarding relative disposition patterns has been less dynamic.
 - No positive action has been taken recently to address this issue.
 - Although suggestions have been offered within the organization to adopt such a course of action, ISP top management has been reluctant to take such steps as disclosing county-by-county disposition data.
 - Unfortunately, citizens and other officials who may be concerned about this subject lack access to other sources of such information.

REGULATORY
ENFORCEMENT

Weigh Scale Operations

- The effectiveness of ISP scale operations has been hampered by numerous obstacles.
- Pay scales for TWIs are low, thus restricting the Division's ability to attract capable personnel.
 - Recruiting is performed outside the ISP, and has led to questionable results.
 - Many TWIs are elderly pensioners, unwilling and unable to perform strenuous work.
 - Several interviewed during the course of the study indicated that connections with local elected officials were a factor in their selection for such positions.
- As previously noted, attrition among TWIs is high, and in recent periods of budget pressures, replacement of terminated personnel has been slow.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- This has resulted in reduced scale activities and reduced enforcement activity, as demonstrated in the preceding volume of this report.
- A few scales which have continued in operation with minimal staffing are located in outdated facilities, isolated from the main flow of traffic due, in large measure, to construction of the Interstate highway system.
 - Retention of these scales, such as Belgrade and Godfrey, appears to have resulted from political considerations rather than their operational utility.
- The Division lacks information valuable in control and evaluation of its truck weighing program.
 - Records of the weight of all trucks weighed are not kept or reviewed.
 - At the newer scalehouses, a hard copy record is maintained only of those weights considered to be in excess of legal limits.
 - No record is available for examination of the weights of every truck weighed during a shift.
 - Without such records it is impossible to identify or verify TWI errors.
- Finally, scale operations suffer from insufficient sworn supervision.
 - The lack of supervisory attention to truck weight enforcement is seriously detracting from the program's effectiveness.
 - Exhibit VI-9 on the following page presents a comparison of the truck weight arrest performance of districts which give the function close supervision and those which do not; one district has a trooper assigned to supervise the scales and TWIs on a full-time basis; another rotates six Troopers through the scale houses; the remaining eight scale houses operate with minimal supervision

ILLINOIS STATE POLICE
 TRUCK WEIGHT ARREST PERFORMANCE
AT STATE SCALES, BY TYPE OF SCALE SUPERVISION
 October 1974

<u>Type Of Supervision</u>	<u>Number Of Trucks Weighed</u>	<u>Arrests</u>	
		<u>Number</u>	<u>As Per Cent Of Trucks Weighed</u>
Full-Time Trooper	12,643	141	1.12%
Six-Trooper Rotation	94,505	528	0.56
Minimal Supervision	335,835	1,225	0.36

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- o Scales supervised by a full-time Trooper compiled an arrest rate of 1.12 per cent (one arrest per 89 trucks), while those with only marginal supervision had an arrest rate of only 0.36 per cent (one arrest per 278 trucks); the facility with close, but not full-time, supervision compiled a better record - 0.56 per cent, or one truck in every 179.
- o These data suggest a direct correlation between the amount of uniformed supervision the TWIs receive and their arrest performance.

Related Enforcement Efforts

- Significant problems exist elsewhere in truck weight control programs
- The lack of mobile scales seriously hampers overweight enforcement efforts.
 - Without the possibility of encountering portable scales, overweight trucks may bypass most State weigh stations.
 - o This practice is said to be especially frequent near the intersection of Interstate highways and Illinois State boundaries.
 - Further work on testing and acquisition of portable scales is needed, but has been lacking because of:
 - o Failure to pursue Federal assistance for the project aggressively
 - o Previously noted understaffing in the Truck Traffic Regulation Section.
- Owners of private scales utilized in lieu of State scales do not always welcome their use in this capacity.
 - These scale owners often rely for their trade and livelihood on the owners of those vehicles brought in for weighing.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- Particular difficulties have developed in weight enforcement programs in Cook County.
 - Severe problems have developed in relation to scale certification, and full cooperation in their resolution has not been forthcoming from the Department of Agriculture.
 - A series of legal issues and questions pertaining to the handling of enforcement documents once released by the ISP to judicial agencies has provoked requests from district personnel for D-50 assistance.
 - A forceful response has not been forthcoming.

SAFETY
EDUCATION

- The importance of SEO activities to the Division is not fully appreciated throughout the organization.
 - Several SEOs interviewed during the course of the study noted that their numerous contacts with the public do not "count" in terms of district performance; and perceive themselves to be under pressure to generate enforcement contacts at the expense of their assigned responsibilities.
- Reflecting more general problems analyzed in the following chapter, SEOs note that protracted, "open-ended" assignment to the district safety education position is not in the best interests of the men involved.
 - They indicate that, after a few years in the position, enthusiasm may diminish and the officers can lose touch with the other elements of the Division.
 - Furthermore, the current length of the safety education assignments makes these positions unavailable to other capable and interested Troopers.
 - o Safety education men all agreed that their responsibilities tend to promote self-confidence, discipline and skills in oral presentation.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- o The lengthy assignments to safety education slots deny opportunities for developing such qualities to many Troopers who could benefit from them.

CRIMINAL ENFORCEMENT
AND INVESTIGATIVE OPERATIONS

- While the Division's policy of responding directly when summoned by citizens is meritorious, increased response to routine service calls does not appear to be a useful role for the ISP to perform.
- ISP response times often exceed those of local law enforcement agencies.
- Moreover, resolution of many of these requests does not require exceptional training or skill, the principal attributes of the ISP.

Investigative Operations

- Due to the lack of ISP participation in I-UCR or the development of information systems comparable to TIPS, assessment of the performance of ISP detective elements is rendered difficult.
- However, the overall rating of zone performance by knowledgeable observers ranges from excellent to mediocre, depending in large measure on:
 - The level of cooperation and support rendered by the line district
 - Relationships between ISP detectives and local police agencies.
- Two approaches found to be of particular benefit in current investigative operations have been the development of some functional specialization in fields such as homicide or vehicle theft, and the assignment of one or two detectives to work closely with Troopers and local police and prosecutors in a limited geographic area.
 - The former is more effective in urban areas, the latter in rural.
 - In both cases, the development of close ties with local State's Attorney's offices is critical.

ENFORCEMENT STRATEGY
AND OPERATIONAL TECHNIQUES (Cont'd)

- Certain operational support deficiencies impede the effectiveness of ISP detective operations.
 - The training program for newly appointed detectives is skimpy, and often not given until they have been on the job for months.
 - Field and case reporting forms are judged by knowledgeable observers to be weak, and not as well structured, for example, as those currently in use by the IBI.
 - The Division lacks standard forms such as statement forms, written confirmation of informing of rights, criminal arrest forms, and the like.
 - A few zones have developed such forms on their own for local use.
 - Copies of the Illinois State's Attorney's Association Uniform Complaint Book have not been distributed to all investigative personnel.
 - Access to funds to reward informants, purchase evidence and the like is rigidly limited.
 - The funds available for this purpose are wholly inadequate, and procedures for securing their release are cumbersome and time consuming.
 - As a result, many detectives have utilized small amounts of their own personal funds for such purposes, or sought to induce participation by other, better-supported agencies in the pursuit of the case.

VII - PERSONNEL MANAGEMENT

- Preface
- Overview
- Role And Structure Of The Merit Board
- Rank Structure
- Recruitment And Selection
- Assignment, Transfer And Residence
- Performance Evaluation
- Promotion
- Probation
- Manpower Planning And Career Development
- In-Service And Advanced Training
- Internal Affairs
- Discipline And Related Personnel Practices
- Compensation And Fringe Benefits
- Civilian Personnel

This chapter identifies problems and opportunities for improvement in the personnel management systems of the Illinois State Police. The principal emphasis is given to systems affecting sworn personnel, although the overall structure for civilian personnel is briefly reviewed.

PREFACE

- During this study, unusually intense interest in and concern about ISP personnel policies, practices and procedures was evidenced throughout the organization.
- Much of this concern stemmed from two factors addressed in this chapter:
 - Recent shifts in policies designed to increase minority group membership in the ISP and, at the same time, introduce female members to the sworn ranks
 - Concurrent completion of a much-delayed promotional certification cycle.
- The unique strain generated by these simultaneous developments was recognized by the consultants, and given balanced consideration in the formulation of conclusions presented herein.
- Elements of ISP's present personnel system involve intricate practices and procedures, and present a range of issues and problems of concern not only to ISP but also to police administrators, public officials and the courts on a nationwide basis.
- The scope of this project did not provide for an exhaustive study of all aspects of present personnel systems (for example, of the mathematical formulas utilized in the PRP system); nor permit conclusive analysis of all possible ramifications of efforts to secure equal employment opportunity in the police environment.
- Efforts were directed instead at a fully candid assessment of the management implications of ISP personnel systems, in view of their impact on the successful and effective direction of State Police operations.

OVERVIEW

- The overall framework of the Division's personnel system - its design in concept - is sound; however, weaknesses in application and administration hinder its effectiveness in practice.
- The Merit Board system has been of great benefit to the Illinois State Police, but is not structured or equipped to meet current and projected workload demands.
 - Neither the Merit Board nor the ISP are equipped with staff resources even closely commensurate with the critical need for successful administration of sworn personnel programs.
- Recruitment and selection responsibilities are fragmented, and significant problems have been encountered in the execution of equal employment opportunity programs.
- The application of many Division policies, practices and systems tends to vary from district to district and among various ranks.
- Particular problems have been created by:
 - Breakdowns in the Division's probation system
 - Historical manpower assignment practices and resulting pressures for transfers
 - Inadequate moving benefits and promotional salary increments
 - Lack of a well-planned career development program
 - The reluctance of the organization in many cases to deal firmly with unacceptable performance or incapacity to undertake all police duties.

ROLE AND STRUCTURE
OF THE MERIT BOARD

- During the course of the study, constructive criticism of Merit Board policies and procedures were frequently voiced; nevertheless, virtually unanimous preference was voiced (by members of the ISP and knowledgeable outside observers alike) for retention and strengthening of the Merit Board concept, rather than conversion to other forms of personnel governance.
 - The Merit Board system is widely credited with substantial success over the years in upgrading the caliber of the sworn force, and minimizing the impact of political considerations on ISP sworn personnel matters.
- At the present time, however, the Merit Board system is strained to, if not beyond, its capacity; moreover, it faces further growth in its workload in the years ahead.
 - The time commitments required of Merit Board members have grown rapidly, and are nearing the point of restricting membership to the retired or the independently wealthy.
 - In conjunction with related problems within the Division:
 - The promotional process has been slowed markedly, with final development of promotional certification lists many months late
 - Problems have been encountered in equal employment opportunity and other areas which might have been avoided through anticipatory planning.
 - Other difficulties have been created through such seemingly minor, but nevertheless crucial, matters as the misplacement of a few internal files.
- These difficulties can be traced largely to two basic conditions: growth in the Board's workload; and changes in the complexity of the environment within which it must function.

- When the Board was established, it was constructed to administer personnel systems in a 450-man organization, with perhaps 15 to 25 promotions and an equal number of selection decisions to be made each year.
 - Because of the history of political involvement in the ISP, it was necessary for the Board to become involved in detail in all applicable steps of the personnel process.
 - It was, however, relatively free of externally imposed requirements or constraints.
- Since that time, the size of the force has increased fourfold, the volume of selection and promotional decisions to be addressed has grown almost proportionately, and the ISP contains a large cadre of knowledgeable personnel without overt political allegiance.
 - However, with the exception of the addition of a few clerical personnel, neither the composition of the Board, the role it assumes, nor the size of its staff has been altered in this period.
 - The environment it faces has become considerably more complex, not only because of equal employment opportunity considerations, but also as a result of:
 - More frequent challenges to Board actions by the better-educated, more self-confident and aggressive members of the current State Police complement
 - A growing trend toward judicial intervention in police personnel matters by State and Federal courts.
- Moreover, accelerated growth in Merit Board workload is inevitable.
 - The Division's complement includes a substantial body of men who joined the organization in two "surges," one in 1949-1951 and one in 1957-1958.

- Reflecting the impact of more favorable retirement legislation, numerous retirements will take place in the years ahead.

- o Internal surveys indicate that a substantial number of command and supervisory personnel will retire in 1975 and 1976 alone.

- o As indicated in the following table, the number of retirements has already begun to accelerate:

<u>Year</u>	<u>Regular Retirements</u>
1970	2
1971	11
1972	22
1973	23
1974	33

- Interviews with Merit Board members and staff indicate their full recognition of these conditions, and of the need to undertake commensurate change in the near future.

RANK STRUCTURE

- The Division's rank structure is well suited to its needs, with two interrelated exceptions.

- The ISP's structure is less complex, and therefore easier to administer, than those adopted in some other states which include multiple grades of sergeants, lieutenants and captains, in particular.

- Some concerns were voiced during the study regarding the utility of the rank of Corporal.

- o However, these appeared to reflect correctible operational problems, rather than any basic factors indicating the rank itself should not be retained.

- The principal limitations of the present rank structure are:
 - Insufficient distinction of rank at the highest levels of the organization
 - At present, for example, the Area Commander and the Field Operations Commander positions are both ranked as Majors, although the responsibilities of the latter are greater.
 - Most major state police forces and many smaller ones, make use of the rank of Lieutenant Colonel to reflect such differences.
 - The lack of provision for "exempt" positions (appointed at the discretion of the Superintendent) in the organization.
 - Many large police organizations utilize exempt positions for sensitive policy-making posts in the organization.
 - In the absence of such provisions, the Superintendent's choice of key subordinates is often limited to the incumbent executive staff; while he can rearrange this staff, he is not free to formally change its composition.
 - This condition is frequently cited as an impediment to significant organizational change and redirection of the State Police.
- Research conducted during this study indicates that no direct barriers exist to the use of either the rank of Lieutenant Colonel or creation of exempt positions, but no specific enabling authority exists either.
- With the support of Lodge 41 of the Fraternal Order of Police, legislation was introduced during 1975 which would have permitted the creation of up to four exempt positions, designated as Assistant Superintendents and ranked as Lieutenant Colonels.
 - This well-conceived legislation was subsequently amended to incorporate a salary level for incumbents of \$100 per month over the rank of major.

- It was not, however, given final passage by the legislature.

RECRUITMENT AND SELECTION

General Observations

- The selection of sworn personnel is one of the most critical determinants of success for an organization such as the ISP.
- Improved selection procedures under the Merit Board concept have been a crucial factor in upgrading the capability and stature of the Division during the past 25 years.
- Conversely, when standards have been relaxed or the selection process otherwise compromised (due to haste or other reasons, as evidently occurred to some degree in 1957-1958), the adverse effects remain with the organization for a generation.

Equal Employment Opportunity

- Imbalances have existed in the outcome of personnel selection procedures for many years.
- In the past, a variety of factors have led to the selection of an unusually high proportion of State Police Troopers from rural southern areas of the State.
 - This imbalance has produced a number of undesirable results, further outlined elsewhere in this chapter.
- More recently, following discussions and negotiations with the Federal Equal Employment Opportunity Commission, an Affirmative Action Agreement was concluded by the Merit Board establishing a goal for new cadet classes of:
 - 25 per cent of each new class to consist of minorities
 - 7 per cent to consist of females.

- State policies have been interpreted to require ratios substantially in excess of these goals.
- The application of these requirements to the selection of a new cadet class in early 1975 led to deep concern within and outside the organization that ISP's high personnel standards were unnecessarily being cut.
 - Research conducted during this study indicates that certain actions taken may, in fact, have been questionable when compared to past practices; and, importantly, that these affected nonminority as well as minority candidates.
 - As one result, the attrition rate of the cadet class (13 of 51 cadets) was substantially higher than in past experience.
- It should be carefully noted that broad support for the principle of equal employment opportunity exists within the Merit Board and ISP management ranks, and, furthermore, that neither seeks to diminish the quality of the Division's complement.
- The problems that evolved in early 1975 can be attributed in large measure to technical problems described below, combined with:
 - The initial application of unfamiliar concepts by both the Merit Board and the ISP, hampered by a lack of adequate research and planning and insufficient staff support
 - Overemphasis by some officials on the timely attainment of numerical goals, evidently without sufficient consideration of the qualitative aspects involved.

Recruitment

- Responsibility for recruitment of new members of the ISP is fragmented between the Division and the Merit Board.

- As a consequence, neither is fully responsible for this important activity.
- Neither maintains a systematic, ongoing recruitment effort; those efforts which have been conducted have been intermittent, in response to periodic cadet class formation requirements.
 - o Historically, the ISP has had little difficulty attracting applicants from the traditional sources.
- Of particular concern, organized and continuing recruiting efforts have not been concentrated on:
 - Urban areas, especially in and near Chicago, where the need to attract members oriented to the area and seeking permanent assignment there is pressing
 - Minority groups.
- Review of the efforts of other states in this sensitive area indicates that prerequisites for successful recruiting of minority group candidates are:
 - A full-time and aggressive recruiting campaign
 - Utilization of field level personnel, familiar with entry level assignments, and able to pursue promising candidates on a continuing basis.
- The experience of these jurisdictions also indicates that recruiting efforts should be tempered with realism; recruitment of qualified applicants has proven to be a complex process, as well-qualified prospects frequently have available alternatives offering greater inducements than police work.

Selection

- Several opportunities exist for improvement in current personnel selection practices.

- Few objective screening measures are now available for use in the selection process.
 - A recent study by the State Department of Personnel has indicated that a military intelligence test, successfully used by the Merit Board for years, cannot be validated.
 - No alternative is readily available, although research is being conducted in this field.
 - The only remaining screening measure is a memory test developed by the Technical Consultant to the Merit Board.
 - Although this test has been validated, differential cut-off scores are now applied for minority and nonminority candidates.
 - Illinois officials have sought guidance from Federal officials regarding this practice.
 - While Federal officials reportedly have verbally encouraged such an approach, they have refused to communicate such counsel in writing.
- Recent experience indicates that insufficient emphasis has been given to two key aspects of the selection process now advisory to the Merit Board - background investigations and physical examinations.
- The practice of utilizing interviews by at least one member of the Merit Board for a substantial proportion of applicants places a major burden on Merit Board members.
 - Recent use of ISP officers as members of interview panels is favorably noted by those involved in this element of the selection process.
- Past failure to utilize psychological screening tests has deprived the Board and the ISP of an important screening mechanism, especially in removing from consideration those to whom the ability to wield authority may be an important job attribute.

ASSIGNMENT, TRANSFER
AND RESIDENCE

Assignment

- Past heavy reliance on personnel recruited from the south of the State has resulted in a harmful, but continuing, cycle within which applicants are recruited from rural areas in southern Illinois, assigned to northern urban districts, and constantly seek transfer back to areas closer to their home.
 - A significant factor underlying this cycle appears to be the inducements candidates from the south perceive, observing the life style of experienced personnel who serve in such low cost-of-living areas at the peak of their earning capacity.
 - Unfortunately, such personnel subsequently find themselves assigned to one of the highest cost-of-living areas in the State at the inception of their careers when their earnings are least, thus creating frustration and disappointment.
- This cycle has resulted in a number of undesirable effects, including the following, among others:
 - A severe imbalance has been generated in the age and experience level of personnel from district to district.
 - For example, an internal ISP study completed in January of 1975 revealed that the median age of sworn personnel in District 3 was approximately 29 years, compared to 42 years in District 13.
 - Comparable data regarding years of experience within the Division showed a median of four years of experience for personnel in D-3, and almost 17 years in D-13.
 - A disproportionate training burden has been placed on northern districts to which new Troopers are normally assigned (2, 3, 4, 15).

- o For example, approximately 25 per cent of all Division personnel are within their first five years of ISP service.
- o For the four districts noted above, the comparable percentages are:

<u>District</u>	<u>Per Cent Of Personnel With 0-5 Years Experience</u>
2	39.8%
3	66.2
4	31.3
15	47.2

- Internal problems are generated by sizable numbers of personnel continually seeking transfer.
 - o At the inception of the study, for example, open transfer requests were on file for some 10 per cent of the field force, the bulk of these reflecting personnel in northern districts seeking transfer to southern districts.
- The principal rationale for maintenance of an assignment system based on seniority in the field and grade scores on graduation from the Academy is its relative objectivity and freedom from extraneous influence.
 - Few alternatives were perceived to exist so long as historical recruitment and selection practices remained in place.

Transfer

- Increasing numbers of ISP personnel have refused to accept transfers even when accompanied by promotion, especially when such transfers involve movement from a low cost-of-living area to a higher one.
 - A major structural factor underlying this is the radical differences in housing costs often associated with such moves, reflecting both the price of homes and sharp escalation in mortgage rates in recent years.

CONTINUED

3 OF 3

- These factors are, of course, beyond the control of the Division.
- More controllable factors discussed elsewhere in this chapter include:
 - The very modest salary increases associated with promotion under present salary schedules
 - Inadequate moving assistance benefits.

Residence

- The traditional and useful practice of designating area of residence for field personnel is being undermined by two conditions which have evolved in the field.
- First, District Commanders have interpreted this requirement with varying degrees of stringency, thus promoting discord when personnel from one district may observe substantially more lenient practices in effect in an adjoining district.
- Second, several notable cases have been allowed to continue in which ranking officers (Captains, Lieutenants and Sergeants) live outside their districts, while Troopers are required to remain within them.
 - A few of these cases, particularly in the Chicago metropolitan area, involve very short distances, and travel times of minutes at most.
 - In a few cases elsewhere, however, senior personnel have continued to reside more than 100 miles from their district.
 - While many of these situations have been in effect for many years, their continuation without firm corrective action is regarded by many operational personnel as reflecting the existence of a "double standard" within the Division.

PERFORMANCE
EVALUATION

- The Division's PIP system, although soundly based and well-designed, has not been effectively and productively utilized.
- Two significant problems in its utilization were noted during the course of the study.
 - In some elements of the organization, the use of PIP is clearly secondary in importance to measurement of performance by enforcement contact volume.
 - Elsewhere, substantial variations in the administration of PIP were noted.
 - A few districts make constructive and balanced use of this system.
 - In many, though, the emphasis has clearly been placed on negative use of the system, with heavy concentration of incident reports to document deficiencies, but relatively little use to record praiseworthy actions.
 - In others, utilization of the system has been essentially pro forma.
 - These variations appear to depend almost entirely on the views and philosophy of district command and supervisory personnel, a condition in large measure attributable to lack of program monitoring and policy enforcement by District 50.
- As previously noted, organizational problems also contribute to weaknesses in the administration of PIP.
 - PIP is dependent on the existence of a clear-cut working relationship between supervisor and subordinate.
 - This working relationship is not generated in those districts that do not utilize the squad or team approved.

PROMOTION

General Observations

- The overall design of the Division's promotional system is sound, but the system's effectiveness has been handicapped by:
 - Administrative breakdowns and time delays
 - Weaknesses in some of the system's constituent elements.
- With the exception of seniority credits (a factor of doubtful benefit in selecting police executives), the weighting of promotional factors is sound.
- On balance, the system appears to have been effective in pinpointing the unusually capable.
 - A general consensus exists within the organization that those in the top five or so positions on most promotional lists are clearly the most competent.
- Due in part to the nature of its constituent elements, however, the system is generally conceded to be distinctly less effective in discriminating among candidates for promotion below the top four or five positions on most lists.
- As one consequence, the current provision for a two-year promotional system cycle adversely affects the Division's management selection process.
 - Especially during periods of frequent promotions - as is likely to be the case over the next few years due to retirements from the ISP - selection must often be made from middle or lower ranking officers on each list.
- Moreover, the two-year cycle (recently, in effect, three years), provides few opportunities for individuals to compete for promotion.
 - Allowing for the satisfaction of time in service or in grade requirements, an officer may be eligible to compete only 10 times in a career spanning 25 years.

- Several other States also utilize a two-year cycle; however, Ohio, using a system comparable in many ways to that of Illinois, compiles new promotion lists every six months.
- Advancement within the Division now requires promotion to supervisory ranks; no provisions currently exist for advancement based on unusual technical proficiency or functional skill, rather than administrative ability.
 - The availability of opportunities for such professional advancement has been shown to be of particular importance in law enforcement organizations charged with extensive technical or investigative responsibilities.

Written Examinations

- Examinations for Major, Captain and Lieutenant, purchased from an outside source, are considered to be effective and appropriate.
- Examinations for Sergeant and Corporal, prepared by the Merit Board staff, are considered to be less useful, due to their emphasis on the content of Illinois law and internal ISP policies and procedures, rather than the supervisory and leadership practices which are more critical determinants of the effectiveness of incumbents within the Division's present organization structure.

Promotional Rating

- The Division's PRP program suffers from a number of drawbacks when viewed from a management perspective; these are discussed in order of priority below.
- The single most important deficiency identified during the course of the study is the extreme complexity of the system, and the Division's failure to provide a lucid explanation of its operation to those most affected by it.

- Responses to inquiries regarding its operation have resulted in two types of unsatisfactory responses, including:
 - o Oversimplified general statements describing the system's operation as the product of educated guess work
 - o Highly complex, theoretical and academically oriented responses, which furnish little practical interpretation and have proven to be beyond the comprehension of many senior ISP personnel, as well as those at the field level.
- No explicit guidance is given to individuals rated in the PRP system regarding the reasons underlying favorable or unfavorable outcomes, nor is guidance consequently provided regarding areas in which improvement is called for.
 - The system is, therefore, often described as a "personality contest."
 - There is widespread concern that one result of its use has been to prevent the promotion of vocal constructive critics within the organization, who can be rated unfavorably without explanation of the reasons why.
- As currently constructed, the system tends to undermine the chain of command of the ISP.
 - Especially in the case of Sergeants, Lieutenants and Captains in the field, they must generally be rated by commanders outside their district whose knowledge of their performance may be limited at best.
 - In the case of a field Lieutenant, for example, the collective ratings of five District 50 commanders may be of greater importance than the rating of his District Commander.
- These and other mechanical difficulties in the system have been recognized within the Division, which has established a staff committee under the direction of one of the Area Commanders to evaluate the situation.

Oral Interviews

- General concern is voiced within the organization regarding the duration and content of Merit Board oral interviews, which, due to the tight range of many candidates' scores after the first three steps of the promotional cycle, have a preponderant impact on final certification list placement.
- The duration of these interviews, generally 15 to 30 minutes, is not commensurate with the importance of this final step in the cycle.
- Questions posed during these interviews in the past have often been described as bearing little relationship to the responsibilities of the positions to which applicants aspire, although distinct improvements in the types of questions raised were reported by participants in 1975 oral interviews.
- Requirements for Merit Board travel throughout the State to administer oral interviews for all ranks appears to be a major factor underlying both the brevity of those interviews which are held, and the exceptional time burden placed on Merit Board members.
- The Merit Board and the Division have not made use of the concept adopted by many large police organizations, at the local as well as the state level - that of incorporating knowledgeable sworn participation in the oral interview process.
 - For example, senior ISP personnel have occasionally served on oral promotional interview panels for other states and local police forces.
 - Where soundly administered, use of sworn personnel for this purpose has contributed to the effectiveness of the interview process, especially in ensuring the relevance of interview topics to the positions to which candidates aspire.

PROBATIONTrooper Probation

- The Division's current 12-month probationary period does not provide adequate time to evaluate Trooper performance.

- More than five months are allocated to completion of the basic training course at the Academy.
- Much of the remaining seven months are spent under close supervision in initial field assignment, under the officer-coach system described in the preceding volume of this report.
- This problem was recognized during the deliberations of ROADMAP, and resulted in proposed legislation to extend the probationary period to 18 months.
 - This proposal was defeated in the State Legislature, however.
- Other factors have combined, though, to impede the operation of the probationary system and render it virtually inoperable.
- One major factor appears to be an untoward degree of organizational pride which has generated a pronounced reluctance to candidly admit that personnel poorly suited to field police activities could pass undetected through the Division's selection process, and particularly through the State Police Academy.
- A second is the previously noted pattern of continual concentration of probationary personnel in a few northern Districts which places an exceptional burden on them.
 - With as much as 30 per cent of the field force in a district consisting of probationary officers at times, the amount of supervisory attention and evaluation, which can be afforded to each is unduly limited.
 - If probationary personnel are terminated, a protracted period of time is likely to be required to secure replacements, who will themselves be probationary as well, and the district will continually be forced to operate short-handed.
- From a practical standpoint, interviews with supervisory and command personnel in the affected districts indicate that the factors noted above combine to create considerable pressure for retention of probationary personnel, even in borderline cases or where doubts exist about their capacity to make a long-term contribution to the Division.

Promotional Probation

- The Division's provisions for promotional probation have been seriously undermined by recent unfavorable court decisions.
 - This decision was reached under circumstances in which the Division's interests were not fully and effectively represented by legal counsel.

MANPOWER PLANNING
AND CAREER DEVELOPMENT

- A major weakness in the Division's personnel management system is the notable absence of a conscious, well-planned career development program.
- In the absence of such planning, ISP career development patterns have often been haphazard, and dependent more on luck and the initiative of individual officers than on the needs of the Division as a whole.
- As a consequence:
 - Until recently, functional or geographic transfers to broaden the experience of ISP officers (rather than those undertaken by officers moving closer to home or to accept promotions) have been relatively rare.
 - Many ISP executive personnel have a relatively narrow managerial background, having served in one position for extended periods of time.
 - This has contributed to the lack of stimulus and initiative previously noted as existing in some elements of the organization.
 - As also previously noted, dual career paths have appeared to exist in the organization, one at the headquarters level and a separate one in the field.
 - These conditions, together with other difficulties noted in this chapter, combine to limit management flexibility in the assignment of supervisory and command personnel.

- The adverse effect of this latter consequence may grow more critical in the future, due to the number of supervisory vacancies likely to be generated through retirement.

IN-SERVICE AND
ADVANCED TRAINING

- The Division's strong commitment to continuing professional training is favorably noted; nevertheless, opportunities exist for improvement and refinement in present programs.
- Very few opportunities exist for sworn ISP personnel to gain familiarity with budgeting, systems analysis, organizational development, long-range planning and other skills prerequisite to direction of a \$45 million enterprise.
- While regular in-service training programs exist for lower-level personnel, no ongoing program of comparable scope exists for command staff.
- As previously noted, in-house training for detective personnel, especially at the entry level, is abbreviated and often not furnished until newly appointed detectives have been on the job for a considerable length of time.
- The Division's current in-house resources for criminal enforcement training are very limited, as indicated by problems encountered in planning for the current, reoriented in-service training program.
 - Concerns are expressed by some observers that organizational pride might limit the Division's willingness to secure and utilize external training resources in this field.

INTERNAL
AFFAIRS

- At present, there is no focal point below the Office of the Superintendent for the investigation and resolution of complaints received against the Division or its members.

- Policies and record-keeping practices regarding complaints appear to vary within the organization.
- Generally, more serious complaints are investigated by District 25 detectives from outside the subject district; while effective, this has in the past contributed to accentuating the degree of isolation between the Division's uniformed and investigative personnel.
- Internally generated complaints (made by one member of the Division against another) must customarily be routed through the chain of command, without sufficient assurance of objective, third-party review of the case.

DISCIPLINE AND
RELATED PERSONNEL
PRACTICES

Discipline

- The Division's disciplinary policies and practices have not been reduced to clear written guidelines; as a result, disciplinary action taken in the past has been characterized as divergent from district to district.
- Central coordination of discipline is now provided by the Disciplinary Review Board discussed in the preceding volume; however, this tends to involve top management personnel in even routine disciplinary action, and a structural weakness exists in the composition of the Board.
 - Although the decisions of the Board can be appealed to the Superintendent, he participates as a member of it.
- Although generally regarded as even-handed, disciplinary provisions such as days off for relatively minor infractions appear to some personnel, particularly line personnel in the field, as imbalanced when compared to other practices in the organization discussed below.

Deficient Performance And Termination

- The Division has demonstrated on repeated occasions its willingness to take strong corrective action against extreme acts unbecoming a police officer, or indications of dishonesty within the ISP.

- However, it has also demonstrated considerable reluctance to deal as firmly with officers with a consistent history of questionable behavior not so extreme as to attract public notice, and particularly with officers with a comparably protracted record of unacceptable professional performance or the exercise of poor management judgement.
- This appears to be attributable to:
 - Previously noted organizational pride
 - Concern over the admittedly complex legal aspects of firm corrective action (such as termination proceedings) without ready access to counsel
 - Consequent lack of familiarity with procedural steps necessary to fully document deficient performance.
- A few ISP commanders have sought to initiate firm measures, but have received only limited support from D-50 and have attained very limited success.
- In several current and historical cases noted during the study:
 - Line personnel who were the subject of such concerns were retained in their then-current capacities, or transferred to more limited duties.
 - Supervisory or command staff were placed in less demanding positions (though retaining their rank).
- Similarly, several cases were noted during the course of the study of officers with serious physical limitations or incapacities of a lasting nature being retained within the Division in a variety of "light duty" capacities, despite the availability of disability income benefits.
- While internal loyalty is an admirable quality of the ISP, the retention of numbers of unqualified personnel (regardless of the cause) limits the ability of the Division to effectively perform its mission, and places a greater burden on those willing and able to put forth full performance.

Medical Assistance

- The Division's access to and utilization of professional medical assistance - of potential value in a wide range of situations - has been unduly limited.
- Proposals to increase the availability of medical assistance in a variety of ways have been proposed in the past, but eliminated during the budget review process.
- A matter of particular concern is the lack of availability of mental health assistance on a suitably discreet and professional basis.
 - Interviews with supervisory and command personnel throughout the study indicated the need for such services to be available, due in part to the lack of psychological screening tests by the Merit Board, but more importantly because of the intensive stress characteristic of the law enforcement profession.
 - Characteristics of the police environment have inhibited candid identification of this need in the past; however, it has increasingly been recognized by well-trained and educated Division administrators.
 - These officers express concern that they must periodically rely on disciplinary measures to deal with problems which are medical in nature.
 - Only a few major police organizations elsewhere have formally recognized this problem, which is common to most large police forces.
 - Many, however, deal with its substance indirectly through the provision of more extensive direct medical services.
 - During the course of the study an article in a major professional journal describing a formal program adopted by a major police department elsewhere in the nation was reviewed and brought to the attention of responsible ISP commanders.

COMPENSATION
AND FRINGE BENEFITS

Salary

- Although generally competitive within the State, the Division's salary structure has several weaknesses.
 - Many of these are attributable partially to the frequent practice in the past of granting flat dollar amount salary increases within the organization across the board, rather than proportionate increases, and failure to adjust compensation ranges to reflect organizational shifts.
- The salary of the Superintendent, while generally competitive within Illinois law enforcement, is not comparable to levels afforded this position in most other major states.
 - For example, a 1974 ISP benefits survey noted the following differences among eight major states for compensation for this position:

<u>State</u>	<u>1974 Annual Salary</u>
New York	\$47,800
New Jersey	39,374 (a)
Pennsylvania	37,500
California	37,212
Michigan	33,602
Texas	33,500
ILLINOIS	30,000
Ohio	26,396 (a)

(a) Median of authorized range.

- Moreover, the proportionate salary increase granted on promotion within the ISP is significantly less in supervisory and command ranks than the levels offered in other state police forces.

PERSONNEL MANAGEMENT (Cont'd)

- The difference is indicated in the following table, showing practices in Illinois and the other seven states noted above:

<u>Promotional Increment</u>	<u>Salary Increment</u>	
	<u>ISP (a)</u>	<u>Other States (b)</u>
Major To Assistant Superintendent	n. a.	21.1%
Captain To Major	7.0%	18.4
Lieutenant To Captain	6.6	15.1
Sergeant To Lieutenant	14.5	15.1

n. a. - not applicable.

(a) Based on average of top four pay levels on years of experience.

(b) Average percentage increment.

- The relatively modest rewards offered for the acceptance of significantly increased responsibility were cited by several senior personnel during the course of the study, and appear to be a major factor in the reluctance of commanders to accept promotions involving geographic transfer.
- Similarly, within the ISP the average salary increment for promotion to Corporal in the top four experience grades is limited to some 3.5 per cent.
 - The differential was established in the late 1950s, when this rank was designated to honor senior troopers, but has not since been changed to reflect upgrading of the responsibilities of this position to first-line supervisory functions.
- Personnel assigned to Districts in the Chicago metropolitan area express strong concern regarding the lack of provision within ISP's salary structure for regional cost-of-living differences.
 - The Division has not been able to utilize techniques other State agencies have adopted for this purpose (such as a few cases of use of area differentials for blue collar positions and greater use of higher average grades for white collar positions).

- One other state police force (that of Virginia) has reluctantly adopted area cost-of-living allowances, but found their administration to be most difficult in practice.
- Possible introduction of requirements for paid overtime in the Division will lead to several complexities; one of particular impact concerns compensation for investigative personnel.
 - Unlike uniformed patrol work, criminal investigation is not a function readily performed within eight-hour shift schedules.
 - Recognizing this, major Federal investigative agencies have adopted a premium overtime concept, in which investigators whose positions regularly require extended duty hours receive a uniform percentage salary increment, in lieu of either overtime or compensatory time off.
- The introduction of an increased allowance for executive security officers during the course of the study generated an unfavorable reaction within the organization, but was generally recognized as reflecting the impact of external influences.

Fringe Benefits

- The Division's moving benefits for transferred employees (uninsured movement of household goods by State truck and reimbursement of 15 days temporary living expenses) are inadequate; and contribute to the reluctance of ISP personnel to accept promotional and other transfers.
 - They compare most unfavorably with benefits offered by comparable organizations in other states, which generally provide for a minimum of:
 - o Insured packing and movement of all household goods by qualified commercial concerns.
 - o At least 30 days temporary living expenses.

- Paralleling trends in private industry, at least one state (West Virginia) has recently made provision for a \$300 cash transfer allowance for numerous incidental expenses (such as utility hookups and the like) incurred in transfers.
- The ISP has in the past recognized this problem, and sought to adopt improved transfer assistance programs; these proposals have unfortunately been eliminated in the budget review process.

CIVILIAN
PERSONNEL

- The Division's administrative support for its large cadre of civilian personnel is relatively unstructured, and dependent on the effectiveness of other agencies.
- No focal point for coordination of civilian personnel matters exists within the organization; where concerns arise, these must be pursued by line personnel (in such elements as the Truck Traffic Regulation Section or Communications Section).
- Paralleling ISP's sworn personnel practices, the Division has demonstrated considerable reluctance to take forceful corrective action when faced with deficient performance by TWIs, dispatchers and clerical support personnel, especially in the field.
 - Deficient performance by dispatchers, in particular, can jeopardize officers in the field.

VIII - ADMINISTRATIVE AND SUPPORTIVE SERVICES

- Technical Services
- Communications
- Clerical Support
- Data Processing
- Vehicle Procurement And Maintenance
- Uniforms And Supplies
- Ordnance And Enforcement Equipment
- Purchasing And Accounting

This chapter identifies problems and opportunities in services which support the operations of the Illinois State Police.

TECHNICAL
SERVICES

- The experience of the ISP with present State technical services closely parallels the difficulties encountered by local law enforcement agencies, as noted in a preceding chapter of this volume.

COMMUNICATIONS

- The Division's radio upgrade program is well-conceived and will be of substantial benefit to its operations; however, the program has been handicapped by one major drawback from its inception.
 - As previously noted, ISP has lacked a clear rationale for its districting structure.
 - When the original communications system study was authorized, a precondition was that no major change in districting was contemplated.
 - Despite this precondition, study results indicated that some shifts in district alignment were, in fact, necessary.
- A major goal of this program is to correct a growing problem of frequency overload, especially in the most active districts.
 - In some districts, the risk now exists that Troopers attempting to contact their headquarters or seeking assistance will not be able to get through on the regular channel.
- However, other current trends threaten to exacerbate, rather than ameliorate, this condition
 - In conjunction with the development of TIPS, plans now exist to require the reading of all enforcement contact document data over the air following completion of an enforcement action by personnel in the field.

ADMINISTRATIVE AND SUPPORTIVE SERVICES (Cont'd)

- The objective is to minimize the time lag between completion of the action and its entry into TIPS - in essence, to gain on-line entry of all field transactions.
- The overall benefits of such on-line entry appear to be negligible.
- Moreover, the result of this course of action on a Divisionwide basis would be to further clutter already crowded frequencies with information generally utilized months, rather than minutes, later.
 - o It appears to reflect previously noted pressures to achieve state-of-the-art advances in data processing techniques of limited practical advantage.
- In addition to organizational difficulties noted in a preceding chapter, other limitations in ISP dispatch support were noted during the course of the study.
 - The workload placed on dispatchers has grown in recent years, reflecting not only growing internal tasks imposed by TIPS, but also support of local law enforcement agencies making increased use of ISP communications systems to access state driver's license and registration files and the LEADS system.
 - Paralleling supervisory scheduling weaknesses, dispatchers are not always scheduled in accordance with proportionate workload volume.
 - The Division's complement of dispatchers has experienced high turnover, due in part to difficult working conditions, relatively low compensation levels, and the mobile characteristics of the labor market from which dispatchers are recruited.
- The practice of in-house assembly of communications equipment has not been closely scrutinized.
 - ISP technicians have themselves constructed major pieces of communications equipment for many years.

ADMINISTRATIVE AND SUPPORTIVE SERVICES (Cont'd)

- The alternatives of purchasing such items preassembled from major manufacturers or contracting with private local firms to do the work have not been examined on a relative cost basis.
 - o Such a detailed examination was beyond the scope of this report.
 - o Nonetheless, it is quite possible that when all costs of the three alternatives are computed (including the cost of time spent on such work by ISP radio technicians), they would show ISP to be spending too much for the luxury of in-house assembly.
- The Division's budget is unnecessarily supporting communications services better charged to other State organizations.
 - With repairs of outside agency radios now accounting for 25 per cent of ISP's repair work, the Division is supporting sizable labor costs for which it is not reimbursed under the present "materials only" policy.
 - The practice artificially inflates the Division's budget, while reducing those of the user agencies.
- The Division's policies pertaining to supplemental use of Citizen's Band radios has undergone several changes within the past year.
 - Their use in patrol vehicles when furnished by Troopers is now permitted, and a grant application has been prepared to equip all vehicles in one district with this capability.
 - Assessment of their use in the field in Illinois and the experience of other states indicates that their utilization can have a favorable impact by permitting rapid communication of emergency conditions or circumstances from motorists to patrolling officers.

CLERICAL
SUPPORT

- Recent modest reductions in D-50 clerical staff as an economy move have proven to be a relatively minor hindrance to day-to-day operations.
- Shortages of clerical support for the Division's investigation arm, (both at headquarters and in the field) have been of greater concern.
- As one possible solution, the concept of establishing a word processing center at District 25 headquarters has recently been explored.
 - This concept appears to be feasible, although not enthusiastically supported by D-25 management.
 - Certain realistic obstacles do exist.
 - D-25 workload is characterized by periodic surges.
 - The physical isolation of the District's headquarters from other elements of the Division limits opportunities to balance the cyclical D-25 workload with requirements generated elsewhere in the organization.
- A substantial number of the Division's District Chief Clerks are capable and intelligent personnel, whose talents are not fully utilized.
 - This is attributable in part to the assignment of most substantive district administrative tasks to an Administrative Lieutenant.
 - Lack of opportunity for advancement in responsibility and income has led to the resignation of at least one in recent months.
- An atmosphere of mutual isolation appears to exist in a number of districts between dispatchers and clerical personnel, due in part to the higher compensation levels accorded the former.
 - Such acrimony became intense in a few cases during introduction of TIPS to the districts.

- Some clerical personnel proved most reluctant to operate TIPS input devices, erroneously perceiving this to be solely a dispatcher function.

DATA
PROCESSING

- Interviews conducted during the course of the study revealed considerable, but misplaced, dissatisfaction with data processing support currently furnished by DLE-DDP.
 - Concern was often voiced, particularly within District 50, that the needs and requirements of the ISP received secondary priority when compared to those of the Illinois Bureau of Identification.
- However, the results of this study indicate that the principal source of the difficulties which have been encountered is the previously noted absence of experienced personnel with suitable skills in the Division's MIS section, who can readily translate Division information needs into system requirements, aggressively represent the Division's interests in consultations with DDP, and insulate the ISP from undue pressures to achieve "state-of-the-art" systems advances of limited practical utility for police purposes.

VEHICLE PROCUREMENT
AND MAINTENANCE

General Observations

- The Division and the State derive numerous benefits from the present one-man, one-vehicle assignment plan.
 - Conversion of D-50 vehicles to intermediate-size models is favorably noted.
 - However, the full benefit of this plan has not been realized in the field, due to the large number of unmarked (not covert) vehicles assigned to district administrative and supervisory personnel.

Specifications And Procurement

- Specification formulation and procurement are effectively administered at the present time, with one exception.
 - The light tan color now utilized for ISP marked vehicles does not clearly stand out on the highway, and decals and other markings are readily obscured by road dust and the like.
- However, requirements for full-time administration by an ISP member of the rank of Captain are not fully evident.

Maintenance And Records

- The policy of using State garages for vehicle servicing whenever feasible may be resulting in diseconomies.
 - The State facilities do charge somewhat less for gas and oil than private dealers.
 - At the same time, however, many districts require officers to travel long distances to gas up at the State garage.
 - In many cases the cost of travel between the garages and patrol areas exceeds the modest savings on gas and oil.
 - The cost of routine maintenance services appears equivalent to private garages, but the quality of workmanship frequently appears to be secondary.
 - Numerous instances were encountered, for example, of Troopers retuning their vehicle's engine themselves, following ostensible performance of this service by State garages.
- The vehicle records systems is not sufficiently developed.
 - The system excludes from consideration several significant costs associated with vehicle operation, most particularly including depreciation, but also State garage costs and licensing and other fees.

ADMINISTRATIVE AND SUPPORTIVE SERVICES (Cont'd)

- The system still requires considerable manual input from districts.
- As a result:
 - o The true costs of operating ISP vehicle are understated in vehicle cost reports; this very likely leads to overusage of the vehicles and trade-in too late.
 - o Districts are obliged to spend too much time collecting vehicle operating data for computer analysis.

UNIFORMS
AND SUPPLIES

- Maintenance of a central supply system along present lines is of questionable value.
 - The supply depot is seriously overstocked.
 - o Analysis of stock and issuance records revealed that, as of July 1, 1974, the depot had items on hand in the following quantities:

<u>Item</u>	<u>Number On Hand</u>	<u>Number Of Years Supply At Present Issuance Rates</u>
Reefers	986	7.5
Winter Slacks	1,193	3.0
Handcuff Cases	532	4.0
Raincoats	780	7.0

- o Although requirements to stock a range of sizes influence some stocking decisions, 14 commonly stocked items showed an average supply position of nearly two years; such a sizable investment in inventory would be justifiable only if average replenishment time from suppliers was two years.

ADMINISTRATIVE AND SUPPORTIVE SERVICES (Cont'd)

- o The dollar volume of annual issuances stored at the supply depot was not readily available.
- o Items have been reordered by "feel," rather than according to any formal rules or systems.
- This overstocked position results in unnecessary investment of State funds, which might better be utilized elsewhere.
- The use of an ISP Lieutenant to supervise the supply depot also results in unnecessary costs.
 - o This officer performs no police functions, and the specialized police training and experience he has gained do not clearly influence the performance of the supply mission.
 - o Other major law enforcement organizations have found that competent civilian specialists can perform most supply tasks as well as sworn personnel, often at considerably less cost.
- The requirement for central storage and pickup of many supply items increases travel and other overhead costs incurred by the districts.
 - o Most districts send at least one person to the depot monthly.
 - o Such trips take at least one day, and sometimes longer.
- Finally, alternatives to central storage and distribution of items now carried at the supply depot have not been analyzed; alternative methods of supply might include:
 - o Authorization for districts to order from approved supply catalogs

- o Use of special allowances to uniformed personnel for local purchase of some items
- o Special purchase agreements with suppliers at key locations throughout the State
- o Direct use of GSA supply points on a specially negotiated basis.
- Distribution of postage stamps by the central office also unduly increases costs.
 - The benefits of using stamps marked with an "I" are at best open to challenge.
 - There are ample resources in each district to ensure that postage stamps will not be misappropriated.
 - Central distribution and record-keeping for such minor items are overly complex and do not warrant the amount of time they have received.
- As previously noted, the processing of districts' requests for routine office supplies and forms is also unduly complicated.

ORDINANCE AND
ENFORCEMENT
EQUIPMENT

- Available Division enforcement equipment is generally of high quality.
- As previously noted, however, ISP detectives lack ready access to many useful enforcement tools.
- The Division's adoption of a semiautomatic sidearm rather than the revolver formerly utilized has stimulated controversy regarding the reliability and accuracy of the weapon now in use.
 - There is general recognition that reconversion in the near future would result in a major expense for a purpose of lesser priority than other current needs of the Division.

PURCHASING AND
ACCOUNTING

- Procedures for making small purchases in the Districts are unduly cumbersome.
 - At present, the districts do not have final authority to make small purchases.
 - Instead they are required to ask merchants to sign standard voucher forms, which are processed at ISP headquarters and sent to other State agencies for payment.
 - Districts are not allowed to maintain petty cash funds for payment of such small bills.
 - Several District Commanders have requested such authority from time to time, but were told that the maintenance of such funds is forbidden.
 - The lack of access to petty cash in the districts has several undesirable consequences.
 - First, several districts report that some merchants refuse to sell goods to the ISP, since payment usually takes 60 days or longer.
 - Second, districts often resort to other funds - such as soda pop, candy or flower funds - for emergency small purposes.
 - Third, Troopers sent on special duties requiring travel normally must cover such costs out of their own pocket until a voucher can be processed for them, since no provision is available for giving travel advances.
 - Finally, the lack of petty cash at the district level obliges the central office to maintain an unnecessarily large staff to check and process invoices and vouchers for negligible amounts of money.

ADMINISTRATIVE AND SUPPORTIVE SERVICES (Cont'd)

- o Analysis of a random sample of vouchers submitted in 1974 by one district revealed that fewer than 5 per cent of them were for amounts of \$100 or more; and the pattern in other districts appears to be parallel.
- Interviews with responsible personnel during the course of the study revealed that petty cash funds can, in fact, be created and utilized, although this practice is not generally in favor in State government.

IX - PHYSICAL FACILITIES

- General Observations
- Headquarters Facilities
- Field Facilities

This chapter identifies problems and opportunities for improvement associated with physical facilities owned or leased by the Illinois State Police.

GENERAL
OBSERVATIONS

- The importance of physical facilities in the effective administration of law enforcement organizations is often overemphasized.
- Nevertheless, the results of this study demonstrate that a range of facilities-related problems have, in fact, had a serious detrimental effect on ISP operations, both at the headquarters and in the field.
- The Division's history, affected by the typically volatile nature of State construction programs and priorities, has reflected periodic surges in building or renovation activity rather than long-term pursuit of a well-considered plan.
- As one result, resources allocated to construction, maintenance and repair of ISP facilities have generally been inadequate.
 - For example, in FY 1975 the Division spent only \$87,000 on repair and maintenance of its 25 major structures, a number of which show advanced deterioration.
 - Therefore, many districts have requested their uniformed personnel to volunteer labor and materials for minor repair and construction work.
 - o The interior of D-4's headquarters (a former unheated garage) and several target ranges are the results of such efforts.
- Though hastily prepared, the facilities improvement plan recently formulated by the ISP has considerable merit.
 - However, the scope of needs reflected therein is of such magnitude that, should the resources be made available, considerable difficulty would likely be encountered in administering the construction program with the limited staff available for this purpose within ISP.

- Moreover, knowledgeable members express considerable pessimism regarding the probable acquisition of resources for even modest improvements, due to a pattern in recent years of unsuccessful requests for facilities funds, and the intense scrutiny often afforded such requests by various elements of State government.
- To date, however, insufficient consideration has been given to leasing, as opposed to construction, of ISP facilities, particularly in the field.

HEADQUARTERS
FACILITIES

- The widely scattered location of D-50 and D-25 facilities in and around Springfield obstructs effective internal communication and limits opportunities for day-to-day interface among key ISP executives.
 - It has also contributed to the organizational isolation of such elements of the Division's structure as D-25 and the Communications Section.
- ISP facilities in the Armory are crowded and cluttered because of inadequate space; moreover, present patterns of occupancy in the Armory Building further exacerbate the situation.
 - Occupation of two floors by the Department of Corrections precludes consolidation of ISP functions at the Armory.
- The logic underlying present space assignments is questionable.
 - It appears to stem from historical organizational relationships prevalent under the Department of Public Safety prior to 1970, rather than any analysis of present or future State government structure, or the benefits to be gained by juxtaposition of closely related elements of the same organization.
- It should be noted that this use of space also precludes co-location in the Armory of any other elements of DLE with which the ISP regularly interacts, such as the IBI and the B of I.

- In any event, sufficient space is not available in the Armory (even including Corrections space) to house these agencies.

FIELD
FACILITIES

General Observations

- Many Division field facilities are poorly located, in disrepair, or have other drawbacks paralleling those observed at the headquarters.
- For example, the District 3 headquarters:
 - Is poorly designed to serve as a police headquarters
 - o It is a former toy store
 - Is hard for members of the general public to locate, being situated in a relatively inaccessible area
 - Is too small for current requirements
 - o As a result, radio personnel and detectives continue to be housed at the former headquarters, thus creating administrative difficulties and compounding internal communications problems.
- Many older downstate headquarters date from the mid 1930s, when they were used primarily to house bulky radio equipment and repair motorcycles.
 - Only a few are of recent vintage; none was built in anticipation of the sizable growth in the Division's strength or responsibilities.
- The condition and appearance of several subposts is deplorable, creating a depressing work environment and presenting a most unfavorable impression to ISP personnel and members of the general public alike.

PHYSICAL FACILITIES (Cont'd)

- Many have been converted from original purposes totally unrelated to law enforcement.

Site Selection

- The selection of ISP district headquarters sites in the past has been unduly influenced by political considerations.
 - In a few cases involving subposts, it appears that the availability of a given facility governed the site selection decision.

Architectural Design And Layout

- Most present district headquarters were designed with useful lives of 40 to 50 years, and may well last longer.
 - However, historical trends and the results of this analysis indicate that the Division's mission and responsibility - and the focus of its work - tend to shift considerably more rapidly than this.
 - As a result, risk exists that headquarters facilities with protracted life cycles may be a liability rather than an asset to the Division.
- Traditional field headquarters construction programs have reflected historical requirements for construction of a radio tower, pistol range, and other ancillary facilities at the headquarters site.
 - Advances in communications technology, such as microwave technology and the use of remote base stations and repeaters, alleviated one of the most important of these requirements.
- The interior layout of several field headquarters gives evidence of lack of professional police input in internal layout, resulting, for example in interruption of work flow where reception area, desk, dispatching and records maintenance functions are dispersed throughout the building.

END