

65407

PERFORMANCE EVALUATION

THE MAJOR IMPEDIMENTS FACED BY
TODAY'S POLICE ADMINISTRATOR

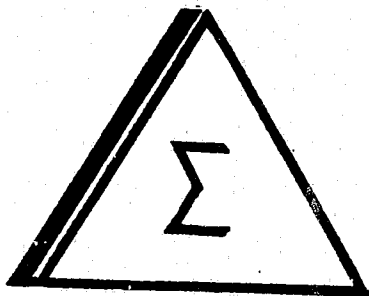
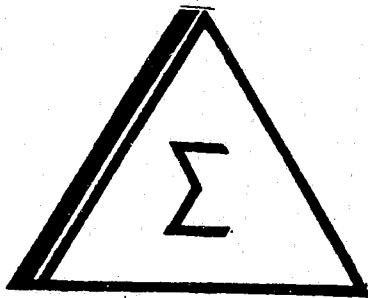
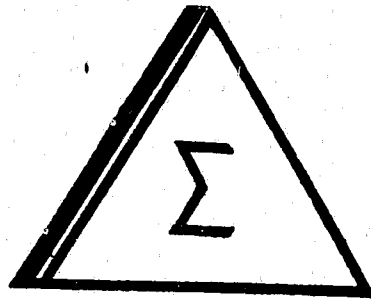
January, 1980

PREPARED BY THE
Performance Evaluation Division
ILLINOIS LAW ENFORCEMENT COMMISSION
120 SOUTH RIVERSIDE PLAZA CHICAGO, ILLINOIS 60606

NCJRS

FEB 19 1980

ACQUISITIONS



THE MAJOR IMPEDIMENTS FACED BY
TODAY'S POLICE ADMINISTRATOR

A Report on the
Chicago Conference and Illinois Case Studies

January, 1980

PREPARED BY THE
Performance Evaluation Division

Daniel W. Weil, Chairman and Acting Director
ILLINOIS LAW ENFORCEMENT COMMISSION

120 SOUTH RIVERSIDE PLAZA

CHICAGO, ILLINOIS 60606

Acknowledgements

Daily, thousands of conferences are convened across the nation. More often than not, their intrinsic value lies in the opportunity to meet others in similar professions. Rarely are issues of substance that provide avenues for change examined. The Chicago Conference represents one of the rare ones. The participants were a select group of experienced police administrators: Max Durbin of Flint, Michigan, Bernard Garmin of Phoenix, Arizona Robert Houlihan of New York City, New York, William McHugh of Evanston, Illinois, E. Wilson Purdy of Miami, Shores, Florida and James York of Tallahassee, Florida. Our sincere appreciation to these gentlemen for their frankness and generous participation in the Chicago Conference. Without their willingness to share knowledge with us, the results of the conference would not have been so enlightening.

Our special thanks to the Illinois police administrators who graciously agreed to serve as Illinois case studies and add an Illinois perspective to the Conference findings.

The logistics of the conference and the preparation of the initial draft of proceedings were handled by John E. Fahnestock, S. Burkett Milner, Ph.D. and Wayne Kerstetter of Police Consultants Research, Inc. They did their job well. This firm also conducted the Illinois case studies.

Magnus J. Seng, Ph.D.

Associate Director

TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION.....THE SEARCH FOR ANSWERS	1
BACKGROUND.....POLICING IN THE 1980s	1
PART I: THE CHICAGO CONFERENCE	2
PART II: ILLINOIS CASE STUDIES	18
CONCLUSION	25

INTRODUCTION.....THE SEARCH FOR ANSWERS

A unique conference was held in Chicago in August 1979.

The conference wasn't a conference in the usual sense. Rather, it was the convening of a small group of police administrators from various parts of the United States for the purpose of addressing basic management issues now confronting law enforcement and the criminal justice system.

For two days, in an open, unstructured manner, these six experts presented their own views on the major impediments facing today's police administrator. In many cases, they also offered recommendations for change. The conference, called The Chicago Conference, was sponsored by the Illinois Law Enforcement Commission (ILEC), the State's criminal justice planning agency.

This is a report both on The Chicago Conference and on the results of on-site interviews with police administrators in five Illinois communities. This two-pronged research approach succeeded in clarifying 1) what impediments do exist for police administrators and 2) the degree to which these impediments exist in Illinois.

BACKGROUND.....POLICING IN THE 1980s

Cutback management. Certainly, this will be the mandated management style for police administrators in the 1980s.

Shrinking crime control funds coupled with rapid inflation have created a situation where police agencies must begin to provide more for less. To do this, agencies must closely examine their operational and administrative structures and then make those changes that will

produce greater efficiency at lower cost to the taxpayer.

With a view toward establishing just what those changes must be, ILEC began in the spring of 1979 to explore the entire area of police management. A literature search was conducted. Then discussions were held with knowledgeable police administrators in the State. As a result, two things quickly became clear:

1) There already exists a pool of knowledge and experience in police operational techniques, expanding continually, upon which change could be based.

2) There are impediments, both internal and external, that limit the ability of the police administrator to make that change.

Obviously, knowledge is not enough. A police chief must know what changes he wants to make and then be free to make those changes. Thus, it was ILEC's decision to focus on finding out just what impediments to change do exist and how, if **possible**, to minimize them.

PART I: THE CHICAGO CONFERENCE

In August 1979, ILEC contracted with Police Consultants Research, Inc., a Chicago based research and testing firm, to convene The Chicago Conference, handle logistics and prepare a draft report based on the conference discussions.

Six police administrators were invited to participate in the two-day conference. Each official was selected for his nationally recognized ability in police administration; all had exemplary records as administrators of major police agencies in the United States.

The conference was conducted in informal fashion. Participants were encouraged to identify impediments, to describe the many facets associated with each, and to pinpoint ways to overcome those impediments. During discussion, participants were urged to draw heavily on their own experiences. No attempt was made to reach a consensus on any one approach.

The information from the discussions has been organized into six major problem areas: 1) no clear mission for law enforcement; 2) lack of clarity on the role of the police chief; 3) lack of job protection for the police chief; 4) personnel problems; 5) lack of data with which to make decisions; and 6) personality of the police chief. Each problem area is described separately in this report, with introductory comments occasionally included to establish perspective.

Conference participants also were asked to prepare a written statement prior to the meeting.

1) No clear mission for law enforcement

The chief of police administers an agency without the support of a professional organization and without the knowledge derived from a well defined body of literature on police administration. Unlike professions such as law or medicine, law enforcement has neither certified knowledge nor a professional society to control and discipline members. According to one participant, the contradictory roles for today's police officer create one of the most critical problems facing law enforcement in the United States:

"History has left us a bewildering hodge-podge of contradictory roles which the police are expected to perform... Are the police to be concerned with peace-keeping or crime-fighting? Are the police to be the blind enforcers of law or the discretionary agents of a benevolent government? Are the police to be social workers with guns or gunmen in social work? Are the police to be the facilitators of social change or the defenders of the status quo?"

This participant emphasized that until the police role is defined and understood both by police officers and by the public, the police chief will continue to direct an agency that operates under an "impossible mandate."

Another participant noted that the police chief must take an active part in defining the police role or mission:

"I don't know of a community in this country that has actually delineated a mission for their police department... One of the things that police chiefs have yet to do is to become active in the community political arena and develop a well defined mission as it is perceived by the constituency."

"Non-sufficient fund checks provide an excellent example. I'd say 75 per cent of the police departments are still accepting NSF checks and going out and acting as collection agencies. This is an example of a police agency spinning its wheels and becoming a collection agency for a special interest group, namely merchants.

"Well, NSF checks are not police business. I was able to get rid of that in three jurisdictions after I went to the business community and told them what it's costing the people of the community to do this...it's their responsibility."

Some police officials might argue the example of NSF checks as non-police business, but they would not argue the principle it illustrates. Without an agreed-upon mission for his department, the police chief spends unnecessary time dealing with the desires of and resolving the conflicts among special interest groups.

Recommendations for change

Because of the diversity of communities in the United States, participants felt that a mission statement for all police departments was unrealistic. However, they did agree that:

--Each community should work to develop a mission statement

- The police chief, other police officials, local government officials and citizens must cooperate in developing the statement
- All concerned parties, both police and public, should be expected to understand and support the statement.

2) No clear role for the police chief

This issue sparked considerable discussion. Participants particularly stressed that role confusion often was caused as much by the police chief as by outside sources.

The police executive's environment and the complexities of his role exert extreme pressures. He must strike a balance between professionalism and responsiveness to legitimate political demands that reflect the needs of the community. His position perhaps is one of the most difficult within local government, since he must function as organizational manager, policy formulator, crisis manager, program manager, social change agent, public relations expert, public educator, decision maker, leader and top cop.

Every special interest group expects the police chief to adapt his role to meet its demands. At the same time, however, local officials as well as the general public require the chief to maintain a consistent, realistic image as a management executive. One of the participants put the problem in perspective with a story:

"A young, highly qualified fellow was having trouble getting a job; he finally wound up working for the local carnival. His job was to stick his head through the hole in the canvas while people threw baseballs at the target to win a Kewpie doll.

"Several of his friends started kidding him. They said, 'Hey Charlie, you got your head through the canvas. You're the bullseye and we come along and throw baseballs at you. Doesn't it hurt when we hit you in the face?' He said, 'My friends, those baseballs hitting me in the face don't hurt me near as much as that dart game going on behind me.

"That is where today's police chief finds himself. If all we had to worry about was the crime problem out here in front of us, life would be pretty simple. But it's that dart game going on behind: the politicians, interest groups, minority groups, and all of these various things we are trying to satisfy and still living within the constraints of a budget."

He cited a personal example of a senior citizen group that demanded a 50-man detail to deal with the problems of the elderly. When he resisted their demands because of cost and manpower problems, the media cast him as insensitive to the needs of the community's senior citizens. Then he emphasized:

"This example describes that dart game going on behind the chief. We really sometimes spin our wheels in thinking that our job is to fight crime. But that's not our job. Our job is to take care of these conflicting interest groups internally and externally and get away from the 'top cop' kind of concept."

Mention of the "top cop" concept led to a spirited discussion of how this particular role actually impedes effective police administration. Since most police administrators come up through the ranks, they tend to exercise that role of "top cop," taking charge of major investigations, supervising line officers, appearing at major crime scenes. Those who do play "top cop" often run headlong into management problems. As one participant pointed out:

"We are not and cannot be 'top cops.' We don't have the time to assume that role, and those of us who have tried have learned some very bitter lessons. No mortal can find the time to run hands-on management of police operations and at the same time deal with as many diverse interest groups as successful police administrators must.

"In short, we need to accept our fate. We are executives, running complex and expensive businesses...Once we accept those facts of life, we need to be willing to convince our communities, our appointing authorities, and our rank and file that this is the case."

What about the rank and file who often expect the chief to be "top cop"? Some participants felt that a "leadership" image rather than "top cop" image was necessary. As far as rank and file expectations, one participant expressed it this way:

"A lot of times I don't find them looking for the guy who is going to be their man, in other words, fight their battles and take it all on the shoulder. I think they are looking for a leader who is going to confirm that they are doing something important, that they are making real contributions, that they are part of something that may eventually be a profession. That's the kind of leadership they are looking for."

This participant also stressed that when the chief had to be on the scene of a crime, he should not take charge, since this more than anything else undermines his own delegation of authority.

Role erosion also was discussed. The question often asked, especially with large urban departments, is: "Who is running the department?" Most city organizational charts place the chief of police as subordinate to the mayor or manager, thus implying that the chief is responsible for and has complete authority over the activities of his own agency. However, recent practice has handed some of that responsibility and authority to those lacking the necessary skills and understanding to make proper decisions. The result, obviously, is less effective police administration. One participant discussed the authority problem at length:

"At the local government level, the fire department, police department and several other departments reported directly to the manager or mayor. Traditionally, that's the way it has been...But now, the staff of the mayor or manager often bypass the chief and talk with the people down in the ranks, subordinates. These subordinates enjoy their direct association with the budget director, the guy in charge of the motor pool, the purchasing agent...Thus, you have an informal network and the chief of police and chief executives wind up out in the cold.

"Also, the chief executive at all levels in today's world has surrounded himself with a large staff. It has become a large balloon now. A massive staff of MBA types...on the executive staff for a variety of reasons now are making policy decisions."

Recommendations for change

Participants agreed that the role of police chief has changed dramatically in the past 25 years. Although that role may vary according to the department, it is essential in most cases that the chief relinquish the role of "top cop" and accept the role of professional administrator.

Among suggestions:

- Executive training and educational programs for the chief
- An accreditation program for the chief, established by the state
- Certification and re-certification for all police officers.

3) Lack of job protection for the police chief

Most police executives operate without any job protection. They serve at the pleasure of a manager or political official and can be removed quickly. Explained one participant:

"The chief is the only man in the organization who has no term of office, no tenure and no contract. Yet his staff are all protected...Thus the position of chief of police is somewhat pathetic because he is held fully responsible but virtually has no authority and no job protection."

This lack of protection for the chief is the norm throughout the criminal justice system. Fearing a strong central government, our forefathers purposefully developed strong government at the local level. Today, most employees are protected by civil service; only the department heads serve at the pleasure of local politicians. Historically, however, local government employees were beholden to politicians, in order to insure their responsiveness to local needs.

It often happens. The police chief disagrees with his superior, the mayor or manager, who likely has limited knowledge of law enforcement. If differences cannot be resolved, the police chief may decide to go public. The result? Not surprisingly, the chief is fired and replaced by a more compatible administrator.

Just a hazard of the job? A chief's tenuous position must be taken more seriously than that. Without some continuity in top command, it often becomes impossible to develop goals, establish sound fiscal policy, implement programs. Stability is essential for effective management. Without it, the chief simply works month to month, unable to plan or to build.

Recommendations for change

Participants agreed that a police chief must be able to serve for a sufficiently long enough time to develop an effective organization.

Suggestions included:

- A contract (4-year term was mentioned) for accredited police chiefs
- A severance clause in the contract to protect the community.

4) Personnel problems

Law enforcement is a labor-intensive service. Well over 80 per cent of most police budgets is consumed by personnel costs. Clearly, a police chief must make personnel changes. Just as clearly, this often is easier said than done, since the chief often runs headlong into outdated personnel policies that hamper his work. Participants pinpointed four factors -- civil service, EEOC, training and unions -- that impact heavily on personnel policies.

CIVIL SERVICE. For one thing, the probationary period for recruits, usually 6 months to 1 year, often is too short a period in which to weed out the ineffective officer. Of even greater concern is the fact that a probationary period for supervisors is virtually non-existent. Chiefs realize that they do have ineffective supervisors. But the process to eliminate them is so difficult and time-consuming that usually, nothing is done. As one participant emphasized:

"I think one of the things that the chief needs to strive for is to convince the Civil Service Commission to adopt regulations which say there is a competency requirement in the agency. Such a rule would help the chief deal with problem employees.

"What the chief needs to say is this guy does not meet the competency standard, he is a constant source of my attention, and we spend too much money investigating his conduct. Based upon his pattern of performance and a host of other minor incidents, he should be removed from service."

Then there is the problem of personnel evaluation. Most departments have some type of evaluation system. Occasionally, the system is maintained for appearance sake rather than as an objective assessment of performance. Often, those doing the assessing are not properly trained.

Special problems arise when the evaluation is tied to a pay increase. In these cases, assessors are under great pressure to give top evaluations. The entire assessment process is jeopardized; ineffective officers are rated as effective, and the chief faces problems in maintaining an efficient organization.

In some jurisdictions, the same evaluation form is used for all departments and agencies. Occasionally, local ordinances mandate this. Thus, the chief is deprived of specific and meaningful performance data on his subordinates.

Exempt positions -- or lack of them -- creates another problem. In many police departments, all employees are covered by Civil Service; there are no exempt positions. The police chief finds himself with a management team that he has had no part in selecting. Some members of the team may be loyal to the previous administration; some may even try to undermine the plans of the new chief, whom they may have lost out to for the top job.

Civil Service rules may also hamper the chief's ability to assign or reassign personnel, especially in departments where job titles are quite specific (i.e. patrol sergeant, detective sergeant, juvenile officer, etc.). A participant described the problem:

"Job descriptions can be very important when you are dealing with policy-makers. A job description should include a statement about the officer's duty to implement department policy as articulated in goals and objectives. If the officer cannot be responsive to goals and objectives, that ought to be grounds for removal, particularly for mid and upper management people."

Even grievance procedures create problems. Often, grievances may have two or three remedies, for instance, through the union, with the Department of Personnel or through the courts. The duplication only presents additional confusion for the chief.

EEOC. In some jurisdictions, Civil Service rules may fly in the face of affirmative action plans. One set of rules may mandate a specified number of minorities be hired or promoted. A second set of rules may require that officers be selected in order off the list. Thus, the chief must reconcile the two. One participant discussed the dilemma:

"The Civil Service standard procedure for decades has been that you hire the best persons available for the job. They establish a series of examinations which are calculated to produce a list of candidates arranged in numerical order. After giving the list of certified, another group in your community starts hollering: 'Hey. You're not meeting your affirmative action quotas.' O.K. What are you going to do about it? I'm told you hire off the list of certified.

"Recently, the system has been adjusted a little bit and we are now told that we can hire anybody that is certified, irrespective of the position that they have on the list. Well, that's beautiful except now I am the Civil Service Commission because I have got to do the job that they were supposed to do and determine who are the best people available for employment."

Contradictory guidelines from several government agencies also create problems. As one participant described it:

"We have all been caught in the crossfire of inherently conflicting demands by various groups, each struggling to get a larger part of the pie. The problem from the police administrator's point of view is how does he manage to 1) be responsive to legitimate claims for social justice and social needs and 2) operate within the legal and perhaps moral constraints imposed on him?"

Another participant, whose agency has been sued by EEOC, talked about the response the chief must make to the situation:

"One of the first hurdles that the chief has to overcome is the thought that it's aimed at him directly or it's personalized against him. It's easy to feel that way--I thought it was directed at me and, as a result, I became defensive.

"In responding to EEOC's allegations, you have to take a hard look at what they are saying and look at past history and see where they are as opposed to where they are going. After you confront the issue, you'd better start looking at your testing devices. One of the first things we did was hire a professional testing group. We went over our exam to achieve content validity and were successful. But it's a constant process."

This participant also discussed the problems he had with EEOC:

"They are quick to criticize. They are not an agency out to just solve problems. They become advocates for minorities. Once involved, they never relinquish control of a case, and they will never tell you whether or not you have a valid testing device. They say: 'Administer the exam and then we will tell you, based on results, whether it's valid.' I don't need them to tell me that. We can all determine that."

Another participant picked up on the theme of responsibility:

"It doesn't take too much education or training for a chief, on his own, to look at his personnel, to look at his hiring practices, and at least see whether or not there is a statistical indication of discrimination. If you see that, then it's time to get on the phone to LEAA's Washington civil rights division and say: 'We need help, folks.'"

"I've done that twice in two departments, and it took less than a week in both cases to have consultants in to help us. It gets you ahead of the game. And when something comes up later, those folks communicate and EEOC knows at least you are acting in good faith."

TRAINING. Promotion without training. It's a common occurrence within many police agencies. Police chiefs find themselves having to rely on an untrained management pool of officers. A participant described the problem:

"When subordinate supervisors are unskilled or untrained in interpersonal skills, it becomes necessary for the chief not only to exercise leadership in a general sense, but to exercise it in very specific instances at the operating level. This is a time-consuming activity.

"Training is generally resisted in most police agencies, my own included. In this respect, we are no different than other large operational agencies, public or private. Training is seen as something ethereal, theoretical, not really related to the real world...However, police agencies are usually resource poor. Where do I get access to the kind of training that my middle managers need? Can I afford to purchase it if it is available? Can I afford not to?"

UNIONS. The union movement definitely is gaining a foothold in police departments across the country. This union expansion can greatly affect the ability of the police chief to manage his fiscal resources effectively. It creates another power struggle for him to face, this time with a group made up of his own subordinates. And the chief's push for professionalism may meet head-on with the union's desire for simplified work roles. One participant described his own experience:

"In many jurisdictions, many management prerogatives have been given to the union by the mayor or manager's staff, and frequently the chief doesn't even know it has happened until after it has happened.

"I will cite an example. Until three years ago, I could give five-day suspensions without appeal. We had discipline in the department. The labor negotiator for the local government, a member of the manager's staff, gave away the five-day suspension at the bargaining table without it even being asked for and without telling us.

"This puts the union in the position of calling the shots; contracts often include statements on seniority, job assignment, selection and bidding jobs. Thus, the chief has little control over actual operations on the street."

Recommendations for change

Participants agreed that the personnel problem was a critical one. They also agreed that certain changes could, in fact, make the problem even worse and only serve to drain off precious financial and personnel resources. Some suggestions for improvement:

- Train law enforcement managers
- Extend probationary period for recruits
- Establish probationary periods for supervisors
- Utilize persons trained in labor negotiations and affirmative action.

5) Lack of data with which to make decisions

Operational data: police departments either have it and don't know how to use it or they don't have it at all. Participants generally agreed that this was the case for most of today's law enforcement agencies.

Presently, departments, including even the largest, simply are not collecting enough hard data that can be analyzed and used to effectively deploy department resources.

To get sufficient data, departments first must design new collection forms or redesign existing ones, in order to insure useful base-line data. Then the data must be tabulated and interpreted. Often, this involves a manual process, which requires pulling officers off the street when the enforcement effort already is short-handed. The result: low morale and public criticism. One participant explained:

"The problem I found was that the data available had to be hand-tabulated. So, right up front I got six people tied up and we're short-handed. It took us 1½ years to get into computers and we were another 1½ years and still trying to teach our captains how to read the printouts."

Clearly, training of mid-level managers to use the data to deploy resources and measure results is essential. Police administrators must be able to hold their supervisors accountable for the changes they make.

Also clear is the fact that managers must be able to compare old and new data in order to make effective changes. An evaluation component is critical. One participant described the evaluation process:

"Let's say you are going into a team policing type organization, which means you may be generalizing your investigative tasks. Before you do that, you must know what your rate of acceptance-rejection is of cases for prosecution under the old system. If you don't have a good handle on that, how are you going to respond when they start saying the quality of the investigation has gone down in this department 500 per cent because you are using your young troops instead of your old detectives."

Recommendations for change

Participants agreed that insufficient data is a universal problem for police departments. Suggested remedies include:

- Train mid-level managers in the proper use and evaluation of data
- Design workable evaluation components as part of the overall data collection system.

6) Personality of the police chief

Ego, social expectations, personal values, mind set -- these all were discussed by participants as factors that often make the police chief his own worse enemy.

The chief's inability to see himself as other than the traditional police leader creates administrative problems. One participant explained:

"As police chiefs, we tend to look at enforcement from a very narrow viewpoint. We see enforcement as only those things belonging to the police department."

And another participant said:

"The one thing I see as a barrier to professionalism among the police is a lack of questioning tradition among us."

Clearly, many police administrators have strong personalities, with which other government officials may not be able to contend. When this is the case, agency cooperation breaks down, relationships deteriorate and the taxpayer suffers.

Recommendations for change

The issue of personality as an impediment was discussed only briefly during the conference. Participants agreed that solutions to the problem relate directly to two other impediments: No Clear Role for the Police Chief and Lack of Job Protection for the Police Chief.

Additional impediments

During informal talks, several participants indicated that there were at least two additional problem areas not discussed during the formal sessions. The two: racism and official corruption. One participant suggested that a study of adjudicated official corruption cases, completed for presentation at a second conference, would be helpful for discussion purposes.

Summary

Let William G. Connelie, Superintendent of the New York State Police, sum up the dilemma facing today's police administrator.

"Not too many years ago, the majority of police administrators were not concerned with budget preparation, purchasing procedures, labor relations, recruiting and selection of police department personnel, training, management development, sophisticated communications and data systems and a myriad of other administrative responsibilities. And perhaps rightfully so.

"Many police administrators lacked the knowledge to undertake these demanding responsibilities. Some did not have the desire.

"In fact, few administrators had the opportunity to take on such responsibilities because the chief executive of the community relegated these responsibilities to others in the political family. Purchase of police cars was usually done by a purchasing clerk through a local car company. Budgets were prepared by city managers or mayors. Selection of personnel was done by a local Civil Service Commission or was made through political patronage.

"Today, the picture has changed. Police administration and management now is an accepted way of life."¹

1. Donald F. Faureau and Joseph E. Gillespie, Modern Police Administration, Englewood Cliffs, Prentice Hall, 1978, p. xi-xii.

PART II: ILLINOIS CASE STUDIES

The Chicago Conference established a broad consensus on the impediments that today's police administrator faces. To add an Illinois perspective, Police Consultants Research, Inc. selected five Illinois communities -- chosen for diverse size and geography -- and interviewed police officials in each. The largest police department had 200 officers, the smallest had 13. Since each respondent was assured that his comments would be treated as confidential, no towns or names of respondents are listed in this report.

After on-site interviews were completed, the research staff pooled comments in a form similar to that used for the conference. The comments outlined here do not represent unanimity of opinion. Some of the problems listed were pinpointed by all of the respondents, others by a single respondent.

It is significant to note that there is strong similarity between impediments identified at the conference and those identified by Illinois respondents during interviews.

Respondents' comments focused on 12 major problem areas:

1. Civil Service rules and regulations
2. Inadequate or unavailable police training
3. Fiscal constraints
4. Inadequate personnel evaluation systems
5. Lack of sound research
6. Excessive legislative mandates
7. Labor associations/unions
8. Failure to understand police role
9. Lack of job security for police chief

10. Lack of agreement on departmental mission
11. Police culture
12. Political environment.

1) Civil service rules and regulations

Respondents in several jurisdictions found their own Civil Service systems a major impediment to effective police administration. Rules often hindered the chief's ability to assign or reassign personnel, to meet department goals and to deal with unproductive employees. Specifics follow:

PROBATION PERIOD TOO SHORT. In most departments, a new officer normally serves a probationary period of 6 months to 1 year, some of that time spent at an academy being trained. His work is observed. Then it is determined whether he can meet department performance standards. A satisfactory rating earns a permanent position with the department. Some respondents felt the probationary period was too short to make an effective evaluation. The recommendation: lengthen the period to two to three years.

NO PROBATION PERIOD FOR SUPERVISORS. In most departments, promoted officers do not serve a probationary period. Since a good patrol officer does not necessarily make a good supervisor, respondents felt a probationary period is needed for evaluation.

LACK OF EXEMPT POSITIONS. Few departments in the State have exempt positions. Those that do usually force the chief to shape a management team from those officers who served in top positions with the former administration. Often, they lack ability or have unyielding or opposing viewpoints. Civil Service rules prevent the chief from recruiting new officers or promoting those with ability from the lower ranks.

RIGID SELECTION FROM PROMOTIONAL AND CANDIDATE LISTS. Most Civil Service systems submit to the chief a list of candidates arranged in rank order, requiring him to select from the top of the list. This prevents the selection of officers with special expertise or the selection of minorities to meet affirmative action guidelines, thus impeding the department's planning process.

NON-EXISTENT OR BROAD JOB DESCRIPTIONS. Civil Service often defines jobs broadly -- patrol officer, sergeant, lieutenant and captain. Few define police jobs specifically. This makes the evaluation of an officer's performance difficult at best.

2) Inadequate or unavailable police training

Although Illinois has several police training institutions, respondents felt that the training is designed to provide minimal competency and does not allow officers to develop capabilities to the fullest. In addition, some types of training were non-existent. Specific problems:

LITTLE TRAINING FOR POLICE EXECUTIVES. Respondents felt that the few seminars available for police administrators simply are not sufficient to prepare a person for the complex administrative role. Training that does exist is geared towards operations rather than administration.

INADEQUATE TRAINING FOR MID-LEVEL MANAGERS. Although several specialized courses exist, some respondents felt that mid-level managers need more training in regard to their role as manager and supervisor. In fact, many managers have received no training whatsoever.

TRAINING TOO COSTLY. In some cases, training is available but departments cannot afford it. Presently in Illinois, there is a reimbursement up to 50 per cent for the cost of training police officers.

However, in most cases, the reimbursement is returned to the local jurisdiction and placed in the general fund, forcing the police department to pick up the entire tab from its own budget.

3) Fiscal constraints

Police administrators are beginning to feel the budget crunch as local jurisdictions begin putting limitations on expenditures in certain areas. One respondent indicated that his city manager has limited the police department to 50 gallons of gas per day. The result: in his community, patrol is almost a thing of the past. Other problems:

SALARIES TOO LOW. Respondents pointed out that salaries often are too low to attract qualified persons, including women and minorities. As one respondent explained: "It's next to impossible to attract a qualified person for \$10,000 when he can get 30-50 per cent more in surrounding jurisdictions." In addition, low pay, often at minimum wage, makes it impossible to attract qualified civilian support personnel.

POLICE TREATED LIKE OTHER CITY SERVICES. Respondents felt it was a problem when city managers or mayors and city councils treat law enforcement like any other city service and increase or decrease the police department's budget in line with other departments. This "sameness syndrome" may in fact have a disproportionately negative effect on the police, since inflation and equipment degeneration may be greater for police than for other services.

4) Inadequate personnel evaluation systems

Police departments spend a major chunk of their budgets on personnel, yet fail to maintain adequate procedures for personnel evaluations.

The evaluation forms often are broad, subjective and do not relate to specific assignments.

Persons who review and compile these evaluations often are untrained. Procedures do not seek to identify the unproductive or under-productive employee. Thus, the police administrator is greatly hindered in removing ineffective personnel.

5) Lack of sound research

City managers, mayors and city councils often ask police administrators to implement a program without doing the necessary research. Often, the data are non-existent. When there are data, city officials often are not interested in using it.

Then too, programs are started and stopped without proper evaluation. All this adds to ineffective police administration.

6) Excessive legislative mandates

In the past, the Illinois legislature has passed legislation requiring local police agencies to participate in a particular program, but has failed to provide any financial support or assistance. Valuable resources are consumed in meeting these mandates, often with no meaningful return. The department is forced to hire additional people to compile data, but the information returned to the department has little value.

Guidelines of regulatory agencies often are conflicting or contradictory.

Then there is the issue of enforcement. Legislative bodies often create new laws which, if enforced, will make the department neglect another area. Some laws as passed simply are unenforceable, and it's often the police chief who is criticized for the situation.

7) Labor associations/unions

Almost every police agency has one or more associations representing employees. Often, local government officials accept a proposal by a union without first discussing it with the police chief. One respondent described the situation in his own department, when city officials approved a contract with a union granting officers compensatory time for overtime. Officers were allowed to decide when they would take their time off. The result? On some days, the department operates without a full complement of officers and service is reduced.

8) Failure to understand police role

Police officials have difficulty understanding what their role is. Often, supervisors would rather be a good guy or a friend rather than the boss. When this happens, the supervisor fails to perform his job; service deteriorates.

9) Lack of job security for police chief

Respondents felt that lack of job security for the chief severely hampers his ability to make important changes. Often, the chief is the only department employee working without job security, a fact that certainly affects his decision-making ability.

10) Lack of agreement on departmental mission

Police administrators, local government officials and citizen groups usually do not agree on the departmental mission. Sometimes, expectations are dramatically opposed and impossible to reconcile. As a result, the police administrator has little by which to gauge his own performance.

11) Police culture

Values held by police officers themselves often interfere with effective police administration. Conservatism, narrow thinking, traditional thinking and reluctance to change often cause problems for any new program and complicates the chief's work as a leader. For example, if the chief wants to introduce a new social service program and officers regard the program as non-police work, there definitely will be problems in implementing it.

12) Political environment

The local political environment often affects police service. Often, the police chief serves at the pleasure of a local politician or city manager. If the politician or manager decides to run the police department himself, the chief obviously will not have the full authority he needs to be an effective administrator. In these cases, decisions may be made in terms of their political implications rather than the quality of the service provided.

Conclusion

From ILEC's perspective, the impediments to effective police administration discussed in this report are not all of equal weight. Some administrative problems raised in the Chicago Conference and by Illinois agencies are common to public and private agencies. Most organizations must deal with personnel policies, equal opportunities programs and union problems. All agencies to varying degrees suffer financial constraints and the problems resulting therefrom.

But some administrative problems cited are of special importance to law enforcement agencies. The interrelated issues of the mission of law enforcement agencies and the role of police chiefs both within their own organizations (internally) and within their own communities (externally) are two examples. Without having a clearly defined and agreed mission, law enforcement agencies fall victim to unrealistic expectations from a multitude of sources. Similarly, role confusion leads to administrative confusion. These issues must be addressed if good management practices are to prevail.

These and other administrative issues cannot be fruitfully addressed in isolation from local officials -- Mayors and managers -- to whom police executives ultimately are responsible. The logical step is to solicit Mayor's and manager's views on problems they encounter with police administration. The ultimate goal, of course, is to set up a procedure to ensure an ongoing dialogue between them to discuss these issues and the more basic questions of the mission of law enforcement in today's communities.

END