



Law Enforcement Executive  
**FORUM**

**Illinois Law Enforcement  
Executive Forum**

**February 2001**

## *Illinois Law Enforcement Executive Forum*

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# Table of Contents

Editorial.....	i
Illinois Law Enforcement Executive Institute: Mission & Projects.....	iii
Executive Institute Schedule of Programs for 2001 .....	vii
Focus on Illinois Law Enforcement News.....	ix
The Public Trust: A Statement on Ethics .....	1
Timothy M. Goergen	
The Guardians of the City: Ethical Leadership in Law Enforcement ...	5
Eugene S. Karczewski	
Attitudes of Undergraduate Criminal Justice Majors Toward Ethical Issues in Criminal Justice .....	9
Gene L. Scaramella, EdD	
An Emerging Alliance Between the Commission on Accreditation for Law Enforcement Agencies (CALEA) and the Local Law Enforcement Community .....	27
Dennis W. Bowman	
Pursue or Don't Pursue .....	39
Lt. Dave Searcy	
Implementation of Community-Oriented Policing in a Small Rural Community .....	43
Chief Russell Stokes	
A Model for Implementing Community-Based Crime Prevention Programs in Small to Medium Size Towns . . . (An Approach to Combating the Spread of Gangs and Drugs to Suburban and Rural Areas).....	51
Dr. Clyde L. Cronkhite	
Illinois Law Enforcement and Technology in the 21st Century.....	57
Robert James Fischer, PhD	
Guidelines for Preparing Manuscripts .....	61
Works Published/Produced Through the Illinois Law Enforcement Executive Institute .....	63
Subscription Cards.....	65

**Disclaimer**

Reasonable effort has been made to make the articles herein accurate and consistent. Please address questions about individual articles to their respective author(s).

## Editorial

This is the second issue of the new *Illinois Law Enforcement Executive Forum*. The journal has been supported by funds provided by the Illinois Law Enforcement Training and Standards Board (ILETSB). Unfortunately, the ILETBSB cannot continue to support the entire production cost for the journal. If you find the *Illinois Law Enforcement Executive Forum* to be of value to you or your organization, I encourage you to subscribe NOW! The cost is only \$25 for a personal subscription and \$40 for an institutional subscription. We have already received a number of subscriptions, but the continuance of this new journal depends on additional income to meet the costs of production. We have chosen not to seek advertisements in order to make the maximum use of our space. This policy also allows us to provide comment on types of products without worry of withdrawal of advertiser support. In this vein, ILETBSB and its Executive Institute staff strive to provide law enforcement executives with articles and information that are of value.

The journal will continue to be published biannually until the subscription income allows for quarterly production.

Articles are written by both academics with practical backgrounds in law enforcement and active law enforcement administrators. If you have any comments regarding the publication, please send them to Robert Fischer, Production Editor, *Illinois Law Enforcement Executive Forum*, 1 University Circle, Macomb, IL, 61455.



# Illinois Law Enforcement Executive Institute

## Mission

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

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

## Projects

### *Training and Development for Law Enforcement Executives*

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

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



## *Executive Management Program*

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

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

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

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

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

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

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

### *New Chiefs' Orientation Program*

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

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

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

### *Executive Forums*

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

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

Past topics have included the following:

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

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

## ***Research***

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

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

## ***Legislative Legal Updates***

The Executive Institute sponsors a monthly update that is available on ILETSB's website ([www.ptb.state.il.us](http://www.ptb.state.il.us)). The ILETSB's Legislative Advisory Committee was instrumental in the development of the program. The website's highlights are made available to all interested law enforcement executives on a quarterly basis through the *Board Bulletin*.

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

## ***Regional Support for Executive Development Programs***

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

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

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

# Executive Institute Schedule of Programs for 2001

## **Executive Management Program (EMP)**

- Spring 2001 EMP will begin March 4, 2001, at the Pere Marquette Lodge, Grafton, Illinois.
- Fall 2001 EMP will begin August 12, 2001, at the Holiday Inn, Matteson, Illinois.  
Class Size: Limited to 25

## **EMP Retrainer**

**Date:** June 2001

**Location:** Springfield, Illinois

**Class Size:** Open

## **New Chiefs' Orientation Program**

**Date:** April 23-27, 2001

**Location:** Springfield Hilton Hotel

**Class Size:** Limited to 25

## **Executive Forums and Executive Series**

The following programs have been scheduled through the Executive Forum:

- Issues in Bias-Based Law Enforcement – Dates to Be Announced
- Statewide Summit on Police Recruitment – March 20-22, 2001

The following programs are being offered through the Executive Series:

- Discovering the Leader in You – May 7-9, 2001
- Boomers Managing Xers – Dates to Be Announced



# Focus on Illinois

## Law Enforcement News

### Chiefs' Certification

Although not new, the chiefs' certification program developed by the Illinois Association of Chiefs of Police (IACP) is continuing to grow. The program that allows qualified chiefs of police to apply and test for certification through the IACP has a companion in the Illinois Certified Law Enforcement Executive Program offered through the Department of Law Enforcement and Justice Administration at Western Illinois University (WIU). The new program offered through WIU was approved by the Illinois Board of Higher Education and allows qualified individuals to complete a series of five master-level courses that allows for designation as a Certified Law Enforcement Executive. IACP and WIU recently agreed to support each other's programs and are working on cooperative ventures. For additional information, contact

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426 S. Fifth Street, Suite 200  
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(217) 523-3765

### Illinois Police Corps

The Illinois Police Corps program, approved in 1998, offered a 10-week academy—the first phase of a 24-week academy experience—in the summer of 2000. Eighteen cadets were selected by ILETSB to participate in this full-ride scholarship program, and 17 of them completed the 10-week academy. These cadets will complete the 24-week experience in the summer of 2001, following graduation from their university programs. Police Corps staff members are busy recruiting 40 new scholarship recipients for the new Phase I Recruit Class of 2001.

All 17 cadets from the first class have been sponsored by Illinois law enforcement agencies. As a condition of accepting the scholarship, recipients signed an agreement to work as a law enforcement officer at their assigned agency for a period of no less than four years. The hiring agency receives \$10,000 each year for the four years (a total of \$40,000) that the officer works for the agency. Agencies interested in Police Corps graduates should contact

Gary Turner, Director  
Illinois Police Corps Academy  
1 University Circle  
Macomb, IL 61455  
(309) 298-3350

## **Legal Updates**

ILET SB has replaced its yearly printed legal updates with a quarterly updated Legal Updates section on its website ([www.il.ptsb.il.us](http://www.il.ptsb.il.us)). Some of the information contained in these updates is also reported in the *Board Bulletin*, which is published on a quarterly basis. The updates are provided by two lawyers who write from differing perspectives. Mr. William Rehling is a former Cook County prosecutor, who provides evaluation from a pro-law-enforcement perspective. Ms. Gayle Carper is a practicing public defender, who provides the defense perspective. Professors Rehling and Carper both teach law courses in the Department of Law Enforcement and Justice Administration at WIU.

## **Media Resource Center**

The Illinois Law Enforcement Media Resource Center houses the largest collection of law enforcement media (tapes, cassettes, and CDs) in the United States. Illinois law enforcement trainers have been using the center for over 30 years. The center is sponsored by ILET SB. ILET SB continues to purchase the best and most up-to-date law enforcement media available.

The Advisory Board for the center has been exploring options for Internet and other types of program delivery modes. Watch for news on the center as it continues to evolve using the latest in technology. For more information, contact

Susan Nichols, Manager  
Special Projects and Grants  
Illinois Law Enforcement Training and Standards Board's Projects Office  
1 University Circle  
Macomb, IL 61455  
(309) 298-2609

## **Grant Training Projects**

A number of training projects are sponsored each year by ILET SB through its own funds or through grants from the federal government and the Illinois Criminal Justice Information Authority. Among these grants are ongoing projects dealing with juvenile issues, traffic safety, and other mandated training areas. Of particular interest are the grants that address specific and timely issues. These grants include the following:

- Methamphetamine Interdiction
- Verbal Judo Trainer
- Domestic Violence Investigation
- Sexual Assault Investigation
- Improved Communication
- Crisis Incident Management System
- Law Enforcement and the Mentally Ill

Programs through these projects are offered through the ILETSB's Mobile Training Units. For information on these projects, contact

Susan Nichols, Manager  
Special Projects and Grants  
Illinois Law Enforcement Training and Standards Board's Projects Office  
1 University Circle  
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# The Public Trust: A Statement on Ethics

**Timothy M. Goergen**  
**Commander, Bloomingdale Police Department**

Much has been written regarding police and corruption over the last two decades, with books like *Prince of the City: The True Story of a Cop Who Knew Too Much* and *Serpico* detailing large scale corruption in major police departments in the United States. Often citizens are quick to jump at charges of police corruption and unethical behavior without a true understanding of what defines corruption and what role it plays, not only in society, but also in the police subculture. On the opposing side, many police officers are quick to defend and justify their actions that are publicly defined as unethical or corrupt, from the “free cup of coffee” to the videotaped “beating” of a traffic violator in Los Angeles.

The public view of the police in America is in a state of chaos and is becoming a major catalyst for change in the police profession. Among these views are the widely held beliefs that police are uneducated and of low mentality, that they are selected for physical strength and courage alone, that they are of doubtful honesty and integrity, that they are often rude and domineering, that they get angry easily, that they resort to illegal “third degree,” and that the only way to be safe from this tyranny is to have either wealth or “pull” (Campos, 1986). Opposing views are noted by Barker and Carter (1991) in that “. . . overall, the public has a fairly high opinion of the police. They feel law enforcement officers are honest, concerned, faithful to duty, have a high level of integrity, perform their job in the best interest of society, do not abuse their authority, and are fair in enforcement of laws.” These views have at one time or another all been true to some extent in the police profession. Police are judged by the nature of their public contacts. Often these contacts, for the most part, are negative in nature (i.e., getting a traffic citation or meeting a police officer for the first time while involved in a domestic dispute). It is a difficult task, then, to have to turn around and attempt to come out of every public contact in a positive manner. Yet calling this a difficult task may be an injustice, for in our atomic powered, moonshooting age, in which many pride themselves on the triumphs of intellect, it is the police officer, not the scientist, who grapples with the most baffling problem of them all, man’s humanity to man (Campos, 1986).

Police managers today are concerned with the public’s view and perception of their police department. These managers will respond to this public opinion, be it positive or negative. For the most part, they need not respond at all for they are already while ensuring ethical behavior within their departments. In an article published in the January 1992 issue of *Police Chief*, it was noted that

During the summer of 1991 . . . a sampling of police executives’ opinions in the state of Florida revealed that sheriffs and chiefs were well aware of the ethical dilemmas faced by their officers. Interestingly, they indicated that drug abuse, alcohol abuse, conduct prejudicial to the department, financial temptation, and dishonesty while protecting other officers were all more likely to cause disciplinary action or termination than excessive use of force. (Braunstein & Tyre, 1992)

Police cannot operate in a vacuum. A reliable indication of his or her success or failure is the acceptance by the community of their actions.

As departments move toward a more proactive stance on ethics and corruption, it must be realized that no person is infallible; to suppose that anyone can be infallible in the conduct of public or private life is arrogant and dangerous. The public trust calls for “good intentions” and the “very best exertions” (Delattre, 1989). Police are often faced with many decisions that must be made in a split-second. This does not allow a great deal of room for a planned response on the part of the officer. Decisions are made in an instant, and the legal system if then allowed several months, sometimes years, to judge if the decision was “correct.” Every day, thousands of officers are required to face helpless victims, unsolved crimes, the use of force, danger, death, and much, much more. They must do so without losing the public’s trust and confidence and are expected to do it perfectly.

This is a challenge that, like most ideals, can only be approximated in practice. As Leonard V. Harrison (as cited in Delattre, 1989) observed in his 1934 study, *Police Administration in Boston*, there are few vocations that, if adequately performed, require so much of a man, physical courage, tact, disciplined temper, good judgement, alertness of observation, and specialized knowledge of law and procedure. Not only physical courage, but strong moral fiber is required of the police officer. He is at war with thieves, fences, and sharpers of every sort who will stop at nothing to avoid interference by the police. These underworld characters are skilled in every form of trickery and deception needed to compromise a weak policeman. Physical courage and moral stamina are not enough. A police officer may be courageous in the face of danger or have strong defenses against corrupting influence and yet be too indolent or too ignorant to perform many kinds of work which make no demands on his admirable qualities.

No one is without fault in some respect, even the everyday human police officer. As both police and scholars recognize that “no amount of public relations work can entirely abolish the sense that there is something of the dragon in the dragon slayer” (Bittner, 1970). The job given them is one with high public trust and must be revered in their hearts so as to achieve integrity and respect. Police officers must acquire excellence of character to bear the public trust and live up to its calling. It has been noted that, by the very nature of their work, police officers can be viewed as anomalies in a free society. In other words, police officers exist to protect our rights and our freedom but often perform this duty through the use of coercion and physical force (Alpert & Dunham, 1992).

As one can see, many forces push and pull against officers and government that make policing a difficult task. Keeping the public trust is, or should be, the most important part of a police department’s mission. The public trust is the common thread, for without it government and specifically police agencies would be powerless to maintain order and keep the peace. As Charles Silberman notes, if street crime threatens the social fabric of American life, governmental crime destroys the political fabric by undermining the trust and belief in the legitimacy of government on which our entire political system is based: “Our government is the potent, the omnipresent teacher” (cited in Delattre, 1989). Justice Louis D. Brandeis wrote, “For good or ill, it teaches the whole people by its example. Crime is contagious. If the government becomes a lawbreaker, it breeds contempt for the laws; it invites every man to become a law unto himself; it invites anarchy” (cited in Delattre, 1989).

It is doubtful that corruption among police will ever be eliminated, but this should be the goal. And a lofty goal it is. As the times have changed and America has grown from being an agricultural society to being an industrial society to now being a service-oriented society, the basis for corruption within police organizations has remained. Human nature may always dictate that the cessation of corruption will be the high ideals of an ethical and corruption-free organization. To truly become a profession, police must have ethics. In economic terms the total impact of police graft is insignificant. The real cost is the degradation of the job, the destruction of morale, the erosion of discipline and supervision, and the breakdown of clear standards of what constitutes "good work" which allows some police officers to become criminals in every sense of the word (Malloy, 1982).

Ethics means conduct. The high-sounding Code of Ethics for police means nothing if there is no move toward the goal of fulfilling its ideals and principles. What truly counts, though, is not what is said or written, but what is done. In the police profession, words should not take the place of deeds, and ethical conduct must stand as the cornerstone of police behavior.

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*About the Author:* Timothy M. Goergen has been a Bloomington Police Officer since 1980. Tim has held a myriad of different roles within his department, including Training Officer, Tactical Team Leader, Detective, Sergeant, Watch Commander, and Commander of Patrol Division. Tim was awarded a Bachelor of Science degree, with a double major in Law Enforcement and Sociology, from Western Illinois University in 1981. In 1994, he earned his Master of Arts Degree from Western Illinois University in the area of Law Enforcement Administration, with an emphasis on Challenge and Adventure Education. Tim is a graduate of the FBI National Academy in Quantico, Virginia.

Tim has served as a training consultant to numerous law enforcement and security agencies. He is a co-author of the course Leadership Development for Front Line Supervisors developed for the Police Training Institute at the University of Illinois. He is also the co-author of the Northeast Multi-Regional Train the Trainer Course and Conducting High Impact Roll Call Training Course. Tim has also taught and guest-lectured at Northwestern University Traffic Institute, Wheaton College, and Waubesa Community College. Tim has presented workshops in the corporate arena on team building and organizational communications, helping to develop high-performing work teams.



# The Guardians of the City: Ethical Leadership in Law Enforcement

**Eugene S. Karczewski**  
**Chief, Riverside Police Department**

*Let us note among the guardians those who in their whole life show the greatest eagerness to do what is for the good of their country, and the greatest repugnance to do what is against her interests. Those are the right men. And they will have to be watched at every age in order that we may see whether they preserve their resolution, and never, under the influence of force or enchantment, forget or cast off their sense of duty to the State. (Plato's Republic)*

Plato tells us that in addition to the diligence we must exercise in selecting those who protect us, we need also to continue to monitor our “guardians” throughout their respective service to ensure that their “eagerness to do what is good” remains with them. Plato was obviously not naive: He knew that character can change, that our guardians can become corrupt. We must be no less diligent.

Corruption has been referred to as the “skeleton in law enforcement’s closet.” It is unfortunate, but quite understandable, that many departments prefer to keep their skeletal remains hidden from public view. The reluctance to openly and aggressively confront this issue, however, ignores the sage advice of one of civilization’s most influential philosophers.

Because of the terrible consequences of a corruption scandal, many chiefs are hesitant to openly and aggressively address police corruption. The exposure of a corrupt police officer damages the reputation of that officer’s entire department—even in proactive agencies that work to uncover and address corruption. This presents a serious dilemma to the police chief who does not have the unwavering support of his or her superiors: Uncovering corruption may cost the chief’s job. An honest chief may consider it wiser to deal covertly with corruption problems, an approach that dilutes his or her power and weakens his or her resolve.

It is also an undeniable fact that most of us are reluctant to report misconduct by another. Perhaps this is a remnant of our youth when we quickly learned that, no matter the transgression, acceptance into the group was easier for those who didn’t “tattle.” Even today, the police officer who “blows the whistle” on a fellow police officer is often ostracized, even by officers who are in all respects honest.

In many police agencies, corruption is confronted only after it occurs, but after-the-fact response to serious misconduct does nothing to build public confidence. More to the point, such activity is seen as reactive, an attempt to minimize damage to the agency’s public image—damage control. Yet we all know that once corruption is uncovered, it is already too late to protect a department’s image.

The news media dutifully (albeit aggressively) reports our corruption and ethical shortcomings to the public. The Rodney King beating in Los Angeles, incidents of

systematic police corruption in many American cities, and ethical lapses by chief executives in some of our major metropolitan departments have clearly made a case for strengthening police ethics throughout law enforcement ranks.

The American public understands that the overwhelming majority of police officers are honest, ethical individuals who work daily to serve and protect, but it is also true that there are many corrupt individuals who wear badges. Although it seems cliché, it is an inescapable fact that the activities of just one corrupt individual in an otherwise outstanding police agency can destroy public confidence and denigrate the reputations of the honest men and women who wear the same badge.

There is now and has always been a need to strengthen efforts to prevent corruption in law enforcement and to identify and remove corrupt individuals from our ranks. As we move into the 21<sup>st</sup> century, we are faced with the same two challenges that Plato identified over 23 centuries ago:

1. The need to work more diligently to recruit individuals of incorruptible character
2. The need to work to increase the level of ethical conduct in incumbent personnel

Sociologists have predicted major shifts in all aspects of American culture at the beginning of this new century. As America's morals change, so too do those of America's law enforcement officers. We are after all members of that larger society, and we bring to our profession the values and ethics of our national community. But what is it that brought about this change?

- Few Americans will deny there has been a steady decline in social graces and morality in recent decades. The media bombards us with programs that use vulgar language, acceptance of illegitimacy, and illicit sexual liaisons as the tools of entertainment. Others, like the popular series, *The Sopranos*, suggest that there is a caring and sensitive, even redeemable, side to characters who are in fact cold-blooded murderers and opportunistic predators.
- The American education system is, by all accounts, falling behind many foreign countries in the quality of education that our children receive. Values and morals training in the American public school system are nonexistent. Since 1972, the American financial standard of living has stagnated, ensuring that most of our children will not have as much wealth as we have or could reasonably expect to have.
- We have been bombarded by media coverage of the sexual indiscretions of the President of the United States and other national leaders, evidence of improper campaign financing activities, and a multitude of other ethical misdeeds. Legislative initiatives on ethics reform are routinely tabled and die in committee by politicians unwilling to live up to the mandates of the sacred oaths they took on the days they were sworn into office.
- Finally, we cannot deny the negative implications attendant to the dissolution of the nuclear family, and the growing number of single parent families.

Though initially unsettling, over time we tend to become more accepting of such changes. Many of us modify our attitudes and begin to accept these “formerly” unacceptable developments as part of the status-quo, but such developments make it increasingly difficult for police executives to identify and recruit candidates of sufficient moral fiber to adhere to the ethical standards we impose on those who wear a badge.

How do we ensure the continued high moral character of our officers? How do we socialize the recruits of the 21<sup>st</sup> century so that they adhere to the spirit and the intent of the Law Enforcement Code of Ethics? Clearly, we must be diligent; we must be prepared; and we must look beyond our own comfort levels and take the aggressive steps necessary to confront corruption wherever and whenever it occurs. The skeleton must not remain in the closet.

Following are some recommendations that may assist us in achieving those goals:

- We must acknowledge the mistakes of the past and ensure that they are not continued.
- We must ensure that all police officers clearly and unequivocally understand that corrupt and/or unethical behavior will be dealt with aggressively and openly.
- We must understand the “slippery slope” theory of police misconduct, which argues that minor indiscretions and abuses of authority, if left unchallenged, will inevitably lead to more serious ethical breaches, including corruption.
- We must understand and practice ethical leadership, mentoring, and personnel development.
- We must develop a value statement that is widely distributed, prominently exhibited, and regularly discussed in meetings with all of our personnel.
- We must develop comprehensive, regularly scheduled, inservice ethics training with an internal investigation training component for first-line supervisors.
- We must revise or eliminate practices that inadvertently place our young police officers in compromising situations for which their training has not prepared them.
- We must institute programs to reduce stress among personnel.
- We must ensure that personnel involved in internal affairs investigations are properly trained and equipped.
- We must strengthen first-line supervision and establish rigid rules governing the use of various resources, such as narcotics and other contingency funds.



- We must enhance screening methods to eliminate police officer candidates whose backgrounds are marginal where values and ethics are concerned.
- We must institute stricter field training standards for probationary officers, to include continued evaluation of recruit ethics and values.
- We must hold our command and supervisory staff accountable for ethical breaches by subordinate personnel.
- We must insulate ourselves and our organization from inappropriate political interference with department operations.
- Finally, we must reward ethical behavior through department awards programs and open encouragement to those officers who report unethical conduct to their superiors.

We, in law enforcement, have an obligation to select as “guardians” only those who show the greatest eagerness to do what is morally and ethically right. Once selected, we must protect the characters of those guardians, from the corrupting influences to which we are all exposed.

*About the Author: Chief Karczewski began his law enforcement career in 1966 with the Chicago Police Department, where he served as the unit commander of two tactical units, three narcotic section units, and two internal affairs units.*

*He was sworn in as Chief of Police in Riverside, Illinois, on January 4, 1996, after his retirement from Chicago. With thirty-five years of service with both departments, he is the recipient of over seventy-five law enforcement awards for exemplary police service. Chief Karczewski is currently serving as the president of the West Suburban Chiefs of Police Association.*

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# Attitudes of Undergraduate Criminal Justice Majors Toward Ethical Issues in Criminal Justice

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If police corruption is reaching near epidemic proportions at a time when law enforcement officers are becoming more technically and academically educated as they move along the continuum of professionalization, then it may logically follow that higher education criminal justice programs are short changing their students by overlooking a key component in their pedagogical emphases (i.e., the study of ethics).

One need only examine recent media accounts, both national and international in scope, to realize the magnitude of corrupt and unethical law enforcement practices. For example, the Los Angeles Police Department (LAPD) is currently in the midst of what many journalists and government officials are calling LAPD's worst scandal. It involves an array of misdeeds by numerous officers, including false arrests, the planting of evidence, and unjustified shootings (Glover & Lait, 2000). In similar fashion, the Chicago Police Department has recently undergone a scandal, as members of their Gang Crimes Unit have been indicted on charges ranging from narcotics trafficking and extortion to unjustified shootings, robbery, and case fixings (Slater, 2000). In the state of New York, numerous officers from both the New York City and Buffalo Police Departments are facing suspensions and indictments alleging official misconduct, possession of stolen property, and associations with known organized crime figures (Claffey & Weir, 2000). In Detroit, the former police commissioner has been indicted for protecting an organized crime gambling enterprise (Hawk, 2000).

Misconduct by international law enforcement officials appears to be no less prevalent. A scandal that has rocked the London Metropolitan Police Department for the past four years involves allegations of officers involved in the smuggling of illicit drugs into Britain from mainland Europe (Tendler, 2000). In Scotland, various officials stand accused of narcotics trafficking, misappropriation and theft of government funds, and the falsification of official records for cash payments (Rafferty, 2000). A scandal in Quebec alleges officers were involved in narcotics trafficking, evidence planting, and excessive force (McKenzie, 2000). In Japan, Tokyo's National Police Commissioner recently resigned in the wake of a series of scandals, including a case in which a high-ranking agency official ordered subordinates to falsify records to conceal various acts of misconduct ("NPA Chief to Quit . . ." 2000). Also, in Singapore, eight police officials, including one high-ranking member, accepted bribes to protect loan sharking activities (Lim, 1999).

Most alarming about the aforementioned incidences of malfeasance is that with respect to the frequency and duration of unethical and corrupt practices, they are but a mere glimpse of the bigger picture in the law enforcement profession,

with the term “profession” being applied cautiously. Because ethics is one of the cornerstones of professional practice, a few words regarding professionalism seem to be in order.

At the present time, two of the three most popular or frequently cited frameworks used for distinguishing between occupations and professions exclude policing from the later classification. Flexner (1915), in what is commonly referred to as the “static approach,” promoted a list of objective criteria for making the distinction, concentrating chiefly on higher education or a degree holding workforce, research, and intellectual operations.

Larson (1977), in sharp contrast to Flexner, defines what a profession is not by identifying a list of objective criteria which characterize professional behavior, but by examining the relationship between a profession and society. Also referred to as the “socio-economic approach,” Larson believes the key elements of the professional process to be the standardization of a relatively abstract body of knowledge and the creation of a monopoly on the services which they supply.

Another approach frequently utilized to make the distinction between professions and occupations is the one offered by Houle (1980), referred to as the “process approach.” Unlike Flexner and Larson, his approach views nearly all occupations as existing on a continuum of professionalization. The question then is not whether a particular occupation is a profession, rather it is “how professionalized is an occupation?” (Cervero, 1988, p. 7). One of the major components of Houle’s framework is that it allows virtually all occupations to proceed through a series of steps to achieve professional status, and he identifies several characteristics or qualities which occupations should strive for in their journey along the continuum of professionalization. The characteristics most relevant to the research at hand stress higher education, ethical standards and practice, and provisions for the establishment and enforcement of penalties for misconduct, with great emphasis being placed on self-regulation.

Both the static and socioeconomic approaches exclude the field of policing from professional status. If policing then is to be examined using the process approach, most would agree that the field has attained at least a degree of professionalization, particularly in the past 10 to 15 years, and most especially with respect to the higher education attribute espoused by Houle (1980). Many law enforcement agencies across the country have recently raised their minimum education requirements for entry-level positions. While these are remarkable accomplishments in the eyes of many educators and police administrators which indeed have moved the field along the continuum of professionalization, malfeasance of duty consistently rears its ugly head as the major obstacle to further professionalization.

The question then becomes, “What are the possible causes of police misconduct and why do these acts persist over time?” Addressing these very issues as a result of the Rodney King incident in Los Angeles, and more recently as the result of the LAPD Rampart Division scandal, the Blue Ribbon Christopher Commission and the Board of Inquiry Panel came to dramatically similar conclusions, albeit their respective investigations occurred nine years apart. Key findings or common themes from both inquiries included factors such as failure to adequately supervise, inadequate pre-employment screening practices, failure to monitor or

track problem officers, lack of training relevant to cultural/racial diversity and ethics, and the infamous code of silence which so many officers seem to abide by (Riccardi & Rabin, 2000).

This code of silence, a major component of the larger police subculture, has been the subject of examination for many years. Perhaps Cox (1996) describes the police subculture best, as consisting “. . . of the informal rules and regulations, tactics, and folklore passed on from one generation of police officers to another. It is both a result and a cause of police isolation from the larger society and police solidarity. Its influence begins early in the new officer’s career . . . ” (p. 165). Because of this solidarity and the resulting us-versus-them mentality held by many officers, the reluctance on their part to take appropriate action with respect to misdeeds committed by their coworkers is commonly referred to as the code of silence. Nonfeasance on the part of officers ascribing to this code is not only unethical, but in many cases becomes malfeasance due to their official positions in government.

As Cox (1996) duly notes, because ethics training is not stressed to any great extent in most police training curriculums, outsiders must fill the gap to provide this form of training. More specifically, what can academicians do to fill this gap? As mentioned earlier, minimum education requirements are slowly beginning to be upgraded. Many agencies have moved from that of a high school diploma to at least an associate degree, and in many cases a baccalaureate degree. Even more promising with respect to professionalization is that, in sharp contrast to most state-imposed minimum standards, there appears to be a trend on behalf of law enforcement agencies from all levels of government to voluntarily increase their education standards to that of a baccalaureate degree for entry level. Now, the question becomes, “Do criminal justice curriculums at higher education institutions require the study of ethics?”

This question is the driving force behind the present research. Sadly, at least in the state of Illinois, where the research was conducted, the answer is no. Of the six, four-year state universities which offer baccalaureate degree programs in criminal justice, none currently offer a class in the study of ethics as a component of their core curriculum.

Because police officers are held to a higher moral and ethical standard than most other professionals, it seems that criminal justice educators, who are rapidly coming to significantly influence the “production of the producers” (Larson, 1977) of police services, have neglected to focus on this underlying tenet of ethical and professional practice by not making the study of ethics a compulsory component of core curriculum for criminal justice students.

## **Methodology**

A written survey was developed to ascertain the ethical standards held by criminal justice students at four-year public universities in Illinois. The survey contained 25 variables, six of which were independent, focusing on the following characteristics: gender, age, student status, academic major/minor, previous or current employment in the field of criminal justice, and whether or not respondents’ immediate family members have either previously worked or are currently employed in the field.

The remaining 19 variables were treated as dependent and were brief scenarios depicting circumstances which required the respondents to choose one course of action from a list of alternatives which would most closely demonstrate how they would react. Each list of responses had an open-ended "other" alternative for respondents to select if the printed list did not suffice. The "other" responses were coded appropriately and were reported in the data analysis section.

The scenarios described common police encounters that contained a range of responses from ethical to violations of common rules and regulations to criminal behavior. More specifically, the scenarios covered various acts of misconduct such as on-duty consumption of alcohol, drug use, accepting gratuities, excessive force, verbal abuse, accepting kickbacks, perjury, theft, and nonfeasance involving misconduct by police officers.

A nonprobability, purposive sampling technique was utilized to survey the respondents. This form of sampling was used due to economy, convenience, and availability of subjects. The sample was further refined by selecting subjects from two major state universities in Illinois who were enrolled in a variety of criminal justice classes, totaling 438 responses. This judgmental sampling was also based on the practical and academic experience of the researcher who believes this sample to have a high probability of being representative of the population; however, the researcher does acknowledge the limitations of nonprobability sampling.

The data was measured at the nominal level and consequently was reported using frequency and percentage distributions, the Chi-square test of statistical significance, Pearson's coefficient of contingency (C), Cramer's V, and Lambda. Cross tabulating all of the data produced 96 tables, in addition to the 25 frequency tables. Therefore, only one summary table of cross tabulations was constructed indicating differences between response categories of 20% or more. In addition to the summary table, narrative descriptions of noted differences (10-20%) between response categories were included in the analysis as well.

The reader is cautioned when interpreting Chi-square and related measures of association due to the small expected cell frequency problem. While this problem is normally corrected by collapsing values within the affected variables, the researcher feels that doing so in the present case would have distorted the data.

## Data Analysis

**Table 1**

<b>Gender</b>	<b>Frequency</b>	<b>Percent</b>
Male	264	61.4
Female	166	38.6
Total	430	100.0

Missing: 8

Table 1 shows 61% of the respondents to be male and 39% to be female.

**Table 2**

<b>Age</b>	<b>Frequency</b>	<b>Percent</b>
17-20	223	51.3
21-30	203	46.7
31-40	6	1.4
41-50	3	0.7
Total	435	100.0

Missing: 3

Table 2 shows a fairly even distribution between respondents in the 17-20 and 21-30 categories, 51% and 47% respectively. The remaining categories in the distribution were under represented, consisting only of 2% of the total.

**Table 3**

<b>Student Status</b>	<b>Frequency</b>	<b>Percent</b>
Freshman	91	20.9
Sophomore	80	18.4
Junior	171	39.3
Senior	82	18.9
Graduate	10	2.3
Other	1	0.2
Total	435	100.0

Missing: 3

Table 3 reveals a fairly even distribution with respect to undergraduate student status, totaling 21%, 18%, 39%, and 19% respectively. Only 2% of the respondents were graduate students, and only one respondent, who indicated taking a criminal justice class as a "special interest," fell into the "other" category.

**Table 4**

<b>Academic Major/Minor</b>	<b>Frequency</b>	<b>Percent</b>
Major	334	76.8
Minor	42	9.7
Other	59	13.6
Total	435	100.0

Missing: 3

Table 4 portrays 77% of the respondents as majoring and 10% as minoring in criminal justice. The remaining 14% were located in the "other" category and indicated taking a criminal justice course as either a general education requirement, elective, being of special interest, or thinking about majoring in the field.

**Table 5**

<b>Employment</b>	<b>Frequency</b>	<b>Percent</b>
Yes	83	19.1
No	351	80.9
Total	434	100.0

Missing: 4

In Table 5, 19% of the respondents indicated either previously or currently working in the field of criminal justice. Conversely, 81% reported never having worked in the field.

**Table 6**

<b>Family Employment</b>	<b>Frequency</b>	<b>Percent</b>
Yes	143	32.9
No	276	63.4
Unsure	16	3.7
Total	435	100.0

Missing: 3

Table 6 reveals 33% of the respondents having an immediate family member(s) who has either previously worked or currently works in the field of criminal justice.

**Table 7**

<b>Sleeping</b>	<b>Frequency</b>	<b>Percent</b>
Wake up	187	43.4
Unacceptable	186	43.2
Notify Supervisor	27	6.3
No Action	29	6.7
Other	2	0.5
Total	431	100.0

Missing: 7

Table 7 indicates that only 6% of the respondents would react ethically by notifying a supervisor of their coworkers' neglect of duty. Respondents located in the "other" category reported waking up the sleeping officers to determine whether or not there was some sort of health problem.

**Table 8**

<b>DUI</b>	<b>Frequency</b>	<b>Percent</b>
Issue Citation	183	42.5
Warning	126	29.2
Notify Supervisor	56	13.0
No Action	22	5.1
Other	44	10.2
Total	431	100.0

Missing: 7

Table 8 reveals that 56% of the respondents would react ethically, by either issuing the offending officer a citation (43%) or by notifying a supervisor of the incident (13%). The remaining respondents indicated either issuing a warning (29%), taking no action (5%), or by driving the offending officer home (10%), which represented responses in the “other” category.

**Table 9**

<b>Mini-Mart</b>	<b>Frequency</b>	<b>Percent</b>
Arrest	43	10.0
Disapprove	211	49.0
No Action	20	4.6
Notify Supervisor	104	24.1
Help Yourself	8	1.9
Other	45	10.4
Total	431	100.0

Missing: 7

Table 9 shows that when confronted with a coworker who is stealing merchandise, only 34% of the respondents reported reacting ethically, either by arresting the offending officer (10%) or by notifying a supervisor of the incident (24%). Unethical responses included respondents telling the offending officer of their disapproval (49%), ignoring the situation (5%), or stealing themselves (2%). Responses located in the “other” category (10%) consisted of ordering the offending officer to return the merchandise.

**Table 10**

<b>Free Meals</b>	<b>Frequency</b>	<b>Percent</b>
Accept Free Meal	121	28.1
Insist on Paying	182	42.3
Tip in Lieu of Paying	125	29.1
Other	2	0.5
Total	430	100.0

Missing: 8



In Table 10, ethical response categories included insistence on paying for their meal (42%) and leaving a large enough tip to cover the cost of the meal (29%). The unethical response category contained 28% of the responses, accepting free meals. Respondents in the “other” category did not specify a specific course of action.

**Table 11**

<b>Brutality</b>	<b>Frequency</b>	<b>Percent</b>
Arrest	17	4.0
Disapprove	146	34.0
Notify Supervisor	206	47.9
No Action	59	13.7
Other	2	0.5
Total	430	100.0

Missing: 8

Table 11 reveals that with respect to witnessing acts of brutality by coworkers, 52% of the respondents reported reacting ethically, either by arresting the offending officer (4%) or by notifying a supervisor of the incident (48%). Unethical responses included voicing disapproval with their coworker’s conduct (34%) and by ignoring the incident (14%). The respondents located in the “other” category indicated needing to know the extent of the victim’s injuries before selecting a course of action.

**Table 12**

<b>Perjury</b>	<b>Frequency</b>	<b>Percent</b>
Prevent	30	7.1
Ensure Conviction	92	21.6
Never	295	69.4
Other	8	1.9
Total	425	100.0

Missing: 13

Table 12 demonstrates that 29% of the respondents would commit perjury, either to keep themselves or another officer out of trouble (7%) or to ensure a conviction of someone they knew to be guilty (22%). The majority of respondents (69%) indicated that they would never commit perjury. Respondents in the “other” category (2%) indicated having to know the seriousness of the crime before selecting a course of action.

**Table 13**

<b>Cash Gratuity</b>	<b>Frequency</b>	<b>Percent</b>
Accept	32	7.4
Return Money	343	79.2
Notify a Supervisor	8	1.8
Arrest	46	10.6
Other	4	0.9
Total	433	100.0

Missing: 5

Table 13 reveals a high rate (92%) of ethical responses, with 79% of respondents returning the cash gratuity, 2% reporting the incident to a supervisor, and 11% arresting the individual offering the gratuity. The respondents in the “other” category (1%) reported either taking some other form of official action, physically throwing the money away, and not being sure what action to take.

**Table 14**

<b>Extra Service/\$\$\$</b>	<b>Frequency</b>	<b>Percent</b>
Accept Money	45	10.5
Refuse Money	121	28.2
Notify Supervisor	29	6.8
Perform Service/No \$\$	234	54.5
Total	429	100.0

Missing: 9

Table 14 reveals that only (11%) of the respondents reacted unethically by accepting a cash payment to perform extra patrol services. The remaining respondents reported either refusing the money (28%), notifying a supervisor of the incident (7%), or performing the requested service for no money (55%).

**Table 15**

<b>Inventory/Theft Of</b>	<b>Frequency</b>	<b>Percent</b>
Commit Theft	16	3.7
No Theft	409	94.5
Allow Theft by Others	8	1.8
Total	433	100.0

Missing: 5

Table 15 reveals that the vast majority (95%) of the respondents would react ethically by inventorying all of the property according to rules and regulations. Responses in the remaining categories were unethical, with 4% of the respondents indicating that they would steal a portion of the inventory and 2% reporting that they would call their coworkers and allow them to help themselves.

**Table 16**

<b>Kickbacks/Lawyers</b>	<b>Frequency</b>	<b>Percent</b>
Refuse Fee	291	67.5
Refuse Fee +	23	5.3
Accept Fee	85	19.7
Accept Fee +	30	7.0
Other	2	0.5
Total	431	100.0

Missing: 7

Table 16 indicates that 27% of the respondents would react unethically, either by accepting a kickback (referral fee) from an attorney whom they had recommended (20%) or by accepting the fee and steering as many future clients as possible to the attorney in question (7%). Conversely, 68% of the respondents reported they would refuse the fee, and 5% reported not only refusing the fee, but never recommending that particular attorney again (5%). The respondents located in the "other" category reported either consulting with a supervisor or not knowing what course of action to take.

**Table 17**

<b>Supervisory Misconduct</b>	<b>Frequency</b>	<b>Percent</b>
Disapprove	161	37.8
No Action	130	30.5
Notify Supervisor	131	30.8
Other	4	0.9
Total	426	100.0

Missing: 12

Table 17 reveals reactions by respondents to be unethical, with 69% of the respondents either voicing disapproval with their supervisor’s misconduct but taking no official action (38%) or by ignoring the incident (31%). Ethical responses (31%) included notifying the supervisor’s superior officer of the incident. “Other” responses (1%) included anonymously notifying the internal affairs division of the incident.

**Table 18**

<b>Stealing Cash/Search</b>	<b>Frequency</b>	<b>Percent</b>
Arrest	21	4.9
Disapprove	110	25.6
Accept Money	20	4.7
No Action	43	10.0
Notify Supervisor	218	50.8
Other	17	4.0
Total	429	100.0

Missing: 9

Table 18 shows ethical responses to include arresting coworkers for stealing an amount of cash while executing a search warrant (5%) and by notifying a supervisor of the incident (51%). Unethical responses included voicing disapproval but taking no official action (26%) and by ignoring the incident (10%). The responses located in the “other” category (4%) included ordering the coworkers to refrain from the illegal act in question.

**Table 19**

<b>Use of Drugs</b>	<b>Frequency</b>	<b>Percent</b>
Use drugs	39	9.1
Never Use	389	90.7
Other	1	0.2
Total	429	100.0

Missing: 9

Table 19 reveals that the vast majority of respondents (91%) would refrain from off-duty illicit use of drugs. Conversely, 9% of the respondents indicated they may occasionally use illicit drugs during their off-duty hours. The respondent in the “other” category indicated that this was “none of work’s business.”

**Table 20**

<b>Sex on Duty</b>	<b>Frequency</b>	<b>Percent</b>
Resist	323	75.3
Engage	68	15.9
Engage +	5	1.2
Other	33	7.7
Total	429	100.0

Missing: 9

Table 20 shows the vast majority of responses to be ethical, with 75% of the respondents indicating they would refrain from engaging in sexual activity during working hours. Unethical responses included doing so only if respondents were reasonably sure there would be no repercussions (16%) and doing so regardless of the consequences (1%). Respondents located in the “other” category (8%) indicated a preference toward making arrangements after working hours.

**Table 21**

<b>On-Duty Alcohol Use</b>	<b>Frequency</b>	<b>Percent</b>
Engage	25	5.9
Refuse (Ignoring the Incident)	345	81.0
Notify Supervisor	53	12.4
Arrest	2	0.5
Other	1	0.2
Total	426	100.0

Missing: 12

Table 21 reveals unethical responses to include either joining coworkers in the consumption of alcoholic beverages during working hours (6%) or by ignoring the incident (81%). Ethical responses include notifying a supervisor of the incident (12%) or by arresting or citing their coworkers (1%). The respondent located in the “other” category indicated encouraging their coworkers not to violate rules.

**Table 22**

<b>Gambling</b>	<b>Frequency</b>	<b>Percent</b>
Engage	39	9.1
Arrest	4	0.9
No Action	352	82.4
Notify a Supervisor	25	5.9
Other	7	1.6
Total	427	100.0

Missing: 11

Table 22 indicates great reluctance on the part of respondents to take official action against coworkers engaged in illegal gambling during off-duty hours. The vast majority of respondents reacted unethically, by either ignoring the illegal activity that coworkers are engaged in (82%) or by gambling themselves (9%). Only 7% responded ethically, either by notifying a supervisor of the incident (6%) or arresting their coworkers (1%). Respondents located in the “other” category (2%) reported either leaving the area of occurrence or voicing their disapproval to coworkers.

**Table 23**

<b>Traffic Offense</b>	<b>Frequency</b>	<b>Percent</b>
Issue Citation	134	31.8
No Action	261	62.0
Notify a Supervisor	22	5.2
Other	4	1.0
Total	421	100.0

Missing: 17

Table 23 reveals unethical reactions by respondents by not citing an off-duty officer for a traffic violation for which they normally cite people (62%). In ethical fashion, respondents reported either issuing a citation (32%) or notifying a supervisor of the incident (5%). Respondents located in the “other” category (1%) reported warning the officer in question never to repeat the traffic violation.

**Table 24**

<b>Profanity</b>	<b>Frequency</b>	<b>Percent</b>
No Action	46	10.8
Disapprove	299	70.2
Notify a Supervisor	81	19.0
Total	426	100.0

Missing: 12

Table 24 demonstrates a high degree of unethical behavior on behalf of respondents by either ignoring a coworker’s direct vulgar and profane terms at a citizen (11%) or by voicing disapproval but taking no official action (70%). The remainder of the respondents (19%) indicated that they would notify a supervisor of the incident.

**Table 25**

<b>Kickbacks/Body Shops</b>	<b>Frequency</b>	<b>Percent</b>
Refuse Fee	306	71.7
Refuse Fee +	28	6.6
Accept Fee	70	16.4
Accept Fee +	22	5.2
Arrest	1	0.2
Total	427	100.0

Missing: 11

Table 25 indicates that 21% of the respondents would react unethically, either by accepting a kickback (referral fee) from the owner of a auto body repair shop whom they had recommended (16%) or by accepting the fee and steering as many future customers as possible to the shop in question (5%). Conversely, 72% of the respondents reported that they would refuse the fee, and 5% reported not only refusing the fee, but never recommending that particular shop again. In addition, there was one respondent who indicated that he or she would arrest the owner of the body shop.

**Table 26****Summary Table**

<b>Cross-Tabs</b>	<b>ChiSq/DF</b>	<b>C</b>	<b>V</b>	<b>Lambda</b>	<b>Sig.</b>
S.Status/Perjury	23.77/15	.230	.137	.008	n.s.
A.Status/Mini-Mt	25.93/10	.238	.173	.000	p<.01
A.Status/Brutality	9.32/8	.146	.104	.006	n.s.
A. Status/Perjury	41.44/6	.298	.221	.013	p<.001
A.Status/Traffic	16.97/6	.197	.142	.012	p<.01
A.Status/Kickback	17.08/8	.196	.141	.000	p<.05
Employment/Perjury	20.90/3	.217	.222	.000	p<.001

Table 26 demonstrates the most significant differences (20% or higher) in responses found in the "academic status" variable. When cross-tabulated with the "mini-mart," "brutality," "perjury," and "kickback" variables, ethical responses were reported more frequently by criminal justice majors and minors, 21%, 20%, 20%, and 20% respectively. The only exception in this variable was when the responses were cross-tabulated with the "traffic offense" variable for which ethical responses were reported most frequently by respondents located in the "other" category (21%).

With respect to the "student" status variable, when cross-tabulated with the "perjury" variable, ethical responses were reported 20% more frequently by seniors over freshmen.

When cross-tabulating the "employment" and "perjury" variables, respondents who indicated never having worked in the field of criminal justice reported

unethical responses 22% more frequently than their counterparts who either previously or currently work in the field.

While the data depicted in Table 26 represents significant differences (20% or more) between response categories, there were a number of noted differences (10-20%) as well. With respect to gender, noted differences were most prevalent when cross-tabulated with the following variables: supervisory misconduct, sex on duty, traffic offense, and profanity. Ethical responses by females prevailed.

Regarding age, noted differences are located in the “perjury,” “supervisory misconduct,” and “profanity” variables, showing more ethical responses on behalf of respondents found in the 21-30 category.

Analysis of student status reveals noted differences between responses in several variables. Freshman students reported most ethically in regard to the “DUI,” “brutality,” and “supervisory misconduct” variables, and unethically only concerning the “free meal” variable.

Academic student status contained the highest number of noted response differences. When compared to their academic counterparts, criminal justice majors and minors responded more ethically with respect to the free meal, stealing cash, drug use, sex on duty, and both kickback variables. Non-criminal-justice majors and minors, however, reported more ethically regarding the “DUI” and “traffic offense” variables.

The “employment” variable contained noted response differences only in the DUI and supervisory misconduct variables, with those respondents who indicated never having worked in the field of criminal justice reporting more ethically.

Analysis of the family employment variable yielded no noted differences between response categories.

### **Concluding Remarks**

Regardless of how it is analyzed and interpreted, the data describes an alarming situation. Overall, the unethical responses generated by the table data ranged from 6% to 93%, with a mean of 45%. It is important to note, however, that a willingness on behalf of respondents to ignore illegal and unethical acts committed by police officers seems to account for the vast majority of responses in this regard. Examined this way, the range of unethical responses was 34% to 82%, with a mean of 57%.

This situation, ignoring unethical and criminal conduct committed by other officers, pertains directly to the police subculture. As Cox (1996) and others point out, the influence of the police subculture begins early in one’s career. Most disturbing about the present situation is that the respondents have yet to begin their careers in policing and have already reported tendencies associated with behavior which is consistent with the unethical characteristics of the police subculture. The fact that the respondents who have never worked in the field and who are non-criminal-justice majors or minors were more likely to take official action against a fellow officer for various acts of misconduct, may indicate just how influential the police subculture may be. Perhaps future research should



address how undergraduate criminal justice students develop unethical attitudes prior to joining the workforce.

Even though the results of this research cannot be generalized to the larger population, if educators are to address this problem responsibly and move the field of criminal justice along the continuum of professionalization, they should seriously consider incorporating the study of ethics into their core curriculum. If students are required to engage in these studies, maybe then researchers will be able to determine whether or not exposure to the study of ethics can mitigate the unethical and unprofessional attitudes manifested by many of the respondents in the current research. This may afford future criminal justice graduates the proper foundation in ethics needed to effectively confront the many ethical dilemmas which the field of policing will bear.

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# **An Emerging Alliance Between the Commission on Accreditation for Law Enforcement Agencies (CALEA) and the Local Law Enforcement Community**

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Law enforcement accreditation has become an important initiative in professionalizing hundreds of municipal, county, and state law enforcement agencies in the United States. Like other professions, law enforcement faces the need to upgrade its operating procedures to address contemporary issues and insulate the profession from litigation arising from employee misconduct. In our rapidly changing society, law enforcement agencies are also facing the critical challenge of ensuring that their missions and practices are aligned with community needs. The public expects and demands that law enforcement be held to the highest of standards and integrity.

The importance of accreditation for law enforcement agencies of diverse types and missions is well established with its benefits documented and accepted by the profession (Baker, 1995; Bizzack, 1993; Snow, 1992). The national accreditation process began in 1979 with the creation of the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA). It evolved from a decade of debate and discussion by major law enforcement organizations, seeking ways to professionalize a tarnished and sometimes ineffective system of policing in America.

Police reactions to urban riots in the 1960s led to a “call for action” within the profession for an improvement in performance and greater public accountability. Tension on America’s streets was commonplace during this period as civil unrest and disobedience plagued cities, police, and the criminal justice system. The police were ill-equipped and lacked training to cope with rising lawlessness, protests, and demonstrations (Bopp & Schultz, 1972; Fogelson, 1969; Trautman, 1988).

A series of national and state initiatives in the 1970s called for new standards and goals to guide the police toward a higher degree of legal conduct and improved police-citizen relationships. The recommendations from national commission reports served to mobilize government resources to upgrade and standardize police procedures throughout the nation’s diverse communities. Increases in crime, legal actions, influences from the academic community, and federal funding for criminal justice activities were all major forces that helped shape law enforcement agency accreditation (CALEA, 1985).

The International Association of Chiefs of Police (IACP) and the National Sheriff's Association (NSA) were the first organizations to call for the development of standardized procedures and guidelines for the nation's police. The concept eventually became known as law enforcement accreditation, and later included nontraditional agencies, such as campus and transit police (CALEA, 1985). The basic elements of law enforcement accreditation (as it was conceived) were similar to other professional accreditation initiatives found in education, corrections, or medicine.

The federal government played a major role in transcending the law enforcement accreditation concept beyond the visions of IACP and NSA. The former Law Enforcement Assistance Administration (LEAA) funded the conceptualization of the process, which included development of the first set of standards for voluntary compliance. LEAA's initiative required a collaborative and structured approach for the development of an independent, nongovernmental entity responsible for the systematic review of law enforcement agencies seeking accreditation. Furthermore, LEAA required that a national commission be formed, under the auspices of four founding agencies: IACP, NSA, National Organization of Black Law Enforcement Executives (NOBLE), and the Police Executive Research Forum (PERF). Thus, CALEA was formed in 1979 (CALEA, 1985).

The 20-year history of CALEA is recognized as a progressive venture toward professionalization of America's police and their status in communities across the national landscape. The scope expanded when CALEA gained international distinction by accrediting the Edmonton, Alberta Police Service in 1988. Six other Canadian agencies have since become accredited, along with the Royal Barbados Police Service (CALEA, 2000). CALEA continued to make history when it accredited its 594<sup>th</sup> agency in Schaumburg, Illinois, on July, 29, 2000.

### **Purposes of Accreditation**

CALEA (2000) defines its purpose as follows:

The overall purpose of the Commission's Accreditation Program is to improve delivery of law enforcement service by offering a body of standards, developed by law enforcement practitioners, covering a wide range of up-to-date law enforcement topics. It recognizes professional achievements by offering an orderly process for addressing and complying with applicable standards.

Moreover, the goals of accreditation are defined by CALEA as follows:

- To improve crime prevention and control capabilities
- To formalize management procedures
- To establish fair and nondiscriminatory personnel practices
- To improve service delivery
- To improve interagency cooperation and coordination
- To increase confidence in law enforcement agencies (CALEA, 1999a).

These wide-ranging goals are well known throughout the law enforcement community. Some would argue that accreditation alone cannot adequately accomplish the goals or create methods for agencies to address crime in the streets

or community-related problems. Nothing precludes agencies, however, from developing strategies based on accreditation standards, instituting performance measures, or striving to improve the quality of life in their communities. Accreditation standards are designed to provide a foundation for reform and strategic change for law enforcement organizations. Many agencies, however, have a simplistic view of accreditation as a minimum set of standards or precepts for voluntary compliance. The standards are also intended to serve as forces for change in traditional and hierarchical police organizations.

### **CALEA Accredited Agencies in Illinois**

Law enforcement agencies in Illinois responded fairly quickly to the national accreditation movement. In 1986, the Schaumburg Police Department became the first Illinois CALEA accredited agency. The Illinois State Police, Palatine, and Wilmette Police Departments achieved the coveted recognition later in the same year. The state became third in the nation in the mid-1980s with the most accredited agencies. It has maintained that status since the accreditation process began over 20 years ago. Presently, Illinois, with 37 accredited agencies, follows Florida, with 55 agencies, and Ohio, with 45 agencies (CALEA, 2000).

The majority of Illinois' 37 accredited agencies are located near Chicago. Only three downstate agencies are accredited: the Quincy, Carbondale, and Normal Police Departments. The Springfield Police Department is currently the only downstate agency seeking accreditation. The Winnebago County Sheriff's Department was the first sheriff's department accredited outside the Chicago area and northeastern Illinois.

The numbers may sound somewhat impressive in relation to other states in the nation. They are, however, drastically lower than expectations expressed by the IACP in its 1991 resolution. The resolution called for "all law enforcement agencies in Illinois to be accredited by the year 2000" (IACP, 1991). Illinois was once again recognized as a national leader in law enforcement accreditation, due to its ranking and the IACP resolution. CALEA and other organizations saw the resolution as a visionary move toward professionalism. The state's premier status in the national accreditation process continued to evolve when in 1998, Chief William Miller, from the Skokie Police Department, was named President of the Commission.

Table 1 depicts Illinois accredited agencies with accompanying data.

**Table 1  
CALEA Accredited Agencies in Illinois**

Department	County	Type		No. Full Time	Category Size	Date Accredited
		M	C			
Addison Police Department	DuPage	√		111	C	7/29/00
Alsip Police Department	Cook	√		54	B	7/27/91
Bartlett Police Department	Cook	√		65	B	11/22/97
Buffalo Grove Police Department	Cook	√		87	C	4/26/87
Carbondale Police Department	Jackson	√		88	C	7/27/91
Downers Grove Police Department	DuPage	√		96	C	7/28/90
DuPage County Police Department	DuPage		√	292	C	7/28/90
Elk Grove Village Police Department	Cook	√		117	C	11/20/93
Evanston Police Department	Cook	√		227	C	7/29/89
Glencoe Department of Public Safety	Cook	√		44	B	3/26/94
Hazel Crest Police Department	Cook	√		45	B	7/26/97
Hinsdale Police Department	DuPage	√		37	B	8/3/96
Homewood Police Department	Cook	√		48	B	3/25/95
Illinois State Police	N/A			3,642	D	6/15/86
Lake Bluff Police Department	Lake	√		21	A	3/20/99
Lansing Police Department	Cook	√		84	C	8/3/96
Lincolnwood Police Department	Cook	√		46	B	7/29/95
Lombard Police Department	DuPage	√		91	C	11/16/91
Mt. Prospect Police Department	Cook	√		102	C	4/2/89
Naperville Police Department	DuPage	√		269	C	11/21/92
Normal Police Department	McLean	√		75	C	7/30/94
Northfield Police Department	Cook	√		31	B	7/31/93
Oak Brook Police Department	DuPage	√		50	B	7/26/97
Palatine Police Department	Cook	√		140	C	11/9/86
Park Ridge Police Department	Cook	√		69	B	3/27/93
Quincy Police Department	Adams	√		92	C	11/22/97
Rolling Meadows Police Department	Cook	√		77	C	3/27/93
Schaumburg Police Department	Cook	√		260	C	3/9/86
Skokie Police Department	Cook	√		143	C	11/20/88
St. Charles Police Department	Kane	√		61	B	7/29/89
Vernon Hills Police Department	Lake	√		67	B	11/18/95
Westmont Police Department	DuPage	√		56	B	11/20/99
Wheeling Police Department	Cook	√		83	C	11/17/90
Willowbrook Police Department	DuPage	√		29	B	11/16/91
Wilmette Police Department	Cook	√		65	B	11/9/86
Winnebago County Sheriff's Department	Winnebago	√		274	C	3/26/94
Winnetka Police Department	Cook	√		38	B	11/19/94

**Type:** M = Municipality; C = County **CALEA's Category Sizes:** A = 1-24; B = 25-74; C = 75-299; D = 300+  
**Sources:** CALEA, 2000; *Illinois Uniform Crime Report*, 1999.

The Lake Bluff Police Department represents the only “A” size accredited agency with 21 full-time personnel.

**A Profile of Non-Accredited Agencies in Illinois**

According to the *Illinois Uniform Crime Report* of 1999, a total of 697 municipal police departments and 102 county sheriff’s departments in Illinois employ full-time personnel. As indicated in Table 1, only 33 municipalities (4.7%) and two sheriff’s departments (1.9%) are CALEA accredited. Table 2 depicts the number of nonaccredited municipal agencies in Illinois.

**Table 2**

**Nonaccredited Illinois Municipal Police Departments**

<b>CALEA Category Size</b>	<b>Number</b>	<b>Percent of Total Agencies</b>
A (1-24)	519	74.5
B (25-74)	134	19.2
C (75-299)	40	5.7
D (300+)	4	.6
Total:	697	100.0

**Source:** Compiled from the *Illinois Uniform Crime Report*, 1999.

The vast majority of nonaccredited municipal police departments (approximately 75%) in Illinois are small agencies with less than 25 full-time employees. Not surprisingly, these agencies employ the least number of full-time employees (3,383), in comparison with CALEA’s other category sizes: B=5,649; C=5,359; and, D=15,893 (*Illinois Uniform Crime Report*, 1999).

However, when one considers the total number of small units of government, coupled with their legislative authority and influence over the affairs of citizens, it becomes clear that accreditation could have a substantial impact upon municipal policing for small communities. In addition to the quality of police services being improved, accreditation could enhance the interrelationships among the numerous courts throughout the state. Coordination within the criminal justice system is an important initiative for law enforcement agencies involved in the accreditation process.

Table 3 represents the number of nonaccredited sheriff’s departments in Illinois.



**Table 3**

**Nonaccredited Illinois Sheriff’s Departments**

<b>CALEA Category Size</b>	<b>Number</b>	<b>Percent of Total Departments</b>
A (1-24)	59	59.0
B (25-74)	29	29.0
C (75-299)	9	9.0
D (300+)	3	3.0
Total:	100	100.0

Once again, Category Size “A” departments are dominant with over half (59%) as nonaccredited. “B” size departments follow with 29%. These sheriff’s departments employ as few as one deputy and are mostly rural in nature. They are in need of policy and resource development which accreditation can provide. One hundred of the state’s 102 sheriff’s departments are nonaccredited and represent a large segment of the state’s diverse population.

Table 4 represents the number of nonaccredited other/miscellaneous departments in Illinois.

**Table 4**

**Nonaccredited Other/Miscellaneous Departments in Illinois**

<b>CALEA Category Size</b>	<b>Number</b>	<b>Percent of Total Departments</b>
A (1-24)	63	73.26
B (25-74)	15	17.44
C (75-299)	8	9.30
D (300+)	0	0.00
Total:	86	100.00

**Note:** “Other/Miscellaneous” includes Airport Police, Campus Police, Forest Preserve Police, Hospital Police, Park District Police, Railroad Police, and State law enforcement agencies and districts.

**Source:** Compiled from the *Illinois Uniform Crime Report, 1999*.

These numbers have a high correlation with Table 1, since almost 74% are Category Size “A.” The high degree of specialization in these agencies requires a strong commitment to policy development and resource allocation. Accreditation standards provide guidance in specialized areas and offer provisions for self-evaluation, which is unique to these types of law enforcement agencies.

As indicated, “A” size agencies represent approximately 75% of the total number of municipal agencies in Illinois. These 519 agencies employ 3,383 full-time sworn and nonsworn employees. The agencies further represent a significant part of small-town life in rural Illinois, where law enforcement resources and policy

initiatives are limited. An accreditation program for these agencies could greatly improve their operational and administrative capabilities through a process of policy and resource development.

### **Illinois Police Accreditation Coalition**

According to CALEA, there are 30 Police Accreditation Coalitions (PACs) in the United States and Canada that are actively involved in the pursuit of accreditation and reaccreditation for its member agencies. The PACs have become strong networking organizations, designed to share policy and technical resources and assistance for contemporary accreditation-related needs. Seventy-three local and state agencies from Illinois and Wisconsin comprise the Illinois Police Accreditation Coalition (IPAC). It was formed in the 1980s to establish a network of professionals seeking law enforcement accreditation as a means to enhance professionalism and improve the delivery of policing in their jurisdictions (IPAC, 2000). IPAC members continually strive to recruit new member agencies into the accreditation process. Moreover, they represent a major force for police reform in Illinois.

IPAC provides an important personnel resource to its member agencies by sharing experienced officers and civilian employees for mock on-site assessments. These “mocks” serve as a critical review for an agency prior to its scheduled CALEA On-Site Assessment. It is an important step in addressing any deficiencies that may exist.

### **The First Meeting on State Accreditation**

The concept of state accreditation for Illinois law enforcement agencies was first officially discussed in June of 1998, when the Illinois State Police (ISP) invited several criminal justice practitioners to convene at the ISP Academy in Springfield. The following organizations were represented: CALEA, Illinois Law Enforcement Training and Standards Board, Illinois Criminal Justice Information Authority, IACP, Illinois Sheriffs’ Association (ISA), IPAC, and ISP.

The representatives generally felt that Illinois should remain committed to the national accreditation process, since CALEA has adequately represented the interests of the law enforcement profession in the state; however, there was no serious opposition to the concept of state accreditation. Interestingly enough, only three Illinois agencies have become accredited since the meeting in 1998: the Lake Bluff, Westmont, and Addison Police Departments. Clearly, there is room for improvement as more small and medium-sized agencies in Illinois should be seeking law enforcement accreditation and reaping the benefits it brings.

### **Risk Management Study in Illinois**

The Intergovernmental Risk Management Agency (IRMA) represents 76 law enforcement departments in northeastern Illinois. It actively supports accreditation for their members and views the process as a substantial step toward liability protection. IRMA conducted a study in 1998 to ascertain if there was a significant and quantifiable difference in frequency and severity of claims between accredited and nonaccredited police departments. When the data from nonaccredited departments was compared with accredited departments, it showed a difference

of 1.11 claims per 100 officers or over 11% reduction in frequency, and \$34,472 per 100 officers or 35% reduction in severity in favor of the accredited departments. IRMA's conclusion was that law enforcement accreditation significantly impacts an agency's ability to prevent and reduce loss in the area of police professional liability (IRMA, 1998).

Furthermore, IRMA member agencies have experienced some reductions in their liability premiums by becoming accredited and qualify for 50% reimbursement for their initial accreditation fees, as well as 25% reimbursement for reaccreditation fees (IRMA, 1998). This represents a substantial savings for small agencies consisting of less than 25 full-time employees, required to pay \$4,675 in a lump-sum amount for a three-year period for initial accreditation with CALEA. The advantages become very real for Illinois law enforcement agencies who are accredited or interested in becoming accredited. The concept of state accreditation could offer the same opportunities for enhanced liability protection and reduced costs.

### **The State Accreditation Movement in the United States**

Several states have created their own police accrediting organizations to address specific issues, provide greater assistance to local agencies, and reduce costs. Most of the local programs were modeled after CALEA, with some being exact duplicates, while others modified the CALEA model (CALEA, 1999b). New York State was careful not to identify with CALEA, as it desired a more autonomous relationship with local agencies without any national influences. In comparison, Florida and Massachusetts have modeled their programs after CALEA and actively encourage local agencies to seek national accreditation after they comply with state standards.

### **State Accreditation Models**

#### *New York*

New York was the first state in the country to sponsor a law enforcement accreditation program. The New York State Division of Criminal Justice Services (NYSDCJS) administers the accreditation program which was formed by state law in 1988. The State Association of Chiefs of Police, the State Sheriffs' Association, the New York State Police, and NYSDCJS were all responsible for the development of the program. Seventy-seven local agencies have become accredited, and there are no fees to participate in the process.

The standards are categorized in three sections: (1) administrative, (2) training, and (3) operational. The development and ongoing administration of the program is not tied to CALEA in any way (NYSDCJS, 1999). However, program officials plan to meet with the Executive Director of CALEA in the future to discuss a coordinated effort through a national "Alliance Agreement" program.

#### *Florida*

In 1993, the Florida legislature directed the Florida Sheriff's Association and the Florida Police Chiefs Association to create a voluntary law enforcement accreditation program. A process was developed which required compliance with more than 250 standards designed specifically for Florida law enforcement

agencies. The Commission for Florida Law Enforcement Accreditation, Inc. (CFLEA) (2000) was subsequently formed. It meets quarterly to oversee the accreditation program and to officially accredit agencies that have passed the rigorous review process.

CFLEA has adopted a “comparative compliance” provision which formally recognizes CALEA and does not require Florida-CALEA accredited agencies to comply with standards comparable to the state standards. The cost for state accreditation is considerably less than the national process. Agencies with less than 25 sworn officers pay no more than \$500.00 in fees, compared to a rate almost ten times higher with CALEA. According to the Commission, 56 local agencies are currently state accredited (CFLEA, 2000).

### *Massachusetts*

An executive order was signed by the Governor in 1996 to establish the Massachusetts Police Accreditation Commission. The commission was established through the combined efforts of the Executive Office of Public Safety, the Massachusetts Chiefs of Police Association, and the Massachusetts Police Accreditation Coalition (MPAC) (1999).

During the standards development process for Massachusetts accreditation, a decision was made to use the national standards as a beginning point for state standards. The cost for agencies with less than 25 full-time sworn personnel is no more than \$1,500.00 for a three-year period. As of October 1999, the association had accepted 138 applications for state accreditation (MPAC, 1999).

### **The Challenge for CALEA**

The proliferation of state accreditation programs presented an interesting dilemma for CALEA. How would CALEA promote accreditation for the profession, protect its proprietary interests and copyrighted standards, at a time when state programs were becoming increasingly popular? The potential existed in some regions of the country for serious competition and a lack of coordinated efforts. Fortunately, over a period of time and study, CALEA formally embraced the state accreditation concept and offered substantial guidance for cooperation.

CALEA’s leadership in providing tested and proven law enforcement standards is unprecedented throughout the profession. The standards development and revision process represents a highly coordinated effort among police practitioners and academicians for improved policing. There remains little need to duplicate an already proven and established system for law enforcement accreditation.

In addition to CALEA’s current accreditation program, it now offers a two-step or “tiered” program for agencies wishing to participate directly with them. An “Alliance Agreement” initiative was developed by CALEA for any interested state or provincial (local) program. The parties are committed to the following:

- Recognition of each other’s programs
- Grant the local program authority to use CALEA’s copyrighted materials
- Grant CALEA recognition for local agencies that comply with core standards

- Delineate fees to be paid to CALEA
- Allow for the local program to participate in standard/process development, while maintaining autonomy over their program (CALEA, 1999a)

### **Benefits of the Alliance Agreement**

CALEA and the task force that developed the agreement believed that an alliance would be advantageous for both parties. The advantages were identified as follows:

- Brings more agencies into an accreditation process
- Increases marketing potential for members of the alliance
- Strengthens the PACs
- Gives stronger voice to local issues, affecting accreditation as a whole
- Increases communication between partners
- Integrates the accreditation efforts
- Strengthens credibility of state accreditation programs
- Helps perpetuate the concept of standards
- Opens the door for new alliances
- Continues the evolution of professionalism (CALEA, 1999a)

### **The Tiered Process and Core Standards**

Some local accreditation programs already offered tiered models, allowing agencies to gradually achieve a certain set of prescribed standards. CALEA approved a "Two-Tier" process in 1999 that contains core and noncore standards. Ninety-five standards in CALEA's *Standards for Law Enforcement Agencies* manual were identified as "core" standards. The criteria used to identify these standards were based on the following: "(1) Life, Health, Safety, Legal & other critical law enforcement requirements affecting agency and public interests; and, (2) the reduction of major risk and high liability conditions for both the agency and the employees" (CALEA, 1999a).

The Core standards represent a first "tier" in the CALEA process. A new award was created by CALEA for those agencies who met the first "tier" standards. The designation of "CALEA Recognized" was given as a progressive move toward professionalism and eventual full-accreditation. The initial recognized fee for "A" size agencies is only \$1,035 (CALEA, 1999a). While an agency can remain at this level, they will be encouraged to comply with the remaining 344 standards (out of 439) in the manual. The 344 standards are known as "Tier 2." Using the "tiers" will be an alternative for the participating agency and serve as an opportunity to "step" into accreditation (CALEA, 1999a). However, agencies are still encouraged to commit to the complete process, known as "CALEA Accreditation."

### **Conclusions and Recommendations**

The strength and proactive nature of accredited law enforcement agencies in Illinois offers a sound base for a state accreditation program. The existing base of knowledge and expertise could be shared with nonaccredited agencies for their professional development. The state's large geographical areas and regional interests have sometimes interfered with coordinated efforts to bring about

reform and change in law enforcement. Law enforcement accreditation promotes uniformity and requires a high degree of coordination for its constituents. Simply put, accreditation has proven its worth throughout the nation.

The time has come to take a serious look at how a state program in Illinois could benefit agencies that otherwise would never consider the national process. Costs and commitment of personnel are frequently mentioned as barriers to seeking accreditation. A state program can be more flexible than the national process in developing a program suitable to the needs of its constituents. Moreover, state standards can address specific issues of priority for the Illinois law enforcement community and provide guidance for local program development. Administrative overhead could be kept to a minimum by a state accrediting body, by the sharing of assessors who would "donate" their time, as opposed to receiving honorariums required by the national process. Fewer standards would be less costly and less burdensome for agencies with limited resources who are expected to focus on deploying their resources for operational priorities.

Accreditation enhances liability protection by requiring written agency policies and procedures developed from a set of nationally tested law enforcement standards. Accredited agencies and their employees also experience a sense of pride and improved morale from recognition that departments receive. This translates into better relations with the citizens, which is the ultimate goal for community-based policing.

Leadership within law enforcement associations and organizations should initiate a discourse on state accreditation for Illinois law enforcement agencies as soon as possible. Other criminal justice agencies should also participate and provide leadership for the coordination and development of an accrediting body. The Illinois General Assembly should be petitioned for legislative and financial assistance. Universities and colleges should participate in the discussions and recommend ways to promote academic and scholarly pursuits.

Among the various accreditation models that have emerged, the greatest potential for success lies in a cooperative relationship with the national accreditation process, similar to the programs in Florida and Massachusetts. Such a program is beneficial to the entire law enforcement community and once again, positions Illinois as a national leader in policing.

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# Pursue or Don't Pursue

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## Introduction

Imagine yourself in the following scenarios:

- You see a vehicle driving erratically down the road at a high rate of speed. As you turn on your emergency equipment to stop the violator, the suspect speeds up more, and it is clear he is not going to cooperate and pull over.
- An attempt to locate is put out for a vehicle that has been acting suspiciously in a neighborhood. You see the vehicle driving with no head lights on, and you attempt to pull it over. It takes off, and it is plain to see the driver is not going to pull over.
- A hit and run accident occurs with injuries. You spot the vehicle driving down the road, and it takes off from you.

Literally thousands of times each year, officers have to respond to these and many other types of incidents. How they respond has come into question. In California, there are approximately 7,000 police chases each year. According to the California Highway Patrol, in 1997 alone, there were 6,140 pursuits with 18 suspects and five bystanders killed. They are so numerous and attract so much public attention that Mr. Ken Kurwahara of California has started a business called "Pursuit Watch" which notifies subscribers of a live chase on television. Officers involved in these chases must make snap decisions on whether to pursue the suspects or, because of the danger to themselves and others, let the suspects get away.

According to the National Highway Traffic Safety Administration, the annual death toll from high speed chases averages 300 victims.

The AAA Foundation looked at several studies done in the early to mid-1990s and compiled the following statistics:

- A collision of some type can be expected to occur in 32% of pursuits.
- 20% of these will result in property damage and 13% in personal injury.
- A fatality will occur in 1.2% of police pursuits.
- 70% of deaths and injuries will involve the suspects, 14% the officers, and 15% innocent uninvolved parties.
- Police are successful in apprehending the suspects in more than 72% of the pursuits.
- The suspects are able to out run the police in 12% of escape categories.

In the past, there was no question on how these would be handled. Not only would the original officer chase the suspects, but so would every squad car in the surrounding areas. A parade of red lights would be behind the suspect chasing him or her as far as he or she wanted to go. Calling off the chase was almost unheard of. Very few departments were looking at the innocent citizens, officers, and suspects being injured or killed in crashes during police pursuits. Then, the



practice of people suing everyone for anything became popular, and departments started looking at the liability issues involved as well as the moral issues. Was chasing the suspects worth the risk of death and injuries?

In the 16 years prior to 1997, 5,306 deaths were documented during police pursuits (*The Association of Trial Lawyers*). Many were citizens that had nothing to do with the pursuit, but only happened to be in the wrong place at the wrong time. Men, women, and children were taken away from their families.

It would be easy to make a case against all police pursuits and to just say that pursuits were not worth the risk. For instance, on May 22, 1990, officers of the Sacramento Sheriff's Office attempted to stop a speeding motorcycle with two young men at speeds more than 100 MPH. Suddenly, the motorcycle skidded to a stop, but the pursuing officers were unable to stop and struck the sixteen-year old passenger, killing him. The original reason for the stop was speeding. Was this worth the death of a sixteen-year old? Interestingly enough, the Supreme Court of the United States stated that the officer would not be held responsible; the actions of the suspects led to the death (*County of Sacramento et al. v. Lewis*).

There is another case where an officer observed a vehicle take off at a high rate of speed from a truck stop. The officer drove up to the vehicle and attempted a stop, but the vehicle took off. The officer almost decided to disengage, but he continued. Eventually, the suspect was stopped, and it was learned that the suspect had just kidnapped a female and put her in the trunk of her car. It doesn't take much imagination to see what would have happened to her if the suspect had been allowed to go free. Chase or not a chase?

Legally, in most cases, officers are not civilly liable for injuries to citizens or suspects. The courts have stated that unless officers' actions "shock the conscience," which means that unless the officers *intentionally* caused injury or death, they and their departments are not liable.

## **Discussion**

Pursuit, like most things in police work, is not a black and white issue. There is a moral obligation given to officers to protect the public and when the public is injured or killed during a chase, this can cause extreme emotional trauma. An action they are involved in hurts or kills the very ones they are to protect. Although there are no known available statistics I know of to show this, it is reasonable to assume that many good officers' careers have come to an early end because they could not recover emotionally. To complicate matters, officers know it is their duty to arrest law breakers, and it goes against everything they have been taught to actually let a suspect go.

Almost all departments around the United States have issued policies on police pursuits. They have pretty much the same language stating that unless the driver of the fleeing vehicle is wanted on forcible felony charges, the pursuits will be terminated.

I quizzed the officers in my executive management class on whether their departments have written policies, and all but one advised affirmative. They all classified the

policies as restrictive. California is one state that has not gone with the rest of the country. Most of the departments, including the California Highway Patrol, do not automatically stop pursuits but insist that it is the duty of the police to apprehend violators, almost at any cost. This does not sit well with the ACLU. Ramona Ripston, Executive Director of the ACLU of Southern California, was quoted on May 26, 1998 saying, "Today's decision by the United States Supreme Court absolving police officers from any liability in the deaths of innocent people who are killed or severely injured as the result of a reckless police chase is extremely unfortunate."

Police departments, having restricted police pursuits, are now looking for alternatives, and technology is giving new options that may help to facilitate major changes in law enforcement services in the near future. The following are some prototype technologies, some in use now and some that may be in the future:

- *The Retractable Spiked Barrier Strip*: Different from the current spike strips being used now, this new strip could be laid anytime at any distance in front of the suspect vehicle. It is remotely activated, so passing vehicles receive no damage. When the suspect vehicle approaches, the strip is activated causing spikes to deploy. As soon as the vehicle has passed, the spikes can be remotely retracted. The Idaho National Engineering Laboratory presented this in 1995 to the National Institute of Justice.
- *The Auto Arrestor System*: This system delivers a short burst of electrical current to burn out or disrupt critical electrical components of the suspect vehicle. Once the vehicle has driven over the system, the car's system shuts down, and it coasts to a stop. This is being developed by Jaycor of Colorado Springs, Colorado.
- *The Road Patriot/Road Sentry*: The Road Patriot is a rocket powered unit that is launched from a squad car. It is lowered from the undercarriage of the squad car and is launched toward the suspect vehicle. When it comes into contact with the car, an electrical charge is deployed disabling the vehicle. The Road Sentry works on the same principle and can be permanently mounted to the road or placed on the road ahead of the suspect vehicle. When the vehicle drives over the device, it acts the same way as the Arrestor System. Both are developed by Non-Lethal Technologies.
- *The Checkpoint Barrier Strip*: This works basically the same way as the Retractable Spiked Barrier Strip. It is designed for checkpoints along the borders and is very useful on large trucks trying to avoid border patrol. This is designed by the Eagle Research Group, Inc.
- *The Fleeing Vehicle Tagging System*: This system operates by launching a projectile that is less than lethal to bystanders if it should miss its target. The projectile has an adhesive that would secure it to the suspect vehicle, and a frequency transmitter so the police could follow with the use of a receiver. It is being developed by the Idaho Engineering Laboratory.

All of this may one day make police pursuits a thing of the past. The decision would no longer be to chase or not, but what type of equipment to use to secure

the arrest of the suspect. Till then, each department should work with their legal authorities and decide what is in the best interest of the public.

## **Conclusion**

At the start of this research paper, I was very “pro-chase.” I have been involved in many chases over my 26-year career. Once, I was even struck by the vehicle I was chasing; when it stopped, I approached and then it came at me. But, looking back, I have to say that I was extremely lucky no one was ever seriously injured in a chase I was involved with.

This is a classic case where legally, police may have the right to pursue fleeing suspects, but morally, any reasonable person would have to consider, “is it worth the risk?”

What I tell my officers is to consider one question: “Is the chase and apprehension of the suspect worth the possible death of their wife, children, friends, or relatives?” Sobering thought, isn’t it?

**Editor’s Note:** The Illinois Law Enforcement Training and Standards Board has developed Model Guidelines for Pursuit.

*About the Author:* David Searcy has been with the Springfield Police Department since October 31, 1973. He has worked through the ranks as a patrolman, detective, sergeant, and presently as a lieutenant. He has supervised the SPD Emergency Response Team, undercover drug unit, K-9, Horse Patrol, and is now co-in-charge of the Hostage Negotiations Team. Currently, he is assigned to Operations Watch where his duties include the supervision of six sergeants and 36 officers. He has been married for 28 years and has two children.

# Implementation of Community-Oriented Policing in a Small Rural Community

**Chief Russell Stokes**  
**Cortland Police Department**

I am the Chief of Police in the Town of Cortland, Illinois. Having served 24 years as a police officer in the Chicago suburbs, I chose to take early retirement from the Roselle Police Department to accept the challenges of becoming Cortland's first full-time Chief of Police.

The Town of Cortland is located in central DeKalb County, Illinois. It was incorporated in 1865 and has always been a small farm community. Many of its residents have family ties in the community. The history of the town shows very little change in population until the 1970s when the area began to experience growth from the suburbs some 50 miles away. This was due, in part, to improved roads and the Illinois Tollway which made travel easier and faster from the suburbs to an area that exhibited a safe and peaceful environment.

In 1990, the Town of Cortland had a population of approximately 960 people with 16 businesses contributing sales tax to the municipal government. At present, the Town of Cortland has an estimated population of 2,000 people and is home to 42 tax-producing businesses.

Residentially, the town has been primarily comprised of single-family dwellings with some duplex homes. In the mid-1990s, multi-unit apartment buildings were introduced to the community, and in 1998, a 96-unit apartment complex opened, adding approximately 300 people to our community.

There is one public grade school in Cortland. In 1985, that school was closed due to low student enrollment; it remained closed for eight years, during which time the town's school-aged children were bused to a neighboring community. Cortland School was reopened in 1993, offering classes for kindergarten and first grade, with an additional grade added each of the next three years. Increasing enrollment resulted in an addition being built to house all students in grades kindergarten through fourth. Enrollment is now approximately 300 students, and this number is expected to grow. Grades five through high school are still bused to a neighboring community to attend school.

The town is comprised primarily of white, middle-class residents. Many of the residents who have resided here for many years, or whose families were here before them, resent the growth of the community and the inherent need to improve and increase public services, all of which cost them money. The newer residents of the community were attracted to move to Cortland from their former suburban homes not only by the safe and peaceful environment, but also because the homes are less expensive and property taxes are lower than they had previously experienced. These people were accustomed to a high level of public services

made possible through the higher tax bases of their former communities. They counted on and demanded that level of service in their former homes, and they took it for granted and assumed the services would be the same in Cortland. People moved here without knowing that Cortland has only a small staff of employees in the town hall, the public works, and water departments and that the town is in desperate need of additional staff and newer or additional equipment to meet the needs of the community.

Cortland Fire Department, which is an association of volunteer members, including some of the Cortland police officers, who are contracted by the Cortland Fire Protection District, is *all* volunteer. Their members are *not* in the fire station waiting to respond to an emergency. The Fire Department also requires additional staff and newer or additional equipment to meet the needs of this growing community. Paramedic services are contracted from a neighboring community by the Fire Protection District; their response can be hampered by weather and road conditions.

Last, but not least, the Cortland Police Department is not a 24-hour police agency. It is dispatched by the DeKalb County Sheriff's Office. Sheriffs' police respond to emergency calls in town when a Cortland police officer is unavailable.

Right about now, you're probably thinking, "Thanks for the history lesson on your town and its current problems. What's it got to do with the community-oriented policing?" Everything! It's important that you know the history of this small, but growing rural community, as I believe it is comparable to many across the state and across the country.

Community-oriented policing is not a program; it's a philosophy. It's about delivering maximum service to your community through a partnership with the community. Implementation of this philosophy within a police department is similar whether the department is small and rural, or large and urban. The differences in the application of community-oriented policing will vary depending on the police department's commitment, resources, budget, and acceptance of the philosophy by the community.

Community-oriented policing does not take place overnight. It takes the resolve of the entire department, from chief to officer. It takes inventive ideas. It takes communication. It requires chances.

Efforts by the department in the community-oriented policing endeavor need to be tailor-made to fit the community. As much as I am a firm believer in not "re-inventing the wheel," many programs initiated by other departments may not be accepted by your community. It is important that you as a chief of police not only have a clear understanding of the present state of your community and a vision for its future, but also have knowledge of its past. This understanding, vision, and knowledge will help in formulating a community-oriented policing implementation plan that will be generally accepted.

In 1990, the Cortland Police Department consisted of one part-time officer working 80 hours a month. That officer was appointed Chief of Police. I was appointed to part-time officer status in 1991. I assisted the Chief while working 40 hours

a month. At present, the Cortland Police Department consists of a full-time chief of police, a part-time sergeant, and five part-time officers. The total hours committed to part-time staff is 260 hours a month. The Police Department has a current budget of \$130,000.

One of the greatest obstacles we encountered while attempting to establish rapport with the community has been the Police Department's image. With the Police Department historically being staffed by part-time officers, whose primary function was traffic enforcement, reference to the town as "Mayberry" and the officers as "Barney Fife" was commonplace. Residents knew little of the police function in the community other than that of ticket writers. This needed to be changed.

The previous chief realized the department had an image problem and attempted to break down the barriers between citizens and police by implementing a neighborhood watch program. Despite his best efforts, this program failed miserably. While the meetings attracted a few residents initially, interest in the program by citizens never caught on. Eventually the chief was the only person showing up for the meetings. In critiquing this failed attempt, we realized that our residents had no interest in a crime-prevention type program since the town lacked the type of crime that would make the residents feel insecure in their home or surroundings. The lack of crime is obviously good. Our approach in establishing communication with the residents was wrong.

We then attempted to establish communications with our residents by addressing one of the most common complaints received by members of the Town Board of Trustees and the Chief of Police, that of speeding automobiles in the neighborhoods. We implemented a program modeled after one used by the Vernon Hills Police Department and the Oak Park Police Department. We established the Cortland Citizen Speed Watch. We felt confident that the Speed Watch Program would enable the department to establish communications with the residents while helping us curtail the problem of speeding automobiles. The program was based on volunteer residents being trained to use hand-held stationery-type radar to check the speeds of vehicles in their neighborhood. The volunteer would keep a list of offending vehicles noting date, time, location, speed, and license number. The Police Department would follow up with a form letter sent to the registered owner of the speeding vehicle. The information gathered by the volunteers would also be useful in scheduling officers to directed patrol of the areas determined to be troubled spots.

As much as the department promoted this program, no one volunteered. The program did manage to reduce the number of complaints regarding speeders, as the complainants were always asked for their assistance and participation in the Speed Watch. In critiquing this failure, we felt that the efforts to create community involvement failed because the volunteer would lack the anonymity that might be achieved in much larger communities.

When I became Chief of Police on October 1, 1998, I was still determined to implement community-oriented policing in Cortland, but I knew there would have to be an entirely different approach. I had previously received training in the community-oriented policing philosophy as a patrol officer. It was necessary

for the entire Cortland Police Department staff to receive the same training, along with training in problem solving. This was accomplished through our Mobile Training Unit. Then, the sergeant and I went for training in supervising community-oriented policing efforts.

Once the entire department was in step with the philosophy, staff meetings were held to discuss improving the police department's image and the creation of a mission statement. On April 21, 1999, the following mission statement was adopted by the department:

We, the members of the Cortland Police Department, although few in number, are large in our commitment to public safety and law enforcement. We embrace the philosophy of community-oriented policing. By using such policing techniques as crime prevention and community problem solving, the Department becomes an integral part of improving and maintaining the quality of life in the Town of Cortland. We will make true the old adage "the people are the police, and the police are the people." We will be a part of, not apart from, the community.

We resolve to be tough on crime while being sensitive and compassionate to all people. We are committed to fair and impartial enforcement of the law. We will be the benchmark of professional policing, serving everyone honestly, fairly, and with integrity. We will be a source of pride for our community.

Now, with the entire department aware of our mission, along with some cosmetic changes made within our department (different uniforms and equipment upgrades) to improve our visual image. We discussed ways of becoming a part of the community while bringing crime prevention and safety to the forefront. We planned our implementation in two parts: (1) residential and (2) businesses. Every officer, every day, would be taking part in our effort.

For the most part, officers found that certain things they had already been doing routinely while on duty constituted community-oriented policing. We just needed to unify and enhance those activities. A good example is our approach in the business community. Officers would routinely check the doors and windows of closed businesses to make sure they were secure. In the past, when doors and windows were found to be unsecure, the officer would close and lock the affected door or window and go about his patrol. Good work on the part of the officer, but there was no communication with the business owner or manager. Our officers now leave a "Watch Out/Help Out" notice at the business, advising not only that the business was found unsecure, but also the date, the time, and which officer checked and secured the business. If it is necessary to have a representative of the business come to the scene, our department now has a complete and up-to-date keyholder list for all businesses in Cortland. As Chief of Police, I sent personal letters to all of the business owners asking them to provide this information so that we might better serve them. The department received total compliance from the business community on this endeavor. Officers will validate the keyholder list once a year through a personal visit to each business.

Another example of our community-oriented policing is our “Business Watch.” Officers have routinely provided surveillance for certain businesses, such as convenience stores and the bank, during opening and closing of those businesses. There is no way to measure what crime preventive impact this officer-initiated activity has had on our community. To enhance this activity, officers now speak with the business employees, advising them that they are in the area when the business opens or closes. This has been an expressed comfort to the employees, knowing that the police are there. Our officers were conducting this crime-preventive activity long before we adopted community-oriented policing, but before we began communicating with the business employees, they didn’t know we were providing them this service.

Our approach to implementing community-oriented policing with our residents required a different approach than that taken in the past. We had already experimented with an “Officer Friendly” program in our grade school. We thought that by building on that program, we could create an avenue of communication with at least 300 of our residents directly, that being the students, and approximately 700 more indirectly, comprised of relatives, friends, and neighbors. Initially, this is about half of our town’s population that we could open lines of communication to promote the community-oriented policing philosophy. This would also improve the image of the police department as not only that of a law enforcement agency, but also as that of a community service and public education entity. Communication with the residential community would be established through the children.

In the fall of 1998, through cooperation of the administration and teachers at Cortland School, we expanded our program to what is now known as “The Officer Friendly/Child Safety Program.” The Cortland Police Department has one part-time officer that exclusively works this program. Her background, education, and training qualify her for this assignment. Her dedication and self-motivation add to her qualifications. This officer schedules her own hours around blocks of time made available by the teachers for her to teach. She also attends school functions and PTA meetings, serving as the police department liaison. Her topics of class instruction include Police Officer Identification, Stranger Danger/Don’t Go If Your Parents Don’t Know, Use of E9-1-1; Operation Lifesaver (railroad awareness and safety); Operation Buckledown (seatbelt/child restraint instruction); and Bicycle Safety. The topics presented to the children are basic child safety topics. They do not touch on topics presented later during DARE and VEGA classes given in grades five and up by a neighboring police agency. I feel our program is a good precursor to those programs in that it establishes communication and trust between the children and the police.

The school liaison officer also coordinates the students’ involvement in the annual Cortland Pumpkin Parade with their mascot McGruff and organizes an annual “Popcorn and Pop with the Cops” event during their winter school break. In that event, the children get together with officers to view a feature movie that they choose and several child safety videos while enjoying popcorn and soft drinks.

During the summer months when the children are not in school, the school liaison officer organizes monthly “Splash Days” since the Town of Cortland does not have a public swimming pool. In this event, the police department and fire



department team up for an afternoon of fun, allowing the children to play in the fire department's water tanks and run through water supplied by fire hoses and water cannons. The children also enjoy ice cream provided by the police department. These events are attended by parents, affording them the opportunity to meet and speak with officers that are in attendance.

During the summer months, officers also participate in the Cortland Community Library's summer reading program. The officers attend the library program on scheduled evenings to read to children. Usually the books have a safety theme, and the officer attends with McGruff. Many parents also attend this event, again affording them the opportunity to meet and speak with the officers that are in attendance.

In a further attempt to make officers more visible and accessible to the residents, the Cortland Police Department initiated a Bicycle Patrol in May 1999. This made the Cortland Police Department one of only four police departments in DeKalb County that have such a patrol. Two officers on the department who had previously received instruction on bicycle patrol technique volunteered for this assignment. Initiation of the Bicycle Patrol was publicly viewed as being progressive, and the department has received unsolicited positive press coverage which also enhances our image.

I credit the Officer Friendly/Child Safety Program, summer Splash Day and reading programs, and the Bicycle Patrol with the reduction of reported incidents of juvenile mischief within our community.

Officers on routine patrol are encouraged to leave their squad car and conduct foot patrol in the apartment complex. They also have taken the "Watch Out/Help Out" initiative to the residential areas by leaving the aforementioned notices at residences where garage doors have been left open at night while the residents are asleep or other property is found unsecure, leaving potential for a crime to occur.

All of the aforementioned activities, programs, and initiatives have aided our department in bringing the community-oriented policing philosophy to our community. It took commitment to our mission. It took training. It takes patience. It takes creativity. And it takes time to take root and grow.

There will always be the obstacle of the "It's them vs. us" mentality, on the side of both the citizens and the police. This mindset will take time to change in the same way that it took generations to create.

Our department is small. I consider all of my officers to be trained, experienced professionals. Most of the officers adapted well to the philosophy of community-oriented policing, but there will always be those who will not accept the philosophy in its entirety. This, I am sure, is a universal problem.

In summary, I am an avid supporter of community-oriented policing. There is still more to be done by my department in this endeavor, but what we have accomplished is proof that community-oriented policing works in bringing the police and community together. The size of the police department does not matter.

You can find a way to implement the philosophy despite a restrictive budget. What will dictate success is the commitment of the department—from its chief to its patrol officers. All have an equal share in its implementation while having the opportunity to use their experience and imagination in developing ideas and solutions to community problems.

Community-oriented policing is *not* soft on crime. Our department experienced an 85% increase in criminal arrests for 1999 as compared with 1998, the majority being officer initiated, following our implementation of community-oriented policing. There was also a 49% increase in traffic citations issued over those issued in 1998, and this was done without mandating productivity standards!

The police department, no matter how large, no matter the extent of its resources, cannot do it alone. We need the support of the community. We need their partnership if we are going to maintain the integrity of the community and protect its citizens from crime.

*About the Author: Chief Stokes began his law enforcement career in 1974. He graduated from the Chicago Police Academy in 1975 and served as a police officer with the Norridge Police Department until 1978 when he joined the Roselle Police Department.*

*In his 20-year tenure with the Roselle Police Department, Chief Stokes served as a crime scene technician, detective, juvenile officer, and officer-in-charge, before retiring in 1998 to become the Cortland Police Department's first full-time Chief of Police.*

*Chief Stokes is a 1999 graduate of Northwestern University Traffic Institute Executive Management Program and is a member of the Illinois Police Association and the Illinois Association of Chiefs of Police.*



# **A Model for Implementing Community-Based Crime Prevention Programs in Small to Medium Size Towns . . . (An Approach to Combating the Spread of Gangs and Drugs to Suburban and Rural Areas)**

**Dr. Clyde L. Cronkhite**

**Department of Law Enforcement and Justice Administration  
Western Illinois University**

Drugs and gangs are spreading from big cities to small and medium size towns. This trend is threatening the quality of life of a number of suburban and rural areas. To maintain good quality of life, concerned townships are taking a proactive posture against this crime movement by focusing on community-based crime prevention programs. These programs unite communities in the fight to prevent the spread of crime. This article explores the process of developing a community-based program in a university town of 20,000 residents (plus 12,000 college students), within a 40,000 population county.

## **The Challenges**

After a career of serving in all law enforcement ranks in large cities, I moved to a small town to become a professor in the Law Enforcement and Criminal Justice Department at the university. The town (Macomb, Illinois) offers an excellent quality of life with a low crime rate.

Despite the excellent quality of life in Macomb, harbingers of gang and drug activities have surfaced in recent years. This is likely the result of an influx of some people seeking a haven from the increased law enforcement efforts in larger cities. Drug arrests and evidence of graffiti began to appear in the early 1990s. What resulted next may serve as a model for other cities confronting the spread of crime.

## **The Approach**

### *Community Quality of Life Advisory Committee*

In early 1994, a Crime and Quality of Life Advisory Committee was formed for the City of Macomb. In 1996, the name was changed to Community Quality of Life Committee, and the purview expanded to include all of McDonough County. The purpose of the Advisory Committee is defined as follows:

[T]o monitor and give advice about maintaining and enhancing community quality of life through the prevention and reduction of causes of crime that adversely impact our neighborhoods.

Leaders of public agencies who had a responsibility for quality of life, criminal justice academicians from the university, and other community leaders were recruited. A number of members of the committee were selected because they were in a position that had the responsibility (and the authority) to provide good neighborhood quality of life. The following positions made up the committee:

- Superintendent of schools, Chair
- Professor, university law enforcement department, Vice chair
- Police chief
- Sheriff
- Director of university police
- Commander of local state police district
- Fire chief
- Mayor
- City manager
- City attorney
- Local state's attorney
- Bank president
- Executive director of housing authority
- Local state representative
- Local state senator
- Prominent local priest
- Director of local government/Commerce and Community Affairs
- Several prominent business leaders
- Owner of the local newspaper
- Several criminal justice professors from the university

The major responsibility of the Advisory Committee involved developing a method for measuring the quality of life in the community, setting a base line, and providing continuing monitoring.

### *Community Quality of Life "Wellness Indicators"*

Professor Michael Hazlett, a criminal justice research specialist from the Department of Law Enforcement and Justice Administration at WIU, was enlisted to develop the method of measuring community quality of life. An analysis of 26 years of Macomb and McDonough County trends resulted. Comparisons were made with eight other contiguous counties and with Illinois totals. The following factors were selected as "community wellness" indicators:

- Population size and density
- Water usage per household monitored between census surveys
- Population age, ethnicity, and education
- Poverty rates
- Welfare rates
- Unemployment rates
- Rental property rates
- Unoccupied property rates
- Per capita income
- Retail and wholesale sales
- Single-parent families

- Property tax assessment
- Tax revenues
- Births by mother under 18 years of age
- Ratio of police officer and fire fighters per 1000 residents
- Index crimes
- Arrest index
- School confrontation reports
- Truancy violations
- Traffic accidents
- Emergency room admissions
- Calls for emergency service

The Advisory Committee meets at least quarterly, and members review these indicators. A community quality of life “report card” or “wellness report” is published. Any indication that community quality of life is being negatively affected requires recommendations for combating the detrimental factors before they become major problems.

### *Youth Quality of Life Task Force*

Early signs of substance abuse and gang involvement were noted. As a result, the committee formed a Youth Quality of Life Task Force that meets monthly. This Task Force was charged with the responsibility of the following:

- Determining the extent of the problem
- Determining what was currently being done about it, where there was unnecessary duplication, where there was need for additional action, and what the action should be
- Recommending action to be taken by the Advisory Committee members

The Task Force was co-chaired by the superintendent of schools and the local priest. Members included several of the Advisory Committee members, such as the mayor and the director of the housing authority.

Additionally, persons who dealt daily with youth problems were made part of the Task Force, along with an expert in substance abuse problems from the university.

The Task Force has made recommendations on school dress codes, truancy enforcement, a youth teen center, and ordinances to restrict alcohol and tobacco use by minors. Also, recommendations were made to use the city cable television channel and the local newspaper to alert parents to facts about gangs and substance abuse among teens.

The Task Force also collected information on nearly 100 community activities that were available to youths. This information was conveyed to parents and youth through the media. The information was also made available to the practitioners who dealt with young people in trouble. For example, the police were encouraged to divert youth to these community activities. Instead of just “counseling and releasing” minor offenders, officers were encouraged to get them involved in one of the many available community activities. Scholarships for summer youth activities were also created.

To deal with complaints about the deterioration of neighborhoods around the university where students rent apartments and houses, an "Adopt-a-Street" program was developed. University student organizations have now adopted the streets around the university, and a marked improvement in neighborhood quality of life has resulted.

The Task Force meets as an informal group. Members are able to get to the heart of issues even if they are politically sensitive. Their recommendations, once agreed upon, are made at Advisory Committee meetings which are open to the public and attended by the news media.

### *Recognition Days for Those Who Enhance Community Quality of Life*

One of the Advisory Committee recommendations was to spotlight people and activities that enhance community quality of life. This recommendation has evolved into a yearly event held in September in the town square. The day-long event includes exhibits and demonstrations by most county public safety agencies. Local schools bring students to the event where thousands of community members meet police, fire, emergency, and rescue officers. Community members (young and old) have the opportunity to thank these public employees, have their pictures taken with them, pet the police dogs, climb the fire equipment, sound the police siren, and other such activities.

The celebration includes a supplement in the local newspaper that commends and provides photographs of members of the county public safety agencies. Awards are given to individual agencies as well as to citizens who contribute to community quality of life. The yearly event fosters communication and trust between the public safety agencies and the community, and it promotes awareness of the relationship between public safety and good community quality of life.

### **Summation**

As crime (particularly drugs and gang violence) seeps into smaller communities, many townships are implementing procedures to deter its spreading. The crime and quality of life effort in McDonough County, Illinois is one such program. An Advisory Counsel oversees the program and promotes cooperation and coordination among the various entities that have a responsibility for community quality of life.

Community wellness indicators were established and are continually monitored. When indicators disclose the beginning signs of activities that will adversely impact quality of life, task forces are established to recommend remedies. Remedies are implemented through the Advisory Committee and are aimed at preventing community "infections" before they become serious.

Each year (beginning in 1994) special recognition is given to those that contribute to the community quality of life. Last year, there were 14 recipients who received plaques and recognition at a honors reception that reminds community members of the importance of good quality of life.

Anyone involved in resolving social problems knows that there are no perfect solutions; however, insightful preventative activity can inhibit and even preclude many adverse conditions that result in the deterioration of community quality of life and the increase of crime.

This article has attempted to present one such effort that may be a useful model to other townships confronting an influx of drug and gang activities.

## References

1. Crime and Quality of Life Advisory Committee was founded by Timothy Flemming, President and CEO, Citizens National Bank of Macomb, 127 S. Side Square, Macomb, IL, 61455 and Dr. Clyde Cronkhite, Professor Department of Law Enforcement and Justice Administration, Western Illinois University, 1 University Circle, Macomb, IL 61455.
2. Community Wellness Factors developed by Professor Michael Hazlett, Department of Law Enforcement and Justice Administration, Western Illinois University, 1 University Circle, Macomb, IL 61455. They have been documented in a July 15, 1996, document titled *A Time-Series Analysis of McDonough County and Macomb Wellness Factors*.
3. Articles from the *Macomb Journal*, P.O. Box 597, Macomb, IL 61455

*About the Author:* Dr. Cronkhite is professor and former chairperson of the Department of Law Enforcement and Justice Administration at Western Illinois University. He served as police officer through deputy chief with the Los Angeles Police Department and as chief of the Santa Ana Police Department in California. He received his Doctor and Master of Public Administration degrees from the University of Southern California (USC).





# Illinois Law Enforcement and Technology in the 21st Century

**Robert James Fischer, PhD**  
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In 1998, the Illinois Law Enforcement Executive Institute and the Illinois Law Enforcement Media Center, both projects of the Illinois Law Enforcement Training and Standards Board (ILETSB), initiated a survey study to determine to what extent computer technology is being used by Illinois law enforcement agencies. The decision to conduct the survey was prompted by the desire of the Media Center to increase its usage of the Internet. While the Media Center had actively listed information on the ILETSB's web page, the question about who can access this information had not been answered.

The survey was developed and distributed to 1,299 law enforcement executives as identified through the ILETSB's database. This number represents the known population of law enforcement executives under the jurisdiction of the ILETSB. State and federal agencies are not subject to ILETSB regulation and were not included in this study.

Approximately 548 surveys were completed with no follow-up. This response represents a 42% response rate. The vast majority, 451 respondents, were municipal departments. There were 58 county agencies, 26 campus departments, 13 park districts, and four from other law enforcement agencies (i.e., railroad police or conservation districts). The majority (232) of respondents were from departments with less than 10 officers, followed by departments with 10 to 19 officers (119). It is interesting to note that two agencies reported having over 500 officers.

The survey was divided into several components. One component regarded the use of departmental computers. A second component inquired about departmental use of Internet/World Wide Web services. Still, a third component solicited information about a department's use of distance learning/training technology. A component on the use of home computers was also solicited.

## **Departmental Computers**

The vast majority, 461 of 548 departments, have some type of computer system. The majority of the systems are IBM compatible. Approximately 77 departments maintain mainframe operations, 13 have Macintosh computers, and 17 have Unix. Of those with IBM compatibility, 541 computers have Pentium or 486 processors. More than 460 departments are using either Windows 3.1 or Windows 95, and 84 are using Windows NT. Of those departments using Macintosh technology, nine have Power Macintosh computers which allow them to operate in the IBM DOS environment. This information indicates that the majority of responding departments have the capability of accessing the Internet, assuming the computer has sufficient random access memory (RAM). Only 46 agencies have less than 16 mg of RAM.

Departments reported using the computer in the following areas in descending order of usage: word processing, management reports, crime statistics and surveys, investigative information, Internet/World Wide Web access, communications and e-mail (internal), and automated video identification.

### ***Departmental Internet World Wide Web Access***

While the majority of respondents indicated that access to the World Wide Web is available in their communities, only 276 have access to the service. The fact that the vast majority of Illinois police agencies have less than nine officers may mean that \$20 per month or \$240 per year, the average cost of Internet access, is too great for inclusion in small budgets. Only 55 departments reported not having the needed hardware as a reason for not subscribing, and 38 respondents were not interested in the services available through the Internet. This may be due to a lack of awareness of the services that are available for police agencies through Internet resources.

It is interesting that 123 respondents have already developed their own departmental website. Just under half of the respondents indicated that they have used the Internet for information searches such as court decisions. Again, approximately 50% indicated that they would use the Internet if training opportunities for police were made available through this medium. Still, only 202 agencies responded that they used internet e-mail services.

The interest in access to computer training is promising since the responses to questions on the current use of distance learning/training methods were not as positive.

### **Departmental Use of Distance Learning/Training Methods**

Only 172 respondent departments indicated participation in law enforcement training offered through satellite television. The majority of this training has been provided by LETN. Eighty-three agencies indicated that they had participated in satellite training offered by the ILETSB through their Mobile Teams.

Although only 172 departments reported participating in satellite training, 282 responded that they believe satellite training is effective. A partial explanation of this disparity is found in the apparent lack of knowledge about satellite downlink sites within 25 miles of the department.

Similar support for nontraditional training is found in the response to departmental participation in computer-based training. More than 50% of the responding agencies have participated in computer-based training of one type or another.

### **Home Computer Access**

Respondents were also asked about access to computers at home. The vast majority, 395 of the respondents, reported having their own computers, and 379 of these are IBM compatible. Of the IBM computers, 331 have Pentium or 486 processors with 264 operating on Windows 95 or NT. Of the 18 Macintosh users, 12 reported

having Power Macintosh computers. Once again, the majority of computers have the ability to access web-based programming.

As expected, the majority of home use centered on word processing followed by entertainment.

Of the 395 respondents who use computers at home, 262 reported using the Internet. This figure parallels the number of respondents with Windows 95 or NT, but is less than the 331 who have computers capable of Internet activity. The reason given most often for not having Internet access is the cost of phone charges. Although 30 respondents were not interested in accessing the Internet at the time of this survey, 35 were interested in the Internet, but did not have the computer capability.

More than 270 respondents use their home computers for work/business activities and 259 indicated that they have searched the World Wide Web for work-related information. Only 148 respondents reported they would be interested in Internet training accessible from their home, however.

Comments were received from many respondents. Typically, the majority were supportive and complimentary of computer-based training. Some comments reflect the interest of police administrators, but most reflect the unwillingness of the city or controlling government body to invest in upgraded hardware or payment for an Internet provider.

*Robert James Fischer, PhD, is the Director of the Illinois Law Enforcement Executive Institute, a program of the Illinois Law Enforcement Training and Standards Board.*



## Guidelines for Preparing Manuscripts

There are virtually no restrictions on subject matter as long as the material pertains, in the opinion of the Editor, to law-enforcement-related areas. Manuscripts should be typed and double-spaced. A résumé or vitae from the author(s) must accompany submissions. Book reviews and research notes will be considered for publication. No submission will be published until recommended by referees, who will review blind copies.

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Send three hard-copy manuscripts, vitae(s), and a diskette to

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# Works Published/Produced Through the Illinois Law Enforcement Executive Institute

*Emerging Challenges in Illinois Law Enforcement Collective Bargaining*, Lewis Bender, Robert Fischer, and Thomas J. Jurkanin, January 2001.

*Illinois Law Enforcement Executive Forum Journal*, June 2000, Inaugural issue.

*Methamphetamine Labs: A New Danger For Illinois*, 30 minute videotape, produced in cooperation with the U.S. Drug Enforcement Administration, Illinois State Police through funds from the Illinois Law Enforcement Training and Standards Board.

*Small Town Policing in the New Millennium: Strategies, Options, and Alternate Methods*, Robin Johnson, author and researcher, published in cooperation with the Illinois Institute for Rural Affairs, March 2000.

*Managing a Clandestine Laboratory Enforcement Program*, Inspector Thomas McNamara, March 1999, through a grant from the Illinois Law Enforcement Training and Standards Board.

*Model Domestic Violence Protocol for Law Enforcement*, 1999, through a grant from the Illinois Criminal Justice Information Authority.

*Making Empathy Statements to Defuse Conflict and Generate Rapport*, Joseph Kulis et al., 1998.

*Developing Persona Skills for Community Policing: A Manual for Trainers*, Joseph Kulis, 1998.

*An Assessment of Municipal and County Computer Crime Investigations in Chicago, Illinois Metropolitan Area*, Bradley Byers, 1997.

*Identifying the Future of Law Enforcement: 1997 Executive Forum Series Summary of Proceedings and Conference Notes*, Illinois Law Enforcement Executive Institute in cooperation with the Illinois Law Enforcement Training and Standards Board, 1997.

*Sex Crimes Investigation Course: Train-the-Trainer*, Scott Keenan, Susan Welch, Polly Poskin authors, Illinois Law Enforcement Executive Institute, 1997.

*Police Executive's Perspectives of the Pre-Service Model*, Kent Harrington, primary researcher and author, Illinois Law Enforcement Executive Institute, 1997.

*Surviving and Thriving as a Law Enforcement Executive in the Twenty-First Century*, May 1996, November 1996, October 1997, June 1997, June 1998.



*Model Guidelines and Sex Crimes Investigation Manual for Illinois Law Enforcement*, editor, Illinois Law Enforcement Executive Institute and the Illinois Coalition Against Sexual Assault through a grant from the Illinois Criminal Justice Information Authority, 1996.

*Illinois Legislative Updates*, 1995, 1996, 1997, Kevin Burke author, Illinois Law Enforcement Executive Institute. (Videotapes produced as well as an annual satellite interactive television program through Educational Broadcasting at Western Illinois University.)

*Zero Tolerance*, Illinois Secretary of State police (videotape produced as well as a satellite interactive television program through Educational Broadcasting at Western Illinois University), 1994.

*Sexual Assault Investigation Series* (three tapes) in cooperation with the Illinois Coalition Against Domestic Violence through a grant from the Illinois Criminal Justice Information Authority, 1996.

1. Preliminary and In-depth Interview of the Victim of Adult Sexual Assault
2. Evidence Collection
3. Suspect Interview

*Domestic Violence Investigations Series* (three tapes) in cooperation with the Illinois Coalition Against Domestic Violence and the Illinois Attorney General through a grant from the Illinois Criminal Justice Information Authority, 1997.

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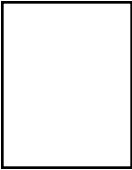
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