

November 18, 2013



Key Findings:

- Municipalities and law enforcement agencies have experienced continued budgetary strains over the last several years. This trend will likely continue, creating additional strain on the existing system for law enforcement. Opportunities for increased efficiency and effectiveness exist within and across jurisdictional lines, and without taking advantage of these opportunities, local governments are unlikely to be able to maintain existing service levels.
- The CEC recommends that recommends that local leaders and law enforcement agencies pursue increased regionalization of law enforcement functions by undertaking these actions:

- 1) Expand technological improvements to eliminate dated hand-written records processes and duplication of labor.
- 2) Create a shared regional task force for highly specialized functions including training, crime scene investigations, major cases, tactical forces, and similar activities.
- 3) Create shared divisions for regional administrative support, records, and evidence, potentially adding other support functions.
- 4) Consolidate select municipal departments into combined local departments to manage scarce resources.
- 5) Engage the services of an independent consultant, working in conjunction with the Regional Leadership Council and the CEC or any follow-on group of the CEC, to conduct a thorough analysis of SPD-SCSO consolidation that builds upon the CEC's existing work.

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Citizens' Efficiency Commission Recommendation: Law Enforcement in Sangamon County

Introduction

This report represents a formal recommendation by the Citizens' Efficiency Commission (CEC). Members of the CEC and its research staff have validated information contained in this report. The Commission expresses its hope that relevant local leaders will review the recommendation and take strides toward its implementation.

The CEC endeavored in its law enforcement review to take a three-fold approach to concerns it had heard voiced in the region. It reviewed alternatives related to: a) smaller municipalities in the region, b) the City of Springfield and Sangamon County, and c) the potential for a broader regional force.

In light of the research presented below, the CEC recommends that local leaders and law enforcement agencies pursue increased regionalization of law enforcement functions by undertaking the following actions:

- 1) Expand technological improvements to eliminate dated, hand-written records processes and duplication of labor.**
- 2) Create a shared regional task force for highly specialized functions including training, crime scene investigation, major cases, tactical forces, and similar activities.**
- 3) Create shared divisions for regional administrative support, records, and evidence, potentially adding other support functions.**
- 4) Consolidate select municipal departments into combined local departments to manage scarce resources.**
- 5) Engage the services of an independent consultant, working in conjunction with the Regional Leadership Council and the CEC or any follow-on group of the CEC, to conduct a thorough analysis of SPD-SCSO consolidation that builds upon the CEC's existing work.**

The Commission is prepared to provide assistance to the greatest extent possible for the review and implementation of these recommendations. Significantly, the CEC recognizes that particularly for the current recommendation on law enforcement, its work represents a platform for future action, not a full review and analysis of law enforcement locally. Further review and consideration on the part of local officials responsible for policy decisions related to law enforcement will be needed to explore and implement these actions fully.

Background Information

Law enforcement functions in Sangamon County have undergone review for improved performance and efficiency periodically throughout the region's history. For example, as recently as 2008 the



report of the Mayor of Springfield's Blue Ribbon Committee on Springfield City Finances addressed law enforcement expenses as one of its key components.¹

Coupled with this history of law enforcement review and assessment, recent trends observed by the CEC suggest that the continued strain on municipal budgets exacerbates the importance of reviewing every option for law enforcement efficiency and effectiveness in the region because law enforcement operations make up a large percentage of municipal expenditures, and law enforcement spending in Sangamon County is relatively high on a per capita basis compared to peer counties' spending (see Table 1, below). Due to these fiscal strains, some local municipalities have even undertaken outsourcing of their police forces or utilized "hire back" arrangements to reduce costs.² Others in the region have combined forces or developed shared patrol systems.³ National trends indicate that law enforcement costs are rising and will likely continue to strain municipalities.⁴ The CEC believes that costs for law enforcement, and personnel and pension costs in particular, are likely to continue to rise in the foreseeable future, suggesting that the current system is unlikely to be sustainable.

The CEC law enforcement recommendation presented here therefore builds upon a series of conversations and studies that have been developed in the past, but have never resulted in the meaningful change needed to ensure efficient and effective regional law enforcement, as well as its belief that costs will continue to rise as a share of total municipal spending. Therefore, the CEC therefore found it critical to capture as much information as possible in the course of its work in order to ensure that the law enforcement conversation can move forward with the assistance of its documented, thoroughly-research overview.

In light of both the fact that law enforcement generates a large portion of local government expenditures and the general perception that existing law enforcement systems may provide opportunities for increased efficiency and effectiveness, the CEC felt it could not leave law enforcement services unaddressed in its review of local government services. In April of 2013 it presented the following finding for the CEC, and received support for further review of these issues:

The Sangamon County Sheriff's Office, the Springfield Police Department and the 26 other municipalities in Sangamon County annually budget over \$60 million to provide law enforcement services in Sangamon County. Recent local dialogue related to law enforcement suggests that some municipalities are being spurred by budgetary constraints or on-going personnel issues to seek alternative arrangements for law enforcement provision in their jurisdiction. Jurisdictional overlap and unincorporated areas within the urbanized City of Springfield boundaries may also be contributing to structural redundancies and patrol limitations in the rural area of the county. Additionally, disparities exist related to technological capabilities in law enforcement agencies throughout the county, potentially leading to diminished efficiency in communications and back office

¹ Blue Ribbon Committee Convened by the Honorable Mayor Timothy J. Davlin. November 17, 2008. "Report of the Blue Ribbon Committee on Springfield City Finances."

² Citizens' Efficiency Commission. September 12, 2012. "Positive Local Efforts Applauded by the Citizens' Efficiency Commission." Available at: <http://www.co.sangamon.il.us/Departments/RegionalPlanning/documents/CEC/Positive%20Local%20Efforts%20Document.pdf>.; Citizens' Efficiency Commission for Sangamon County. October 29, 2011. "Preliminary Report: Sangamon County Municipal Leader Interviews." Available at <http://www.co.sangamon.il.us/Departments/RegionalPlanning/documents/CEC/Municipal%20Leader%20Interviews%20Report.pdf>.

³ Petrella, Dan. January 16, 2013. "Thayer likely to turn over police patrols to Auburn officers." *The State Journal-Register*.

⁴ Siegelbaum, Debbie (September 8, 2013). "Why Public Safety Mergers Are Inevitable." *Better Government Association*. Available at: http://www.bettergov.org/bga_exclusive_why_public_safety_mergers_are_inevitable/.



functions within and between departments. The committee requests full support of the Commission to further to assess the quality, efficiency, and effectiveness of local law enforcement in Sangamon County, with the potential for recommendations for administrative, procedural, or structural changes.

While the CEC committed substantial time and effort to compiling the information below in pursuit of this finding, it acknowledges that its limited capacity prevented it from fully developing a final, comprehensive recommendation for lasting improvements in the effectiveness and efficiency of policing in the region. However, numerous potentially fruitful interim steps have been explored and are described in this CEC report that merit review and implementation by regional policy makers.

Moreover, a substantial portion of the research required to understand and model alternatives available to local law enforcement agencies has now been undertaken by the CEC, with detailed information provided herein concerning current functions as well as a framework for implementing regional improvements. The CEC expresses its desire that this compilation of information related to local law enforcement serve as a springboard for continued action and review. The CEC gratefully acknowledges the assistance of many regional law enforcement agencies' professionals in developing this baseline analysis of functions and services.

Baseline Analysis: Questions and Assumptions

Having established this broad overview, the CEC found it valuable to explicitly state the basic questions and assumptions that framed its research process, in keeping with its philosophy on recommendations,⁵ and with the understanding that the complexity of law enforcement services exceeds that of the many other functions of government that the CEC has addressed to date. It is important to note that the CEC intends this recommendation to function as a baseline or preliminary analysis for further review, rather than an exhaustive study of all potential solutions.

As it pursued its research, the CEC asked questions such as:

- What regional actions can be taken to reduce costs or improve services related to law enforcement in Sangamon County?
- What is the most efficient and effective arrangement for law enforcement that can be developed given existing resources and constraints?

The CEC found that its identified assumptions included:

- As law enforcement resources, most notably the time of sworn officers, are directed toward the core functions of serving and protecting, rather than in record-keeping or administrative functions, law enforcement agencies will become increasingly more efficient and effective.
- Where economies of scale can be developed in back office or procurement functions, it is beneficial to pursue them in law enforcement in the same ways suggested in other, previous, CEC recommendations.
- Effective law enforcement on a regional basis may or may not require reconsideration of the existing structures for resource allocation.
- Most recommended consolidation or merger activities would not be cost neutral, and consolidation costs and difficulties should be part of the framework that informs

⁵ Citizens' Efficiency Commission (February 6, 2012). "Philosophy on Recommendations." Available at: <http://www.co.sangamon.il.us/Departments/RegionalPlanning/documents/CEC/CEC%20Philosophy%20on%20Recommendations.pdf>.



the CEC's recommendations. Functional shared services may or may not be as beneficial in generating cost reductions or increased effectiveness as institutional consolidations, and all alternatives should be considered.

Finally, the CEC finds it important to note that it encountered a great deal of complexity in the region as it explored law enforcement operations. For this reason, it considered problems and solutions in the region in light of three specific and distinct research areas. First, it explored opportunities for increasing efficiency and eliminating problems among smaller municipalities in the region. Second, it explored the question of City of Springfield and Sangamon County interaction in the urban area. Third, and as a result of the on-going regional conversation about a metropolitan police force, it explored the potential pros and cons of such an arrangement.

As a whole, the CEC attempted in its review and recommendation to balance local policy preferences with regional efficiency concerns. Specifically, it focused upon opportunities to cultivate efficiency in areas like "back office" or administrative support functions like records-keeping and data-entry, in which increased cooperation can be pursued without deterring localities ability to be responsive to the needs and preferences of constituents under their authority. These considerations resulted in a thorough review of baseline options for law enforcement in the region.

Key Points: Introduction

- The CEC builds upon years of conversation related to local law enforcement functions.
- Although the CEC examined efficiency opportunities related to municipal operations, the urbanized area covered by Springfield and Sangamon County forces, and the opportunity for a broader regional force, it did not have a preconceived idea of what the best arrangement for law enforcement would be.
- Numerous interviews and considerable data-gathering went into the CEC's review.
- The CEC has explored and developed a baseline analysis, highlighting five key recommendations for local review and implementation.



Overview of Existing Agencies

A number of law enforcement agencies exist in Sangamon County. For purposes of this study the CEC did not address Illinois State Police or similar entities with jurisdiction outside of local boundaries. Agencies considered in this review were the Sangamon County Sheriff's Office (SCSO), the Springfield Police Department (SPD), CWLP Security forces, law enforcement agencies in less populous municipalities in the County, and some small special forces, including Springfield Park District police and University of Illinois police.⁶ As a region, it is important to understand where Sangamon County stands in relation to its peers. Table 1 demonstrates that, considering only the county and municipal entities that responded to the 2007 Census of Governments, per capita spending on law enforcement for the Sangamon County region is higher in comparison to peer cities and counties.⁷ The reader should note that Table 1 does not include correctional facility expenditures.

Table 1: Cross-County Law Enforcement (LE) Agency Comparison (2007)

Region	Units of Government with LE Agencies				2010 Pop.	Persons Per LE Unit	Total Expenditures (in \$1,000s)	LE Expenditures per Capita	Percent of Regional Governments Providing LE Services
	County	Municipal	Township	Total					
Sangamon	1	22	0	23	197,465	8,414	\$53,062	\$274	85%
Champaign	1	16	0	17	201,081	10,922	\$32,466	\$175	70%
McLean	1	16	1	18	169,572	8,956	\$32,173	\$200	76%
Peoria	1	13	2	16	186,494	11,406	\$40,986	\$225	87%

In addition to these basic cumulative comparisons of law enforcement spending as reported to the Census of Governments, a summary of key parameters related to agency size and scope for entities in Sangamon County is provided in Table 3, below. This table also provides an updated snapshot of the budgeted figures for law enforcement in the region.

As a whole, the region spent just over \$60 million on law enforcement through 24 local law enforcement agencies in 2011-2012. This figure includes spending for the Sangamon County jail and court security, which represent a somewhat distinct set of local government functions. These functions typically represent over 50% of the SCSO's \$17 million budget.

In addition to the municipal forces described in Table 3, a secondary Table 3A provides basic parameters for law enforcement agencies in the region related to special districts and/or private or state forces. While these agencies are not necessarily all within the CEC's scope of review, their existence has important impact on the provision of law enforcement in the region, and they are accordingly considered.

⁶ Because of the role of larger entities like the SPD and SCSO in providing law enforcement services for the majority of the region's population, the CEC provides greater detail on the functions of these two agencies throughout this recommendation. However, smaller units, including village police departments and even Park District police and university security, all played a role in the CEC's considerations. Frequently in this recommendation document, smaller departments will be grouped and discussed as "outlying municipalities," whereas SPD and the SCSO will be discussed primarily in terms of the urbanized area where their core functions occur.

⁷ Table derived from Springfield-Sangamon County Regional Planning Commission, March 13, 2012. "Local Government Expenditures and Efficiency in Sangamon County, Illinois." Available at: <http://www.co.sangamon.il.us/Departments/RegionalPlanning/documents/CEC/Cost%20of%20Government%20Study%20for%20Sangamon%20County%202012.pdf>.; Although somewhat dated, the 2007 Census of Governments represents the most current available cross-county comparative data.



Crime Statistics

A general overview of law enforcement functions in Sangamon County must address both law enforcement spending and the outcomes associated with law enforcement services provided. Though many factors influence crime rates that are beyond the control of law enforcement agencies, crime statistics can still be considered a relevant measure for outcomes, context, and particularly the need for law enforcement services in an area. Crime statistics are available through 2010 for both the City of Springfield and Sangamon County via the U.S. Dept. of Justice's Uniform Crime Reporting Statistics, as displayed in Table 2, below. Crime data are available only through 2008-2009 for other jurisdictions, and this information has also been reported using Illinois State Police data.

Table 2: Crime (Violent & Property) for 2010 (SCSO & SPD) and 2009 (other)

	Violent Crime Total	Murder & Non-negligent Manslaughter	Forcible Rape	Robbery	Aggravated Assault	Property Crime Total	Burglary	Larceny -Theft	Motor Vehicle Theft
Sangamon County	170	1	29	19	121	944	406	499	39
Springfield	1,452	7	104	338	1,003	7,567	2,167	5,160	240
Auburn	13	0	1	1	11	38	16	22	0
Buffalo	2	0	0	0	2	26	1	24	1
Chatham	10	0	0	1	9	138	20	114	4
Divernon	0	0	0	0	0	16	6	8	2
Grandview	10	0	1	0	9	29	16	11	2
Illioopolis	0	0	0	0	0	1	1	0	0
Jerome	10	0	0	0	10	59	12	45	2
Leland Grove	2	0	0	0	2	14	5	9	0
Loami	3	0	0	0	3	16	4	12	0
Mechanicsburg	2	0	0	0	2	18	5	12	1
New Berlin	4	0	1	0	3	21	3	18	0
Pawnee	5	0	1	0	4	23	1	22	0
Pleasant Plains	0	0	0	0	0	20	5	14	1
Riverton	15	0	1	0	14	107	15	88	4
Rochester	3	0	0	0	3	50	15	35	0
Sherman	4	0	0	2	2	20	5	15	0
Spaulding	1	0	0	0	1	5	0	5	0
Thayer	1	0	0	0	1	2	0	2	0
Williamsville	0	0	0	0	0	6	2	3	1



Table 3: Law Enforcement Agencies in Sangamon County⁸

Agency	Jurisdiction Area (sq mi)	Jurisdiction Population	Annual Expenditures	Personnel	Unionized
SCSO	868.3	197,465 (30,886 unincorp.)	\$17,879,821 (FY11 actual)	61 sworn (2013)	FOP
SPD	59.48	116,250	\$35,818,497 (FY11 actual)	249 sworn, 40 civilian (FY13 Budgeted)	PBPA
Auburn	4.075	4,771	\$ 389,235	6 FT	yes (unknown)
Berlin	0.999	180	none	none	-
Buffalo (-Mechanicsburg)	0.365	503	\$ 99,961	2 FT, 2 PT (combined dept)	unknown
Cantrall	0.262	139	none	none	-
Chatham	5.720	11,500	\$ 2,087,254	15 FT	None
Clear Lake	0.107	229	none	none	-
Curran	2.068	212	none	none	-
Dawson	0.885	509	\$ 14,160	none	-
Divernon	0.790	1,172	\$ 180,727	3 FT, 5 PT	None
Grandview	0.338	1,441	\$ 204,818	2 FT, 5 PT	None
Illioopolis	0.458	891	\$ 30,030	none	-
Jerome	0.451	1,656	\$ 581,444	7 FT, 1 PT	PBPA
Leland Grove	0.627	1,503	\$ 423,191	6 FT, 4 PT	FOP
Loami	1.046	745	\$ 80,563	7 PT	None
(Buffalo-) Mechanicsburg	1.071	590	\$ 68,900	2 FT, 2 PT (combined dept)	unknown
New Berlin	1.145	1,346	\$ 57,844	5 PT	None
Pawnee	1.261	2,739	\$ 678,171	9 PT	None
Pleasant Plains	1.398	802	\$ 64,954	5 PT	None
Riverton	2.181	3,455	\$ 547,684	8 FT	Laborer's International
Rochester	2.434	3,689	\$ 667,778	8 FT, 1 PT	PBPA
Sherman	3.187	4,148	\$ 430,755	6 FT, 5 PT	Laborer's International
Southern View	0.513	1,642	\$ 218,903	3 FT, 5 PT	Laborer's International
Spaulding	0.789	873	\$ 52,107	4 PT	None
Thayer	0.606	693	\$ 71,364	4 PT (in transition)	-
Virden	1.827	3,425	\$ 512,597	6 FT, 3 PT	unknown
Williamsville	1.261	1,476	\$ 180,687	4 FT	Laborer's International
TOTALS	868.3	197,465	\$61,341,445	approx. 386 FT, 70 PT	

⁸ Unless otherwise noted, budgetary data comes from FY2010 Annual Financial Reports as provided to the State of Illinois Comptroller's Office. Populations are US Census Base Figures from 2010, and land areas are from 2010 Census Gazetteer Files. Personnel numbers come from various sources, including chief executive interview, annual reports, force websites, and budget documents. Total officer counts should be considered in light of the fact that part time officers have *not* been counted in full-time equivalent terms. Some part-time officers may serve in multiple communities simultaneously. Sheriff's deputy counts include correctional officers.



Table 3A: Special Law Enforcement Agencies in Sangamon County (FY13 budgets)

Agency	Annual Police Expenditures	Personnel	Unionized
Airport Authority	\$809,926	6 FT	None
Park District	\$588,482	9 FT, 3 PT	FOP
LLCC	\$1,000,599	13 FT, 5 PT (1 civilian)	Facilities Services Local (for Security Assistants only)
UIS	~ \$1,000,000	15 FT	FOP

Key Concerns & Expense Considerations

The bulk of this recommendation was developed through a series of research interviews and roundtable discussions with local mayors and presidents, law enforcement supervisors, administrators, and information systems personnel. In the course of these conversations, the CEC found it useful to consider several key components in the areas of expenditures and operations that are vital to the law enforcement function of local governments. The main expenditure areas for review included personnel (including salaries, pensions, and healthcare), equipment, and technological costs. Each section of the recommendation that describes a functional area of law enforcement strives to incorporate information pertinent to these cost centers, as well as any items of interest discovered throughout the CEC's research that may have implications for future efficiency opportunities.

Personnel

Personnel costs tend to make up the bulk of expenditures among local governments.⁹ Components of personnel costs relevant to a discussion of cooperation in law enforcement include personnel classifications, salary grades and ranges, pension programs and costs, and collective bargaining arrangements. Multiple collective bargaining units exist in law enforcement agencies in Sangamon County, which adds complexity to any actions related to personnel. SCSO, Leland Grove, and possibly others' sworn officers are members of the Fraternal Order of Police (FOP). SPD, Village of Jerome, Village of Rochester, and possibly others' officers are part of the Police Benevolent and Protective Association (PBPA), while Williamsville and Sherman are part of Laborer's International. The CEC considers the implications of these collective bargaining units on an alternative-by-alternative basis. Table 4, below, provides base salary data for the various steps and positions for sworn officers in the SPD and SCSO.

In addition to sworn officers and law enforcement personnel, other core personnel spending areas among local law enforcement entities are those of support and administration. Records division functions, administrative, and clerical activities are performed by law enforcement agency employees and represent a necessary and substantial, though less visible, funding commitment on the part of public entities. In addition to law-enforcement specific administrative functions, law enforcement agencies in Sangamon County engage in all of the activities common to back-office functions for local governments. Briefly, these functions can be summarized as including: payroll, worker's compensation, and employee benefit administration; procurement; grant pursuit and management; budgeting; training; and other functions.

⁹ McNichol, Elizabeth (June 15, 2012). "Some Basic Facts on State and Local Government Workers." Available at: <http://www.cbpp.org/cms/?fa=view&id=3410>.



Personnel Concerns & Legal Liability

One concern that is particularly relevant for law enforcement agencies is that of personnel training and experience. Due to the sensitive nature of law enforcement functions, departmental culture and personnel training and character are essential components of a strong force. A number of municipal governments in the region have historically incurred substantial costs because of litigation related to personnel infractions or officer misconduct.¹⁰ As of 2010, Sangamon County ranked equal to or higher than a number of its peers in terms of reported police misconduct cases in the region.¹¹ These issues have generated substantial costs, and should inform the conversation related to law enforcement cost efficiency in the region. In addition to the expenses associated with litigation in situations of misconduct, having highly qualified and trained personnel is essential to a high-functioning department. Capacity, knowledge, and standards of professional protocol related to sensitive issues and investigations are essential components of regional law enforcement effectiveness.

An important consideration related to personnel concerns and liability is that of local departmental culture. In conversations with a number of municipal forces, the CEC found it significant that departments desire and maintain varied levels of control over personnel policies. Some municipal forces, such as the Village of Sherman's Police Department, require field training before certification and work to ensure a departmental ethos of community service and integrity through stringent monitoring of personnel.¹² Other departments have less restrictive training requirements. These distinctions can lead to diversity in departmental cultures across the region, which plays a significant role in the regional collaboration conversation.

Pension Liability & Benefits

In addition to salary costs for personnel, employee benefits are a substantial cost to local governments. Implicit in the personnel conversation related to law enforcement are costs related to employee pensions. SCSO sworn officers are a part of the Illinois Municipal Retirement Fund's (IMRF) Sheriff's Law Enforcement Personnel Plan (SLEP). The City of Springfield has a self-funded pension system.

¹⁰ NPR (April 8, 2004). "Race and Redemption: Renatta Frazier's Story." Available at: <http://www.npr.org/templates/story/story.php?storyId=1814053>.; Nevel, Jason (July 16, 2013). "Edwards: Remove top police department brass." Available at: <http://www.sj-r.com/breaking/x1806125532/Edwards-Remove-top-police-department-brass>.; Dettro, Chris (June 21, 2012). "Former Jerome police officer indicted." *The State Journal-Register*. Available at: <http://www.sj-r.com/breaking/x1806125532/Edwards-Remove-top-police-department-brass>.; Dettro, Chris (January 1, 2010). "Woman files civil rights suit against deputy, Sangamon County." Available at: <http://www.sj-r.com/top-stories/x1793468757/Woman-files-civil-rights-suit-against-deputy-Sangamon-County#ixzz2jKDuZt3A>.; Bolinski, Jayette (January 16, 2013). "Southern View former police officer, sued over alleged sexual assault." *The State Journal Register*. Available at: <http://www.sj-r.com/top-stories/x1665863205/Southern-View-former-police-officer-sued-over-alleged-sexual-assault>.

¹¹ CATO Institute (2010). "Annual Report," and "2010 NPMSRP Police Misconduct Map." *National Police Misconduct Reporting Project*. See: <http://www.policemisconduct.net/>..

¹² Personal communication from Eric Smith, Chief, Sherman Police Department (November 1, 2013).



Table 4: Positions and Salary Grades, 2013; SPD and SCSO

Rank & Longevity	SPD	SCSO
Patrol Officer (SPD)/Deputy (SCSO) Base		\$ 48,199
+1/Max. up to 5 years	\$ 69,155	\$ 54,041
+5/6-10 years	\$ 70,538	\$ 57,283
+10/11-15 years	\$ 73,995	\$ 61,607
+15/16-20 years	\$ 75,378	\$ 66,470
+20/21-25 years	\$ 77,453	\$ 72,415
+25	\$ 78,836	
Court Security (SCSO Only) Base		\$ 33,867
Max. up to 5 years		\$ 42,336
6-10 years		\$ 44,876
11-15 years		\$ 48,263
16-20 years		\$ 52,073
21-25 years		\$ 56,730
Detective (SPD Only)		
+1	\$ 73,650	
+5	\$ 75,123	
+10	\$ 78,805	
+15	\$ 80,278	
+20	\$ 82,488	
+25	\$ 83,961	
Probationary Sergeant (SPD Only)		
+1	\$ 79,070	
+5	\$ 77,591	
+10	\$ 81,394	
+15	\$ 82,916	
+20	\$ 85,198	
+25	\$ 86,720	
Sergeant (SPD or SCSO) Base		\$ 53,983
+1/Max. up to 5 years	\$ 82,985	\$ 60,526
+5/6-10 years	\$ 84,645	\$ 64,157
+10/11-15 years	\$ 8,894	\$ 69,000
+15/16-20 years	\$ 90,454	\$ 74,447
+20/21-25 years	\$ 92,943	\$ 81,105
+25	\$ 94,603	
Lieutenant (SCSO Only) Base		\$ 56,393
5 years		\$ 63,228
6-10 years		\$ 67,022
11-15 years		\$ 72,080
16-20 years		\$ 77,770
21-25 years		\$ 84,725

The CEC notes that SPD in particular has accrued considerable pension liabilities (\$99.8 million in unfunded liability in 2012).¹³ This accrual is largely due to the economic downturn, which decreased the actuarial value of Springfield's assets, as well as state-level changes to pension funding requirements.¹⁴ However, there are also some structural decisions by the locally controlled pension board that have contributed to costs over time. Springfield's pension board has been found to utilized faulty methods to calculate retiree pensions based

¹³ Blue Ribbon Committee Convened by the Honorable Mayor Timothy J. Davlin. November 17, 2008. "Report of the Blue Ribbon Committee on Springfield City Finances."; City of Springfield (2012). "Police Pension Actuarial Report. Available at: <http://www.springfield.il.us/treasure/Police%20Pension%20Actuary/PolicePensionActuarialReport2012.pdf>.

¹⁴ Personal communication from Jim Donelan, Chief of Staff to former City of Springfield Mayor Tim Davlin (October 30, 2013).



on a 5% “spike” in pay at the time of employee’s birthday and work anniversaries.¹⁵ This provision of the SPD’s bargaining agreement will be eliminated as of February 2014.¹⁶ Basing employee pensions on these temporary salary increases, rather than their base salary, has had significant long-term cost and impact on the City. Springfield’s pension liabilities are of particular interest to the CEC in light of recent news reports related to the impact of pension fund decisions on the cash flow of the City of Springfield for infrastructure and other significant projects.¹⁷

Equipment

Law enforcement entities have many equipment needs, resulting in substantial procurement budgets. The CEC has highlighted equipment-sharing opportunities as they were identified in its research process. Vehicle fleets utilized by local law enforcement agencies represent a large cost center for equipment needs. However, the CEC did not deeply engage the question of fleets due to time and staff limitations. Some items of importance did surface in its conversations related to fleets, which may be helpful to note for internal review of cost reductions by local jurisdictions. The Village of Williamsville provides an example of proactive fleet management. By purchasing extended warranties and rolling vehicles over on a regular schedule, the village is able to keep costs consistent and low for their police vehicles.¹⁸ The SPD and SCSO have also recently endeavored to reduce overhead and fleet maintenance costs by combining law enforcement garages and vehicle maintenance functions with other departments’ fleet maintenance across each of their respective organizations.¹⁹

Technological Needs

A final cost center for local law enforcement agencies relates to their technological needs, which represent both equipment and personnel costs of a distinct nature. While the SPD, SCSO, and some other municipalities are working toward a single integrated software system, which will be detailed further below, there are still many distinct technological arrangements in the region. Some municipalities have different software systems than others. Moreover, most departments have hand-written or manual data entry reporting for recordkeeping, rather than a single-entry, automated workflow for records to travel from initial officer reporting through the court system.²⁰ For clarity’s sake, although technological expenditures touch many functional areas of law enforcement, technology components of law enforcement have been examined as a stand-alone section of the analysis of services and functions provided below. The CEC considered technological needs separate from other costs due to their complexity and their potential to impact law enforcement operations and savings.

Key Points: Existing Agencies

- Numerous jurisdictions are responsible for providing law enforcement in Sangamon County.
- Compared to other regions, Sangamon County’s law enforcement costs are high.
- Primary expenses and concerns the CEC identified in its preliminary review included: personnel costs, personnel issues and associated legal liability, collective bargaining arrangements and associated limitations, pension costs, equipment needs, and technological needs.
- Although not all of these key expenses are problematic in all jurisdictions, they are important considerations for the region.



Overview of Existing Functions & Services

Functional divisions of law enforcement that will be addressed in this preliminary analysis include: administrative and support services, with technology addressed as a standalone section; and investigations and evidence divisions, with records as a subsection; and operations divisions.

Administrative and Support Services

Back office or administrative functions for law enforcement in Sangamon County are handled similarly to those of other governmental jurisdictions. The CEC includes in its analysis the assumption that payroll, accounts payable, and similar functions can be considered for law enforcement departments in manner similar to the CEC's approach to these functions for other units of governments.²¹ To provide additional detail on the types of functions that could be considered in such shared arrangements, the Sangamon County Sheriff's office considers the following functions to be administrative in nature: payroll, accounts payable, grants, personnel, crime prevention, and firearms/equipment management.

As noted above, due to recent garage consolidations at both the City of Springfield and Sangamon County, the CEC largely excluded fleet from its administrative services considerations. However, other procurement opportunities exist for local agencies, which may include uniforms, ammunition, investigations materials, accident reconstruction equipment, and similar items unique to law enforcement. Moreover, generic items used in all local governments, such as office supplies, offer a shared procurement opportunity to law enforcement agencies as is the case in other jurisdictions.²²

Some local law enforcement officials indicated that these back office functions represent significant opportunities for the sharing of services. Since these components do not impede the overall authority of local law enforcement agencies, they represent a feasible opportunity for service sharing. Moreover, smaller local law enforcement agencies tend to have very limited administrative and secretarial support.²³ Shared administrators, grant writers, or data entry personnel may merit exploration as a means of ensuring that more officer time is spent pursuing core functions.

Records and Support

Records are an important component of the law enforcement function given the role they play in criminal prosecution and defense. Local law enforcement agencies create incident reports and records, which are provided to various court agencies such as the State's Attorney's office and the Circuit Clerk's office for review in relation to potential convictions. The Circuit Clerk's office acts as the interface between law enforcement agencies and the court system, filing and providing appropriate records, developing court schedules, and performing similar functions. Regionally, approximately 100,000 police reports are filed annually.²⁴ Of these, many come to the State's Attorney's office (SA) for review and for filing

²¹ Citizens' Efficiency Commission (pending, November 18, 2013). "Collaborative and Automated Administrative Functions and Financial Processing."

²² Citizens' Efficiency Commission (February 13, 2013). "Joint Procurement Efforts in Sangamon County Municipalities and Special Districts." Available at: <http://www.co.sangamon.il.us/Departments/RegionalPlanning/documents/CEC/Procurement%20Recommendation-%20Updated.pdf>.

²³ Personal communication from Eric Smith, Chief, Sherman Police Department (November 1, 2013).

²⁴ Personal communication from John Milhiser, Sangamon County State's Attorney (August 14, 2013).



on specific cases. Physical evidence associated with these functions is sent to a technical division as described above. Traffic case reports are treated somewhat differently, as records go directly to the Circuit Clerk's office. There are approximately 50,000 traffic tickets filed by officers annually.

Records in smaller municipalities are currently handled by either village clerks/personnel or officers themselves. In Auburn and Chatham, dispatch personnel are also utilized for records processing functions.²⁵ Records are largely processed by hand in all of these jurisdictions, although some efforts to join the New World Software Integrated Criminal Justice System are underway in select municipalities. The legal framework surrounding records and evidence is an essential component of a review of combining or sharing law enforcement functions, but currently, no single interface exists with documentation and evidence interfacing for the various jurisdictions.²⁶ The SA receives records and reports based on which agencies determine records should be provided. The SPD has a liaison specifically to interact with the SA, and the Village of Chatham also has a runner. Typically, SPD records are provided as paper copies to the SA.

Generally speaking, the SPD and SCSO handle records separately, but have limited sharing capability as needed on pending investigations. Some records are currently available for electronic sharing between the SPD and SCSO. For example, the SPD, other municipal departments, and the SCSO all have shared electronic photo lineup capacity. There is also a shared electronic criminal record global jacket system, described further below, although not all jurisdictions can access other jurisdictions' shared jackets from mobile terminals. The SCSO is also currently in the process of expanding its automated system so that racial profiling information can be automatically reported to the State without investment of staff time, SCSO estimates will save .6 FTE.²⁷ The Sangamon County court system is integrated into the New World Software system used by law enforcement agencies in the county, though not fully.

The SA's office indicates that Freedom of Information Act difficulties may arise if unlimited records access is available to multiple jurisdictions across the region. Currently, there are difficulties with nuisance FOIAs, which often require substantial time to redact personal information. There are also more general concerns related to responsibility for sensitive information in FOIA requests.

Due to concerns such as these, and because of the cumbersome nature of the existing processes for providing paper copies of hand-written reports to the court system, the CEC suggests that a thorough review of record-keeping functions could be beneficial in the region, with the goal of a combined regional division. This would also provide benefits to citizens by streamlining their interface for interaction with local law enforcement agencies.

²⁵ Citizens' Efficiency Commission (June 12, 2013). "Public Safety Emergency Telecommunications." Available at: <http://www.co.sangamon.il.us/Departments/RegionalPlanning/documents/CEC/Centralized%20Dispatch%20Recommendation.pdf>.

²⁶ Personal communication from John Milhiser, State's Attorney, and Dwayne Gab, Assistant State's Attorney (August 14, 2013).

²⁷ Personal communication from Paula Tolbert, Information Systems Manager, Sangamon County Sheriff's Office (March 1, 2013).



Information Systems Services²⁸

The CEC also endeavored to examine law enforcement agencies' technological capabilities, particularly in light of whether these technologies increased departments' capacity to function more efficiently, retaining more sworn officer hours in pursuit of the core functions of law enforcement, such as patrol or investigations, or to experience increased officer safety during field operations.

The vendor currently in use for law enforcement technologies in most jurisdictions in the county is New World Systems (NWS). Specifically, entities in Sangamon County use New World's Integrated Criminal Justice System (ICJ, ICJS) AEGIS software.

Governance Structure

Current governance for the combined NWS/ICJ project occurs through a structured E911, Sangamon County, Springfield (ESS) workgroup. This group is overseen by a Governance Board with one member from each agency. Beneath the Governance Board is an ESS Integration Support Sub-committee, comprised of those with budgetary authority for each agency, plus members as identified by the Interagency Cooperation Agreement. Under the Integration Support Sub-Committee is the Infrastructure Working Group. The Infrastructure group is made up of technical representatives from each of the various agencies. This group is responsible for day -to-day hardware/technological functions. Under the Infrastructure Working Group are many sub-working groups, including Master Files/Validation Set Approval, Testing, Mobile, Security, Fire Mobile, Planning, and Upgrade working groups.

Sub-working groups have first approval opportunity, with changes or tests moving up the governance structure if consensus cannot be reached related to a request. Input from smaller law enforcement jurisdictions as to what should be included in software systems comes through the Master File Validation/Set Approval Sub-Work Group, whose responsibility it is to ensure that changes to the ICJS system do not violate and requirements related to state-level reporting capacity.

This governance model is considered a recognized best practice in the field of ICJS systems, and NWS has utilized Sangamon County as a prototype region based on this structure. The SCSO also plays an active role through membership on NWS advisory boards related to software needs of customers.

Local History

To provide a brief history of ICJ systems in the region, in 2001, DMG-Maximus conducted a study that described law enforcement agencies in Sangamon County as disparate and disconnected, and encouraged the implementation of a shared-data system across records, patrol, and court services. In response to this study, in 2003 the ESS combined working committee was created as a multi-jurisdictional force to move forward with a contract with NWS in 2005. The existence of federal "Cops More" grants at this time, targeted to assist local departments with efforts that retained more forces in service in the street, also played a role in this initiative. After contract negotiations with NWS were complete in November of 2005, it developed that the SPD could not acquire the budgetary resources to move forward on the contract. Though the other jurisdictions delayed until June 2006, they

²⁸ Unless otherwise noted, information in this section was provided via Personal Communication from Paula Tolbert, Information Systems Manager, Sangamon County Sheriff's Office (March 1, 2013).



ultimately moved forward on the NWS ICJ systems due to concerns that their current systems would fail without updates. These concerns were heightened by the tornadoes in March of 2006 and a Levi, Ray, & Shoup, Inc. study that indicated the AS400 systems held by the County and E911 would fail during that calendar year. E911 and the SCSO went live with mobile reporting, CAD, and records automated ICJ systems in December of 2006, and planned to later add additional components such as field-based reporting. When E911 and the SCSO transitioned to the ICJ system, communication could no longer occur with SPD terminals through the system, so the SPD relied upon radio traffic to meet its needs.

Shortly thereafter, the City of Springfield signed a contract to join in using the additional system. However, some economies of scale were lost because the contracts were signed individually. The County's contract with NWS encompasses the entire Sangamon County region except the City of Springfield. The CEC learned that a combined bid with all three ESS entities may have been substantially less costly than individual bids for separate users. Springfield was ultimately required to recoup the losses for Sangamon County related to the portions of the software that were to have been shared.

Current Capabilities

Data is currently shared among all entities on the system based upon established security levels and permissions. All rural communities' police forces have access to the data via mobile terminals, although some do not have field access to all reports, depending on security sensitivities. On the records component of the system, entities that currently have access include: Auburn Police, Chatham Police, Lincoln Land Community College police, Pawnee Police, Pleasant Plains Police, Springfield Park Police, SPD, and Williamsville Police.

As one component of the ICJ system, all persons who interact with the law enforcement system are given a "global jacket" or a personal file for all of their interaction with their law enforcement agency or jurisdiction. Global jackets for all jurisdictions are visible via Mobile Data Computers (MDCs) to all local law enforcement agencies based on established security levels and permissions, and the ICJ system matches global jackets across all jurisdictions to present a complete set of known information to officers accessing this component of the system while in the field. Local law enforcement agencies indicate, however, that while the global search feature is available for in-car situations, it often requires too much time for officers to use because of the volume and complexity of records that would have to be filtered.²⁹ It is also challenge to utilize this type of information for in-field decision-making because of time sensitivities and the desire to avoid criminal profiling. These electronic global jackets are available to the Sangamon County Coroner's office as well, so that identifiable features such as scars, marks, and tattoos can be known throughout the local system, along with known associates and contacts of any persons for whom an ICJ jacket exists. Currently, electronic citations features of the NWS system are not in use by law enforcement entities in the county due to the cost-prohibitive nature of these systems. Accident reports and traffic citations are currently hand-written. In-car printing systems for electronic citations systems are available, but currently no local jurisdictions are pursuing this functionality.

²⁹ Personal communication from Gregg Williams and Cliff Buscher, Springfield Police Department, and Jack Campbell, Sangamon County Sheriff's Office (August 20, 2013).



Field-based Reporting

Field-based reporting is a key component of law enforcement effectiveness as assisted by departments' technological capabilities. The field-based reporting software currently in use by Sangamon County provides the potential opportunity for county-wide standardization of public safety records. The system is linked to the MDCs in law enforcement vehicles, as well as an MSP common records database. MDCs allow deputies and officers to access NCIC criminal databases from the field, submit incident reports to supervisors electronically, and access other tools that result in increased officer safety. Field-based reporting also assists in streamlining booking, records retention, and records sharing processes, because information entered by an officer in the field and approved by a shift supervisor automatically filters through the criminal justice and courts software systems.³⁰

Currently, deputies and supervisors of the Sangamon County Sheriff's Office utilize the field-based reporting capacity of the MDCs on the system, which is also integrated with dispatch, records, and corrections departments in the County. As of the writing of this recommendation, SCSO is the only local entity utilizing the field-based reporting system. The City of Springfield is in process of upgrading to the field-based reporting system within the next year. Several additional agencies, including Williamsville, Chatham, and Springfield Park Police, and Pleasant Plains, are currently looking into field-based reporting and anticipate becoming a part of the system after the SPD has completed its transition to Field Based Reporting (FBR). The City of Springfield has historically made a number of efforts to transition to FBR, but encountered technological difficulties related to bandwidth capacity and permissions needed for running the reports through their current system. At the time of the writing of this report, Springfield was again engaging in efforts to bring this technological capability to a functional level. These renewed efforts follow approximately \$1 million in the current fiscal year's budget in technological upgrades for MDCs for the SPD.

Security Components

Cases can be sealed or locked by security templates with assigned rights. The current shared NWS system allows a designated security super-user for each ESS jurisdiction. This user has the ability to alter security settings on cases for which his or her jurisdiction has primary authority. E911 handles security rights settings for the other municipalities. The County is currently working with NWS to provide jurisdiction by jurisdiction rights management. As discussed above, currently, the Security Sub-Group reviews and addresses security rights changes requests on behalf of the full group of jurisdictions.

Summary

The information related to support/back office functions, records, and technological tools above begins to demonstrate the potential for administrative sharing. The CEC notes that potential savings through collaboration in this area may be necessary as law enforcement operations become increasingly costly in the future.

³⁰ Citizens' Efficiency Commission. (September 12, 2012). *Positive Local Efforts Applauded by the CEC*. Available at: <http://www.co.sangamon.il.us/Departments/RegionalPlanning/documents/CEC/Positive%20Local%20Efforts%20Document.pdf> .



Investigations and Evidence Divisions

As another primary function of law enforcement the operations, numerous law enforcement agencies in the region conduct investigations on crime scenes and collect, process, and store evidence. Crime scene investigation requires technical expertise to ensure that the scene is not damaged and that no evidence is lost. The technicians responsible for documenting scenes function as a highly specialized unique team, and this function has potential to be addressed similarly to the Major Case Unit approach discussed above.

Criminal evidence is often housed, both on a temporary and permanent basis, in scattered locations, some of which are secure and some of which are not.³¹ State statute mandates that evidence for certain types of cases be retained indefinitely or for the life of the defendant. As discussed in relation to special teams above, smaller municipalities have more limited needs for investigations services and evidence handling. Therefore, varying degrees of expertise and control exist in the region's municipalities related to evidence collection, handling, and processing. Anecdotally, some law enforcement officials indicated that there is evidence being stored in village hall closets and other unsecured locations in some smaller jurisdictions in Sangamon County. One smaller municipality's police chief indicates that information-sharing on stolen goods that have been acquired in neighboring jurisdictions is minimal.³²

Currently, all law enforcement agencies in the county are responsible for handling evidence, transporting it to the state crime lab, and other decentralized functions related to processing and handling for investigatory purposes. This leads to redundancy across departments. No central crime scene team exists for the purpose of collecting evidence with any expertise or sharing evidence across jurisdictions, though task forces often arise around major cases. The SPD and SCSO have distinct evidence technicians, though under ILEAS mutual aid agreements tools are at the disposal of all as needed. Evidence collected in the course of investigations can require extensive storage space and time for handling and care. Currently, no central facility exists for storing or collecting evidence, and the SPD and SCSO handle evidence-related functions relatively distinctly. Climate controls must be in place for some types of sensitive evidence (i.e. rape kits, etc.).

The SCSO houses evidence in a number of facilities. These include off-site paid storage units, the sheriff's garage/out-building at the County Complex, and the basement vault facility in the County Building. The SCSO pays \$800 per month, or \$9,600 annually for rented off-site storage. The SPD houses and stores a substantial amount of evidence. Its in-house evidence facility is in the Municipal Center East. SPD also houses evidence for the Springfield Fire Department. SPD hires three full-time employees, who are supplemented by light-duty manpower, to process evidence. Their evidence facility is open from 8:00-4:30, Monday through Friday, though it can be accessed at other times by sworn personnel. SPD representatives have indicated their evidence storage is at capacity and in need of additional space.³³ SPD recently purchased two additional temporary structures (cargo containers/trailers under camera) to store bicycles. SPD currently houses approximately 100,000 evidentiary items of various sizes. In total, SPD's evidence facilities are about 1,500-2,000 square feet. SPD also keeps some evidence in the City's Police Garage Facility, which

³¹ Personal communication from Gregg Williams, Greg Williamson, and Kenny Winslow, Springfield Police Department, and Jack Campbell, Sangamon County Sheriff's Office (August 8, 2013); Personal communication from Bruce Centko, Auburn Police Chief (August 7, 2103).

³² Personal communication from Bruce Centko, Auburn Police Chief (August 7, 2103).

³³ Personal communication from Gregg Williams, Greg Williamson, and Kenny Winslow, Springfield Police Department, and Jack Campbell, Sangamon County Sheriff's Office (August 8, 2013).



will likely need to be relocated or absorbed as a result of the current garage consolidation efforts.³⁴

The Sangamon County State's Attorney's Office (SA) requires access to evidence collected in all jurisdictions. This evidence is utilized in support of legal work and court cases. While there are only limited statutory requirements as to how long evidence should be kept (for example, evidence related to rape and murder cases must be retained in perpetuity), the State's Attorney's office must treat evidence carefully to not eliminate potentially useful and valid evidence. For this reason, there are sensitivities surrounding a shared evidence facility because of potential legal difficulties related to evidence being handled by law enforcement agencies that do not have jurisdiction.³⁵ The SA is also responsible for processing evidence release requests, and has indicated that there is currently a high volume of requests because there has historically been no uniform process for requesting evidence review among law enforcement agencies. It is unknown whether the volume of evidence needing to be stored will become reduced as these requests are processed.

Even with these concerns, in the course of Citizens' Efficiency Commission research, representatives from the SCSO and SPD voiced preliminary willingness to consider the option of a shared evidence facility if appropriate security measures were put in place. Similarly, both the SPD and SCSO currently own and utilize Accident Reconstruction stations. While some redundancy in this equipment is useful because of the technical nuance needed in accident reconstruction scenarios, this equipment has to be continually recalibrated and annually recertified, like all equipment used in the investigatory process. For these reasons a combined approach to handling evidence may also include consideration of accident reconstruction functions.

Summary

As with administrative operations, investigations and evidence provide areas in which law enforcement agencies are engaging in highly specialized functions on a decentralized basis. The CEC recognizes that opportunities for sharing these functions may exist on a regional basis.

Operations Divisions

Patrol and Traffic Enforcement

One of the core functions of law enforcement entities, and perhaps the function with the highest level of public attention and interaction, is that of law enforcement patrol. Broadly, the law enforcement agencies in Sangamon County handle traffic and preventative patrol within their respective legal jurisdictions only, but will respond to emergency calls for service in other jurisdictions through mutual aid agreement as needed. Patrol functions include responding to calls for service, including crimes in progress, accidents, initial criminal investigations, and reports. Additionally, patrol includes self-initiated actions such as serving arrest warrants and orders of protection, and traffic enforcement.³⁶

³⁴ Personal communication from Gregg Williams, Springfield Police Department (August 10, 2013).

³⁵ Personal communication from John Milhiser, Sangamon County State's Attorney (August 14, 2013).

³⁶ *Sangamon County Sheriff's Annual Report: 2012*.



Municipalities' (excluding Springfield) Patrol Operations

Patrol in the smaller municipalities in the region is provided through a variety of arrangements. Some municipalities have no police forces and rely on the SCSO for coverage of their jurisdiction in addition to the surrounding areas. Some contract with the SCSO for off-duty deputies to spend a random designated number of hours in the village limits to provide additional coverage.³⁷ For those municipalities in the county that have their own police departments, patrol coverage varies. For smaller departments, one to two officers are typically on duty on a 24/7 basis, providing basic patrol coverage and traffic enforcement. Some municipalities have less than 24/7 coverage due to limited budgetary resources. The Village of Grandview, for example, does not have daytime weekend coverage.³⁸ Alternatively, the Village of Spaulding has four part time officers that work five six-hour shifts in the course of a week, as well as some random weekend hours.³⁹

For larger municipalities, such as Chatham, Sherman, and Rochester, patrol operations are slightly more robust. These jurisdictions have greater capacity to undertake self-initiated traffic stops and responses to burglaries, thefts, suspicious persons reports, and other concerns. As an example of the typical operations of a small-mid size municipality in Sangamon County, the Village of Rochester's police beat incident/call for service records for 2013 are provided in Appendix A. Rochester PD responds to approximately 3,300 calls in a six-month period, or just over 6,000 calls for service/incidents a year.

The CEC notes that many of the local jurisdictions it interviewed regarding municipal police forces emphasized the importance of their patrol operations to residents. Residents place high value on maintaining 24/7 patrol by a specific, local force.⁴⁰ This is particularly the case in the departments surrounding the City of Springfield that have slightly greater capacity and resource and emphasize a community service model of policing. For these jurisdictions, responsiveness to all constituent concerns is essential in light of an emphasis on crime prevention, rather than merely reaction to crimes ones committed. These basic operational choices are particularly important for residents in villages that are strongly supportive of their police forces and appear to be willing to pay higher tax rates for this level of service.⁴¹

Urbanized Area Patrol Operations

SPD patrol operations cover the City of Springfield on a 24/7 basis via three shifts. The City of Springfield reportedly experiences approximately 125,000 annual calls for service. These calls are broken down by type in Table 5, below. On average, approximately 33,000 of the calls for service received by the SPD are officer-generated stops.⁴²

SPD representatives indicated that the watch lieutenant for each shift is responsible for setting the number of officers on patrol at any given time. The SPD noted that special or urgent situations such as homicides or hostage crises can dramatically alter the shift manning

³⁷ Citizens' Efficiency Commission (September 12, 2012). "Positive Local Efforts Applauded by the CEC." Available at: <http://www.co.sangamon.il.us/Departments/RegionalPlanning/documents/CEC/Positive%20Local%20Efforts%20Document.pdf>.

³⁸ CEC Interview with Mark Woollen, Grandview Village President (August 19, 2012).

³⁹ CEC Interview with Brian Cuffle, Spaulding Village President (May 31, 2013).

⁴⁰ CEC interview with Mike Lopez, Jerome Village President (September 5, 2013).

⁴¹ Personal communication from Eric Smith, Chief, Sherman Police Department (November 1, 2013).; SSCRPC meeting with Leland Grove Planning Committee (September 12, 2013).

⁴² Personal communication from Gregg Williams and Cliff Buscher, Springfield Police Department, and Jack Campbell, Sangamon County Sheriff's Office (August 20, 2013).



required, and officers are available for emergency recall 12-hour shifts. Further specifics related to patrol operations, such as police beats and total on-shift personnel were sensitive information that could not be disclosed for public safety reasons.

For the SCSO, patrol operations are also 24/7 in nature, and are divided into three shifts. In 2012, there were nearly 33,000 incidents including both deputy-initiated activities and dispatched calls.⁴³ The SCSO's office indicated that they typically have approximately six to seven deputies in the field per shift, with the majority of these personnel dedicated to urbanized area patrol coverage in the unincorporated areas within the City of Springfield.⁴⁴

There are also some unique approaches to patrol that the CEC finds noteworthy, with one example being the Neighborhood Police Officer programs being implemented locally in order to increase the personal interaction of a law enforcement official with a specific group of individuals. The Enos Park Neighborhood Improvement Association (EPNIA), for instance, has worked to develop hire-back agreements with SPD patrol officers, and now is rehabbing a home for a designated neighborhood police officer for the neighborhood.⁴⁵ While this unique patrol model is cultivated largely through the efforts of the non-profit EPNIA, it demonstrates the potential for patrol models outside of the typical framework.

Table 5: SPD Incident Data, 2008-2012⁴⁶

	Total Calls For Service	Officer-Generated	Other
2008	125,883	36,532	89,351
2009	124,512	37,299	87,213
2010	121,489	35,153	86,336
2011	124,982	33,046	91,936
2012	123,419	32,820	90,599

Overtime Expenditures

When emergency situations or contractual agreements require peak shift staffing, local law enforcement agencies can often accumulate overtime expenses. Overtime needs can occur as the result of government holidays as well. The SPD budgets \$1.25 million in overtime expenditures annually, and have created cause for concern at various points in the City's history.⁴⁷ The SCSO budgets approximately \$1 million for overtime expenses annually.⁴⁸

Jurisdictional Authority

Due to the complexity of the historical annexation patterns responsible for the existing boundaries of the City of Springfield, the question of jurisdiction is an important one for the City and County patrol officers in particular. Although the SCSO has jurisdiction throughout

⁴³ Sangamon County Sheriff's Annual Report: 2012.

⁴⁴ Personal communication from Neil Williamson and Jack Campbell, Sangamon County Sheriff's Office (August 7, 2013).

⁴⁵ McAndrew, Tara McClellan (October 3, 2013). "Urban pioneers: Bringing the Enos Park neighborhood back." *The Illinois Times*. Available at: <http://illinoistimes.com/article-12899-urban-pioneers.html>.

⁴⁶ Personal communication from Cliff Buscher, Springfield Police Department (August 27, 2013).

⁴⁷ Stroisch, Deana (June 20, 2013). "City overtime expenses cause for concern." Available at: <http://www.sj-r.com/top-stories/x964683284/City-overtime-expenses-cause-for-concern#ixzz2hABpjKQt>.

⁴⁸ Personal communication from Neil Williamson and Jack Campbell, Sangamon County Sheriff's Office (August 7, 2013).



the county, Sheriff's deputies focus attention primarily on patrol in the unincorporated areas (both rural and urban) of the county, rather than in the incorporated City of Springfield or the other cities and villages. However, the CEC has received anecdotal evidence that patrol in the outlying rural county is currently more minimal in recent years than it has been historically, due primarily to the increased need for patrol in unincorporated areas that are within and around the City of Springfield's urbanized area.⁴⁹

The SCSO reports that roughly 70% of its calls occur within this urbanized area, and that typically as many of five out of the average six patrol cars it has in the field at any given time are dedicated to this area. While Sangamon County deputies can respond in the city because it is part of the county, SPD officers cannot function as primary responders without specific authorization in the unincorporated areas because they are not cross-deputized. SPD officer do respond to "hot calls" or emergencies in these areas, but are not the primary entity responsible for reporting or managing incidents in the unincorporated area.

Additional issues related to these jurisdictional boundaries arise from the citizen's perspective. Citizens may have limited awareness of jurisdictional boundaries moving from one area to another, and may experience confusion or frustration in identifying the appropriate agency to call for assistance or to approach for records because of the interwoven jurisdictions of various law enforcement agencies in the county, particularly including those of the SPD and SCSO.

As a result of this situation, the CEC found that one implication related to patrol and jurisdictional boundaries is that local leaders in the region should address resource allocation across jurisdictional lines. The CEC approached the task of modeling alternatives with the awareness that jurisdictional boundary confusion may be a factor in current and future efforts at efficiency and effectiveness, and that jurisdictional authority considerations should be taken into account in examining any of its proposed alternatives.

Transport

Having a sworn officer to bring a detainee to the Sangamon County jail for the booking process reportedly takes an average of one-half to two hours upon arrival.⁵⁰ The SCSO has no dedicated transport vehicle, requiring its officers to drive from rural regions of the county to the center of the City of Springfield with detainees, which can lead to lost patrol time due to travel time. At times, SCSO patrol officers will endeavor to meet another unit or officer on the perimeter of the urbanized area in order to reduce transport time.

The SPD, in contrast, has a transport vehicle intended for this purpose. However, due to budgetary and manning limitations, this transport vehicle is currently not utilized on a regular basis. Additionally, the SPD did not find it cost-effective to keep this transport vehicle on the streets at all times due to wear-and-tear on the vehicle. Even considering these concerns, the CEC suggests that any effort that functions to keep sworn officers, whose hourly pay is typically higher, in an active patrol function rather than engaging in administrative, clerical, or booking functions, will likely lead to increased departmental efficiency. Some potentially available technological tools exist for streamlining and informing the transport process, and will be described in further detail below. The SCSO is currently building functionality for these capabilities.

⁴⁹ CEC Interview with Neil Williamson, Sangamon County Sheriff (January 4, 2012).

⁵⁰ Personal communication from Jack Campbell, Sangamon County Sheriff's Office (June 28, 2013).



Special Operations and Tactical Response Teams

In addition to patrol operations and normal policing functions, local law enforcement agencies must also have the capacity to handle sensitive and high-risk situations and crimes. Investigations units and detectives explore homicides, fraud, child advocacy cases, and drug-related crimes. Tactical units work to perform high-intensity arrests. Hostage negotiation teams conduct special operations. The expertise of regional law enforcement agencies in these capacities varies.

Municipalities' Special Teams

Many of the municipalities in the region outside of the urban area do not have forces large enough to allow for extensive special teams or tactical unit capabilities. Again, substantial variation exists from department to department on this matter. Although some smaller municipal departments do provide special training for their forces, the CEC finds that there is a disparity in experience and expertise among some of these teams. The CEC learned that a recent change in state statute requires that law enforcement agencies must have one officer with specialized certification to function as lead agency on a homicide investigation.⁵¹ As a result, some departments have made an effort to provide such training for at least one member of their force. However, specialized training is typically fairly costly, both in terms of time expenses and training fees.⁵²

Additionally, while some departments have very adequate forces in these areas, the volume of crimes of the specialization requiring unique teams is limited in smaller jurisdictions. Since homicide investigation and other major case skills are “perishable skills” that require on-going utilization and practice for retention, this can create difficulties for the smaller jurisdictions attempting to stay current in their skills. However, municipalities express the desire to be able to effectively function as lead agency in major cases in their jurisdictions, because of the importance of maintaining detailed and open communication with their elected officials on issues of such grave importance that are occurring under their authority.⁵³

Smaller municipalities in the region do cooperate on certain types of special teams and efforts. For example, many of the smaller municipalities in the northeastern region of the county cooperate on a Teen Court program that allows them to provide specialized attention in situations of teen underage drinking.⁵⁴ These efforts represent an important priority for these jurisdictions in their attempts at cultivating a crime prevention culture as discussed above. In spite of the fact that not all participating small municipalities have the available funding to contribute to program costs, the departments involved share resources and efforts related to this goal.

Urbanized Area Special Teams

Many special operations and tactical teams exist in both the SPD and SCSO. Their tactical and special teams include high-risk operations such as hostage situations, terrorist attacks and disasters, crowd control, and stealth and dynamic entry situations. In the SPD, the tactical division consists of specifically trained officers within the Field Operations Division that are engaged in efforts such as crisis intervention, boat patrol, and hostage negotiation.⁵⁵

⁵¹ Personal communication from Eric Smith, Chief, Sherman Police Department (November 1, 2013).

⁵² Personal communication from Bruce Centko, Auburn Police Chief (August 7, 2103).

⁵³ Personal communication from Eric Smith, Chief, Sherman Police Department (November 1, 2013).

⁵⁴ Personal communication from Eric Smith, Chief, Sherman Police Department (November 1, 2013).

⁵⁵ Springfield Police Department (2012). *Annual Report*.



Similarly, the Tactical Response Unit of the SCSO consists of 18 sworn members and six auxiliary tactical medics as of 2012.

The SPD and SCSO report that extensive sharing and collaboration already occurs among special teams on an informal basis.⁵⁶ Often a “handshake” arrangement or established cooperation under ILEAS mutual aid agreements causes all law enforcement entities in the region to work together, especially on cases of high sensitivity. For example, a small group of highly trained individuals handles child advocacy cases. SPD, SCCSO, and State Police officers are deputized in partnership to handle these sensitive cases throughout the region. No officers in the smaller villages are trained to handle these cases.

Crisis intervention scenarios provide another example of this type of cooperation. The SPD and SCSO have specially trained officers for these scenarios. Relief agreements also exist between these entities, so that authorization can be readily provided, for example, for an SPD-trained officer to step into a hostage negotiation scenario that has lasted for a considerable amount of time to relieve a SCSO deputy. Additionally, on major cases a task force of experienced officers from all relevant jurisdictions is typically assembled for purposes of information-sharing, combining evidence, and consulting throughout the investigatory process. To summarize, the types and extent of cooperation on special teams for SPD and SCSO include:

Special Teams with Formal Cooperation or Combined Training:

- Child Advocacy Teams
- Joint Terrorism Task Force
- Central Illinois Enforcement Group (CIEG)- multi-jurisdictional narcotics task force
- Drug Enforcement Administration (DEA)- federal
- Special Task Forces
- Alcohol, Tobacco, Firearms, Explosives (ATF) and US Marshalls cooperation

Special Teams and Other Informal Cooperation:

- K-9 Units
- Hostage Negotiation and Crisis Intervention Teams
- Tactical Response Units
- Major criminal activities
- Shared use of SPD Academy and Shooting Range
- Cooperation between SPD and SFD on cause and origin of arson cases

In the past, a formal Major Cases Unit existed for cooperative activity between the City of Springfield, Sangamon County, and smaller municipalities.⁵⁷ This unit included members from all forces that desired to participate. The unit cooperatively tackled major incidents such as homicide investigations, and met monthly to collaboratively discuss updates. This allowed smaller municipalities the opportunity to assist with major cases in the urban area on a more frequent basis so that when they occurred in rural areas they were better equipped to meet the demands of the case and also had a history of experience that provide beneficial in the criminal prosecution process.

⁵⁶ Personal communication from Jack Campbell, Sangamon County Sheriff's Office, and Gregg Williams, Springfield Police Department (June 28, 2013).

⁵⁷ Personal communication from Jim Cimarossa, formerly Assistant Chief of Police, City of Springfield (November 1, 2013).



The State's Attorney's office notes that this experience is of particular value to prosecuting attorneys.⁵⁸ The CEC learned that this Major Cases Unit eventually disbanded due to leadership and interest fluctuation over time. However, it finds that such a force provided benefit, particularly to smaller units in the region, at no increased cost to the larger units, and would be of value in increasing regional communication.

Training

Since there are numerous tactical teams that receive extensive special training, the CEC inquired with local law enforcement agencies regarding shared training operations. The SPD and SCSO indicated that 80-90% of all training is provided cooperatively through the Law Enforcement Training Advisory Commission (LETAC). LETAC was established and is funded through the Illinois Law Enforcement Training and Standards Board, and the Mobile Team Unit (#10) that serves Sangamon County also covers six neighboring counties and all of their public law enforcement agencies. LETAC shared training opportunities are available to all municipal law enforcement agencies, with no charge for individual courses if the agency retains current membership status, with a reduced fee based upon agency size.

The City of Springfield and Sangamon County cooperate specifically on ILEAS Training related to Weapons of Mass Destruction Special Response Team and Mobile Field Force Team Training.⁵⁹ The CEC learned, however, that for highly specialized SWAT training techniques, the SPD and SCSO travel to two different training facilities and acquire different signaling, call signs, and tactical response processes. As a result, when jointly entering a structure to secure it in an emergency situation requiring use of this in a Tactical Explosive Entry School Training, SCSO and SPD officers must approach different portions of the locked-down building with their isolated teams.⁶⁰ The CEC found that procedures such as this seem detrimental to the effectiveness and safety of public safety organizations in the region, and suggests that a review of training processes and the potential to combine them may be of benefit.

Summary

The CEC notes that there is a greater level of complexity and greater desire for local control of operations divisions than some of the other existing functions described above. However, it notes that specialized functions such as major case teams may present opportunities for sharing. This preliminary overview of administrative and technological functions, investigations and evidence, and operations divisions of law enforcement entities in Sangamon County provides a basic, though not comprehensive, common working framework for elected officials in local jurisdictions and others to consider in moving forward with an examination of alternatives and recommendations.

Key Points: Existing Functions

- Support and administrative functions provide opportunities for savings.
- Evidence and records are divisions where additional sharing may be of benefit.
- Significant technological improvements like Field-Based Reporting have substantial potential to increase efficiency, assist with better allocation of time, and generate long-term cost savings.
- Patrol functions are chiefly a concern due to questions about jurisdictional overlap and "holes in the donut" in the urbanized area.
- Smaller municipalities have embraced a more personalized, "neighborhood" model for policing. This model is highly valued by residents, but may not remain financially feasible in all departments.
- A major cases unit could also provide value and efficiency for the region.



Best Practices

National Interest and Innovation

On a national basis, law enforcement agencies are working to make their operations more sustainable and to develop ways to increase efficiency and effectiveness. The Department of Justice, for example, has recently provided funding to research shared services in law enforcement and police consolidations. Michigan State University, as a recipient of this funding, has compiled an abundance of research on law enforcement best practices.⁶¹

In accordance with this trend, an abundance of best practice examples exist in the public safety literature, ranging from technological updates, that assist in streamlining police processes, to departmental consolidation efforts. Some examples that reflect themes and ideas important to the CEC's work are provided below.

As a technological tools example, the Hope Police Department in Arkansas has recently piloted new technologies that allow officers to scan drivers' licenses and vehicle registrations for access to complete criminal records and a variety of other data.⁶² Their advanced database, which is integrated with the National Crime Information System, allows real-time access and facilitates officer safety and time savings in automated reporting. Significantly, the pilot program was funded through federal grants, and the police department received substantive support from the University of Arkansas for these efforts. This type of automation exemplifies the way that operational and technological improvements in data management and use can streamline processes and increase efficiency.

As another example, a recent initiative by the San Jose Police Department provides residents with crime report text updates via a mobile application, which can increase resident safety by allowing avoidance of criminal activity. The "app" also helps alleviate staff time burdens associated with resident information and safety, which is important in an era of budgetary shortfalls in that area.⁶³

Smaller municipalities in other areas of the country are also exploring efficiencies through combined departments or divisions. Numerous studies conducted by the Center for Governmental Research for municipalities and counties in New York State informed and guided the CEC's work, particularly including a baseline analysis conducted for the City of Jamestown.⁶⁴

As another example, two mid-size municipalities in Washington State have recently combined forces for a savings of over \$600,000. The cities of Shoreline and Kenmore, which have a combined population of just over 70,000, were placed in a unique situation because annexations by surrounding communities cut off some of their closer connections and collaboration with the King County Sheriff's Office.⁶⁵ As a result, the two created a contract

⁶¹ For more information, see <http://policeconsolidation.msu.edu>.

⁶² EfficientGov.Com (September 11, 2013). "Citation Technology Aids Police Efficiency." Available at: <http://efficientgov.com/blog/2013/09/11/citation-technology-aids-police-efficiency/>.

⁶³ EfficientGov.Com (June 26, 2013). "Mobile City Apps: Crime, Maps and More." Available at: <http://efficientgov.com/blog/2013/06/26/mobile-city-apps-crime-maps-and-more/>.

⁶⁴ For more information, see <http://www.cgr.org/>; especially Center for Governmental Research (November, 2012). "Modeling Options for a Consolidated Law Enforcement Agency." Available at: <http://www.cgr.org/jamestown/docs/Baseline-and-Prelim-Options-11-9-2012.pdf>.

⁶⁵ EfficientGov.Com (July 16, 2013). "Shared Police Program Saves \$600k." Available at: <http://efficientgov.com/blog/2013/07/16/shared-police-program-saves-600k/>.



for “shared patrol supervision, oversight, administrative support, and a mutual call backup strategy.” This unique solution has allowed the two to share functions without adding staff. The arrangement has increased support for the police departments and cultivated substantial cost savings.

Finally, the Kenosha County, Wisconsin, area recently reevaluated and renewed an intergovernmental arrangement with a unique model for police support services that created beneficial efficiency opportunities. Kenosha County and the City of Kenosha have a unique Joint Services Agency (JSA) in place to handle their police support functions, including dispatch, fleet, evidence, and records.⁶⁶ Wisconsin state statute provides authority for such agencies. The JSA is governed by an independent board jointly appointed by the City and County, and is a separate entity for audit purposes as well, though not an incorporated body. It shares a facility with all public safety agencies in the region.

Although this structure has been in place for over 25 years, the JSA was recently reevaluated and the contract creating it renewed. During this reevaluation process, the localities conducted a study of service use between police agencies, as well as cost savings associated with the JSA. One estimate indicated that the combined savings due to the JSA was over \$2.5 million annually. These savings result from reduced capital cost duplication, shared debt service, reduced duplicate personnel, and reduced duplication in operational costs.⁶⁷ Kenosha officials indicate that there are significant economies of scale and operational benefits from the JSA arrangement.

Particularly in terms of the evidence and records handled by the Kenosha JSA, officials noted that internal controls are improved by having a more robust combined facility. With shared capacity, local agencies are able to cultivate better evidence custody and preserve controls. There are also efficiencies in their efforts to purchase combined integrated records automation software, since the cooperative body reduces potential for system incompatibilities.

This set of nationwide examples represents only a scattered snapshot of options that might be available for improving local law enforcement efficiency, yet the CEC recognizes that these examples play the important role of helping regional law enforcement agencies to think creatively and with vision about options that might be available to them.

Reduce Law Enforcement Demands

One area typically highlighted in best practice case studies is that of “demand reduction/source reduction,” or minimizing the need for officers to engage in activities that require little expertise/training, or that otherwise reduce the effectiveness of law enforcement agencies in pursuing their core missions of serving and protecting.

Some simple efforts can be taken by citizens in pursuit of demand-reducing activities that lead to savings. Eliminating or reducing false alarms and increased utilization of Neighborhood Watch programs are among these efforts. Citizen reporting through programs such as Crime Stoppers of Sangamon and Menard Counties provides similar benefits. Crime Stoppers is an international organization, the local chapter of which raises money through donations and fundraising event to provide rewards for tips that lead to crimes being solved. Crime Stoppers of Sangamon and Menard Counties was founded in 1983.

⁶⁶ Personal communication from David Geertsen, CFO, Kenosha County (October 30, 2013).

⁶⁷ Spreadsheet on Joint Service formula developed and shared via personal communication from David Geertsen, CFO, Kenosha County (October 31, 2013).



Crime Stoppers functions by publicizing and reporting each week on an unsolved felony, called the "Crime of the Week," at the actual scene of the crime. The "Crime of the Week" is also shown on television, aired on radio stations throughout the week and appears in the newspaper. If any citizen has information on the featured crime or any other crime they call the Crime Stoppers phone number. The Crime Stoppers staff logs the call with the date, time and brief summary of the caller's information. In its first year, the Crime Stoppers group took in 326 tips and paid 8 rewards totaling \$2,550.⁶⁸ Since that time, operations have expanded considerably and led to numerous arrests. In May and June of 2013 alone, for instance, 13 arrests were made based on tips that were rewarded a total of \$3,300.⁶⁹

Similarly, a technological program that may lead to similar time savings for local law enforcement agencies, is a self-reporting software feature called the Cops Logic program. Cops Logic is a software module that allows citizens to generate their own incident reports for non-urgent situations where no known suspect exists. For example, the owner of a car that was scratched in a parking lot could, for insurance purposes, photograph and document the incident and receive a police report all via the internet without occupying officer time.

Jurisdictions implementing Cops Logic or a similar program should consider a number of potential difficulties and drawbacks.⁷⁰ Only a limited range of incidents can be reported in this way. Citizens may experience frustration if they attempt to use the program only to find they need to contact an officer instead. The software also brings with it a number of costs. For example, a law enforcement agency may wish to provide a terminal in a public location for use by those residents who do not have internet access. In spite of the existence of drawbacks, there are many such examples where citizens can reduce demands on police agencies at their source, preventing additional expenditure.

Performance Management

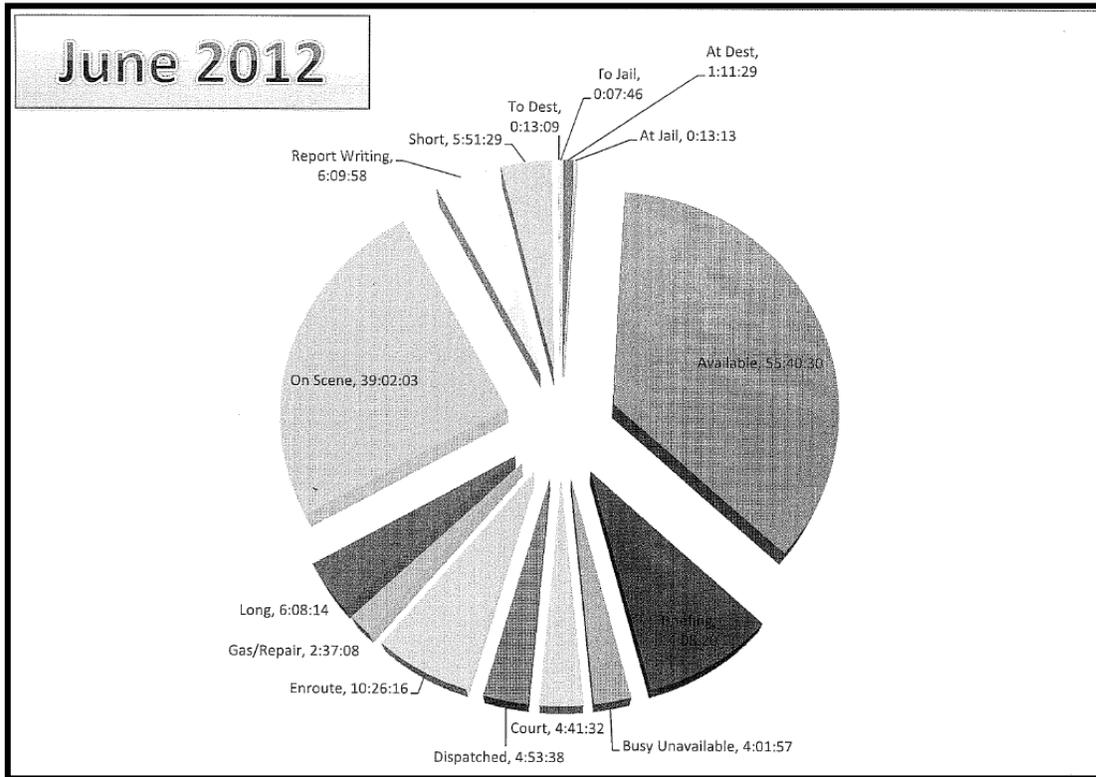
One prominent theme that has surfaced on a recurring basis throughout the CEC's work is the importance of performance measurement. Particularly with the implementation of NWS or other automated systems, performance measurement opportunities are more readily available for law enforcement agencies now than they have been in the past. Figure 6, below, provides a sample of the officer time-use breakdown reporting software currently utilized by the SCSO. Given mobile in-car functionality, such reporting features can be utilized to allow local law enforcement agencies to ensure that more of officers' or deputies' time is designated toward core functions, rather than being spent writing reports or engaging in other functions that take them away from core duties. These tools can also be utilized to monitor deputies' activities and ensure that high-quality, professional service is being provided.

⁶⁸ Crime Stoppers of Sangamon & Menard Counties (2012). "History" and "FAQ." Available at: <http://www.cashfortips.us/>

⁶⁹ The State Journal-Register (July 11, 2013). "Crime Stoppers: Tips led to 13 arrests in two months." Available at: <http://www.sj-r.com/breaking/x946750760/Crime-Stoppers-Tips-led-to-8-arrests-in-two-months>.

⁷⁰ Personal communication from Gregg Williams, Springfield Police Department, and Jack Campbell, Sangamon County Sheriff's Office (June 28, 2013).

Figure 6: SCSO Deputy Performance Metrics Tool





Preliminary Conclusions

Through the CEC's research, a number of areas have surfaced in which opportunities for increased efficiency seem likely, evident, or needed. The CEC preliminarily notes that expansion of technological capacity related to records sharing, mobile reporting, and performance measurement may be of benefit. It also finds that increased inter-jurisdictional cooperation may be valuable, particularly pertaining to the areas of unincorporated Sangamon County that are located within the City of Springfield. There also appear to be areas in which specific support functions of local departments could be handled on a regional basis. The CEC also finds that there is overlap in the areas of special teams, evidence departments, and records divisions that may be valuable for further consideration.

Finally, the CEC finds a number of indications that law enforcement in its current form is financially unsustainable. Some small municipalities indicate that law enforcement requires the vast majority of their municipal budget.⁷¹ The City of Springfield struggles to meet infrastructure needs as a result of pension contributions.⁷² Costly departments in each jurisdiction are unlikely to be able to be supported on an on-going basis, affecting policing in the region. Because of the complexity of the concerns and challenges that surfaced in the research documented above, the CEC did not have the capacity to fully address every alternative avenue for potentially increasing law enforcement efficiency and effectiveness. Another group with greater capacity to do so may be of benefit, particularly for examining SPD and SCSO cooperative activities. The CEC notes that this group should be an objective, unbiased body with great expertise, such as a university or independent consulting firm.⁷³

The CEC recognizes the value and significance of law enforcement agencies in the eyes of local officials and residents. Many jurisdictions may even encounter willingness on the part of residents to increase taxes or fees should it become necessary for retaining their local police forces. In areas where this is not possible, other solutions will need to be explored. Regardless, serious examination of avenues that are locally palatable, yet work to provide cost savings, is essential. These considerations are explored more thoroughly in the Alternatives section below.

Challenges to Law Enforcement Efficiency Opportunities

Based upon the information collected in the CEC's preliminary analysis of existing functions as well as nationwide comparison cases, regardless of which alternatives for law enforcement efficiency are recommended and attempted here, a number of important constraints may exist in the implementation process. Though specifically identifiable benefits and drawbacks have been described on an alternative-by-alternative basis for the continuum of alternatives discussed below, there are also common challenges that have impact across the various options. The primary considerations for these challenges include the following:

Local Control

Local units of government prefer to have authority over their own law enforcement functions. Often in smaller units of government, citizens and leaders express preference for

⁷¹ CEC interview with Mike Lopez, Jerome Village President (September 5, 2013).

⁷² Peters, Mark (October 30, 2013). "Pension Pinch Busts Budgets." *The Wall Street Journal*.

⁷³ Numerous nationwide examples of such groups exist, including but not limited to the Center for Governmental Research (www.cgr.org) or the Michigan State University study team (<http://policeconsolidation.msu.edu/>).



the officers that they know and can readily reach. Other local officials cited special community programs such as Halloween safety activities as important reasons for having localized departments. Officer familiarity and local presence are important considerations in any recommendation related to law enforcement collaboration or consolidation. The crime prevention model desired specifically in smaller villages may not be as feasible on a personalized, “customer service” basis in larger jurisdictions. The CEC therefore finds it important to take into account the differences in regional activity and policy preferences.

Significantly, law enforcement officials expressed substantial operational reasons for desiring local control, generally related to the sensitivity of information and the quality of law enforcement personnel. The CEC acknowledges that there can be legitimate reasons for local leaders to desire discretion in their local law enforcement policies, since law enforcement issues are often highly sensitive.

Conversely, however, the CEC finds that some of the anecdotes related to anti-collaboration attitudes appeared not to include legitimate justifications for failing to cooperate on a regional basis. Simply put, large and small jurisdictions in the region have historically made some decisions on the basis of parochialism or protection of “turf,” without consideration of the greater regional benefits possible through collaboration. The CEC finds this approach inadequate in light of the importance of quality neighboring law enforcement agencies throughout the region in the overall picture of community health.

Information Sharing Difficulties

Similarly, information sharing in law enforcement can, at times, present difficulties. Although the SPD and SCSO indicated that communication is generally open between the two departments, the dynamic and sensitive nature of some law enforcement functions can cause departments to be hesitant to share information, both for legitimate and less worthy reasons. Evidence can become invalid in the trial process, for example, if seizure authority is not handled appropriately. The SPD and SCSO noted to the CEC anecdotally that information sharing is most difficult in drug enforcement cases, and that communication with the Illinois State Police can occasionally cause difficulties.⁷⁴

Collective Bargaining Agreement Implications

The functions of existing large law enforcement agencies in Sangamon County, as described above, are largely governed by collective bargaining agreements. Very basic details of these agreements, particularly related to employee salaries, are provided above. However, bargaining agreements vary substantially across jurisdictions, and typically impact many areas of human resource management and operations for law enforcement agencies. While these are valid, binding contracts that have been negotiated and agreed to by local leaders, they have potential to limit or slow the ability to implement efficiency measures.

Some local leaders have indicated that restrictive collective bargaining units have been challenging in village attempts to cultivate efficiencies.⁷⁵ Bargaining agreements can also lead local leaders to avoid cross-jurisdictional collaboration because of union opposition or the potential to generate high overtime costs when assisting in other jurisdictions.⁷⁶

⁷⁴ Personal communication from Jack Campbell, Sangamon County Sheriff's Office, and Gregg Williams, Springfield Police Department (June 28, 2013).

⁷⁵ Personal communication from Mike Lopez, President, Village of Jerome (August 7, 2013).

⁷⁶ Personal communication from Eric Smith, Chief, Sherman Police Department (November 1, 2013).



While it is important to ensure that officers have benefits appropriate to the risks and challenges associated with their positions, some decisions made in relation to local contracts have placed undue burdens on municipal finances. On-going local government financial stress has prevented other services from being provided. Serious reconsideration of major provisions of law enforcement bargaining agreements will be necessary in order to truly cultivate efficiency in some local jurisdictions.

Additionally, the CEC finds it significant that there are multiple, distinct collective bargaining units in the region. Attempting to explore the potential combination of departments with separate contracts that were negotiated individually will prove challenging. These challenges will be of particular concern because the pay scales and pension arrangements associated with bargaining units' contract are distinct. The CEC again found that it did not have the expertise to fully address these challenges, but notes that the *differences* between bargaining units are likely to provide great challenges in implementation of some alternatives.

Legal Limitations

Like other functions of government researched by the CEC, law enforcement is governed by state statutes, mandates, and administrative rules, as well as local county and municipal codes. Efficiency efforts will need to take these considerations into account. On top of the typical constraints implicit in the legal framework of local government, law enforcement agencies experience additional sensitivity to legal concerns. Due to the strict nature of criminal prosecution, issues such as deputization and jurisdictional authority are of utmost importance, because evidence can be invalidated if improperly handled without jurisdictional controls.

Key Points: Best Practices and Preliminary Conclusions

- Many law enforcement best practices focus on crime prevention and reducing demand on law enforcement agencies through technologies.
- Other best practice cases highlight divisional or functional consolidations, such as records-sharing. In some instances, localities are also reviewing opportunities for combining their forces.
- Some challenges will confront any efforts to change the status quo:
 - Law enforcement agencies often have valid reasons for desiring authority over their local jurisdictions. Different models for law enforcement service exist, and law enforcement functions can be highly sensitive. Information sharing can also be difficult on sensitive cases.
 - Conversely, local governments at times exhibit parochialism and unwillingness to work cooperatively with little valid justification.
 - Collective bargaining units have substantial influence on the operations of many local law enforcement agencies and differ among agencies.
 - The legally sensitive nature of evidence and records captured and actions taken by law enforcement officials can lead to legal limitations on actions. State statute also places several constraints on law enforcement agencies that must be taken into consideration.

Alternatives

In light of the information presented above, the CEC finds that a number of options are available to improve the effectiveness and efficiency of policing region-wide. The alternatives vary in terms of scope and have been presented in order of increasing complexity in terms of the size and number of jurisdictions involved, as well as the level of change needed for implementation. The alternatives include a series of sub-alternatives that are addressed individually.

1. **Status Quo:** Continue within the existing format for law enforcement services.
2. **Resource Conservation:** Improve use of resources internally or within individual departments through conservation or source reduction efforts, such as:
 - a. Citizen education and efforts/programs to reduce demand.
 - b. Continued technological improvements.
 - c. Time reallocation to core functions.
3. **Shared Services:** Improve resource allocation across existing structures by addressing back office/support functions, including:
 - a. Information sharing.
 - b. Administrative services sharing.
 - c. Information systems sharing.
4. **Cross-Deputization:** Share enforcement zones and geographies within existing structure, including:
 - a. Municipality-to-municipality contractual arrangements.
 - b. Municipal-County "hire back" arrangements.
 - c. Urban area intergovernmental arrangements.
5. **Divisional Mergers:** On a functional basis, combine limited divisions that comprise core elements of law enforcement agencies, including:
 - a. Records sharing.
 - b. Teams sharing.
 - c. Patrol sharing.
6. **Local Consolidations:** Combine complete departments across only a limited set of geographies, such as:
 - a. Combining municipal departments.
 - b. Combining municipal and county departments.
 - c. Establishing multi-tiered service districts.
7. **Regional Law Enforcement:** Consolidate department on a region-wide basis to create a single new entity or unify authority under an existing entity, such as:
 - a. Region-wide consolidation.
 - b. Establishment of a Metropolitan Police Force.

A section of the CEC's recommendation below is devoted to discussing the benefits and drawbacks of each alternative, as well as providing all information possible related to likely outcomes and challenges associated with implementing the recommendation. Though the CEC lacked expertise and capacity to fully explore all options, these alternatives provide a fairly comprehensive baseline analysis. It should be noted that, although alternatives



increase in complexity as this document progresses, the alternatives are not necessarily mutually exclusive.

Alternative 1— Maintain the Status Quo

As in every function of government examined by the CEC, the default option is maintaining the existing framework for service provision. The examples provided by both smaller jurisdictions such as Illiopolis, Auburn, and Thayer and larger bodies like the SPD and SCSO suggest that a deficit in resources for law enforcement exists such that the existing service arrangement is becoming increasingly less sustainable in the region. Resource scarcity is likely to cause the call for additional departmental cooperation and combination in the future. The CEC finds it essential to pursue such activities in an intentional and planned fashion to make them fully effective, rather than allow them to occur in a haphazard, incomplete fashion.

The CEC suggests that many municipal governments in the region may be unable in the long run to sustain the level of service that their constituents find preferable, particularly in the smaller communities where customer-service and neighborhood policing models are desired. In an effort to allow localities budgetary flexibility to pursue their desired model of service, the CEC has also explored a series of cost reduction alternatives.

Alternative 2—Resource Conservation

As noted in the CEC's "Six C's of Citizens' Efficiency,"⁷⁷ increasing governmental efficiency does not necessitate working across jurisdictional lines. Options are available to local law enforcement agencies to help them reduce their own costs or burdens internally through conservation or reallocation of existing resources. Some of these options are presented as sub-alternatives below.

Citizen Education and Reducing Demand

As described in the Best Practices section above, numerous options exist that allow citizens to play a more active role in assisting in the law enforcement endeavor. As one mechanism for cost savings, local jurisdictions could individually or cooperatively expand upon these efforts where they are deemed beneficial in reducing officer workload and increasing capacity.

Continued Technological Improvements

Many new technologies have the potential to allow resources to go further in local law enforcement agencies. Field-based reporting could be expanded across the region in order to reduce report-generating time for patrol officers and their supervisors. Self-reporting software can also achieve this goal if implemented appropriately. Increased automation among local law enforcement agencies has significant potential to generate operational efficiencies. The current system of hand-written reports, hard copies being transported and distributed, and similar antiquated processes generates long-term costs. While local governments may struggle to generate budgetary resources, some of these financial issues may be overcome by utilizing economies of scale through collaborative, cross-jurisdictional efforts. Local

⁷⁷ Citizens' Efficiency Commission (April 11, 2012). "The History and Nature of Joint Service Efforts in Sangamon County." Available at: <http://www.co.sangamon.il.us/Departments/RegionalPlanning/documents/CEC/CEC%20Joint%20Services%20White%20Paper%20Updated.pdf>.



law enforcement entities could consider expanding upon or implementing such technologies.

Time Reallocation Toward Core Functions

In keeping with the assumptions initially described, the CEC has identified several options for a sub-alternative dealing with time management in local jurisdictions, which would allow sworn officers, who require higher pay and substantial training, to spend less time in functions like transport and records-keeping, and more time performing core tasks to the law enforcement mission. Technological tools like field-based reporting are a first step toward ensuring that this alternative is achieved. Another alternative in pursuit of this time reallocation would be transferring data entry responsibilities to non-sworn personnel.

A transport vehicle may be another example of this type of reallocation of time. With a transport vehicle manned by correctional officers and designated to meet officers and transport arrestees to the jail for booking, patrol officers could be retained in the field. This is of particular important for patrol in the rural areas, where officers may spend substantial portions of time traveling and booking, rather than engaging in core functions.

Alternative 3— Shared Services

A shared services approach to law enforcement regionalism works to improve resource allocation across already-existing structures or to address back office or support functions that are not core components of the law enforcement agencies' missions. There are a series of sub-alternatives that fit within this conceptualization.

Information Sharing

Information sharing already occurs on an informal basis in local jurisdictions. During specialized investigations, units will share evidence or defer to the expertise of an experienced unit or team. The CEC finds that some opportunities to increase such sharing exist, perhaps through additional meetings of police chiefs region-wide. For example, knowledge of stolen property in neighboring jurisdictions would be of great benefit to police departments.⁷⁸ As another example, expertise gained by the City of Springfield in converting its vehicles to alternative fuels could be shared with smaller jurisdictions to assist them in their research. One benefit of increased communication would be improved cooperation resulting from a sense of greater engagement among smaller jurisdictions in Sangamon County, particularly related to technological needs and decisions.

Equipment Sharing

In addition to sharing information, equipment may effectively be shared among jurisdictions. For example, both the SCSO and SPD have highly specialized accident reconstruction kits, which are used relatively infrequently and could potentially be shared.⁷⁹ Expensive capital investments could also be considered on a shared basis. For example, propane fueling stations that might benefit multiple departments could be strategically purchased on a combined regional basis.

⁷⁸ Personal communication from Bruce Centko, Auburn Police Chief (August 7, 2013).

⁷⁹ Personal communication from Jack Campbell, Sangamon County Sheriff's Office, and Gregg Williams, Springfield Police Department (June 28, 2013).



Administrative Services Sharing

Sharing administrative functions is an alternative that has been explored in other CEC research. Back office functions such as payroll, accounts payable, procurement, and perhaps equipment management present opportunities for resource sharing. The CEC has addressed this matter in other research for local governments in general, but believes that these benefits may especially be available for law enforcement agencies which perform similar, specialized functions and therefore have similar needs. For example, economies of scale captured by larger departments for uniforms or bulk fuel contracts might be extended to smaller jurisdictions so that they get better pricing as well. For those jurisdictions that do not have budgetary capacity to hire secretarial or support staff, a shared part-time administrator could provide benefits to many jurisdictions.

Information Systems Sharing

As detailed above, technological tools like the ICJS play a key role in the safety and success of local law enforcement agencies. Disparities in technological capacity exist throughout the county. Further sharing of information systems as permitted in licensing should be explored. Currently, many jurisdictions in the county do not have automated reporting, which requires records to be hand-written, delivered, entered, and copied at many stages in order to fully inform the court and records systems. The CEC finds this state of affairs to be obsolete and unnecessary in light of available jurisdictions, and indicates that one alternative for improving resource use may be to fully develop technological automation and integration. As is expected in the case of the Kenosha, WI, best practice described above, increased cooperation can lead to software economies of scale, as well as employee efficiency in terms of record processing.

Alternative 4—Cross-Deputization

In contrast to the options listed above, Alternative 4 deals more with sharing geographies than sharing basic functions. Cross-deputization arrangements allow for the extension of the authority of one jurisdiction into geographies under another unit of government's jurisdiction. Multiple sub-alternatives exist under this scenario as well.

Municipality-to-Municipality Contractual Arrangements

As noted above, much of the impetus for the CEC's research related to law enforcement comes from declining municipal budgets across the region. Some local entities have endeavored to overcome these challenges through new arrangements for law enforcement service provision. For example, the villages of Auburn and Thayer arranged via Intergovernmental agreement for Auburn to cover policing for Thayer for approximately \$45,000 annually.⁸⁰ In other words, under this arrangement, Auburn police are authorized to provide law enforcement within another jurisdiction, and paid to do so via intergovernmental agreement between the two villages. This example could be modified and extended to other areas.

A similar contractual arrangement could be developed for law enforcement jurisdictions that do not wish to completely disband their forces and eliminate their municipal departments, but wish to share part-time employees or hire back neighboring municipal police on their off-duty hours for additional patrol in their

⁸⁰ Petrella, Dan. January 16, 2013. "Thayer likely to turn over police patrols to Auburn officers." *The State Journal-Register*.



adjoining municipality. While such contractual arrangements may diminish the influence of some local leaders over their forces, budgetary challenges suggest that these officials will be faced with challenging decisions of this variety. Some small, neighboring municipalities already have common needs and experiences that could allow them to bridge cultural differences and work to combined police forces or expand contractual agreements. Since police departments in each small municipality are increasingly appearing to be financially unsustainable. Contracts between and among near neighbors may allow for a regionally palatable solution. Moreover, these contracts could strength some rural departments, allowing for improved regional coverage through addition full-time personnel.

Municipal-County “Hire back” Arrangement

The second “cross-deputization” sub-alternative deals with Sheriff’s deputies providing patrol services in incorporated municipal areas in the county during their off-duty hours. Though deputies technically already have jurisdiction in this area, they can be hired to spend additional, concentrated time in the area beyond the intermittent patrolling that these areas receive in the course of normal SCSO patrol patterns.

The CEC cited the Village of Illiopolis’s arrangement in a 2012 history of joint service efforts.⁸¹ Upon losing its part-time police officer in 2010, the Village of Illiopolis discovered that off-duty sheriff’s deputies from Sangamon County were available to patrol in Illiopolis. The Village agreed with the County Sheriff’s office that it would pay for six randomly timed four-hour shifts from off-duty officers. The Village also pays for fuel expenses for the deputies, but no longer has to provide its own policing vehicles.

This example provides an alternative that, while going beyond cross-deputization, does not extend to a complete combination of departments. In essence, Illiopolis is outsourcing its police work or providing additional resources so that Sheriff’s deputies, who are already deputized to have jurisdiction in the area, are having that authority extended into their off-hours through contract with Illiopolis. The deputies are therefore able to spend more time in the municipal area. However, the Village President still ultimately possesses authority over the area.

The Village benefits from this agreement by saving salary, training, and equipment costs, while taking advantage of the increased experience and expertise of Sheriff’s deputies. Disadvantages include lack of control over labor costs and less familiarity between deputies and the patrol area. An additional advantage of this arrangement is reduced liability for the Village of Illiopolis. By pooling the risks associated with hiring law enforcement personnel, across a larger pool of professionally trained deputies, the SCSO has more ability to absorb liability related to any negative incidents with law enforcement officials.⁸²

One concern associated with this alternative is that it is untenable as a solution to needs in all jurisdictions. Because the Sheriff hires only a fixed number of deputies, hire-back time is not an unlimited resource. It would be unfeasible to extend this arrangement to a large number of jurisdictions without some structural changes.

⁸¹ Citizens’ Efficiency Commission. (April 26, 2012). *The History and Nature of Joint Service Efforts in Sangamon County*. Available at: <http://www.co.sangamon.il.us/Departments/RegionalPlanning/documents/CEC/CEC%20Joint%20Services%20White%20Paper%20Updated.pdf>.

⁸² Personal communication from Neil Williamson, Sangamon County Sheriff (August 7, 2013).



Urban Area Intergovernmental Arrangement

As described above, often jurisdictional lines create difficulties or inefficiencies for local departments. If SPD officers were deputized to have authority in cases in the unincorporated urbanized areas, some of these efficiencies might be alleviated. There are various options related to the extent of patrol cooperation possible under such an arrangement. Legal implications of such an agreement are also important considerations. Further exploration of this alternative is needed to fully explore its benefits and drawbacks. Moreover, in the event that a more comprehensive collaborative option for the City of Springfield and County forces is pursued, this type of agreement would be rendered unnecessary. However, even in the event of a broader solution, it could be explored as an interim step to alleviate some of the jurisdictional authority questions described above.

Alternative 5— Divisional Merger

Alternative 5, divisional mergers or functional consolidations, moves beyond previous recommendations by structurally combining functional portions of the existing law enforcement departments. In contrast to the shared services offered as Alternative 3, pursuing this alternative locally would require law enforcement entities to combine divisions that comprise core functions of their agencies, though perhaps on only a limited basis. Numerous sub-alternatives of this variety exist, including Records Divisions, Special or Tactical Teams, or Patrol. Any number of these alternatives could be pursued individually or in conjunction with one another and with other alternatives described above.

Records Sharing

In the course of its research, the CEC noted that a metro records department could be of benefit. Often, citizens attempting to access law enforcement records do not have the awareness of jurisdictional lines needed to know which records agency or reporting agency is the appropriate location from which to receive their reports.

A combined records department could not only alleviate this problem, but could create the opportunity for reducing personnel needs related to records-keeping and clerical tasks, particularly in smaller jurisdictions. Existing technological capabilities enable cooperation on this matter in ways that were not possible in prior years. In order to achieve this potential, local agencies would need to address, among other obstacles, state reporting requirements on a jurisdiction-by-jurisdiction basis.

Evidence Sharing

Multiple law enforcement agencies in the region collect, process, and store evidence. This evidence is often housed, both on a temporary and permanent basis, in scattered locations, some of which are secure and some of which are not. State statute mandates that evidence for certain types of cases be retained indefinitely or for the life of the defendant. Rather than having multiple law enforcement agencies in the county process and store evidence in disparate facilities, a single jurisdiction could function as a central evidence processing and/or storage facility for the region. This jurisdiction could explore the potential for providing other municipalities use of this facility on a user-fee basis, which could assist the County in recovering costs or generating revenues.



Any shared facility would need appropriate security controls. More information is needed related to volume of evidence and security implications for a combined facility. Drawbacks that should be further explored include: potential effects for the security and validity of evidence, inconvenience or difficulties in transporting evidence to court complex from off-site facility, and excessive size of a combined facility leading to confusion or inefficiency. However, a shared evidence division has been of great benefit and produced cost savings in other regions of the country, such as the Kenosha, WI, example cited above, and deserves further consideration.

Teams Sharing

Similarly, many law enforcement agencies have special or tactical teams that deal with specialized crime areas and require specific training and equipment. These teams include K-9 units, drug teams, and others described above. Currently, teams work on a cooperative basis, and those with greatest skills and expertise are often called to crime scenes or incidents in other jurisdictions under mutual aid agreements. There are many benefits associated with having a single regional team authorized to handle specialized responsibilities in all jurisdictions in the region. Reduced training dollars and time investment in smaller jurisdictions, increased uniformity in protocols leading to better officer safety, and increased expertise for handling sensitive or dangerous criminal activities or crime scenes would be benefits of special team sharing. An institutionalized Major Case Unit, as described above, would be of particular value in allowing small to mid-size jurisdictions participate as they are financially able. This would provide representation for rural areas in important incidents in the outlying county, while reducing costs and allowing officers on smaller forces to build experience and professional skills.

Patrol sharing

This sub-alternative represents the most challenging of functional consolidations due to local cultures and the visibility of patrol functions. For some smaller and neighboring jurisdictions, such as Leland Grove and Jerome, the idea of sharing patrol responsibilities and fleets has more merit than it might for other jurisdictions. Again, however, many law enforcement agencies in Sangamon County expressed the importance of their local patrol to their community culture and policy goals. Therefore, further review and a cost benefit analysis that goes beyond the CEC's existing recommendation would be of benefit in fully exploring the pros and cons of this divisional merger option.

Alternative 6— Local Consolidations

Beyond restructuring law enforcement agencies on a limited, function-by-function basis, Alternative 6 offers the option of combining entire agencies or departments. This alternative includes both functional and administrative combination, but does so only across only a limited set of geographies, rather than the region as a whole. There are numerous avenues through which local consolidations could be pursued in Sangamon County.

Combined Municipal Departments

Under this sub-alternative, smaller municipalities in Sangamon County could consolidate their police departments under one jurisdiction or the other, or explore options for creating a combined department over which they both have oversight and authority. This arrangement provides the benefit of retaining control nearer to the local level, while still allowing for resource sharing and reduced administrative burdens.



In its current form, the Auburn-Thayer example described above is similar to this example. The Buffalo-Mechanicsburg combined police department is another long-standing example of this relationship in Sangamon County.

City-County Combined Departments

In this sub-alternative, only the SCSO and SPD are considered, with smaller municipal departments excluded. The two could be combined in a number of arrangements. The SCSO could cede patrol authority for the urban area to the SPD, or for the entire unincorporated county, which would require some mechanism for expanded deputization or legal authority for the SPD. Another option would be for the SPD to be dissolved and its functions combined into the SCSO's jurisdiction. Alternatively, the authority and financial resources of both could be combined under a new law enforcement entity or commission.

There are numerous potential benefits that may be derived from such an approach. Jurisdictional authority issues in the unincorporated but urbanized area would become irrelevant. Another potential benefit could be provided if law enforcement officials were brought into the Illinois Municipal Retirement Fund pension system in a departmental combination, rather than having a locally controlled pension board. The more robust pension system of IMRF-SLEP could more readily fund pension liabilities for a regional department, alleviating some burdens on the City for unfunded pension liabilities.

Exploring a combined city-county department would also allow for a review of professional standards and policies related to both forces. Although no departmental restructuring is guaranteed or even necessarily likely to remedy on-going historical concerns about police conduct, a thorough review of the two largest law enforcement agencies in Sangamon County would allow experience, professional conduct standards, and leadership protocols to be considered with a careful concern for regional effectiveness.

Any of these arrangements would require extensive study and concerted effort and approval from both parties for successful transition to occur. The CEC found in the course of its work that combining the City and County forces could be beneficial for a number of reasons. A combined force would both include and transcend the benefits discussed in terms of functional or divisional consolidations described above. Legal constraints related to records- and evidence-sharing, jurisdictional confusion in patrol, and other concerns would be alleviated. The CEC recognizes that it does not have the expertise to fully evaluate the best path toward pursuing this option. However, it finds that this alternative merits further consideration, and could be pursued with a single-issue, focused study group and/or with the assistance of an outside consultant.

Multi-tiered Service Districts

This sub-alternative calls for combining regional departments in a multi-tiered arrangement. While a service districts would consolidate local forces both functionally and administratively under the regional authority of several strong departments, this alternative would stop short of creating be a single metropolitan department with uniform authority in all areas of the county.



A service districts arrangement could take on a number of forms. It could include both the SCSO and SPD, or exclude one or the other. It could include or exclude smaller municipal departments as deemed desirable in accordance with local policy preferences. Rural and urban service districts, with different service levels and tax bases, could be developed, and local jurisdictions could opt in and out of different law enforcement “tiers.”

Alternative 7—Regional Law Enforcement

The final alternative available for law enforcement agencies in the region is to combine departments on a region-wide basis, thereby creating a single law enforcement agency unified under an existing entity or either a single new entity. This alternative represents the most difficult and complex of all those offered, both politically and operationally.

Region-wide Consolidation

A region-wide consolidation would combine all law enforcement entities in the county under the authority of a single existing body. The Sangamon County Sheriff already has jurisdiction across the entire region, but another body could also fulfill this function with changes in the existing legal structure. Extensive study, a referendum, and thorough implementation planning and efforts would all likely be required to work toward this alternative.

Metropolitan Police

Although this sub-alternative would require similar mechanics to the sub-alternative of regional consolidation described above, a metropolitan police force differs slightly from region-wide consolidation in that a new law enforcement authority would be created, such as a county-wide police commission, rather than consolidating under the authority of an existing jurisdiction.

Key Points: Alternatives

- A broad range of alternatives exist for improving law enforcement efficiency in the region.
- The options provided address opportunities to:
 - improve efficiency within individual jurisdictions through technological improvements or time reallocation;
 - address declining resources on a local basis through cross-jurisdictional cooperation and shared specialized functions;
 - improve resource use in the urban area by exploring city-county cooperation or consolidation.
- These alternatives represent a baseline analysis or preliminary options for review.
- The alternatives have been explored in order to provide a foundation for future action that meets the needs of a nuanced and complex set of local jurisdictions.
- Without pursuing these alternatives, local governments are unlikely in the long term to have resources to sustain desired service levels.



Recommendations

The alternatives described above create an array of options for law enforcement agencies that will assist them in finding innovated way to collaboratively improve their efficiency and effectiveness. Based upon its review and the functional details catalogued above, the CEC finds that opportunities exist particularly for sharing specialized divisions and functions, for increasing cooperation on back office and police support functions, and for improving the utilizations of technology for local law enforcement agencies' efficiency. Based on this assessment, the CEC has selected five recommendations gleaned from the alternatives above that it believes merit important steps forward for regional law enforcement agencies.

In light of its research, the CEC recommends that local law enforcement agencies pursue increased regionalization of law enforcement functions by undertaking the following actions:

- 1) Expand technological improvements to eliminate dated hand-written records processes and duplication of labor.**
- 2) Create a shared regional task force for highly specialized functions including training, crime scene investigation, major cases, tactical forces, and similar activities.**
- 3) Create shared divisions for administrative support, records, and evidence, potentially in addition to other support functions regionally.**
- 4) Consolidate select municipal departments into combined local departments to intentionally manage scarce resources.**
- 5) Engage the services of an independent consultant, working in conjunction with the Regional Leadership Council and the CEC or any follow-on group of the CEC, to conduct a thorough analysis of SPD-SCSO consolidation that builds upon the CEC's existing work.**

The benefits of the above recommendations are discussed throughout the CEC's work, most notably in the pros and cons weighed in each of the alternatives sections above. Rather than attempt to recapture the specific benefits for each item on such an extensive and complex list of recommendations, the CEC notes that there are some general benefits to be gained from pursuing its approach as captured in this five-fold set of recommendations:

- The recommendations above are comprehensive and regional, dealing with law enforcement in both urban and rural areas, and offering efficiency opportunities while maintaining the possibility of distinct local culture.
- The recommendations are viable. They represent a range of options that have a feasible possibility of being implemented.
- The recommendations respond thoughtfully to existing, organically-developed trends in law enforcement consolidation and efficiency that are already occurring.
- The recommendations include avenues for ensuring that law enforcement receives on-going attention and review, which should encourage local leaders to consider their public safety functions more carefully and with a continual eye for efficiency and effectiveness.

Pursuing these efficiency opportunities as a broad regional strategy is intended to strengthen local law enforcement. Ultimately, rather than consolidation for consolidation's sake, a thoughtful approach to reducing costs may be of greater benefit, particularly for smaller municipalities that desire to maintain local standards. Alongside the specifically listed alternatives above, the CEC notes that some of the more limited alternatives listed above could be appropriate interim steps to take while pursuing these actions. For example, the



shared administrative support or transport functions that would allow more mission-directed use of sworn officer time could be of benefit. An intergovernmental agreement related to patrol coverage in the urban area would also be an important interim step in the process of pursuing shared City-County cooperation.

The recommendations described above represent a single package of incremental steps the CEC feels would be beneficial for law enforcement locally if taken as a whole. These steps will become increasingly important for law enforcement agencies to reduce costs, particularly if their existing service levels are to be sustainable in the long term. However, the recommendations described are not a final approach, but rather represent interim steps. An independent, objective group for additional review would be of benefit, particularly in the complex review of SPD-SCSO operations in the urban area.

Steps toward Implementation

In the normal course of its recommendations, the CEC develops and presents a path toward implementation to assist local jurisdictions that wish to undertake the changes outlined in its work. However, for the present series of recommendations related to law enforcement, the scope and complexity of the recommendations are such that a single list of implementation steps will likely be inadequate to assist in accomplishing meaningful change. Instead, this recommendation is intended as a baseline, preliminary analysis, which will provide a platform for future research on these matters.

The CEC therefore suggests that a Public Safety Follow-on Group be created and tasked specifically with pursuing the implementation of these recommendations. This group should be provided meaningful staff resources and potentially with the mandate of a citizen referendum related to the issue. The CEC also notes that its recommendation includes opportunity for involvement for the CEC or a follow-on group. The CEC and its staff have done considerable work on this matter which should not be lost and should be available to any consultant engaged. The information, knowledge and expertise gained by the CEC during its review of policing in the region should create the base for a more timely, cost efficient, and effective study than might be the case if the CEC is not involved in such a study. The CEC desires that the momentum gained by its work, particularly in this area, is not lost, and therefore expects that a successor entity would be involved in these on-going efforts.

In order to fully assess alternatives related to this public safety follow-on group, the CEC recommends that a review of city-county consolidation specifically consider pensions systems, personnel pay grades, training functions, labor relations, and other obstacles discussed above. The CEC offers its support for these implementation efforts. If the CEC can provide any further assistance in facilitating efforts toward cooperation, it would be pleased to do so.

Respectfully submitted,

Hon. Karen Hasara, Chair
on behalf of the
Citizens' Efficiency Commission
for Sangamon County



**Appendix A: Village of Rochester PD Available Incident Data;
14-Months' Data from January 2012 to August 2013, by Incident Type**

Rochester PD Calls for Service and Incidents											
	Aug-13	Jul-13	Jun-13	Feb-Mar-13	Jan-13	Jul-Aug-12	May-Jun-12	Mar-Apr-12	Jan-Feb-12	Total	Monthly Avg
Criminal Incidents											
Aggravated Assault	1			1						2	0.14
Battery	1	2	1						2	6	0.43
Burglary from Vehicle	1	1		1			1	1		5	0.36
Residential Burglary			1				1			2	0.14
Criminal Damage to Property		2		1		3	1	3	3	13	0.93
Criminal Sexual Assault	1									1	0.07
Criminal Trespass					1					1	0.07
Deceptive Practices				1			1	1	1	4	0.29
Disorderly Conduct			1	2	1					4	0.29
Domestic Battery			1			2	1	2		6	0.43
Drug-Related Offenses				3						3	0.21
Forgery							1		1	2	0.14
Hate Crime								1		1	0.07
Identity Theft							1	1		2	0.14
Illegal Possession of Alcohol							1			1	0.07
Manufacture with Intent to Deliver									1	1	0.07
Murder		1								1	0.07
Obstructing Justice			1							1	0.07
Possession of Cannabis	3	1							2	6	0.43
Possession of Drug Paraphernalia		1			1				3	5	0.36
Reckless Conduct	1							1		2	0.14
Retail Theft		1								1	0.07
Telephone Harassment			2	1	1		2	2	1	9	0.64
Theft		1		5	1	2	2	1		12	0.86
Unlawful Use of Weapon	1									1	0.07
Violation OP							1			1	0.07
Warrant Arrest	1	1	1	1			2	2	1	9	0.64
Traffic Incidents											
Accident Investigations	1	2	7	3	7	4	5	8	9	46	3
Cancelled/Revoked Registration	1									1	0
DUI			2	2	2	1	2			9	1
Failure to Reduce Speed/Yield			2	3		1		3		9	1
Flee/Attempt to Elude	1									1	0



Hit and Run	1					1	1			3	0
Illegal Transportation of Alcohol		1	1	1			1		2	6	0
Improper Lane Usage	2			1		5				8	1
No License	4	5	1	3		2	1	2	4	22	2
No Registration	3	4			1	2	2	3	1	16	1
Operation of Uninsured Vehicle	7	8	2	24	22	13	29	15	25	145	10
Reckless Driving							1			1	0
Speeding	19	15	8	16	11	31	30	33	31	194	14
Suspended/Revoked License	1	3	2	4	1	1	12	11	7	42	3
Warnings	127	86	107			120	141	174		755	54
Equipment Violations (Warning)				143	62				181	386	28
Moving Violations (Warning)				130	84				149	363	26
Other Misc				12	12		5		4	33	2
Calls for Service											
Animal-related	6	3	4	7	2	8	7	10	8	55	4
Assist other Police Agency	11	14	16	25	10	41	39	38	32	226	16
Assist Government Agency	7	3	13	20	18	20	19	17	25	142	10
Building/Business Check	53	31	39	39	22	122	112	130	119	667	48
Burglar Alarm	4	6	5	13	3	6	7	7	10	61	4
Citizen Assist	47	48	54	58	34	75	65	80	101	562	40
Curfew									2	2	0
Disturbance	1			3	1		9	9		23	2
Domestic Trouble	2	1	2	1				2	2	10	1
Fingerprinting Duties				6	4					10	1
Lost/Found Articles	2			3				2		7	1
Loud Noise Complaints	2	2	2			2		4		12	1
Mental Cases	2									2	0
Mischiefous Conduct	1	1	2		2		2		1	9	1
Missing Person	2	2								4	0
Motorist Assists	8	6	12	12	6	34		27	17	122	9
Neighborhood Trouble						4	2	2	1	9	1
Ordinance Violations						5				5	0
School Visits							5			5	0
Suspicious Auto/Person	2	4	3	7	4	9	10	10	10	59	4
Vacation Checks	91	79	72	195	261	403	359	410	704	2574	184
TOTAL	418	335	364	747	574	917	881	1012	1460	6708	