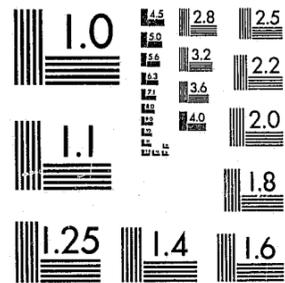


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National Institute of Justice  
United States Department of Justice  
Washington, D. C. 20531

DATE FILMED

7/14/81

# **model county-wide multijurisdictional police agency**

**Alexander, Franklin, Gallatin, Hamilton,  
Hardin, Jackson, Jefferson, Johnson, Massac,  
Perry, Pope, Pulaski, Saline, Union,  
& Williamson Counties, Illinois**

735-96

**GREATER  
EGYPT  
REGIONAL  
PLANNING &  
DEVELOPMENT  
COMMISSION**

Prepared for the: Greater Egypt Regional Planning and Development Commission

Project: Nonmetropolitan Criminal Justice Standards

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Pulaski, Saline, Union, & Williamson Counties, Illinois**

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TABLE OF CONTENTS

	Page
Table of Contents . . . . .	i
Foreward . . . . .	iii
Preface . . . . .	v
Chapter 1 - INTRODUCTION . . . . .	1
Chapter 2 - PLANNING PROCESS . . . . .	5
Chapter 3 - THE COUNTY PUBLIC SAFETY BOARD . . . . .	15
Chapter 4 - COUNTY PUBLIC SAFETY DEPARTMENT . . . . .	21
Chapter 5 - OFFICE OF THE SHERIFF . . . . .	35
Chapter 6 - OFFICE OF THE CORONER . . . . .	37
Appendix A - Use of Intergovernmental Cooperation . . . . .	39
Appendix B - Standards Implementation Study Committee . . . . .	45
Appendix C - 12 Month Work Schedule for Study Committee, Sub-Committees and Advisory Task Forces . . . . .	47
Appendix D - County Public Safety Board . . . . .	61
Appendix E - Intergovernmental Contract for County Public Safety Board and County Public Safety Department . . . . .	63
Appendix F - County Public Safety Department . . . . .	77
Appendix G - County Public Safety Department: Administration Division . . . . .	79
Appendix H - Forms . . . . .	81
Appendix I - County Public Safety Department: Field Services Division . . . . .	83
Appendix J - Educational Pay Incentive Program . . . . .	85
Appendix K - Budget: County Public Safety Department . . . . .	87
Appendix L - Significant Legal Areas of Concern . . . . .	89
Appendix M - County Sheriff's Department . . . . .	91
Appendix M-1 - County Sheriff's Department Budget . . . . .	93
Appendix M-2 - County Sheriff's Department (After December, 1980) . . . . .	95

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## FOREWORD

During 1976 and 1977 the Greater Egypt Regional Planning and Development Commission identified eight functional areas within which they established standards and recommendations for Criminal Justice. These standards and recommendations were developed through eight task forces, one in each of the eight functional areas.

One such Task Force was the Police Task Force. As this Task Force developed and prioritized standards, a number of these standards appeared to require multijurisdictional implementation. Accordingly, the Greater Egypt Regional Planning and Development Commission requested assistance for the purpose of designing a model county-wide/multijurisdictional police department which would utilize these priorities.

As a result of this request a model County-wide Police Department has been developed. The model contained herein has not been endorsed by the Greater Egypt Regional Planning and Development Commission, any county or town Board or Council, or any Committee or Task Force of the Criminal Justice Standards Project. Instead this document is intended to be utilized as a planning tool by counties in Illinois that have been designated nonmetropolitan counties by the Illinois Law Enforcement Commission.

The suggestions and recommendations contained herein are the thoughts of the author, based on his law enforcement experience in practice and planning and his observations in Illinois.

After careful consideration and a study of nonmetropolitan counties in Illinois, the consultant has designed a model county<sup>1</sup> for this project. The model contains approximately 35,000 to 60,000 persons, encompasses an area of approximately 600 square miles, has within its boundaries

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<sup>1</sup>This model is similar in nature to the majority of the larger nonmetropolitan counties in Illinois. While this document refers to a single county there would be nothing to prevent the use of this model by several smaller counties who wish to join together to form a multijurisdictional police agency. Likewise this model could be scaled down and utilized by much smaller counties.

between twelve and eighteen municipal units of government, and may have either a commission or county board form of government with or without designated townships. The model also has a major highway passing through it, a college or university within its boundaries and a federal- or state-owned recreational facility. The model is experiencing a rapid growth pattern, and has a diversification of industry, business and agriculture.

## PREFACE

As the incidence of crime continues to rise it is reasonable to assume that the expertise and training of the persons charged with the apprehension of the individuals or groups of individuals committing these crimes must also rise accordingly. It is not reasonable to assume that various units of local, state and federal government can continue to devote ever-increasing resources for an indefinite period of time. The focus of the criminal justice planner must thus turn to looking for new methods, which can be utilized by these governmental units, based on existing resources. As in private industry, the planner must look to reducing duplication of effort, improving training and education, and improving productivity without significantly increasing cost.

Standard VI-1.6 of the GERP&DC Criminal Justice Standards Project (see Appendix A) says: "Every unit of local government should examine its criminal justice service delivery system to determine if the needs of the residents of that jurisdiction are being met. The system should be examined to determine if:

1. The service is being provided on a twenty-four hour per day basis.
2. Equipment or operational support for a service is available or is adequate.
3. The service in question can be more adequately provided by a neighboring jurisdiction.
4. The service in question can be more adequately provided jointly through two or more neighboring jurisdictions.

If the local government unit identifies one or more of the above in its review of criminal justice services, intergovernmental cooperation should be considered to improve the quality of service."

In looking at the police function in the Region, some of the above were identified by the Police Task Force. The model is intended to address these issues.

## Chapter 1

### INTRODUCTION

This document will provide a planning process to determine if a county-wide police agency is feasible and if all or at least the majority of the units of government within a single county desire to participate in a single, multijurisdictional police agency.

At least all those units of government within a given county(s) that now provide their own police service should participate in the feasibility study process with the understanding that there is no obligation on the part of any participant to commit themselves beyond the study. It is assumed the participants would include the county board; city, village and town boards and councils; townships; colleges and universities; and any other unit of government that now provides a police service or wishes to receive the benefits of a multijurisdictional police service.

After the study process is completed this model will assume that the participants in the study have agreed to form a multijurisdictional police agency. Even though the original intent is to implement a police agency there should be some thought given to considering what other public services might be delivered by this agency. These services might include ambulance service, fire protection, etc. and for this reason the model police agency will be referred to as a Department of Public Safety in this document.

A County Board (or Boards) and the governmental units within the county (or counties) could establish, by resolution and agreements or contracts, a system by which a service or services are delivered (i.e. communications, records, purchasing, investigations, mutual aid, etc.) to all participants by mutual agreement.

Or a County Board (or Boards) could establish, by Resolution, a County Public Safety Department. Likewise the various Municipal Corporations within the County could, by Resolution, abolish the police function within their respective corporate limits and, pursuant to Article VII, Section 10, of the Illinois Constitution, and The Intergovernmental Cooperation Act of 1973, Illinois Revised Statutes, Chapter 127, Section 741 *et seq.*, enter into a contractual agreement with the County to provide for the police function on a county-wide basis. The police function, and all duties and responsibilities normally associated with this function, would then become the responsibility of a unified city/county agency.

As stated in Standard VI-1.6, the City/County Resolution and the City/County Contractual Agreement should:

1. explain the nature of the agreement;
2. describe the work (service) to be performed;
3. describe any limitations imposed on the delivery of the work/service;
4. describe the nature and source of changes, funding, etc.;
5. identify the body which will assume prime responsibility for administration of the service;
6. describe the fiscal procedures to be employed;
7. describe the rights of employees serving in another unit;
8. identify the source of staff;
9. determine conditions of duration, termination, and amendments;
10. describe type and source of insurance, liability protection; and
11. identify the liability to be assumed by cooperating government units.

The following chapters set out in detail how the planning process might be pursued, how to determine if an alternative system is desirable and economically sound, what an alternative system would be like, and what might be expected to occur in the ensuing years.

The need for an extensive public planning and determination process cannot be overemphasized. This process should also include extensive citizen involvement and should allow for alternate solutions to total unification of the police function. Once the determination has been made to establish a multijurisdictional department the planner must describe:

1. how this department will be administered;
2. what its duties and responsibilities will be;
3. how the fiscal responsibilities and liabilities will be determined;
4. how it can be accomplished legally within the confines of the Constitution of the State of Illinois and the Illinois Revised Statutes;
5. what problem areas will need further and/or on-going study or review;
6. how the elective offices in the cities and county will relate to the new department; and
7. how to arrange for the physical plant, equipment and/or other property.

Chapter 2

PLANNING PROCESS

The first step in the development of a multijurisdictional department would be to identify the needs and design alternatives to meet these needs. To accomplish this planning process the County Board and the various local officials within the county would establish, by mutual agreement, a Standards Implementation Study Committee consisting of the following individuals: (See Appendix B)

1. the County Sheriff;
2. the County State's Attorney;
3. the County Coroner;
4. the Chairman of the County Board or his designee;
5. the Mayor, or his designee, of each Municipality which chooses to participate;
6. the Township Supervisor, or his designee, of each Township which chooses to participate;
7. the Director of Planning of the Regional Criminal Justice Planning Agency, or his designee, as a non-voting advisor.

These individuals are identified because of their elective responsibilities to the citizens within the county and their duties and responsibilities to legally commit resources to a multijurisdictional effort as well as their duties and responsibilities as defined in the Illinois Constitution and the Illinois Revised Statutes.

The Standards Implementation Study Committee would be created for a period not to exceed one year, except by mutual agreement of all participants, and would have the following duties and responsibilities:

1. Functions
  - a. define the nature of the study, exactly what police services are going to be reviewed and why;

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- b. define the expected product and determine whether better delivery of services will result and whether it will be possible to determine if this delivery is economically sound;
- c. determine who will perform the staff planning functions for the Committee; the associated costs; who will assume fiscal responsibility; are full-time staff required; how many; is there a public or private planning agency available to perform the staff functions;
- d. monitor the study progress, hold regular public meetings, provide for progress reports; and
- e. review and approve the study product.

## 2. Conducting the Study

- a. review of the present system, determine exactly what exists at the present time in the service area:
  - (1) gather area geographic and demographic data for the service area;
  - (2) review governmental patterns, including the general environment for, and characteristics of, interlocal cooperation relationships;
  - (3) assess constitutional and statutory provisions concerning joint exercise of powers, home rule, mandatory constitutional offices, etc. as required by the Constitution of the State of Illinois and the Illinois Revised Statutes; and
  - (4) gather information on law enforcement agency resources and operations now in existence in the service area.
- b. evaluation of the present system in the service area and determination of needs as defined in the Standards Projects:
  - (1) determine if all necessary functions are being carried out by the agencies or otherwise provided to the citizens, as related to standards;
  - (2) determine if functions are being carried out at levels demanded, as they relate to the standards;
  - (3) determine if the quality of service meets the identified police and other related standards;
  - (4) determine where services are duplicated to see if duplication can be eliminated; and
  - (5) determine the degree of compatibility of operations in terms of quality, scope, manpower, salaries, fringe benefits, selection, promotion, and retirement systems to see if unification is a viable alternative.
- c. identification of limited unification alternatives versus total unification of police services:
  - (1) identify and define the various unification options that would satisfy the majority of the standards;

- (2) give consideration to utilizing combinations of these alternatives to satisfy the standards; and
- (3) evaluate each police function and determine how it might best be administered in accordance with the criteria established by the standards.
- d. selection of the system and relationship to established standards:
  - (1) determine if the system will have sufficient resources to provide quality services as required to meet the standards;
  - (2) determine if the system will eliminate or minimize duplication and still meet the standards;
  - (3) determine if the cost of the system can be justified in terms of the service provided and the number of standards satisfied;
  - (4) determine if the proposed system is organizationally and administratively efficient as required by the standards;
  - (5) determine if continuity of leadership can be expected while conforming to the standards;
  - (6) determine if the system has a funding base adequate for present and foreseeable future needs as required by the standards;
  - (7) determine if the proposed cost allocation scheme is equitable in terms of the financial resources and expected participation of each governmental unit; and
  - (8) determine if the organization is of manageable size and is responsive to the public needs as identified in the standards.

## 3. Final Steps

- a. a final review of the study for consistency with the priorities as established by the Conference Committee of the Non-Metropolitan Standards Project and notations where inconsistencies occur and why;
- b. a final review of the study by the Committee and submission to participant units of government;
- c. a resolution of the Committee to recommend acceptance or rejection of the study conclusions to the participant units of government; and
- d. transmission of the Committee's resolution to the various participant units of government within the service area.

The Standards Implementation Study Committee would hold an organizational meeting and would select from its membership a chairperson, vice-chairperson and any other officers and sub-committees and/or task forces necessary to enable the Committee to perform its duties and responsibilities. The committee would be responsible for hiring temporary staff, or contracting with public or private sources for staff functions, and would recommend to the participants an equitable assessment of staff costs if outside funding is not available.

At a minimum, the Committee would select from its membership the following sub-committees, appointed by the Chairperson with the advice and consent of the Committee. Each sub-committee would consist of three persons and would have the following duties:

1. Personnel Selection Sub-Committee:
  - a. recommend a table of organization for the County Public Safety Department and provide job descriptions for each position;
  - b. recommend a process to bring all current sworn line personnel into the new agency at a rank equivalent to each person's current status;
  - c. recommend a process to bring all command personnel into the new agency;
  - d. recommend a process to initially hire additional sworn personnel and civilian personnel, if desirable;
  - e. recommend personnel rules and regulations for the Department; and
  - f. recommend personnel disciplinary procedures.
2. Facility and Equipment Sub-Committee:
  - a. identify present physical facilities and equipment as available for the new Department;
  - b. identify anticipated needs for additional physical facilities and equipment for the new Department; and
  - c. recommend location of physical facility(s) and kinds and amounts of equipment for the new Department as based on 2a and 2b.
3. Citizen Participation Sub-Committee:
  - a. hold public hearings throughout the county for the purpose of determining citizen concerns and priorities;
  - b. prepare and present formal informational and educational programs to the public and the various civil and fraternal organizations throughout the County; and
  - c. establish a list of citizens interested in participating in a Citizen's Advisory Committee which would continue to counsel the participant units of government if and when a new Department becomes operational;

4. Budget Sub-Committee:
  - a. recommend a budget for the new Department;
  - b. recommend a cost allocation scheme for participants;
  - c. review pension systems available from all public and private sources; and
  - d. recommend a pension system for the Department.
5. Unification Alternatives Sub-Committee;
  - a. identify alternatives to the current system;
  - b. identify cost estimates for each alternative;
  - c. determine public officials response to alternative suggestions; and
  - d. recommend alternatives including total unification.

Each of these sub-committees would elect a chairperson and vice-chairperson from its membership and would make appropriate recommendations to the entire Study Committee on a regular, timely basis as determined by the Study Committee.

The Standards Implementation Study Committee would also establish the following advisory task forces to assist the Study Committee and its sub-committees in the performance of their tasks and timely completion of their work product. These advisory task forces could have the duties and membership as follows:

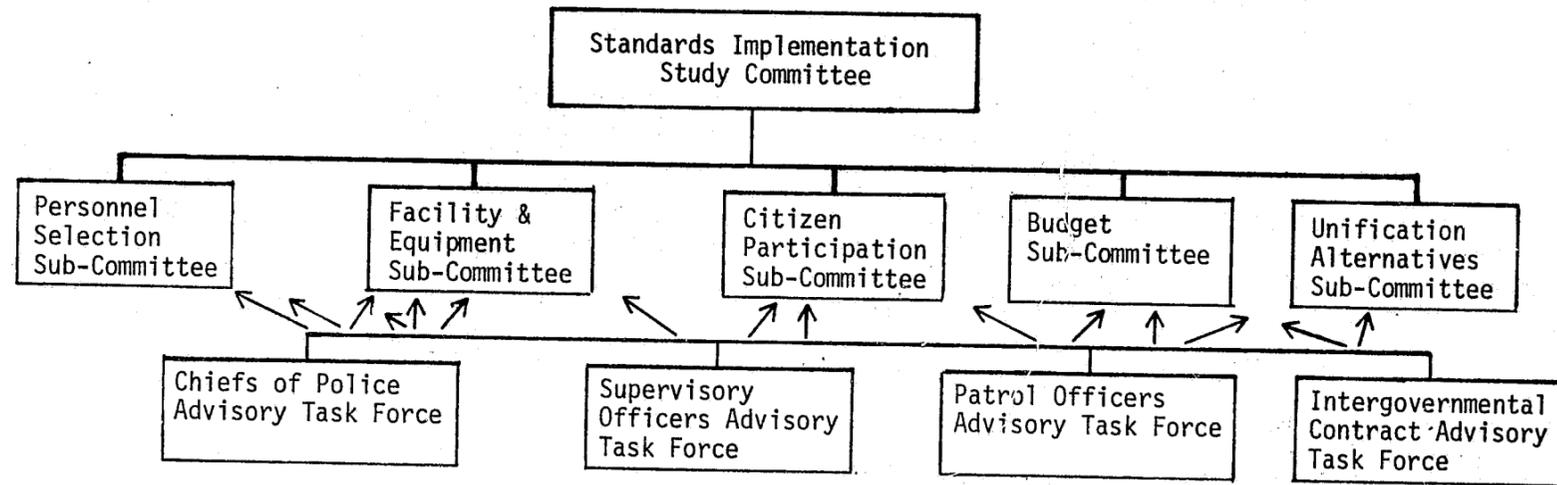
1. Chiefs of Police Advisory Task Force:
  - a. consists of each Chief of Police in the county;
  - b. recommend, to the Personnel Selection Sub-Committee, "Standard Operating Procedures" for the Department;
  - c. recommend to the Budget Sub-Committee an educational pay incentive program for the Department's employees; and
  - d. recommend to the Personnel Selection Sub-Committee educational levels for each personnel classification of the Department.
2. Supervisory Officers Advisory Task Force:
  - a. consists of each supervisory officer from each police department and the County Sheriff's department;
  - b. recommend to the Personnel Selection Sub-Committee training needs for all employees for the Department, both basic and in-service; and
  - c. recommend to the Personnel Selection Sub-Committee manpower requirements.
3. Patrol Officers Advisory Task Force:
  - a. consists of each patrol officer from each Municipal department and the County Sheriff's department;

- b. recommend to the Personnel Selection Sub-Committee a uniform dress code for the Department;
  - c. recommend to the Personnel Selection Sub-Committee a standard policy for the disposition of extra-departmental financial rewards.
  - d. recommend to the Personnel Selection Sub-Committee a policy for an accident review board;
  - e. recommend to the Facility and Equipment Sub-Committee a standard for all motorized equipment;
  - f. recommend to the Facility and Equipment Sub-Committee a standard for the kinds and amount of equipment to be furnished employees of the Department; and
  - g. recommend to the Personnel Selection Sub-Committee a policy for outside employment.
4. Intergovernmental Contract Advisory Task Force:
- a. consists of the State's Attorney and the legal counsel for each participant unit of government;
  - b. recommend to the Budget Sub-Committee a standard inter-governmental contract for the Department;
  - c. recommend to the Budget Sub-Committee liability limits for each participant.

Each advisory task force would select a chairperson and vice-chairperson from its membership and would make recommendations to the appropriate Study Sub-Committee. Each task force chairperson would attend the Study Committee Meetings, as non-voting members, to report on their progress and lend their expertise to the Study Committee's deliberations.

A detailed planning schedule (see Appendix C) should be worked up by the Study Committee staff and presented to the Committee at its organizational meeting. As the planning progresses, this planning schedule will probably require some revisions and additions. The planning schedule should be arranged so that the recommendations flow from the task forces to the appropriate sub-committees to the Study Committee (and return, if revisions are recommended).

The Study Committee will submit its final report to each participant no later one year from the date of the organizational meeting. The complete implementation schedule would be a part of this report and would contain certain specific dates to allow each participant time to budget and levy their respective costs. The final implementation target date, while somewhat flexible, should be no later than six (6) months from date of the final report of the Study Committee.



PLANNING SCHEDULE

Month 1

1. Study Committee Organizational Meeting.
2. Select sub-committees and advisory task forces.
3. Organizational meeting for all sub-committees and task forces.

Month 2

1. All sub-committees and task forces meet.

Month 3

1. Study Committee Meeting.
2. All sub-committees and task forces meet.

Month 4

1. Study Committee Meeting.
2. All sub-committees and task forces meet.

Month 5

1. Study Committee Meeting.
2. All sub-committees and task forces meet.

Month 6

1. Study Committee Meeting.
2. All sub-committees and task forces meet.

Month 7

1. Study Committee disseminates six-month progress report to all participant agencies.

Month 8

1. Study Committee assigns additional tasks to sub-committees.
2. Sub-committees and task forces review new tasks and priorities.

Month 9

1. Study Committee Meeting.
2. Sub-committees meet.
3. Task Forces prepare final recommendations.

Month 10

1. Study Committee Meeting.
2. Task forces make final recommendations to appropriate sub-committees.
3. Sub-committees prepare final recommendations.

Month 11

1. Study Committee Meeting to review all recommendations and draft a final report.
2. All sub-committees and task forces review final report draft.

Month 12

1. Study Committee forwards final report to all participant agencies.

The Study Committee function shall be terminated one year from the date of the original organizational meeting unless an extension is agreed to by all parties.

The following chapters should be utilized by the Study Committee as a planning document, and should not be viewed by the Committee or the public as the only appropriate approach to the establishment of a County Public Safety Department.

### Chapter 3

#### THE COUNTY PUBLIC SAFETY BOARD (See Appendix D)

Assuming the Study Committee Report recommends that a multijurisdictional county-wide public safety department be established, it must be supervised by a public body. Each unit of government that wishes to participate in and receive service from the department should have input into such supervision and must bear ultimate responsibility for delivery of the department's services to the citizens of the community. Consequently, it is recommended that the participant units of government (hereinafter referred to as participants) enter into a contractual agreement to establish a County Public Safety Board.

The County Public Safety Board would consist of one person from each participant as follows: (1) one member of each Municipal Council (or Board), chosen by the Mayor (or President), with the advice and consent of the Municipal Council (or Board); (2) one member of the County Board, chosen by the Chairman, with the advice and consent of the County Board; and (3) one person from the legislative body of any other unit of government within the County which wishes to participate, chosen by the chief executive, with the advice and consent of that body. One-half of the original Board Members shall be appointed to serve a two-year term and one-half shall be appointed to serve a four-year term. Their successors shall be appointed for four-year terms in like manner. All members shall serve until their respective successors are appointed or until such time as any such member no longer holds such eligible elective office and at this time his/her membership on the Board shall automatically terminate.

The County Public Safety Board would select from its membership a chairperson, vice-chairperson and all other officers and/or committees as may be necessary to enable the Board carry out its duties and responsibilities.

The County State's Attorney would serve as the attorney for the Public Safety Department by virtue of his elective office within the County, and the State's Attorney, or his designee, would serve as an ex-officio, non-voting member and advisor to the Board.

#### Duties and Responsibilities

1. The County Public Safety Board would create the County Public Safety Department. The Department shall be organized with the recognition that the law enforcement agencies of the units of government therein named cannot be sufficiently staffed, trained and equipped to provide the professional standards which are necessary to expedite the apprehension and successful prosecution of those individuals who perpetrate violations of the laws of the United States of America, the State of Illinois and the laws of the units of government named therein. The purpose of the County Public Safety Department is to create a single unified multijurisdictional law enforcement agency which shall have as its mission the prevention of crime and the identification and arrest of those individuals who violate the laws of the United States, State of Illinois and the units of government therein named. The Department pledges to coordinate its efforts with the various Federal, State and Local law enforcement agencies.
2. The County Public Safety Board would review and approve an inter-governmental contract which would contain but not be limited to the following information: (See Appendix E)
  - a. the purpose of the contract;
  - b. the duties and responsibilities of the Public Safety Board and the Public Safety Department;
  - c. the legal authority of the Department;
  - d. the authorized manpower strength of the Department;
  - e. the names of all participants;
  - f. the specific amount of funds to be appropriated by each participant and the term of the contract;
  - g. the official membership of the Board;
  - h. a cost allocation scheme;
  - i. appropriate accounting and fiscal audit procedures;
  - j. the liability limits for each participant;
  - k. equal employment opportunity guidelines;
  - l. the amendment and/or termination procedure.

This contract will be ratified by all participants.

3. The County Public Safety Board would establish a written set of by-laws to be adopted by the Board.
4. The County Public Safety Board would create the following committees, and additional committees if it so desires, whose members would be chosen by the Board Chairperson, with the advice and consent of the Board.

#### a. Citizens Advisory Committee:

A Citizen's Advisory Committee would be formed as the result of the recommendations of the Citizen Participation Sub-Committee which held regular public hearings during the planning process.

The membership, duties and responsibilities of this Committee would be determined by the Chairperson of the Board, with the advice and consent of the Board.

This Committee would select, from its membership, a chairperson, vice-chairperson and any other officers or sub-committees as may be necessary to enable the Committee to perform its duties and responsibilities as defined by the Board or the Committee. The Chairperson of this Committee, or his designee, would serve as an ex-officio, non-voting member, and advisor, of the Board.

#### b. By-Laws Committee:

The County Public Safety Board would create from its membership a three (3) person By-Laws Committee. The term of Office on this committee would be for a period of not more than four (4) years. From their number, the By-Laws Committee would elect a chairperson and any other such officers as may be necessary for the committee to successfully complete their duties and responsibilities as prescribed by the by-laws of the Board.

The By-Laws Committee's duties and responsibilities would include, but are not necessarily limited to, the following:

- (1) recommend to the Board by-laws to be adopted by the Board;
- (2) recommend to the Board by-laws to be adopted by the various committees that may be created by the Board;

- (3) recommend to the Board a system to allow for timely amendments to the by-laws of the committees and/or the Board as recommended by the Board and/or committees; and
- (4) recommend to the Board a system to allow for timely amendments to the by-laws of the committees and/or the Board as recommended by the participants.

c. Civil Service Committee

The County Public Safety Board would create, from its membership, a three (3) person Civil Service Committee. The term of office on this committee would be for a period of not more than four (4) years. From their number, the Civil Service Committee would select a chairperson, and any other such officers as may be necessary for the committee to successfully complete their duties and responsibilities as prescribed by the by-laws of the Board.

The Civil Service Committee's duties and responsibilities would include, but are not necessarily limited to, the following:

- (1) recommend to the Board a system for hiring, dismissing, disciplining, promoting and/or demoting all employees of the Department, both civilian and sworn;
- (2) recommend to the Board rules and regulations for examinations of employment and promotion for all employees of the Department which would include assurances of equal employment opportunities to all persons;
- (3) recommend to the Board the total manpower strength and a table of organization for the Department;
- (4) recommend to the Board a procedure whereby any complaints of misconduct on the part of any employee of the Department are investigated promptly and thoroughly; and
- (5) recommend to the Board a policy manual for the Department.

d. Budget Committee

The County Public Safety Board would create from its membership a three (3) person Budget Committee. The term of office on this committee would be for a period of not more than four (4)

years. From their number, the Budget Committee would select a chairperson, and any other such officers as may be necessary for the committee to successfully complete their duties and responsibilities as prescribed by the by-laws of the Board.

The Budget Committee's duties and responsibilities would include, but are not necessarily limited to, the following:

- (1) review for the Board an annual operating budget for the Department as prepared by the Director;
- (2) recommend to the Board a scheme to pro-rate budget costs, to each participant; and
- (3) recommend to the Board, a system which will allow for appropriate fiscal and audit controls under the direction of the Director of the County Public Safety Department.

e. Intergovernmental Contract Committee:

The County Public Safety Board would create from its membership a three (3) person Intergovernmental Contract Committee. The term of office on this committee would be for a period of not more than four (4) years. From their number, the Intergovernmental Contract Committee would select a chairperson and any other such officers as may be necessary for the committee to successfully complete their duties and responsibilities as prescribed by the by-laws of the Board.

The Intergovernmental Contract Committee's duties and responsibilities would include, but are not necessarily limited to, the following:

- (1) recommend to the Board an intergovernmental contract pursuant to the Constitution of the State of Illinois and the Illinois Revised Statutes, as amended;
- (2) recommend to the Board a system which would allow for timely amendments to the intergovernmental contract;
- (3) recommend to the Board a review process for participant concerns regarding administration of the contract; and
- (4) recommend to the Board goals and objectives of the Department.

f. Standardization Committee:

The County Public Safety Board would create from its membership a three (3) person Standardization Committee. The term of office on this committee would be for a period of not more than four (4) years. From their number, the Standardization Committee would select a chairperson and any other such officers as may be necessary for the committee to successfully complete their duties and responsibilities as prescribed by the by-laws of the Board.

The Standardization Committee's duties and responsibilities would include, but are not necessarily limited to, the following:

- (1) identify each participant's laws and local ordinances that affect the County Public Safety Department's duties and responsibilities;
- (2) recommend to the Board, and each participant, a standard code of local laws and ordinances to be enforced by the County Public Safety Department;
- (3) recommend to the Board, and the Chief Judge, an equitable distribution of fines and penalties, assessed by the court, to the participants;
- (4) recommend to the Board, and each participant, a standard pension system for all new employees of the Department; and
- (5) recommend to the Board, and each participant, a system which will insure that all existing pension systems will be maintained for as long as is necessary for those employees who are presently participating in a pension system and do not wish to switch to the pension system chosen for the new Department, should it be different from their present system.

Chapter 4

COUNTY PUBLIC SAFETY DEPARTMENT  
(See Appendix F thru L)

Introduction

The County Public Safety Board would create the County Public Safety Department via the intergovernmental contract. All sworn, full-time local law enforcement personnel would be allowed an opportunity to join the new department, at the time of its creation, as provided for by the intergovernmental contract. No such local law enforcement officer would come into the new department at a salary less than his/her current salary.

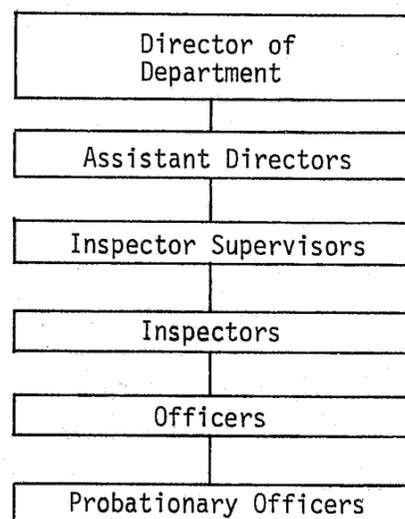
The Board would employ a Director for the County Public Safety Department who would be responsible to the Board for the day to day direction of the Department. In addition, the Board would employ sufficient sworn and civilian staff to enable the Department to carry out its duties and responsibilities as defined by the participants. The total manpower strength for a county the size of the one described in the preceding "model county" should be approximately 50 to 100 persons based on population distribution, needs and types of services, geographic area, etc.

The County Department should continue to depend on the Illinois Department of Law Enforcement for such specialized support services as polygraph examination, laboratory services, training, white collar crime investigations, etc. Also the patrol function on federal and state highways within the county should be left to the State of Illinois. Likewise, traditional assistance provided by various federal agencies should be continued, if not expanded.

However, the County Department would be large enough to assume some duties and responsibilities which cannot now be delivered by the various small local departments because of manpower and fiscal limitations. The

majority of the Department's officers would be assigned to what has been traditionally called the patrol function and this function would be expanded to what has recently become known as the generalist approach to providing law enforcement services. At a minimum, each officer on the Department would be trained and equipped to handle crime prevention; patrol; traffic; all investigations, both criminal and juvenile (except such special crimes as homicide, rape, arson, and narcotics); crime scenes; breath tests and public relations. Many administrative and support services would be provided to the generalists by the administrative division of the County Department.

The organizational design for the Department's sworn personnel is as follows:



As previously stated the Director will be the chief administrator of the Department and will be responsible to the Board for the operation of the Department. The Board will provide the Director all authority necessary for him to effectively administer the Department and respond to the needs of the participants.

The Director will have the authority and fiscal resources to hire a legal advisor or contract with the State's Attorney for part-time legal assistance and legal training for the officers within the Department.

The Director will have the authority to designate "exempt" positions and appoint officers of his choice to these "exempt" positions. Employees initially coming into the Department have been given certain guarantees; consequently the exact number of "exempt" positions would vary from county to county but should run between eight to twelve. The number of "exempt" positions may be reduced by the Board after the initial command personnel have been absorbed in the Department and they retire or leave the Department. Those officers serving in "exempt" positions would serve at the pleasure of the Director and may be transferred from one "exempt" position to another and/or returned to their civil service position at the discretion of the Director.

The Director will have the authority to hire clerical staff for the Department in accordance with the civilian personnel employment guidelines established by the Personnel Committee and the Board.

Director's Office--(See Appendix F)

The Director will have the authority to appoint an officer from within the Department to the rank of inspector supervisor, internal affairs. This inspector supervisor would be responsible to the Director for all internal investigations within the department, and specific responsibilities would be as follows:

1. maintain staff control over all internal investigations;
2. maintain a central file of all complaints about the Department and/or service personnel;
3. maintain a control log for all complaints.
4. notify by letter the person making a complaint that said complaint is being investigated;
5. notify the State's Attorney of matters which may result in civil and/or criminal process against the department and/or an employee;
6. assume responsibility for investigation of all complaints against the department and/or employees;
7. report on the investigation to the Director;
8. upon disposition of a complaint against the department and/or an employee, the complainant shall be notified by letter, from the Director, as to disposition.

The Director will hire one personal secretary for himself and the inspector supervisor, internal affairs.

The Director's office will require two vehicles, one for the Director and one for the inspector supervisor, internal affairs.

In order to assist the Director in the performance of his duties and responsibilities and to keep the lines of communication open between the Director, the general public and the members of the Department, the Board will develop a policy of participatory management within the Department. That means various participatory management teams, consisting of representatives from all the various rank positions within the Department, will be selected and will have specific tasks assigned to them by the Director.

Each management team will consist of at least one inspector supervisor, one inspector, two officers and one civilian employee. Individuals chosen for the various teams will be chosen by vote of their fellow officers or civilian employees who hold similar rank or civilian employee status. At a minimum the following teams will be created initially:

1. uniform and dress code;
2. equipment and supply;
3. public relations;
4. long range planning;
5. crime prevention;
6. physical facilities;
7. goals and objectives;
8. manpower allocation;
9. policy manual;
10. juvenile delinquency;
11. unusual occurrences.

Each management team may consider specific tasks assigned by the Director and recommend to the Director or may also consider specific tasks brought to their attention by members of the team or employees of the Department. Each team would meet regularly with the Director or one of the Assistant Directors.

By utilizing this concept, virtually all policy decisions reached by the Board will have been studied and reviewed on the various levels within the Department.

#### Assistant Director Administration Division--(See Appendix G)

An officer will be appointed by the Director to the position of Assistant Director, Administration. This will be an "exempt" position. The individual appointed will also recommend to the Director, persons to be hired as civilian employees and officers to be appointed to "exempt" positions within the Administration Division. This Assistant Director will have the following duties, responsibilities and employees within his Division.

#### Legal Advisor

A qualified attorney, either hired for the Department at 100 per cent of his time or contracted for with the County State's Attorney on a part-time basis, will report to the Assistant Director, Administration Division. This Attorney will be available to offer legal advice to the Director and officers of the Department and will also issue, through the training section, in-service training bulletins and short legal courses.

#### Fiscal Section

This section shall be staffed with either civilian employees or sworn officers, or may utilize the services of a private firm or other public agency (i.e. County Treasurer, a City Clerk, etc.). The responsibility for all fiscal matters rests with this section and all purchase orders and invoices will be routed through this section and approved by the Assistant Director, Administration Division, or his designee.

#### Records, Communication & Evidence Section

This section within the Administration Division would be under the command of an inspector supervisor. This would be an "exempt" position. The section would consist of approximately seven to nine persons, the majority of which would be police cadets who would be responsible to the inspector supervisor for records and communications. Evidence custodians (2 or 3) would be sworn enforcement personnel from the Department.

The cadets would range in ages from 19 to 21 and would be required to take a polygraph examination prior to employment. They would not be allowed to carry firearms. The number of cadets employed might rise significantly should some be full-time students in the local college on university and the number of hours worked by each would be less than the normal 40 hours per week.

#### Planning, Research and Evaluation Section

This section within the Administration Division would be under the command of an inspector supervisor. This would be an "exempt" position. There would be one or two officers (civil service positions) assigned to this section and the duties and responsibilities would be those traditionally associated with planning, research and evaluation.

The section would provide both short range and long range planning for the Department, technical research, and evaluation of the Departments activities, goals and objectives.

#### Training Section

This section within the Administration Division would consist of one person, either an inspector supervisor or an inspector. This would be an "exempt" position. This person would be responsible for providing short training sessions and training bulletins for the Department. He/she would also be responsible for scheduling all basic and in-service training courses for all sworn employees, all training courses for all civilian employees, all training courses for the cadets, and would record all training and educational levels attained by employees of the department in order to ensure that such levels as prescribed by Board policy are adhered to.

#### Facilities and Equipment: Maintenance and Supplies Section

This section within the Administration Division would be under the command of an inspector supervisor. This would be an "exempt" position. This person would be assisted by an inspector who will hold a civil service position. Individuals so assigned would not work the same shift nor have corresponding days off.

This section would be responsible for the maintenance of all physical facilities utilized by the Department and all equipment owned by the Department, both that equipment shared by employees and that equipment assigned individually. The section would also be responsible for all forms, reports, etc. utilized by all employees of the Department. (See Appendix H.)

#### Cadet Section

This section within the Administration Division would be commanded by an inspector. This would be a civil service position. The inspector would be responsible for identifying the potential functions within the Department that could be adequately performed by cadets, the number of cadets required to perform these services, training levels for the cadets, and the assignment of individual cadets to specific functional sections. All cadets would regularly rotate from one functional section to another in order to expand their on-the-job training techniques.

#### Social Service Section

This section within the Administration Division would be under the command of an inspector supervisor or an inspector who has extensive training and education in social work. This would be an "exempt" position. This person would be assisted by at least three inspectors or officers, who would hold civil service positions, and at least one cadet. The sworn officers assigned would work different shifts and would not have corresponding days off.

This section would be available to respond to the needs at the field services division, would provide case follow-up services, and would be responsible for providing liaison with other public and private social service organizations to both adults and juveniles who might not otherwise be diverted from the criminal justice system.

The Administration Division would require a pool of not more than three secretaries who would work under the direction of the Assistant Director's secretary. Autos would not be assigned to any specific individuals in sections within the Division with the exception of the Social Services

Section and the Assistant Director. The total number of autos required should be no more than six assigned as follows: one for the Assistant Director, two for the Social Service Section and three pool cars, assigned to the Facilities Section, for the use of all employees of the Division. None of these need be marked vehicles; however, all should have the standard police radio equipment.

All of the individuals within the Division should be housed at central headquarters. Uniforms should be required for all sworn personnel with the exception of the Social Service Section.

Assistant Director: Field Services Division (See Appendix I)

An officer will be appointed by the Director to the position of Assistant Director, Field Services. This will be an "exempt" position. The individual appointed will also recommend to the Director persons to be hired as civilian employees and officers to be appointed to "exempt" positions within the Field Services Division. This Assistant Director will have the following duties, responsibilities and employees within his Division.

Specialized Services Section

This section within the Field Services Division will be under the command of an inspector supervisor. This will be a civil service position. Additional sworn staff would consist of two inspectors, also civil service positions, and an analyst who may or may not be sworn. The specialized services to be provided are homicide, rape, bomb/arson and narcotics investigations as well as an intelligence analysis of all criminal intelligence data.

The inspector supervisor and the inspectors would not work the same shifts and would not have corresponding days off. A rotating emergency call-out system would be established in order to assure that a specialist would be available to respond to an appropriate request for services 24 hours per day, seven days per week. A copy of all criminal reports, of any nature and regardless of source, will be sent to the intelligence analyst.

It may be necessary to expand this section initially until all persons who will be generalists are qualified and equipped to perform their functions satisfactorily. If such expansion is necessary and appropriate the staff may be expanded to include at least three additional sworn officers, and then all specialists, except the analyst, would work with the generalists on all criminal investigations until such time as the necessary skills are acquired.

Generalists Section

This section within the Field Services Division would be under the command of an inspector supervisor. This would be an "exempt" position. Additional sworn staff would consist of one more inspector supervisor, four inspectors and seventeen to twenty-five officers and probationary officers, all civil service positions. The shift schedules and manpower allocations would be as follows:

<u>6 a.m.-2 p.m.</u>	<u>2 p.m.-10 p.m.</u>	<u>7 p.m.-3 a.m.</u>	<u>10 p.m.-6 a.m.</u>
Inspector (1) Officers (5 to 6)	Inspector (1) Officers (4 to 6)	Inspector (1) Officers (4 to 6)	Inspector (1) Officers (3 to 5)
<u>8 a.m.-4 p.m.</u>		<u>4 p.m.-Midnight</u>	
Inspector Supervisor (1)		Inspector Supervisor (1) Officers (1 to 2)	

This type of arrangement would insure that there would always be either an inspector supervisor or an inspector on duty during all hours of the day, seven days per week. The exact number of officers on patrol will vary from county to county but the following formula should be utilized when computing needs for services versus manpower required to respond to requests for service.

Coverage Requirement

365 days per year X 24 hours per day = 8,760 hours per year.

Manpower Requirement

40 hours per week X 52 weeks = 2,080 hours per man	
less vacation (initially 2 weeks)	80 hours
sick leave (2 weeks)	80 hours
holidays (7½ average)	60 hours
contingency (training, court, etc.)	80 hours
TOTAL	300 hours

2,080 hours per man less 300 hours = 1,780 hours

8,760 required hours divided by 1,780 hours = 4.92  
officers to allow for one man in a squad car  
24 hours per day, seven days per week

Patrol zones for the Department would be established around the major population centers within the county and the majority of the officers would be assigned specific patrol zones and would not be allowed to leave their zones except in the case of an emergency, when coming into the headquarters or by special permission of their supervisor on duty. In addition, during the hours of 4:00 p.m. to 3:00 a.m. some officers from the 4:00 p.m. to midnight and 7:00 p.m. to 3:00 a.m. shifts could be assigned county wide patrol responsibility, back-up responsibility, special detail, etc. as the need arises.

As stated previously, all officers and supervisors assigned to this function would be generalists and their responsibility would include all functions normally associated with the specific responsibilities for traffic control, patrol and prevention, investigations (both criminal and juvenile), public relations, crime scene technology and breath testing. When an officer opens an investigation, it is his responsibility and duty to follow up all leads, secure and have tested all physical evidence, and present the case to the State's Attorney for prosecution. All reports would be written and filed immediately at headquarters. Each supervisor would be responsible for seeing that the officers on his shift are up-to-date on the activities of the department's personnel.

The Field Services Division would require a pool of not more than two secretaries who would work under the direction of the Assistant Director's secretary. The total number of autos required should be 16 to 22, depending on the exact number of sworn officers. The autos would be assigned as follows: one auto for the Assistant Director, two autos for the Special Services Section and thirteen to nineteen autos for the

Generalists Section. The majority of patrol vehicles would be occupied by one officer except limited two-man vehicles as may be necessary for high crime or high risk zones.

The Assistant Director for Field Services should establish a response priority list for use by the Record, Communications and Evidence Section as well as the Field Services Division. The following list is provided as a guide:

Complaint Priorities

I. Priorities

- Homicide
- Robbery
- Aggravated Assault
- Automatic Alarm
- Rape or Attempted Rape
- Officer in Trouble
- Lost Child
- Home Invasion
- P.I. Traffic Accident
- Suspicious Activity

II. Priorities

- Peeping Tom
- Vandalism
- Drag Racing
- Indecent Exposure
- P.D. Traffic Accident
- Family Quarrel
- Auto Theft
- Bar Fight
- Drunk in Public Place

III. Priorities

- Dog Barking
- Snow on Walk, Street Troubles, etc.
- Noisy Party
- Illegally Parked Auto
- Locked Out of Auto

Serious consideration should be given to the possibility of not requiring officers to make out an accident report for property-damage-only accidents but to just assist in cleaning the roadway and assisting the victims in exchanging information. Parking meter enforcement should not be responsibility of the Department.

It has been noted earlier in this chapter that there should be mandatory training and educational levels established for all employees of the Department. There should also be an educational pay incentive program made available to members of the Department for those who wish to pursue their college education. (See Appendix J.)

The basic six weeks training course must be completed by all probationary officers during the first six months of their employment with the Department. The basic firearms certification course must be successfully completed before any probationary officer can carry a weapon. The Board should require that all sworn personnel successfully complete at least 80 hours of in-service training every two years in addition to the in-service training offered to the personnel by the Department's training officer. In order for an officer to advance to the rank of inspector he must have completed a minimum of 160 hours of in-service training including no less than 40 hours of "law for police" and 40 hours of "police administration." In order for an investigator to advance to a special service position or an administrative support position he must have completed at least 200 hours of in-service training, including no less than 80 additional hours in courses directly relating to the position for which he aspires or to which the Director wishes to appoint him.

The educational level for all probationary officers should be raised to the point that by no later than 1980 two years of college will be required and by 1985 a four-year college degree will be required for appointments to the Department.

An estimated budget for the Department is contained in Appendix K.

During the course of conducting research for this project and during the writing process the author identified some specific legal areas of concern that need further study and clarification (See Appendix L). Due to the time constraints, it was impossible to request and receive legal opinions from the Attorney General of Illinois.

Chapter 5

OFFICE OF THE SHERIFF  
(See Appendix L, M, M-1, M-2)

Pursuant to the Constitution of the State of Illinois and the Illinois Revised Statutes, the Sheriff of the County shall have those powers, duties and responsibilities as defined therein. The Sheriff of the County shall appoint the number of deputies allowed by the County Board, shall be the custodian of the courthouse and the jail and shall attend upon all courts of record in his County when in session. The sheriff shall serve and execute, within his County, and return all writs, warrants, process, orders and decrees of every description that are legally directed and delivered to him. The Sheriff shall have all other such powers, duties and responsibilities as defined in the State Constitution and the Illinois Revised Statutes.

The County Board shall appropriate such funds as may be necessary for the Sheriff to perform those specific duties of: (1) the supervision and maintenance of the County jail, (2) the service of all civil and criminal writs, warrants, process, orders and decrees, (3) the supervision and maintenance of the Courthouse, (4) the conservator of the peace in the County, and (5) the attendant of all courts of record in the County, while in session.

The Sheriff shall be the County Supervisor of Safety and shall have all those powers, duties and responsibilities as described in the Illinois Revised Statutes. The Sheriff, as Supervisor of Safety for the County, shall assist the County Public Safety Department, when requested, with an auxiliary force, in accordance with County ordinance.

Chapter 6

OFFICE OF THE CORONER  
(See Appendix M-2)

Pursuant to the Constitution of the State of Illinois and the Illinois Revised Statutes, Chapter 31, as amended, the County shall hold a referendum for the elimination of the office of coroner, effective 1980, and those powers, duties and responsibilities for the office shall be assumed by the Sheriff of the County. This will allow the individual now holding the Office of County Coroner to complete his full term of office.

It may then be necessary for the County Board to increase the amount of funds appropriated for the Office of County Sheriff so that additional individuals can be employed as deputy coroners and/or deputy sheriffs.

# appendices

## Appendix A

### STANDARD VI-1.6

#### USE OF INTERGOVERNMENTAL COOPERATION

Every unit of local government should examine its criminal justice service delivery system to determine if the needs of the residents of that jurisdiction are being met. The system should be examined to determine if:

1. The service is being provided on a twenty-four hour per day basis.
2. Equipment or operational support for a service is available or is adequate.
3. The service in question can be more adequately provided by a neighboring jurisdiction.
4. The service in question can be more adequately provided jointly through two or more neighboring jurisdictions.

If the local government unit identifies one or more of the above in its review of criminal justice services, intergovernmental cooperation should be considered to improve the quality of service.

#### Commentary

##### Nature of Intergovernmental Cooperation

The type of intergovernmental cooperation implemented can be either agreement or contract.

1. Intergovernmental agreements will be in one of three forms and will be used primarily when the most efficient way to deliver the service is through a mutual undertaking of two or more units of government. These three forms are:

- a. Two or more units of government jointly performing a function, jointly delivering a service, or jointly operating a facility.
  - b. Two or more units of government mutually assisting one another in emergency situations.
  - c. A permanently-formed organization under the auspices of two or more units of government which functions primarily to address common problems or needs.
2. Intergovernmental contracts will be used when an existing unit of government can meet the needs of other units of government more efficiently or more effectively than if each unit of government provides said service itself. While traditionally this application has been for smaller units of government to provide services, in a rural criminal justice system a possible alternative would be to have each unit of government specialize in a specific segment of service delivery, and mutually contract with other units for the capacity to provide service in all aspects of the system.

#### Negotiating the Agreement or Contract

Due to the potential liability involved in the criminal justice sector, informal agreements and/or contracts are not desirable. A formal written agreement should be negotiated between the units of local government involved. Included in the negotiation process should be a representative, empowered with decision-making authority, of each unit of local government involved; a representative of each service agency to be affected by the intergovernmental cooperation; and representatives of the primary consumer of the service (the citizens).

The following should appear in all agreements and contracts developed:

1. The nature of the agreement;
2. The work (service) to be performed;
3. Any limitations imposed on the delivery of the work/service;
4. The nature and source of charges, funding, etc.;
5. The body that will assume prime responsibility for administration of the service;
6. The fiscal procedures (records, reports, review, etc.) to be employed;

7. The rights of employees serving in another unit;
8. The source of staff for the units;
9. Arrangements for physical plant, equipment, or other property;
10. Conditions of duration, termination, and amendment of the agreement;
11. Type and source of insurance, liability protection; and
12. Identification of liability assumed by cooperating government units.

#### Administration of the Contract

When contracting for a service for another unit of government, the unit of government providing the service will retain the right of administration of the service per the terms of the contract. The recourse of the contracting unit of government, when contractual conditions are not met, will be identified in the contract section dealing with termination or in a special section identifying penalties for the non-provision of service. The primary supplier of the service will NOT lose control over the administration of the service, the fiscal management, or the personnel policies previously authorized by the local unit of government.

The supplier of the service will provide the contracting agency with reports on services provided to that government unit including the amount, type, and cost of services provided. This data will be used to monitor the contract and to identify realistic contracting levels for future negotiations.

#### Administration of the Agreement

When two or more units of government enter into an agreement for the mutual delivery of criminal justice services, the agreement will clearly identify the means of administration of side delivery of services. Such administration may be provided in one of the following ways:

1. One of the participating units of local government is chosen by consensus to administer the service.

2. A governing board is formed by participating units of local government, with each unit having representation on the board. Policy would then be set by a majority of the governing board.
3. A multijurisdictional agency is selected by the participating units of government to administer the program (e.g., the circuit court, the regional planning agency, etc.).
4. A multijurisdictional agency is formed under the auspices of the participating units of local government for the sole or primary purpose of delivering the service under question.

Regardless of the method of administration selected, the administering unit will provide, on a previously determined schedule, fiscal and activity reports to each of the participating units for the purpose of verifying that the services necessary for each unit are in fact being delivered. Conditions of cancellation or withdrawal from the agreement will be clearly spelled out in the original agreement and will include not providing the services agreed to.

#### Funding of the Agreement or Contract

When two or more units of government enter into an agreement or contract for the delivery of criminal justice services, that agreement or contract will include the specific method of and responsibility for providing the necessary funds for the service under consideration.

The method of funding will vary, depending on the type of service being provided and the type of agreement or contract being entered into. However, the following guidelines are provided:

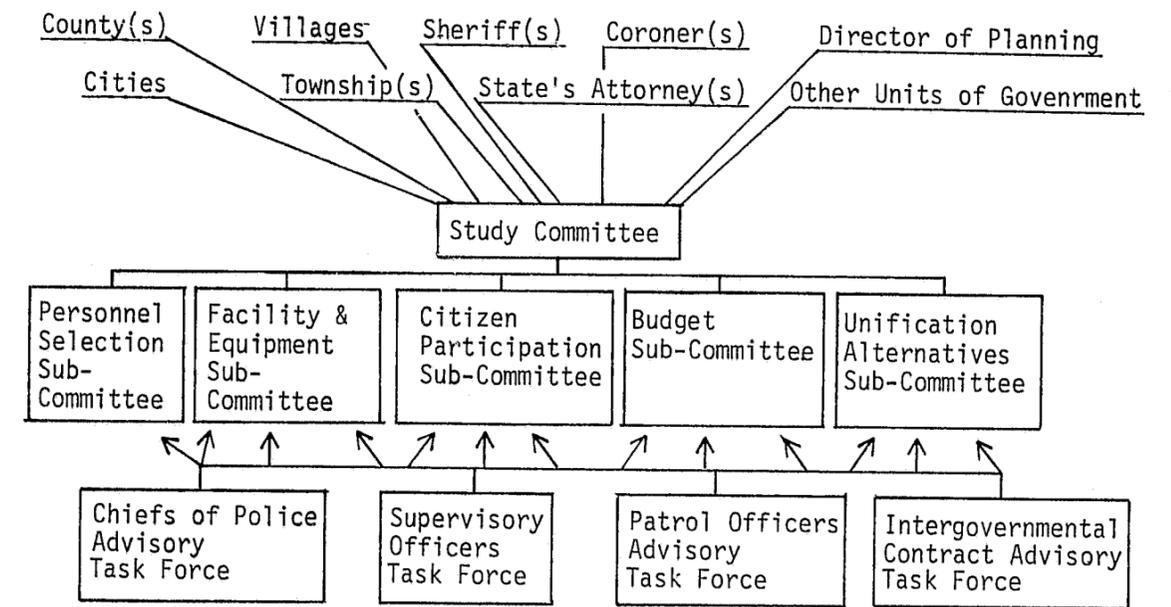
1. Whenever possible, existing funds should be combined to provide more comprehensive services to the participating units of government. For example, if two or more units of government determine that the quality of police services can be improved by jointly providing those services (e.g., dispatching services), prior to the identification of new or additional monies, each participating unit of government must commit the money and equipment already committed to that service area. In a few cases this may result in a reduction of expenditures; however, in the majority of cases the same expenditure should result in an improved level of service delivery.

2. Whenever possible, local money should be utilized to provide new or expanded services on a multijurisdictional level. The commitment of local money will assure the continuation of the service--which should be a priority service as set by the appropriate standards--regardless of the availability of external money (i.e., federal or state grants that are temporary in nature--not assured by statute).
3. Federal or state grants that are temporary in nature should be directed primarily to the purchase of necessary equipment or capital investment, rather than such ongoing costs as personnel. Such a utilization of grant funds will free local funds for ongoing expenditures without a major modification being necessary in local appropriations.
4. Federal or state grants should be used for experimental programming or staff additions only when there is both a commitment to local funding of the program, should it prove successful, and an availability of local funds to meet that commitment.
5. Federal or state grants should be utilized to provide routine and necessary criminal justice services only when those services cannot be provided through local funds either directly or through inter-governmental cooperation.

NAC Reference: None

Appendix B

STANDARDS IMPLEMENTATION STUDY COMMITTEE



Appendix C

12 MONTH WORK SCHEDULE FOR STUDY COMMITTEE,  
SUB-COMMITTEES AND ADVISORY TASK FORCES

Month 1

Tasks (First ½ of month)

1. Study Committee
  - a. Organizational Meeting;
  - b. Selection of sub-committees;
  - c. Notification to advisory task force members of appointment;
  - d. Review/revise and approve a planning schedule.

Tasks (Second ½ of month)

1. Organizational meetings of all sub-committees and advisory task forces;
2. Assignment of initial individual tasks to sub-committee and advisory task force members and Study Committee staff.

Month 2 - Tasks

1. Study Committee would not meet during this month.
2. Personnel Selection Sub-Committee:
  - a. recommend a table of organization to all sub-committees and advisory task forces;
  - b. identify all current sworn and civilian positions.
3. Facility and Equipment Sub-Committee:
  - a. identify all present physical facilities and determine availability for new Department;
  - b. identify anticipated additional needs for facilities.

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4. Citizen Participation Sub-Committee:
  - a. hold the first public meeting to hear citizen concerns;
  - b. schedule individual member assignments for presentations to various civic and fraternal organizations throughout the County.
5. Budget Sub-Committee:
  - a. identify revenue sources;
  - b. review existing pension systems;
  - c. call for presentations of pension systems from private sources;
  - d. identify available public pension systems.
6. Unification Alternatives Sub-Committee:
  - a. identify where duplication exists in present system;
  - b. interview public officials regarding attitudes about total unification versus limited unification versus no unification.
7. Chiefs of Police Advisory Task Force:
  - a. review "Standard Operating Procedures" now in use by departments in the county and elsewhere;
  - b. review educational pay incentive programs now in use by departments in the county and elsewhere;
8. Supervisory Officers Advisory Task Force:
  - a. examine training levels of all present employees of all police agencies within the county;
  - b. identify current manpower in all police agencies in the county.
9. Patrol Officers Advisory Task Force:
  - a. review dress code regulations now utilized by police agencies within the county and elsewhere;
  - b. review extra-departmental reward policies now in existence by police agencies within the county and elsewhere;
  - c. identify the kinds and amounts of equipment furnished to police officers in the various police agencies in the county at the present time;
  - d. review outside employment policies of the various police agencies within the county.
10. Intergovernmental Contract Task Force:
  - a. review of legislation regarding intergovernmental contracts;
  - b. review a selected number of intergovernmental contracts now in use both in the county and in the state;
  - c. review latest case law regarding liability to units of government for acts or omissions of their employees.

Month 3

Tasks (First ½ of month)

1. Study Committee:
  - a. receive and review reports from each sub-committee and advisory task force chairperson;
  - b. review planning schedule for acceptability;
  - c. review table of organization submitted by Personnel Selection Sub-Committee.
2. Chiefs of Police Advisory Task Force:
  - a. prepare draft of "Standard Operating Procedures" for new Department;
  - b. continue review of educational pay incentive programs;
  - c. prepare draft recommendation for educational levels for each personnel classification of new Department.
3. Supervisory Officers Advisory Task Force:
  - a. prepare draft recommendation for training levels for each personnel classification of new Department;
  - b. prepare draft recommendation for manpower requirements for new Department;
4. Patrol Officers Advisory Task Force:
  - a. continue review of dress codes;
  - b. prepare a draft of recommended policy for extra-departmental rewards;
  - c. prepare draft recommendation for kinds and amounts of equipment that should be provided to police officers in the new Department;
  - d. continue review of outside employment policies;
  - e. prepare draft recommendation of a policy for an accident review board.
5. Intergovernmental Contract Task Force:
  - a. prepare draft recommendation of an intergovernmental contract;
  - b. review need to request legal opinions from the Attorney General of Illinois and file such requests if appropriate;
  - c. review need for additional state legislation if appropriate.

Tasks (Second ½ of month)

1. Personnel Selection Sub-Committee:
  - a. review and/or revise table of organization;
  - b. draft recommended process to bring current sworn personnel into the new Department.

2. Facilities and Equipment Sub-Committee:
  - a. identify all present equipment now in use by police agencies within the county and determine condition and availability to the new Department;
  - b. identify additional equipment needs for new Department.
3. Citizen Participation Sub-Committee:
  - a. hold at least one public meeting to hear citizen concerns;
  - b. presentations to various civic and fraternal organizations.
4. Budget Sub-Committee:
  - a. examine total police function expenditures by all units of government in the county;
  - b. prepare a cost allocation scheme;
  - c. examine public and private pension systems.
5. Unification Alternatives Sub-Committee:
  - a. determine the amount to be saved if previously identified duplication is eliminated;
  - b. continue interview of public officials.

Month 4

Tasks (First ½ of month)

1. Study Committee:
  - a. receive reports from each sub-committee and advisory task force chairperson;
  - b. review planning schedule for acceptability;
  - c. review revised table of organization if necessary.
2. Chiefs of Police Advisory Task Force:
  - a. prepare a recommended educational pay incentive program for the new Department;
  - b. review the draft of "Standard Operating Procedures" for presentation to the Personnel Selection Sub-Committee;
  - c. prepare an educational level recommendation for presentation to the Personnel Sub-Committee.
3. Supervisory Officers Advisory Task Force:
  - a. review recommended training levels for presentation to the Personnel Selection Sub-Committee;
  - b. prepare recommended manpower requirements for presentation to the Personnel Selection Sub-Committee;

4. Patrol Officers Advisory Task Force:
  - a. prepare a recommended dress code for employees of the new Department;
  - b. prepare recommended equipment needs to Facilities and Equipment Sub-Committee;
  - c. draft recommendation for an outside employment policy;
  - d. review existing standards for motorized equipment that is now in use by police agencies in the county and elsewhere.
5. Intergovernmental Contract Task Force:
  - a. prepare recommended intergovernmental contract for presentation to the Budget Sub-Committee;
  - b. continue review of need for Attorney General's opinions.

Tasks (Second ½ of month)

1. Personnel Selection Sub-Committee:
  - a. continue to draft recommended process to bring current sworn personnel into new Department;
  - b. draft recommended process to initially hire additional personnel for new Department;
  - c. review draft of "Standard Operating Procedures" from Chiefs of Police Advisory Task Force;
  - d. review educational levels recommendation from Chiefs of Police Advisory Task Force;
  - e. review training level recommendation from Supervisory Officers Advisory Task Force;
  - f. review recommended Manpower Requirements from Supervisory Officers Advisory Task Force;
2. Facilities and Equipment Sub-Committee:
  - a. review recommendation for kinds and amounts of equipment needed by new Department from Patrol Officers Advisory Task Force;
  - b. determine estimated cost and justification of all equipment needed and forward to Budget Sub-Committee;
  - c. determine estimated cost and justification of all physical facilities and forward to Budget Sub-Committee.
3. Citizen Participation Sub-Committee:
  - a. continue to hold public meetings;
  - b. continue presentations to civic and fraternal organizations;
  - c. begin to prepare list of citizen concerns, by priority.
4. Budget Sub-Committee:
  - a. prepare draft recommendation, with cost estimate, of a pension system for the new Department.
  - b. review recommended intergovernmental contract from Intergovernmental Contract Advisory Sub-Committee.

5. Unification Alternatives Sub-Committee:
  - a. prepare draft of unification alternatives and cost estimates;
  - b. prepare summary of public officials' remarks concerning various unification proposals.

Month 5

Tasks (First ½ of month)

1. Study Committee:
  - a. receive reports from each sub-committee and advisory task force chairperson;
  - b. start to draft a six month progress report for dissemination to all participants;
  - c. review recommend process to initially hire additional sworn personnel from the Personnel Selection Sub-Committee;
  - d. review recommended pension system from the Budget Sub-Committee;
  - e. review list of unification alternatives from the Unification Alternatives Sub-Committee;
  - f. review a summary of public officials' remarks concerning various unification proposals from the Unification Alternatives Sub-Committee;
  - g. review planning schedule for acceptability of progress to date.
2. Chiefs of Police Advisory Task Force:
  - a. finalized recommended educational pay incentive program for presentation to the Budget Sub-Committee;
  - b. revise "Standard Operating Procedures," if necessary;
  - c. revise educational level recommendation, if necessary.
3. Supervisory Officers Advisory Task Force:
  - a. revise training level recommendation, if necessary;
  - b. revise manpower requirements recommendation, if necessary.
4. Patrol Officers Advisory Task Force:
  - a. finalize recommended dress code for employees of new Department for presentation to Personnel Selection Sub-Committee;
  - b. revise recommended equipment needs, if necessary;
  - c. finalize recommendation for outside employment;
  - d. draft recommendation for motorized equipment standards.
5. Intergovernmental Contract Task Force:
  - a. revise recommended intergovernmental contract, if necessary;
  - b. final review of cost allocation scheme.

Tasks (Second ½ of month)

1. Personnel Selection Sub-Committee:
  - a. finalize recommendation to bring current sworn personnel into the new Department;
  - b. accept or return "Standard Operating Procedures" recommendation;
  - c. accept or return educational and training level recommendations;
  - d. finalize table of organization recommendation;
  - e. draft recommended job descriptions.
2. Facilities and Equipment Sub-Committee:
  - a. prepare final recommended cost estimates for physical facilities and equipment;
  - b. prepare location of physical facilities recommendation.
3. Citizen Participation Sub-Committee:
  - a. continue to hold public meetings and public presentation;
  - b. prepare, by priority, a draft of citizen concerns to date for presentation to Study Committee;
  - c. prepare the first draft of recommended structure of the Citizens Advisory Committee.
4. Budget Sub-Committee:
  - a. prepare first draft of a recommended budget for the new Department;
  - b. review recommended intergovernmental contract;
  - c. review final educational pay incentive recommendation and prepare recommendation for Study Committee;
  - d. review final manpower requirement recommendation and prepare recommendation for Study Committee;
  - e. review final recommended equipment needs and prepare recommendation for Study Committee;
  - f. review final recommended intergovernmental contract, with cost allocation scheme included, and prepare recommendation for presentation to Study Committee;
  - g. finalize recommendation for a pension system for the new Department.
5. Unification Alternatives Sub-Committee:
  - a. finalize unification alternatives;
  - b. prepare recommendation to continue to pursue total unification alternatives.

Month 6

Tasks (First ½ of month)

1. Study Committee:
  - a. review reports from each sub-committee and advisory task force chairperson;
  - b. finalize process to initially hire additional sworn personnel;
  - c. finalize pension system for employees of the new Department;
  - d. review Unification Sub-Committee's recommendations and accept or return them;
  - e. review final recommendation to bring current sworn personnel into the new Department and accept or return;
  - f. approve or revise table of organization;
  - g. review list of citizens concerns from Citizen Participation Sub-Committee;
  - h. review first draft of the recommended budget from the Budget Sub-Committee;
  - i. review educational pay incentive recommendation from the Budget Sub-Committee;
  - j. review final equipment and manpower needs recommendation from the Budget Sub-Committee;
  - k. approve or return recommended intergovernmental contract;
  - l. review draft of six month progress report;
2. Chiefs of Police Advisory Task Force:
  - a. review/revise all tasks completed during first five months.
3. Supervisory Officers Advisory Task Force:
  - a. review/revise all tasks completed during first five months.
4. Patrol Officers Advisory Task Force:
  - a. review/revise all tasks completed during first five months;
  - b. draft recommended dress code;
  - c. draft recommended policy for extra-departmental rewards;
  - d. draft recommended policy for outside employment.
5. Intergovernmental Contract Task Force:
  - a. review of all tasks completed by Study Committee during first five months with recommendations for Study Committee consideration.

Tasks (Second ½ of month)

1. Personnel Selection Sub-Committee:
  - a. review/revise all tasks completed during first five months.

2. Facilities and Equipment Sub-Committee:
  - a. review/revise all tasks completed during first five months.
3. Citizens Participation Sub-Committee:
  - a. continue public meetings and presentations;
  - b. review recommended structure of Citizens Advisory Committee and method of participation by the committee in new Department's duties and responsibilities;
  - c. review/revise all tasks completed during first five months.
4. Budget Sub-Committee:
  - a. review/revise all tasks completed during first five months.
5. Unification Alternatives Sub-Committee:
  - a. review/revise all tasks completed during first five months.

Month 7

1. Study Committee:
  - a. review reports from each sub-committee and advisory task force chairperson;
  - b. final review and revisions of all tasks completed during first six months;
  - c. approval of six month progress report and dissemination to all participant agencies;
  - d. review planning schedule for acceptability of progress to-date.
2. Chiefs of Police Advisory Task Force will not meet this month.
3. Supervisory Officers Advisory Task Force will not meet this month.
4. Patrol Officers Advisory Task Force will not meet this month.
5. Intergovernmental Contract Advisory Task Force will not meet this month.
6. All Sub-Committees will assist in presenting the six-month progress report to the participants and will note recommendations for the need of further study and/or revisions.

Month 8

Tasks (First ½ of month)

1. Study Committee:
  - a. review participant reception of progress report;
  - b. identify tasks to be undertaken during final months;
  - c. assignment of additional tasks to appropriate sub-committee and/or advisory task forces.
2. Chiefs of Police Advisory Task Force:
  - a. review of newly assigned tasks.
3. Supervisory Officers Advisory Task Force:
  - a. review of newly assigned tasks.
4. Patrol Officers Advisory Task Force:
  - a. review of newly assigned tasks;
  - b. finalize recommendations for dress code, policy for extra-departmental rewards and policy for outside employment.
5. Intergovernmental Contract Advisory Task Force:
  - a. review of newly assigned tasks.

Tasks (Second ½ of month)

1. Personnel Selection Sub-Committee:
  - a. review of newly assigned tasks.
2. Facilities and Equipment Sub-Committee:
  - a. review of newly assigned tasks.
3. Citizen Participation Sub-Committee:
  - a. review of newly assigned tasks;
  - b. public presentation of six-month progress report to civic and fraternal organizations.
4. Budget Sub-Committee:
  - a. review of newly assigned tasks.
5. Unification Alternatives Sub-Committee:
  - a. review of newly assigned tasks;
  - b. recommend either total or partial unification to the Study Committee.

Month 9

Tasks (First ½ of month)

1. Study Committee:
  - a. review unification recommendations.
2. Chiefs of Police Advisory Task Force:
  - a. finalize report on newly assigned task to appropriate sub-committee.
3. Supervisory Officers Advisory Task Force:
  - a. finalize report on newly assigned tasks to appropriate sub-committee.
4. Patrol Officers Advisory Task Force:
  - a. finalize report on newly assigned tasks to appropriate sub-committee.
5. Intergovernmental Contract Advisory Task Force:
  - a. finalize report on newly assigned tasks to appropriate sub-committee.

Tasks (Second ½ of month)

1. Personnel Selection Sub-Committee:
  - a. review revised recommendations from appropriate source;
  - b. review recommendations for policies covering a dress code, extra-departmental rewards and outside employment.
2. Facilities and Equipment Sub-Committee:
  - a. review revised recommendations from appropriate source.
3. Citizen Participation Sub-Committee:
  - a. prepare final draft of Citizen Advisory Committee structure, duties, responsibilities and membership.
4. Budget Sub-Committee:
  - a. review revised recommendations from appropriate source;
  - b. draft final budget recommendation for presentation to the Study Committee.
5. Unification Alternatives Sub-Committee will not meet this month.

Month 10

Tasks (First ½ of month)

1. Study Committee:
  - a. review revised recommendations from appropriate source and accept or return;
  - b. prepare first draft of final report.
2. Chiefs of Police Advisory Task Force:
  - a. submit final reports and recommendations to appropriate Sub-Committee.
3. Supervisory Officers Advisory Task Force:
  - a. submit final reports and recommendations to appropriate sub-committee.
4. Patrol Officers Advisory Task Force:
  - a. submit final reports and recommendations to appropriate sub-committee.
5. Intergovernmental Contract Advisory Task Force:
  - a. submit final reports and recommendations to appropriate sub-committee.

Tasks (Second ½ of month)

1. Personnel Selection Sub-Committee:
  - a. review final reports and recommendations;
  - b. prepare final recommendations for presentation to Study Committee.
2. Facilities and Equipment Sub-Committee:
  - a. review final reports and recommendations;
  - b. prepare final recommendations for presentation to Study Committee.
3. Citizen Participation Sub-Committee:
  - a. review final reports and recommendations;
  - b. prepare final recommendations for presentation to Study Committee.
4. Budget Sub-Committee:
  - a. review final reports and recommendations;
  - b. prepare final recommendations for presentation to Study Committee.

5. Unification Alternatives Sub-Committee:
  - a. prepare final draft of alternatives for unification with recommendations.

Month 11

Tasks (First ½ of month)

1. Study Committee:
  - a. review all recommendations;
  - b. accept or return all recommendations;
  - c. draft a proposed final report for study by all sub-committees and advisory task forces.
2. All Advisory Task Forces:
  - a. recommend to accept or amend the final report and forward to appropriate Sub-Committee.

Tasks (Second ½ of month)

1. All Sub-Committees would vote to recommend acceptance or amendments of the final report and forward to the Study Committee.

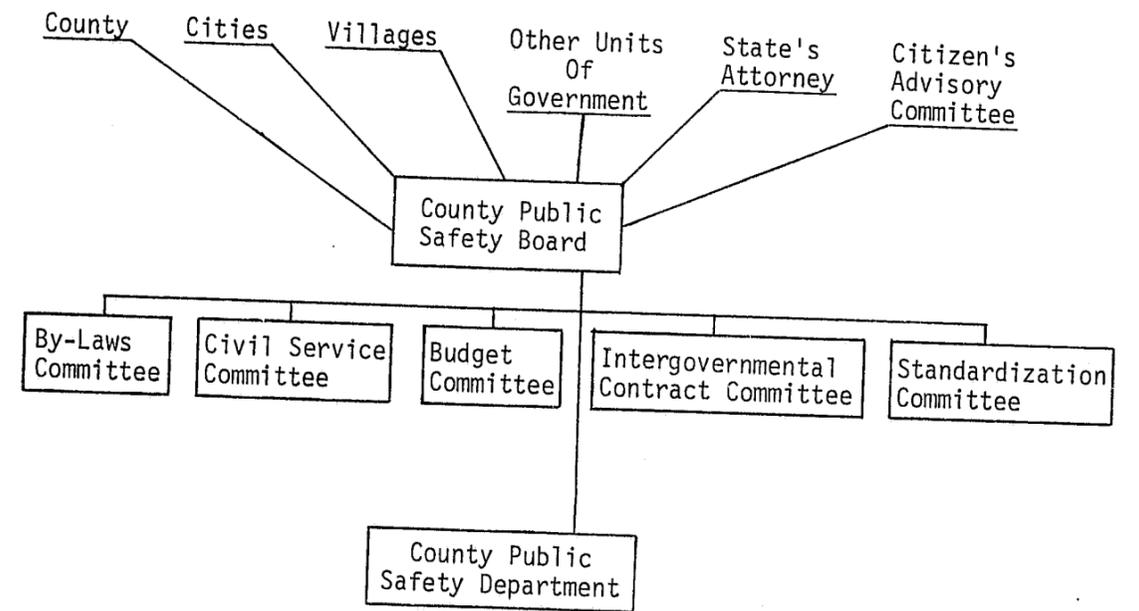
Month 12

Tasks

1. Study Committee:
  - a. review recommendations and vote to accept or reject the final report(s);
  - b. forward the final report(s) to all participant agencies.
2. All Sub-Committees would assist in presenting the final report to appropriate participant agencies.

Appendix D

COUNTY PUBLIC SAFETY BOARD



ARTICLE I  
ENACTMENT

The participants named herein do hereby create the County Public Safety Board, the County Public Safety Department and all other Boards, Commissions and Committees contained herein, pursuant to the Illinois Revised Statutes, as amended, and the Constitution of the State of Illinois.

The total authorized manpower strength of the County Public Safety Department shall not exceed \_\_\_\_\_ persons, including all sworn and non-sworn employees. All duly sworn employees of the County Public Safety Department shall have full arrest powers in any jurisdiction within the County as well as any other arrest powers prescribed by the United States government or the State of Illinois.

ARTICLE II  
PARTICIPANTS

The participants to this contract are the Cities of \_\_\_\_\_, the County of \_\_\_\_\_, and the governmental units of \_\_\_\_\_.

This contract shall be effective from the date of its execution by all of the participants hereto undersigned until terminated as provided herein.

The specific amount appropriated by each participant for the year starting \_\_\_\_\_ and ending \_\_\_\_\_ shall be as follows, and is hereby committed by virtue of the appropriate signature, as follows, by that individual legally empowered to commit such funds for each participant:

City of \_\_\_\_\_  
by \_\_\_\_\_  
(Mayor/President)

\$ \_\_\_\_\_  
\_\_\_\_\_  
(Attest, Clerk)

City of \_\_\_\_\_  
by \_\_\_\_\_  
(Mayor/President)

\$ \_\_\_\_\_  
\_\_\_\_\_  
(Attest, Clerk)

City of \_\_\_\_\_  
by \_\_\_\_\_  
(Mayor/President)

\$ \_\_\_\_\_  
\_\_\_\_\_  
(Attest, Clerk)

City of \_\_\_\_\_  
by \_\_\_\_\_  
(Mayor/President)

\$ \_\_\_\_\_  
\_\_\_\_\_  
(Attest, Clerk)

City of \_\_\_\_\_  
by \_\_\_\_\_  
(Mayor/President)

\$ \_\_\_\_\_  
\_\_\_\_\_  
(Attest, Clerk)

County of \_\_\_\_\_  
by \_\_\_\_\_  
(Chairman of County Board)

\$ \_\_\_\_\_  
\_\_\_\_\_  
(Attest, County Clerk)

County of \_\_\_\_\_

The annual cost for each participant herein named shall be determined by the Board, after adoption of an annual budget and shall be apportioned among the participants as such apportionment is contained herein.

The specific amount appropriated by each participant for succeeding years shall be in the form contained in this contract as described in Article VII.

ARTICLE III  
THE COUNTY PUBLIC SAFETY BOARD

SECTION A: MEMBERSHIP

The County Public Safety Board shall be composed of the following: one member of each City Council or Village Board herein named, chosen by the Mayor or President of that City or City Council or Village Board; one member from the County Board herein named, chosen by the Chairman of that County Board, with the advice and consent of that County Board; and one member from \_\_\_\_\_ herein named, chosen by the \_\_\_\_\_ of that \_\_\_\_\_, with the advice and consent of that \_\_\_\_\_. The term of officer for each person shall be for four (4) years, except for one half (½) the original Board members who shall serve a two (2) year term, determined by lot at the initial organizational meeting of the Board, or according to the provisions herein contained. Each person shall serve on the Board by virtue of his elective office and his membership on the Board shall automatically terminate upon his leaving his official elective position, for whatever reason.

The County States Attorney shall serve the Board as a non-voting, ex-officio member and advisor.

One person, who is member of the County Public Safety Department's Citizens Advisory Committee shall be chosen by said Committee to serve the Board as a non-voting, ex-officio member and advisor.

The duly appointed members of the County Public Safety Board shall hold an organizational meeting, called and temporarily chaired by the County States Attorney, no later than thirty (30) days after this contract has been executed by all of the participants hereto undersigned. Said duly appointed members shall select, from their membership, a chairperson, vice-chairperson, and any other such officers or committees as may be necessary for the Board to successfully complete their duties and responsibilities as herein described.

SECTION B: DUTIES AND RESPONSIBILITIES

The Board shall create the County Public Safety Department which shall consist of not more than \_\_\_\_\_ employees who shall have all the powers, duties and responsibilities normally associated with a legally constituted law enforcement agency, and those powers, duties and responsibilities described in the Constitution of the State of Illinois and the Illinois Revised Statutes, as amended, and those powers, duties and responsibilities herein contained.

The Board shall create from its membership the following Committees, which shall consist of three (3) persons each, chosen by the Chairperson of the Board, with the advice and consent of the Board, and the Committees' members shall serve by virtue of their membership on, and election by, the Board and their membership on the Committees shall automatically terminate upon the termination of their membership on the Board. The term of appointment for each Committee membership shall be for four (4) years and the Committees are:

By-Laws Committee  
Civil Service Committee  
Budget Committee  
Intergovernmental Committee  
Standardization Committee

The Board shall be charged with the complete responsibility for directing the operation of the County Public Safety Department, and its duties shall include, but are not necessarily limited to, the following:

1. adopt a written, public procedure to allow for the employment, promotion, demotion, discipline, and/or dismissal of all sworn and non-sworn employees of the County Public Safety Department;
2. develop and approve fiscal procedures to be followed by the Department;
3. submit a yearly pro-rated budget to each participant agency named herein no later than six (6) months prior to the scheduled implementation date of such budget;
4. adopt goals and objectives for the Department;
5. adopt by-laws for the Board;
6. adopt a policy manual for the Department;

7. adopt such other rules and regulations as may be required by this Contract, the State of Illinois or the participants named herein.

#### SECTION C: MEETINGS

Regular meetings of the County Public Safety Board shall be held in accordance with the Illinois Public Meetings Act, Illinois Revised Statutes, Chapter 102, as amended.

#### ARTICLE IV PERSONNEL

The County Public Safety Board shall promulgate the guidelines in Article III, Section B, (1), prior to employment of any individual.

All duly sworn, full-time law enforcement officers, serving the participants herein named, shall be guaranteed similar sworn full-time employment by the Board. This guarantee conditioned as follows:

1. such duly sworn, full time law enforcement officer must serve a participant agency named herein on the date set for implementation of the Department, and have served in that capacity for the past \_\_\_\_\_ continuous months;
2. such duly sworn, full-time law enforcement officer must have successfully completed the basic 240-hour law enforcement course prescribed by the Illinois Revised Statutes, Chapter 85, as amended;
3. such duly sworn, full time law enforcement officer shall immediately be subject to the Rules and Regulations established by this contract and such Rules and Regulations as may be or may have been promulgated by the Board, and the officer may be promoted, demoted, disciplined and/or dismissed accordingly;
4. such duly sworn, full-time law enforcement officer's salary shall be at a rate no less than such officer earned while employed by the officer's respective participant agency.

The Board shall establish a procedure by which special meetings may be called.

In order to legally transact business, a majority of the Board members that then hold office must be present at the initial roll call at the commencement of any regular or special meeting, and they shall constitute a quorum. After a quorum is announced, a majority of those voting (defined as those who cast "yes" or "no" votes) on a motion shall be sufficient to pass and make it the official act of the Board. Proxies to vote shall not be permitted.

All matters not covered by this contract or the official by-laws of the Board shall be governed by Robert's Rules of Order as published by Pyramid Publications, latest edition.

ARTICLE V  
LIABILITIES

The participants specifically authorize the County Public Safety Board expend funds to purchase insurance for personal and professional liability and property damage, to protect against liabilities arising out of the operation of the County Public Safety Department including, but not limited to, automobile, premises and personal liability, as well as professional liability coverage in areas such as libel, slander, defamation, right of privacy, false arrest, false imprisonment, malicious prosecution, wrongful entry or other invasion of right of private occupancy and violations of the Civil Rights Act, covering employees, motor vehicles, and other property owned or leased by the Department.

In addition, the participants obligate themselves to utilize their funds to protect and indemnify the Board, all employees and all other parties from any personal liability arising out of the acts or omissions of any person acting in course of his employment for or on behalf of the Board, and such shares are subject to conditions listed below:

- A. In the event of a claim for civil damage arising out of the acts or omissions of the Board, the Department, or any employee, including vicarious liability and statutory personal liability of the Board, for the Acts of the Board members or the Department's employees while they are performing their prescribed duties, the liability for any damages, including cost of defense, over and above the aggregate of all insurance coverage, including insurance coverage of all parties and persons, shall be borne by the participant agencies as follows: All such excess liability shall be apportioned among the participants as it relates to the whole apportionment continued in Article II, as amended.
- B. In the event of a criminal prosecution against any Board member or Department employee, arising out of their Acts of omissions in the course of the duties of their appointment or employment, the participants assume no responsibility for any legal defense costs.

ARTICLE VI  
EQUAL EMPLOYMENT OPPORTUNITY GUIDELINES

The participants subscribe to and agree to comply with all applicable Equal Employment Opportunity Guidelines.

ARTICLE VII  
AMENDMENT AND TERMINATION

This Contract may be amended, at any time, by written agreement of all of the participants herein named.

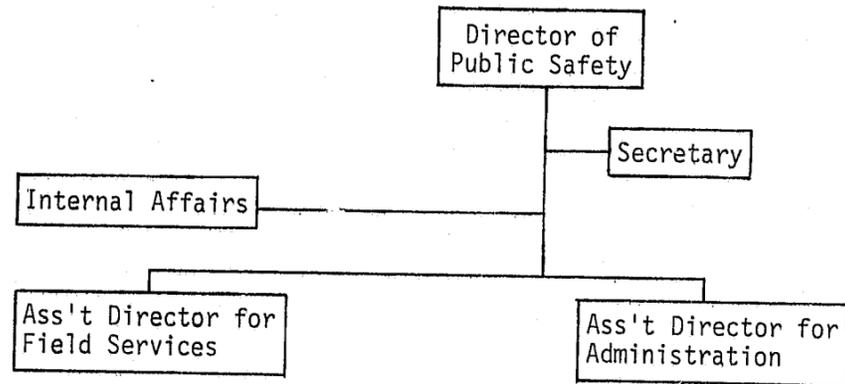
This Contract may not be terminated as to fewer than all of the participants herein named, except on \_\_\_\_\_ of each year or at any time upon unanimous agreement of the participants releasing such participants and assuming and apportioning the obligations and liabilities of such withdrawing participants.

This Contract may be cancelled at any time by written agreement of all participants herein named by satisfying the following condition: In the event the Board and the Department are terminated, the material benefits realized from the liquidation of any and all its assets shall be divided among the participants on a pro-rata share after any and all claims against the Board and the Department have been satisfied. The pro-rata share to which each participant is entitled shall be calculated as the percentage of the net liquidation proceeds based on the apportionment among the participants as it relates to the whole apportionment contained in Article II, as amended.

Any participant named herein, or successor agency mutually agreed to by all participants, may continue, by mutual agreement of all participants, the intent and scope of the Board and the Department as an extension and/or successor to the Board and Department.

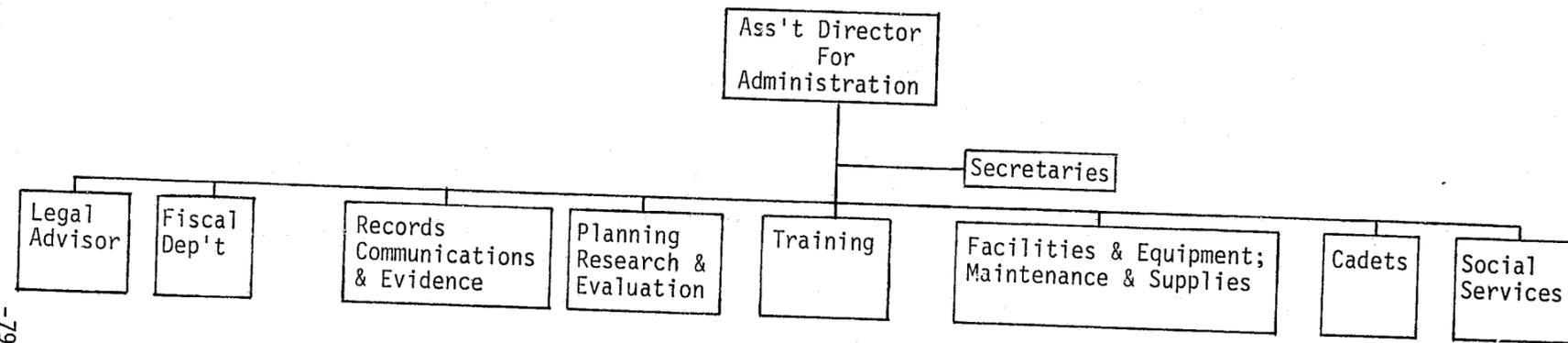
Appendix F

COUNTY PUBLIC SAFETY DEPARTMENT



Appendix G

COUNTY PUBLIC SAFETY DEPARTMENT: ADMINISTRATION DIVISION



-79-

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Appendix H

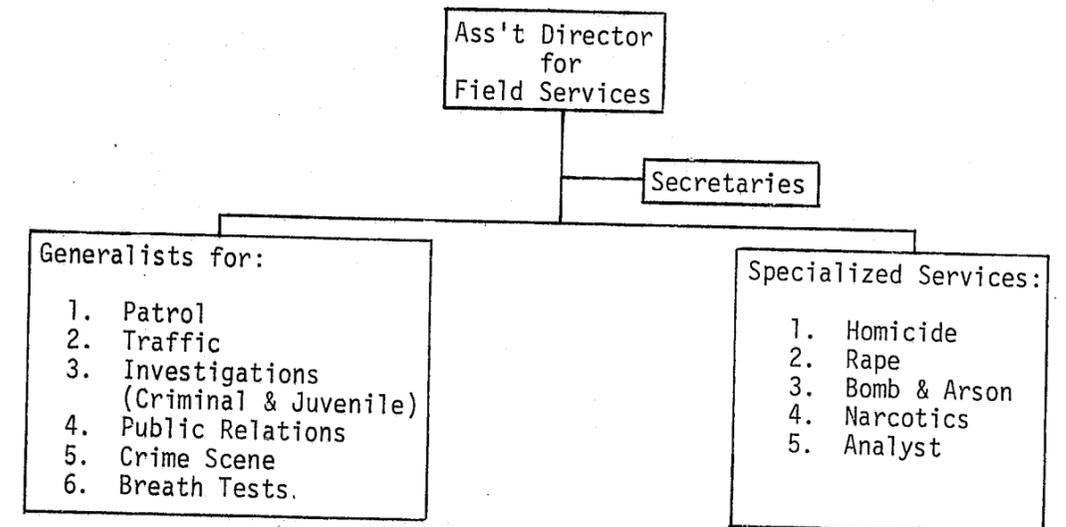
FORMS

Summary Arrest Report  
Traffic Arrest  
Traffic Warning  
P.I. Accident Report  
General Complaint Form  
Theft Form  
Missing Person Form  
Evidence and Property Receipt Form

Search Warrant Waiver  
Time and Attendance and  
Activity Form  
Sworn Officer I.D.  
Civilian Employee I.D.  
Supply Request Form  
Evaluation Form  
Grievance Form

Appendix I

COUNTY PUBLIC SAFETY DEPARTMENT:  
FIELD SERVICES DIVISION



Appendix J

EDUCATIONAL PAY INCENTIVE PROGRAM

<u>Semesters Completed</u>	<u>Quarters Completed</u>	<u>Percent Pay Increase</u>
30	45	1%
45	68	2%
60	90	4%
90	135	6%
Bachelor of Arts or Bachelor of Science Degree		8%
Master of Arts or Master of Science Degree		10%

Appendix K

BUDGET: COUNTY PUBLIC SAFETY DEPARTMENT  
Fiscal Year \_\_\_\_\_ to \_\_\_\_\_ (12 Months)

PERSONNEL

Director (1)	\$ 22,000
Ass't Directors (2) @ \$18,000 each	36,000
Inspector Supervisors (7) @ \$14,500 each	101,500
Inspectors (11) @ \$13,000 each	143,000
Officers (20) @ \$11,000 each	220,000
Prob. Officers (7) @ \$9,000 each	63,000
Cadets (5) @ \$3.40/hr.	35,360
Attorney (part-time) (1)	10,000
Secretaries (6) @ \$6,500 each	39,000
<b>Sub-Total</b>	<b>\$ 669,860</b>
Educational pay incentive allowance (average 3% for all sworn staff)	\$ 15,000
Fringe (22% for all except attorney)	148,469
<b>PERSONNEL TOTAL</b>	<b>\$ 833,329</b>

EQUIPMENT

Autos purchase (8/yr. @ \$6,200 each)	\$ 49,600
Radios (portable and mobile: multi-channel, high band, ISPERN capability)	10,000
Uniforms & clothing allowance	
40 uniforms @ \$200.00/officer	8,000
5 cadets @ \$75.00/officer	375
plainclothes allowance	1,200
Misc. (cameras, recorders, typewriters, investigative equipment, etc.)	15,000
<b>EQUIPMENT TOTAL</b>	<b>\$ 84,175</b>

CONTRACTUAL

Physical facilities (including all utilities)	\$ 25,000
Fiscal and audit	7,000
Insurance	<u>20,000</u>
CONTRACTUAL TOTAL	\$ 52,000

TRAVEL

Autos (27 @ 20,000 miles/yr.; average @ \$.10/mile)	\$ 54,000
Other Misc. travel	<u>5,000</u>
TRAVEL TOTAL	\$ 59,000

CONSTRUCTION AND REMODELING

Remodeling existing facilities	\$ 15,000
REMODELING TOTAL	\$ 15,000

COMMODITIES

Office supplies, film, munitions, printing, etc.	\$ 15,000
COMMODITIES TOTAL	\$ 15,000

OTHER COSTS

Confidential fund	\$ 5,000
Training	10,000
Misc.	<u>5,000</u>
OTHER TOTAL	\$ 20,000

<u>TOTAL BUDGET</u>	\$1,078,504
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Appendix L

SIGNIFICANT  
LEGAL AREAS OF CONCERN

Article VII, Section 10 (a) through (c) of the Constitution of the State of Illinois reads as follows:

(a) "Units of local government and school districts may contract or otherwise associate among themselves, with the State, with other states and their units of local government and school districts, and with the United States to obtain or share services and to exercise, combine, or transfer any power or function, in any manner not prohibited by law or by ordinance. Units of local government and school districts may contract and otherwise associate with individuals, associations, and corporations in any manner not prohibited by law or by ordinance. Participating units of government may use their credit, revenues, and other resources to pay costs and to service debt related to intergovernmental activities.

(b) Officers and employees of units of local government and school districts may participate in intergovernmental activities authorized by their units of government without relinquishing their offices or positions.

(c) The State shall encourage intergovernmental cooperation and use its technical and financial resources to assist intergovernmental activities."

In answer to this mandate, the Illinois General Assembly passed the Intergovernmental Cooperation Act of 1973 (Chapter 127, Section 741, Illinois Revised Statutes) which is an act authorizing State and Local governing bodies to cooperate in the performance of their responsibilities by contracts and agreements and reads, in part, as follows:

"Any power or powers, privileges or authority exercised or which may be exercised by a public agency of this State may be exercised and enjoyed jointly with any other public agency of this State and jointly with any other public agency of any other State or the United States to the extent that laws of such other state or of the United States do not prohibit joint exercise and enjoyment. Any public agency entering into an agreement pursuant to this Act may

appropriate funds and may sell, lease, give, authorize the receipt of grants, or otherwise supply the administrative joint board or other legal or administrative entity created to operate the joint or cooperative undertaking by providing such personnel or services therefore as may be within its legal power to furnish. Any one or more public agencies may contract with any one or more public agencies to perform any governmental service, activity or undertaking which any of the public agencies entering into the contract is authorized by the governing body of that such contract shall be authorized by law to perform, provided that such contract shall be authorized by the governing body of each party to the contract. Such contract shall set forth fully the purposes, powers, rights, objectives and responsibilities of the contracting parties."

Such an intergovernmental agreement as proposed in this document is clearly allowable by law; however, unfortunately, the Act and contracts or agreements entered into by units of government pursuant to this Act have not yet had to stand the test of judicial review. Consequently, there is no case law to provide a guideline for units of government who wish to participate in intergovernmental/multijurisdictional cooperative contracts or agreements.

In addition and despite the Intergovernmental Cooperation Act, there are a great number of governmental services shared by units of local government without benefit of a formal written agreement or contract which tend to cloud the issue.

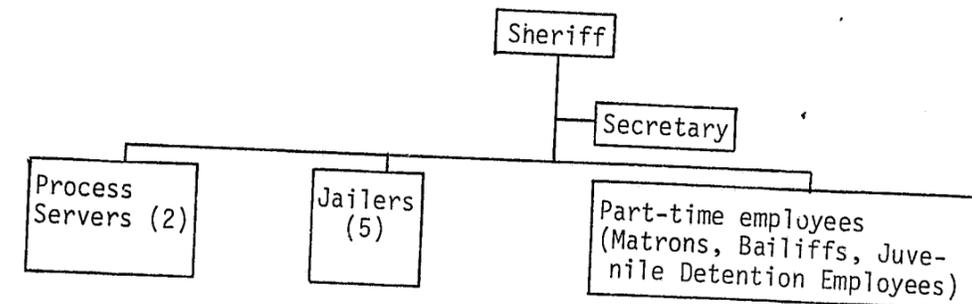
There is one significant area of concern that may need clarification and/or additional legislative action. The Pension Code of Illinois (Illinois Revised Statutes Chapter 108½, Article 7) creates the Illinois Municipal Retirement Fund and in Section 7-108 defines a "Participating Instrumentality" as follows:

"A political entity created under the laws of the State of Illinois, without general continuous power to levy taxes, and which is legally separate and distinct from the State of Illinois and any municipality and whose employees by reason of their relation to such political entity are not employees of the State of Illinois or a municipality."

Employees of the County Public Safety Department should be eligible to receive the benefits of the Illinois Municipal Retirement Fund as employees of a "Participating Instrumentality"; however, it may require additional legislation which would include the specific agency as other specific agencies are named in Section 7-132 of the Act.

Appendix M

COUNTY SHERIFF'S DEPARTMENT



It is recommended the Department should consist of the Sheriff, 5 jailers, 2 process or summons servers, part-time, hourly employees to act as matrons, bailiffs and juvenile detention officers, and 1 secretary.

The total annual budget (not including housing prisoners) should be approximately based on the following budget in Appendix M-1.

Appendix M-1

COUNTY SHERIFF'S DEPARTMENT BUDGET

Salaries

Sheriff	\$ 19,000
Secretary	6,500
Jailers & Servers	70,000
Part-time Employees	<u>5,000</u>

Sub-Total	\$100,500
Fringes @ 20%	<u>20,100</u>

TOTAL	\$120,600
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Equipment

1 Auto	\$ 4,000
Based on one (1) new intermediate auto per year with a total of three (3) autos in the department	
Misc. equipment (uniforms, etc.)	<u>4,000</u>

TOTAL	\$ 8,000
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Travel	\$ 3,200
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40,000 miles per year @ \$.08 per mile	
Misc.	<u>1,000</u>

TOTAL	\$ 4,200
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Other Misc. Expenses	\$ 2,000
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Training	<u>\$ 2,000</u>
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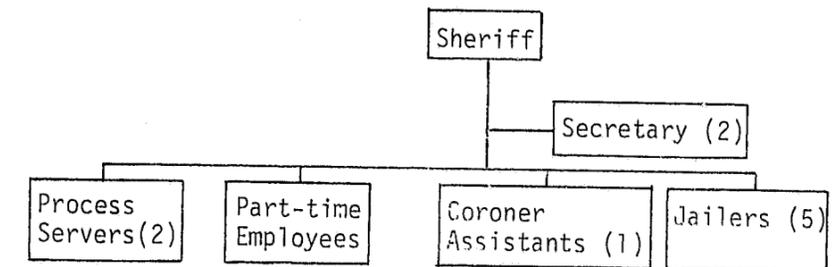
GRAND TOTAL BUDGET	\$136,800
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It is recommended that all employees of the Sheriff's department be enrolled in a certified correctional officer's basic training course as prescribed by the Illinois Department of Corrections.

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Appendix M-2

COUNTY SHERIFF'S DEPARTMENT  
(After December, 1980)



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**END**