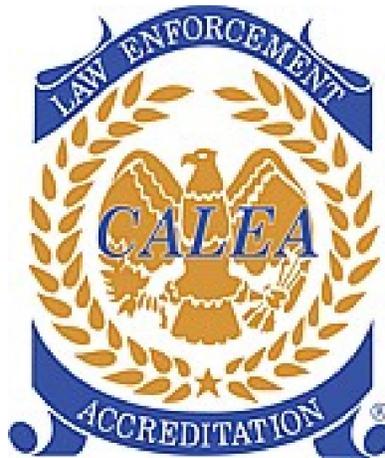




**Rockford (IL) Police Department  
Assessment Report**



**2014**

**Rockford, IL (US Police Department  
Assessment Report  
December 2014**

**Table of Contents**

<b>Section</b>		<b>Page</b>
A	Agency name, CEO, AM	1
B	Assessment dates	1
C	Assessment team	1
D	Program Manager	1
	Type of Assessment	1
E	Community and Agency Profile	1
	Demographics	3
	Future Issues	4
	CEO Biography	4
F	Public Information Activities	5
	Public Information Session	5
	Telephone Contacts	5
	Correspondence	6
	Media Interest	6
	Public Information Material	6
	Community Outreach Contacts	6
G	Essential Services	7
	Biased Based Profiling	8
	Use of Force	10
	Personnel	12
	Grievances	13
	Discipline	13
	Recruitment	15
	Training	16
	Promotions	17
	Law Enforcement Operations	19
	Vehicle Pursuits	20
	Critical Incidents, Special Operations and Homeland Security	22

	Internal Affairs	22
	Detainee and Court Related Activities	23
	Communications	24
	Property & Evidence	24
H	Applied Discretion	24
I	Non-compliance	26
J	20 Percent Standards	26
K	Future Performance/Review Issues	26
L	Standards Summary Table	26
M	Summary	26

**A. Agency name, CEO and AM**

Rockford, IL Police Department  
420 West State Street  
Rockford, IL 61101  
(825) 987-5839

Chet Epperson, Chief of Police  
Lieutenant Michael P. Ahrens, Accreditation Manager  
(815) 987-5827

**B. Dates of the On-Site Assessment:**

December 7 – 10, 2014

**C. Assessment Team:**

1. Team Leader: Daniel V. BORING  
Chief of Police (Retired)  
Culpeper, Virginia Police Department  
60593 East Eagle Ridge Drive  
Tucson, AZ 85739  
(540) 717-2169  
dvboring@comcast.net
  
2. Team Member: Captain Vincent DeMaio  
New Caanan, CT Police Department  
47 Farist Road  
Fairfield, CT 06825  
(203) 594-3517  
vincent.demaio@newcanaanct.gov

**D. CALEA Program Manager and Type of On-site:**

Program Manager – Dan Shaw

Second Reaccreditation, D size agency – (290 Sworn Officers and 36 fulltime civilian employees)

5<sup>th</sup> edition, Advanced Law Enforcement Accreditation

PowerDMS Software

**E. Community and Agency Profile:**

**1. Community profile**

Rockford is the third largest city in Illinois and the 164th most populous city in the United States. It is the county seat of Winnebago County and is located on both banks of the Rock River in far northern Illinois. According to 2010 census data, the City of Rockford had a population of 152,871, which was estimated to have decreased to 150,251 by July 2013. Settled between 1834 and 1835, Rockford was notable for its output of heavy machinery and tools and by the twentieth century, it was the second leading center of furniture manufacturing in the nation. Its decline, emblematic of other cities in the Rust Belt, led to economic diversification into automotive, aerospace, and healthcare industries, as well as the undertaking of various tourism and downtown revitalization efforts.

The City of Rockford operates under the Council/Manager form of government. The Council is the legislative body that represents the community and is empowered by the City Charter to formulate citywide policy. The Mayor of Rockford is chosen in a general election every four years. The Rockford City Council consists of 14 aldermen, individually elected from each ward in the city. The City Manager, appointed by the Council, is responsible for administration of City affairs, day-to-day operations, and the implementation of Council policies.

## **2. Agency profile**

The City of Rockford Police Department is a municipal police agency having jurisdiction over 60 square miles and a population of approximately 150,000 persons. The agency's current authorized strength is 290 officers and 36 full time civilian employees and it has an operating budget of approximately \$46,000,000. The Rockford Police Department is currently in transition from an agency operating out of a single centralized location to a decentralized department operating out of three separate district headquarters. The agency believes that this Geographic Policing Initiative is a major step toward strengthening its bond with the community. The Rockford Police Department is also involved in several other initiatives in which they partner with various organizations to improve community relations and continue to lower the rate of crime. These include:

- RAVEN (Rockford Area Violence Elimination Network), a community citizen re-entry program
- Multiple community-oriented academies: Citizen's Police Academy, Junior/Youth Police Academies and Media Police Academy
- Safety Camp
- Crime Free Multi-Housing

The department is a recent COPS Office grant recipient for additional police officers. The grant was targeted at reducing the high number of murders in the city. The assessor team was impressed with the agency's emphasis on "constitutional policing" and organization transformation which utilizes an early warning system, extensive use of force investigations, an integrity task force to investigate police shootings, a violent-crime task force, and an open complaint

system in a continuing effort to build trust with and to demonstrate respect for all elements within the community.

### 3. Demographics

The demographic composition of the service area and agency are represented in the following table:

	Service Population		Available Workforce		Current Sworn Officers		Current Female Sworn Officers*		Prior Assessment Sworn Officers		Prior Assessment Female Sworn Officers	
	#	%	#	%	#	%	#	%	#	%	#	%
<b>Caucasian</b>	<b>88171</b>	<b>59%</b>	<b>5584</b>	<b>65%</b>	<b>222</b>	<b>84%</b>	<b>30</b>	<b>11%</b>	<b>230</b>	<b>83%</b>	<b>35</b>	<b>13%</b>
<b>African-American</b>	<b>31271</b>	<b>21%</b>	<b>1502</b>	<b>18%</b>	<b>26</b>	<b>10%</b>	<b>3</b>	<b>1%</b>	<b>28</b>	<b>10%</b>	<b>4</b>	<b>1%</b>
<b>Hispanic</b>	<b>25864</b>	<b>17%</b>	<b>1221</b>	<b>14%</b>	<b>12</b>	<b>5%</b>	<b>0</b>		<b>14</b>	<b>5%</b>	<b>0</b>	
<b>Other</b>	<b>4903</b>	<b>3%</b>	<b>231</b>	<b>3%</b>	<b>5</b>	<b>2%</b>	<b>0</b>		<b>5</b>	<b>2%</b>	<b>0</b>	
<b>Total</b>	<b>150209</b>	<b>100%</b>	<b>8538</b>	<b>100%</b>	<b>265</b>	<b>100%</b>	<b>33</b>	<b>12%</b>	<b>277</b>	<b>100%</b>	<b>39</b>	<b>14%</b>

The Rockford Police Department demographic report, shown above, indicates that the agency is underrepresented for both African-American and Hispanic officers as compared with the service population, but are at about the national average for female officers when compared to the available workforce population. The agency has a recruitment plan for the years 2013 - 2015 that states that “the Rockford City Police Department’s primary objective is to actively recruit and employ a workforce representative of the Department’s service community”. As a part of the agency’s recruitment plan, members of the Police Department’s administration, including Chief Epperson, have met with minority community leaders in a collaborative effort to identify recruitment strategies and recruitment locations. This resulted in utilizing the department’s command van and minority members of the agency to recruit in such unique locations as the Rockford Mass Transit Bus Terminal; to advertise in various local publications and electronic media, to presentations at area colleges and business schools and to participate in dozens of job fairs throughout the region. The agency’s 2013 annual analysis of its recruitment plan reports that more than half of the nearly fourteen hundred applicants failed to report for scheduled tests or withdrew voluntarily and that about ten percent failed to pass the physical agility test. Those issues notwithstanding, the agency reports that it was able to recruit and hire five Hispanic males, two Hispanic females, and four Caucasian females.

The agency determined that no revisions to its recruitment plan are currently needed. The assessor team met with the Mr. Lloyd Johnston, President of the Rockford NAACP and the Pastor Karen King, Chairwoman of Rockford's Coalition of African-American Churches. Both expressed support for the Police Department's recruitment initiatives and a willingness to become even more involved in recruitment and selection efforts.

### **Future issues**

In both the documentation provided to the assessor team and during various interviews, Chief Epperson and members of the Rockford Police Department's command staff identified the following significant issues facing their department in the coming months:

- Decentralizing its policing location from one stand-alone building to three fully functional police departments;
- Reducing violent crime reduction utilizing the COMPSTAT and ROCKSTAT groups, the Strong Cities - Strong Communities Initiative and utilizing assistance from the Office of Justice Programs Diagnostic Center;
- Sustaining long-term, the nationally accepted policing practices and their "constitutional policing" initiatives in the face of determined opposition from the officer's collective bargaining unit.
- Continuing to focus on recruiting agency personnel to reflect the City's diverse population by continuing to developing positive relationships within the minority community and by mentoring current employees so as to better welcome new personnel.

In discussions with the assessor team, Rockford elected officials and community leaders also emphasized these issues, as well as strengthening the community's slow economic recovery, downtown redevelopment, and improving the relationship with the police officer's collective bargaining unit.

### **4. CEO biography**

Chief Chet Epperson is a thirty-two year veteran of the Rockford Police Department, having joined the Department as a Police Cadet in January 1981. In December, 1983 he took a position as a police officer in Lake Forest, Illinois due to the financial crisis in Rockford and the likelihood of no police hiring for an extended period of time. Chief Epperson was re-hired by the Rockford Police Department in May, 1985 and has served in all ranks of the organization – sergeant, lieutenant, deputy chief. He became the Chief of Police in 2006. Chief Epperson has a Bachelor of Science Degree (B.S.) in Anthropology/ Criminal Justice and a Master of Business Administration (MBA) from Rockford University. Chief Epperson is a graduate of Northwestern University Staff & Command School and the Illinois Training & Standards Board Executive Institute. Chief Epperson serves as an Instructor at Judson University in both undergraduate and graduate programs and serves as an Instructor for the

Illinois Training & Standards Board / Executive Institute. Chief Epperson serves as a Director for Americans for Effective Law Enforcement (AELE) and Chairman of the Hates Crimes Subcommittee for the International Association of Chiefs (IACP) Police Civil Rights Committee. Chief Epperson is a member of the Police Executive Research Forum, Illinois Chiefs of Police and Northwest Police Chiefs Association.

#### **F. Public Information Activities:**

Public notice and input are cornerstones of democracy and CALEA accreditation. This section reports on the community's opportunity to comment on their law enforcement agency and to bring matters to the attention of the Commission that otherwise may be overlooked.

##### **a. Public Information Session**

The public information session was held on Monday afternoon, December 8, 2014 at 3:00PM at the Henrietta School, 200 North Johnston Street, Rockford, Illinois. Eight persons attended including seven from the agency. One individual, Deputy Chief Don Gasparini of the Winnebago County Sheriff's Department spoke in support of the agency's continued accreditation status and stated that under Chief Epperson, the Rockford Police Department had continued to improve the quality of law enforcement services provided to the Rockford community and has maintained a close working relationship between the city and county law enforcement agencies.

##### **a. Telephone Contacts**

The agency advertised and arranged for a telephone contact session between the hours of 1:00PM and 3:00PM on Monday, December 8, 2014. Three telephone contacts were received during the onsite assessment. One caller identified himself and commended the agency for the politeness and responsiveness of its officers. A second caller did not identify herself other than as a former employee of the agency. She questioned Chief Epperson's leadership and inferred that the agency's use of force review process was becoming an officer safety issue due to officers being reluctant and perhaps overly cautious knowing that their actions were going to be heavily scrutinized by the agency. A third caller made contact the following day and referenced two occasions in 2013 involving himself and Rockford Police Officers. In the first incident he was evicted from a motel room after making a complaint to the motel manager regarding broken glass on the premises. The second incident involved him being struck by a bus and while the police did not respond to the scene, they did question him about the event while he was at the hospital. When his counsel later contacted the Police Department, he was told that there was no police report on file. A follow-up information request was made to the agency by the assessor team. They, in turn, provided information that indicated a history of agency contacts and referrals related to the caller's mental state and homeless status. They also contacted

the caller and scheduled a follow-up interview to gather additional information for an Internal Affairs Unit investigation.

b. Correspondence

One letter supporting the agency's continued accreditation status was received from Chief Norm Jacobs of the Beloit Wisconsin Police Department. Chief Jacobs commended the Rockford Police Department for the manner in which they dealt with a Hells Angels bike rally that had the potential to spill over into the surrounding communities, and also for the agency's cooperation in working on regional communications issues.

c. Media Interest

There was no media interest noted during this onsite. However, the assessor team did interview reporter Jeff Kolkey of the *Rockford Register Star* newspaper, as part of the community interest portion of the onsite assessment process.

d. Public Information Material

The agency had a multi-page public information plan that included news releases to multiple print and electronic news outlets as well as posting notices at all public buildings, libraries, and community centers. Mailings were sent to approximately thirty community leaders and Chief Epperson made a brief presentation at a City Council meeting. In addition, announcements were made to area and regional law enforcement organizations and agency employees. On December 2<sup>nd</sup>, five days prior to the on-site, the *Rockford Register Star* newspaper published both a print article and an electronic article discussing the pending on-site activities and providing information regarding public information opportunities.

e. Community Outreach Contacts

During the on-site visit, the assessor team leader conducted eighteen community-outreach interviews and spoke to more than twenty-five elected officials, criminal justice executives and community leaders, including: City of Rockford Mayor Larry Morrissey; City of Rockford Alderman Frank Beach; U.S. Attorney John McKenzie; Chief Judge Joseph McGraw; State's Attorney Joe Bruscato, and Deputy State's Attorneys Marilyn Hite Ross, Jim Brun and Dave Kirlinkus; Mr. Einar Forsman, Chairman of the Rockford Chamber of Commerce; Ms. LoRayne Logan, Chair of the Rockford Board of Police and Fire Commissioners; Ms. Julia Valdez, Director of the Rockford Department of Human Services and Deputy City Manager; Mr. Chris Black, Director of the Rockford Department of Finance; Attorney Patrick Hayes, Legal Director for Rockford; Chief Theo Glover of the Rockford Park District Police; the seven members of the Police Chief's Advisory Board; Mr. Lloyd Johnston, President of the Rockford NAACP; Reverend Kenneth Copeland and Ms. Alice Nichols, Police Department volunteers; Mr. Jeff Kolkey, reporter for the Rockford Register Star; and Terry Peterson, President of the collective bargaining unit.

The interview questions and discussions focused on the agency's responsiveness to complaints, its reputation within the community for honesty and integrity, and the level of service being provided. Questions were also asked relating to use of force issues, significant lawsuits, civil rights concerns, consent decrees and any allegations or investigations linked to agency mismanagement or corruption. Contacts were also asked about significant issues facing the community and the agency, and if he/she would recommend the Rockford Police Department for continued accreditation. With one exception, all responses were positive with a majority of responders noting the significant efforts the agency is making in community outreach and in various targeted enforcement programs. Other positive attributes cited included the agency's high level of cooperation with federal, state, and neighboring law enforcement agencies, its openness to new ideas and best practices, and its participation in city work groups and regional taskforce operations. The one interview resulting in negative comments dealt primarily with Chief Epperson's interaction with the collective bargaining unit. The assessor team determined that the agency faced two historic lawsuits related to use of force events predating this assessment period. No other significant lawsuits, civil rights issues, consent decrees or other problem areas were identified during this on-site. There was no follow-up action required of the assessor team as a result of these interviews and no information was obtained that indicated a lack of agency compliance with its own written policies and directives or with applicable CALEA standards.

## **G. Essential Services**

### **Law Enforcement Roles, Responsibilities, Relationships, Organization, Management, and Administration. (Chapters 1-17)**

The Rockford Police Department's General Orders state that each new member of the agency, prior to assuming sworn status, and officers their promotion to supervisory or command rank will take the oath of office for that position. A number of signed copies of the required oaths were provided for review. In addition, the agency has a specific code of ethics for both sworn and non-sworn personnel and requires that all employees adhere to its requirements. The General Orders also require that ethics training be provided to all personnel at least biennially. The training outline for the agency's on-line ethics training course was reviewed by the assessor team as well as electronic attendance documents.

Agency directives acknowledge that officers often encounter persons, such as juveniles, alcoholics, persons with mental disabilities, substances abusers, transients, and others, who may need services that are better provided by another criminal justice or public or private social service agency. The Rockford Police Department's General Orders permit officers to use a reasonable level of discretion when they encounter such individuals. A directory of available resources and service agencies is maintained in the shift commander's office to assist officers when they are making such referrals. Juvenile and traffic offenders are to be handled in accordance with the applicable

provisions of the Illinois Code. The agency has a written directive which sets forth policy, procedures and guidelines for ensuring compliance with consular and diplomatic notification and access requirements. Shift commanders are provided with a directory of contact numbers to facilitate such notifications. Agency records documented contact with foreign nationals in 2013 and 2014, and indicated that there was no such contact in 2012.

The agency permits strip searches in accordance with Illinois statutes which states that such searches must be pursuant to an arrest and is prohibited for traffic offenses and most misdemeanors unless there is a reasonable belief that a weapon or contraband is present. In addition, the agency requires the written permission of a command level supervisor. All such searches must be conducted by a person of the same sex and documented in a written report. Illinois law prohibits body cavity searches with the exception of the mouth, without a search warrant and such searches must be conducted by or supervised by a licensed physician. The agency reports that no personnel conducted either a strip search or a body cavity search during this three year assessment period.

### **Bias Based Profiling**

<b>Biased Based Profiling</b>			
<b>Complaints from:</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Traffic Contacts</b>	<b>0</b>	<b>2</b>	<b>4</b>
<b>Field Contacts</b>	<b>1</b>	<b>2</b>	<b>3</b>
<b>Asset Forfeiture</b>	<b>0</b>	<b>0</b>	<b>0</b>

(The agency reports that multiple officers were involved rather than additional offenses in 2013. The agency further reports that none of the complaints in 2012 or 2013 were sustained.)

The Rockford Police Department's written directives "strictly prohibit racial profiling and discriminatory practices" by any employee of the agency. The agency requires that all personnel receive training on "cultural diversity and sensitivity, the prevention of discriminatory practices, and the legal aspects of biased based profiling, as well as the department's policies regarding these issues". In 2014 the agency began to utilize a new course of instruction entitled "Bias Free Policing" and placed the course in its PowerDMS system. Employees with sustained complaints filed against them regarding biased-based profiling or discrimination are required to undergo additional training. The commander of the field services bureau is responsible for conducting an annual review of the agency's practices concerning racial profiling and this review must include any citizen concerns. Each of the annual review documents for this assessment period was made available to the assessor team. The agency reports no incidents of biased-based policing and no sustained complaints regarding racial profiling during this assessment period.

**Traffic Warnings and Citations**

<b>2011</b>	<b>Traffic Warnings and Citations</b>		
<b>Race/Sex</b>	<b>Warnings</b>	<b>Citations</b>	<b>Total</b>
<b>Caucasian/Male</b>	<b>1265</b>	<b>2457</b>	<b>3722</b>
<b>Caucasian/Female</b>	<b>939</b>	<b>1921</b>	<b>2860</b>
<b>African-American/Male</b>	<b>631</b>	<b>1074</b>	<b>1705</b>
<b>African-American/Female</b>	<b>535</b>	<b>923</b>	<b>1458</b>
<b>Hispanic/Male</b>	<b>180</b>	<b>408</b>	<b>588</b>
<b>Hispanic/Female</b>	<b>119</b>	<b>234</b>	<b>353</b>
<b>Asian/Male</b>	<b>52</b>	<b>76</b>	<b>128</b>
<b>Asian/Female</b>	<b>24</b>	<b>35</b>	<b>59</b>
<b>OTHER</b>	<b>25</b>	<b>27</b>	<b>52</b>
<b>TOTAL</b>	<b>3770</b>	<b>7155</b>	<b>10925</b>

<b>2012</b>	<b>Traffic Warnings and Citations</b>		
<b>Race/Sex</b>	<b>Warnings</b>	<b>Citations</b>	<b>Total</b>
<b>Caucasian/Male</b>	<b>1236</b>	<b>1838</b>	<b>3074</b>
<b>Caucasian/Female</b>	<b>748</b>	<b>1272</b>	<b>2020</b>
<b>African-American/Male</b>	<b>646</b>	<b>857</b>	<b>1503</b>
<b>African-American/Female</b>	<b>531</b>	<b>682</b>	<b>1213</b>
<b>Hispanic/Male</b>	<b>206</b>	<b>313</b>	<b>519</b>
<b>Hispanic/Female</b>	<b>127</b>	<b>179</b>	<b>306</b>
<b>Asian/Male</b>	<b>43</b>	<b>55</b>	<b>98</b>
<b>Asian/Female</b>	<b>21</b>	<b>14</b>	<b>35</b>
<b>OTHER</b>	<b>26</b>	<b>31</b>	<b>57</b>
<b>TOTAL</b>	<b>3584</b>	<b>5241</b>	<b>8825</b>

<b>2013</b>	<b>Traffic Warnings and Citations</b>		
<b>Race/Sex</b>	<b>Warnings</b>	<b>Citations</b>	<b>Total</b>
<b>Caucasian/Male</b>	<b>1235</b>	<b>1340</b>	<b>2575</b>
<b>Caucasian/Female</b>	<b>797</b>	<b>996</b>	<b>1793</b>
<b>African-American/Male</b>	<b>674</b>	<b>639</b>	<b>1313</b>

<b>African-American/Female</b>	<b>606</b>	<b>504</b>	<b>1110</b>
<b>Hispanic/Male</b>	<b>212</b>	<b>259</b>	<b>471</b>
<b>Hispanic/Female</b>	<b>103</b>	<b>149</b>	<b>252</b>
<b>Asian/Male</b>	<b>37</b>	<b>22</b>	<b>59</b>
<b>Asian/Female</b>	<b>21</b>	<b>22</b>	<b>43</b>
<b>OTHER</b>	<b>22</b>	<b>21</b>	<b>43</b>
<b>TOTAL</b>	<b>3707</b>	<b>3952</b>	<b>7659</b>

(The agency reports that the above noted decrease in traffic citations and warnings was the result of a reduction in patrol staffing levels and a number of traffic enforcement officers being on medical leave.)

### Use of Force

The agency's written directive, entitled "Response to Resistance" prohibits its personnel from using unreasonable force and further requires that they intervene when they believe that unreasonable force is being applied by others. This directive further states that officers may use deadly force only when the officer reasonably believes that the action is in defense of human life..., or in defense of any person in imminent danger of serious physical injury. Definitions of all terms are included within the directive. The agency does not permit the use of "warning shots" and reports that there were no incidents in which "warning shots" were employed during this three year accreditation period. The agency's less lethal weapons include chemical munitions, batons, and extended range impact weapons. Written directives set forth the requirement to provide medical assistance whenever the response to resistance in any form either causes injury or is alleged to have caused injury. The directives also require that written reports be submitted by the end of the shift when such weapons are utilized or an injury has occurred or is alleged to have occurred. The assessor team was able to review several reports documenting the agency's compliance with these directives.

### Use of Force

	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Firearm</b>	<b>0</b>	<b>8*</b>	<b>0</b>
<b>ECW</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>
<b>Baton</b>	<b>13</b>	<b>20</b>	<b>14</b>
<b>OC</b>	<b>21</b>	<b>24</b>	<b>22</b>
<b>Weaponless</b>	<b>1186</b>	<b>1125</b>	<b>1183</b>
<b>Total Uses of Force</b>	<b>1220</b>	<b>1177</b>	<b>1219</b>
<b>Total Use of Force Arrests</b>	<b>524</b>	<b>547</b>	<b>525</b>
<b>Complaints</b>	<b>13</b>	<b>24</b>	<b>11</b>
<b>Total Agency Custodial Arrests</b>	<b>7594</b>	<b>7046</b>	<b>9113</b>

(\*In 2012 the agency had three officer-involved shootings in which eight officers discharged their weapon.)

The agency defines any action above handcuffing as a use of force event. Every agency use of force event is categorized into one of four levels depending on the type and the amount of force employed, and the seriousness of any injuries. All reports require supervisory review to ensure completeness and accuracy and are then forwarded to the command level for further review. Level one and two use of force events also require the creation of a case file. Bureau commanders are required to ensure compliance with agency policy, and to comment on any policy, training, equipment issues or other circumstances as appropriate. Agency directives state that “employees involved in a deadly force or critical incident, resulting in death or serious injury to any person, will be assigned to administrative duties within the department until after the incident has been investigated and reviewed by the Chief of Police. Agency documents show that such reassignments took place in both 2012 and 2013, but none have been reported for 2014. Each year of this accreditation period, the agency has conducted an in-depth analysis of its use of force reports. The 2013 report (completed in April, 2014) cited a decrease in use of force with firearms and with less lethal weapons, as well as a decrease in use of force complaints over 2012.

The Rockford Police Department’s General Orders Manual states that each commander is responsible to the Chief of Police for the planning and research functions conducted within or assigned to their bureau and that both sworn and non-sworn personnel are encouraged to offer suggestions to their supervisor. The agency’s written directives provides a lengthy list of activities that the agency associates with the planning and research function, including; multi-year/strategic planning, budget development, setting goals and objectives, crime analysis, manpower allocation, facility development and others, and then identifies the bureau responsible for completion of the listed planning and research activities.

The agency has a multi-year strategic plan that covers the three year period from 2012 through 2014. The current plan includes four focus areas that include;

- Enhancing Community Partnerships
- Employing, Engaging and Retaining Staff
- Developing an Atmosphere of Trust
- Improving and Maintaining Technology

Multiple goals and strategies, along with responsible units and due dates, have been established to support each of the major focus areas. The strategic plan also discusses population trends, staffing and workload concerns, and anticipated equipment and technology issues. The agency’s written directives require that in August of each year, each bureau commander submit to the Chief of Police, a report evaluating the progress made toward accomplish agency goals and objectives. Included in the materials reviewed by the assessor team was a listing, by organizational component, of their accomplishments for the preceding year and their revised objectives for the upcoming year. It is noted that the agency is currently in the process of establishing a department wide committee to begin working on the next strategic plan.

The Rockford Police Department maintains five cash accounts that include two within the chaplains division, one in the investigative services division, one in the records center and one with the narcotics unit. Each account must comply with City of Rockford Finance Department's cash handling procedures and is subject to quarterly reports and audits. In addition, all accounts are subject to review during the annual audit of the City of Rockford's fiscal activities, a copy of which is posted on the City's website. The inventory and control of all department owned property and equipment is regulated by the City of Rockford Finance Department. All items of a value of \$500.00 or more are tagged with an inventory control number that is linked to the respective purchase order and recorded in the City's financial management computer system. Written directives state that bureau commanders are responsible for ensuring that stored agency property is maintained in a state of operational readiness. The assessor team viewed a number of inspection reports that verified the status of such equipment. The agency uses PowerDMS for the electronic storage of documents and was provided with documentation for the CALEA data storage standard as part of their service contract.

### **Personnel Structure and Personnel Process (Chapters 21-35)**

The agency's written directives state that all compensation will be in accordance with current collective bargaining labor agreements for members who are in collective bargaining groups and in accordance with City's ordinances and personnel code for exempt employees. Leave benefits include administrative leave, holiday leave, vacation leave, sick leave, family medical leave and leave to meet military service obligations. City employees are provided with disability and death benefits under the City's group life insurance plan. Other benefits include a retirement plan, health insurance and liability protection. In addition, the City provides tuition reimbursement for employees in accordance with personnel rules and regulations.

The City of Rockford and the Police Department sponsor both a police chaplain program and an Employees Assistance Program (EAP) to provide support and counseling services to its members. The assessor team reviewed a pamphlet that is distributed to employees by the Department of Human Resources regarding the EAP. Information contained therein outlined ways to request assistance and promised confidentiality, timely problem assessment, and the opportunity for referral to a variety of service support agencies. The Police Department's general orders also specify the types of support to be provided and the units/positions responsible to ensuring the provision of such services when an employee is involved in a critical incident.

Agency written directives identify the types of off-duty employment prohibited to both sworn and non-sworn employees, including any form of ownership in taxicabs, taverns or retail or wholesale liquor establishments. The agency reports that during this three year accreditation cycle, it has received no complaints of employees working in prohibited employment. The agency's collective bargaining agreement specifies that employees must receive permission before engaging in extra-duty employment. A written report, as well as a daily activity sheet, is required of officers engaged in extra-duty employment.

The Rockford Police Department recognizes the Police Benevolent and Protective Association (P.B. & P.A.) #6 which represents sworn officers through the rank of lieutenant, and the American Association of State County and Municipal Employees (A.A.S.C &M.E.) #1058 which represents certain non-sworn employees. The Mayor of Rockford or his/her designee is responsible for negotiating with collective bargaining units and may instruct members of the Police Department's command staff to participate and/or to provide information as requested by the Mayor or by one of the bargaining units. The State of Illinois Public Labor Relations Act requires that all parties participate on the principle of good faith bargaining and the agency's written directives state that the department will abide by the ground rules and procedures established as part of the collective bargaining process. The department's written directives state that the Chief of Police is responsible for ensuring that copies of signed bargaining agreements are available to personnel within the department and for reviewing agency policy and procedures to ensure compliance with the labor agreement and informing departmental supervisors and managers of any changes made.

**Formal Grievances**

<b>Grievances</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Number</b>	<b>10</b>	<b>9</b>	<b>11</b>

Grievance procedures are specifically delineated in the collective bargaining agreements between the City of Rockford and the P.B. & P.A. or the AFSCME collective bargaining units. Employees and or issues not covered by one of those agreements may utilize the Rules and Regulations of the Board of Police and Fire Commissioners or the problem resolution procedures established by the City of Rockford. Agency written directives designate the commander of the Administrative Services Bureau as being responsible for the coordination of grievance procedures and for the maintenance and control of labor management related grievances. He also performs an annual analysis of grievances and reviews the agency's policy and procedures impacted by those grievances. A spreadsheet is utilized to track each grievance and the action taken at each level within the process. The annual analysis document 2013 indicates that the agency dealt with eleven grievances filed by the P.B. & P.A. which was consistent with the five year average. No grievances were filed from AFSCME in that year. As a result of this analysis, the administrative services bureau command initiated bi-weekly meetings with each union as a means of enhancing relationships and perhaps reducing the number of grievances filed.

The agency's written directives set forth guidelines for personal appearance, grooming, the wearing of the uniform and the care and maintenance of equipment, as well as rules governing behavior and conduct. The agency utilizes an Awards Program Board comprised of the Chief of Police, Deputy Chief of Police, a lieutenant, the training supervisor, personnel supervisor, an investigator, and officer, a representative of the P.B. & P.A. and a non-sworn employee, and a citizen volunteer, to establish the criteria for various awards, commendations, and citations. Nominations for an award can be made by any member of the department or of the Rockford community. Recognition is

awarded for valor, distinguished service, lifesaving, exceptional service, and community policing.

**Personnel Actions**

	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Suspension</b>	<b>3</b>	<b>3</b>	<b>12*</b>
<b>Demotion</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Resign In Lieu of Termination</b>	<b>1</b>	<b>1</b>	<b>4**</b>
<b>Termination</b>	<b>2</b>	<b>0</b>	<b>0</b>
<b>Other</b>	<b>0</b>	<b>0</b>	<b>1</b>
<b>Total</b>	<b>6</b>	<b>4</b>	<b>17</b>
<b>Commendations</b>	<b>0</b>	<b>0</b>	<b>7</b>

(\* A single incident involved three officers being suspended and two incidents involved multiple offenses by the same officer and by a civilian employee)  
 (\*\*Three officers were in probationary status and one officer resigned over continued poor performance issues)

The Rockford Police Department’s written directives state that the agency “will not condone or tolerate harassment...on the basis of race, religion, color, national origin, disability, pregnancy, sexual orientation, gender, or age”. The directives also provide procedures for reporting harassment and actions to be taken at each supervisory and management level within the organization, as well as the process for making direct reports of such conduct to the City of Rockford Department of Human Services. The assessor team reviewed several such complaints along with the action taken, to include mediation, retraining, and separation, to correct such conduct. The police department’s rules and regulations also sanction the use of retraining, counseling and a continuum of punitive actions ranging from an oral reprimand to the presentation of charges before the Board of Fire and Police Commissioners, to correct disciplinary issues. Appeals from disciplinary action may be taken through the City’s Problem Resolution Procedures for non-sworn employees or through the AFSCME or P.B/& P.A. grievance procedures as set forth in their respective bargaining agreements. The agency’s written directives specify that the Office of Professional Standards will maintain records of formal and informal investigations for a period of five years and that documentation pertaining to disciplinary action will be maintained in accordance with City of Rockford ordinances and as specified in collective bargaining agreements.

**Recruitment and Selection (Chapter 31 and 32)**

The City of Rockford is clearly identified as having an Equal Employment Opportunity Plan. Documents reviewed by the assessor team demonstrated that during this three year accreditation period, the Police Department participated in a variety job fairs at colleges and universities in Illinois and in Wisconsin. Officers involved in these recruiting activities have attended a training course entitled “EEO Compliance in Illinois” as well as other relevant training.

**Sworn Officer Selection Activity in the Past Three Years**

**2011**

<b>Race/Sex</b>	<b>Applications Received</b>	<b>Applicants Hired</b>	<b>Percent Hired</b>	<b>Percent of workforce population</b>
Caucasian/Male	485	8	2%	30.4%
Caucasian/Female	73	1	1%	31.3%
African-American/Male	68	1	1%	10.9%
African-American/Female	20	0	0%	11.2%
Hispanic/Male	82	1	1%	5.8%
Hispanic/Female	26	0	0%	6.0%
Other	23	0	0%	4.4%
<b>Total</b>	<b>777</b>	<b>11</b>	<b>1%</b>	<b>100.0%</b>

**2012**

<b>Race/Sex</b>	<b>Applications Received</b>	<b>Applicants Hired</b>	<b>Percent Hired</b>	<b>Percent of workforce population</b>
Caucasian/Male	362	5	1%	32.0%
Caucasian/Female	57	0	0%	33.4%
African-American/Male	61	0	0%	8.6%
African-American/Female	22	0	0%	9.0%
Hispanic/Male	80	0	0%	7.0%
Hispanic/Female	19	0	0%	7.3%
Other	16	0	0%	2.7%
<b>Total</b>	<b>617</b>	<b>5</b>	<b>1%</b>	<b>100.0%</b>

**2013**

<b>Race/Sex</b>	<b>Applications Received</b>	<b>Applicants Hired</b>	<b>Percent Hired</b>	<b>Percent of workforce population</b>
Caucasian/Male	683	17	2%	32.0%
Caucasian/Female	108	4	4%	33.4%
African-American/Male	116	0	0%	8.6%
African-American/Female	40	1	3%	9.0%

<b>Hispanic/Male</b>	<b>149</b>	<b>2</b>	<b>1%</b>	<b>7.0%</b>
<b>Hispanic/Female</b>	<b>21</b>	<b>2</b>	<b>10%</b>	<b>7.3%</b>
<b>Other</b>	<b>49</b>	<b>0</b>	<b>0%</b>	<b>2.7%</b>
<b>Total</b>	<b>1166</b>	<b>26</b>	<b>2%</b>	<b>100.0%</b>

The Rules and Regulations of the Board of Fire and Police Commissioners of the City of Rockford is the final authority regarding the general requirements, the application process and examination procedures for the position of police officer. The agency provides applicants with a recruit booklet that sets forth the qualifications and describes the selection process in detail including their correlation to job description elements. Illinois local record statutes govern the retention and disposition of all records associated with the employment applications. Agency written directives state that all records submitted or generated about a candidate for employment will be retained in a secure location within the department for a period of seven years unless the candidate is hired, in which case the information will be included as a part of the individual's permanent personnel file. The agency conducts background investigations for all applicants prior to appointment to include qualification credentials, references, and criminal history. These investigations are conducted by agency investigators who have completed additional training in conducting background investigations.

The agency utilizes polygraph examinations as a part of its selection process. Such tests are conducted by an outside vendor and applicants are advised in advance that the questions asked during the test will relate to alcohol and drug use, previous employment and arrest information. Candidates are also advised that the results of the polygraph will not be used as the sole determinant in the hiring process. Medical examinations and psychological fitness tests are required prior to appointment to a sworn position and are scheduled and paid for by the agency. The Rules and Regulations of the Board of Police and Fire Commissioners require that all newly sworn officers undergo an eighteen month probationary period that commences on the day they are hired.

### **Training**

The Rockford Police Department's General Orders establish a Training Committee that is chaired by the supervisor of the Training Unit and composed of both sworn and non-sworn employees. The Training Committee has no authority over the department's training function, but acts in an advisory capacity for the Training and Personnel Unit. The committee is tasked with identifying training needs within the department, assisting in developing programs to meet those needs, and developing the agency's training plan. The Training Committee is required to meet once each year. The assessor team was able to view the minutes recorded at those meetings. Agency directives require that all instructors submit lesson plans and copies of all instructional materials to the Training Unit supervisor for approval. Lesson plans are required to identify training objectives, a description of the instructional methods employed and any testing or evaluation tools used. Agency directives permit the temporary assignment to the Training Unit for remedial training when recommended by the employees immediate

supervisor and approved through the chain of command. The directive also established criteria for such remedial training assignments. The agency maintains employees training records using an electronic program. Copies of training certificates are to be maintained in each employee's personnel file. The Rockford Police Department does not operate a training academy

Agency directives require a field training program of at least four weeks during or after the required classroom training. The Commander of the Office of Professional Standards is designated as the Field Training Coordinator and is responsible for the administration of the field training program and the evaluation of field training officers and the field training process. Officers meeting the required minimum qualifications to be a field training officer are selected in conformance with the agency's collective bargaining agreement. Specialized training is provided for officers selected to be field training officers. This training includes evaluation techniques and completing the required "daily observation report".

Agency written directives require that shift commanders schedule mandatory in-service training to be attended by all sworn personnel assigned to their shift. The areas of training cover a host of topics, but must include instruction and review in use of force and pursuit driving policy and tactics, as well as a general review of agency policies, procedures, rules and regulations. Agency regulations also require roll-call training and specify topics and areas of instruction to be covered. All such training is reported on a roll-call training form that is signed by each officer. Agency directives require that all newly hired personnel receive training with regard to the accreditation process and all department personnel will receive additional training prior to each assessor on-site visit. Agency written directives require that the agency's accreditation manager receive specialized accreditation training within one year of such appointment. The assessor team reviewed training records demonstrating compliance with that directive.

### **Promotions**

The Board of Fire and Police Commissioners has the authority and responsibility for administering the agency's promotional procedures and for annually reviewing and updating that process to ensure that all exam components are job related, nondiscriminatory and in compliance with Illinois statutes. The Chief of Police involvement is limited to reporting on the knowledge, skills and abilities needed to perform the functions in specific positions. The Board of Fire and Police Commissioners is responsible for the retention and security of all materials used in administering the various promotional exams. Promotions to sergeant and lieutenant are based upon a competitive examination process that includes a written examination and oral interviews, conducted by the Board, from materials distributed by the department at the time the promotional process is announced. Promotions are made in accordance with the rules of the Board, except as provided in the collective bargaining agreement. Promotions to the exempt ranks of deputy chief and assistant deputy chief are made by the Chief of Police with the advice and consent of the Board. All of the components of the promotional process for each rank are set forth in the Rules and Regulations of the Board of Fire and Police Commissioners as well as procedures for

establishing an eligibility list. All promotional lists are generally valid for three years and the Board may select from the top seven names on the list. All promotions are conditioned upon the successful completion of a one year probation period which, in turn, is based upon an evaluation and recommendation by the Chief of Police.

**Sworn Officer Promotions**

	2011	2012	2013
<b>GENDER / RACE TESTED</b>			
Caucasian/Male	76	15	N/A
Caucasian/Female	8	0	N/A
African-American/Male	9	1	N/A
African-American/Female	0	0	N/A
Hispanic/Male	9	0	N/A
Hispanic/Female	0	0	N/A
<b>Totals</b>	<b>102</b>	<b>16</b>	<b>N/A</b>
<b>GENDER/ RACE ELIGIBLE AFTER TESTING</b>			
Caucasian/Male	69	12	N/A
Caucasian/Female	7	0	N/A
African-American/Male	6	0	N/A
African-American/Female	0	0	N/A
Hispanic/Male	6	0	N/A
Hispanic/Female	0	0	N/A
<b>Totals</b>	<b>88</b>	<b>12</b>	<b>N/A</b>
<b>GENDER/ RACE PROMOTED</b>			
Caucasian/Male	9	16	11
Caucasian/Female	3	1	2
African-American/Male	1	1	0
African-American/Female	0	0	0
Hispanic/Male	0	1	0
Hispanic/Female	0	0	0
<b>Totals</b>	<b>13</b>	<b>19</b>	<b>13</b>

The Police Department participates in the City of Rockford’s performance review process which is set forth in the City’s Performance Review Handbook. They also provide the agency with evaluator training through the use of a Human Resources Department presentation entitled “Conducting a Collaborative Performance Review” which includes procedures for using the City’s evaluation forms, setting goals, and providing employees with feedback. The assessor team reviewed a number of completed performance evaluation forms for various positions with the organization. Supervisors must provide employees with a self-evaluation form at least two week prior to their annual anniversary date and then schedule a time to conduct the performance

review. Agency directives provide guidance as to materials to be used and matters to be included in the performance review. A narrative statement must be included to personalize the numeric rating for each category listed on the evaluation form. Employees are provided with a copy of the performance evaluation document and are permitted to add comments as part of the final record. All annual and other evaluations are maintained in each employee's personnel file. Employees may contest their performance evaluation first to their bureau chief and then to the Chief of Police. The decision of the Chief of Police is final. The agency utilizes a deficiency review meeting, held at least quarterly, to assist employees whose performance is substandard.

Agency written directives establish a Personnel Early Warning System (PEWS) "to attempt to identify, evaluate and assist employees who appear to exhibit signs of performance or stress related problems requiring attention". The PEWS program monitors complaints, disciplinary action, significant changes in performance, at fault traffic crashes, use of force incidents causing death or great bodily harm, and being the respondent in a protective order. Trigger events are noted on a PEWS incident report and forwarded via the bureau commander to the Office of Professional Standards where they are reviewed. A recommendation for intervention is forwarded to the Administrative Services Bureau Commander who will meet with the employee and devise a plan for corrective action. The commander of the Office of Professional Standards is responsible for administrating the Personnel Early Warning System and is tasked with providing an annual evaluation of the system's effectiveness and to recommend any changes, if needed.

**Law Enforcement Operations and Operations Support (Chapters 41-61)**

**Crime Statistics and Calls for Service**

**Year End Crime Stats**

	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Murder</b>	<b>22</b>	<b>11</b>	<b>19</b>
<b>Forcible Rape</b>	<b>112</b>	<b>124</b>	<b>145</b>
<b>Robbery</b>	<b>566</b>	<b>499</b>	<b>394</b>
<b>Aggravated Assault</b>	<b>1,407</b>	<b>1451</b>	<b>1507</b>
<b>Burglary</b>	<b>1,890</b>	<b>2224</b>	<b>2001</b>
<b>Larceny-Theft</b>	<b>4,746</b>	<b>5003</b>	<b>4666</b>
<b>Motor Vehicle Theft</b>	<b>486</b>	<b>381</b>	<b>372</b>
<b>Arson</b>	<b>69</b>	<b>72</b>	<b>107</b>

**Calls for Service\***

<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>30,438</b>	<b>32,377</b>	<b>29357</b>

\*Calls are captured by reported criminal offense

The agency has written directives that specify procedures to be followed when missing adults or children are reported. The agency is prepared to employ both its ‘Reverse 9-1-1’ community notification system and the “Amber Alert” procedures. The agency has written directives to assist with the recognition and handling of persons with mental illness and specific steps to be taken to comply with Illinois statutes governing involuntary custody. Officers are permitted to make referrals to a number of community mental health services or to utilize the agency’s crisis intervention specialists with supervisory approval. All agency employees receive training on the procedures set forth in this directive and refresher training for all personnel is to be conducted and reviewed annually through a PowerDMS presentation. The assessor team viewed signature sheets documenting participation in this training.

### Vehicle Pursuits

**Vehicle Pursuits**

<b>PURSUIITS</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Total Pursuits</b>	<b>8</b>	<b>7</b>	<b>5</b>
<b>Terminated by agency</b>	<b>2</b>	<b>3</b>	<b>3</b>
<b>Policy Compliant</b>	<b>6</b>	<b>5</b>	<b>4</b>
<b>Policy Non-compliant</b>	<b>2</b>	<b>2</b>	<b>1</b>
<b>Accidents</b>	<b>6</b>	<b>2</b>	<b>0</b>
<b>Injuries: Officer</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>: Suspects</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>: Third Party</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Reason Initiated:</b>			
<b>Traffic offense</b>	<b>0</b>	<b>1</b>	<b>0</b>
<b>Felony</b>	<b>7</b>	<b>5</b>	<b>4</b>
<b>Misdemeanor</b>	<b>1</b>	<b>1</b>	<b>1</b>

Rockford Police Department policy permits vehicle pursuits when they can be conducted without unnecessarily endangering life or property. This is based upon an assessment by the initiating officer that the danger to the public created by the pursuit is less than the immediate or potential danger to the public if the suspect remains at large. Agency directives further state that no pursuit will be initiated for a traffic offense. These directives specify the role of the officer(s) involved, supervisory officers and communication personnel during the pursuit. The pursuing officer, a supervisor, or the shift commander may make the decision to terminate a pursuit. Rockford officers may pursue across county lines or may join a pursuit initiated by another jurisdiction with supervisory authorization and in conformance with the agency’s written directives. A written report must be completed following any pursuit. That report is then reviewed by the immediate supervisor, the reporting officer’s bureau commander, the Training Unit Supervisor, and the Office of Professional Standards. The Training Unit Supervisor is responsible for completing an annual analysis of vehicle pursuit incidents and for performing a review of pursuit policies and reporting procedures. Agency reports

indicate that the agency has averaged six pursuits per year over the past five years, with annual pursuits ranging from a low of four to a high of eight. The agency also reports that there have been no injuries to officer, suspects, or third parties as a result of these pursuits. More than half of all pursuits were terminated by the agency and seventy percent were found to be policy compliant. Corrective action was taken as a result of the non-compliant pursuits. Rockford officers are not permitted to use forcible stop techniques unless there is sufficient justification for the use of deadly force and pursuit termination devices (stop sticks) may only be used on four wheel drive vehicle unless the use of deadly force is warranted.

The Rockford Police Department provides a full range of investigative services to the community. Confidential Informant files are secured and maintained in the Office of the Deputy Chief. He also maintains the account of funds used for C.I. payments and oversees the funds used in narcotics operations. The audit trail of these funds is captured in the agency's PowerDMS system. The agency noted that a high proportion of both violent crime and narcotics related crime is gang related. The agency places a high priority on directing resources toward confronting gang problems and has implemented a program called "Hydra" that incorporates direct dialogue with the State's Attorney's office, as well as concentrated enforcement to target cases with a strong likelihood of successful prosecution. The Hydra program has had success at impacting the larger gangs in the city but a number of smaller groups have arisen in their absence. The agency also has seen an increase in narcotics violations involving heroin, which have resulted in a high number of overdoses. A majority of the Investigative Services Bureau is located at the agency's headquarters while some investigators are housed with the State, County and Federal taskforces to which they are assigned. Juvenile and adult components of the bureau are located in separate wings to avoid contact between juveniles and adults.

Rockford's service area is diverse and spans the spectrum of socio-economic factors. Politically, the city is divided into fourteen separate wards, each with different issues and demographics. The agency employs a strong community policing model and attempts to place resources effectively by means of crime analysis and community involvement. An area of the city that was plagued by gang activity and vice crimes such as drugs and prostitution was identified by the agency and formed into a defined area designated as the "Second District". It is staffed with its own compliment of personnel representing all functions from patrol and investigations to command staff. The Second District operates much like a department within the department and is a beta test of the agency's larger geo-policing initiative. The agency invests significant resources in the areas of organized crime, vice and narcotics, believing that the criminal gang involvement contributes dramatically to a majority of the serious and violent crimes throughout the city. They have over ten (10) investigators assigned to narcotics and gang taskforces throughout the city and county. Part of that figure is six (6) investigators assigned to the FBI task force. The agency's Deputy Chief oversees the Investigative services Bureau and manages confidential files, informants surveillance equipment and covert funds. All sensitive information and files are secured and access

to the unit is restricted. The agency utilizes the Power DMS system as an audit trail to effectively maintain its funds expended in undercover, narcotics and vice operations.

The agency is committed to the community policing model and it effectively platforms a variety of crime prevention activities through its Community Services Unit, which is staffed by seven (7) sworn Rockford Police Officers and supervised by a sergeant. The unit is responsible for developing crime reducing and problem solving partnerships with the citizens and businesses in their areas. Officers within this unit employ both traditional and non-traditional methods to solve these problems. Officers may take an educational approach to problem solving by educating businesses in their assigned areas including such topics as armed robbery prevention, business security, and work place violence. Citizens may receive training in the areas of home repair fraud, senior citizen scams or financial identity theft. Community Service Officers are also available to conduct home security surveys. The agency published these officers' pictures and phone numbers on its website in an effort to build consistency, accessibility and trust with specific areas of the city. They also host numerous neighborhood watch programs and assist twenty-four (24) active neighborhood groups. Partnering with the community is clearly one of the Agency priorities as well as one of its strong points.

The agency has well defined policies relating to interaction with the media and dissemination of information. It adheres to all requirements of the Freedom of Information Act and maintains forms for the request of information. The Agency appears to have a good working relationship with local media outlets and other public information officers within city government. Two programs that highlight the Agency's attempts to interface with the media are the "IMPACT" (Improved Media Police Appreciation and Cooperation Training) and the Media Police Academy. Both programs are well attended and facilitate familiarity, cooperation, understanding and a positive working relationship between the agency and the media.

### **Critical Incidents, Special Operations and Homeland Security**

The agency has an "All Hazard" plan and a recently implemented "Active Threat" policy. All training and equipment inspections occurred as required during the assessment period. The agency works closely with the Winnebago County Sheriff's Office, the Illinois State Police, and the Federal Bureau of Investigation on various task forces programs, directed criminal enforcement activities, and unusual occurrences within Rockford and throughout Winnebago County.

### **Internal Affairs and Complaints against employees**

The Agency has well defined policies relating to the internal affairs function. The internal affairs function is the responsibility of the Office of Professional Standards which is staffed by a lieutenant who reports directly to the Chief of Police. The agency actively records and investigates all complaints against agency personnel both anonymous and formal. During the assessment period the agency investigated one hundred sixty eight (168) citizen complaints and ninety-nine (99) internal complaints against its personnel. The agency places a high priority on the internal affairs function

as a means of ensuring organizational integrity and building community trust. The agency makes complaint procedures and forms readily available on its website.

<b>Complaints &amp; Internal Affairs Investigations</b>			
	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Citizen Complaint</b>	<b>47</b>	<b>60</b>	<b>61</b>
<b>Sustained</b>	<b>29</b>	<b>21</b>	<b>35</b>
<b>Not Sustained</b>	<b>15</b>	<b>39</b>	<b>39</b>
<b>Unfounded</b>	<b>39</b>	<b>24</b>	<b>73</b>
<b>Exonerated</b>	<b>3</b>	<b>12</b>	<b>27</b>
<b>Resolved</b>	<b>0</b>	<b>0</b>	<b>1</b>
<b>Not Valid Complaint</b>	<b>10</b>	<b>5</b>	<b>2</b>
<b>Failed to File</b>	<b>2</b>	<b>4</b>	<b>0</b>
<b>Left to the Court</b>	<b>0</b>	<b>2</b>	<b>6</b>
<b>No Violation</b>	<b>0</b>	<b>3</b>	<b>3</b>
<b>Internal Complaints</b>	<b>39</b>	<b>24</b>	<b>36</b>
<b>Sustained</b>	<b>41</b>	<b>28</b>	<b>58</b>
<b>Not Sustained</b>	<b>16</b>	<b>13</b>	<b>6</b>
<b>Unfounded</b>	<b>5</b>	<b>7</b>	<b>19</b>
<b>Exonerated</b>	<b>0</b>	<b>1</b>	<b>0</b>
<b>Resolved</b>	<b>1</b>	<b>0</b>	<b>0</b>
<b>No Violation</b>	<b>1</b>	<b>0</b>	<b>2</b>

**Detainee and Court Related Activities; Auxiliary and Technical Services (Chapters 70-84)**

The agency utilizes the Winnebago County Sheriff's Department for prisoner intake, processing and detention. As such, they have limited exposure to prisoner custody outside of transport to the Winnebago County' Sheriff's intake facility. The Agency has clearly defined policies and procedures pertaining to the transportation of prisoners in vehicle with and without cages to separate the prisoner from the officer. Most prisoner transports, however are performed by a "Squadtrol" vehicle which is a vehicle specifically designed for that purpose. The agency's policies emphasize officer safety and dictate seating positions when using a vehicle without hard separation between the detainee and the transporting officer. Policy also requires a search of the prisoner and the transport vehicle prior to and after transport. The agency has several temporary detention areas located in different unit areas throughout their current headquarters building. Each is identical in design. There are no doors on the rooms and each contains a wooden bench secured to the floor. The bench has a metal eyebolt to which the prisoner can be handcuffed. The agency uses these temporary holding facilities

infrequently and for short periods of time before the individual is released or transported to the intake facility.

### **Communications**

Dispatch and call-taking operations for the agency are conducted by the City of Rockford Fire Department. The Communications Center is located in a commercial/retail area of the Rockford, approximately one half mile from the agency's headquarters. The center is well lit, and has a number of redundant stations. Each station has multiple monitors displaying critical information, including: caller information, unit locations, calls in "response pending" mode, etc. A monitor at the supervisor's station displays a warning indication anytime an officer's emergency button on their portable radio is activated. Each station has the ability for immediate playback of radio transmissions and phone calls. The Communications Center is the city's PSAP location and answers both emergency (911) and non-emergency calls.

The agency's Record's Unit is operational 24 hours a day and is a component of the Agency's Administrative Services Division. The Unit is directly supervised by two civilian employees. One is responsible for the physical records, warrants and release of records to the public and other agencies. The second is responsible for maintenance, security, access and retention of all electronic records in the agency's Records Management System. All security protocols required for users of Criminal Justice Information System data are strictly followed.

### **Property and Evidence**

The agency provides trained investigators twenty-four hours a day for evidence collection and crime scene processing. There are seven investigators assigned to the ID unit which is supervised by a sergeant. The investigators perform all normal and customary duties of modern crime scene technicians and have received specialized training in evidence collection and preservation. Lab services and examination/testing of evidentiary items are provided to the agency by the State of Illinois.

The agency has a secure, well maintained and organized property and evidence facility which has eight (8) rooms/vaults located in its current headquarters facility and two (2) off-site areas used to house large evidentiary items such as vehicles and gas powered equipment such as lawn equipment. The assessor team inspected the unit and found it to be clean, organized and well ventilated. All items of value, as well as firearms, cash and narcotics are held with additional security measures inside of locked vaults, cabinets or other secured containers. The unit had refrigerated evidence storage available for storage of biological evidence. All time-sensitive inspections were conducted and documented over the course of the assessment period. Each of the inspections conducted pulled a strong representative sample of property and evidence from various years. It is clear that the agency places heavy emphasis on property and evidence control.

### **H. Applied Discretion Compliance Discussion:**

This section provides specific information on standards found to be in compliance after on-site “adjustments” were made. Adjustments may include modifying agency policies and directives, creating documentation, and an alteration of the physical plant.

The agency had seven standards in applied discretion.

#### 42.2.10 (d) (M) Interview Rooms

ISSUE: The documentation provided did not address the means and methods to be used to summon help if needed during an interview. This was problematic as department general orders allowed for single investigator interviews.

AGENCY ACTION: The Chief of Police issued a memorandum on December 12, 2014 that was binding on all agency personnel, outlining the procedure for summoning help by use of cell phone or portable radio. This will later be added to the agency’s written directives.

#### 42.2.11 (M) Line-ups

ISSUE: Documentation in the file did not address the composition of photographic line-up materials or the procedures for administration of those line-ups in various situations.

AGENCY ACTION: The Deputy Chief in charge of the investigative Services Bureau issued Memorandum 2014-082, dated 12/09/2014 which was binding on the entire agency. The memorandum outlined the composition requirements of photo line-ups and procedures for their use. This will also be added to the agency’s written directives.

#### 42.2.12 (M) Show-ups

ISSUE: Documentation in the file did not address the procedure to be used in the administration of show-ups.

AGENCY ACTION: The Deputy Chief in charge of the Investigative Services Bureau issued Memorandum 2014-082, dated 12/09/2014 which was binding on the entire agency. The memorandum outlined the composition requirements of show-ups and procedure for their use.

#### 55.1.2 (O) Analysis, Needs/Services

ISSUE: Documentation in the file focused solely on victims of domestic violence rather than all victims.

AGENCY ACTION: The Domestic Violence Unit sergeant conducted a review that accounted for the services available to all victims of crimes within the agency’s service area including those available through the Winnebago County Victim’s Advocate Office

and additional services provided by other advocacy groups and agencies servicing Rockford.

#### 55.1.3 (O) Policy/Procedure Development

ISSUE: Documentation in the file focused solely on victims of domestic violence and failed to address the policy development requirements of the standard.

AGENCY ACTION: The Domestic Violence Unit sergeant conducted a review as required in standard 55.1.2 and then opened a dialogue with the Winnebago County Victim's Advocate Office and other advocacy groups and agencies servicing Rockford in an effort to utilize their expertise to improve the Agency's policies and procedures related to victim/witness assistance.

#### 61.3.2 (g) (M) Direction/Control Procedures

ISSUE: The Agency's written directive did not require that personnel directing or controlling traffic to wear reflective clothing, the directive left it open to the interpretation of the officer on-scene.

AGENCY ACTION: The General Order was revised to require all personnel that are "directing or controlling" traffic to wear their issued reflective clothing and hat.

81.3.1 (M) Communications Center Security: Security measures for the Communications Center are in place to (d) provide security for transmission lines, antennas, and power sources.

ISSUE: Upon on-site inspection of the City of Rockford's Fire Department's Communications Center, which does the dispatching and call taking for the Agency, it was discovered that the security for the alternate power source and transmission equipment was subject to compromise. The Communication Center's generator was located in a parking lot and exposed on two sides and vulnerable to tampering.

AGENCY ACTION: The Agency acted swiftly to address the issue and quickly drafted a plan of action to address the security issues present at the communications center. The plan called for immediately placing keyed or combination locks on the existing wooden fence and contacting a fence company to place a steel fence around the entire generator by the end of the year. However, following on-site visit, the agency reported that they were unable to gain the approval of the other interested parties that would be needed to construct the additional fencing and opted to instead install an additional lock on the generator shell and add a camera system that would immediately notify the on-duty watch commander if anyone attempted to tamper with the generator. Additional

security measures to further protect the center's transmission equipment have also been undertaken. These changes have been completed and were approved by the assessor team leader as being compliant with the standard.

**I. Standards Noncompliance Discussion:**

This section does not apply.

**J. 20 Percent Standards:**

CALEA agencies must be in compliance with at least 80% of applicable other than mandatory (O) standards. The agency is free to choose which standards it will meet based on their unique situation.

The agency was in compliance with 87.2% of applicable other-than mandatory (O) standards.

**K. Future Performance / Review Issues:**

This section does not apply.

**L. Table: Standards Summary:**

	<u>TOTAL</u>
Mandatory (M) Compliance	<u>310</u>
(M) Noncompliance	<u>0</u>
Waiver	<u>0</u>
Other-Than-Mandatory Compliance	<u>68</u>
(O) Noncompliance	<u>0</u>
(O) Elect 20%	<u>10</u>
Not Applicable	<u>96</u>
TOTAL	<u>484</u>

**M. Summary:**

The agency conducted a multi-day "mock assessment" and utilized a team of CALEA certified assessors. While the agency's files were generally found to be well organized and for the most part well documented, twenty-two files were returned for additional proofs of compliance that were already in possession of the agency. This was a step back from their previous onsite, and seemed to be primarily attributable to (a) their recent conversion from CACE-L software to PowerDMS as well as to (b) the agency's ongoing pursuit of improvement, which required changes to procedures right up to the date of the on-site visit. However, on the plus side, the agency had no standards in non-compliance during this on-site, had no areas requiring follow-up activities, and reduced the number of standards placed in the twenty (20%) percent category. All annual CALEA reports were filed on time and no issues were noted with time-sensitive standards. The agency has a strong accreditation team in place and continued improvement seems to be ensured.

The agency received favorable ratings from its citizen satisfaction survey and a number of very positive comments were received by the assessor team during interviews with community leaders, elected officials, and the heads of other agencies within the criminal justice system. One of the most positive issues noted was the community's solid support for the Department's strong use-of-force documentation requirements and for its rigorous review process. Several officials noted that while some difficult issues had to be traversed in recent years, they felt that the Rockford Police Department was now well ahead of most law enforcement agencies in the country in this area. Additionally, a number of very favorable comments were received regarding the agency's Community Liaison Officer Program and the work that they are doing in the various communities throughout the city, as well as the Department's outreach efforts directed toward Rockford's various minority communities. Criminal justice agency officials were complementary of the way that the Department's investigative staff handled case preparation and the manner in which everyone interacted. Two areas in which community leaders encouraged continued improvement were in (a) implementing the agency's recruitment plan and its on-going efforts to achieve a more representative workforce and (b) the continuing tension between the agency's command staff and its collective bargain union.

Overall, the assessor team was impressed by the knowledge and the enthusiasm for their respective assignments that was demonstrated by agency members involved in the numerous interviews and various on-site activities. The agency embraces a strong philosophy of community interaction, focusing its attention on partnerships with the community through a wide variety of neighborhood watch, business support, and other outreach programs, as well as the utilization of area specific enforcement activities where needed. Strong community support for the agency's efforts was clearly reflected during the numerous community interest interviews. In addition, the assessor team received many favorable comments regarding Chief Epperson's leadership and the agency's participation with and support of criminal justice programs and regional law enforcement efforts in the Rockford area.

*Daniel V. Boring*  
Daniel V. Boring  
Team Leader  
December 22, 2014