THE FUTURE OF CIVILIANIZATION

IN LAW ENFORCEMENT

PREPARED FOR

CALIFORNIA PEACE OFFICERS

STANDARDS AND TRAINING

COMMAND COLLEGE

CLASS I

Prepared by:
Richard A. Breza
Santa Barbara Police Dept.

EXECUTIVE SUMMARY

The Future of Civilianization in Law Enforcement

As a manager concerned with the efficient use of resources, I selected the topic of civilianization because I believe it to be a viable alternative for Police administrators, and one that will continue to be used in the future. The project was not intended to be an academic exercise, but one that would provide useful tools for future administrators, should they elect to implement a plan or expand existing civilianization programs within their agencies.

The research was broken into three areas. The first was to identify and review literature on the subject of civilianization. Various documents were selected from materials possessed by the National Institute of Justice, the P.O.S.T. library in Sacramento, the University of California at Santa Barbara Library, as well as our local facility in town. Other materials were gathered from law enforcement agencies who were either proposing, or had civilianization programs in place.

During the second portion of the research, a survey instrument was developed and circulated to 103 law enforcement officers from randomly selected departments. These professionals were individuals in management or chief executive positions who had attended the National F.B.I. Academy with me in 1980. Agencies were both Police and Sheriff's Departments and ranged from those with thousands of sworn and civilian personnel with service populations of three million, to agencies with twenty or so sworn and a limited number of non-sworn, serving populations of 10,000. The thrust of the survey was two-fold, one was to gather data on the agencies past and anticipated use of civilians, and secondly to obtain the ideas and opinions of a diverse group of professionals from around the country. There was a 52% return on the surveys, with a number of past and future trends being identified.

The third portion of the research entailed group techniques with my staff and interviews with other law enforcement professionals and city managers of five California cities. The purpose of this section of the research was to solicit ideas and opinions from these individuals as to what they believed the possibilities for the future were and where civilianization should or would be in the years to come. I felt that adding the dimension of a city administrator would give a different perspective to the research, and develop possible tools for use by Police administrators.

The use of civilianization is certainly not a new concept in the law enforcement community. We have seen an increase of the use of civilians since after World War II with more formalized programs in the 1970's and 80's. By and large, agencies began using civilians in the areas of clerical and manual help, then began to evolve into Police Service Officer positions to handle non-critical

enforcement functions. In recent years we have seen considerable growth of many of these programs, which involve many professional, technical and management level positions.

The paper itself has a limited examination of the use of civilian personnel from an historical perspective. I felt that to expand upon this was unnecessary as the project was to have a futures orientation. Following that, a discussion of the trends and emerging issues takes place and ultimately a model for a strategic plan for implementation is developed, using information from the research, as well as techniques and suggestions given by instructional staff at the Command College.

All in all, I believe it was a worth-while exercise for myself, and should offer some insight to the future administrator. As pointed out in the report itself, the use of civilianization is not a panacea for improving our service delivery systems, but it is a viable alternative for law enforcement administrators.

TABLE OF CONTENTS

I - THE FUTURE OF CIVILIANIZATION IN LAW ENFORCEMENT..... I-1

Summary of Project..... I-1
Project Objectives..... I-1

II - AN HISTORICAL PERSPECTIVE OF CIVILIANIZATION IN POLICE WORK..... II-1

Introduction..... II-1
Chart I..... II-1
Chart II..... II-4
Examining Past Trends..... II-5
Problem Areas Experienced by Agencies..... II-6
Summary of General Experiences of Police Departments..... II-10

III - FACTORS THAT WILL INFLUENCE FUTURE CIVILIANIZATION..... III-1

Introduction..... III-1
Trends, Events and Emerging Issues..... III-1
Social..... III-1
Technological..... III-2
Environmental..... III-2
Economical..... III-2
Political..... III-3
Summary..... III-3

IV - IDENTIFICATION OF POTENTIAL AREAS FOR FUTURE USE OF CIVILIAN PERSONNEL..... IV-1

Introduction..... IV-1
Table I..... IV-1
Review of Positions..... IV-2
Expanded Areas of Use in Line Level and Support Functions... IV-2
"Professional" Positions..... IV-5
Management and Administrative Positions..... IV-7
Chief Executive of Law Enforcement Agency..... IV-7
Qualities of the Future Chief Executive..... IV-8
Summary..... IV-10

V - MODEL STRATEGIC PLAN FOR IMPLEMENTATION OF CIVILIANIZATION PROGRAMS..... V-1

Components of a Strategic Plan..... V-1

Overview of the Process..... V-7
Summary..... V-7

Planning Model for Development of Civilianization Program

Bibliography

I.

THE FUTURE OF CIVILIANIZATION IN LAW ENFORCEMENT

I - THE FUTURE OF CIVILIANIZATION IN LAW ENFORCEMENT

SUMMARY OF PROJECT

There has been considerable debate on how Police administrators can maximize the effective delivery of service to the community, while making the best use of the resources under their command. One of the tools that enables the administrator to accomplish this is the use of civilian personnel in varied positions throughout the organization.

Increasing costs related to law enforcement, along with the pressure to control expenditures, has caused many Police agencies around the country to dramatically increase the use of civilian personnel, thereby allowing sworn Police Officers to concentrate on their law enforcement responsibilities. Generally speaking, Departments have met with success, using these types of programs, and it is anticipated that there will be even more use of these types of support personnel in the future.

This project is intended to give the law enforcement professional of the future a better understanding as to where civilianization has been, but more importantly where it may be going. Additionally, it will provide administrators with useful tools, should they elect to increase the number of civilian support personnel within their agencies.

The report that follows is the result of an extensive review of existing literature on the subject, a survey of varying size agencies throughout the United States, and soliciting the ideas and opinions of law enforcement professionals and government executives.

PROJECT OBJECTIVES

The research reveals that there are few satisfactory and comprehensive plans that have been developed for civilianization

in a law enforcement agency. In an effort to address this void, I intend for this report to develop a model approach to provide assistance to the future Police administrators. The project will do this by fulfilling the following objectives:

- A limited examination of the use of civilian personnel in law enforcement from an historical perspective. This section will touch on the trends and events which caused agencies to utilize more civilian personnel.

- Identify trends, or emerging issues, which will affect the use of civilian personnel in the future.

- Develop a method to identify specific positions where civilians could be utilized in a law enforcement agency.

- Develop a model strategic plan for future law enforcement managers to use in the implementation of civilianization programs, in their individual organizations.

It is important to understand that the use of civilians is not the panacea that some make it out to be, but it is a viable alternative for Police executives. It is from this point of view that the report has been prepared.

II.

AN HISTORICAL PERSPECTIVE OF CIVILIANIZATION IN POLICE WORK

II - AN HISTORICAL PERSPECTIVE OF CIVILIANIZATION IN POLICE WORK

INTRODUCTION

The use of civilianization in law enforcement is certainly not a new phenomenon. Simply put, it is the personnel practice of using civilian or non-sworn personnel that have been traditionally assigned to sworn officers of the agency. The research indicates that there have been several examples of use of civilians in law enforcement agencies for many years, with a great deal of progress occurring during and following World War II. Although the real increase seems to have occurred throughout the United States during the 1970's and 1980's. Chart I illustrates the relative growth of civilians and sworn personnel, over the past ten years in this country.

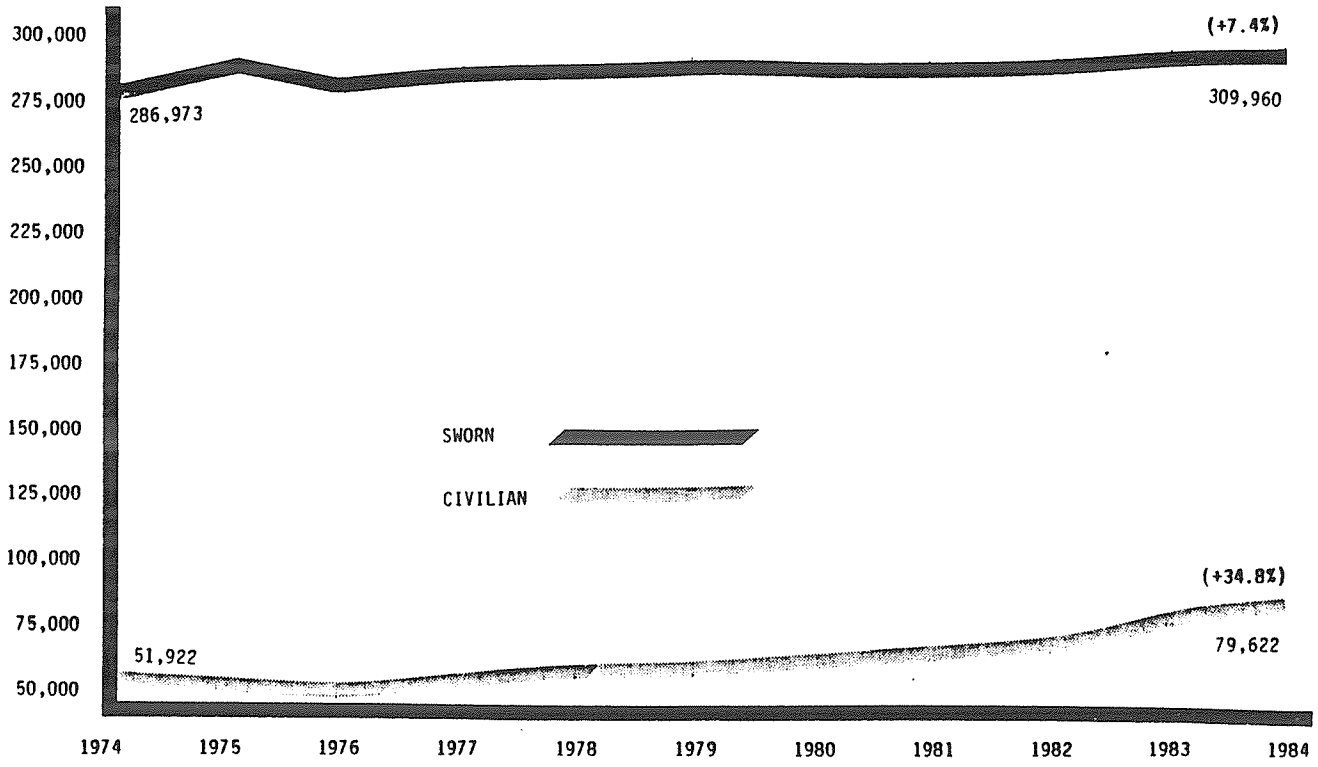
CHART I

CIVIL LAW ENFORCEMENT EMPLOYEES

TOTAL CITIES NATIONWIDE

SWORN & CIVILIAN

1974 - 1984



SOURCE: Crime in the United States
Uniform Crime Reports
United States Department of Justice 1974-1984

The progress in civilianization was supported by various commissions and organizations on the Federal level as well as law enforcement entities around the country. In 1973, the National Advisory Commission on Criminal Justice Standards and Goals recommended;

> Any other positions which did not require the presence of a sworn officer should be designated as civilian positions. In this manner, an agency may alleviate a critical shortage of sworn personnel in field related assignments. By employing civilian personnel in selected staff, support, and line functions, agencies can transfer sworn personnel to assignments where they can have direct effect on crime reduction.
>
> Many Police Chief executives have discovered that employing civilians saves money. A trained Police Officer generally demands a significantly higher salary than his civilian co-worker, especially in large agencies. [National Advisory Commission on Criminal Justice Standards and Goals, Police 1973; 259-261].

As reflected by the interviews and surveys, the increasing financial difficulties local governments face today and will face in the future, is a major consideration for the use of civilianization. The same held true in 1975, when the National Commission on Productivity identified civilianization as one of the priorities for public officials who are seeking ways to increase government productivity;

> Police protection is one of the most costly items in the budget of every local government...
>
> Recently, however, local government bodies throughout the country have been discovering that they can provide better Police services

> with the money they already have. They are doing so by increasing the productivity of the Police force. This means simply that they are finding ways to provide more protection and more services for each hard-to-come-by tax dollar they spend...
>
> In the past, virtually all of the positions in the Police Department were filled by uniformed, sworn personnel. But today's Police are too highly trained, and too expensive, to be doing tasks that could be performed by less skilled, less expensive persons [National Commission on Productivity, 1975; 1-3].

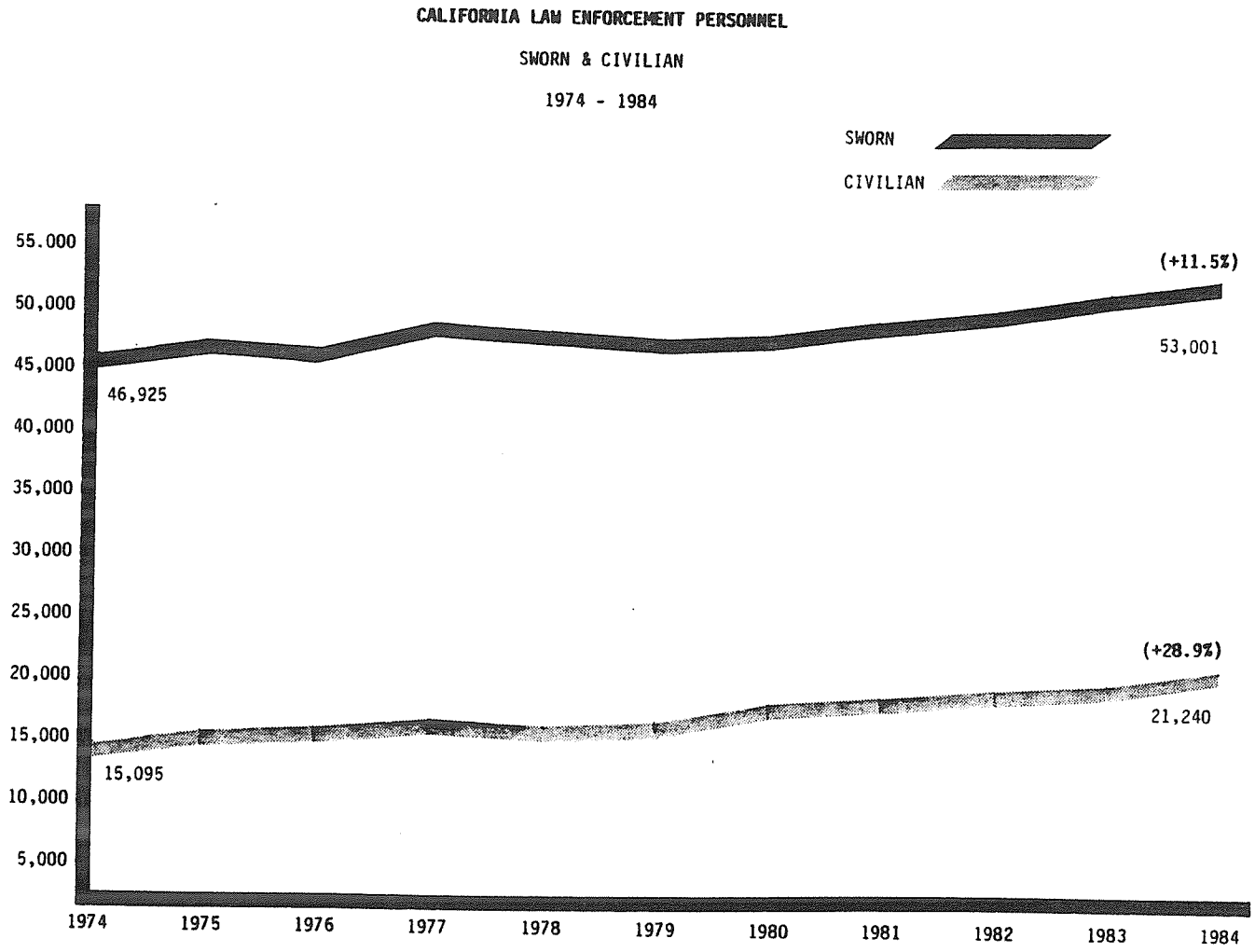
This trend continued to be supported by a 1975 study by the Urban Institute of Washington D.C. that pointed out that the benefits attributed to this type of use of resources were are follows;

> - Officers are relieved of routine tasks, and are able to devote their extensive training and experience to higher priority tasks which require their skills.
>
> - Costs are reduced through more efficient personnel utilization in substituting lower paid civilian personnel in jobs not requiring sworn officers.
>
> - Removing sworn officers from non-professional duties allows more time for active law enforcement and fire protection duties - proceeding benefits improve overall service to the community [Alfred I. Schwartz, "Employing Civilians in Police Work" Urban Institute, Washington, D.C., 1975, p.37].

An examination of agencies that have had long standing programs reveals that the same principles quoted above hold true today.

An illustration of what has been happening in California may be in order at this point. Several California agencies have done a great deal in the way of increasing the use of civilians, such as Santa Ana, San Jose, Oakland and Sacramento Police Departments, to name a few. Chart II reflects the increase we have seen in the State over the past ten years.

CHART II



SOURCE: Crime and Delinquency in California - 1984
Department of Justice - Bureau of Criminal Statistics
& Special Services

EXAMINING PAST TRENDS

In addition to reviewing existing materials, a survey was conducted of 103 Police agencies around the country. These agencies ranged from those with thousands of sworn and civilian personnel and service population of three million, to agencies with twenty or so sworn and a limited number of non-sworn, serving populations of 10,000 people. The thrust of the survey was two-fold, one to gather data on the use of civilians, and secondly to obtain the ideas and opinions of Police professionals around the country. There was a 52% return on the surveys, with the number of past and future trends being identified.

In this section we will point out some of the trends which brought about civilianization in those agencies, and later will discuss the future trends or emerging issues that will impact the law enforcement community in the years to come.

The major trends in the past that caused agencies to move toward increased use of civilians were;

- Pressure to reduce operational costs
- Movement to make the work force more efficient
- Attempts to find alternatives to meet the increasing demands for service.

The survey revealed that there has been considerable interest among agencies of all sizes to free up sworn personnel from traditionally non-enforcement functions such as dispatching, parking control and clerical duties. These organizational changes began to affect the aforementioned trends.

There are two major trends which have caused the changes at all strata within the organization and in all likelihood will continue. These are:

- The increased use of professional and technical personnel into the law enforcement function

- The increased use of personnel in supervisory, middle, and senior management administrative positions.

The degree of change varies appreciably, dependent upon the size of the agency and the degree of specialization encountered. The types of positions vary from use of managers to technicians at all levels, to legal, social and psychological professionals. It is notable that few agencies surveyed reported that civilians actually replaced sworn personnel. These personnel were transferred to other law enforcement related functions, and when positions were removed it occurred through attrition.

PROBLEM AREAS EXPERIENCED BY AGENCIES

A review of both the literature and the analysis of the survey results, reflects that Police Departments have had generally good experiences with using civilians to fill these varied positions.

This is not to suggest that the increased use of civilian personnel has been without its problems. The research has identified seven areas where difficulties have arisen in the past. These areas will be outlined below:

1. Pay Issues - There was some indication that problems had arisen when cities had failed to adequately access the duties and responsibilities of each of the positions and appropriately conduct surveys for equivalent positions in industry or the public sector. This can cause difficulties in recruitment and retention of qualified personnel.

   The second area of concern with pay issues is that of comparable worth. This particular

point is being litigated on several fronts and at least two of the Police agencies responding in the survey were currently emersed in these lawsuits. Although it may ultimately be taken out of our hands by the courts, it is an issue that may be of concern for the future administrator.

2. Relationship with Sworn Police Officers - Although this area was mentioned several times in both the survey and interviews, as well as in literature on the subject, it does not appear to be a major problem in civilianization. This is especially true of agencies who have been civilianizing various positions for longer periods of time.

   Any type of change in a law enforcement agency can potentially bring about problems, but many of the early changes that we have seen are now quite readily accepted by sworn and civilians alike. The example that is often given is the increasing numbers of women in the law enforcement profession. This applies to both sworn and non-sworn positions, and we find in reviewing those, that any problems there may be are relatively insignificant compared to the dire predictions of that time.

3. Personnel Turnover - High attrition rates among non-sworn personnel has caused significant problems for some Police agencies around the country. This seemed to be especially true of dispatch centers and the low-level clerical positions.

The turnover in some of these support positions can have considerable impact on the efficient operation of the organization. The administrator must weigh these implications heavily, as they can be costly in terms on recruitment and training of these personnel.

Some of the reasons that have been set forth by the law enforcement community for this turnover include;

- Problems associated with pay
- Shift work
- Limited career mobility
- Stress in the work environment.

4. Morale of Non-Sworn Personnel - The morale of Police Department employees is always of concern to the administrator. It is oftentimes looked upon as an indicator as to how well things are going and it is one that should be addressed in the work place. The low morale can sometimes affect the turnover rates and interaction with other Department employees.

5. Training - In discussion with Police administrators and public officials, I found that training was of major concern to both. The training of non-sworn personnel has traditionally been inadequate. Although we have seen some change in the past couple of years, the majority of Police Departments have only provided basic "on the job" training. Few have developed adequate initial training for civilian personnel, and in most cases there is very little, if any, on-going training for the long-term employee.

This lack of sensitivity to the training of these personnel may directly contribute to the other problem areas.

6. Career Advancement - This area of concern is closely aligned to that of turnover and morale problems of civilian personnel in Police Departments. Traditionally, the use of civilian employees has been at the lower end of the spectrum, with few supervisorial positions filled by non-sworn personnel. We are seeing a shift from this in the increased use of supervisors and managers who are civilians, along with development of career ladders in larger agencies. This will continue to present difficulty for the smaller law enforcement entities, but there are other personnel practices, such as job enrichment, that may be able to benefit that size agency.

7. Ability to Perform - There has been some concern that civilian employees could not perform their job because it was a "Police" function and might be too hazardous. Although this has been one of the arguments against using civilians, it is essentially without merit in most cases. As pointed out in a recent Journal of California Law Enforcement article:

> It has been estimated that up to 80 percent of Police calls are service oriented rather than enforcement related. It is clear and has been repeatedly proven that many of these service calls do not require the trained expertise of a sworn officer.

In fact, most can be competently handled by non-sworn Police service personnel [E.B. Hansen and D. Salazar, "Police Service Officers - A Non Sworn Approach," Journal of California Law Enforcement, Fall 1981, P-13]

SUMMARY OF GENERAL EXPERIENCES OF POLICE DEPARTMENTS

The research demonstrates that the majority of Police agencies are satisfied with the overall performance of non-sworn personnel. The problems that have been discussed above, are primarily management ones, and must be viewed from that perspective. The employment of non-sworn personnel requires that agencies adopt different management styles for these individuals. The traditional para-militaristic structure of Police Departments in the United States has not always proven to be effective in terms of motivating and developing these support personnel. The Urban Development Institute studies have illustrated a number of key issues related to training, supervision, selection criteria, low pay levels, and inadequate definition of job responsibilities are some of the difficult areas that must be dealt with. The unsuccessful examples of employment of civilian personnel have all shown indications of inadequate management policies and procedures. A sensitive informed administrator would be able to address these problems in the future.

III.

FACTORS THAT WILL INFLUENCE FUTURE CIVILIANIZATION

III - FACTORS THAT WILL INFLUENCE FUTURE CIVILIANIZATION

INTRODUCTION

Part of the purpose of this particular project was to attempt to determine what factors would most likely influence the increased use of civilianization in the future. With this in mind, I used both the survey instrument and interviews with law enforcement professionals and government executives at the City Management level.

Each of these trends, events or emerging issues may not be applicable to all jurisdictions, but most certainly will apply. It is incumbent upon the future police administrator to work through these factors in an effort to determine what should be monitored relative to their respective communities. After identifying these factors, the appropriate planning processes should be implemented within the agency, bearing in mind the overall potential impact on the agency, other city departments and the community at large.

TRENDS, EVENTS AND EMERGING ISSUES

It is the feeling that each of these will affect future civilianization to a greater or lesser degree, and should be considered in any planning processes.

SOCIAL

- Changing demographics
  - Older population
  - Increasing Hispanic population
  - Increasing southeast Asian population
  - Population shifts
  - White flight
- Changing values and life styles
- Desire for non-threatening law enforcement contact
- Increasing demands for government services
- Increasing need for Criminal Justice agencies to become involved with the community

- Difficulty in recruiting and retention of qualified personnel
- Problems with substance abuse
- Women in the work force
- Comparable worth
- Increased awareness of issues such as domestic violence

TECHNOLOGICAL

- Increased use of robotics
- High-tech criminals, i.e. computer theft
- Improvement of high-tech security systems and equipment
- Breakthroughs in fingerprint technology
- Development of high-tech information systems
- Regionalized services through technology, i.e. records systems

ENVIRONMENTAL

- Increasing concern for the hazardous waste materials
  Possible increased privatization
  Increased physical security lessening the need for sworn personnel
- Increased pressure on natural energy sources

ECONOMICAL

- Movement toward tax reform, i.e. Proposition 13
- Reduction of revenue sharing monies
- Alternative funding sources
- Increased user fees
- Demand by public for more accountability for the tax dollar
- Increasing cost of service retirement benefits
- Movement toward cashless society
- Increased cost of training

- Increasing cost of service retirement benefits
- Movement toward cashless society
- Increased cost of training

POLITICAL

- Increasing local political activism
- Increasing involvement of minorities in local governments
- Decentralization of programs from the State and Federal level, i.e., "New Federalism"
- Legislation restricting officer discretion
- General mistrust of government
- Management practices
  - Supply management
  - Demand management
- More litigation aimed at law enforcement agencies.

SUMMARY:

While doing the research for the project, I was sometimes asked why trends were being explored, and also found that by and large people within the profession are guilty of not really considering the future in their planning processes.

John Naisbitt, in his book Megatrends, answers the question I encountered, and emphasizes why police administrators should consider trends while planning.

> Trends tell you the direction the country is moving in. The decisions are up to you. But trends, like horses, are easier to ride in the direction they are already going. When you make a decision that is compatible with the overarching trend, the trend helps you along. You may decide to buck the trend, but it is still helpful to know it is there. [John Naisbitt, Megatrends]

The trends outlined in this section are not intended to be all-inclusive. There are many localized trends and issues that will have dramatic impact on individual agencies, as it relates to not only civilianization, but the Police mission as a whole. Police administrators must take steps to identify these factors, and plan accordingly.

IV.

IDENTIFICATION OF POTENTIAL AREAS

FOR FUTURE USE OF CIVILIAN PERSONNEL

IV - IDENTIFICATION OF POTENTIAL AREAS FOR FUTURE USE OF CIVILIAN PERSONNEL

INTRODUCTION

Projections as early as 1973, by the U. S. Bureau of Census, demonstrated by year 2000 that there will be a substantial increase in the number of civilian personnel used by agencies in the United States. The research supports this contention and found only one agency that was considering decreasing the number of civilian personnel by replacing them with sworn.

Estimated Urban Population and Civilian Police Department Personnel in 1980, 1990 and 2000 (in thousands)

TABLE I

Year	(1) Estimated Urban Population	(2) Estimated P.D. Civilian Personnel	Change Since 1970	
			Number	Percent
	(Census Series F)			
1980	169,185	52,447	16,882	47
1990	187,795	58,216	22,651	64
2000	201,316	62,407	26,842	75
	(Census Series C)			
1980	177,099	54,901	19,336	54
1990	206,497	64,014	28,449	80
2000	235,407	72,976	37,411	105

Data Source: Statistical Abstract of the United States; 1973 (94th Edition). U.S. Bureau of the Census, Washington, D.C., 1973. Tables 5 and 18.

In this section we will review the positions that have traditionally been used, and those that are on the increase. We will also offer suggestions as to areas that might be considered in expanding civilianization programs based on the experience of agencies around the country as well as input from professionals and government officials.

REVIEW OF POSITIONS

As has been pointed out earlier, the use of civilians has been generally accepted by the law enforcement community around the country. It is important to briefly summarize the areas where civilians have been used. Obviously the larger the agency, the easier it is to utilize many of these positions, but the future administrator of smaller or medium size agencies should consider the use of both traditional and "non-traditional" positions to address those trends and emerging issues that will affect them.

The following positions are what can be considered "traditional" ones and have been readily accepted by the law enforcement community for civilianization;

- Clerk Typist
- Clerk Stenograper
- Secretary
- Receptionist
- Radio Dispatcher
- Parking Control Persons
- Records Clerk
- Cadets
- Property Officer
- Vehicle Maintenance
- Key Punch Operators
- Finance Clerk

EXPANDED AREAS OF USE IN LINE LEVEL AND SUPPORT FUNCTIONS

The following are areas which have been identified in the research as being used by some agencies around the United States. Based on the trends that have been examined, and input from other professionals, these areas will probably be expanded in the future and require greater discussion at this time.

Police Service Officer assignments - A number of agencies have greatly expanded the Police Service Officer assignments. Some of the duties performed by this type of civilian uniformed personnel are:

- Traffic Investigator
- Crime Scene Investigator
- Initial Investigator on misdemeanor and felony reports
- Staffing neighborhood Police offices
- Follow-up investigations on selected crimes as investigative assistants
- Various community relations activities

Their program appears to be very successful and has been expanded considerably over the year.

Computer Technology - As law enforcement agencies become more and more emersed in the field of computer technology, from the records keeping function to computer crime, it is imperative that civilian employees be brought in to address these needs. Systems analysis, computer software, and the management of these functions, require special training and levels of expertise that most Police agencies do not have.

Crime Analysis Function - As this function becomes increasingly technical, it again raises the question of whether or not we should be utilizing sworn personnel in this capacity. If the system is properly integrated with line units, a civilian, properly trained and with the expertise, can easily be utilized here.

Training Function - Training is a terribly

is one that requires special skills. In many agencies, this is requiring sworn officers to be cross-trained in not only teaching skills, but research and development skills, as well as highly technical areas of video production and may not be cost effective.

Community and Press Relations Functions - The future is going to require law enforcement agencies to become much more adept at selling themselves to the communities they serve. Although the basic function of interacting with the public on a daily basis will remain with the sworn personnel, it may behoove the administrator to consider a professional "public relations expert" to operate in this function.

Personnel Officer - The recruitment and retention of personnel, is going to continue to be a problem for law enforcement agencies of the future. As a result, professional personnel officers may be required to deal with the recruitment of these agencies.

Background Investigator - As mentioned above, the recruitment and retention of personnel is an on-going problem for law enforcement agencies. Along with looking at use of a civilian and a personnel officer's position, the use of background investigators may be an option available to agencies. These personnel would conduct the same types of investigations as are currently done at this time by sworn officers. This is a relatively new area and is meeting with mixed reaction from many.

Aircraft Pilots - We currently ~~a~~ 2 number of sworn officers who were formerly helicopter

and fixed-wing pilots. These officers are in various aviation units in larger agencies. Whether or not these personnel must be sworn, is a question that will have to be answered by individual jurisdictions in the future.

Planning and Research - This function is going to be even more critical in the years to come. With it, it carries additional skills that many times are possesses by civilians who neither have the ability nor inclination to work in the sworn functions. This is an area that could easily adapt itself to increased use of these types of personnel.

Other Technical Positions - There are a number of other technical positions that do not necessarily have to be elaborated on, but should be mentioned.

Criminalist

Polygrapher

Photographic Technician

Fingerprint Examiner

Fradulent Document Examiner

"PROFESSIONAL" POSITIONS

There has been some increase, primarily in larger agencies, to hire professionally qualified support personnel in very specialized fields. These areas focus around legal, psychological and social services functions.

Legal Advisor - One of the trends that has been developed dealing with increasing litigation directed at law enforcement. This, along with the ever-increasing complexity and sometime contradictory status of legislation and court decisions, require Police Departments to be

very well informed as to the law. This not only includes the criminal aspects, but the civil implications surrounding liability and personnel issues. It is for that reason that many agencies are utilizing trained attorneys as legal advisors. Many of the smaller entities may still have to rely on the functions of City or County Attorneys' offices, but it may be a viable option for those who can afford it.

Psychological Services - The increasing demands and pressures on law enforcement and a trend for employee and personnel wellness, has brought about the use of psychological services in the last few years. This is an area on which we will see more emphasis placed, especially to deal with some of the disability retirement problems being faced by the law enforcement community.

Crisis Intervention Counsellors - Although we have not seen a great deal of this type of civilian used in the United States, it has been in Canada and England over the past few years. It may be something that could be considered to deal with this trend of becoming more sensitive about certain social issues.

The use of qualified social workers to aid officers in the area of domestic violence is one example that could be used to justify these particular positions. It has been used in some areas around the country, usually in conjunction with other agencies, but at least one law enforcement agency reported that they do have social workers on their staff.

MANAGEMENT AND ADMINISTRATIVE POSITIONS

Historically the least amount of civilianization has taken place in the management and administrative ranks. In considering the future of law enforcement, these are the areas that will feel the greatest impact. There is considerable potential in this area, and would introduce a career advancement opportunity for non-sworn personnel that has not been available in most agencies.

The trends and possible future projections indicate that the biggest influx will be in the middle management roles. Some of the areas that have been used or will be used in the future are as follows;

- -Business Managers
- -Records Managers
- -Managers of Data Processing Units
- -Managers of Crime Laboratories
- -Communications Managers
- -Training Managers
- -Personnel Managers
- -Managers of large planning and research units

There have been some senior management positions replaced by civilians in recent years, and should the trend for increasing civilianization in the technical and support areas increase, it would then follow that the managers of these large units would also be civilian employees and replace positions such as Deputy or Assistant Chiefs in major entities.

CHIEF EXECUTIVE OF LAW ENFORCEMENT AGENCY

A discussion on civilianization of positions within an agency would not be complete without considering the chief executive's position. To suggest that a civilian be appointed as a Police Chief could be construed as heresy in some circles. Even with that, the possibility of it occurring in the future is not an impractical consideration.

During the reasearch, I found that many European law enforcement

agencies such as Sweden, England, West Germany and Denmark, have either been headed by civilians or have had very strong civilian influence in their heirarchy for years. In this country, many Federal and State law enforcement agencies have very similar structures as those in Europe. Additionally, the likelihood of this occurring with an elected Sheriff's position is not unreasonable, especially considering that there is no requirement for law enforcement experience for these positions. This is not to suggest that this would occur overnight, but it is within the realm of possibility that in the next ten to twenty years, that executives who possess the appropriate management skills but do not have "hands on" police experience, may be heading law enforcement agencies.

QUALITIES OF THE FUTURE CHIEF EXECUTIVE

When considering the question of having sworn or non-sworn police administrators, I felt it important to try to identify the qualities that would be needed by either type of individual to manage a Police Department of the future. With this in mind, I solicited opinions from government leaders, as to what qualities the executive of the future should possess for the management of law enforcement agencies.

The following are fifteen of what I believe to be the most important qualities mentioned by the government executives I spoke with. Certain jurisdictions or governmental entities may require additional qualities, but these seem to be the most appropriate for the well-rounded Chief of the future.

1. Possess basic management skills, having made the transition from line to management.

2. Be technically competent and "good at the law enforcement specialty".

3. Be a "team player" in terms of the overall city management unit.

4. Be a good communicator, both internally and externally.

5. Possess the good "people skills" which apply to both internal and external interactions.

6. Possess a sensitivity to issues which are not only law enforcement related.

7. Understand and be sensitive to the political process.

8. Possess excellent management relation skills; these must range from good employee/management, relations to basic family issues concerning the employee.

9. Develop and maintain individual credibility with members of the agency, other city employees, and members of the community.

10. Develop a willingness to try "non-traditional" approaches to problems.

11. Be willing to accept and be adaptive to changes.

12. Have a loyalty to the chief administrative officer and to the policy making body, i.e., city council.

13. Lead by example.

14. Create and maintain an open environment to employees of the agency, as well as to members of the community.

15. The last, and probably the most important in terms of the future, is to have a vision for what you want for your organization as well as the community as a whole.

SUMMARY

This section has broken out some of the positions where civilians have been utilized successfully by law enforcement agencies around the country. They are only provided for future administrators as examples of where civilians have been used and could be used in their respective agencies. Individual organizational and community values or needs may affect the individual positions appreciably. The following section will set up a model strategic plan to aid administrators in developing civilianization programs with their organization.

V.

MODEL STRATEGIC PLAN FOR IMPLEMENTATION

OF CIVILIANIZATION PROGRAMS

V - MODEL STRATEGIC PLAN FOR IMPLEMENTATION OF CIVILIANIZATION PROGRAMS

The research to date has demonstrated that the majority of agencies that have implemented the use of civilians have met with success. A second fact that the research discovered was that there have been few satisfactory and comprehensive plans developed for law enforcement agencies in this area. This section is designed to give the future Police administrator a model plan for that implementation.

This plan was developed as a result of the elements of the research project, as well as techniques and suggestions set forth by the instructional staff at the California Peace Officers Standards and Training Command College.

COMPONENTS OF A STRATEGIC PLAN

A strategic plan for civilianization programs is not unlike any other type of planning process and the basic components will be very similar. This portion of the project will outline the strategic planning process, while putting it in the context of civilianization.

1. **Problem Identification and Needs Assessment.**

The initial planning stage calls upon the administrator to review the mission and goals of the agency and to critically assess the current strategies that are being utilized. The purpose in this is to identify whether or not the goals are being met in the most efficient and economic manner possible.

The major advantages of civilianization as an alternative should be considered at this point. These advantages are;

- Freeing sworn personnel from routine duties in order to enable them to concentrate on their law enforcement responsibilities
- To realize the possibility of reducing overall costs to the organization.
- To improve the delivery of service to the community.

Should the administrator determine that the agency is not performing as efficiently as possible, then serious consideration should be given to the "civilianization" alternative and a plan should be developed.

2. **Involvement.**

An absolutely crucial ingredient to the strategic plan is the involvement of key people or teams from various levels within the organization. This involvement assures that there will be quality input and forestalls future problems associated with implementation. When interested parties are brought on board early on in the process, it nurtures understanding and commitment to the overall plan.

3. **Environmental Analysis.**

This analysis is focused on the identification of other persons or stakeholders that this program will affect, either directly or indirectly. This analysis must be done from the perspective of possible impacts on personnel within the agency, other city departments and the community.

The following are some of the persons or groups who could possibly be affected by increased civilianization within an agency.

- City administrative staff
- Police Department administrations
- Tax payers groups
- Employee organizations, both sworn and non-sworn
- Groups concerned with affirmative action, i.e., minorities and women's groups
- City Councils
- Personnel Departments
- Other law enforcement agencies
- Other criminal justice agencies, i.e., district attorneys, probation department, within the community

These are a few of those that may be affected. Any program could conceivably have both positive or negative effects on them and it is important to develop strategies to deal with what may arise.

4. **Resource Analysis**.

During this phase, each sworn position must be categorized and analyzed as to its function. The utility of using a sworn person to work in that capacity will be examined.

There are three questions that should be asked relative to these positions, while attempting to reach a conclusion as to the practicality of using a civilian in any classification. The questions are;

-Does the position have a law enforcement responsibility that requires extensive training and powers of arrest?

-Is this a specialized assignment that supports the law enforcement function?

-Is it a routine administrative duty?

By breaking out the positions in such a fashion, it will assist the administrator in determining which positions have the potential of utilizing civilian employees in that particular job.

5. **Identification of Strategic Opportunities and Threats**.

The administrator must consider the strong points for a program such as this, as well as the potential pitfalls that may be encountered along the way.

Some of the strong points that should be considered in addition to the three major advantages for implementation of these programs are as follows;

A) The creations of new jobs in the organization and the community.

B) Reaching affirmative action goals.

C) Have a base of future recruiting for sworn personnel.

D) Developing additional career opportunities for non-sworn personnel.

E) Developing career alternatives for sworn personnel who at some point in their career decide that the sworn position is not for them and that a support one would be.

Some of the potential problem areas that must be considered at this point are;

A. **Opposition from union or employee groups.** By involving representatives in the planning process, and keeping them informed may be one way to mitigate some problems. Another may be to give assurance that should replacements of sworn positions be necessary that it would be done by attrition.

B. **Acceptance by sworn personnel.** Although the research does not indicate that it is necessarily a significant problem, it is one of concern while developing an implementation plan. By educating all department personnel as to the rationale behind civilianization you should minimize difficulties in this area.

C. **Morale of the civilian employees.** There are times that dual standards are set between sworn and non-sworn personnel. It is very important that the plan be structured in such a way as to offer a variety of assignments for these personnel, and assure that their roles are important and meaningful in terms of the overall organization.

The thrust of any plan to deal with this particular issue is to insure that the civilians within the organization are not treated as "second-class citizens".

D. **Training Problems.** The research identified training was the concern of many people contacted. The majority of agencies conduct on-the-job training for civilian employees, and have little or no on-going training for them after they are hired. It is important that this be a matter of concern and adequately addressed in the planning process.

E. **Realistic Estimation of Danger of the Job.** Research indicated that one of the concerns of some administrators was that the job was too dangerous for a non-sworn person to become involved with. Although this certainly may be a valid concern in some locales, I believe it to be the exception rather than the rule. Many agencies throughout this country and in Canada have been using uniform personnel, who are dressed very much like regular peace officers, report little or no problem in this area.

F. **Backlash.** The administrator must be concerned with the possibility of developing a program where the ratio of sworn personnel is such that it may render the agency ineffective should a major event occur where large numbers of sworn personnel are needed. This sometimes can be a rather delicate balance for the administrator to deal with, but can be, by realistically considering past, present and future trends and events and planning accordingly.

6. **Strategic Alternatives.**

Viable alternatives must be established that will realistically address the needs of the community and the agency. These alternatives can range from actually reducing the numbers of civilian

employees, to replacing large numbers of sworn positions through attrition or by some other means.

Each alternative should be thought through, considering both the strong points and possible threats to its future.

As an integral part of this step, a complete analysis of the cost relative to civilians and sworn should be undertaken. It has been suggested that the possibility exists when civilian employees begin demanding higher and higher salaries because of the comparable worth issues as well as the training that they will be bringing in, it may indeed not be as cost effective as first believed. In order to properly evaluate the situation, the administrator must take all costs into effect and objectively compare them between the sworn and civilian positions. Costs such as fringe benefits, retirement projections and considerations of unfunded liabilities must be made. This may weigh heavily on what alternative is selected.

7. **Strategic decision making.**

It is at this time that the management team must objectively make a decision as to what is the best alternative available to them. During this process, the manager must take into consideration all of the variables that influence the various alternatives. It is at this point that individual management styles and values come into play along with the social responsibilities that the manager has to the organization as well as the community it serves.

8. **Revision of Policies and Objectives.**

After determining where these support personnel can most effectively work, a number of policy revisions must be undertaken. These will vary from agency to agency, but should include detailed descriptions of the positions, along with adequate definition of operational procedures for the positions. In an effort to meet the objectives of the organization, it is important to clearly define the training needs of these employees, as well as develop programs which include orientation and specific on-going training.

9. **A Monitoring Device.**

The final stage of the process is to include a monitoring and evaluation device to measure the effectiveness of the program. It is essential to evaluate the results of employing the additional civilian personnel and to modify the program so that it will be operating at maximum efficiency.

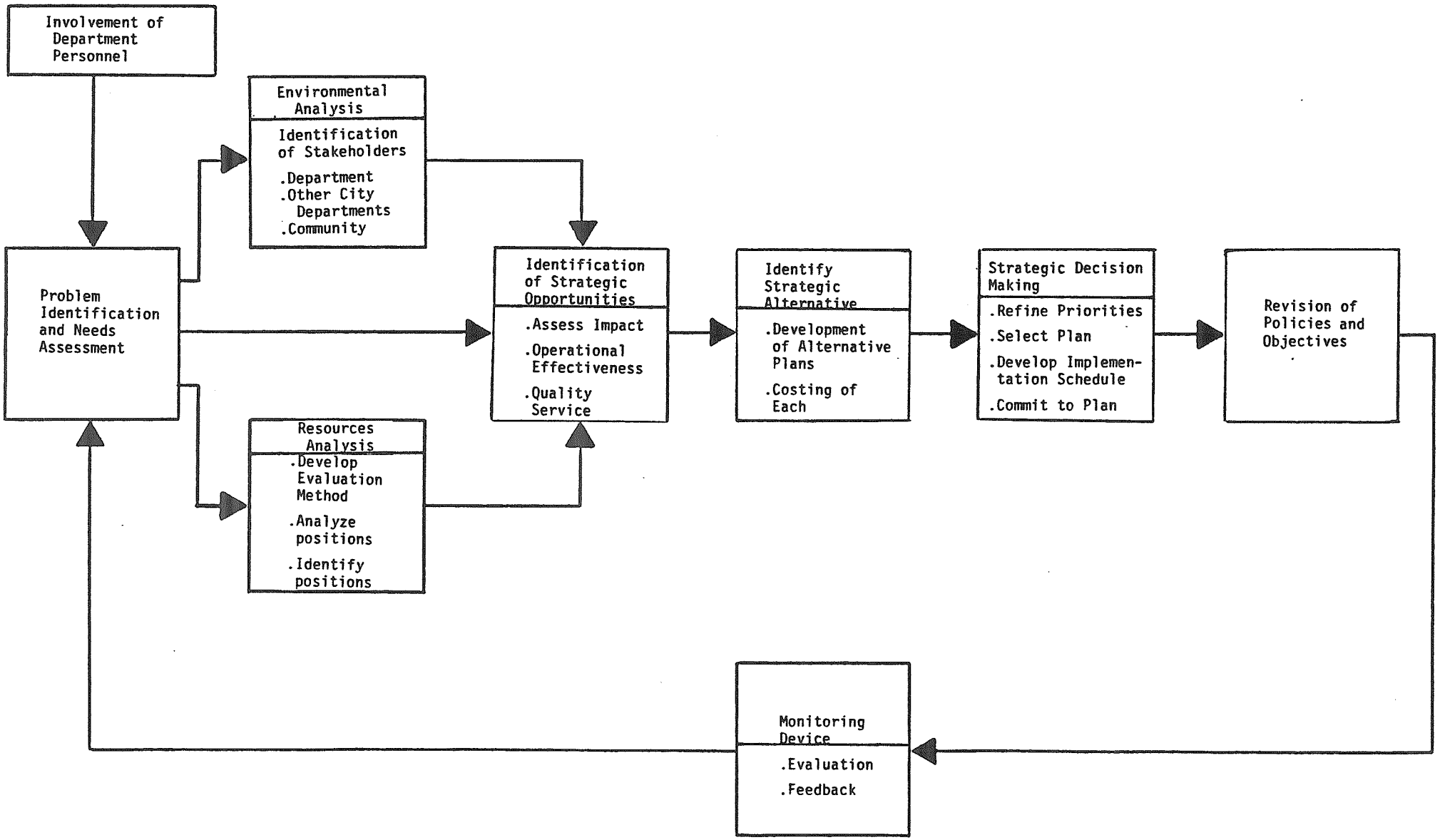
OVERVIEW OF THE PROCESS

It is important to note that this process is not a linear one. Overall phases may be addressed at different times, with information on lessons gained on any one treated as feedback for updating any of the others. In this way the organization discovers the future and its possible implications as to civilianization. Essential to the process is learning/discovering what's going on, comparing that to the ideal, or changing conditions and calibrating either desired states or the means of achieving them.

SUMMARY

The use of civilians in law enforcement is a viable alternative to traditional public safety delivery systems. As previously stated, it is not a panacea that will work in each and every case. There are problems associated with it, but ones that are not insurmountable and can be dealt with. A well thought out plan addresses some of those problems. To have a successful program a planning process, be it this one or another, is absolutely essential to the administrator of the future who intends to seek other means of serving their communities.

PLANNING MODEL FOR DEVELOPMENT OF CIVILIANIZATION PROGRAM



BIBLIOGRAPHY

Alternatives to Public Safety Delivery Systems, Institute for Local Self Government, September 1977.

Becker, H.K., Police Systems of Europe, Charles C. Thompson, Illinois 1973

Crime in the United States, issued by U.S. Department of Justice, Federal Bureau of Investigation, 1974-84.

Forsyth, R., and O. Adams, "Investigative Aids; Extension of Para-Professionalism," Police Chief, May 1979, pp.28-29.

Greisinger, G.W., "The Use of Civilians in Police Work," Police Chief, Vol. 43, pp. 29-31.

Hansen, E.B., and D.G. Salazar, "Police Service Officers - A Non-Sworn Approach," Journal of California Law Enforcement, California Fall 1981, pp. 13-14.

Heininger, B.L., and Urbanek, J., "Civilianization of American Police; 1970-1980," Journal of Police Science and administration, Vol. II, No. 2, pp. 200-205.

Hennesey, James J., "The Use of Civilianization in Police Work," The Police Chief, 1976, pp.36-38

Korczynski, J., "Civilians in the Police Function," Law and Order, 1978, p.26.

Naisbitt, J., Megatrends, Warner Books, Inc., New York, 1982.

Police Training and Performance Study, National Institute of Law Enforcement for Criminal Justice, Government Printing Office, Washington, D.C., September 1970.

Polio, J.V., "Civilians in the Police Function; a Rebuttal," Law and Order, 1978, p.9.

President's Commission on Law Enforcement and Administration of Justice; Task Force Report, Police Government Printing Office, Washington, D.C., 1967.

Schwartz, A.I., Employing Civilians for Police Work, a report prepared by the Urban Institute, Washington, D.C., 1975, p.37.

------, A.M. Vaughn, J.D. Waller, and J.S. Wohley, Employing Civilians for Police Work, Urban Institute, Washington, D.C.

"Statistical Abstract of the United States," [94th ed.], U.S. Bureau of Census, Washington, D.C., 1973, Tables 5 & 18.

Sukchotrat, W., Police Attitudes Toward Utilization of Civilian Employees, 1978.

Tien, J.M., Canadian Police Chief, Vol. 67, No. 1, January 1976, p.47.