

EXPECTATIONS OF PUBLIC LAW ENFORCERS IN THE YEAR 2000

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This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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EXECUTIVE SUMMARY

History has shown us that Law Enforcement has been reactionary for years. We have been unable or unwilling to look into the future to see what is coming, or where the profession will be in 15-20 years.

This paper is an attempt to get a "feeling" from the public and police officers alike, on the jobs sworn peace officers will be doing in the year 2000. By using different future forecasting techniques, a literature search, a questionnaire and scenarios, trends were developed which suggest that the functions now handled by sworn officers will change by the year 2000.

By using both forecasting and the questionnaire, it is obvious that the lack of money will be the biggest problem facing police departments in the future. The lack of funds will greatly impact what direction public law enforcement will take. Most agencies will have to cut back services, contract out or civilianize certain tasks.

Based on the trends, I wrote three (3) scenarios of the worst, best and most likely futures. These go from total private police organizations to remaining like we are today and even adding more sworn officers per thousand population.

This research project shows that a large majority of civilians know what the sworn police officer does today. The "gap" between civilians and police officers comes when determining the future tasks to be performed. Civilians, on almost all tasks performed, feel that sworn officers will be doing as much, if not more by the year 2000.

A very interesting point was the fact that a high percentage of civilians said that they would be willing to pay extra to maintain the level of services that they now enjoy. Not only did the civilians surveyed want the same services, they are also willing to pay extra for these services.

On the other hand, police officers feel their tasks (functions) will diminish. Many of the non-criminal or insurance type activities will be either contracted out or civilianized.

Overall, the project shows the reason that the levels of service provided will change by the year 2000. The astute administrator will have to recognize this fact and adjust the jobs performed by the sworn officer. The days of the "deep pocket" money are gone. Law enforcement, by the year 2000, will have to recognize that the sworn officer's duties will change and the services provided by each agency will have to be scrutinized to be cost effective.

CHAPTER I. INTRODUCTION

"Historically America law enforcement has been reactionary in managing resources and delivering services. Often external pressures and vested interests have influenced the manner in which police agencies defined their mission, promulgated their roles and expectations, and provided services to the Community..." (1)

This research project begins with a look into the past and the services that police officers have provided the public. It attempts to identify some of the reasons these services evolved. The variety of services provided hit their peak in the late 1950's. Although some specialized services, such as crime prevention, school resource officers and helicopter patrol emerged in the 70's, most types of services remained static.

It was during the 1970's that it became apparent that regular police officers had to be relieved of certain non-criminal services in order to provide time and resources for high priority concerns. Most police agencies have ventured into the area of civilianization to some degree and some have civilianized many of the tasks previously performed by sworn personnel. The Hawthorne Police Department has implemented Police Service Officers (PSO's) (2) to relieve regular officers from non-criminal tasks. This allows regular officers to concentrate on "in-progress" calls and major crimes. PSO's have also taken over traditional station duties, again relieving officers for more demanding calls.

The Hawthorne PSO's and similar types of non-criminal service representatives are just the beginning of the change in the way police services will be provided in the future. The Santa Ana Police Department anticipates a 50-50% sworn to civilian ratio by 1989. (3) This is a significant departure from the past when even the most clerical of functions was performed by sworn personnel.

This research paper deals with the services that regular police officers now provide and services that will be provided in the 21st century. Both police officers and citizens have been questioned about what services are provided today. The same group has also been questioned about the expectations of services in the year 2000.

Through this questionnaire and other research methods, a police department has been proposed based upon the needs and expectations for services. This futuristic police department consists of divisions, sections and bureaus as dictated by the research. Since not all areas of service were covered in the research, some of the service projections are based on personal knowledge and ideas.

Between now and the 21st century, the range of tasks performed by regular police officers is going to continue to change. Law enforcement administrators will recognize the need for such changes as trends begin to emerge. The future chief police executive and his staff will have to constantly check the horizon

for trends and events which will signal the need to alter the methods of providing police services. They will have to be able to balance the new and emerging environment with citizen satisfaction.

Because fiscal constraints are becoming more and more prevalent throughout policing, the issue of financing becomes significant. While doing this research, one point that both police officers and citizens felt to be critical was money. Each mentioned that the lack of funds could reduce services, although neither group felt that funding was the only concern. Their expectations included the perception that some services presently performed by regular officers will be transferred to non-sworn personnel, other groups or other organizations.

A. HISTORY - THE PAST 50 YEARS

The 30's - Organized crime, criminal gangs and "public enemies" had a profound influence on police operations during the 1930's. In the minds of many citizens, the nadir of law enforcement had been reached.(4) The "cop" was depicted as dumb and the biggest problem to overcome was the attitude of inefficiency and corruption.

The thirties were also when the police began using automobiles in patrol and improved communication systems. New record keeping and statistical techniques led to the establishment of the Uniform Crime Reporting System. This established the ability

to begin comparing the impact of criminal activity on various communities.

The mid 1930's was the time that the Federal Government began giving cities, counties, and states enormous amounts of money to help alleviate the affects of the depression. Prior to that, money was scarce and the salary and benefits for police officers were minimal. This led to corruption and discredited the police service.

During this time police services had a very personal tone. The "Cop on the Beat" provided many services for the people in his area. He had personal interest in the people he saw every day as he walked his beat.

Organized training began to emerge but was still rather rudimentary. Personnel recruitment began to be more systematized as people began to look to police work for job security. (5) This was one of the main attractions of the position emerging from the depression era.

One of the major problems facing law enforcement during this period was political influence. Officers worked on an individual basis, which on many occasions brought about individual services. They were subject to the whims of the political power structure. This carried over into the 40's until the beginning of World War II.

The 40's - A new agenda surfaced with the start of World War II. Many police officers were lost to the war effort, and police manpower and equipment were stripped to a minimum level. Much of the momentum to improve policing was diverted to the "war effort". Many local agencies were forced to do with what they had.

Federal assistance in funding local government continued through the 40's and into the 50's. This provided for expanded services at all levels; local, county and state. Then, during the late 40's, men returning from the military found great comfort in the field of law enforcement. They not only made good police officers, but the new recruits also brought knowledge and a military perspective to the field.

It was during this time that the relationship between local-state-federal agencies was strengthened. The Federal Bureau of Investigations took over the responsibility for national security. Also, it focused on organized crime which had gotten involved in price gouging, black marketing and racketeering. Local agencies directed their attention to a more geographically narrow and more limited service perspective.

Because of expanded knowledge and new technologies, police services expanded. The advent of specialization introduced vice, narcotics, traffic, fraud and juvenile experts. With these types of services available, the generalist police officer began to

diminish in the large police agencies. Crime specific and special service bureaus began to emerge.

The 50's - At the beginning of the Korean War, more officers went to serve their country. When they returned, law enforcement was moving rapidly. But, because of shrinking revenues, services provided began to stabilize. Most services that were now being offered began during the previous two decades.

It became apparent that scientific methods to fight crime would continue to move forward but types of services provided were not expanding. At this point in time, police officers performed almost every police task. The use of non-sworn, civilian personnel was limited. The "cop" would respond to most calls for service.

Significant social changes also began in the 50's brought on by the threat of Communism and the McCarthy era. The changes had a definite impact on law enforcement. Case law was developed which would have lasting effect. The Jencks Decision gave defense attorneys access to all files, notes, and statements. The Exclusionary Rule also began to evolve as a standard of the judicial process.

It was in 1956 that Peace Officers Research Association of California developed the Law Enforcement Code of Ethics. This code became the national standard for most law enforcement agencies in striving to meet the ideal of service and professionalism.

Although social change had impact on law enforcement in the 50's, it was just a bellweather of what was just ahead. Social unrest was just around the corner in the 1960's. This social unrest would see police officers involved in activities most people would never have anticipated. It was the beginning of a new era.

The 60's - The 60's began with civil unrest. Racial tension and student violence were an unending problem. As mentioned, police officers were performing functions that were unheard of in past decades. They, at times, appeared to be in war zones.

During the 60's, normal, routine police services remained stable. The Hi-Tech trends were just beginning to surface in law enforcement, but, because of the civil unrest, law enforcement retreated into a fortress mentality. Society itself was changing so fast it was difficult to absorb other functional changes.

The 60's were also the time that police unions evolved. They moved from the social police associations to the labor-oriented unions. This would have a lasting affect on the way police services are provided from 60's until the present. Their attitude became, "don't take anything from us without giving something in return". This included services that police agencies traditionally provided.

The 70's to Present - Computers became an everyday word during the decade and one-half of the 70's and early 80's. Police vehicles began getting car-based terminals which could access main

frame computers for instant retrieval of information. This technological advancement continues to be one of the most significant operational developments in the history of policing.

During this period, cutback management began. The traditional sources of police funding were drying up. Services provided by regular officers began being reduced. Civilians began to take over some functions traditionally done by regular officers in order to reduce costs. No longer could budget justifications be made for more officers to impound abandoned autos. No longer did police officers alone perform such tasks as parking enforcement or subpoena service.

Tax revolts began to occur and all of government was told by the people to cut back. Every chief executive had to show where the money was going and when possible, provide alternatives that would provide the same services at less cost. It is this environment which is the foundation of the future. It is from this point that policing must project to the year 2000 A.D.

B. BACKGROUND FOR THIS STUDY

One of the most critical changes occurring in law enforcement are tasks performed by "Regular Police Officers". Officers have traditionally performed all tasks that an agency provides. This attitude has begun to change.

Most agencies provide all the traditional tasks (services), but the focus of this paper is the regular officers function.

While researching this topic, the regular officer's tasks as seen by citizens and officers are defined. The officer's tasks are then applied to the overall make-up of an agency. Throughout the paper, there is an effort to separate agency's services from individual regular officer's tasks. They are linked, however, in the structure of an agency based on the research conducted.

CHAPTER II. NEEDS STATEMENT

What will the public want and expect from the police officer in the year 2000? What will those in the law enforcement profession want and expect from themselves? Will the regular officer be unable to provide the services which are now provided?

With tightening budgets, more civilian employees entering law enforcement and the apparent need for specialization, what will be the future role of officers in the average police department? Will police agencies be expected to do more with less, both in financing and personnel? Will the officer on the street be able to realize that he/she could be priced out of a job? Will citizens begin to realize that services they now enjoy may not be available in the future?

Historically, police departments have provided a variety of services to citizens, ranging from individual residential house checks to traffic and homicide investigation. If current trends in budget reductions and the growth of private policing continue, will we be able to provide all the current services in the future? Is it possible that some of the more basic services could be "contracted out" and/or handled by less expensive means?

We have already begun to see some reductions in police services. Some agencies are no longer handling minor traffic accidents. Civilians and volunteers are beginning to take over functions which have historically been a "sworn" police officers' duties. Traffic control and parking meter enforcement are just two of the historic duties which have changed. Civilian report takers are now beginning to be utilized to relieve sworn officers for more priority tasks.

The purpose of this study is to show the historic background of the services police officers have been expected to perform. It will describe the services provided at present and project into the future by use of assumptions and trends. By using the data collected during this research, this project will attempt to predict what the future will be. Using both current trends and the possible alternatives which could occur during the next fifteen years, this project will provide guideposts for future law enforcement planning.

CHAPTER III. RESEARCH METHODOLOGY

A. LITERATURE SEARCH

Numerous publications were checked for research background dealing with services provided by law enforcement. These publications furnished background information as well as future scenarios as seen by different authors. The pertinent documents are identified in this bibliography.

B. NOMINAL GROUP TECHNIQUE

Two different groups were used in nominal group process. The first was a group of ten (10) citizens ranging in age from 20-56. After developing twenty-nine (29) possible trends, the group voted on what it considered the five (5) major trends.

The second was a group of twelve (12) police officers and involved the same process as above. The police officers ranged from patrol officer to captain, and their experience ranged from 2 years to 20+ years in law enforcement. A list of thirty-four (34) possible trends was produced, and after voting, the five major trends were listed.

C. CROSS-IMPACT ANALYSIS

Using the same civilian and law enforcement groups that did the NGT, a cross-impact analysis was completed to further evaluate the potentials of the major trends.

D. QUESTIONNAIRE

A questionnaire was developed to survey citizens about what they expected from regular police officers today. The second column of this questionnaire dealt with expectations by this group for the year 2000. Two other questions were, "Will Police Officers per 1000 population increase or decrease," and "Would you pay extra to maintain the current level of service provided by regular police officers?"

A questionnaire was also developed for police officers. This questionnaire had the same questions that were asked of the civilians. The data gathered from this questionnaire will be compared against the expectations of civilians in Chapter IV, DATA SUMMARY.

E. ALTERNATIVE FUTURES AND SCENARIO WRITING

Alternative futures based on data gathered were developed and are presented. In addition, three potential scenarios for police services in the future are presented. This provided the background for the future structure model which was developed.

CHAPTER IV. DATA SUMMARY

NOMINAL GROUP TECHNIQUE

Each group was asked to list trends/events which could impact the tasks that the regular police officer will be performing in the year 2000. They were advised to use their imagination and not to be embarrassed about any idea they had.

A. CITIZEN NOMINAL GROUP TECHNIQUE

1. Order of the five(5) most important trends and events between now and the year 2000.
 - a. Less Federal Money
 - b. Unemployment
 - c. Education
 - d. Civil Lawsuit
 - e. Fewer Tax Dollars

B. POLICE NOMINAL GROUP TECHNIQUE

1. Order of the five (5) most important trends and events between now and the year 2000.
 - a. Less Federal Money
 - b. Less Tax Money
 - c. Privatization

- d. Civilians
- e. Hi-Tech

The two trends/events that were similar between the two groups were less federal money and fewer tax dollars. The major differences can be noted. Police officers chose three trends which have already emerged. The citizens chose three unrelated trends. Unemployment could show a need for more officers. Civil lawsuits could mean less money available.

CROSS IMPACT ANALYSIS

After selecting the main trends/events as listed above, the groups were directed to compare each against the others. They were asked to show which trend/event would have the most impact on the others.

C. CIVILIAN CROSS IMPACT

1. The two major trends that will have the most impact on the other events.
 - a. Less Federal Money
 - b. Less Tax Dollars

D. POLICE OFFICER CROSS IMPACT

1. The two major trends that will have the major impact on the other events.

a. Less Federal Money

b. Less Tax Dollars

(Hi-Tech came in a close third.)

After completing the cross impact analysis, both groups felt that the lack of money, federal and tax dollars would have the greatest impact. This type of reaction shows that both groups are aware of the shrinking budgets facing all agencies.

E. QUESTIONNAIRES

A questionnaire was prepared to determine police officers and civilians' expectations of police services today and in the future. The first column asked both groups who performed certain police functions (regular officers or someone else). The second column asked both groups who they expected to be providing the same service in the year 2000.

The original questionnaire was rewritten five times after using officers from the Vallejo Police Department to test for content and form. After finalizing the questionnaire, it was disseminated in the following manner:

Police Officers - Questionnaires were sent to agencies ranging in size from Ross (six officers) to Los Angeles Police Department (7500 officers). The number of questionnaires sent to each agency were from three to ten, depending upon the relative size of the agency. The questionnaires were sent to individual command officers with instructions to hand out among different

ranks and experience. There were 210 questionnaires sent to 34 agencies, and there was a return of 185.

Civilians - One hundred questionnaires were distributed and returned by civilians. The questionnaires were given out at Crime Prevention meetings in local neighborhoods and at different businesses throughout Vallejo.

Explicit instructions were given prior to the questionnaires being completed. The group was not differentiated on the basis of age, ethnic origin, or social status. Each person was told what the questionnaire was being used for and to be as honest as possible in their responses.

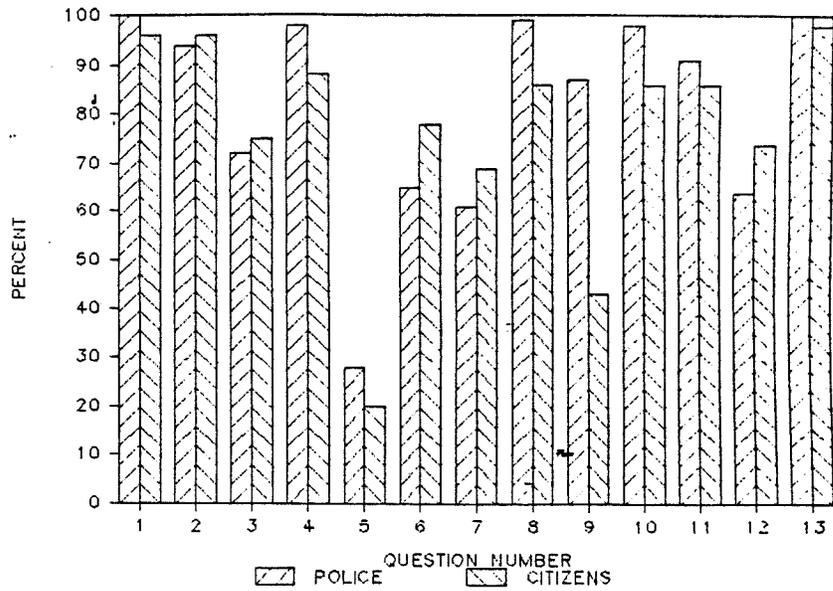
Both the police officers and citizens were asked the same 14 questions. The citizen questionnaire defined a regular police officer so they could honestly answer who they thought did the tasks mentioned.

On the "Today" questions, the two groups were very similar. The citizens were aware of the functions that regular police officers perform. See Graph 4.1.

CIVILIANS AND POLICE
OFFICERS QUESTIONNAIRE

1. Traffic Citations
2. Traffic Accident Investigation
3. Abandoned Autos
4. Shoplifters in Custody
5. Animal Control
6. Parking Enforcement
7. Vacation Checks
8. Burglary Alarms
9. Truancy/School Patrol
10. Misdemeanor Reports
11. Collection of Evidence
12. Fingerprinting of Civilians
13. Patrol

TODAY "POLICE" VS. "CITIZENS"



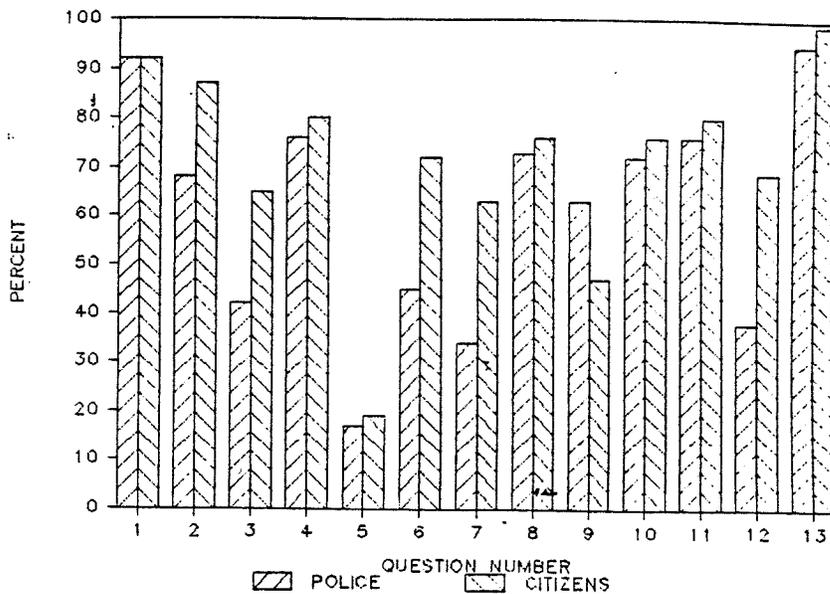
GRAPH 4.1

The major differences came in the "Futures" questions. A "strategic gap" developed between citizens and police officers. Where the citizens feel that police officers will be doing more, police officers feel they'll be doing less. See Graph 4.2.

CIVILIANS AND POLICE OFFICERS QUESTIONNAIRE

1. Traffic Citations
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10. Misdemeanor Reports
11. Collection of Evidence
12. Fingerprinting of Civilians
13. Patrol

FUTURE "POLICE" VS. "CITIZENS"



GRAPH 4.2

NOTE STRATEGIC GAP

The "strategic gap" mentioned above is the area which will have to be addressed while formulating a strategic plan. All stakeholders, critical mass, and any other influencing factors will have to be handled so that the transition into the future can be undertaken.

CHAPTER V. STRATEGIC PLANNING/HUMAN RESOURCE DEVELOPMENT

THE PROCESS

"With more than 50 percent of costs being people costs, human resource management needs to be tied to strategic business plans." (4)

This comment is particularly applicable to police services. Personnel costs represent from 70 to 85 percent of total budgets. Thus, any planning for the future of police agencies must concentrate on the effective and efficient use of human resources.

In developing strategic plans, the objectives of the current organization, its strategies and policies have to be defined. It would be impossible to move forward without knowing where the organization is today.

In addition, the external and internal environments have to be tested. In this instance nominal group technique, cross impact analysis and a questionnaire were combined to sample the environment. This identifies the internal and external trends and events which may have an impact on the transition into policing in the future. It also identifies the threats and opportunities which will be presented. This analysis should also include determining stakeholders and critical mass. All of these people and/or groups will influence future directions and must be considered in any developmental process.

Once the data has been collected and analyzed, threats and opportunities defined, and stakeholders and critical mass identified, alternative strategic plans can be developed. Although, a certain trend may be developing, one certain, hard, firm plan may not be adequate. In this instance, there are a variety of stakeholders involved, and it will be difficult to satisfy them all. Therefore, two alternative futures have been developed based upon the data collected.

The key factors developed from the data are the following:

- o Regular police officers expect to be providing less services.
- o Citizens expect more services from regular officers.
- o The gap between the two groups will have to be narrowed.
- o Civilian, non-sworn personnel can be utilized to take over certain tasks.
- o Citizens may be willing to pay more money to maintain level of services now provided.
- o Citizens like personalized services from regular officers, such as vacation checks.
- o Non-criminal services provided by regular officers, such as vacation checks, are low priority to officers.

These then represent the assumptions for the data-based alternative futures.

A. ALTERNATIVE FUTURES

Based on the data that has been collected, these alternative plans are presented.

ALTERNATIVE 1

Mission - To maintain current levels of service.

Stakeholders

- a. Citizens
- b. Politicians
- c. Law Enforcement in General
- d. Police Officers' Association
- e. Labor Unions
- f. Private security companies
- g. Insurance companies
- h. Courts
- i. School district
- j. Tax activists
- k. Attorneys

Critical Mass

- a. Chief executive officer
- b. City Council
- c. Taxpayers
- d. Tax activists

Key Assumption - Seventy-one percent of the citizens surveyed stated they were willing to pay extra, such as assessment district, tax overrides, or alternatives to maintain the current level of services that the police department provides.

Execution - The city council will hold public meetings to inform the citizens (taxpayers) that the city will be divided into assessment districts, a tax-override election will be held, or a utilities tax will be considered. The reason for the meeting is so the police department can openly discuss the services they provide, and the reasons why more money is needed.

Using the information gathered as a basis for the request for more money, the police department will attempt to sell their services to the taxpayers.

ALTERNATIVE 2

Mission - To reduce services and to charge police service fees.

Stakeholders

- a. Citizens
- b. Politicians
- c. Law Enforcement in General
- d. Police Officers' Association
- e. Labor Unions
- f. Private Security Companies
- g. Insurance Companies
- h. Courts

- i. School Districts
- j. Tax Activists
- k. Attorneys

Critical Mass

- a. Chief of Police
- b. City Council
- c. Taxpayers
- d. Tax activists
- e. Police Officers' Association

Key Assumption - Based on the research methods used and the survey completed by both citizens and police officers, this alternative is presented.

Most citizens and police officers stated that they foresee reduced services in the future. Both groups felt the lack of money will have a great impact on what services are provided by the year 2000.

Execution - This plan will reduce services slightly, utilizing more non-sworn and private security, while increasing fees for the current non-mandatory services provided

All of the stakeholders will be informed and will be allowed input. The police department will present the types of services that are provided, and with the assistance of the stakeholders, certain services will be cut back.

Departmental finances will also be discussed, and the costs for services will be shown. A cost analysis will be done, comparing the cost to generate certain services, and the cost to the individual citizen.

After open, public meetings, the critical mass will be polled, and a orderly transition begun to adopt the new service policy.

Keeping in mind the critical mass and stakeholders, it is recognized that certain services cannot be reduced.

B. FUTURE SCENARIOS

The scenarios presented are based on data collected and imagination. They range from the worst to the most likely, utilizing alternative futures. Each scenario could become a reality if certain trends/events continue or change drastically.

Scenario #1 - Worst Case

Today, Smallville, California, completed the transition from a public police agency to a private police agency. Eighty-five percent of the population have paid their one year assessment and will receive minimal police services. The remaining fifteen percent will not receive police services unless gross felonies are involved. In the case of uninsured recipients of services, they will be billed on an individual basis, depending on the types of service rendered.

The transition, which went smoothly, came about after the Smallville Police Department Union went on strike six months ago, asking for a shorter work week and higher salary. This work action brought on an in depth survey by the city manager and the counsel. After the survey was completed, it was determined that police services could be provided more efficiently and for less cost by bringing in a private police organization.

It was noted that officers on the Smallville Police Department are the second (2nd) highest paid in the county and had the work week shortened to thirty-two hours, two and one-half years ago. Although the police union attempted to reconcile the differences only three weeks ago, the city made up their mind and served notice to all employees, both sworn and non-sworn, two weeks ago. Since that time, "We Protect" security agency has been interviewing prospective employees. It was noted that seventy-five percent of the people interviewed were employees of the previous police department. The ironic part of this is the fact that a senior patrolman will take a thirty-three percent pay cut to work for the private agency.

City Manager Tom Smart advised the citizens that the level of service will rise from what it has been in recent years. Because of the shrinking income most cities have been experiencing over the last fifteen years, the public police agency has cut its services dramatically in the last ten years. Some of the services cut have been response to burglar alarms (private security), traffic accident investigation, except fatals which are

shared with insurance company investigators, truancy details (school districts); misdemeanor and non follow-up felonies (civilian reports takers), shoplifters in custody (private security), abandoned autos (civilians), parking enforcement (civilians).

Upon the disbanding of the police department, the sworn compliment has shrunk from twenty (20) officers in 1985 to twelve (12) in 2000. Of the twelve officers remaining, only five were assigned to actual patrol duties. The rest of the sworn personnel were attempting to stay abreast of the ever increasing case load of unsolved, major felonies. Another factor which was taken into consideration before this move was made is the number of civilian, non-sworn personnel has risen dramatically. In 1985, the department had six (6) civilians. Today, the department has thirty-eight civilians, and to maintain a constant level of service, more civilians would have had to be hired.

Scenario #2 - Best Case

During the past fifteen years, Jobsville, California, like most California cities, has enjoyed no police reduction of services. As a matter of fact, Jobsville has gained services that it did not offer in 1985. This positive growth was brought on by federal and state aid that all California cities are enjoying.

Back in 1986 when the Gramm Ruddman Balanced Budget Bill was ruled unconstitutional, all cities stopped their cutbacks and

have moved forward. Keeping the federal decisions in mind, Jobsville has not only maintained past services, but has expanded them to some degree. In 1985, Jobsville was in a holding pattern, attempting to stay up with increasing demands. The police department has hired enough police officers to go above the national average.

Police officers still man the complaint desk 24 hours a day. Regular officers also handle every call that is received at the police department. Each call is assigned to a regular police officer who also writes all reports. Reserve officers only handle night time, non-law enforcement functions, such as dances, parties, etc.

Most citizens are extremely happy with the services provided by the police department. They know that when they call the police department, a regular police officer will respond and provide the services they need. Not since the mid 1960's were police agencies able to provide this level of service. Now with the abundance of officers, the citizens' level of satisfaction is high.

Although crime rates have held steady for the last ten (10) years, arrest rates are very high. The Chief of Police has concluded that the arrests are a direct result of the officers on the street. He feels that the aggressive patrol and investigative techniques being utilized have a direct bearing. The Mayor,

Walt Adair, has publicly said that citizen satisfaction is at its highest point since the early 1970's.

Another reason for the increase in arrests is the hi-tech aspects introduced into law enforcement since 1985. No city in California, large or small, operates without computer aided dispatch or car based terminals. Some of the other hi-tech items being utilized are the 64K memory cards carried by every citizen. These cards, which are issued through the Social Security Administration and DMV, are mandatory for all citizens over 18 years old. All police units have computers capable of reading a subject's history from the card.

It is anticipated that all services that the citizens enjoy now will remain the same for many years. The overall city budget is strong and will remain strong because of federal and state money which is available.

Scenario #3 - Most Likely Case

The fiscal year 2000-2001 is beginning in Nicetown, California and the police department is still providing "total" services.

The citizens of Nicetown have voted to add a police tax, which will aid in maintaining services. They have decided that the extra tax is necessary and will enable all citizens the full police services that they have always enjoyed.

In the mid 1990's, the city recognized the need to provide certain traditional services. But it also became apparent that all of these services (tasks) didn't have to be performed by regular police officers. After numerous public meetings, the citizens realized that certain tasks could be provided by civilian and the officers could be free to handle the more serious criminal tasks.

It appears that all groups affected by this change are satisfied. A reduction in the number of regular officers will save money and the introduction of civilians to take over non-criminal services, will allow the citizens the full services they desire.

The Police Officer's Association is also satisfied because no one was released. The cut-backs occurred through normal attrition and will not be complete for three years. Association President, Joe Nice Guy, has publicly stated that he agrees with the change and feels that the regular officer should handle only the emergency type of calls.

Beginning immediately some traditional, non-criminal tasks will be assigned to civilian personnel. These tasks are abandoned autos, parking enforcement, subpoena service and minor traffic accident investigation. All civilians that will be providing these services have been through a six-week intensive report writing and follow-up investigation school. The top salary for this position is two thirds that of a regular police officer.

C. DEPARTMENTAL STRUCTURE

The two models presented are to show a department that provides all police services. The Present Model has already been moving toward tasks being performed by other than regular officers. The data collected was used to complete the Future Model, with the agency providing the same services, but with different personnel.

1. Present Model

The attached organizational chart is from a City with a population of 90,000. The department strength is 105 regular police officers and 33 civilians. Reserve officers number 65 total and are attached to Operations Support.

This department has two captains, with one captain being in charge of all civilians and no regular officers. The second captain is in charge of 93% of the regular officers. The Chief of Police has 4% of the regular officers working directly out of his office.

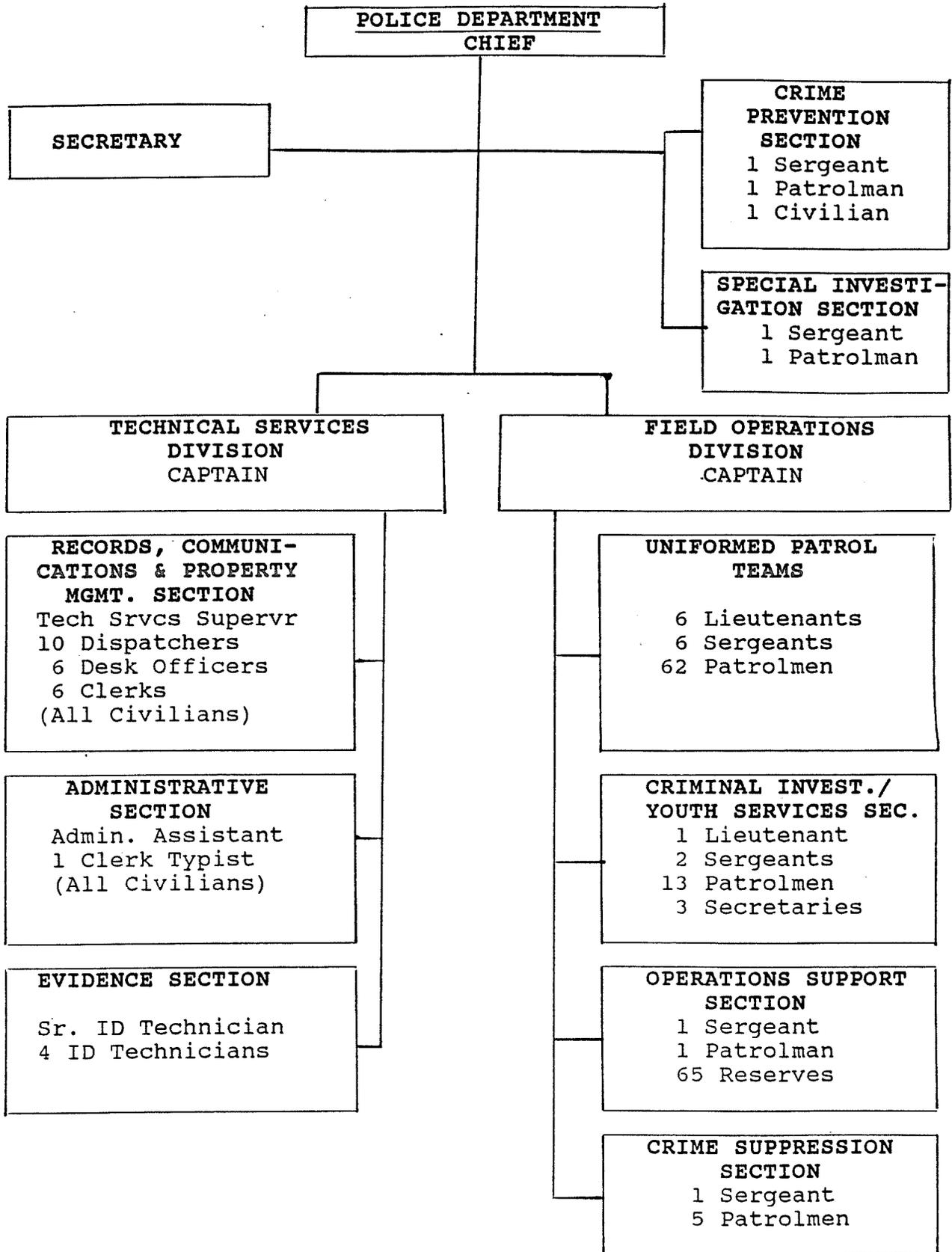
Uniform patrol consists of six ten-man teams, managed by a lieutenant and supervised by a sergeant. Operations Support, consisting of 65 reserve officers, handles abandoned autos and truancy patrol. Regular patrol officers handle all calls for service including non-injury traffic accidents, shoplifters in custody, cold misdemeanor reports and any other types of call for service.

Crime Suppression Section handles all vice-narcotic activity within the City. It also assists patrol and general investigations in any major crime occurrences.

Crime Prevention Section is currently involved with neighborhood watch groups. It also handles elementary school educational presentation and works with various civic groups throughout the City.

The Special Investigation Section handles all internal affairs investigations of any magnitude. This and the Crime Prevention Section work directly for the Chief of Police.

As can be seen, this agency has already begun moving toward the "most likely" future scenario. Reserves and civilians are handling some of the more routine, non-criminal types of services. See the following organizational chart.



The key factor in the change from the Present Model to the Future Model is the utilization of personnel. Whereas, initially sworn personnel performed virtually all police department functions, the Present Model reflects the trend towards the transfer of police tasks from police officers to non-sworn/civilian personnel. The reason for the change is clearly economical. It costs approximately 30 percent less for a civilian employee compared to a police officer. The Future Model extends this trend even further. Only those functions that really need to be performed by a police officer are so assigned. All others have been transferred to civilians.

The following describes the different tasks performed by police officers and civilians in the Future Model:

Police Officers

Civilians

- | | |
|--------------------------------------|----------------------------|
| 1. In Progress Felonies | 1. Missing Persons Reports |
| 2. Injury Accident | 2. Misdemeanor Reports |
| 3. Routine Patrol | 3. Non-injury Accidents |
| 4. Citations (shared with civilians) | 4. Misdemeanor Follow-ups |
| 5. Felony Follow-ups | 5. Computer Crimes |
| 6. Homicide | 6. Vacation Checks |
| 7. Some Burglary Alarms | 7. Truancy Patrol |
| 8. Rape | 8. Some Burglary Alarms |
| 9. Child Abuse | 9. Bicycle Licensing |

10. Animal Control
11. Abandoned Autos
12. Traffic Control
13. Parking Citations
14. Fingerprinting
15. Evidence Collection
16. Shoplifting

2. Future Model

The makeup of the Future Model is based upon the most likely scenario. It includes the assumptions developed from the citizen and police group process and questionnaires. The total percentage difference between the civilian expectations and the police expectation showed a minus figure which was subtracted from the 1986 (Today's Model) of a current police department. Based on the data collected, the police department's total strength will rise, but total regular police officers will decline. The latter is based upon the fact that although both groups felt that officers per 1000 will increase, they also felt services would decrease. Therefore, the funding problems both groups predicted would indicate less officers, and more civilians.

The Future Model shows that the Chief of Police in 2000 doesn't have to be a police officer. A successful manager could handle this position since he/she will have more civilians than regular officers employed, the pressure for a

sworn manager would decline. The new chief must have the ability to deal with people and will operate the department more like a private business.

The Technical Services Division will be managed by a civilian. All employees of this division will be civilians, the same as today. There is no need for a sworn police manager in this position.

Operations Division will be divided into Patrol and Investigations. Both will be commanded by a captain. Each patrol shift will vary in size depending on daily calls for service updates. Also, each patrol watch will have a number of civilians, ranging from five to eight assigned. Their task will be non-injury accident investigations, non-emergency calls for service, and to take some cold police reports. Regular officers will respond to emergencies and dangerous felonies in progress. They will investigate the more serious and complex cases.

Crime Prevention will be assigned directly to the Investigation Division. It will handle crime prevention related calls and will be available to assist Investigations when needed. It will also maintain neighborhood watch personnel.

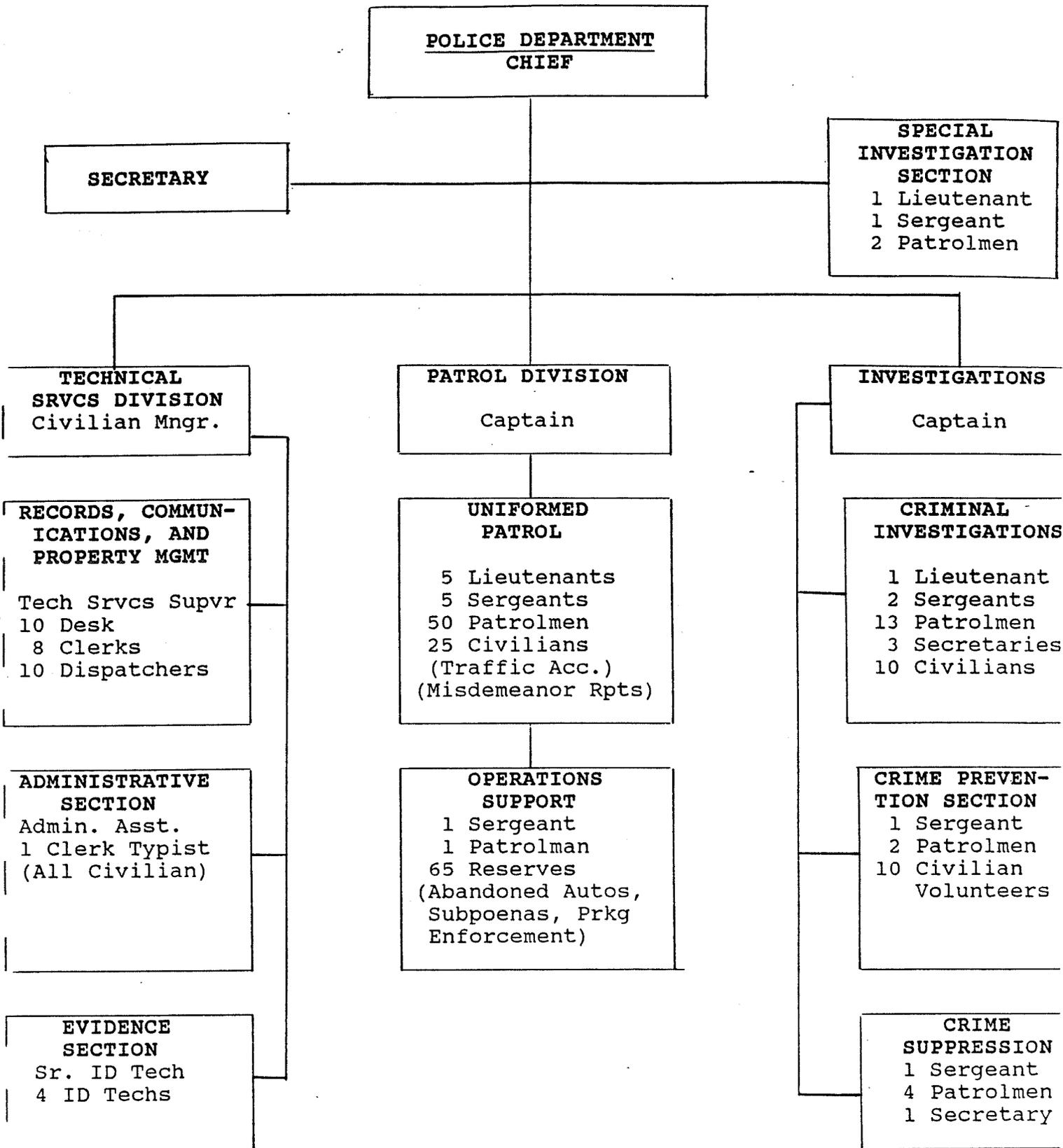
Operations Support will handle, by use of Reserves, parking enforcement, animal control, abandoned autos, traffic control, and other non-criminal activities where regular

officers are not needed. Operations Support will be assigned to Patrol Division but may assist Investigations when needed.

Crime Investigations and Youth Services will be combined. Investigations will follow up felonies which have workable leads. The civilians assigned will work white collar crime and computer frauds. They will also assist in missing persons and other non-criminal services.

Criminal Suppression (Vice/Narcotics) will be assigned to Investigations. It will operate essentially the same as today. Due to the undercover nature of this activity, sworn personnel will be utilized.

The other services that the police department provides will not change much from the current model. The major differences will be the type of services that the regular officer will provide. Because more non-sworn personnel will be utilized, many services provided by regular officers will be reduced. This reduction in services by regular officers will, therefore, justify a reduction in the regular officers work force. This reduction will be from the 105 presently employed, to 87 regular officers in the year 2000. This assumes a constant population of 90,000. The following organization chart shows the future arrangement of personnel and services of the previously shown Present Model.



D. ACTION PLAN

OBJECTIVE

The objective is to maintain current services within the Police Department while reducing the number of regular officers. Due to assumptions of future budget constraints, each organization will have to reduce the number of well-paid officers and replace them with civilians.

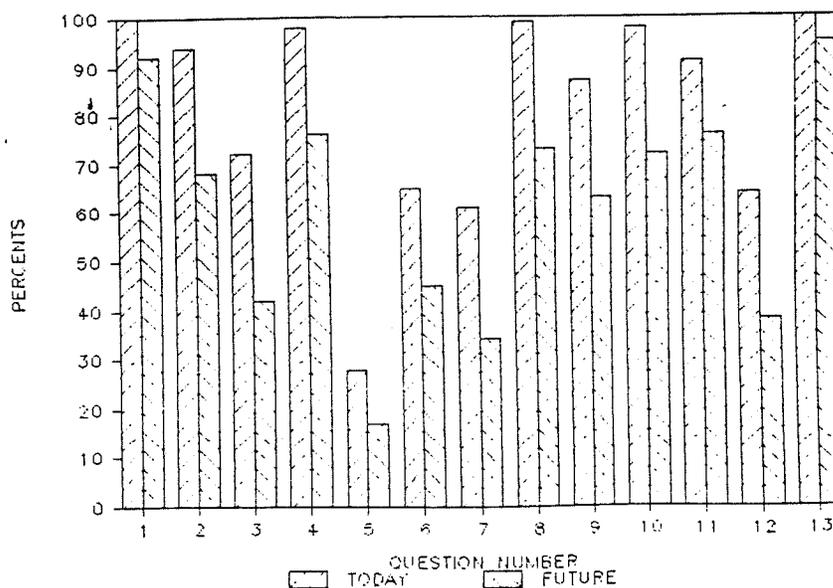
It is apparent that dissatisfaction with current tasks assigned to regular officers is upon us. This can be substantiated by the Questionnaire of the future tasks of regular officers. A definite decrease in tasks is noted by the officers responding.

See Graph 5.1.

CIVILIANS AND POLICE OFFICERS QUESTIONNAIRE

1. Traffic Citations
2. Traffic Accident Investigation
3. Abandoned Autos
4. Shoplifters in Custody
5. Animal Control
6. Parking Enforcement
7. Vacation Checks
8. Burglary Alarms
9. Truancy/School Patrol
10. Misdemeanor Reports
11. Collection of Evidence
12. Fingerprinting of Civilians
13. Patrol

POLICE OFFICERS "TODAY" VS. "FUTURE"



GRAPH 5.1

The "Strategic Gap" noted between citizens and officers will have to be addressed. That is why the Future Model maintains the current level of service provided by the model agency. The reduction of regular officers, while maintaining the services, is the overall objective of this project.

CRITICAL MASS/STAKEHOLDERS

While moving into the transition stage, critical mass and stakeholders have to be identified. The following lists are the critical mass and stakeholders as I define them.

Critical Mass

1. Chief Executive of the Organization
2. City Manager/Administration
3. City Council/Supervisors
4. Tax Activists
5. Police Officers Association

Stakeholders

1. Citizens
2. Taxpayers
3. Police Officers Associations
4. Private Security Companies
5. School Districts
6. Courts
7. Politicians (Council, Mayor, etc.)
8. Insurance Companies

THE PROCESS

After identifying the critical mass and stakeholders a clean, concise report of the research will be presented to show the need for change. Each individual and group will be presented alternative futures and scenarios which could occur if the desired change is not adopted. (Chapter V, A&B)

After gaining the support of all groups and individuals, an orderly movement into the future will begin. Everyone involved will have to know their role in the transition stage and will have to assist in the process.

MANAGING THE CHANGE

Every Chief Executive Officer that adopts the need for change as presented will have to be very flexible. There will be no one style of management that will bring about the change.

After the CEO has accepted the need to change, he will have to articulate his overall master plan to the people who will be involved in the change. He/she will have to have the ability to sell the program and have middle-managers that will keep the program on track. The CEO will have to continually monitor the change process so that the reduction of officers and the services offered stay within time-frame allotted.

ANTICIPATED TIME FRAMES DURING TRANSITION

<u>1986</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
<u>Begin Change</u>	<u>Reduce Tasks by 20%</u>	<u>Reduce Tasks by 30%</u>	<u>Change Complete</u>
<u>Begin Civilian Training</u>	<u>Implement Civilians into Work Force</u>	<u>Reduce Regular Officers by 9%</u>	<u>Reduce Officers by 18% (87 in Future Model)</u>

Constantly review and go to alternative if needed.

CHAPTER VI. CONCLUSIONS

Policing in 2000 A.D.

When I began my career in law enforcement in the mid 1960's, regular police officers provided a multitude of services. They were called upon to mediate civil disputes, tow abandoned autos, serve subpoenas, and provide various other "personal" services. But since that time, it has become apparent in the law enforcement field that regular officers aren't needed to provide many of these services. An evolution has begun, relieving regular officers from the more mundane, non-criminal tasks. This movement has begun but has not reached its predictable conclusion.

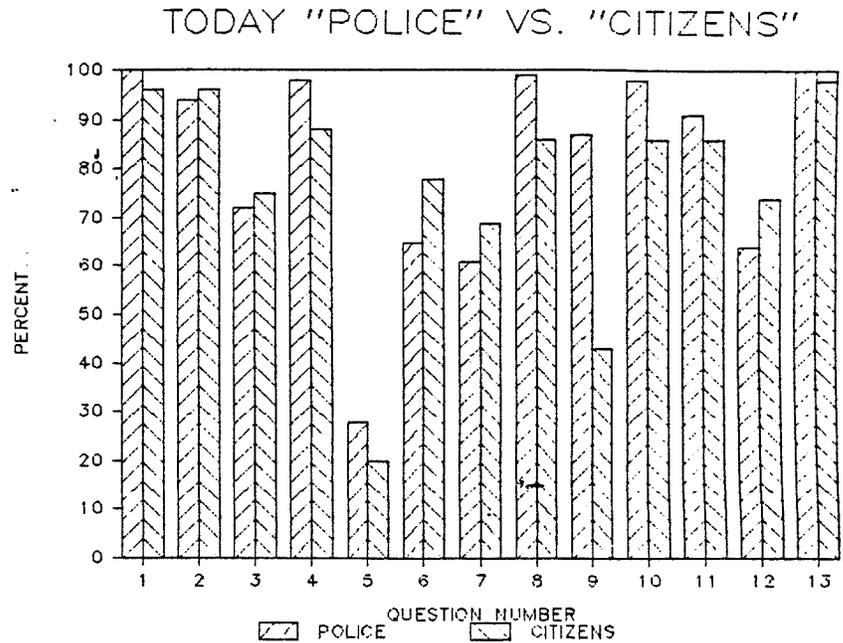
While doing research into this subject for the POST Law Enforcement Command College, some very interesting data was collected. The research methods used varied from a questionnaire for both police officers and citizens, group activities identifying future trends and events, and an historical review of police service.

An important point in the research was that officers and citizens were very close in identifying the tasks police officers presently perform. See Graph 6.1. It shows that citizens are aware of the services they receive, and who is providing these services.

CIVILIANS AND POLICE
OFFICERS QUESTIONNAIRE

1. Traffic Citations
2. Traffic Accident Investigation
3. Abandoned Autos
4. Shoplifters in Custody
5. Animal Control
6. Parking Enforcement
7. Vacation Checks
8. Burglary Alarms
9. Truancy/School Patrol
10. Misdemeanor Reports
11. Collection of Evidence
12. Fingerprinting of Civilians
13. Patrol

GRAPH 6.1



While working with the two groups of citizens (10) and police officers (12), they identified their top list of trends and/or events which could shape law enforcement services in the future. Both groups felt that such factors as hi-tech developments, unemployment, civilianization, local taxes, and federal funding would have the greatest impact on policing in the future.

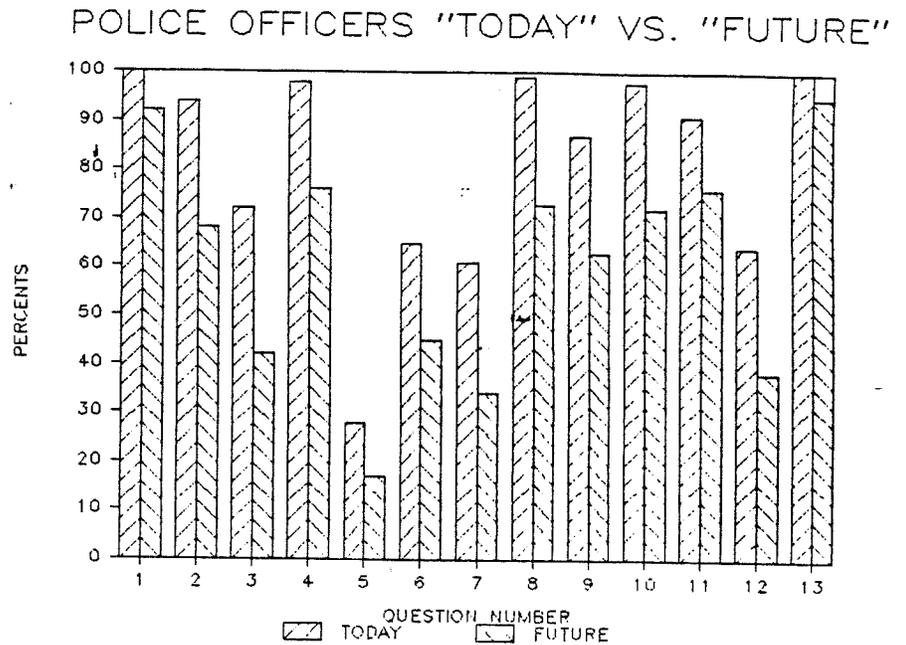
When comparing the present and the future, as defined by police officer, a pattern developed which shows regular officers will do less in providing the range of services. A group even felt that regular officers will not do routine patrol. Instead, they feel that private security could handle this service. Every

service that was identified showed a decline in the level which would be produced in the future. See Graph 6.2.

CIVILIANS AND POLICE OFFICERS QUESTIONNAIRE

1. Traffic Citations
2. Traffic Accident Investigation
3. Abandoned Autos
4. Shoplifters in Custody
5. Animal Control
6. Parking Enforcement
7. Vacation Checks
8. Burglary Alarms
9. Truancy/School Patrol
10. Misdemeanor Reports
11. Collection of Evidence
12. Fingerprinting of Civilians
13. Patrol

GRAPH 6.2

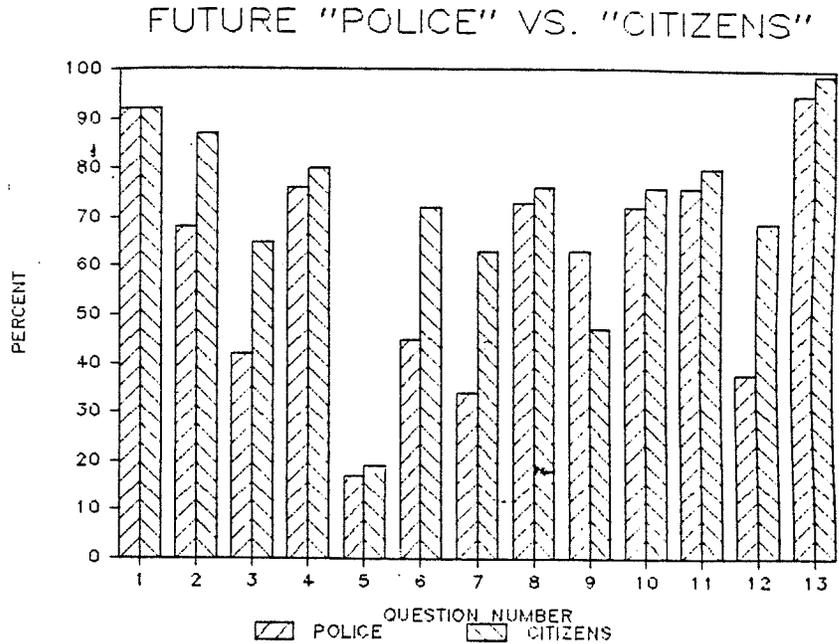


A major difference in perspective came from the questionnaire when comparing citizens' future expectations with those of regular officers. Where the present model showed the closeness between police officer and citizen views, the future model had a large difference. Almost every service mentioned expressed citizens' expectations above that of the officers. Citizens want more than we expect of the officer in the year 2000. See Graph 6.3

CIVILIANS AND POLICE
OFFICERS QUESTIONNAIRE

1. Traffic Citations
2. Traffic Accident Investigation
3. Abandoned Autos
4. Shoplifters in Custody
5. Animal Control
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7. Vacation Checks
8. Burglary Alarms
9. Truancy/School Patrol
10. Misdemeanor Reports
11. Collection of Evidence
12. Fingerprinting of Civilians
13. Patrol

GRAPH 6.3



One question asked of the citizens, but not the police officers was, "Would you be willing to pay extra (assessment districts, tax override, etc.) to maintain the current level of service?" Seventy-one (71) percent responded that they would pay extra. The citizens questions, however, were not a total cross section of society. Therefore, I don't know how much validity can be placed on the response. If valid, it would indicate that citizens expect better services and that they are willing to pay for them.

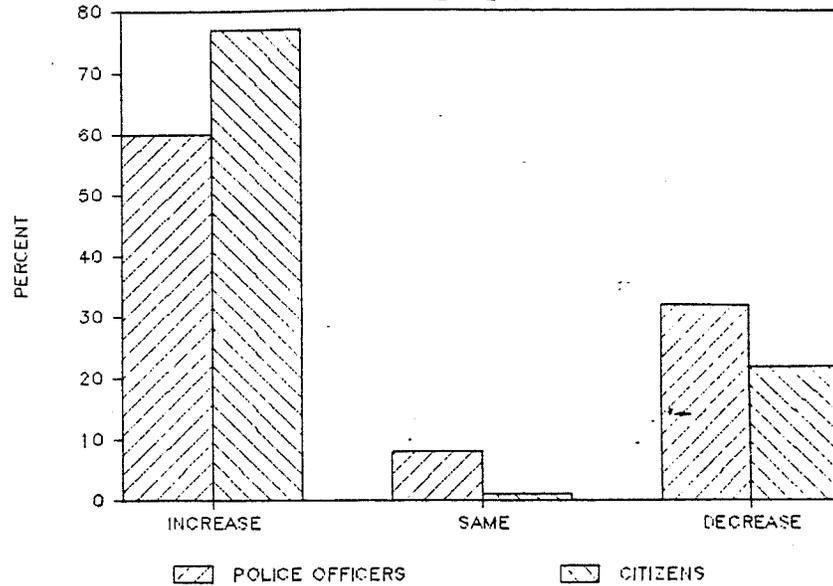
Based on the research and attempting to project current law enforcement trends to the year 2000, I've come up with my conclusion of the typical police department. It will be based on our present model but have some significant differences.

To begin, top management will have to be very flexible. The Chief Executive Officer will not have to be a police officer who has risen through the ranks. He/she will have to be a progressive, forward people manager. If my projections are correct, the CEO will be managing as many, if not more, civilians than police officers.

Many of the middle management positions now held by sworn officers will be held by civilian managers. Many tasks between regular and civilian managers will be shared. There will be no reason to have regular officers in charge of training, records, dispatch, parking enforcement, and many other support functions.

Although most officers and civilians surveyed felt that the number of police per 1000 population will increase, I feel it will decrease. See Graph 6.4. My reasoning is that the increasingly higher salaries, better benefits, and early retirement for sworn personnel will become so burdensome that cities and counties won't be able to maintain as many police officer positions. The police officer will be utilized only for the "in-progress" type of calls, and those functions that absolutely require a sworn person.

OFFICERS PER THOUSAND POPULATION
YEAR 2000



GRAPH 6.4

The police officer on the street will no longer be a report taker. Police officers, who are highly trained, will be utilized to respond to emergencies. They will handle felonies that need immediate attention. Traffic accidents will not be handled by regular officers. Traffic citations may still be written by regular officers, but not exclusively. Civilians will take over more of both of these functions.

Shoplifters in custody will no longer be a police problem. Store security will handle the entire function from the arrest, warrant checks, physical evidence collection and maintenance, to the citation release. Reports will be forwarded to the proper

agency to maintain statistical data and for prosecution. Burglar alarms will be handled by private security agencies which may also take over some of the current patrol functions such as vacation house checks and building security checks.

Other services which will show a reduction in the use of police officers are evidence collection and misdemeanor reports. Many agencies already have civilian identification technicians, but by the year 2000 all agencies will have highly qualified civilians performing these tasks. Misdemeanor reports will no longer be taken by the regular officer. Only when there is an immediate follow-up required, will the regular officer become involved. Insurance reports and/or cold misdemeanor reports will be done either by the reporting party or civilian report takers.

Individual house checks will no longer be performed by regular officers. Citizen volunteers may be used for this function. San Clemente, California, has already begun using retired civilian volunteers for this purpose.

School or truancy patrol will be handled through the individual school districts. Truancy and school disciplinary problems will no longer involve the police. The schools will handle their problems "in-house". We will no longer be called on to "scare" kids into compliance.

Law enforcement agencies will no longer provide civilian fingerprinting. This function will be a city hall function, and police departments will no longer be involved. Business license

checks and other non-criminal functions will be handled directly through city hall.

Police officers in the year 2000 will have developed knowledge in various new fields. For instance, they will have to understand computer systems and processes. Not only will each police department have its own computer system, but each police patrol vehicle will have computers for the officer's use. Reports will be entered directly from the vehicle to the main computer. Reports will only be reproduced if there is a need for a paper copy. Otherwise, all reports will be stored in the department's main computer.

The regular officer will have to be an aggressive, hard working person. There will no longer be room for the "no-load", do nothing officer. The salary and benefits will be such that each officer will have to earn his/her pay. As noted by both citizen and police groups, money, or the lack thereof, will have the greatest impact on our future. There will be no room for the person who won't carry his/her load.

During the transition from today to the 21st century, changes will be gradual. Education, both outside and inside the organization, will be of the utmost importance. Law enforcement administration will have to focus their attention to stay ahead of change. Not only will it have to adapt itself to recognize trends and events, but it will also have to be able to bring about the change in the policing environment.

The future administrator will have to be an expert in transition management. He/she will have to adopt different management styles to cope with changing conditions. Interest groups will have to be addressed with alternative styles and plans. The CEO will be able to sit down and show, through forecasting, that change is inevitable and the reasons why. Fiscal concerns will have to be addressed so that the most can be accomplished with the least commitment of resources.

If my research is correct, the change is already beginning. The role of the police officer is going to be different. The services we provide are going to change. We will all have to continually scan the horizon to make the right moves to bring about an orderly transition into the 21st century.

MPDRP25

Appendix A

Civilian nominal group trends and events.

1. More Tax Dollars
2. Less Tax Dollars
3. More Technology
4. Less Police Officers
5. More Police Officers
6. Lower Crime Rates
7. Government Policies
8. Less Population
9. Advance Transportation
10. Education
11. New Weapons
12. Better Equipped Criminals
13. Higher Crime Rates
14. Unemployment
15. Civil Rights
16. Foreigners
17. Drugs
18. More Outside Influences
19. Internal Police Problems
20. Language Barriers
21. Lack of Police Recruitment
22. Reduced Morals, General Public
23. Changes in Living Standards
24. Improper Training

25. Changing Laws
26. Less Federal Money
27. Family Size
28. Public Outcry Against Police Violence
29. Civil Lawsuits

Appendix B

Police Officers Nominal Group Trends and Events

1. Hi-Tech
2. Education
3. Better Equipment
4. Unemployment
5. Civil Unrest
6. Government Policies
7. Higher Crime Rates
8. Civilians in the Work Force
9. More Police
10. Lack of Police Recruitment
11. Civil Rights
12. Less Population
13. More Population
14. Lower Crime Rates
15. Higher Crime Rates
16. More Tax Money
17. Less Police Officers
18. Civil Lawsuits
19. Less Federal Money
20. Family Size
21. Less Tax Money
22. Privatization
23. Internal Problems
24. Better Equipped Criminals

25. More Police Officers
26. Advanced Transportation
27. Advanced Police Weapons
28. Changing Living Standards
29. Improper Training
30. Undocumented Aliens
31. Changing Laws
32. Regionalization
33. Contract Services
34. Consolidation of Police/Fire Service

Appendix C

Questions on random sample survey - Civilians and Police Officers

1. Traffic Citations
2. Traffic Accident investigation
3. Abandoned Autos
4. Shoplifters in Custody
5. Animal Control
6. Parking Enforcement
7. Vacation Checks
8. Burglary Alarms
9. Truancy/School Patrol
10. Misdemeanor Reports
11. Collection of Evidence
12. Fingerprinting of Civilians
13. Patrol
14. Do you feel officers per 1000 population will increase or decrease?

Civilians Only - Would you be willing to pay extra (tax override, assessment district) to maintain the level of service now provided?

Police Only - Do you have Car Base Terminals?
Do you have Computer Aided Dispatch?

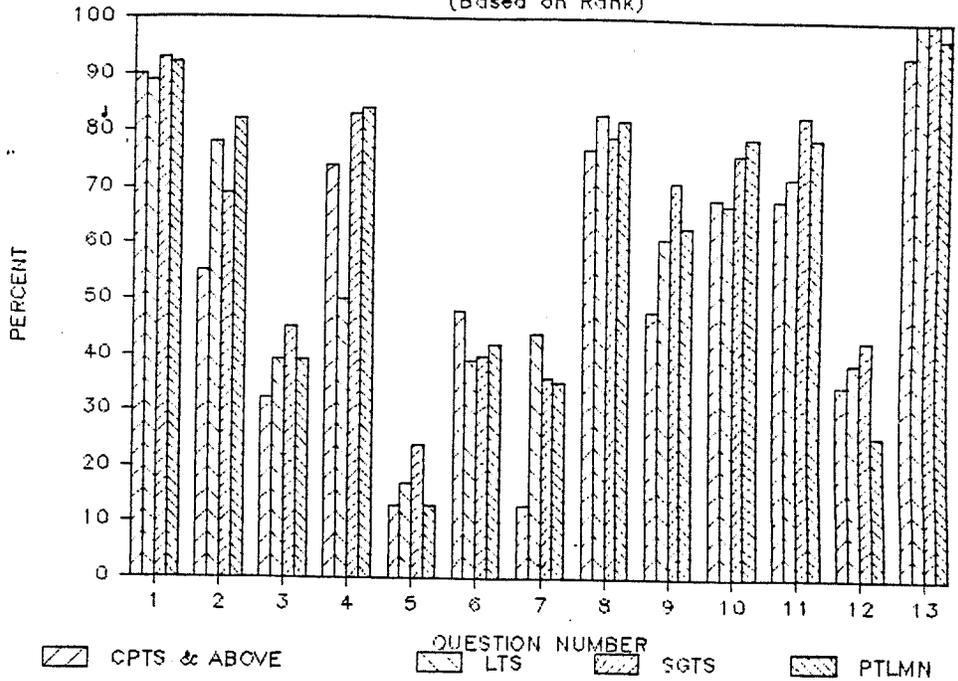
Appendix D

Alameda S.O.
Alhambra P.D.
Chino P.D.
Clovis P.D.
Fremont P.D.
Garden Grove P.D.
Hermosa Beach P.D.
Long Beach P.D.
Los Angeles P.D.
Los Angeles S.O.
Mountain View P.D.
Oakland P.D.
Pasadena P.D.
Piedmont P.D.
Richmond P.D.
Riverside P.D.
Riverside S.O.
Ross P.D.
St. Helena P.D.
Sacramento P.D.
San Bernardino S.O.

San Diego P.D.
San Leandro P.D.
Santa Ana P.D.
Santa Clara P.D.
Santa Paula P.D.
Suisun P.D.
Tulare S.O.
Vacaville P.D.
Vallejo P.D.
Walnut Creek P.D.
Weed P.D.
West Covina P.D.

Appendix E

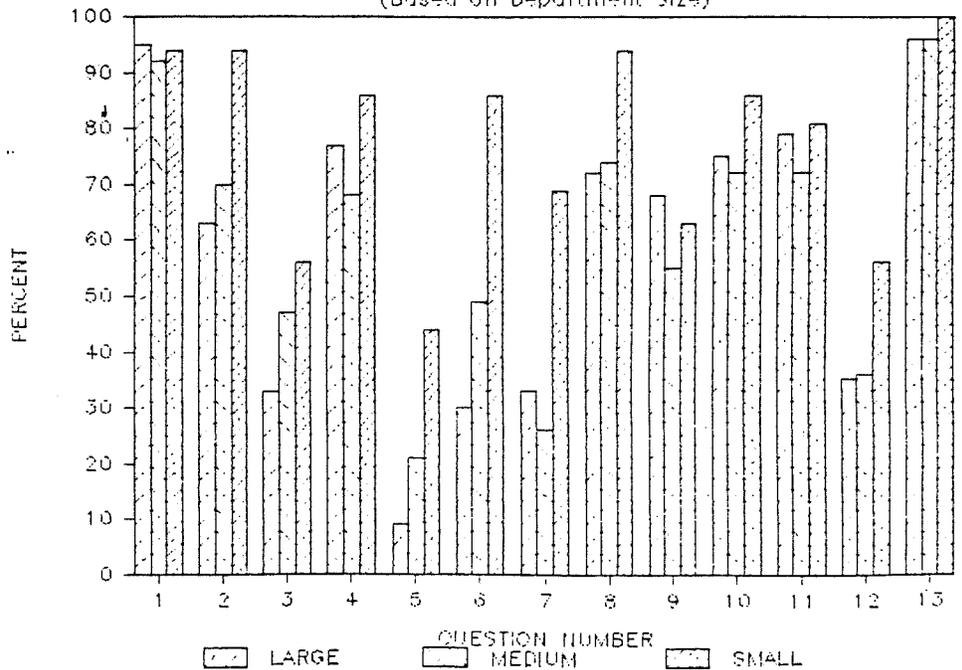
"FUTURE"
(Based on Rank)



CIVILIANS AND POLICE OFFICERS QUESTIONNAIRE

1. Traffic Citations
2. Traffic Accident Investigation
3. Abandoned Autos
4. Shoplifters in Custody
5. Animal Control
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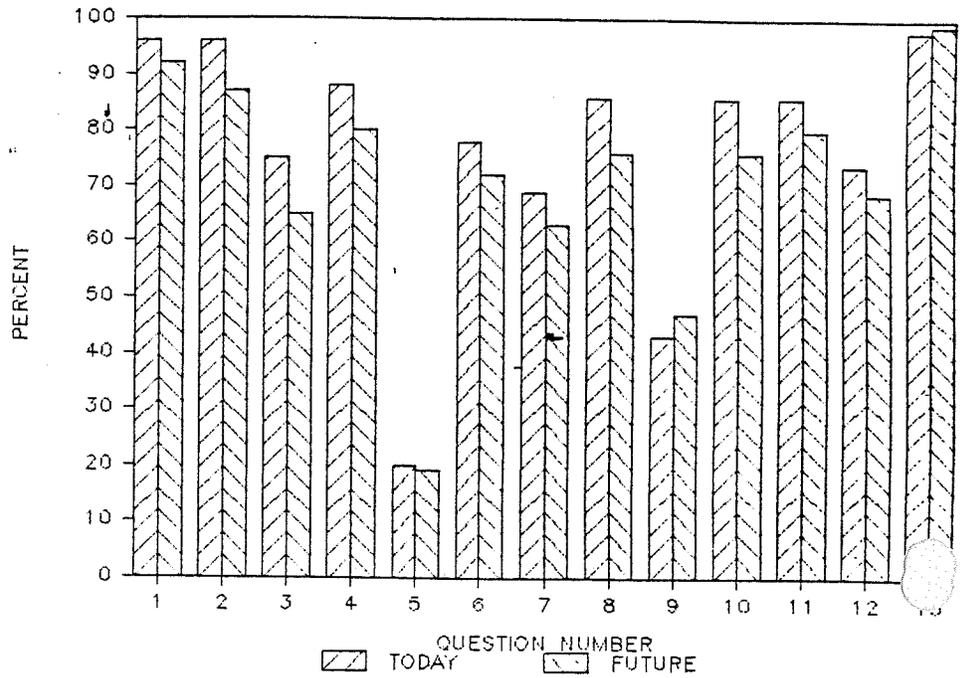
"FUTURE"
(Based on Department Size)



CIVILIANS AND POLICE OFFICERS QUESTIONNAIRE

1. Traffic Citations
2. Traffic Accident Investigation
3. Abandoned Autos
4. Shoplifters in Custody
5. Animal Control
6. Parking Enforcement
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9. Truancy/School Patrol
10. Misdemeanor Reports
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12. Fingerprinting of Civilians
13. Patrol

CITIZENS "TODAY" VS. "FUTURE"



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