N.I.J. ABSTRACT

What Impact Will Civilian Personnel Have On The Investigation Of Major Felony Crimes By the Year 2004?

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This study examined the issue of using civilians to replace some sworn personnel in the investigation of major felony crimes by the next decade. Literature review showed that the use of civilian personnel in law enforcement functions had been in prevalent since the early 1970's, but they had not conducted investigations of major crime. Using a model agency, the study focused upon readiness levels of the law enforcement community to make this radical change in civilianizing investigative staffs. This study identified legal limitations for civilian detectives as well as organizational issues for such a program. The study describes how agencies can address the legal limitations and identifies strategies for dealing with organizational resistance to such a program.

A bibliography, and illustrations of trend and event probability forecasting techniques are included.

What Impact Will Civilian Personnel Have On The Investigation of Major Felony Crimes?

JOURNAL REPORT

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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 the 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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INTRODUCTION

During the period between 1920 and 1970, most of the law enforcement community used the professional model of policing. The professional style of policing grew out of a reform movement to rid law enforcement of institutionalized corruption. The definition of the professional style of policing is well described in the 1991 Report of the Independent Commission on the Los Angeles Police Department (Christopher Commission Report). It described the "professional" style as follows;

> A "professional" model of policing is primarily concerned with maintaining a well-disciplined, highly trained, and technically sophisticated force insulated from improper political influence. Crime-fighting is seen as the principal objective of policing.[1]

However, the effort to insulate law enforcement from the political spoil systems and other forms of graft also created a gap between the police officers and the people they served. These aggressive patrol techniques tended to create confrontations with the public and they have left deep scars of bitterness toward law enforcement, in some segments of the public. Law enforcement leaders, faced with a growing distrust of their profession sought to make some changes that would make their organizations acceptable to the public. During the 1970's, then Los Angeles Police Chief Edward Davis, embarked on a course that would enhance the spirit of cooperation between his department and the public it served. Based on ideas espoused by Sir Robert Peel, in the 1800's, Davis initiated several innovative policing strategies that were designed to put the street level police officer closer to the public and cause them to be held more accountable for the service they provided. Most of Davis' ideas have been repackaged, enhanced and are now part of the new policing philosophy called "Community Policing". In the late 1980's and early 1990's, a large part of the law enforcement community began to change to this new policing philosophy. This was evidenced when the October 1992 Report by the Special Advisor to the Board of Police Commissioners on the Civil Disorder in Los Angeles (Webster Commission) reported on a 1992 random survey of 66 agencies across the nation. It was found that these agencies all were involved in some form

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[1]Warren Christopher, The Report of the Independent Commission on the Los Angeles Police Department 1991

of community policing. Community policing has several different titles and definitions depending on who's describing it at the time. However, it is safe to characterize it as a policing philosophy that creates a partnership between the concerned law enforcement agency and the community it serves.

The Webster Commission Report had the following descriptions of Community Policing.

> "Community-oriented" policing, focuses on increasing police contact with the public outside of the context of criminal activity, partially in order to prevent crime, but also to improve the quality of life more generally. In community-oriented approaches, a much higher percentage of the force is out on the streets interacting with members of the community with a much higher degree of autonomy and discretion. Community-oriented policing methods are enjoying a resurgence in response to a widespread perception that the professional model is failing to abate the increase in crime in America's cities.[2]

A December 13, 1993 Business Week article, reporting on the cost of crime in America, also cited community policing as a method for addressing crime and the fear of crime. Business Week reported the following explanation of community policing.

> More and more police departments are focusing on prevention as well. This new philosophy goes under the name of "community policing," which means reorganizing police departments to put more officers in the field and focusing on helping neighborhoods prevent crime rather than just reacting to emergencies. That approach may include having more police out walking beats, working with social service and community agencies, and generally getting to know the residents.[3]

Community Policing focuses on prevention, as opposed to strictly apprehension. It consists of such components as problem solving strategies and high visibility patrol. This new policing philosophy has triggered the need to add more officers to visible patrol functions. But that is not an easy task when budgets are tight. Since the late 1970's, money sources for law enforcement steadily dried up and law enforcement administrators have been forced to look for alternate means of providing quality law enforcement services.

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[2]William Webster, Report by the Special Advisor to the Board of Police Commissioners on the Civil Disorder in Los Angeles October 1992

[3]Michael J. Mandel, "The Economics of Crime" Business Week December 13, 1993 p.72-85

One method for addressing this need to move more officers to the patrol function is the use of non sworn personnel to provide services that are normally provided by sworn personnel. This researcher believed this was a viable option and sought to determine the extent to which civilians were being used in police functions.

To prepare for this study an extensive search was made for past academic information and empirical studies regarding the use of civilians in law enforcement. Inquiries were made to the Police Foundation, Police Executive Research Foundation (PERF), California Peace Officers Standards and Training library, and the School of Public Administration library at the University of Southern California.

The information scan revealed that there were several studies conducted regarding civilianization during the 1970's and 1980's. Most of the researchers supported the use of non sworn personnel to provide services that were normally provided by sworn personnel. James Hennessy, writing in The Police Chief, April 1976, reported on the results of a survey conducted of sixteen law enforcement agencies across the nation. Hennessy reported that personnel investments represented an average of slightly more than 90 percent of the total budgets of the sixteen agencies that were surveyed. Hennessy made the following statement;

> When an organization spends 90 percent of its money in one area, it must seriously question the quality and quantity of the return, the efficiency and effectiveness of the profit. In brief, what are we getting for our money? Are we achieving our goals? If so, are we achieving them with the minimum amount of investment necessary? If the biggest expense in a police department is people, then the types and allocations of people must be its most productive resources.[4]

Hennessy's study showed that all law enforcement agencies were using civilians in some functions that were once performed by sworn personnel. Those programs had shown favorable results but they had been limited mostly to the area of administration, crime scene technicians, traffic investigations, traffic and parking control, background investigations, and crime analysis.

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[4]James Hennessy, "The Use Of Civilians In Police Work". The Police Chief April 1976, p.36-38

Hennessy also listed four benefits to civilianization, which were as follows; (1) dollars savings, (2) greater availability of sworn personnel for law enforcement work, (3) increased specialization applied to particular tasks and (4) increased productivity.

Robert L. Snow was another proponent of using civilian personnel in some law enforcement functions that were traditionally assigned to sworn personnel. Snow, writing in Law and Order, 1989, made the following statements in support of civilianization;

> (1) the lower cost of pay and benefits for most civilian employees (this is an obvious reference to money savings), (2) civilianization allows a larger percentage of a department's officers to be used in direct policing duties, (3) the productivity of a job increases if the person hired for that job has been trained specifically for it, (4) a department does not have to worry about civilians being promoted out of job areas as often happens with sworn officers, and (5) civilian positions can serve as an intern program for people who are interested in police work.[5]

Hennessy and Snow listed economic benefits as the top advantages of using civilians in law enforcement functions. However, economics was not the primary driver for the original proposal for increased use of civilians in law enforcement functions. Civilianization first gained national attention as part of a package of policy recommendations, by the President's Crime Commission in 1967. The recommendation was aimed a resolving the urban police crisis of the 1960's.

The efficacy of civilianization was not embraced by all experts. In 1976, George W. Greisinger, Senior Staff Associate with Public Administration Service, Washington D.C., wrote a rebuttal to James Hennessy's article. Greisinger did not believe civilianization would save money. He stated that hiring a lower paid civilian to fill a position held by a sworn officer and then transferring the sworn officer to the field will not reduce an agency's overall salary cost. He went on to say that simply adding personnel is nothing more than gimmickry and less than responsible personnel management.[6]

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[5]Robert L. Snow, "Strengthening Through Civilianization." Law and Order April 1989, p.58-60

[6]George Greisinger, "The Use Of Civilians In Police Work - Rebuttal." The Police Chief July 1976, p.28-31

However, Greisingers's argument was not convincing and several police departments across the nation initiated civilianization programs. Kansas City, Missouri; Indianapolis, Indiana and Santa Ana, California are some of the agencies that initiated civilianization programs. In fact, Robert Snows's article, mentioned earlier, was based on a study of the Indianapolis Police Department.

However, there was a need to look at the use of civilians in police functions in which they had not been previously used. This would allow agencies to expand their use of civilians and reassign more officers to field duty. One such function was the follow-up investigation of major felony or "index crimes". The FBI described major or index crimes, also called Part I crimes, as homicide, robbery, rape, aggravated assault, auto-theft and larceny crimes. The information scan showed no evidence that any law enforcement agencies were using civilians to investigate major crimes. That prompted this researcher to look at the issue. Two surveys were conducted by this researcher and they also found no evidence that civilian personnel were being used to investigate major crimes.

In August 1994, a survey of the Los Angeles Police Department's eighteen geographic detective divisions was conducted to determine to what extent they were using civilians in the investigative function. The divisions were polled regarding their use of citizen volunteers and civilian employees. Fifteen of the eighteen divisions responded to the survey with the following results;

> All divisions reported using civilian employees for computer input, clerical tasks and crime analysis functions. One division used citizen volunteers for computer input. Five divisions used citizen volunteers and one division used civilian employees to contact victims on non-workable cases. Two divisions used civilian employees to handle annoying and threatening phone call cases. And one division used citizen volunteers to contact parents of missing juveniles.

In October 1994, a telephonic survey of twenty law enforcement agencies was conducted to determine if civilians were being used to investigate major crimes. None of the agencies reported the use of civilian personnel in the investigation of major crimes. This researcher then sought to determine if there were events and emerging trends that made it plausible to conduct further study into the expanded use of civilian personnel in law enforcement functions, particularly, the investigative function. This was done through an environmental scan of newspapers, journals, periodicals and magazine articles.

The most important conclusions to be drawn from the scanning were: 1) The end to the cold war caused a loss of jobs and added to the economic woes of many state and local governments.[6] and 2) A RAND corporation study concluded that due to the methods and techniques used by investigators, some parts of the investigative functions can be performed by clerks in lieu of investigators.[7]

The literature review and other survey methods revealed the most significant emerging trends were: 1) a large reserve of well educated persons looking for work due to organizational downsizing;[8] 2) a major increase in violent crime across the nation.[9] 3) The desire, by most departments, to create more community involvement in their operation. And 4) Improving technology has enhanced the ability to obtain information needed in police investigations.[10]

The trend on increasing violent crime was also discussed in reports by Time magazine and USA Today. They indicated a small decrease in the current crime statistics but a high level of fear of crime. According to the Time magazine article;

> The FBI figures for the first six months of 1993, the latest available, show violent crime down 3%. Crime overall was down 4%. But the national psyche doesn't make seasonal adjustments. Whatever the latest backlash owes to hype and hysteria, it is also a response to a festering problem. Most crime is down or leveling out, but only when compared with the plateau it reached in the late 70's. It's hard to take comfort from the news that the murder rate, though lower than three years ago, is twice what it was three decades ago. And over the past 10 years the incidence of violent crime generally has risen more than 23%.[11]

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[6]Ralph Vartabedian, "L.A. Defense Job Losses Twice the U.S. Rate." The Los Angeles Times January 5, 1993, p.D1

[7]Daryl F. Gates and Lyle Knowles, "An Evaluation Of The RAND Corporation's Analysis Of The Criminal Investigation Process." The Police Chief, July 1976, p.76

[8]Janice Castro, "Disposable Workers." Time March 29, 1993 p.43-47

[9]Barbara Kantrowitz, "Wild In The Streets." Newsweek August 2, 1993, p.40-46

[10]William S. Session, "Criminal Justice Information Services." FBI Law Enforcement Bulletin February 1993 p.1-3

[11]Richard Lacayo, "Fear of Crime Up." TIME February 7, 1994 p.51-53

Based on the concern over continued economic constraints and the need to deliver more efficient and effective service, a future research question on further civilianization of more critical police investigation functions was worthy of exploration. Therefore, a future research issue was formulated as follows: "What impact will civilian personnel have on the investigation of major felony crimes by the year 2004?"

It was necessary to identify sub-issues that would be important for addressing the issue that was selected for study. In response to this need, a group of law enforcement managers were assembled to conduct a brainstorming exercise on the issue. This resulted in the identification of the following three sub-issues which the group felt were critically important to a thorough and valid study of the issue.

SUB-ISSUE #1

What will be the fiscal impact of using civilians to investigate major felony crimes?

SUB-ISSUE #2

What tactics will be used to address anticipated personnel issues associated with assigning civilians to investigate major felony crimes?

SUB-ISSUE #3

What actions will be taken to address legal constraints on the use of civilians to investigate major felony crimes?

FUTURE STUDY

An important part of this research was a futures study. This allowed for a look into the future to see what events and trends would impact the issue, what was the probability of these events occurring and what future scenario would be created for this issue in the future. As part of the futures study process, a Nominal Group Technique (NGT) process was conducted on the issue, using several experts from several disciplines to identify future trends and events that could affect the issue. The group identified the following ten future trends and events that they felt would impact the issue.

T1. Feasibility of automation in desk top follow-up.
This means the level of automation that will allow the investigators to conduct a large part of their follow up investigation at their desks. A good example is artificial intelligence.

T2. Amount of economic trouble for government.
The economic conditions in the nation, particularly in California, could have a bearing on the feasibility of the issue.

T3. Quality of applicant pool of sworn personnel.
The intellectual and education levels as well as the integrity of the applicants.

T4. Level of public acceptance of civilians.
The level at which the public feel they will be getting quality service from civilians in traditionally sworn positions.

T5. Level of citizen involvement in fighting crime.
The level at which citizens are personally involved in the protection of their neighborhoods.

T6. Level resistance to civilians by sworn personnel.
The level in which sworn officers resist the hiring of civilians for traditionally sworn positions.

T7. Level of violence by criminals.
The level of crimes characterized as violent crimes that are occurring in the nation.

T8. Level of proactive policing adopted.
The level in which agencies adopt policing strategies that are designed prevent crime and target career criminals.

T9. Level of public support for law enforcement.
The level in which the public voice and vote their support for law enforcement.

T10. Level of sensationalism of crime by the media.
The level in which the media make crime incidents larger than is necessary.

The following events were selected by the group for forecasting and impact analysis.

E1. Police union attempts to block the use of civilians in the investigative function. The unions for sworn police officers will resist attempts replace sworn personnel with civilians.

E2. Violent crime reaches an all time high, nationwide. Those crimes against persons that are listed in the PART I category will reach a historically high level.

E3. The number of retired persons will be greater than those available for employment, creating a worker shortage. Society is growing older creating a shortage in the number of persons who are in the working age group.

E4. City government increased benefit package for civilians who are assigned to law enforcement functions.

E5. Investigative services contracted out to private security agencies.

E6. POST certifies detective specialist category for civilians, setting standards for training.

E7. Civilians demand the same benefits as sworn personnel.

E8. World wide depression starts. The major economic powers around the world experience a depression. Senator Henry Hyde, R-Illinois, speaking on the McNeil-Lehrer Hour on October 11, 1994, stated, "if Saddam Hussein gained control over Middle East oil, the results would be a worldwide depression."

E9. Legislature makes penal code user friendly for civilians. Changes are made in the penal code to accommodate the use of civilians in the investigative function.

E10. Double digit inflation. The nation's economy experiences a sudden increase in the cost of goods and services at a rate above the ten percent mark.

It should be noted that some of the future trends and events identified by the nominal group technique panel paralleled some of the events and emerging trends identified a drivers for this study, as well as some of the sub-issues.

After the top ten future trends and events were identified, the panel forecasted the probability of each of the trends and events occurring by the year 2004. The results of the event forecasts were subjected a cross impact study to determine what impact these future events would have on the issue should any of these events occur. The information developed from the cross-impact study was analyzed in a computer

program that generated future scenario iterations. A combination of information developed from the academic research, trends and events identified by the nominal group technique panel, the cross-impact analysis on the events identified by the nominal group technique panel, and the computer generated scenario iterations was used to develop a final future scenario. That scenario would be the basis for a realistic attempt at assigning civilian personnel to investigate major felony crimes. The futures study provided a scenario for implementation of such a plan. At this point, the researcher conducted an examination of the sub-issues to determine the feasibility of the futures scenario.

The findings in this research would have potential nationwide consequences. All law enforcement agencies could not be studied. Therefore, one agency was selected for the sub-issue examination and readiness evaluation. In this case, the Los Angeles Police Department was selected as the model agency.

DESCRIPTION OF MODEL AGENCY

The City of Los Angeles is the largest city in California. It covers a total of 465 square miles with a population of approximately 3.7 million residents. Los Angeles is home to the movie industry and continue to play a significant part in aerospace industry even though the aerospace industry is experiencing a downturn. Los Angeles is one of the most ethnically diverse cities in the United States. The Los Angeles Police Department is responsible for providing police service for the city's residents and visitors. The Department consist of approximately 10,000 employees, 7,600 of which are sworn. If the futures scenario is implemented, the number of non sworn employees would increase. The Department would provide a higher visibility on the streets with return of police officers to patrol. All geographic detective functions would be assigned to investigative teams consisting of a sworn and a non sworn detective.

Due to the fact the Los Angeles Police Department was selected as the target agency, the Sub-Issues were addressed in accordance with laws, customs and policies in the State of California and the City of Los Angeles, as well as other parts of the nation.

Sub-issue #1: "What will be the fiscal impact of using civilians to investigate major felony crimes?" Economics was one of the major drivers for this research and economic conditions throughout the nation, particularly California, did not appear to be getting better. Therefore, if a favorable fiscal benefit is derived from the use of civilians in the investigative function, it will make the program worthy of strong consideration.

A preliminary cost/benefit analysis based on the following criteria shows positive results. The Los Angeles Police Department currently have a civilian position, Police Service Representative, that could serve as model for the pay scale for a civilian investigator. The City of Los Angeles Civil Service Commission class specification for Police Service Representative lists the duties for that position. The specification lists the training and duties as follows;

> A Police Service Representative receives extensive training in police communications procedures, arrest and report follow-up, search procedures, and interview techniques.
>
> A Police Service Representative also prepares crime and traffic reports based on information provided by citizens and other agencies and must be able to deal effectively with emergency situation that arise; may assist police officers in conducting searches of arrestees; may assist in the booking and release of arrestees; may book found property and evidence; may interview persons (in person or telephonically) who have previously reported crime incidents, or who were alleged witnesses to reported incidents, and prepare and forward appropriate reports to concerned Department entities; and, if required in connection with such interviews, search and retrieve information from the Department's Automation Information System.

According to Ray Holliman of the Los Angeles Police Department's Fiscal Support Bureau, the annual salary and indirect costs for a Police Service Representative in 1995 will be $68,298. The annual salary and indirect costs for a Police Officer in 1995 will be $110,701. The Department currently has 171 individuals of police officer rank reassigned from patrol duties to perform traditional investigative functions. These officers are labeled "Detective Trainees". The difference in annual salary and indirect costs between Police Service Representative and Police Officer is $42,403. If the department reassigned the 171 police officers to patrol duties and hired civilians for the investigative function at the Police Service Representative pay scale, it would amount to a savings of $7, 250,913.00. If the Department

looked even further and filled some of its detective rank positions with civilian detectives and kept the people who would promote into those positions in patrol, the savings would be greater. The annual salary and indirect cost for the lowest level detective rank is $119,536. The difference between the police service representative and the lowest level detective rank is $51,238, annually. Thus, the Department would save $51,238 annually for each detective replaced by a police service representative. If the Department elected to hire 250 civilian detectives, replacing 171 Detective Trainees and 79 Detective I positions, the total annual savings would be approximately $11.3 million.

Sub-issue #2: "How will anticipated personnel issues associated with assigning civilians to investigate major felony crimes be addressed?"

It was very important that the second sub-issue be addressed before any determination could be made on the feasibility of the issue. During the futures study process the NGT group listed the number one event that would affect the issue as "Police union attempts at collective bargaining to block civilianization." Therefore, meet and confer negotiations must be held in order to make changes in what has been a past practice of assigning police officers to the investigative function.

In Los Angeles, recent actions in city government have made patrol work more desirable, while detective assignments have lost some desirability. Patrol Officers pay will be two percent higher than non uniform personnel and the Department is currently planning to test the 3/12 compressed work schedule for patrol officers. On the other hand, detectives will be deployed on nighttime and weekend duty, which will take away some of the comforts that have traditionally be hallmark of most detective assignments, such as daytime hours and weekends and holidays off.

Sub-issue #3: "What will be the legal constraints on the use of civilians in the investigation of major felony crimes?"

The sub-issue was explored because it would help to determine what investigative tasks can be assigned to civilians.

There are several legal constraints on civilians that may place a limit on what functions they perform. The California Penal Code restricts civilians to citizen arrests only. Additionally, civilians do not enjoy the legal protection that sworn peace officers enjoy in arrest situations. Therefore, the ability of civilian detectives to make arrests will be severely hampered. However, as noted in the 1975 RAND Corporation study, detectives do not make a large number of arrests. The Los Angeles Police Department have 703 persons, including the 171 detective trainees, assigned to geographical detective units. These personnel are tasked with the day to day investigation of major felony crimes. However, while the Department makes approximately 300,000 arrests annually, these geographic detectives account for approximately 3000 or one percent of those arrests. Thus, the lack of arrest powers will have a limited negative impact on the ability of civilians to perform detective functions.

The California Penal Code do not provide for civilians to possess firearms, except by permits granted by the local sheriff or police chief. But, those permits do not allow such firearms to be carried on the permittee's person while loaded or concealed. This factor would eliminate the use of civilian detectives in arrest and tactical situations. However, since detectives do not make very many arrests, this factor would have a minimal negative affect on the use of civilians in the investigative function.

The state of California only allows for sworn peace officers to affiants on search warrants. However, civilians working in partnership with a sworn peace officer can prepare the report and allow the sworn partner to be the affiant based on his or her experience, expertise, knowledge or observations.

California Penal Code sections 11105 and 13300 restricts the release of Criminal Offender Record Information (CORI) for criminal investigation purposes to peace officers, parole and probation officers, district and city attorneys, public defenders and the courts of the state. Civilian employees of law enforcement agencies are not included in the provisions. However, all such information is routinely handled by non-sworn personnel. The court and state personnel who compile, input and maintain the information in the state's automated systems are civilians and most law enforcement Records and

Identification systems are managed by civilian personnel. Currently, this information is routinely accessed by civilian personnel and forwarded to the sworn detective for use in the filing of the case. Therefore, the current restrictions on CORI information should have a limited impact on the use of civilians in the detective function.

The State of California has a statute that allows sworn peace officers to give hearsay evidence in preliminary hearing. Civilian law enforcement employees are restricted from giving such testimony. This statute is most valuable when victims and witnesses are reluctant to testify. However, this situation can be handled by causing a sworn detective to interview those victims and witnesses that show signs of reluctance.

On the other hand, Deputy Los Angeles City Attorney Donna Weiss-Jones states that there are no restrictions on civilian agents of law enforcement giving Miranda Rights and conducting custodial interrogations.

The Menlo Park, California Police Department attempted to use civilian personnel to investigate crimes associated with check fraud and non-sufficient funds. However, they discovered the constraints that would limit the use of civilians in the investigative process. They solved that problem by allowing the concerned employee to become a reserve officer. In California, reserve officers enjoy full police power while on duty. The Los Angeles Police Department specifications for reserve officers are as follows;

> **Line Police Reserve Officer - Defined.** Line police reserve officers are those officers that have successfully completed the basic training course for peace officers prescribed by the Commission on Peace Officer Standards and Training (POST). These officers must also meet Department standards for regular officers. Line police reserve officers are required to complete two tours of duty (16 hours) per deployment period.
>
> Police reserve officers who have completed Department Academy training for line reserve officers, shall be classified as non-field certified line reserve officers.
>
> **Technical Police Reserve Officer - Defined.** Technical police reserve officers are police reserve officers who have successfully completed the POST prescribed course for Designated Level III police reserve officers. These police reserve officers have peace officer status only while on duty. They shall normally wear a uniform and badge, but shall not carry a firearm.

Therefore, it is conceivable that a person could be a civilian employee with reserve officer status. This would allow the civilian employee to have peace officer status while on duty. The training curriculum for the Police Service Representative and the Police Reserve Officer would provide for most of the training needs.

The use of civilian personnel in the investigation of major crimes appears to be a feasible future for law enforcement. If the scenario is used, the Los Angeles Police Department could provide a higher visibility on the streets with the return of police officers to patrol. All geographic detective functions would be assigned to investigative teams consisting of a sworn and a civilian detective.

If the program was deemed feasible, an evaluation should be conducted of the target agency's readiness to implement a program using civilian personnel to investigate major felony crimes.

ENVIRONMENTAL AND ORGANIZATIONAL ANALYSIS

An analysis of the LAPD's readiness for this issue was conducted using the WOTS-UP (weaknesses, opportunities, threats, and strengths) analysis process. The Department's external environment was analyzed for the opportunities and threats to such an issue. The internal organization was analyzed for its strengths and weaknesses in relation to the issue.

ENVIRONMENTAL ANALYSIS

One major opportunity for the success of this issue is the fact that people are scared and want more police officers around. The increase in the fear of crime continues to maintain strong public support for law enforcement. An article in the January 25, 1994 issue of USA Today reports on the level of the public's fear of crime. That article reported the results of a poll as follows;

> "A new USA TODAY/CNN/Gallup Poll shows fear of crime is the nation's top concern at 37%, up dramatically from 16% only five months ago. That's the highest it's ever been and the first time it's been the top concern since Gallup began asking the question in the 1930's."[12]

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[12]Judy Keen, "One Cannot Feel Safe Anyplace" USA Today January 25, 1994, P.2

In November 1994, California voters overwhelmingly passed a "three strikes" proposition, as well as a measure denying bail to sexual assault suspects. Because of this fear of crime, there is a high priority on the part of the public for more police visibility. In May and June of 1994, the Los Angeles Police Department conducted community focus group studies to determine what police actions these community groups felt were important to them and rank the items' importance. They were also asked to rate the Department's performance in the areas they felt were important. The results were as follows;

> Community members from seventeen of the Departments's eighteen Areas (precincts) were polled. The groups were given fifteen items to review, plus they were allowed to add other areas of concern to the list, if they so desired. The concern for "increased visibility of patrols" averaged out to be the number concern of the community focus groups. The focus groups rated the Department's performance in this area as "below average."

It appears that the public will support any actions necessary to make more patrol officers will be available. Ironically, during the futures study phase of this research, the NGT panel listed "public support of law enforcement" as an important trend to address. When the public speaks politicians listens and works with bureaucrats to respond to the wishes of the people. In this case, the desire is for more visible patrol.

Another opportunity for this issue to succeed is the fact that detective work has been made easier due to better access to information. Computers and new data systems have changed the methods of gathering investigative information. This eliminates some of the footwork and field investigation needs because a lot of the information gathered through the old time consuming processes are now available at the investigators desks. In October, 1994, the Mayor of Los Angeles created a technology task force consisting of individuals from government and the corporate world. Their mission was to rapidly enhance the Department's information system. This will make it easier to shift some investigative functions to civilian personnel.

Another opportunity are the economic conditions in Los Angeles. While there is a need to provide quality service, there is also a need to do it as inexpensively as possible. All supporters of civilianization cite

money savings as the primary driver for their interest in this type of personnel deployment. The reasoning is that civilians will be paid less than sworn police officers, thus providing service at a lower cost. This reasoning was supported in the preliminary cost/benefit reported when sub-issue one was addressed. Because of the potential for money savings, the local politicians will probably be inclined to support such a program.

Another opportunity is the Mayor's commitment to public safety, which he has made his number one priority. He is keen on civilianization of law enforcement functions as a way to save money and bolster the number of police officers on the street. He and the Chief of Police have agreed on a safety plan that is designed to increase the level of patrol visibility. Civilianization is one component of that plan. The Los Angeles Police Department Public Safety Plan provided the following rationale in support of civilianization;

> The reassignment of sworn personnel to field duty will have a positive effect on patrol deployment throughout the City. Additionally, this plan will be a major step toward increasing the level of civilian participation in police service within the City of Los Angeles.

In April of 1992, the Los Angeles City Council adopted a joint motion of the Council's Governmental Efficiency and the Public Safety Committees calling for hiring additional civilian employees to replace all able-bodied sworn employees who were performing duties which could be performed by civilians. The Department responded by identifying 640 positions that could be replaced by civilians. However, none of the positions were for the criminal investigative function.

One of the threats to the implementation of this issue is possible opposition from the police union. The police union is likely to oppose any attempt to replace sworn personnel, assigned to the investigative function, with civilian staff. The politicians will come under intense pressure from the police union to not support any investigative civilianization effort. The police union has already accused the mayor of attempting to eliminate sworn positions. The danger is that the politicians may bend depending on the

amount of pressure placed on them. In 1994, during contract negotiations, the Los Angeles Police Protective League orchestrated a series of job actions that did force the City Council to bend. The directors of the union will have to be convinced that the number of sworn personnel in the department will not be reduced. The affected sworn officers will merely be transferred to uniformed assignments. In Los Angeles, there are already some incentives in place to encourage officers to remain in the patrol function, such as pay bonus and overtime funds available visible patrol only. Other possible inducements are in the planning stage, such as a reduction in favorable working conditions for detective personnel.

Another threat to this issue is the limitation placed on civilian personnel. There are limitations on what law enforcement activities civilians can perform. The laws of arrest and other law enforcement tasks are much more restrictive for civilians than for sworn peace officers. Those limitations could be exploited by individuals who oppose the use of civilians in the traditional investigative function. However, a policy of allowing the civilian detective personnel to meet the qualifications necessary to be a reserve officer will give them police powers while they are on duty. This should remedy concerns about the legal restraints on civilian personnel. Additionally, if the reserve officer option is not adopted, the civilians could be teamed with sworn detectives but restricted from the investigation of spousal abuse, sex crime, and homicide cases because of the likelihood of reluctant victims and witnesses. Reluctant victims and witnesses creates the need for hearsay testimony by the investigator.

ORGANIZATIONAL ANALYSIS

The Los Angeles Police Department was analyzed for its organizational strengths and weaknesses that would affect the success of implementing a civilian investigation program. The department consists of approximately 7,800 sworn and 3,000 civilian employees. The majority of the civilian employees are

assigned to clerical, dispatch, and custodial type duties. Organizationally, this department has limited strength that would affect the success of the issue of civilianization of the investigative function. However, there are pronounced weaknesses.

The one major strength for the Los Angeles Police Department is that the police chief is a change agent. He understands the need to make adjustments in the way the job is done as society changes. He is also a proponent of high visibility uniformed patrol. The ability to accomplish that goal will be enhanced if sworn officers are removed from the investigative function and returned to the street. However, this strength is limited because the chief is from outside the organization and he will have some difficulty gaining the support needed to overcome resistance by sworn personnel. However, there is indication that some members of the Department see a need for increased use of civilians. They may be persuaded to support the use of civilian personnel in the investigation of major crimes.

In 1994, a committee of mostly command and staff officers explored ways of improving the effectiveness of line operations. The Line Operations Effectiveness Committee's final report included support for civilianization. Excerpts from that report are as follows;

> "A Department study last year showed that significant increases in civilian personnel would release sworn officers for field duty. The simple fact is that civilians can be hired quicker, trained faster and are more economical than sworn police officers. Further, bringing more civilians community members into the Department will increase the depth of our community-police partnerships".
>
> The committee had the following to say about the detective deployment;
>
> "Limited detective personnel, compounded by the anticipated increased workload created by an increased patrol force, will require maximum efficiency of the detective function. Current detective staffing levels have enabled the Department to achieve a clearance rate of 26% for Part I crimes, which conforms with the National average. If more detectives can be budgeted, based on accurate and current information on deployment needs, the Department's clearance rate for Part I crimes could conceivably increase to 30 or 35%".

The weakness in this organization, in relation to the use of civilian personnel in the investigation of major felony crimes, is the resistance that is evident throughout the rank structure of sworn personnel. Rank and file officers have tacitly accepted civilians in positions that are not considered to be threatening to them. However, they see this issue as a loss of opportunity for coveted assignments and the chance to develop their skills. They also see this issue as creating a limit on the variety of assignments available to them. A 1994 study conducted inside the Los Angeles Police Department shows that there differing views of the expanded use of civilians in the Department. The results are as follows;

In July 1994, the Los Angeles Police Department conducted a total of nine employee focus group meetings for the purpose of developing a list of priorities the employees felt would make the LAPD a more employee centered organization. For the purpose of this project, only information pertaining to the increase in personnel and civilian participation was extracted from the study.

> A pilot focus group listed nineteen important topics. The need to "increase personnel numbers" was ranked number six on the list and the need for "more effective use of civilian employees" was ranked as number eight.
>
> A focus group consisting of diverse listed eighteen important topics. They did not list the need to "increase personnel numbers". However, the need for "more effective use of civilians" was ranked as number three.
>
> A civilian focus group listed fifteen important topics. The need to "increase personnel numbers" was ranked as number three and the need for "more effective use of civilian employees" was ranked number four.
>
> A second civilian focus group listed seventeen important topics. The need to "increase personnel numbers" was ranked number four and the need for "more effective use of civilian employees" was ranked six.
>
> A second Sergeant/Lieutenant focus group listed eighteen important topics. The need to "increase personnel numbers" was ranked number three and the need for "more effective use of civilian employees" was ranked number five.
>
> The first Sergeant/Lieutenant focus group and the first Police Officer/Detective focus group listed eighteen important topics while the second and third Police Officer/Detective focus groups listed fifteen important topics. These four focus groups gave high priority to the need to "increase personnel numbers", but neither of their lists contained the need for "more effective use of civilian employees.

That study shows that some work must be done to enhance the readiness of first line supervision and middle management for expanded use of civilian personnel. Particular effort must be given to preparing the rank and file sworn personnel for expanded use of civilian personnel.

However, there is an awareness within the Department that civilian personnel is important to the organization.

In 1994, the Strategic Initiative Task Force for Creating and Maintaining an Employee Centered Organization for the Los Angeles Police Department was created to develop goals and strategies for making the organization a more employe centered organization. This Task Force's number one goal was to "create an environment in the LAPD which emphasizes respect and dignity for all employees." Some of the strategies for reaching the goal are (1) eliminate bias and develop respect between different groups (sworn/civilian, patrol/staff, men/women), (2) create civilian parity with sworn officers at all ranks to eliminate bias, and (3) create improved career ladders for civilian employees.

CONCLUSION

This research question was explored because this researcher sought to determine methods for law enforcement agencies to increase police visibility at an affordable cost. One method was the use of civilians to provide services that are normally provided by sworn personnel. Since the 1970's, numerous law enforcement agencies had used civilians numerous tasks that were previously handled by sworn police officers. But there was a need to explore expanding the use of civilians. Research had shown no evidence that civilian personnel had been assigned to traditional detective functions. There were events and emerging trends that made it plausible to conduct further exploration of the notion of using civilians to investigate major felony crimes.

The findings in this study indicate using civilians to investigate major crimes is a probable future and that the Los Angeles Police Department is capable of implementing it. There are external threats and an internal weaknesses confronting this issue for which there are remedies.

The results of this study should be given strong consideration by all law enforcement agencies. The concerns that prompted this study are not only applicable to Los Angeles; Those concerns are prevalent throughout the nation.

Policy Considerations

In order to make the civilian investigators more effective, it is some policy changes be considered. It is recommended that State Legislators be lobbied to make changes that will ease restrictions on civilians in the area of criminal offenders record information (CORI), the ability to give hearsay testimony, and the ability to be affiants on search warrants.

It is recommended that police departments allow civilian detective personnel to obtain reserve officer status. This will give them police powers while on duty.

It is recommended that city governments make charter changes that allow police departments to gain access to any funds that are generated by cost cutting measures initiated by the concerned police departments.

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"Civilianization", Santa Ana, California Police Department

What Impact Will Civilian Personnel Have On The Investigation of Major Felony Crimes?

TECHNICAL REPORT

Willie Pannell

California Peace Officers Standards And Training

Command College Class 19

January 1995

19-0394

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INTRODUCTION

During the period between 1920 and 1970, most of the law enforcement community used the professional model of policing. The professional style of policing grew out of a reform movement to rid law enforcement of institutionalized corruption. The definition of the professional style of policing is well described in the 1991 Report of the Independent Commission on the Los Angeles Police Department (Christopher Commission Report). It described the "professional" style as follows;

> A "professional" model of policing is primarily concerned with maintaining a well-disciplined, highly trained, and technically sophisticated force insulated from improper political influence. Crime-fighting is seen as the principal objective of policing.[1]

However, the effort to insulate law enforcement from the political spoil systems and other forms of graft also created a gap between the police officers and the people they served. These aggressive patrol techniques tended to create confrontations with the public and left deep scars of bitterness toward law enforcement, in some segments of the public. Law enforcement leaders, faced with a growing distrust of their profession sought to make some changes that would make their organizations acceptable to the public. During the 1970's, then Los Angeles Police Chief Edward Davis, embarked on a course that would enhance the spirit of cooperation between his department and the public it served. Based on ideas espoused by Sir Robert Peel, in the 1800's, Davis initiated several innovative policing strategies that were designed to put the street level police officer closer to the public and cause them to be held more accountable for the service

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[1]Warren Christopher, The Report of the Independent Commission on the Los Angeles Police Department 1991

they provided. Most of Davis' ideas have been repackaged, enhanced and are now part of the new policing philosophy called "Community Policing". In the late 1980's and early 1990's, a large part of the law enforcement community began to change to this new policing philosophy. This was evidenced when the October, 1992, Report by the Special Advisor to the Board of Police Commissioners on the Civil Disorder in Los Angeles (Webster Commission) reported on a 1992 random survey of 66 police agencies across the nation. It was found that these agencies all were involved in some form of community policing. Community policing has several different titles and definitions depending on who's describing it at the time. However, it is safe to characterize it as a policing philosophy that creates a partnership between the concerned law enforcement agency and the community it serves. The Webster Commission Report had the following descriptions of Community Policing.

> "Community-oriented" policing, focuses on increasing police contact with the public outside of the context of criminal activity, partially in order to prevent crime, but also to improve the quality of life more generally. In community-oriented approaches, a much higher percentage of the force is out on the streets interacting with members of the community with a much higher degree of autonomy and discretion. Community-oriented policing methods are enjoying a resurgence in response to a widespread perception that the professional model is failing to abate the increase in crime in America's cities.[2]

A December 13, 1993 Business Week article, reporting on the cost of crime in America, also cited community policing as a method for addressing crime and the fear of crime. Business Week reported the following explanation of community policing.

> More and more police departments are focusing on prevention as well. This new philosophy goes under the name of "community policing," which means reorganizing police departments to put more officers in the field and focusing on helping neighborhoods prevent crime rather than just reacting to emergencies. That approach may

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[2]William Webster, Report by the Special Advisor to the Board of Police Commissioners on the Civil Disorder in Los Angeles October 1992

include having more police out walking beats, working with social service and community agencies, and generally getting to know the residents.[3]

Community policing focuses on prevention, as opposed to strictly apprehension. It consists of such components as problem solving strategies and high visibility patrol. This new policing philosophy triggered the need to add more officers to visible patrol functions. But that is not an easy task when budgets are tight. Since the late 1970's money sources for law enforcement steadily dried up and law enforcement administrators have been forced to look for alternate means of providing quality law enforcement services.

One method for addressing this need to move more officers to the patrol function is the use of non sworn personnel to provide services that are normally provided by sworn personnel. This researcher believed this was a viable option and sought to determine the extent to which civilians were being used in police functions.

To prepare for this study, an information scan was conducted for academic and empirical studies regarding the use of civilians in law enforcement. Inquiries were made to the Police Foundation, Police Executive Research Foundation (PERF), California Peace Officers Standards and Training library, and the School of Public Administration library at the University of Southern California.

The information scan revealed that there were several studies conducted regarding civilianization during the 1970's and 1980's. Most of the researchers supported the use of non sworn personnel

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[3]Michael J. Mandel, "The Economics of Crime" Business Week December 13, 1993 p. 72-85

to provide services that were normally provided by sworn personnel. James Hennessy, writing in The Police Chief, April, 1976, reported on the results of a survey conducted of sixteen law enforcement agencies across the nation. Hennessy reported that personnel investments represented an average of slightly more than 90 percent of the total budgets of the sixteen agencies that were surveyed. Hennessy made the following statement;

> When an organization spends 90 percent of its money in one area, it must seriously question the quality and quantity of the return, the efficiency and effectiveness of the profit. In brief, what are we getting for our money? Are we achieving our goals? If so, are we achieving them with the minimum amount of investment necessary? If the biggest expense in a police department is people, then the types and allocations of people must be its most productive resources.[4]

Hennessy's study showed that all law enforcement agencies were using civilians in some functions that were once performed by sworn personnel. Those programs had shown favorable results but they had been limited mostly to the area of administration, crime scene technicians, traffic investigations, traffic and parking control, background investigations, and crime analysis.

Hennessy also listed four benefits to civilianization which were as follows; (1) dollars savings, (2) greater availability of sworn personnel for law enforcement work, (3) increased specialization applied to particular tasks and (4) increased productivity.

Robert L. Snow was another proponent of using civilian personnel in some law enforcement functions that were traditionally assigned to sworn personnel. Snow, writing in Law and Order, 1989, made the following statements in support of civilianization;

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[4]James Hennessy, "The Use of Civilians In Police Work". The Police Chief April 1976, p. 36-38

> (1) the lower cost of pay and benefits for most civilian employees, (2) civilianization allows a larger percentage of a department's officers to be used in direct policing duties, (3) the productivity of a job increases if the person hired for that job has been trained specifically for it, (4) a department does not have to worry about civilians being promoted out of job areas as often happens with sworn officers, and (5) civilian positions can serve as an intern program for people who are interested in police work.[5]

Hennessy and Snow listed economic benefits as the top advantages of using civilians in law enforcement functions. However, economics was not the primary driver for the original proposal for increased use of civilians in law enforcement functions. Civilianization first gained national attention as part of a package of policy recommendations, by the President's Crime Commission in 1967. The recommendation was aimed at resolving the urban police crisis of the 1960's.

The efficacy of civilianization was not embraced by all experts. In 1976, George W. Greisinger, Senior Staff Associate with Public Administration Service, Washington D.C., wrote a rebuttal to James Hennessy's article. Greisinger did not believe civilianization would save money. He stated that hiring a lower paid civilian to fill a position held by a sworn officer and then transferring the sworn officer to the field will not reduce an agency's overall salary cost. He further stated that simply adding personnel is nothing more than gimmickry and less than responsible personnel management.[6]

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[5]Robert L. Snow, "Strengthening Through Civilianization." Law and Order April 1989, p.58-60

[6]George Greisinger, "The Use of Civilians In Police Work - Rebuttal." The Police Chief July 1976, p.28-31

However, Greisingers's argument was, obviously, not convincing and several police departments across the nation initiated civilianization programs. Kansas City, Missouri; Indianapolis, Indiana and Santa Ana, California are some of the agencies that initiated civilianization programs. In fact, Robert Snow's article, noted earlier, was based on a study of the Indianapolis Police Department.

However, there was a need to look at the use of civilians in police functions in which they had not been previously used. This would allow agencies to expand their use of civilians and reassign more officers to field duty. One such function was the follow up investigation of major felony or "index crimes". The FBI described major or index crimes, also called Part I crimes, as homicide, robbery, rape, aggravated assault, auto-theft and larceny crimes. The information scan showed no evidence that any law enforcement agencies were using civilians to investigate major crimes. That prompted this researcher sought to look closer at the issue. Two surveys were conducted by this researcher and they also found no evidence that civilian personnel were being used to investigate major crimes.

In August 1994, a survey of the Los Angeles Police Department's eighteen geographic detective divisions was conducted to determine to what extent they were using civilians in the investigative function. The divisions were polled regarding their use of citizen volunteers and civilian employees. Fifteen of the eighteen divisions responded to the survey with the following results;

All divisions reported using civilian employees for computer input, clerical tasks and crime

analysis functions. One division used citizen volunteers for computer input. Five divisions used citizen volunteers and one division used civilian employees to contact victims on non-workable cases. Two divisions used civilian employees to handle annoying and threatening phone call cases. And one division used citizen volunteers to contact parents of missing juveniles. None of the divisions were using non sworn personnel to investigate major felony crimes.

In October, 1994, a telephonic survey of twenty law enforcement agencies was conducted to determine if civilians were being used to investigate major crimes. None of the agencies reported using civilian personnel in the investigation of major crimes.

This researcher then sought to determine if there were events and emerging trends that made it plausible to conduct further study into the expanded use of non sworn personnel in law enforcement functions, particularly, the investigative function. This was done through an environmental scan of newspapers, journals, periodicals and magazine articles.

The most important conclusions drawn from the scanning were: 1) the end to the cold war caused a loss of jobs and added to the economic woes of many state and local governments.[7] And 2) a RAND corporation study concluded that due to the methods and techniques used by investigators, some parts of the investigative functions can be performed by clerks in lieu of investigators.[8]

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[7]Ralph Vartabedian, "L.A. Defense Job Losses Twice the U.S. Rate." The Los Angeles Times January 5, 1993, p.D1

[8]Daryl F. Gates and Lyle Knowles, "An Evaluation Of The RAND Corporation's Analysis Of The Criminal Investigation Process." The Police Chief, July 1976, p.76

The literature review and other survey methods revealed the most significant emerging trends were; 1) a large reserve of well educated persons looking for work due to organizational downsizing.[9] 2) a major increase in violent crime across the nation.[10] 3) the desire, by most departments, to create more community involvement in their operation. And 4) improving technology has enhanced the ability to obtain information needed in police investigations.[11]

The trend of increasing violent crime was also discussed in reports by Time magazine and USA Today which indicated a small decrease in the current crime statistics but a high level of fear of crime. According to the Time magazine article;

> The FBI figures for the first six months of 1993, the latest available, show violent crime down 3%. Crime overall was down 4%. But the national psyche doesn't make seasonal adjustments. Whatever the latest backlash owes to hype and hysteria, it is also a response to a festering problem. Most crime is down or leveling out, but only when compared with the plateau it reached in the late 70's. It's hard to take comfort from the news that the murder rate, though lower than three years ago, is twice what it was three decades ago. And over the past 10 years the incidence of violent crime generally has risen more than 23%.[11]

Based on the concern over continued economic constraints and the need to deliver more efficient and effective service, a future research question on further civilianization of more critical police investigation functions was worthy of exploration. Therefore, a future research issue was

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[9]Janice Castro, "Disposable Workers." Time March 29, 1993 p.43-47

[10]Barbara Kantrowitz, "Wild In The Streets." Newsweek August 2, 1993, p.40-46

[11]William S. Session, "Criminal Justice Information Services." FBI Law Enforcement Bulletin February 1993 p.1-3

[11]Richard Lacayo, "Fear of Crime Up." TIME February 7, 1994 p.51-53

formulated as follows: "What impact will civilian personnel have on the investigation of major felony crimes by the year 2004?"

In order to adequately address the futures research issue, it was necessary to identify sub-issues that would be important for addressing the issue. In response to this need, a group of law enforcement managers were assembled to conduct a brainstorming exercise on the issue. The below listed group of law enforcement managers were assembled to critique the selected futures issue questions.

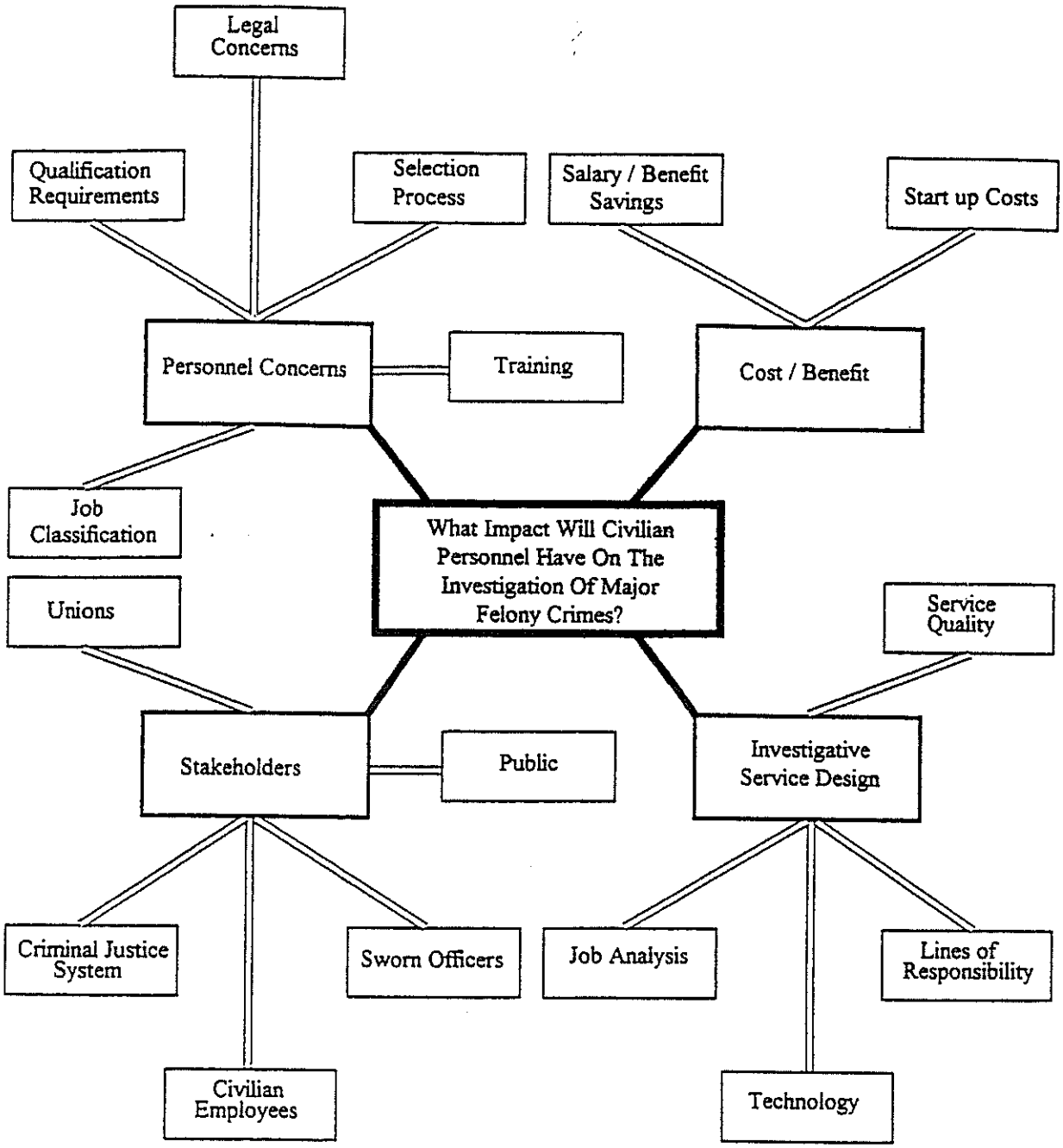
Commander Daniel Watson, Los Angeles Police Department

Captain Eric Lillo, Los Angeles Police Department

Captain Steven Krull, East Bay Regional Park District, Alameda County, California.

As a result of a brainstorming exercise, by the above listed group, a futures wheel was constructed for the purpose of charting individuals, groups, actions, events and concerns that impacted the selected issue.

FUTURES WHEEL



Three sub-issues were selected from the most prominent issues identified on the futures wheel. These sub-issues were selected because the group believed that they were critically important to a thorough and valid investigation of the issue. Those three sub-issues are described as follows;

SUB-ISSUE #1

What will be the fiscal impact of using civilians to investigate major felony crimes?

There was a need to examine this sub-issue because previous studies showed that there were people who believed the use of civilians in law enforcement functions would save money while others felt that any savings would be short lived.

SUB-ISSUE #2

What tactics will be used to address anticipated personnel issues associated with assigning civilians to investigate major felony crimes?

There was a need to determine the level of acceptance by sworn personnel and the level of resistance by the sworn officers' unions.

SUB-ISSUE #3

What actions will be taken to address legal constraints on the use of civilians to investigate major felony crimes?

There are several legal constraints that could place a limit on what law enforcement functions non sworn personnel can perform.

DEFINING THE FUTURE

The initial research conducted by this researcher determined that the use of non sworn personnel in functions that were traditionally handled by sworn personnel had been successful. It was also determined that certain events and trends supported exploring the expanded use of non sworn personnel, specifically, in the investigation of major felony crimes. That information resulted in the identification of a futures research issue and sub-issues.

In order to address the futures research issue, there was a need to identify trends and future events that will possibly have some affect on the issue and sub-issues. In this case, the futures research tracked the past and future level of identified trends over a fifteen year period to determine their significance to the issue and sub-issues. This futures research also forecasted the level of probability that the identified events will occur and the type of impact they will have on the issue and sub-issues. The identified trends and events were analyzed and scenarios for addressing the issue and sub-issues were developed.

NOMINAL GROUP TECHNIQUE (NGT) PROCESS

To initiate the futures research process, a Nominal Group Technique (NGT) process was conducted. The NGT involves assembling a small panel of subject-matter experts to identify and rank order the significant events and trends that would effect the issues and sub-issues in this research.

An effort was made to select a group of persons with a wide range of experience, educational

background and expertise. This would allow for a more balanced examination of the issue and avoid a strictly law enforcement view. The below listed nine individuals participated.

Dr. Nancy Milstead, Clinical Psychologist, currently employed by the Los Angeles Police Department's Behavior Science Services Section.

Michael Melton, Captain with the Los Angeles Police Department.

James Butts, Chief of Police, Santa Monica, California.

David Brown, Constituent Relations Deputy to a Los Angeles City Councilperson.

George Richter, Citizen volunteer with the Los Angeles Police Department's Wilshire Detective Division.

Otis Dobine, Lieutenant with the Los Angeles Police Department.

Samuel Dacus, Captain with the Southern California Metropolitan Transit Authority Police.

Peggy Jo Fulton, Director of Total Quality Management at the Northrop Aircraft Division.

Robert Taylor, Assistant to the Chief of the University of Southern California Security Police.

The group was assembled and allowed to read the information provided in the introduction portion of this research paper. The group was then presented with the issue, a list of tasks performed by investigators and a list of crimes categorized as major crimes. The group was informed that the tasks consisted of arresting suspects, interrogating suspects and arrestees, interviewing victims and witnesses, writing follow-up reports, analyzing crime patterns, researching arrestees and suspects' criminal background, working with other law enforcement agencies, working with probation and parole agents, presenting cases to the District and City Attorneys, and testifying in court. The group was also informed that the types of crimes involved

in major crimes consisted of murder, robbery, burglary, rape, assault, auto-theft, and larceny.

The group was instructed on the definitions of events and trends. They were told that an event is a one time occurrence while a trend is a series of events over a period of time. They were then instructed to, individually, list all events and trends that would impact the issue being examined. Once that phase of the process was completed, a round-robin procedure was used to collect and compile a consolidated list of all events and trends. The group identified thirty-seven trends as occurrences that could impact the issue being examined.

A process was initiated to narrow the list of trends to ten for the purpose of conducting futures forecasting and impact analysis. Several trends were combined into one because of their similarity.

The group was instructed to individually select the ten trends they believed were the most important to the issue and sub-issues and assign a numerical weight of one through ten to each selected trend, in accordance with its perceived importance. The weights given to the individually selected trends were collected, computed and the ten trends with the highest numerical total were selected for futures forecasting and impact analysis. The following trends were selected:

T1. Feasibility of automation in desk top follow-up.
This means the level of automation that will allow the investigators to conduct a large part of their follow-up investigations at their desks.

Note: This was item number seven on the original list. During the top ten selection process, it was combined with items listed as numbers nine and seventeen on the original list because of their close similarities.

T2. Amount of economic trouble for government.
The economic conditions in the nation, particularly in California, could have a bearing on the feasibility of the issue.

T3. Quality of applicant pool for sworn personnel.
The intellectual and educational levels as well as the integrity of the applicants.

T4. Level of public acceptance of civilians.
The level at which the public feel they will be getting quality service from civilians in traditionally sworn positions.

T5. Level of citizen involvement in fighting crime.
The level at which citizens are personally involved in the protection of their neighborhoods.

T6. Level resistance to civilians by sworn personnel.
The level in which sworn officers resist the hiring of civilians for traditionally sworn positions.

T7. Level of violence by criminals.
The level if crimes characterized as violent crimes that are occurring in the nation.

T8. Level of proactive policing adopted.
The level in which agencies adopt policing strategies that are designed prevent crime and target career criminals.

T9. Level of public support for law enforcement.
The level in which the public voice and vote their support for law enforcement.

T10. Level of sensationalism of crime by the media.
The level in which the media make crime incidents larger than is necessary.

Trend Analysis

The NGT group was used to conduct an analysis of the ten selected trends. The purpose of this process was to analyze the trends identified by the NGT panel as important to the issue and sub-issues being examined and determine their level of prominence in the past and in the interesting

future. The group was instructed to individually analyze each of the ten trends and, using 100 as the level of the trend today, determine the magnitude of each trend in 1989, 1994 and 2004. The group's analysis was then documented on graphs. Each trend was analyzed to show the spread of the group's opinion. The following graphs shows the forecasts of the members in the high, median, and low levels.

TREND STATEMENT FORECASTS
HIGH, MEDIAN AND LOW RANGES

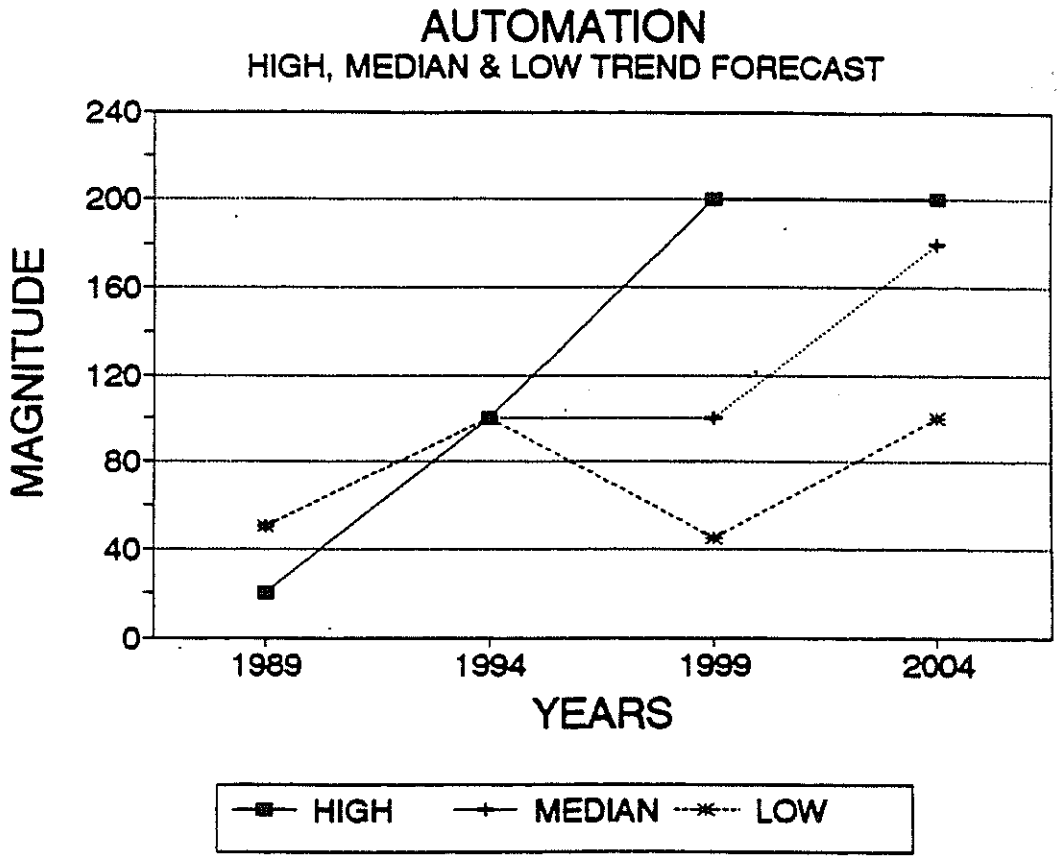
TREND STATEMENT	TREND LEVEL 1989	TREND LEVEL 1994	TREND LEVEL 1999	TREND LEVEL 2004
FEASIBILTY OF AUTOMATION IN DESK TOP FOLLOWUP	20 50 50	100 100 100	200 100 45	200 H 180 M 100 L
AMOUNT OF ECONOMIC TROUBLE FOR GOVERNMENT	50 95 30	100 100 100	110 105 25	200 H 110 M 40 L
QUALITY OF SWORN APPLICANT POOL	50 70 70	100 100 100	150 110 10	200 H 125 M 25 L
LEVEL OF PUBLIC ACCEPTANCE OF CIVILIANS	10 90 25	100 100 100	130 120 25	200 H 130 M 50 L
LEVEL OF CITIZEN INVOLVEMENT IN FIGHTING CRIME	40 75 150	100 100 100	200 115 75	240 H 125 M 60 L
LEVEL OF RESISTANCE TO CIVILIAN DETECTIVES BY SWORN PERSONNEL	75 20 150	100 100 100	120 110 85	200 H 120 M 75 L
LEVEL OF VIOLENCE BY CRIMINALS	70 75 75	100 100 100	170 125 20	240 H 150 M 50 L
LEVEL PROACTIVE POLICING ADOPTED	85 80 10	100 100 100	125 120 50	200 H 140 M 90 L
LEVEL OF PUBLIC SUPPORT FOR LAW ENFORCEMENT	90 60 70	100 100 100	200 110 100	200 H 130 M 120 L
LEVEL OF SENSATIONALISM OF CRIME BY MEDIA	95 90 25	100 100 100	200 125 25	240 H 150 M 50 L

THE EVALUATION OF EACH TREND STATEMENT BY THE NOMINAL GROUP TECHNIQUE PANEL MEMBERS WITH THE HIGH, MEDIAN AND LOW OPINIONS. THE HIGH, MEDIAN AND LOW SELECTIONS ARE BASED ON THEIR FORECASTED LEVEL IN THE YEAR 2004.

H = HIGH RANGE M = MEDIAN RANGE L = LOW RANGE

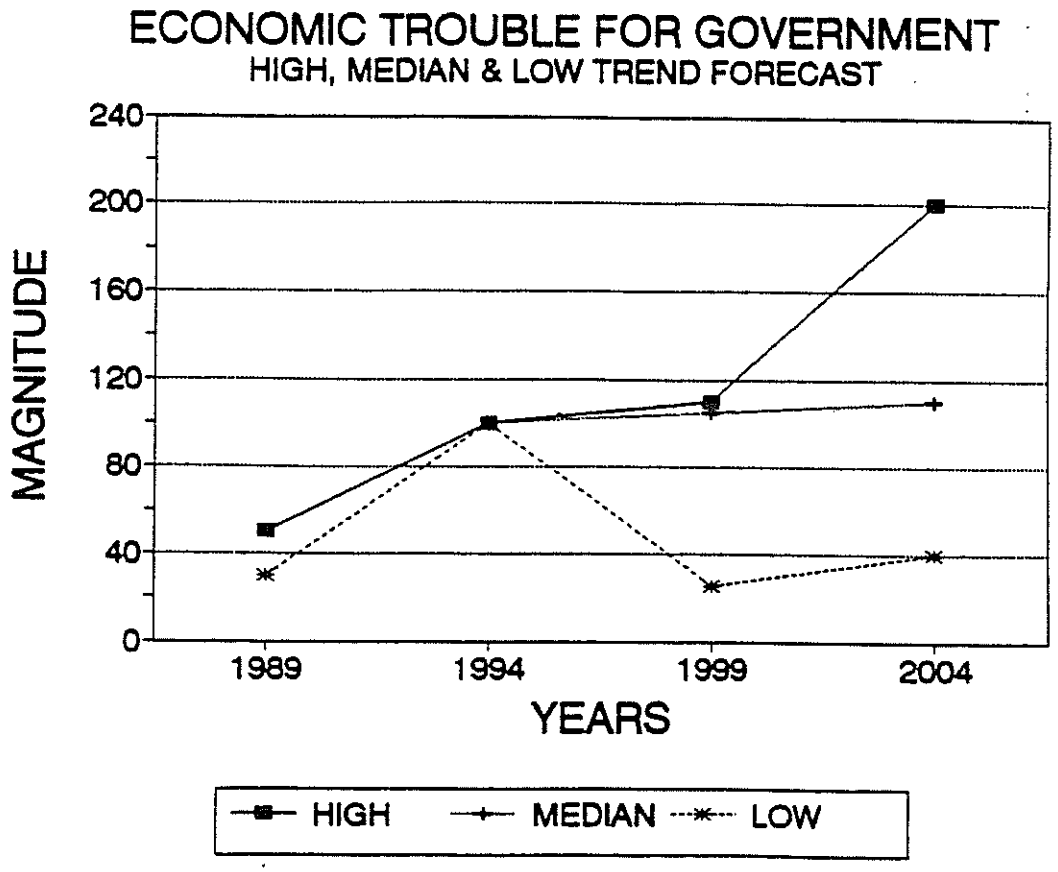
Trend #1. Feasibility of automation in desk top Follow-up.

The analysis of the opinion spread on this trend showed that most of the group members agreed that automation in law enforcement was not very high 1989. However, they were wide spread in their opinion at the 1999 mark. One member felt that the level of automation would stay at the 1994 level through 1999 then move to a higher level. Another member felt that the level of automation would actually drop from the 1994 level by 1999 then move back to the 1994 level by the year 2004.



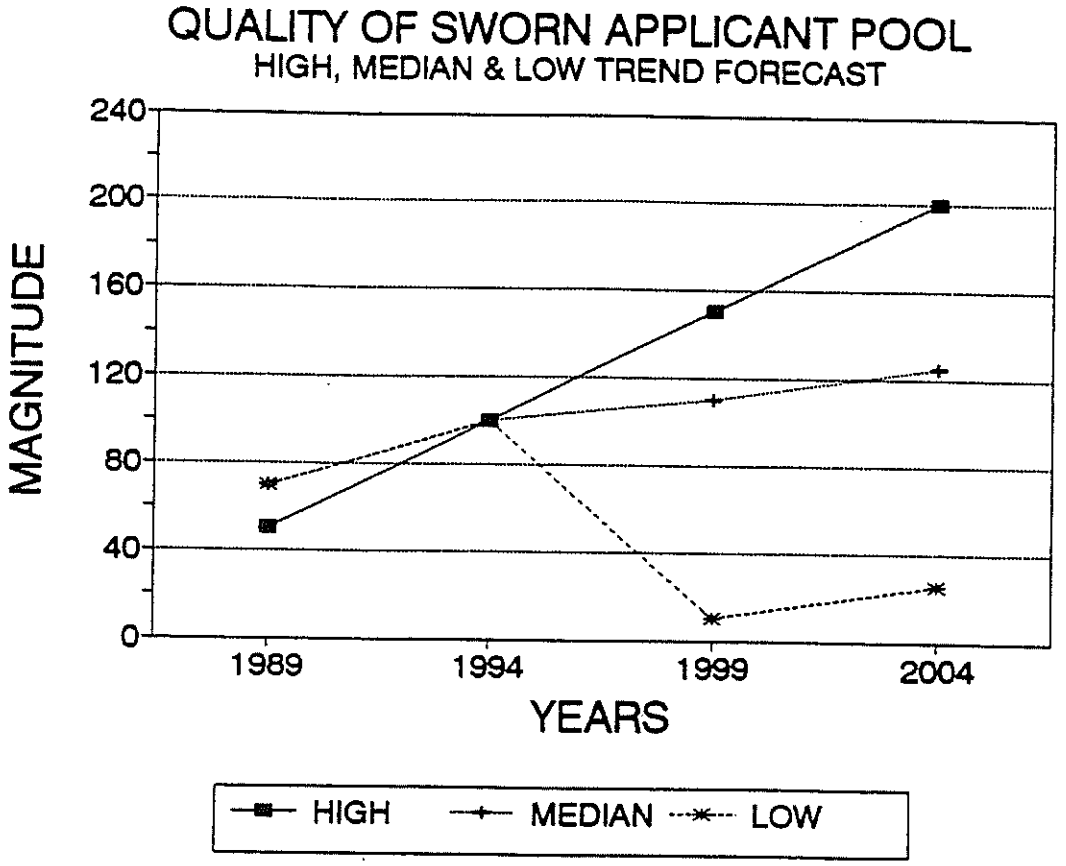
Trend #2. Amount of economic trouble for government

The analysis of the opinion spread showed that most group members felt that in 1989 the level of economic trouble for the government was lower than in 1994. Two of the members felt that the trend would remain at the 1994 level through 1999 with one of them feeling that it would remain approximately the same in 2004 and the other one seeing a dramatic rise by 2004. Another member felt that economic conditions would worsen dramatically by 1999 then get better.



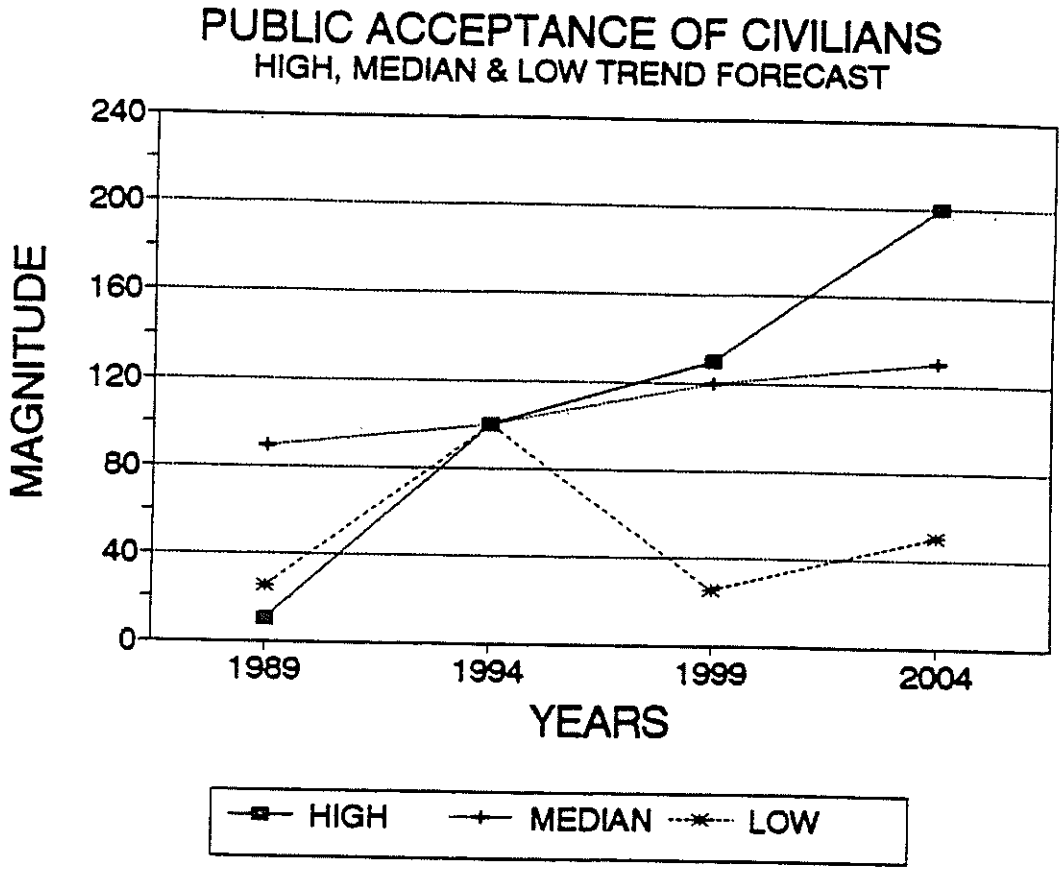
Trend #3. Quality of applicant pool for sworn personnel

The analysis of the opinion spread showed that the members felt that the quality of the sworn personnel applicant pool was worse in 1989 than in 1994. Two members felt that there would be a steady increase in the quality of the sworn applicant pool through 2004 while one member felt that the quality of the sworn applicant pool would decrease tremendously by 1999 then rise slightly by 2004.



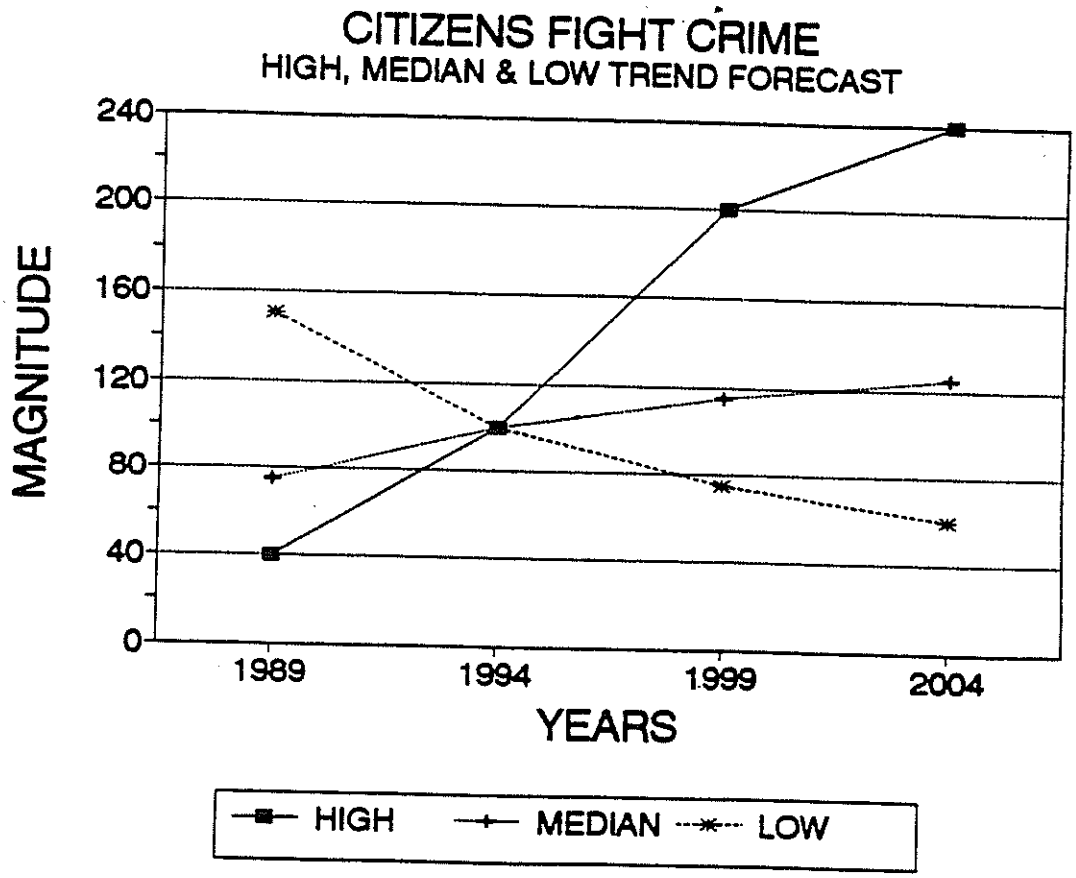
Trend #4. Level of public acceptance of civilians

The analysis of the opinion spread showed that all members felt that public acceptance of civilian law enforcement employees was lower in 1989 than in 1994. In fact, two members felt that it was much lower in 1989. One member saw a steady increase in public acceptance of civilians 2004 while one member saw a modest increase by 1999 and a dramatic increase by 2004. One member saw a drop in public acceptance of civilians by 1999 then a modest increase by 2004.



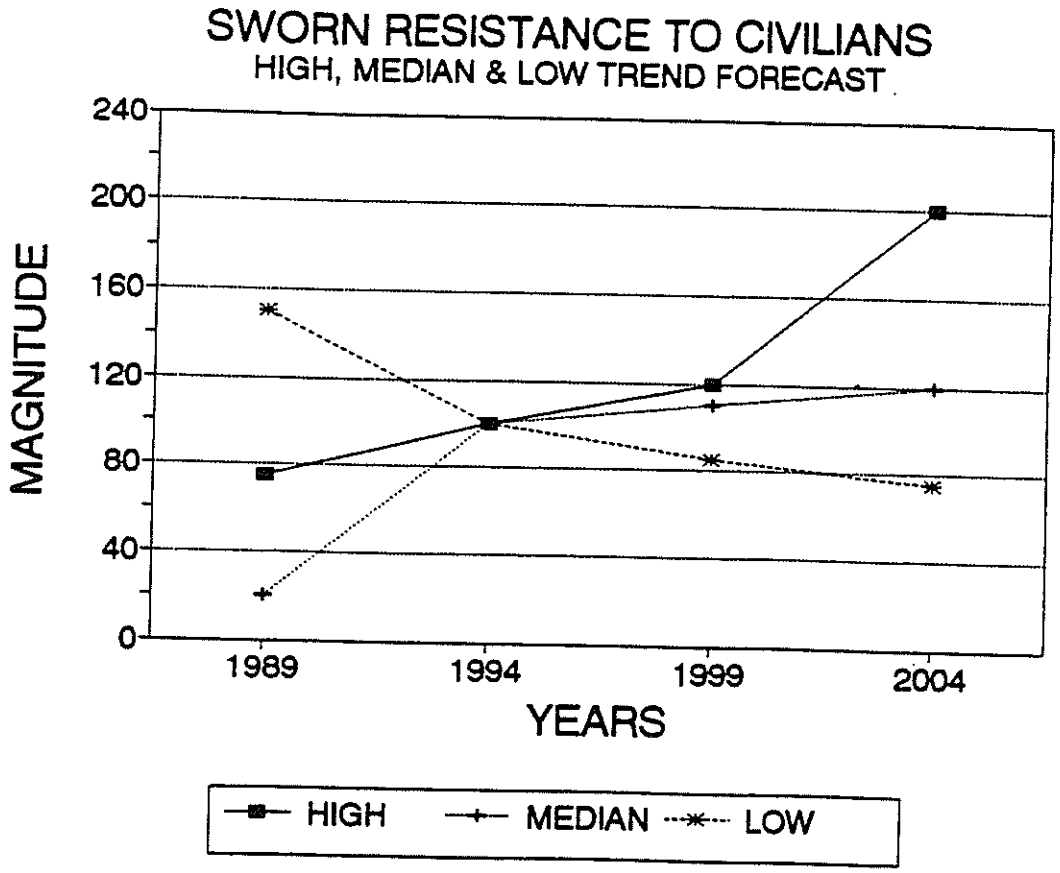
Trend #5. Level of citizen involvement in fighting crime

The analysis of the opinion spread showed that two members of the group felt that this trend was lower in 1989 than in 1994 while one member thought that it was much higher in 1989. One member felt the trend would increase slightly through 2004, while one member felt that it would have a tremendous increase by 1999 and continue to increase by 2004. One member felt that the trend would decrease through 2004.



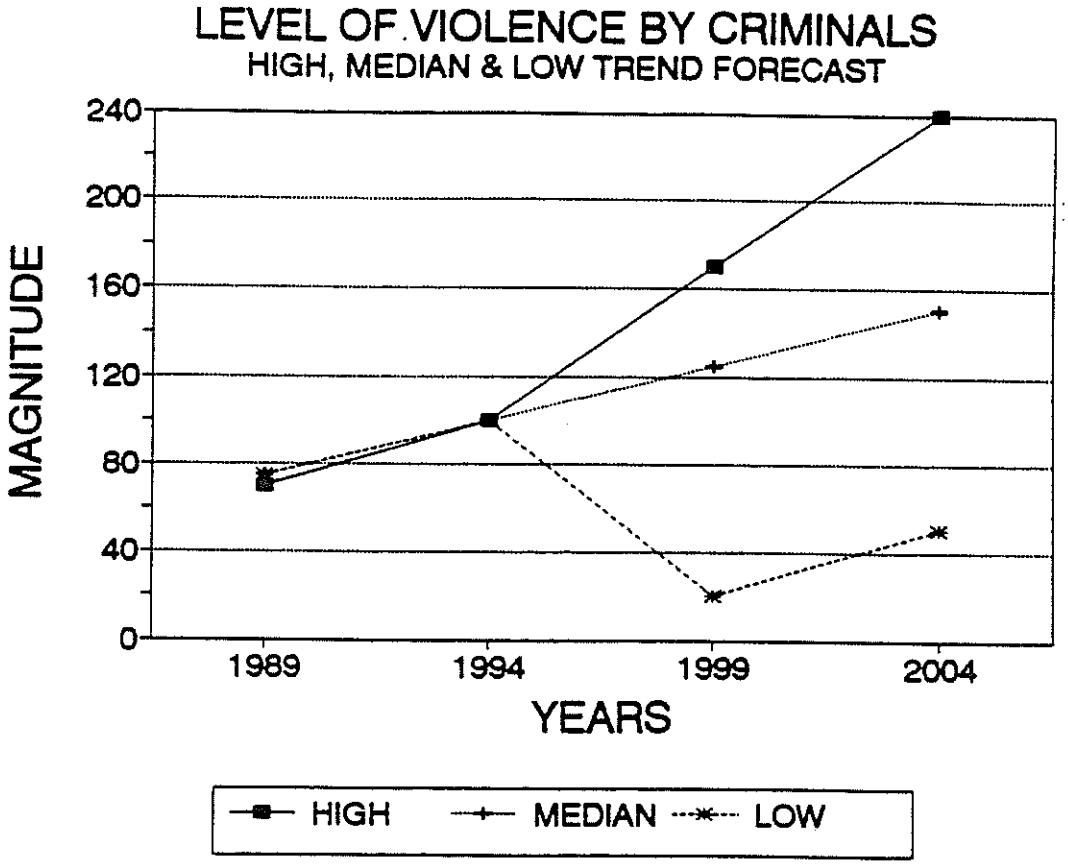
Trend #6. Level of resistance to civilians by sworn personnel

The analysis of the opinion spread showed a fairly wide range of opinion on the level of this trend in 1989. One person believed it was much higher in 1989. Two persons saw it lower in 1989 with one person believing it was much lower in 1989. One person saw a slight steady decrease in this trend through 2004, while another saw a slight steady increase in the trend through 2004. One person saw the 1994 level holding as the same in 1989 then a dramatic increase by 2004.



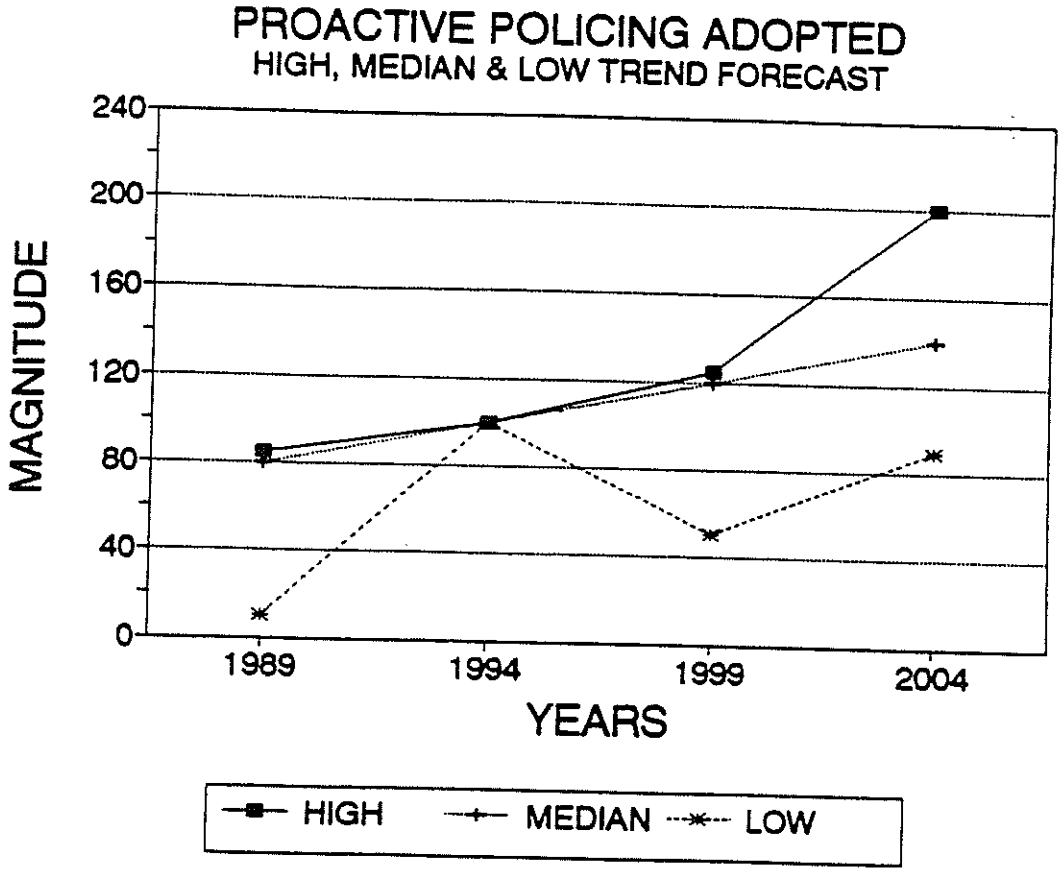
Trend #7. Level of violence by criminals

The analysis of the opinion spread showed that all members believed that this was lower in 1989 than in 1994, but their views started to spread as they focused on the future. Two of the members showed varying degrees of an increase in violence through 2004. One person saw a sharp decrease in the level of violent crime by 1999 with a moderate up swing through 2004.



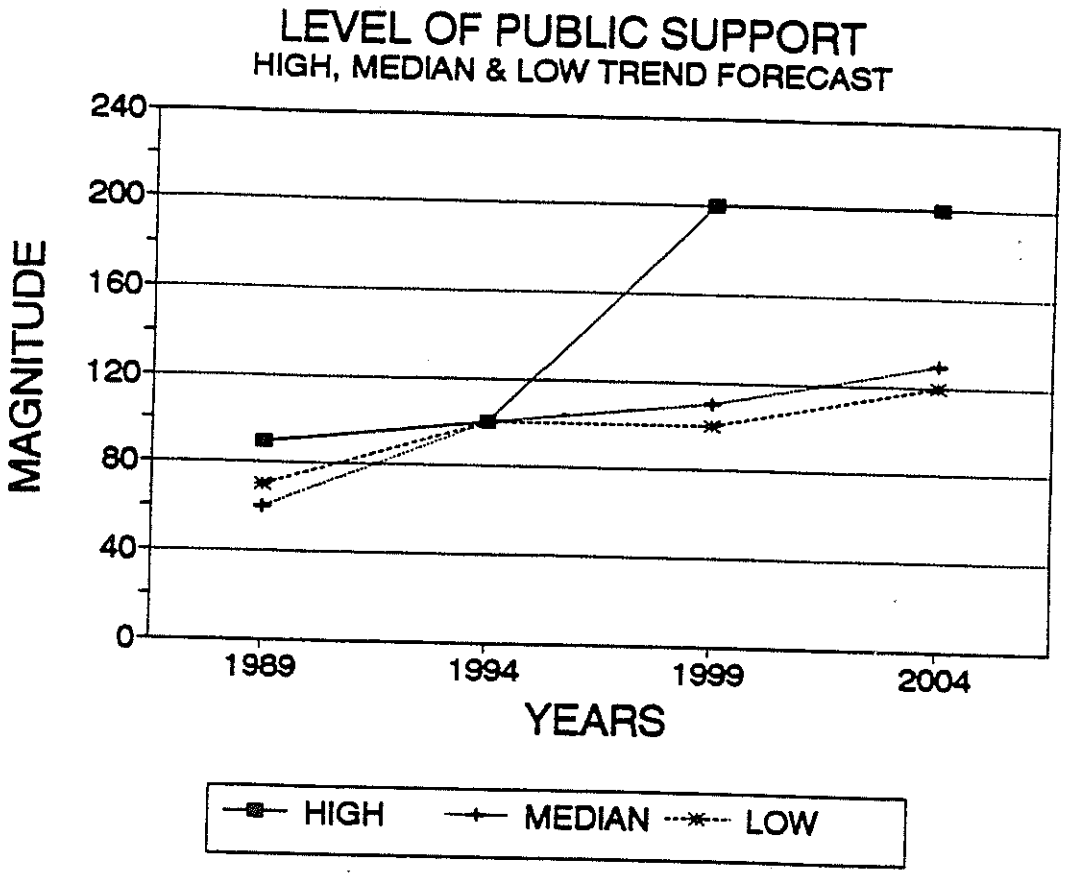
Trend #8. Level of proactive policing adopted

The analysis of the opinion spread showed that all members felt that the level of proactive policing was lower in 1989 than in 1994. One member saw a slight continuous increase through 2004 while one member saw a hold at the 1994 level through 1999 then a dramatic increase by 2004. One member saw a sharp decrease in this trend through 1994 then an increase almost to the 1994 level through 2004.



Trend #9. Level of public support for law enforcement

The analysis of the opinion spread showed that most members felt public support for law enforcement was in 1989 than in 1994. Two of the members felt that public support for law enforcement would increase slightly through 2004. One of the members saw a drastic increase, by 1999, to a level that will hold steady through 2004.



Probability Forecasts And Impact Analysis

The NGT panel was also used to conduct probability forecasts and impact analysis of the final selected events. This process was also designed to determine the level of impact the identified future events will have on the issues and sub-issues as well as the probability of each identified event occurring during the next ten years.

The group was instructed to, individually, analyze each of the top ten events and forecast the probability of each occurring in the next five and ten years. They were also instructed to forecast what year would the probability of the event occurring exceed zero. The group was further instructed to determine what positive and/or negative impact the event would have on the issue being examined if the event occurred. The impact level ranged from zero to ten (0-10). The opinions of the panel members with highest, median and lowest forecasts were then displayed on a chart to show the range of opinion difference on each event. The chart below depicts the high, median and low opinions on the events.

EVENT STATEMENT FORECASTS
HIGH, MEDIAN AND LOW

EVENT STATEMENT	YEARS UNTIL PROB > ZERO	PROB IN FIVE YEARS (0-100)	PROB IN TEN YEARS (0-100)	POS. IMPACT (0-10)	NEG. IMPACT (0-10)
POLICE UNION	1	85	100 H	0	10
ATTEMPTS TO BLOCK	2	80	90 M	0	7
CIVILIAN DETS	2	40	60 L	0	5
VIOLENT CRIME	1	100	100 H	2	0
REACHES ALL TIME	1	90	90 M	8	0
HIGH	5	25	50 L	4	10
NUMBER OF RETIRED >	5	50	100 H	5	0
THOSE AVAILABLE FOR	5	30	70 M	8	0
EMPLOYMENT	5	10	30 L	9	0
GOVERNMENT	2	80	80 H	0	5
INCREASES CIVILIAN	3	30	60 M	3	0
BENEFITS	5	10	25 L	5	5
INVESTIGATIVE	2	75	75 H	10	0
SERVICES CONTRACTED	5	10	50 M	5	0
OUT	0	0	0 L	0	0
POST CERTIFIES	5	80	100 H	8	0
DETECTIVE	2	30	60 M	8	0
SPECIALIST	5	10	40 L	8	0
CIVILIANS DEMAND	1	80	100 H	0	10
GREATER BENEFITS	2	60	80 M	5	5
	5	40	60 L	5	5
WORLD WIDE	2	25	60 H	8	0
DEPRESSION	4	10	25 M	0	10
	0	0	0 L	0	0
PENAL CODE MADE	2	50	100 H	10	4
ADAPTABLE FOR	5	20	30 M	5	0
CIVILIANS	5	2	5 L	1	0
DOUBLE DIGIT	2	80	100 H	5	0
INFLATION	3	25	50 M	5	0
	0	0	0 L	0	0

THE PROBABILITIES OF EACH EVENT BY THE NOMINAL GROUP PANEL MEMBERS WITH THE HIGH, MEDIAN AND LOW FORECASTS. THE HIGH, MEDIAN AND LOW SELECTIONS ARE BASED ON FORECAST LEVELS AT THE TEN YEAR MARK.

H = HIGH RANGE M = MEDIAN RANGE L = LOW RANGE

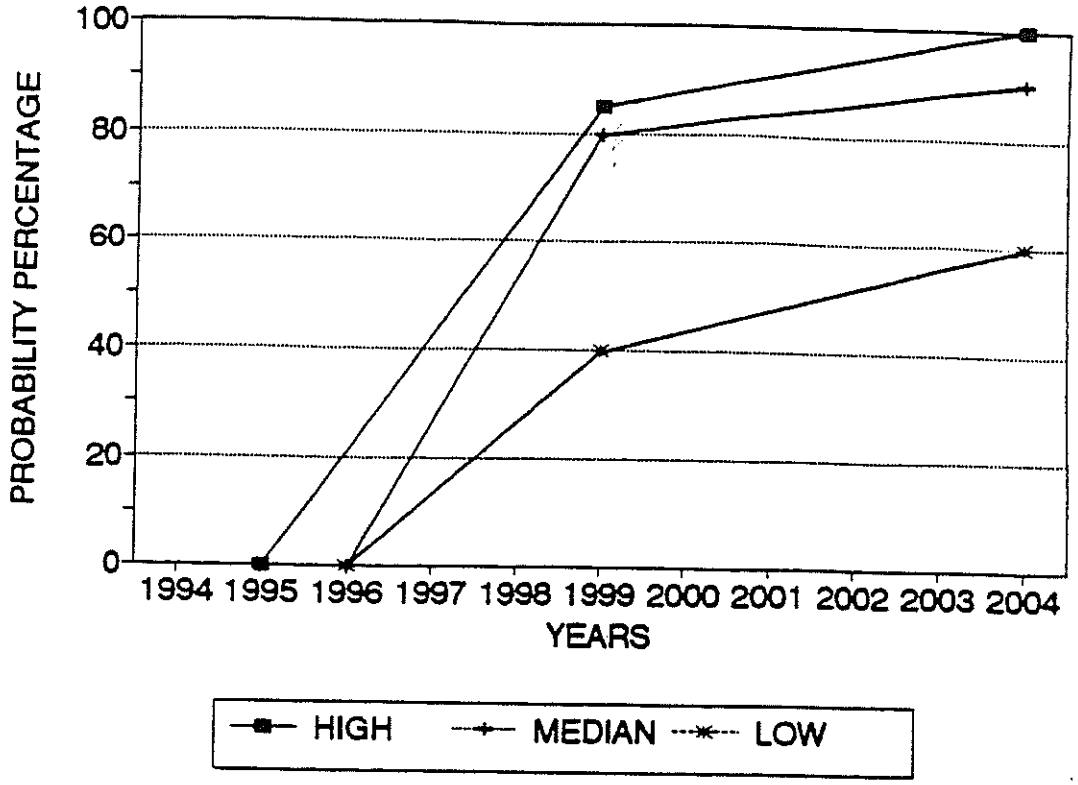
Each event was individually graphed to illustrate the panel's high, median and low forecasts of its probability of occurring and its level of impact on the issue.

Event #1. Police Union Attempts To Block The Use Of Civilian Detectives.

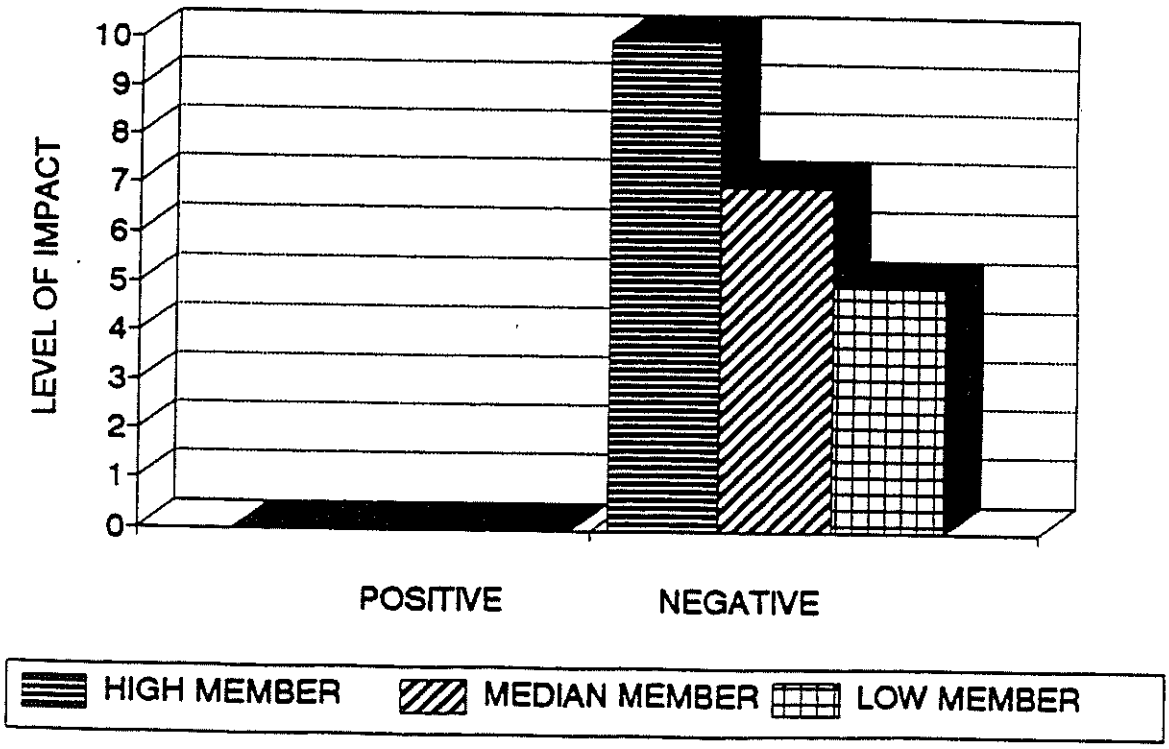
The group felt that the unions for sworn personnel would object to civilianization on the basis that jobs and opportunities will be taken away from their members. It was believed that pressure would be used, during the collective bargaining process, to dissuade such action. An example would be a "work slow down" or "by the book" threat if civilians were assigned to traditional investigative tasks.

Analysis of the opinion spread showed that the panel member in the high range forecasted the probability of this occurring at 85 percent by 1999 and a 100 percent probability of it occurring by 2004. That member felt that the probability of this event occurring would leave zero sometime during 1995. The member felt that this event would have a negative impact level of 10, on a scale of zero to ten, on the issue. The panel member in the median range forecasted the probability at 80 percent by 1999 and 90 percent by 2004. This member felt that the probability of this occurring would leave zero in 1996 and that it would have a level 7 negative impact on the issue. The panel member in the low range forecasted the probability at 40 percent by 1999 and 60 percent by 2004. That member felt the probability of this event occurring would leave zero in 1996 and that it would have level 5 negative impact on the issue.

POLICE UNION BLOCKS CIVLIAN DETECTIVES
HIGH, MEDIAN & LOW PROBABILITY FORECAST



IMPACT FORECAST OF PANEL MEMBERS WITH HIGH, MEDIAN & LOW PROBABILTY FORECAST

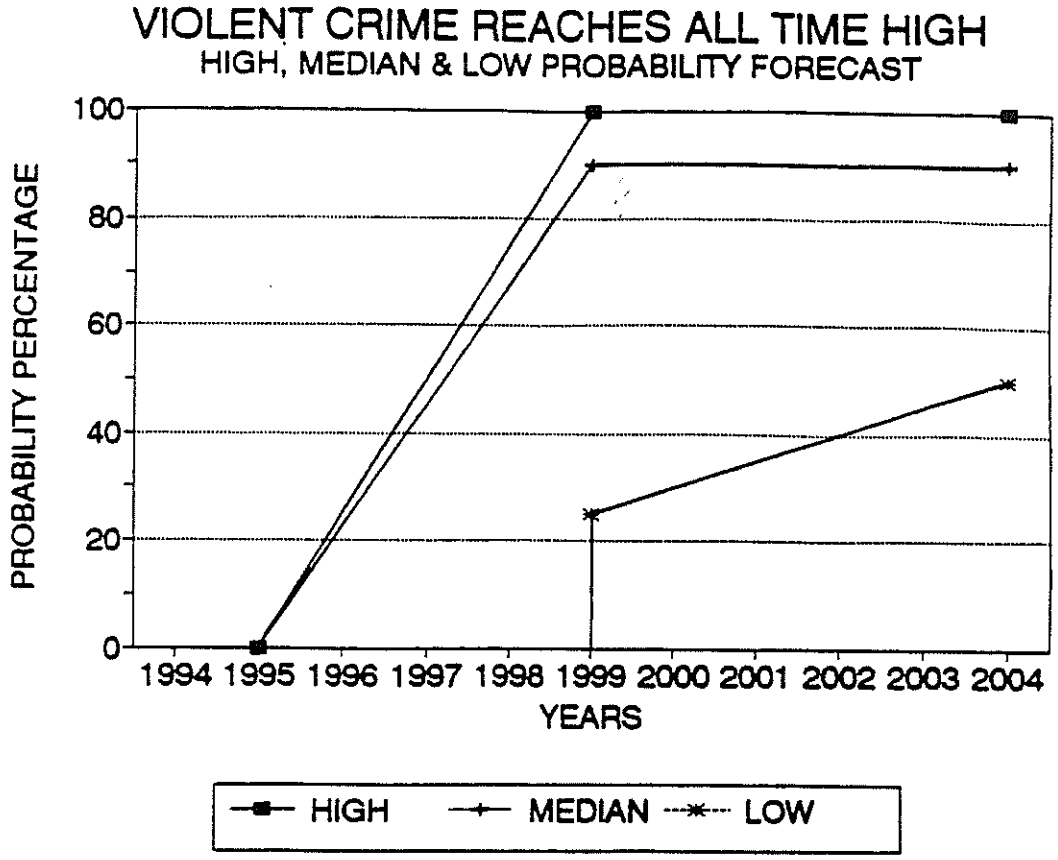


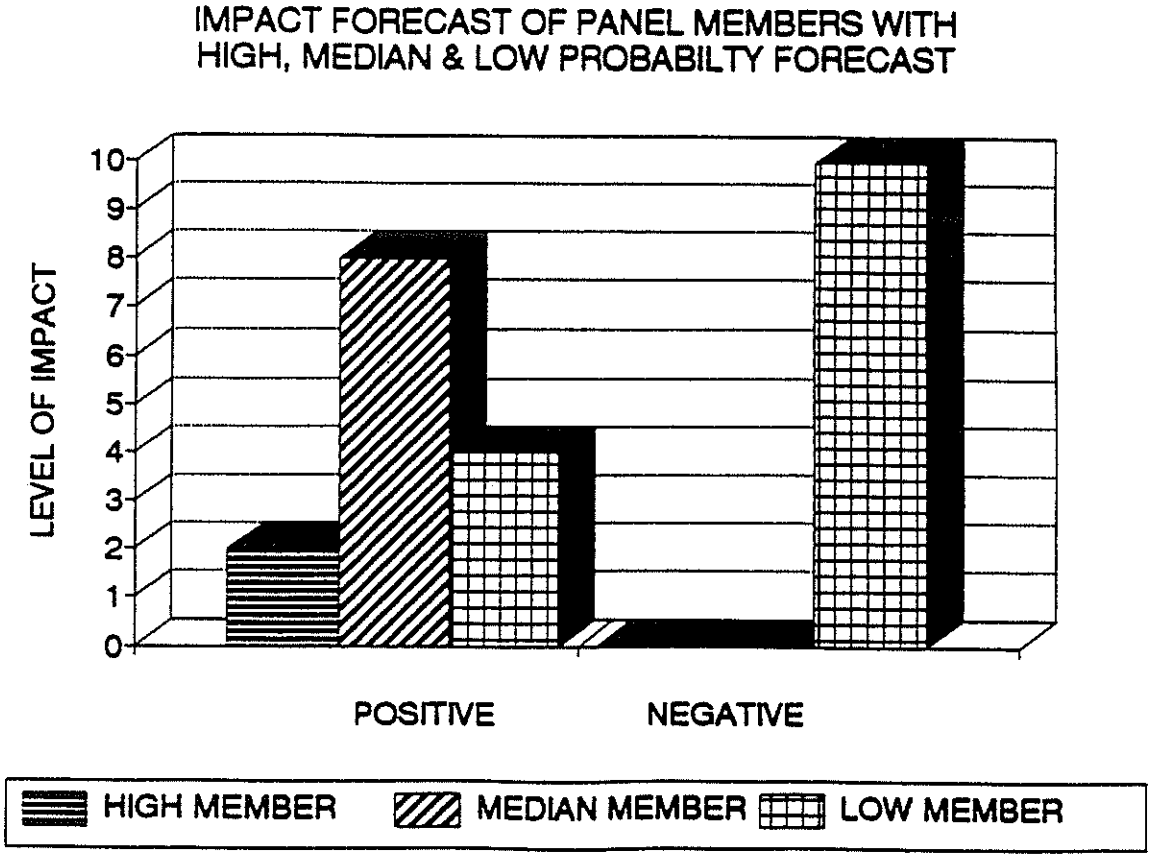
Event #2. Violent Crime Reaches All Time High.

Some members of the group believed that this event would have a significant impact on the issue. With crime at a very high level, the need to increase the size of the work force would paramount. In terms of dollars and cents, it would be less expensive to hire civilians to do the investigative work and assign sworn officers to street duty. This would increase the size of the organization and provide the necessary services at a lower cost to taxpayers. On the other hand, some members of the group believed the level of violence would be a disadvantage for unarmed civilians who would be required to conduct follow up interviews in the field, arrest people and conduct crime scene investigations.

The panel member in the high range forecasted a 100 percent probability that crime would reach an all time high by 1999 and remain at that level through 2004. This member felt that the probability of this event occurring would leave the zero mark sometime in 1995. The member felt that it would have a positive impact level of 2 on the issue. The panel member in the median range forecasted the probability at 90 percent by 1999 and remained at that level through 2004. This member felt that the probability would leave zero in 1995 with a positive impact level of 8 on the issue.

The panel member in the low range forecasted the probability at 25 percent by 1999 and 50 percent by 2004. This member felt the probability would leave zero in 1999 with a positive impact level of 4 and a negative impact level of 10 on the issue.

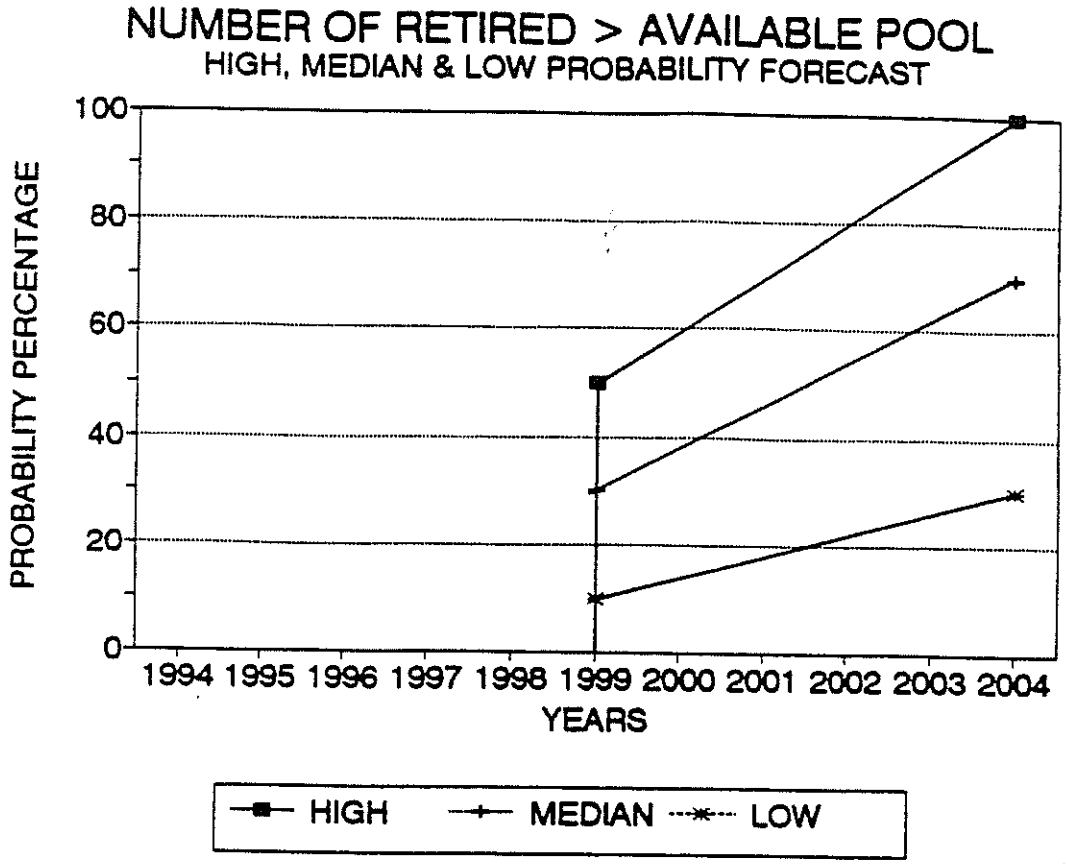

VIOLENT CRIME REACHES ALL TIME HIGH
HIGH, MEDIAN & LOW PROBABILITY FORECAST
PROBABILITY PERCENTAGE
100
80
60
40
20
0
1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004
YEARS
HIGH
MEDIAN
LOW

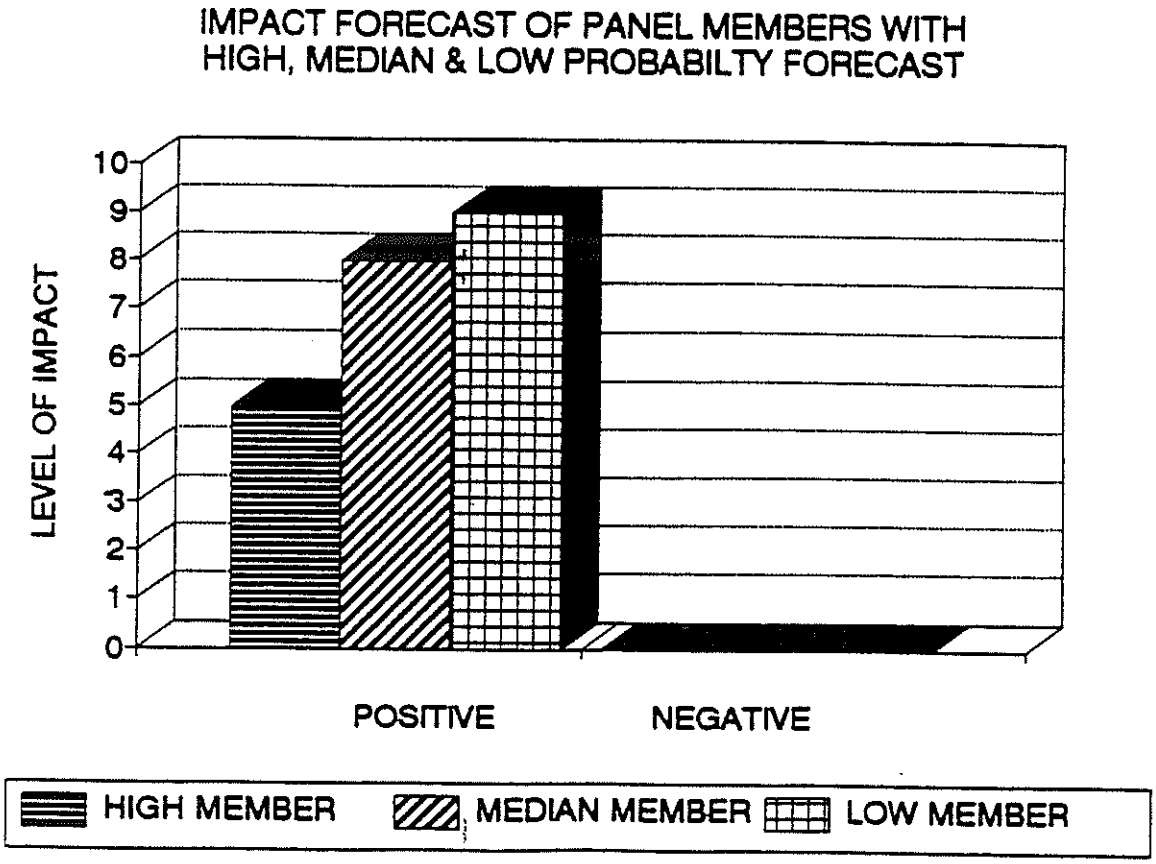

IMPACT FORECAST OF PANEL MEMBERS WITH
HIGH, MEDIAN & LOW PROBABILTY FORECAST
LEVEL OF IMPACT
10
9
8
7
6
5
4
3
2
1
0
POSITIVE
NEGATIVE
HIGH MEMBER
MEDIAN MEMBER
LOW MEMBER

Event #3. The number of retired persons becomes greater than those available for employment, creating a worker shortage.

The birth rate for Americans have slowed which would normally cause the population to get older. However, immigration is supporting an overall increase in the country's population. If illegal immigration is halted and legal immigration is curtailed, the American population would get older.

The panel member in the high range forecasted a 50 percent probability that this event would occur by 1999 and a 100 percent probability that it would occur by 2004. This member felt that the probability of this event occurring would be in 1999 and would have a positive impact level of 5 on the issue. The panel member in the median range forecasted the probability at 30 percent by 1999 and 70 percent by 2004. This member felt that the probability would first exceed zero in 1999 and it would have positive impact level of 5 on the issue. The panel member in the low range forecasted a probability of 10 percent by 1999 and 30 percent by 2004. This member felt the probability would leave zero in 1999 and would have a positive impact level of 9 on the issue.

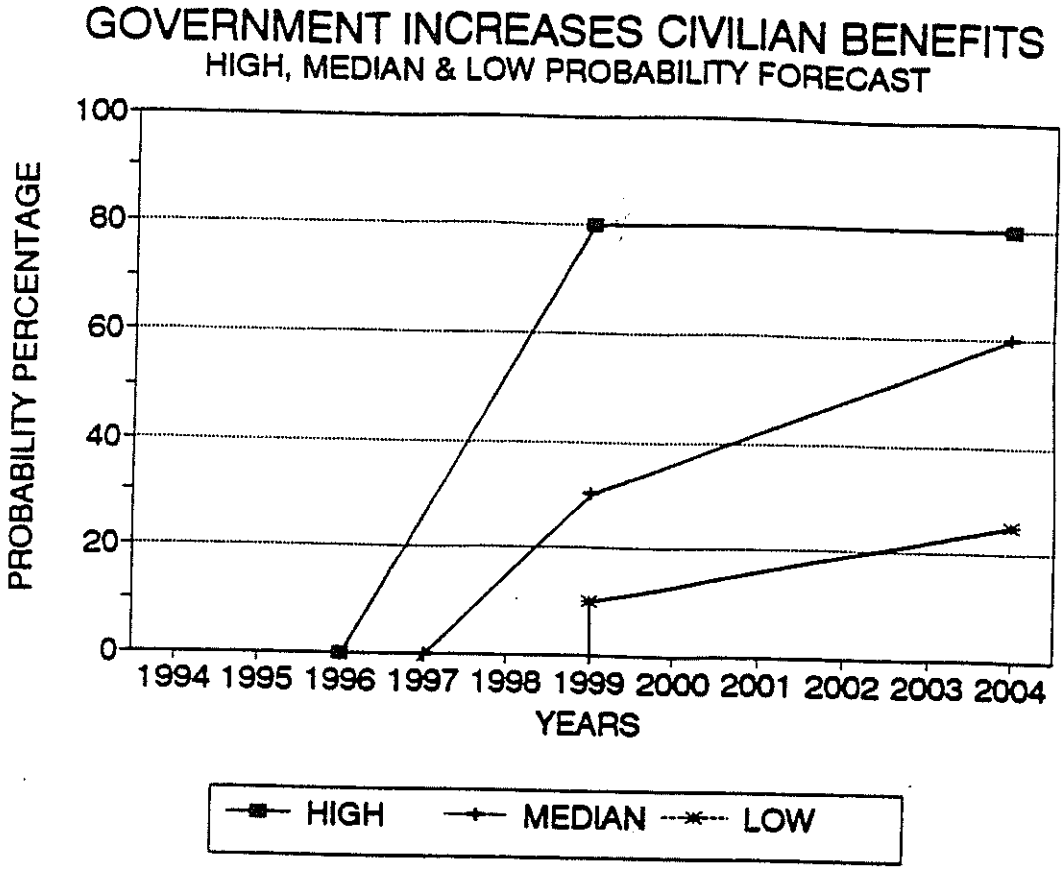

NUMBER OF RETIRED > AVAILABLE POOL
HIGH, MEDIAN & LOW PROBABILITY FORECAST
PROBABILITY PERCENTAGE
100
80
60
40
20
0
1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004
YEARS
HIGH
MEDIAN
LOW

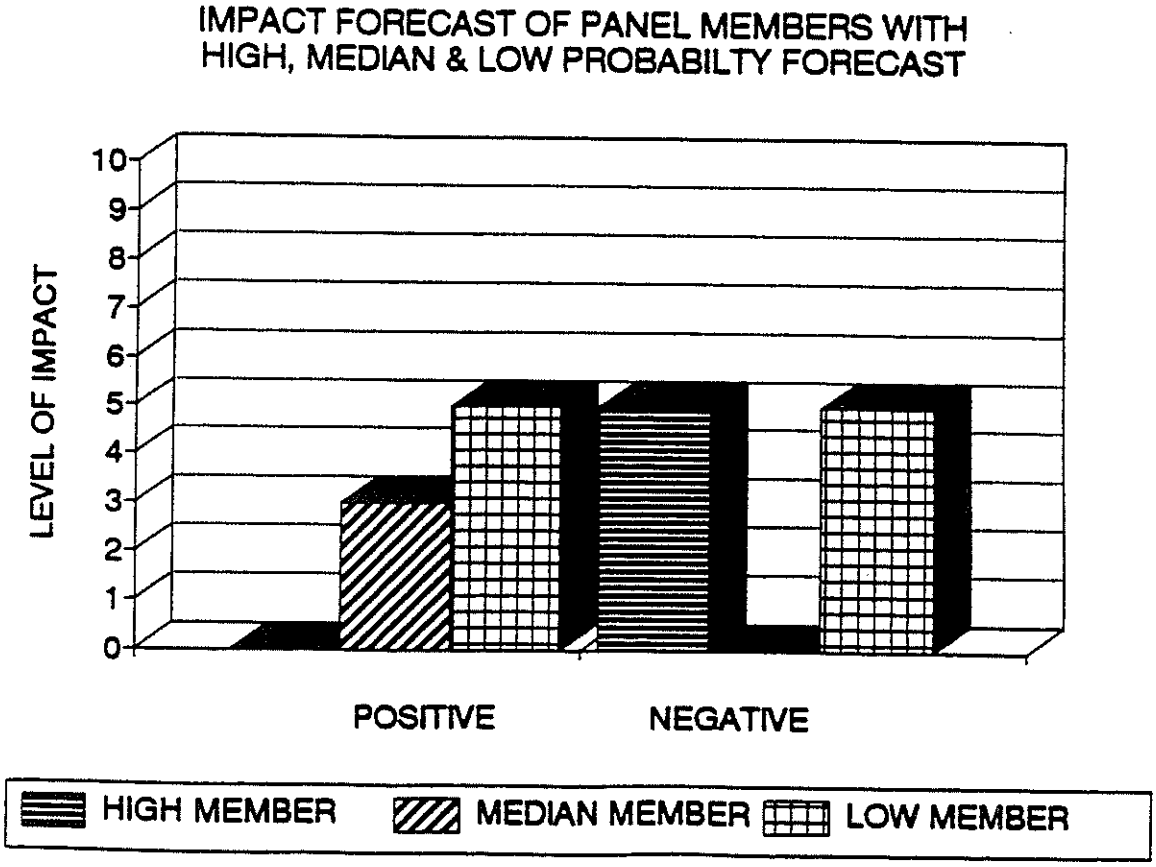

IMPACT FORECAST OF PANEL MEMBERS WITH
HIGH, MEDIAN & LOW PROBABILTY FORECAST
LEVEL OF IMPACT
10
9
8
7
6
5
4
3
2
1
0
POSITIVE
NEGATIVE
HIGH MEMBER
MEDIAN MEMBER
LOW MEMBER

Event #4. City Government Increases Civilian Benefit Package.

The benefit package would be for civilian employees working for law enforcement agencies. If it was a statement regarding all functions of city government then it could not be considered as an event that would impact the issue being examined.

The panel member in the high range forecasted a 80 percent probability that this event would occur by 1999 and hold that level until 2004. This member felt that the probability of this event occurring would leave the zero level sometime during 1996 with a negative impact level of 5 on the issue. The panel member in the median range forecasted a probability of 30 percent by 1999 and 60 percent by 2004. This member felt the probability would leave zero in 1997 and would have a positive impact level of 3 on the issue. The panel member in the low range forecasted a probability of 10 percent by 1999 and 25 percent by 2004. This member felt the probability would leave zero in 1999 and would have a positive impact level of 5 on the issue.


GOVERNMENT INCREASES CIVILIAN BENEFITS
HIGH, MEDIAN & LOW PROBABILITY FORECAST
PROBABILITY PERCENTAGE
100
80
60
40
20
0
1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004
YEARS
HIGH
MEDIAN
LOW

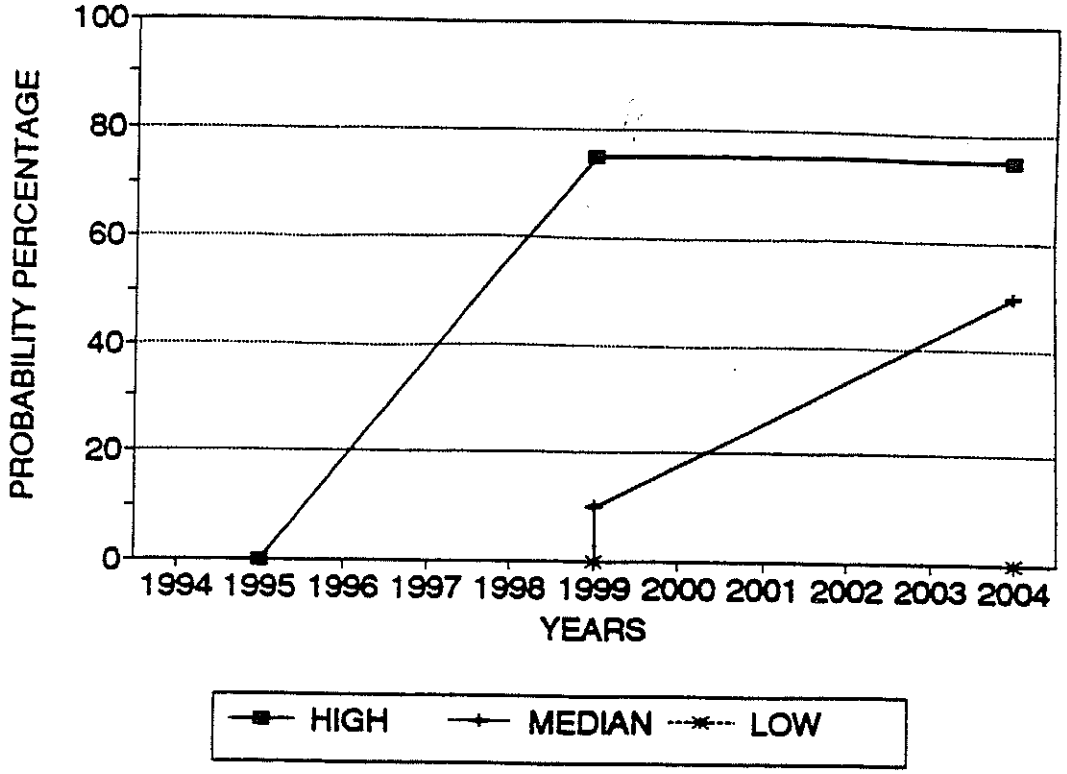

IMPACT FORECAST OF PANEL MEMBERS WITH
HIGH, MEDIAN & LOW PROBABILTY FORECAST
LEVEL OF IMPACT
10
9
8
7
6
5
4
3
2
1
0
POSITIVE
NEGATIVE
HIGH MEMBER
MEDIAN MEMBER
LOW MEMBER

Event #5. Investigative Services Contracted Out To Private Security Agencies.

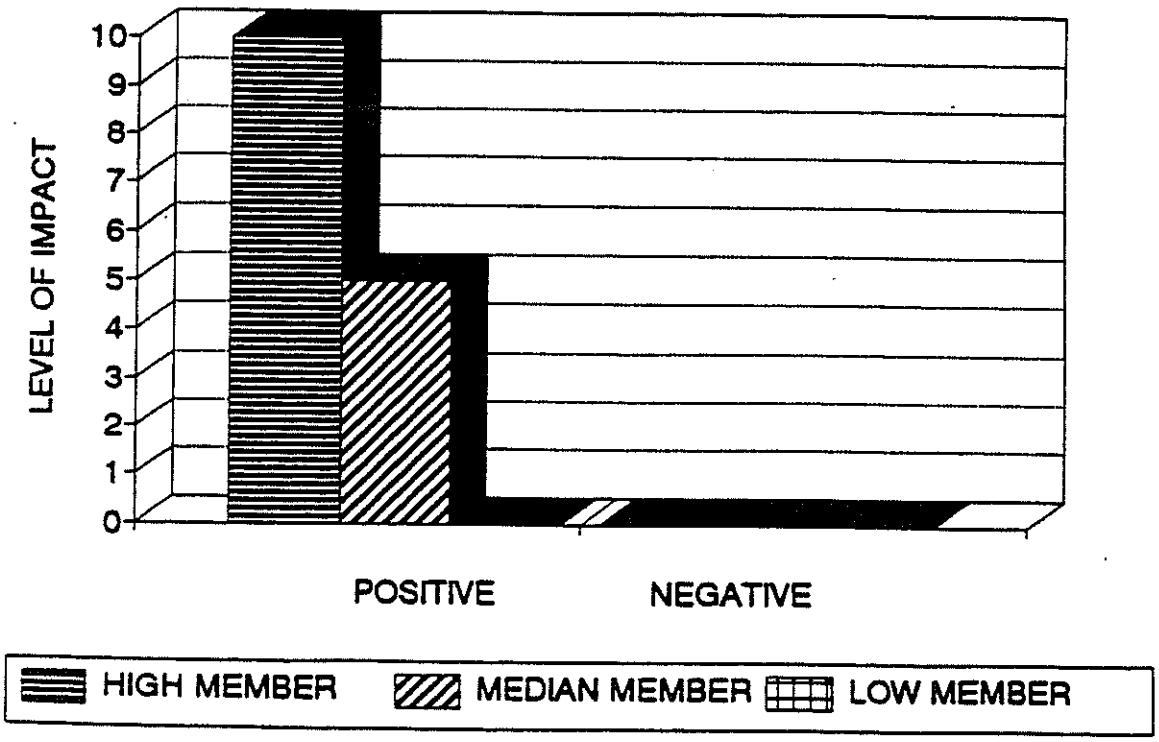
The group believed that cities, faced with dwindling resources and the need to put more police officers on the street to handle calls for service and visible patrol, would consider all possibilities. Some city and county governments already contracted out some of the tasks that were historically handled by government employees. While contracting out investigative services will not be a popular initiative, it cannot be discounted.

The panel member in the high range forecasted a 75 percent probability of this event occurring by 1999 and remaining at that level through 2004. This member felt that the probability of this event occurring would leave zero in 1996 and would have a positive impact level of 10 on the issue. The panel member in the median range forecasted a 10 percent probability by 1999 and 50 percent by 2004. This member felt that the probability of this occurring would leave zero sometime in 1999 and would have a positive impact of 5 on the issue. The panel member in the low range forecasted a zero probability of this event occurring.

INVESTIGATIVE SERVICES CONTRACTED OUT
HIGH, MEDIAN & LOW PROBABILITY FORECAST



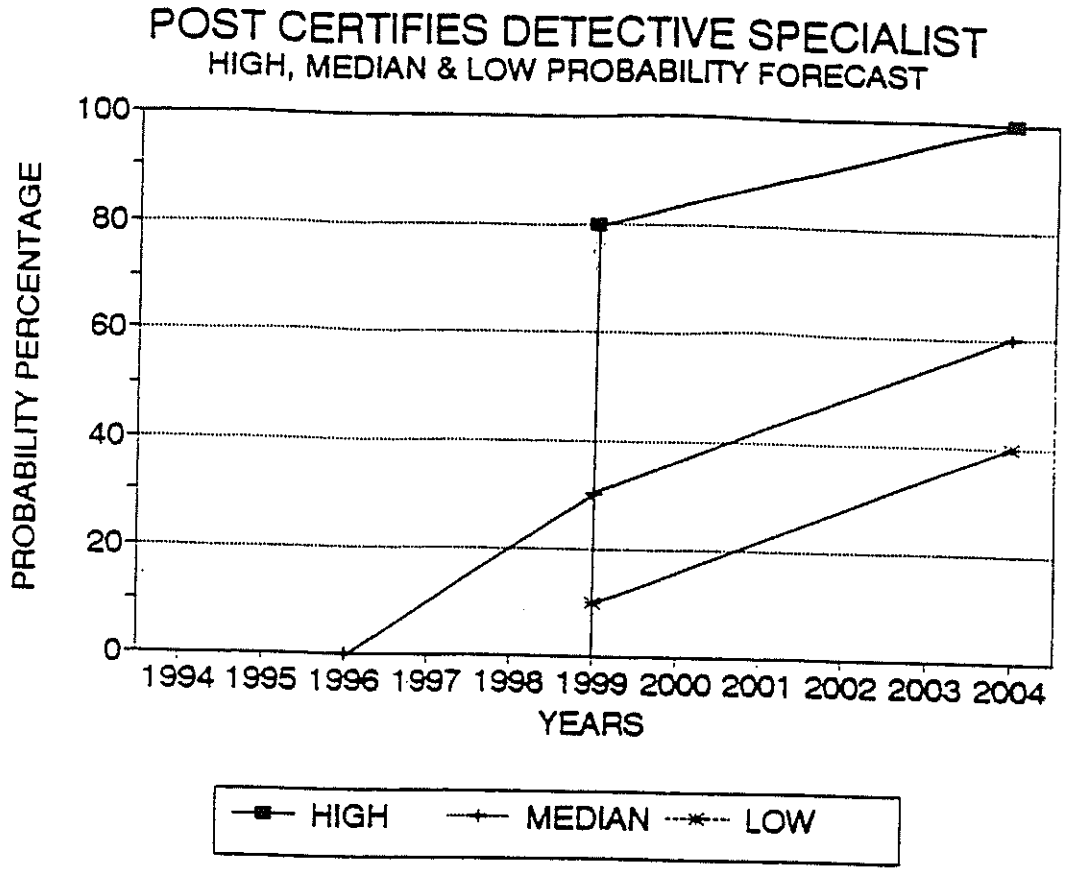
IMPACT FORECAST OF PANEL MEMBERS WITH HIGH, MEDIAN & LOW PROBABILTY FORECAST

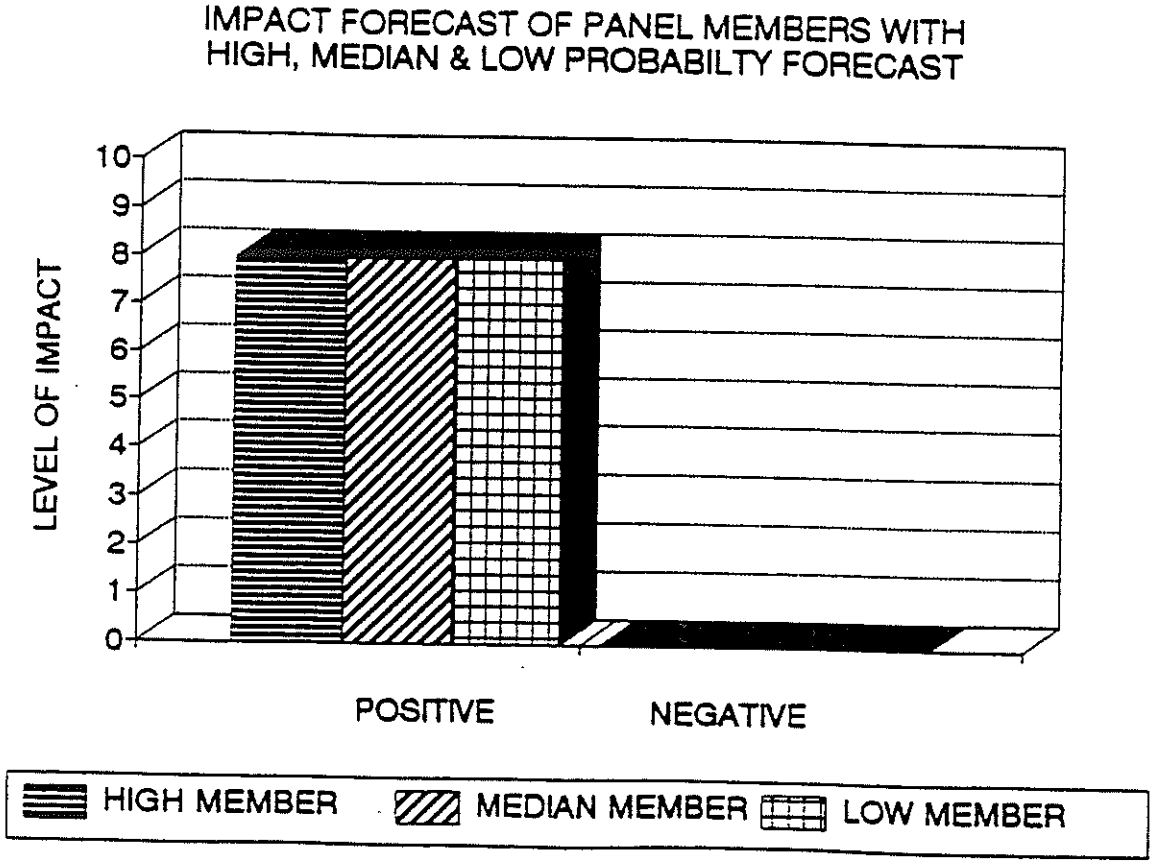


Event #6. Post Certifies Detective Specialist Category For Civilians.

The group saw this as an event that would make it easier to overcome sworn and/or any possible citizen resistance to staffing traditional investigative functions with civilians. This action would also provide for the appropriate training of the employees.

The panel member in the high range forecasted a 80 percent probability of this event occurring by 1999 and a 100 percent probability that it will occur by 2004. This member believed that the probability of this event occurring would not leave zero until 1999 and would have a positive impact of 8 on the issue. The panel member in the median range forecasted a 30 percent probability of it occurring by 1999 and 60 percent by 2004. This member felt the probability of the event occurring would leave zero by 1996 and would have a positive impact level of 8 on the issue. The panel member in the low range forecasted a 10 percent probability of this event occurring by 1999 and 40 percent by 2004. This member felt the probability of this event occurring would leave zero in 1999 and would have a positive impact level of 8 on the issue.


POST CERTIFIES DETECTIVE SPECIALIST
HIGH, MEDIAN & LOW PROBABILITY FORECAST
PROBABILITY PERCENTAGE
100
80
60
40
20
0
1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004
YEARS
HIGH
MEDIAN
LOW

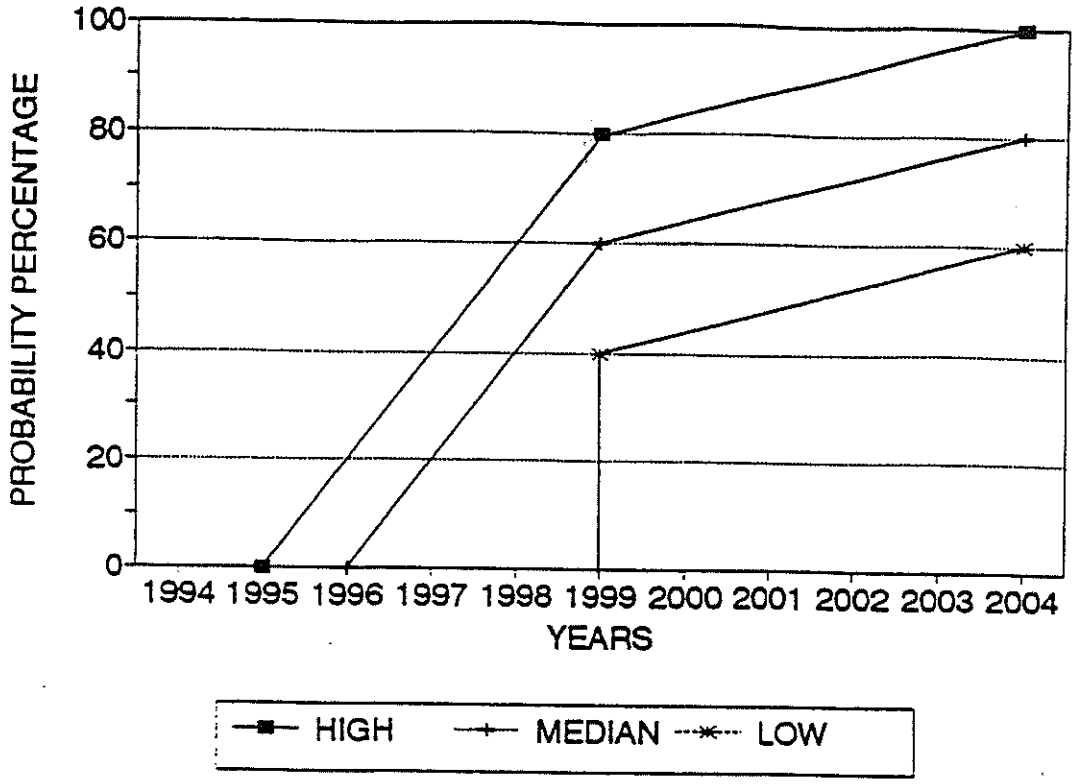

IMPACT FORECAST OF PANEL MEMBERS WITH
HIGH, MEDIAN & LOW PROBABILTY FORECAST
LEVEL OF IMPACT
10
9
8
7
6
5
4
3
2
1
0
POSITIVE
NEGATIVE
HIGH MEMBER
MEDIAN MEMBER
LOW MEMBER

Event #7. Civilians Demand The Same Benefits As Sworn Personnel.

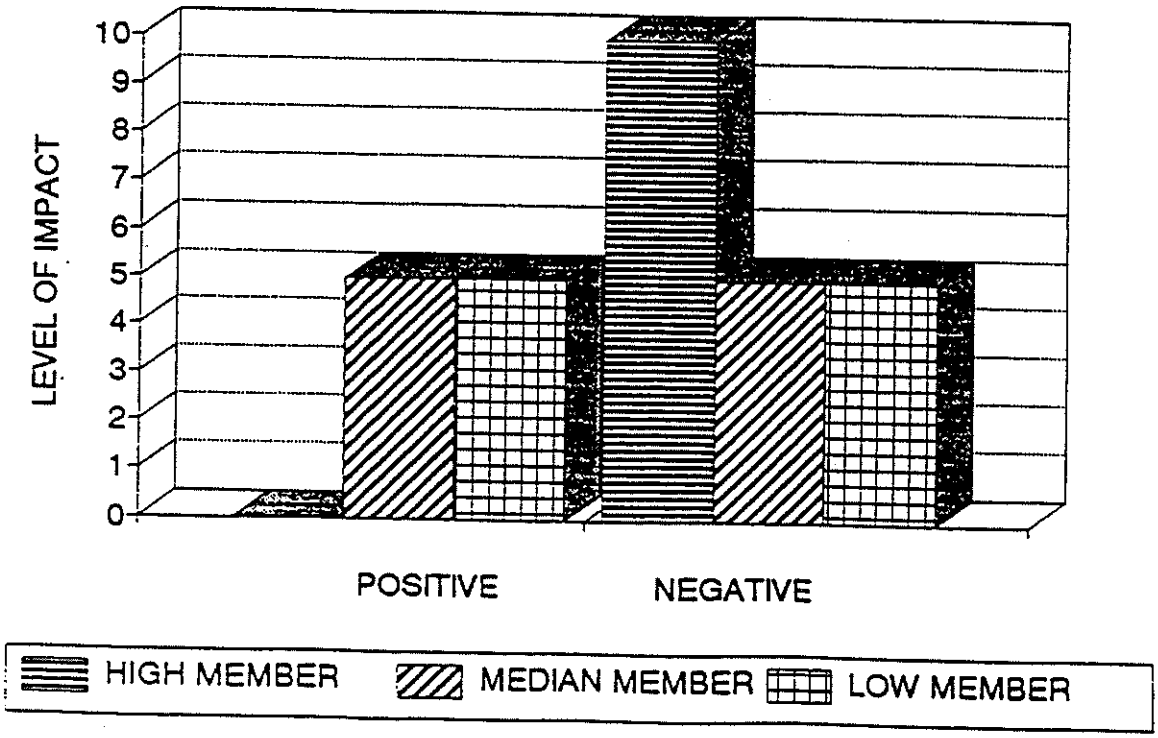
The civilians mentioned in this event would be hired to staff the investigative function. This event could have the affect of creating sworn employee, public, organizational, and political resistance to the issue of civilianizing the investigative function. One of the primary reasons for assigning civilian staff to the investigative function is monetary savings. If this event should occur it would eliminate that factor.

The panel member in the high range forecasted a 100 percent probability of this event occurring by 1999 and remaining at that level through 2004. This member felt the probability of this event occurring would leave zero in 1995 and would have negative impact level of 10 on the issue. The panel member in the median range forecasted a 80 percent probability of it occurring by 1999 and 100 percent by 2004. This member felt the probability of this event occurring would leave zero in 1996 and would have a positive impact level of 5 and a negative impact level of 5 on the issue. The panel member in the low range forecasted a 50 percent probability of this event occurring by 1999 and 80 percent by 2004. This member felt that the probability of this event occurring would leave the zero mark sometime during 1999. This member felt that this event would have a positive impact level of 5 and a negative impact level of 5 on the issue.

CIVILIANS DEMAND GREATER BENEFITS
HIGH, MEDIAN & LOW PROBABILITY FORECAST



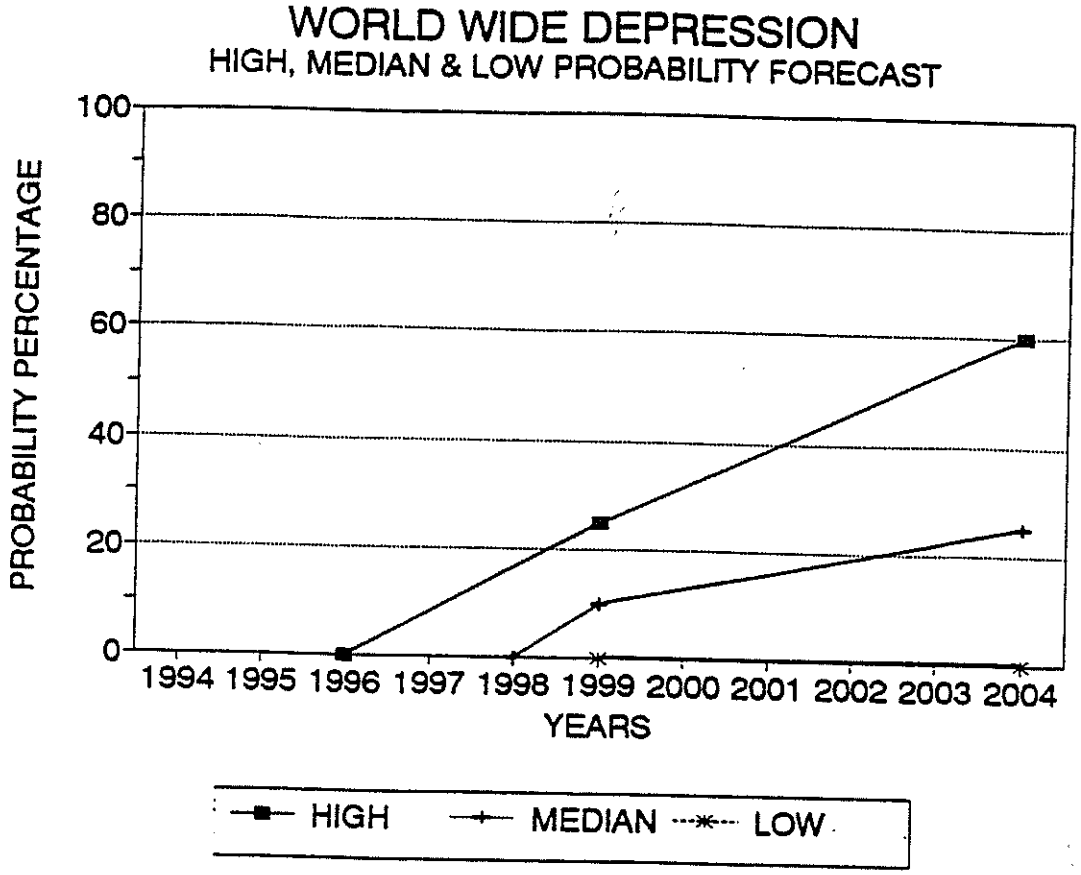
IMPACT FORECAST OF PANEL MEMBERS WITH HIGH, MEDIAN & LOW PROBABILTY FORECAST

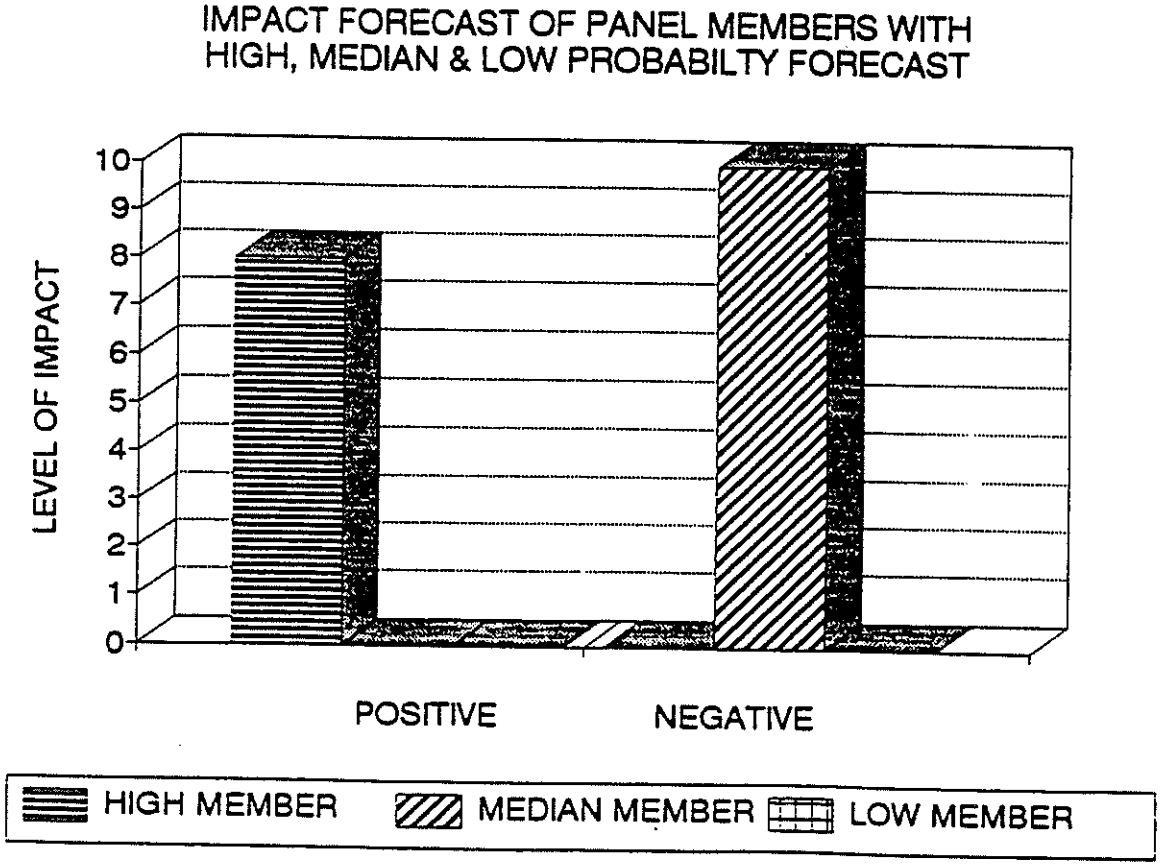


Event #8. World Wide Depression.

The selection of this event by the group is somewhat surprising. Perhaps members of the group were showing strong concern about the current world economic conditions.

The panel member in the high range forecasted a 10 percent probability that this event would occur by 1999 and a 60 percent probability that it would occur by 2004. This member felt the probability of this event occurring would zero in 1996 and would have a positive impact level of 8 on the issue. The panel member in the median range forecasted a 25 percent probability of this event occurring by 1999 and remain at that level through 2004. This member the probability of this event occurring would leave zero in 1998 and would have a negative impact level of 10 on the issue. The panel member in the low range forecasted a zero probability of this event ever occurring.

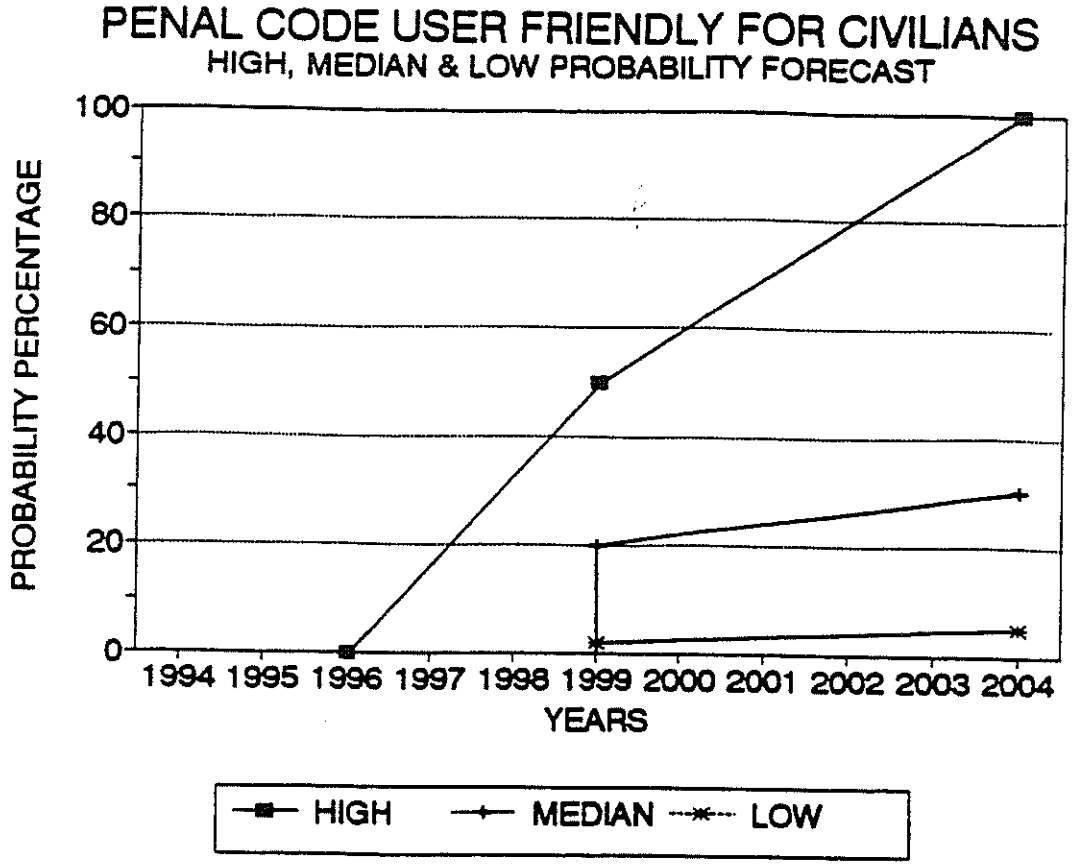

WORLD WIDE DEPRESSION
HIGH, MEDIAN & LOW PROBABILITY FORECAST
PROBABILITY PERCENTAGE
100
80
60
40
20
0
1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004
YEARS
HIGH
MEDIAN
LOW

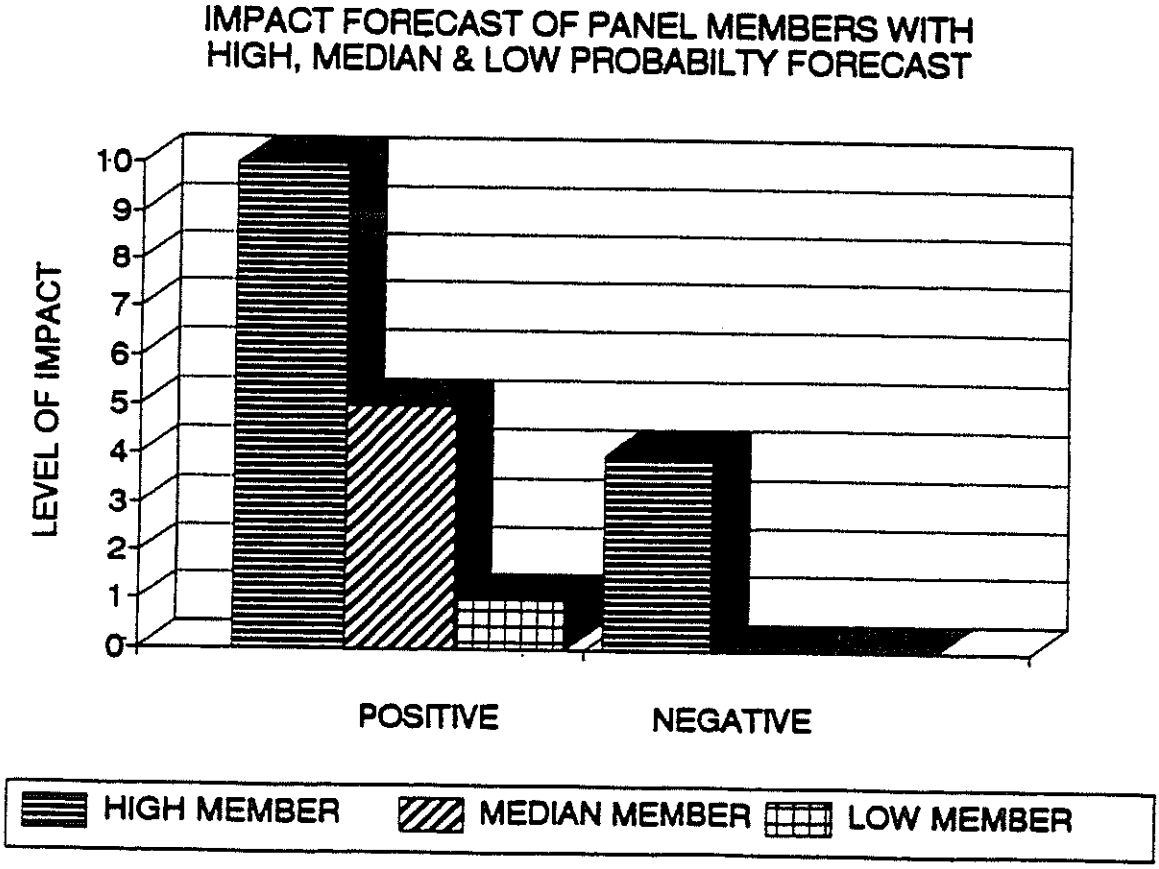

IMPACT FORECAST OF PANEL MEMBERS WITH
HIGH, MEDIAN & LOW PROBABILTY FORECAST
LEVEL OF IMPACT
10
9
8
7
6
5
4
3
2
1
0
POSITIVE
NEGATIVE
HIGH MEMBER
MEDIAN MEMBER
LOW MEMBER

Event #9. Legislature Makes The Penal Code Adaptable For Civilians Detectives.

The group believed that some changes in the arrest powers for civilians and the ability of civilian employees to be armed would be very important factors in the adoption of this issue. Currently, in California, sworn officers can arrest on probable cause while the offense must occur in a civilian's presence before they can make an arrest. There would have to be some laws adopted that would allow for civilian investigators to protect themselves.

The panel member in the high range forecasted a 50 percent probability of it occurring by 1999 and a 100 percent probability of it occurring by 2004. This member felt that the probability of this event occurring would leave zero in 1996. This member felt the probability of this event occurring would leave in 1996 and would have a positive impact level of 10 and a negative impact level of 4 on the issue. The panel member in the median range forecasted a 20 percent probability of this event occurring by 1999 and 30 percent by 2004. This member felt the probability would leave zero in 1999 and would have an impact level of 5 on the issue. The panel member in the low range forecasted a 2 percent probability of this event occurring by 1999 and 5 percent by 2004. This member felt the probability of this event occurring would leave zero in 1999 and would have a positive impact level of 1 on the issue.

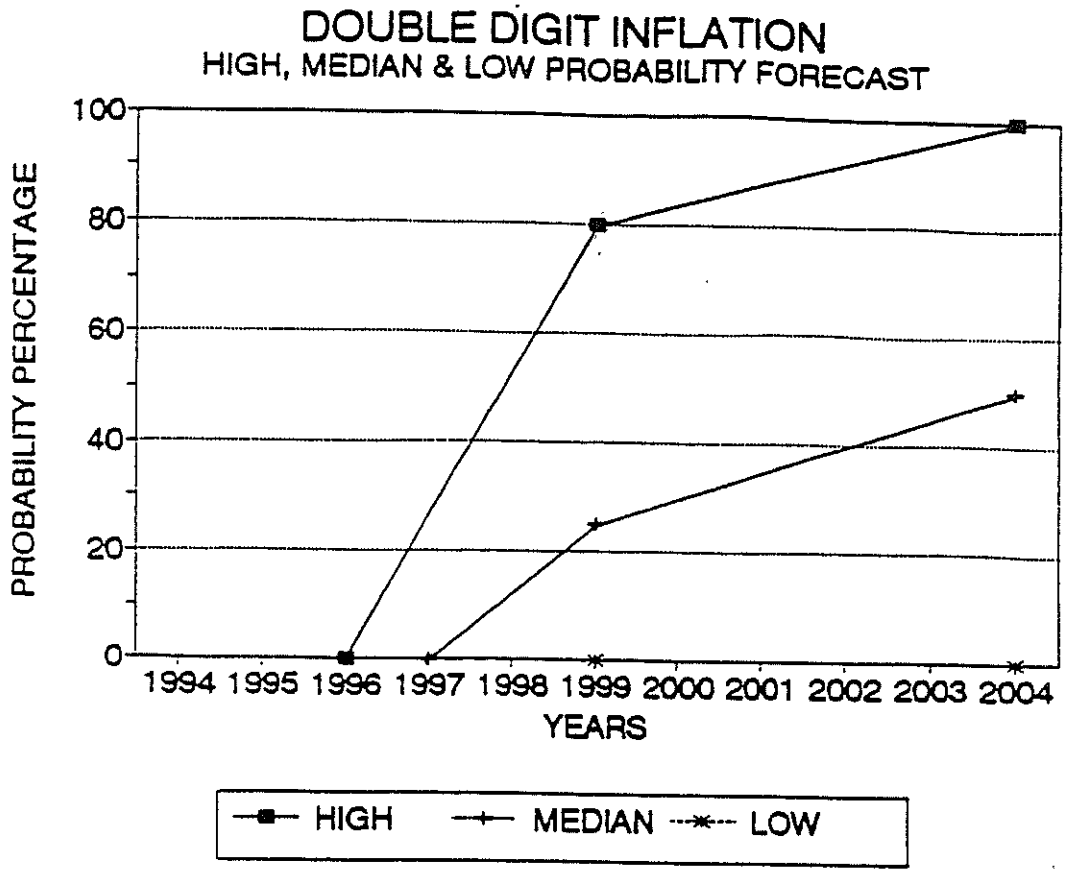

PENAL CODE USER FRIENDLY FOR CIVILIANS
HIGH, MEDIAN & LOW PROBABILITY FORECAST
PROBABILITY PERCENTAGE
100
80
60
40
20
0
1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004
YEARS
HIGH
MEDIAN
LOW

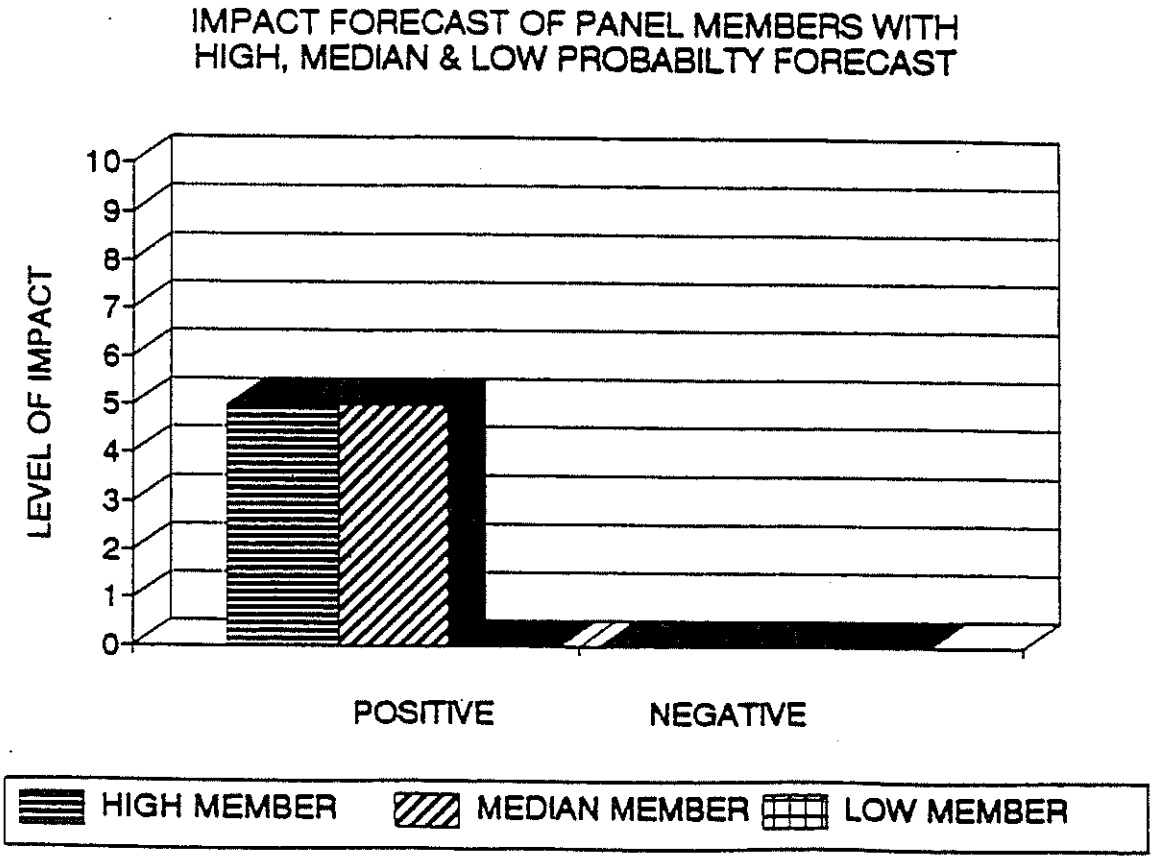

IMPACT FORECAST OF PANEL MEMBERS WITH
HIGH, MEDIAN & LOW PROBABILTY FORECAST
LEVEL OF IMPACT
10
9
8
7
6
5
4
3
2
1
0
POSITIVE
NEGATIVE
HIGH MEMBER
MEDIAN MEMBER
LOW MEMBER

Event #10. Double Digit Inflation.

The group was obviously concerned about the current economic situation in the country and see a possibility that economic problems will continue in the future. However, they did not assign a high probability of this event occurring.

The panel member in the high range forecasted a 80 percent probability of this event occurring by 1999 and a 100 percent probability of it occurring by 2004. This member felt that the probability of this event occurring would leave zero in 1996 and would have positive impact level of 5 on the issue. The panel member in the median range forecasted a 25 percent probability of this event occurring by 1999 and 50 percent by 2004. This member felt that the probability of this event occurring would leave zero in 1997 and would have an impact level of 5 on the issue. The panel member in the low range forecasted a zero probability of it ever occurring.


DOUBLE DIGIT INFLATION
HIGH, MEDIAN & LOW PROBABILITY FORECAST
PROBABILITY PERCENTAGE
100
80
60
40
20
0
1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004
YEARS
HIGH
MEDIAN
LOW


IMPACT FORECAST OF PANEL MEMBERS WITH
HIGH, MEDIAN & LOW PROBABILTY FORECAST
LEVEL OF IMPACT
10
9
8
7
6
5
4
3
2
1
0
POSITIVE
NEGATIVE
HIGH MEMBER
MEDIAN MEMBER
LOW MEMBER

The individual forecasts of events by all members of the group were combined and averaged for a consensus forecast. The results of the consensus forecast for the year 2004 were used to conduct a cross-impact analysis of the selected events.

The below listed chart depicts the consensus of the group's probability forecast for the top ten selected events. It also depicts the events' impact on the issue of using civilians to investigate major felony crimes.

EVENT STATEMENTS
NOMINAL GROUP TECHNIQUE PANEL MEMBERS CONSENSUS FORECASTS

EVENT STATEMENT	YEARS UNTIL PROB > ZERO	PROB IN FIVE YEARS (0-100)	PROB IN TEN YEARS (0-100)	POS. IMPACT (0-10)	NEG. IMPACT (0-10)
POLICE UNION ATTEMPTS TO BLOCK CIVILIAN DETS	2.66	61.1	85.5	0	7.7
VIOLENT CRIME REACHES ALL TIME HIGH	2.11	61.6	80.5	4.5	3.8
NUMBER OF RETIRED > THOSE AVAILABLE FOR EMPLOYMENT	5.22	26.1	68.8	5.5	1.2
GOVERNMENT INCREASES CIVILIAN BENEFITS	4.11	30	65.5	4.11	2
INVESTIGATIVE SERVICES CONTRACTED OUT	4.22	20	35	3.11	4.44
POST CERTIFIES DETECTIVE SPECIALIST	5	25.5	63.3	7	.5
CIVILIANS DEMAND GREATER BENEFITS	2.33	73.8	96.6	1.6	5
WORLD WIDE DEPRESSION	3.2	13.3	26.6	2.2	3.3
PENAL CODE MADE ADAPTABLE FOR CIVILIANS	5.22	12.4	38.8	5	0
DOUBLE DIGIT INFLATION	2.77	22.2	48.3	2.11	1.5

THE FORECASTED PROBABILITIES OF EACH EVENT BY ALL NOMINAL GROUP PANEL MEMBERS COMBINED AND AVERAGED.

Cross-Impact Analysis

A cross-impact analysis was conducted on the forecasted events. Cross-impact analysis is a technique that allows researchers to measure the effects events would have on all other events if they were to occur in the future.

This researcher was assisted in assigning impact levels to the events and their impacts on the other events by Dr. Garrett Capune. Dr. Capune holds a Ph.D. in Criminology from the University of California, Berkeley. He is currently on the faculty staff at the University of Southern California, California State University, Fullerton and the Delinquency Control Institute.

Utilizing a scale that ranged from -20 to 20, each event was assigned a numeric value for the impact it would have on the other events should it occur.

It was believed should Event #1 occur (Police unions attempts to block civilian detectives), it would have a -5 impact on Event #4 (City government increases benefit packages for civilians), a -10 impact on Event #5 (Investigative services contracted out) and a +5 impact on Event #7 (Civilians demand greater benefits). The reasoning was that local governments faced with pressure from the sworn personnel unions would back down from any bold moves involving law enforcement investigative functions. It was also believed that the civilian unions would step up their demands in the face of pressure from the sworn unions.

It was believed that should Event #2 occur (Violent crime reaches all time high), it would have

a +5 impact on Event #5 (Investigative services contracted out). The reasoning was that with high crime rates, economically strapped departments could deploy all sworn personnel to the patrol function and contract out the investigative functions at a lower cost.

It was believed that should Event #3 occur (The number of retired person are greater than those available for work, creating a worker shortage), it could have a +10 impact on Event #1 (Sworn unions attempt to block civilian detectives), a +10 impact on Event #4 (Benefit package for civilians increased), a -5 impact on Event #5 (Investigative services contracted out), a +5 impact on Event #6 (POST certifies detective specialist category for civilians) and a +10 impact on Event #7 (Civilians demand greater benefits). The reasoning was that retired persons would create a pool of persons available for civilian investigative staffs. Therefore, that event would cause the sworn unions to attempt to block civilianization. It was also believed that cities would increase some benefits to entice retirement age persons to apply for these civilian positions. Investigative services would not be contracted out because of this pool of available employees. POST would be encouraged to certify investigative positions that would tap the available worker pool. And civilians would demand greater benefits for working in law enforcement because of the shortage of persons in the age group from which sworn personnel is obtained.

It was believed that should Event #4 occur (City government increases benefit package for civilians), it would have a -5 impact on Event #1 (Sworn unions attempt to block civilianization) and a -20 impact on Event #5 (Investigative services contracted out). The reasoning was that if the city governments gave civilians better benefit packages, it meant that the sworn unions'

attempts to block civilianization had failed. It was also believed that if this event occurred, there would be no need to contract out investigative services.

It was believed that should Event #5 occur (Investigative services contracted out), it would have a -10 impact on Event #1 (Sworn unions attempt to block civilian detectives), a -10 impact on Event #4 (Benefit package for civilians increased), a +10 impact on Event #6 (Post certifies detective specialist category for civilians), a -10 impact on Event #7 (Civilians demand greater benefits), and a +20 impact on Event #9 (Penal code adaptable for civilian detectives). The reasoning was that should this event occur, it would become a moot question as far as the sworn unions were concerned. There would be no need for civilians to demand the same benefits as sworn personnel. Also, there would be no need to increase civilian benefit packages for this type of assignment. It was believed that POST would be obliged to set standards for this type of function and that the legislature would have to make changes in the penal code to accommodate private investigative agencies.

It was believed that should Event #6 occur (POST certifies detective specialist category for civilians), it would have a -5 impact on Event #1 (Sworn union attempts to block civilian detectives), a +5 impact on Event #4 (Benefit package for civilians increased), a +5 impact on Event #5 (Investigative services contracted out) and a +5 impact on Event #9 (Penal code adaptable for civilian detectives).

The reasoning was that should this event occur, it would have a negative affect on the sworn

unions' attempts to block civilianization and make civilianization easier, it would make it easier for civilians to demand and get greater benefits because they would have a specific job category to discuss, it would make it easier to contract out services to private sector agencies that met the POST criteria, and it would encourage the legislature to make changes in the penal code that would accommodate civilians.

Event #7 (Civilians demand greater benefits) was not given any numerical impact value for the purpose of the cross impact analysis because the researcher did not perceive any impacts on the other issues.

It was believed that should Event #8 occur (World wide depression), it would have a +10 impact on Event #2 (Violent crime reaches all time high), a -5 impact on Event #4 (Benefit package for civilians increased), a +5 impact on Event #5 (Investigative services contracted out), a +5 impact on Event #6 (Post certifies detective specialist category for civilians), a -5 impact on Event #7 (Civilians demand greater benefits) and a +10 impact on Event #10 (Double digit inflation). It was reasoned that should a world wide depression occur, unemployed persons would become frustrated and become more violent and this, added to the persons already prone to violence, would push the level to an all time high. It was believed to have a negative impact on civilian demands for greater benefits, a positive effect on contracting out because in hard economic times government would choose the cheaper method. POST would be encouraged to establish investigative specialist categories so that lower cost employees could be hired. Civilian demands for greater benefits would fall on deaf ears. And during a depression, economic activity is low

and the supply of goods would cause higher prices for the available goods.

It was believed that should Event #9 occur (Legislature makes penal code adaptable for civilian detectives), it would have a +10 impact on Event #1 (Sworn unions attempt to block civilian detectives), a +5 impact on Event #5 (Investigative services contracted out), a +5 impact on Event #6 (POST certifies detective specialist category for civilians), and a +5 impact on Event #7 (Civilians demand greater benefits). It was reasoned that should this event occur, the sworn unions would step up their efforts to keep civilians out of investigative work. This event would improve the possibility of contracting out investigative services. It was also believed that civilians would demand greater benefits because they would be more in demand. Additionally, and POST would be encouraged to establish a standard for civilians.

It was believed that should Event #10 occur (Double digit inflation), it would have a +5 impact on Event #1 (Sworn unions attempt to block civilian detectives), a +5 impact on Event #2 (violent crime reaches all time high), a -5 impact on Event #4 (Benefit package for civilians increased), a +5 impact on Event #5 (Investigative services contracted out), a -5 impact on Event #7 (Civilians demand greater benefit package), and a +5 on Event #8 (World wide depression). It was reasoned that should double digit inflation occur, the sworn unions would step up their efforts because the economic conditions would make civilianization an attractive option. Violent crime would rise because inflation affects one's ability to purchase goods and this would heighten public frustration. It was believed the chances for contracting out investigative services would be greater in bad economic times and that civilians would refrain from making monetary

demands during hard economic times because there would be no money for benefit increases.

The results of the cross-impact analysis was input into a computer cross-impact matrix program. The results of the computer cross-impact analysis revealed changes from the initial probability of each event occurring in ten years, as forecasted by the nominal group, to the final probability of each event occurring in the next ten years. The cross impact analysis and results are displayed below.

CROSS-IMPACT ANALYSIS RESULTS

10 = Number of Events

Initial Prob \/ \/	E 1 86	E 2 81	E 3 69	E 4 66	E 5 35	E 6 64	E 7 97	E 8 27	E 9 39	E10 48	Final Probab
E1 86	X	0	0	-5	-10	0	5	0	0	0	E1 84
E2 81	0	X	0	0	5	0	0	0	0	0	E2 83
E3 69	10	0	X	10	-5	5	10	0	0	0	E3 95
E4 66	-5	0	0	X	-20	0	0	0	0	0	E4 55
E5 35	-10	0	0	-10	X	10	-10	0	20	0	E5 24
E6 64	-5	0	0	5	5	X	5	0	5	0	E6 72
E7 97	0	0	0	0	0	0	X	0	0	0	E7 97
E8 27	0	10	0	-5	5	5	-5	X	0	10	E8 37
E9 39	10	0	0	0	5	5	5	0	X	0	E9 57
E10 48	5	5	0	-5	5	0	-5	5	0	X	10 51

FINAL PROBABILITIES OF EVENT STATEMENTS

EVENT #	NAME OF EVENT	INITIAL PROB.	FINAL PROB.
E1	POLICE UNIONS ATTEMPTS TO BLOCK CIVILIAN DETECTIVES	85.5	84
E2	VIOLENT CRIME REACHES ALL TIME HIGH	80.5	83
E3	THE NUMBER OF RETIRED > THOSE AVAILABLE FOR WORK	68.8	95
E4	BENEFIT PACKAGE FOR CIVILIANS INCREASED	65.5	55
E5	INVESTIGATIVE SERVICES CONTRACTED OUT	35	24
E6	POST CERTIFIES DETECTIVE SPECIALIST FOR CIVILIANS	63.3	72
E7	CIVILIANS DEMAND GREATER BENEFITS	96.6	97
E8	WORLD WIDE DEPRESSION	26.6	37
E9	PENAL CODE ADAPTABLE FOR CIVILIANS	38.8	57
E10	DOUBLE DIGIT INFLATION	48.3	51

Scenario Analysis

The final probability of each forecasted event, which was the results of the cross-impact analysis, was input into the SIGMA Scenario Generator. The SIGMA is a computer scenario generating program designed to determine what possible future scenarios, regarding the issue, would be suggested by the data. There were twenty one scenario generator iterations conducted on the cross-impact data. Eighteen of those iterations were sorted to form three groups.

Group one, consisting of five iterations, showed strong sworn union opposition to such a program. However, it also showed major economic problems for the entire world. California's

economic woes will be at the forefront of any economic disaster based on current and recent past economic problems. The group had some support from POST and the legislature for such a program. In the meantime, crime continued to increase. This group provides for the "Most likely" scenario.

Group two, consisting of six iterations showed strong sworn union opposition to civilians in the detective function. However, it did show support for such a program from POST, the state legislature in the form of Penal Code changes, and support from city government in the form of increased benefits for civilians. This group showed a consistent increase in violent crime. This group provides for the "Desired and attainable" scenario.

Group three, consisting of seven iterations, showed strong sworn union opposition to civilians in the investigative function. However, this group saw no major economic problems and, in fact, saw an increase in benefits for civilians. There is some support from POST but little legislative support. Violent crime continued to increase. This group provides for the "What if" scenario.

A combination of information developed from the research and environmental scans, trends and events identified by the Nominal Group Technique panel, the cross-impact analysis of the selected events by a noted criminologist, and the computer generated scenario iterations were used to develop three scenarios regarding the futures issue.

A copy of one iteration from each scenario group is included to support the scenario selection.

"MOST LIKELY" SCENARIO

Group One

The Policy Analysis Co., Inc. SIGMA Scenario Generator

For - Seed No. > 2951014 < and the marcos data --

in a 10 year SCENARIO that begins in 1994 ,

THIS IS WHAT HAPPENS !!

1. 1. Feb. 1994 E-1.Police union blocks civilianization
   T = 100 P= 83 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
2. 2. Oct. 1994 E-10.Double digit inflation
   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
3. 3. Aug. 1998 E-6.POST certifies detective specialist for civilia-
   T = 100 P= 57 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
4. 4. Dec. 1998 E-2.Violent crime reaches all time high
   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
5. 5. Apr. 2003 E-5.Investigative services contracted out
   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
6. 6. May 2003 E-9.Penal code user friendly for civilians
   T = 100 P= 57 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
7. 7. Sep. 2003 E-8.World wide depression
   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
8. 8. Sep. 2003 E-7.Civilians demand greater benefits
   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0

The EVENTS which do NOT Happen are:

1. E-3.Number of retired persons greater than worker pool
2. E-4.Benefit package for civilians increased

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Washington, DC 202 - 328 - 9480

SCENARIO I
Los Grande Pueblo--2004
"Most likely"

This is the year 2004 in this great metropolis and violent crime is at an all time high. This has been a trend for over fifteen years. There are other forms of crime occurring, such as computer crime and securities type crime. But nothing strikes at the core of the people of this city like the fear of violent crime. In 1994, this city of four million people accounted for almost one third of the state's 3000 plus homicides. The Police Department had a staff of approximately 7700 sworn officers and 3000 civilians staffers at that time. This made the department one of the most understaffed agencies in the nation, based on a per capita rate.

The end of the cold war dealt a severe blow the Nation's economy. This city was hit extremely hard because a large amount of aerospace business was being conducted in the area. Between 1990 and 1994, California's aerospace industry lost over 130,000 jobs.

By 2002, California had lost another 50,000 aerospace jobs. This had a domino affect on other business interests in the state. Unemployment was very high throughout the entire business community.

In the early part of 1994, the public expressed a fear of violent crime and began to demand some relief from the police department. Residents demanded that more police officers be put on the streets to enhance visible patrol. This demand created the need for the department to expand. However, federal, state and local governments were in economic trouble.(E10) Law enforcement agencies were not in a position to hire high salaried sworn police officers in sufficient numbers.

The department had been hiring civilian personnel to fill some of the non uniformed positions and that program had been successful. But those assignments were clerical, traffic control, crime analysis, crime scene specialists and some mid level managerial positions.

In 1994, the department attempted to expand the use of civilians into the uncharted waters of the traditional investigative functions. The plan would allow the department to hire civilians to conduct the follow up investigations of major felony crimes, something that had been the sacred cow of the sworn personnel. The objective was to increase the ability of the department to deploy more officers on visible patrol and continue to conduct quality investigations at a lower cost. A 1976 study by the RAND Corporation had indicated that most investigative functions were clerical in nature and could be handled by clerks.

There were immediate attempts by the sworn officers' union to block this move.(E1) The unions were opposed to this plan on the grounds that it would take away jobs from their members. They threatened job actions and sought to get guarantees that no civilian investigators would be hired. At that time, there was a trend toward more public support for law enforcement officers who had gone without a contract for several years. Because of the specter of a long drawn out public fight, the department and the City officials temporarily backed away from plan.

In 1998, violent crime reached its peak.(E2) This created more cries from the public for more police officers on visible patrol. This situation made it clear that some plan for putting more officers on patrol was necessary, and civilianization was one of the ways of accomplishing that feat. POST responded to the Department's efforts to use non sworn personnel in the investigative function. POST certified a civilian detective category, setting training and competency standards.(E6)

In 2003, economic conditions worsened due to a worldwide depression.(E8) This created an opportunity for the department to gain the support of the local political structure for the implementation of the civilian detective program. The State Legislature recognized the need to put more police officers on the streets at a time when money sources were scarce. It responded to this situation by making changes in the Penal Code that would make it easier to use non sworn personnel to provide services that were traditionally provided by sworn personnel. The Penal Code changes enhanced the ability of civilians, employed in law enforcement, to make arrests. Rules regarding the ability for civilian law enforcement employees to carry weapons were also relaxed.(E9)

However, the City's civilian employee unions formed a coalition and demanded a higher payscale for the civilian detectives.(E7) They, apparently, believed that civilian personnel would be in demand. Therefore, an effort was made to gain as much as possible for their members.

The Mayor, who was very much in support of the civilianization program, saw this action by the civilian employee unions as a double cross. This infuriated him and prompted him to prepare an executive order, to the Chief of Police, halting attempts at using City employed non sworn personnel to investigate major crimes. The Mayor directed the Chief of Police to explore the feasibility of contracting the Department's investigative services out to private enterprise.(E5)

It is safe to say that there has been very little positive change in the ability of the department to place a higher ratio of its sworn employee in the patrol function, during the last ten years. The crime rate remains high while the fiscally handicapped police department continue to do business as it have for decades. City leaders are still searching for more efficient ways deploy the Police Department's scarce human resources.

"DESIRED AND ATTAINABLE" SCENARIO
Group Two

The Policy Analysis Co., Inc. SIGMA Scenario Generator

For - Seed No. > 2951007 < and the marcos data --

in a 10 year SCENARIO that begins in 1994 ,

THIS IS WHAT HAPPENS !!

1. 1. Jan. 1994 E-1.Police union blocks civilianization
   T = 100 P= 83 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
2. 2. Oct. 1997 E-2.Violent crime reaches all time high
   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
3. 3. Feb. 1998 E-6.POST certifies detective specialist for civilian

   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
4. 4. Jul. 2002 E-9.Penal code user friendly for civilians
   T = 100 P= 57 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
5. 5. Jul. 2002 E-10.Double digit inflation
   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
6. 6. Sep. 2003 E-4.Benefit package for civilians increased
   T = 100 P= 57 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0

The EVENTS which do NOT Happen are:

1. E-3.Number of retired persons greater than worker pool
2. E-5.Investigative services contracted out
3. E-7.Civilians demand greater benefits
4. E-8.World wide depression

SCENARIO II
Pueblo de Costal--2004
"Desired and attainable"

This the year 2004, and violent crime and the fear of crime is starting to decrease. That is a welcome development in what is believed to be one of the most diverse cities in the Nation. That positive change in the crime rate was helped along by the recent changes the Police Department made in its staffing posture. The Department expanded the use of civilian personnel to the traditional law enforcement investigative function and reassigned some of its police officers to field patrol duties. This was not an easy task, in fact, it took almost ten years from the time this type of staffing was proposed until it was adopted.

When the expanded use of civilians in law enforcement was proposed in 1994, there were several factors that made it a good idea. At the time, there was a trend toward community policing which was geared heavily toward high visibility patrol. Violent crime and the fear of crime was on the increase. This prompted calls, by the public, for an increased police presence to deal with the crime problem. The problem facing the department was the fact that money was scarce. Funding was not available for a massive build up in the size of the sworn personnel ranks. So the alternative was to look for competent human resources that would be less expensive.

When the program to use civilians as major crime investigators was proposed in 1994, it met stiff resistance from the sworn employee union.(E1) Their opposition was based on the following arguments: It would take away jobs from their members, civilian employees would be less competent and reliable than sworn personnel, civilian investigators would not be accepted by sworn investigators, the laws of the state did not support civilians conducting law enforcement functions and civilians would demand more money erasing any expected monetary savings.

Over the next ten years, several events occurred that had a positive impact on the adoption of the program to use non sworn crime investigators.

In 1997, the rising violent crime rate reached its peak.(E2) This caused the fear of crime to rise and prompted renewed calls for more visible patrol. In 1998, California's Peace Officers Standards and Training (POST) responded to the public cries and the lobbying efforts of the department by making changes that favored the use of non sworn personnel as investigators. POST certified a civilian detective position, setting training and competency standards.(E6)

In 2002, economic conditions worsened with the inflation rate rising to the double digit level.(E10) This economic situation supported the need to address crime problems and community concerns as inexpensive as possible. That year, the State Legislature responded to the lobbying efforts of the department and local politicians. The Legislature made changes in the Penal Code that relaxed some of the legal restrictions on the use of civilian personnel in the investigative function.(E9)

In 2003, the Mayor recognized the efforts of POST and the State Legislature to assist the Department with its expanded civilianization program. He responded by increasing the proposed benefit package for civilian detectives in an effort to entice highly qualified candidates.(E4)

In the end, the union failed to convince the city administrators and police department leaders that civilianization of the investigative functions was not feasible. The program is now a reality even though it took several years.

"WHAT IF" SCENARIO
Group Three

The Policy Analysis Co., Inc. SIGMA Scenario Generator

For - Seed No. > 2951011 < and the marcos data --

in a 10 year SCENARIO that begins in 1994 ,

THIS IS WHAT HAPPENS !!

1. 1. Feb. 1994 E-1.Police union blocks civilianization
   T = 100 P= 83 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
2. 2. Mar. 1995 E-7.Civilians demand greater benefits
   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
3. 3. Apr. 1998 E-
3.Number of retired persons greater than worker pool
   T = 100 P= 57 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
4. 4. Oct. 1998 E-2.Violent crime reaches all time high
   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
5. 5. Jul. 1999 E-4.Benefit package for civilians increased
   T = 100 P= 51 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
6. 6. Jul. 2000 E-9.Penal code user friendly for civilians
   T = 100 P= 57 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0
7. 7. Jul. 2001 E-6.POST certifies detective specialist for civilia

   T = 100 P= 57 +I = 0 & -I = 0 Cnfd= 0 Cnsn= 0

The EVENTS which do NOT Happen are:

1. E-5.Investigative services contracted out
2. E-8.World wide depression
3. E-10.Double digit inflation

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SCENARIO III
Utopia, -2004
(what if)

This is the year 2004 and this is an outstanding place to live. The violent crime that was gripping the nation in 1994 is no longer in existence. The two major reasons for the success in handling that problem was the dramatic improvement in the economy and the collective efforts of government, business, the public and law enforcement in the fight against crime.

Economic conditions have been good over the years because at the end of the cold war, in the early 1990's, the major aerospace companies were able to convert their defense related capabilities to peace time uses and hire back a large percentage of the laid off workers. That caused other dependent industries to also flourish and help pick up the economy.
Additionally, world economic conditions improved with the approval of the North American Free Trade Agreement (NAFTA) and the General Agreement on Tariffs and Trade (GATT).

The good economic conditions have allowed the department to expand to deal with the crime rate that was on the increase. Both sworn and non sworn ranks have been increased.

In 1994, the department attempted to use non sworn personnel in the detective function. This was not done for economic reasons. Rather, it was for reasons of reform by a Police Department that saw the need to involve a wider spectrum of the population in the protection of the public. It was believed that this would bring more members of the community into the organization and enhance the Department's relations with the community it served.

The sworn officers' union immediately opposed the expanded use of civilians in the investigative function.(E1) The union was opposed to the plan on the grounds that it would take jobs away from their members. This was not a good argument because the sworn ranks were already on a slow but steady increase. And these non sworn members of the investigative team would not be replacing and sworn employees. They would be assistants only.

In 1995, the civilian employees almost wrecked the plan by demanding greater benefits.(E7) City administrators did not like the tactics of the civilian employee unions so they put the program on hold.

In 1998, it was discovered that the recruitment efforts of all law enforcement agencies had further depleted the existing shortage in the sworn candidate pool.(E3) At the same time, violent crime reached its peak. This revived the notion that non sworn employees could play an important role in the prevention of crime as well as foster good police/community relations.

In 1999, City administrators revived the efforts to assign non sworn personnel to the investigative function. The benefit package for civilians wishing to be part of the program was increased.(E4) This was done to entice a large candidate pool.

In 2000, the State Legislature saw the efficacy of such a program and made changes in the Penal Code that would ease some of the legal restrictions on civilian personnel involved in police investigative tasks.(E9)

In 2001, POST responded to efforts to use non sworn personnel in the investigative function and certified a detective specialist position for non sworn employees. Training and competency standards were established.(E6)

Today, there are non sworn employees working in the detective function. These civilian positions are not full fledged detective positions. Instead, these persons are what can be considered as detective assistants. They assist the detectives with the clerical nature of their jobs as well as the computer runs for investigative information. The detective assistants conduct interviews of victims and witnesses, however they have no arrest or interrogation responsibility. The detective specialists have been well received by the public as well as by sworn detectives. They do not see their non sworn team members as a threat to their jobs. They now see them as valuable assets.

STRATEGIC PLAN

During the futures study process three scenarios for using civilians in the traditional investigative function was generated. One of the scenarios was utopia (what if). It took place in an environment where economic conditions were good and the plan to use civilian personnel in the investigative function was for community relations purposes. Another scenario was a situation where economic conditions and some events made such a program worthy of exploration but other events caused the agency to maintain the status quo (most likely). The third scenario was in a situation where certain events supported a realistic attempt at using civilians to investigate major crimes (desired and attainable).

The "desired and attainable" scenario was selected as a basis for implementation of a plan to use civilian personnel in the investigation of major crimes.

DESCRIPTION OF MODEL AGENCY

There is no doubt that the findings in this research will have nationwide consequences. However, all law enforcement agencies could not be studied. In this case, the Los Angeles Police Department was selected as the model agency on which to develop the strategic plan.

The city of Los Angeles is the largest city in California. It covers a total of 465 square miles with a population of approximately 3.7 million residents. Los Angeles is home to the movie industry and continues to play a significant part in aerospace industry even though the aerospace industry is experiencing a downturn. Los Angeles is one of the most ethnically diverse cities in the United States. The Los Angeles Police Department is responsible for providing police service for the city's residents and visitors. The Department consist of approximately 10,000 employees, 7,600 of whom are sworn. The Department has eighteen Area stations throughout the city, each of which is commanded by a Police Captain. If the issue in this research project is adopted, the number of sworn and non sworn personnel would increase. The Department would provide a higher visibility on the streets with the return of police officers to patrol. All geographic detective functions would be assigned to investigative teams consisting of a sworn and a civilian detective.

MISSION STATEMENT

It is the mission of the Los Angeles Police Department to integrate civilian staff into the traditional investigative function in such a manner as to foster good esprit de corps between civilian and sworn personnel. This expanded use of civilians shall be implemented in such a manner as to maintain a high quality of service to the public, maintain a high level of cooperation

between the Los Angeles Police Department and other law enforcement agencies and members of the criminal justice system.

ENVIRONMENTAL AND ORGANIZATIONAL ANALYSIS

An important part of any strategic plan is an analysis of the issue's chance for success. An analysis of this issue's chance for success was conducted using the WOTS-UP (weaknesses, opportunities, threats, and strengths) analysis process. The Los Angeles Police Department's environment was analyzed for the opportunities and threats to the success of the issue. The organization was analyzed for its strengths and weaknesses in relation to the issue.

ENVIRONMENTAL ANALYSIS - Opportunities

One major opportunity for the success of this issue is the fact that people are scared and want more police officers around. The increase in the fear of crime continues to maintain the public support for strong law enforcement. An article in the January 25, 1994 issue of USA Today reports on the level of the public's fear of crime. That article reported the results of a poll as follows:

> "A new USA TODAY/CNN/Gallup Poll shows fear of crime is the nation's top concern at 37%, up dramatically from 16% only five months ago. That's the highest it's ever been and the first time it's been the top concern since Gallup began asking the question in the 1930's."[12]

In November 1994, California voters overwhelmingly passed a "three strikes" proposition, as well as a measure denying bail to sexual assault suspects. Because of this fear of crime, there is a high priority on the part of the public for more police visibility. In May and June of 1994, the Los Angeles Police Department conducted community focus group studies to determine what

[12]Judy Keen, "One Cannot Feel Safe Anyplace" USA Today January 25, 1994, P.2

police actions these community groups felt were important to them and rank the items' importance. They were also asked to rate the Department's performance in the areas they felt were important. The results were as follows;

> Community members from seventeen of the Departments's eighteen Areas (precincts) were polled. The groups were given fifteen items to review, plus they were allowed to add other areas of concern to the list, if they so desired. The concern for "increased visibility of patrols" averaged out to be the number concern of the community focus groups. The focus groups rated the Department's performance in this area as "below average."

It appears that the public will support any actions necessary to make more patrol officers will be available. Ironically, during the futures study phase of this research, the NGT panel listed "public support of law enforcement" as an important trend to address. When the public speaks politicians listen and work with bureaucrats to respond. In this case, the desire is for more visible patrol.

Another opportunity for this issue to succeed is the fact that detective work has been made easier due to better access to information. Computers and new data systems have changed the methods of gathering investigative information. This eliminates some of the footwork and field investigation needs because a lot of the information gathered through the old time consuming processes are now available at the investigators desks. In October, 1994, the Mayor of Los Angeles created a technology task force consisting of individuals from government and the corporate world. Their mission was to rapidly enhance the Department's information system. This will make it easier to shift some investigative functions to civilian personnel.

Another opportunity is the bad economic conditions in Los Angeles. While there is a need to provide quality service, there is also a need to do it as inexpensively as possible. All supporters of civilianization cite money savings as the primary driver for their interest in this type of personnel deployment. The reasoning is that civilians will be paid less than sworn police officers, thus providing service at a lower cost. Because of the potential for money savings, the local politicians will probably be inclined to support such a program.

This researcher conducted a preliminary cost/benefit analysis of the program, using the Department's Police Service Representative position as a model for the payscale for a non sworn police detective. The Police Service Representative position is a non sworn law enforcement position similar to other departments' Community Service Officer. A Police Service Representative receives extensive training in police communications procedures, arrest and report follow-up, search procedures, and interview techniques.

The annual salary and indirect costs for a Police Service Representative in 1995 will be $68,298. The annual salary and indirect costs for a Police Officer in 1995 will be $110,701. The Department currently has 171 individuals of police officer rank performing traditional investigative functions. These officers are labeled "Detective Trainees". The difference in annual salary and indirect costs between Police Service Representative and Police Officer is $42,403. If the department reassign the 171 police officers to patrol duties and hire civilians for the investigative function at the Police Service Representative pay scale, it would amount to a savings of $7,250,913.00.

Another opportunity is the Mayor's commitment to public safety, which is his number one priority. He is very keen on civilianization of law enforcement functions as a way to save money and put more police officers on the street. He and the Chief of Police have agreed on a safety plan that is designed to increase the level of patrol visibility. Civilianization is one component

of that plan. In response to the mayor's plan, the Los Angeles Police Department developed its public safety plan. The Department's public safety plan provided the following rationale in support of civilianization;

> The reassignment of sworn personnel to field duty will have a positive effect on patrol deployment throughout the City. Additionally, this plan will be a major step toward increasing the level of civilian participation in police service within the City of Los Angeles.

In April of 1992, the Los Angeles City Council adopted a joint motion of the Council's Governmental Efficiency and the Public Safety Committees calling for hiring additional civilian employees to replace all able-bodied sworn employees who were performing duties which could be performed by civilians. The Department responded by identifying 640 positions that could be replaced by civilians. However, none of the positions were for the criminal investigative function.

Threats

One of the threats to the implementation of this issue is possible opposition from the police union. The police union is likely to oppose any attempt to replace sworn personnel, assigned to the investigative function, with civilian staff. The politicians will come under intense pressure from the police union to not support any investigative civilianization effort. The police union has already accused the mayor of attempting to eliminate sworn positions. The danger is that the politicians may bend depending on the amount of pressure placed on them. In 1994, during contract negotiations, the Los Angeles Police Protective League orchestrated a series of job actions that did force the City Council to bend. The directors of the union will have to be

convinced that the number of sworn personnel in the department will not be reduced. The affected sworn officers will merely be transferred to uniformed assignments. In Los Angeles, there are already some incentives in place to encourage officers to remain in the patrol function, such as a pay bonus and overtime funds available visible patrol only. Other possible inducements are in the planning stage, such as a reduction in favorable working conditions for detective personnel.

Another threat to this issue is the limitations placed on civilian personnel. There are limitations on what law enforcement activities civilians can perform. The laws of arrest and other law enforcement tasks are much more restrictive for civilians than for sworn peace officers. Those limitations could be exploited by individuals who oppose the use of civilians in the traditional investigative function. However, there are possible remedies to that threat.

The California Penal Code restricts civilians to citizen arrests only. Additionally, civilians do not enjoy the legal protection that sworn peace officers enjoy in arrest situations. Therefore, the ability of civilian detectives to make arrests will be severely hampered. However, as noted in the 1975 RAND Corporation study, detectives do not make a large number of arrests. The Los Angeles Police Department have 703 persons, including the 171 detective trainees, assigned to geographical detective units. These personnel are tasked with handling the day to day follow up investigation of major crimes. While the Department makes approximately 300,000 arrests annually, these geographic detectives account for approximately 3000 or one percent of those arrests. Thus, the lack of arrest powers will have a limited negative impact on the ability of civilians to perform detective functions.

The California Penal Code do not provide for civilians to possess firearms, except by permits granted by the local sheriff or police chief. But, those permits do not allow such firearms to be carried on the permittee's person while loaded or concealed. This factor would eliminate the use of civilian detectives in arrest and tactical situations. However, since detectives do not make very many arrests, this factor would have a minimal negative affect on the use of civilians in the investigative function.

The state of California only allows for sworn peace officers to be affiants on search warrants. However, civilians working in partnership with a sworn peace officer can prepare the report and allow the sworn partner to be the affiant based on his or her experience, expertise, knowledge or observations.

California Penal Code sections 11105 and 13300 restricts the release of Criminal Offender Record Information (CORI) for criminal investigation purposes to peace officers, parole and probation officers, district and city attorneys, public defenders and the courts of the state. Civilian employees of law enforcement agencies are not included in the provisions. However, all such information is routinely handled by non-sworn personnel. The court and state personnel who compile, input and maintain the information in the state's automated systems are civilians and most law enforcement Records and Identification systems are managed by civilian personnel. Currently, this information is routinely accessed by civilian personnel and forwarded to the sworn detective for use in the filing of the case. Therefore, the current restrictions on CORI information should have a limited impact on the use of civilians in the detective function.

The State of California have a statute that allow sworn peace officers to give hearsay evidence in preliminary hearing. Civilian law enforcement employees are restricted from giving such testimony. This statute is most valuable when victims and witnesses are reluctant to testify. However, this situation can be handled by causing a sworn detective to interview those victims and witnesses that show signs of reluctance.

On the other hand, Deputy Los Angeles City Attorney Donna Weiss-Jones states that there are no restrictions on civilian agents of law enforcement giving Miranda Rights and conducting custodial interrogations.

The Menlo Park, California Police Department attempted to use civilian personnel to investigate crimes associated with check fraud and non-sufficient funds. However, they discovered the constraints that would limit the use of civilians in the investigative process. They solved that problem by allowing the concerned employee to become a reserve officer. In California, reserve officers enjoy full police power while on duty. The Los Angeles Police Department specifications for reserve officers are as follows;

> **Line Police Reserve Officer - Defined.** Line police reserve officers are those officers that have successfully completed the basic training course for peace officers prescribed by the Commission on Peace Officer Standards and Training (POST). These officers must also meet Department standards for regular officers. Line police reserve officers are required to complete two tours of duty (16 hours) per deployment period.
>
> Police reserve officers who have completed Department Academy training for line reserve officers, shall be classified as non-field certified line reserve officers.
>
> **Technical Police Reserve Officer - Defined.** Technical police reserve officers are police reserve officers who have successfully completed the POST prescribed course for Designated Level III police reserve officers. These police reserve officers have peace officer status only while on duty. They shall normally wear a uniform and badge, but shall not carry a firearm.

Therefore, it is conceivable that a person could be a civilian employee with reserve officer status. This would allow the civilian employee to have peace officer status while on duty. The training curriculum for the Police Service Representative and the Police Reserve Officer would provide for most of the training needs.

A policy of allowing the civilian detective personnel to meet the qualifications necessary to be a reserve officer will give them police powers while they are on duty. This should remedy concerns about the legal restraints on civilian personnel. Additionally, if the reserve officer option is not adopted, the civilians could be teamed with sworn detectives but restricted from the investigation of spousal abuse, sex crime, and homicide cases because of the likelihood of reluctant victims and witnesses. Reluctant victims and witnesses creates the need for hearsay testimony by the investigator.

ORGANIZATIONAL ANALYSIS

The Los Angeles Police Department was analyzed for its organizational strengths and weaknesses that would affect the success of implementing a civilian investigation program. The department consist of approximately 7,800 sworn and 3,000 civilian employees. The majority of the civilian employees are assigned to clerical, dispatch, and custodial type duties. Organizationally, this department has limited strength that would affect the success of the issue of civilianization of the investigative function. However, there are pronounced weaknesses.

Strengths

The one major strength for the Los Angeles Police Department is that the police chief is a change agent. He understands the need to make adjustments in the way the job is done as society changes. He is also a proponent of high visibility uniformed patrol. The ability to accomplish that goal will be enhanced if sworn officers are removed from the investigative function and returned to the street. This strength is limited because the chief is from the outside and he will have some difficulty gaining the support needed to overcome resistance by sworn personnel. There is some indication that some members of the Department see a need for increased use of civilians. They may be persuaded to support the use of civilian personnel in the investigation of major felony crimes.

In 1994, the Department's Line Operations Effectiveness Committee, a committee of mostly command and staff officers explored ways of improving the effectiveness of line operations. The committee's final report included support for civilianization. Excerpts from that report are as follows;

> A Department study last year showed that significant increases in civilian personnel would release sworn officers for field duty. The simple fact is that civilians can be hired quicker, trained faster and are more economical than sworn police officers. Further, bringing more civilians community members into the Department will increase the depth of our community-police partnerships.

The committee had the following to say about the detective deployment;

> Limited detective personnel, compounded by the anticipated increased workload created by an increased patrol force, will require maximum efficiency of the detective function.
>
> Current detective staffing levels have enabled the Department to achieve a clearance rate of 26% for Part I crimes, which conforms with the National average. If more detectives can be budgeted, based on accurate and current information on deployment needs, the Department's clearance rate for Part I crimes could conceivably increase to 30 or 35%.

Weaknesses

The weakness in this organization, in relation to the use of civilian personnel in the investigation of major crimes, is the resistance that is evident throughout the rank structure of sworn personnel. Rank and file officers have tacitly accepted civilians in positions that is not considered to be threatening to them. However, they see this issue as a loss of opportunity for coveted assignments and the chance to develop their skills. They also see this issue as creating a limit on the variety of assignments available to them. A survey conducted in the Los Angeles Police Department show that there is not a lot of sworn rank and file support for expanded use of civilians in the Department.

In July 1994, the Los Angeles Police Department conducted a total of nine employee focus group meetings for the purpose of developing a list of priorities the employees felt would make the LAPD a more employee centered organization. For the purpose of this study, only information pertaining to the increase in personnel and civilian participation was extracted from the study.

> A pilot focus group listed nineteen important topics. The need to "increase personnel numbers" was ranked number six on the list and the need for "more effective use of civilian employees" was ranked as number eight.
>
> A focus group consisting of diverse members listed eighteen important topics. They did not list the need to "increase personnel numbers". However, the need for "more effective use of civilians" was ranked as number three.
>
> A civilian focus group listed fifteen important topics. The need to "increase personnel numbers" was ranked as number three and the need for "more effective use of civilian employees" was ranked number four.
>
> A second civilian focus group listed seventeen important topics. The need to "increase personnel numbers" was ranked number four and the need for "more effective use of civilian employees" was ranked six.
>
> A second Sergeant/Lieutenant focus group listed eighteen important topics. The need to "increase personnel numbers" was ranked number three and the need for "more effective use of civilian employees" was ranked number five.

> The first Sergeant/Lieutenant focus group and the first Police Officer/Detective focus group listed eighteen important topics while the second and third Police Officer/Detective focus groups listed fifteen important topics. These four focus groups gave high priority to the need to "increase personnel numbers", but neither of their lists contained the need for "more effective use of civilian employees."
>
> That study shows that some work must be done to enhance the readiness of first line supervision and middle management for expanded use of civilian personnel. Particular effort must be given to preparing the rank and file sworn personnel for expanded use of civilian personnel.

However, there is an awareness within the Department that civilian personnel is important to the organization.

In 1994, the Strategic Initiative Task Force for Creating and Maintaining an Employee Centered Organization for the Los Angeles Police Department was created to develop goals and strategies for making the organization a more employe centered organization. This Task Force's number goal was to "create an environment in the LAPD which emphasizes respect and dignity for all employees." Some of the strategies for reaching the goal are (1) eliminate bias and develop respect between different groups (sworn/civilian, patrol/staff, men/women), (2) create civilian parity with sworn officers at all ranks to eliminate bias, and (3) create improved career ladders for civilian employees.

STAKEHOLDER SELECTION

All strategic plans must provide for the identification and analysis of the stakeholders. Stakeholders are individuals, groups, or organizations who are impacted by a policy issue; who are able to impact a policy issue; or who have a concern about a policy issue. In addition to stakeholders, there are potential unforeseen obstacles which could impact an issue. These unforeseen obstacles are called "snaildarters." The analysis of stakeholders and snaildarters consist of the documentation of assumptions held by them, in relation to a policy issue.

Seven stakeholders and one snaildarter were identified in relation to the issue of assigning civilian staff to the investigative function in the Los Angeles Police Department. Each one is listed along with assumptions believed to be held by them.

STAKEHOLDERS

1. Sworn Los Angeles Police Officers including uniform officers who would no longer be able to work in detective positions while holding the rank of police officer and detectives who will be working with the civilian detectives.

   a) They will assume that the civilians will be taking their jobs.

   b) They will claim the loss of ability to hone their overall skills.

   c) They will assume that civilians cannot do the job as well as sworn officers.

2. Civilian Personnel who will be candidates for the civilian detective positions.

   a) They will assume that they can do the job as well as sworn personnel.

   b) They are convinced that sworn officers will accept them as competent employees and peers.

3. Los Angeles Police Protective League, the employee representation organization for sworn Los Angeles police officers.

   a) They believe they are the guardians of rank and file officers.

   b) They feel the overall size of the sworn officer ranks will shrink if such a program is implemented.

4. Chief of Police of the Los Angeles Police Department

a) He will assume that more officers will be available for visible patrol.

b) He will assume that sworn and civilian personnel will be able to work well together.

5. District Attorney who have the responsibility of prosecuting felony crimes.

a) They will assume that limitations on civilian legal powers will hamper prosecutions.

b) They will assume that a lack of police experience by civilian detectives will negatively impact the quality of the investigations.

6. General Public who will be the recipients of police services.

a) They will feel that the police department will be more friendly.

b) They will feel safer because of the higher visibility of patrol officers.

7. Mayor of the City of Los Angeles

a) He will assume the overall size of the police department will increase at a saving.

b) He will assume that his image with the public will be enhanced.

Snaildarter and its assumptions

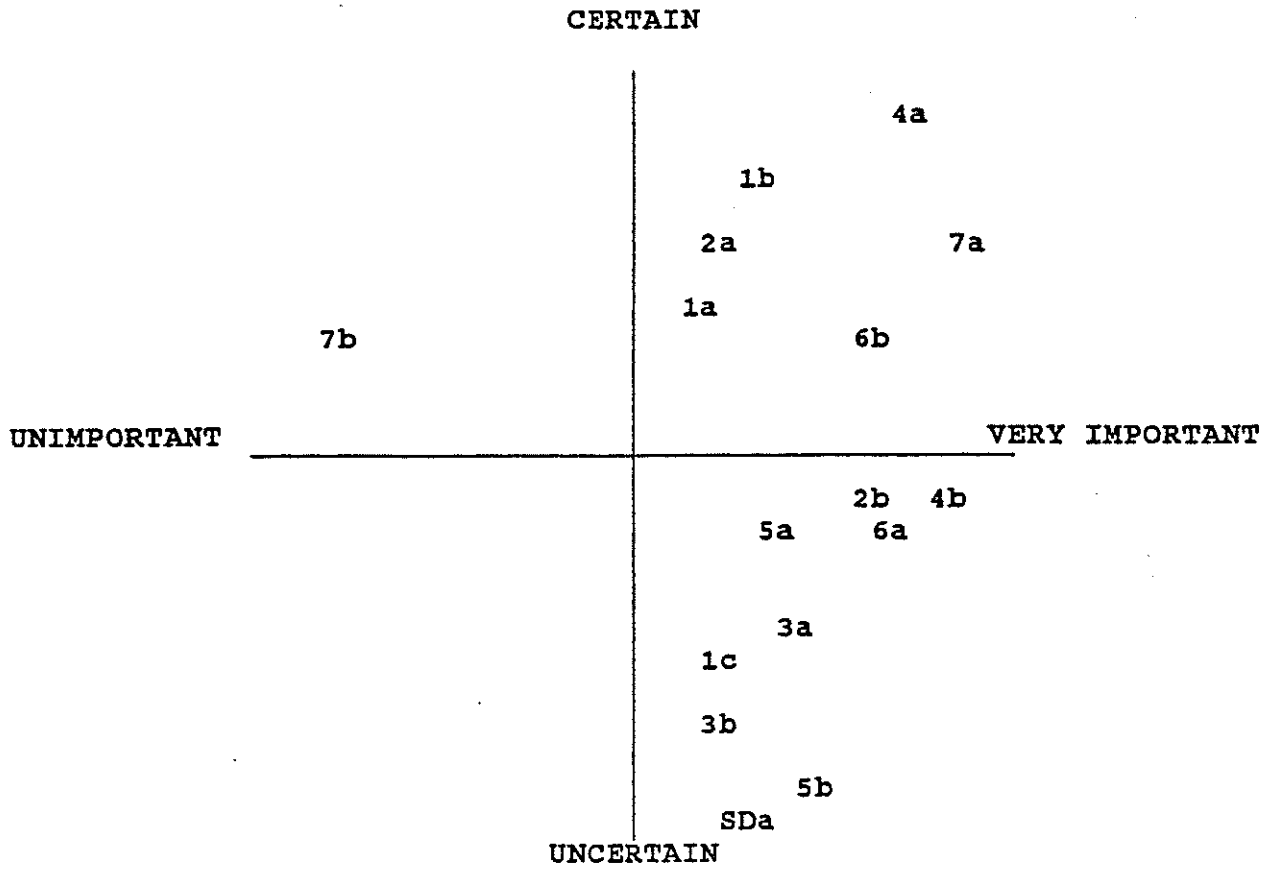
8. Civilian Employee Union

a) They will assume that they will be able to get the same pay level as sworn personnel for their members.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

In order to provide a visual picture of the assumptions attributed to the stakeholders and the snaildarter, an assumption map was created. The assumptions were plotted according to their perceived importance and level of certainty of them occurring. The results are explained as follows:

ASSUMPTION MAPPING CHART
(Researcher's Estimate)



---

1. SWORN POLICE OFFICERS
a) civilians will take jobs
b) lose ability to hone skills
c) civilians can't do job well
2. CIVILIAN PERSONNEL
a) can do same job as sworn
b) officers will accept them
3. SWORN POLICE UNION
a) guardians of rank and file
b) sworn ranks will shrink
SD CIVILIAN EMPLOYEE UNION
a) request same pay as sworn
4. CHIEF OF POLICE
a) officers for visible patrol
b) personnel will work together
5. DISTRICT ATTORNEY
a) legal limits affect prosecution
b) no police experience hurt invest
6. GENERAL PUBLIC
a) police will be more friendly
b) safer with more visible patrol
7. MAYOR
a) department will grow at a saving
b) public image will be enhanced

1. Sworn Los Angeles Police Officers

The assumption (1a) that civilians will be taking their jobs is relative important because if the rank and file believe that assumption it will interfere with the implementation of the civilianization program. This assumption is somewhat certain in that, in the long run, less sworn police officers will be hired.

The assumption (1b) that they will lose the ability to hone their overall skills is moderately certain to occur and it is important for them to hone their skills. The Department will have to develop a means of replacing the loss of experience.

The assumption (1c) that civilians cannot do the job as well as sworn officers is relatively uncertain, however, it is important because it is an assumption that must be addressed if the plan is to succeed.

2. Civilian Personnel

The assumption (2a) that they can do the job as well as sworn personnel is very important to the success of the program and it relatively certain with the proper training program.

The assumption (2b) that sworn officers will accept them is very important but is quite uncertain for a period of time. The hope is that the level of certainty will improve with time.

3. Sworn Police Union

The assumption (3a) that they are the guardians of the rank and file officers is important to policy makers because of the amount of resistance they are capable of stirring up. However, the assumption is uncertain in that a large percentage of the rank and file are not members of the union.

The assumption (3b) that the sworn officer ranks will shrink is important in that it has the potential for creating rank and file resistance to the program. However, it is uncertain to occur. The sworn officer ranks is not suppose to shrink but they will grow much slower.

4. Chief of Police of the Los Angeles Police Department

The assumption (4a) that more officers will be available for visible patrol is very important and very certain.

The assumption (4b) that sworn and civilian personnel will work well together is very important to the success of the program. However, it is somewhat uncertain to occur initially due to sworn resistance.

5. District Attorney

The assumption (5a) that limitations on civilian legal power will hamper prosecutions is very

important because it can have a bearing on the type of assignments that can be civilianized. This assumption relatively uncertain because adjustments in the type of tasks can account for any legal limitations.

The assumption (5b) that the lack of police knowledge will negatively impact the quality of investigations is important but uncertain because civilians can be trained just as sworn personnel can be trained.

6. General Public

The assumption (6a) that the police department will be more friendly is very important but there is a degree of uncertainty as to whether it will happen.

The assumption (6b) that the public will feel safer because of the increased visibility is very important and somewhat certain to happen.

7. Mayor of the City of Los Angeles

The assumption (7a) that overall size of the police department will increase at a saving is very important and appears to be somewhat certain.

The assumption (7b) that the mayor's image with the public will be enhanced is unimportant but it has a slight degree of certainty.

8. Civilian Employee Union (Snaildarter)

The assumption (SDa) that they can get the same pay level as sworn personnel for their members. This is important but uncertain.

MODIFIED POLICY DELPHI

An important phase of any strategic plan is the selection of alternative strategies. In this case, a modified policy delphi process was conducted. The purpose of the is to ensure that a variety of alternative strategies are identified and examined relative to the central issue. A modified policy delphi panel, consisting of the following law enforcement administrators was assembled.

Commander Daniel Watson, Los Angeles Police Department

Captain Eric Lillo, Los Angeles Police Department

Commander Willie Pannell, Los Angeles Police Department

Captain John Frazier, Inglewood Police Department

Lieutenant William McClurg, El Cajon Police Department

Lieutenant Don McNeil, Glendale Police Department

Lieutenant Darrell Myrick, Covina Police Department

Lieutenant Joseph Latta, Burbank Police Department

The panel developed a list of alternative strategies that would have a bearing on the final strategy selected for implementation.

List of Alternate Strategies

1. Develop organizational support to convince internal resisters that the program will increase the proficiency of the organization by saving money for other important items.

2. Meet and confer with unions and convince them that any money saved by the department will benefit their membership with better equipment and pay.

3. Determine civil service classification for the new positions so that qualifications, hiring criteria, payscales and career paths can be established.

4. Determine positions that can be civilianized, taking into consideration legal restrictions on powers of arrest and the ability of civilians to carry arms.

5. Lobby POST to establish standards for a civilian detective category which lend credibility to the program and make it easier to sell the program to the Department's internal and external customers.

6. Establish a training program for civilian detectives after determining what functions civilian detectives will be conducting, to insure a satisfactory level of proficiency.

7. Develop a task force to educate other criminal justice agencies and convince them that the quality of the investigations will not suffer.

8. Conduct a cost/benefit analysis and show the city Council and Mayor that the program is cost effective and good for the city.

The panel established the following list of criteria to analyze the alternate strategies.

1. Short-term desirability

The panel wanted to explore the short-term desirability of each alternate strategy.

2. Feasibility

The panel wanted to determine the overall feasibility of each alternate strategy.

3. Cost

The panel saw a need to explore the cost/benefit factors involving each alternate strategy.

4. Long-term desirability

The panel believed that each alternate strategy should be analyzed for its long term desirability.

5. Stakeholder support

The panel believed that each alternate strategy should be analyzed for the probable level of stakeholder support.

6. Legality

The panel also felt that each alternate strategy should be reviewed for legal impact.

Using the established criteria, the panel analyzed the alternative strategies by assigning a numerical value (1 through 4) of level of impact on each alternate strategy in relationship to each listed criteria. The two top ranked strategies plus the one with most divergent votes from panel members were selected for further evaluation.

The following strategies were selected for further evaluation by the panel: 1. Determine the positions that can be civilianized and, 2. Determine civil service classification. The strategy with the most divergent vote was: 3. Establish a training program for civilian detectives.

Those three strategies were evaluated by the panel for their pros and cons in relation to the success of the implementing a civilian detective program.

1. Determine positions that can be civilianized

Advantages:

The panel felt that this strategy would reduce the level of anxiety by sworn personnel, enhance the chances of implementation, and boost the morale of civilian employees.

Disadvantages:

The panel felt that this strategy might be subject to internal politics and it may have a negative effect on the morale of sworn personnel. Some members of the panel also felt that a disadvantage to this strategy was to assume it would save money. This was not surprising in that the panel consisted of police officials. All of the research in the 1970's that supported civilianization of the investigative function, listed money savings as a major advantage. However, all of the opponents of this issue, mostly police officials, felt that it was a myth to suggest that money would be saved.

2. Determine civil service classification

Advantages:

The panel felt this strategy would establish the hiring criteria for civilian detectives. The panel felt that this will allow personnel analysts to determine if the personnel pool for these positions should be restricted to employees inside city government or should the position be open to persons outside of city employment. The panel also felt that this strategy will allow planners to determine the probable personnel costs.

Disadvantages:

The panel felt that this would take away some of the department's flexibility in the deployment of the civilian detectives. They also believed that it would be time consuming and it make the process susceptible to outside bureaucratic influence.

3. Establish a training program for civilian detectives

Advantages:

The panel felt that this strategy could possible develop some support for the issue by all of the stakeholders. It would also eliminate some of the resistance by sworn personnel and, most important of all, it would make implementation of the program much easier.

Disadvantages:

The panel felt that this strategy would be costly and that it would be time consuming. It was felt that these two factors could delay implementation of the program.

RE-ANALYSIS OF ALTERNATIVE STRATEGIES

The panel then used the list of criteria that was used to analyze the original eight alternative strategies to re-analyze the three selected alternative strategies, after having evaluated the pros and cons of each. The panel used the re-evaluation of the three selected alternative strategies to rank the strategy they felt was the most important for the implementation of the civilian detective program and the results are as follows;

Strategy number one (Determine positions that can be civilianized) was ranked number one, while strategy numbers two (Determine the civil service classifications) and three (Establish a training program for civilian detectives) were ranked at the same level of importance.

The three strategies preferred by the delphi panel are all important strategies for the implementation of a civilian detective program. However, those three strategies are not sufficient for the successful implementation of the investigative civilianization program. Therefore, six of the original alternative strategies were combined to form the final strategy for the implementation of the program.

FINAL STRATEGY

The final strategy is to determine what detective functions can be handled by civilian personnel, taking into consideration the legal limitations on civilians and take steps to overcome as many of those restrictions as possible. Develop a civil service classification for the new position so that qualifications, hiring criteria, payscales and career paths can be established. Conduct a cost/benefit analysis with the results being used to show the concerned political entities that the program is cost effective and good for the city. Conduct meetings with the employee unions for the purpose of convincing them that money saved from the program will benefit their membership with better equipment and pay. Establish organizational support to convince internal resisters of the efficacy of the program. And establish a training program for civilian detectives to insure a satisfactory level of proficiency and convince the sworn detectives that the civilians will be properly prepared for the tasks.

IMPLEMENTATION PLAN

This implementation plan is a step by step plan designed to adhere to the mission statement. Consideration was given to the results of the stakeholder analysis, the modified delphi process, and the WOTS-UP analysis.

First, a transition team should be created. The team should include members of the rank and file police officers, middle and upper level police management personnel, and civilian police employees. The team should also consist of personnel analysts, training specialists, fiscal operations specialists, and a representative from the office of the City Attorney. The team should take into consideration the legal limitations on civilians in law enforcement functions and they should consult with other parts of the criminal justice system to adequately address these limitations. Ultimately they should recommend to the chief of police, a list investigative assignments that can be civilianized, the hiring criteria, and the level of training needed to adequately prepare the civilians for employment in the selected investigative assignments.

The transition team should meet with the civil service commission for the purpose of determining civil service classifications for the selected positions. These classifications should be forwarded to the city administrative officer where he or she should work with the team and the civilian employees' union to establish a pay scale for the civilian positions.

The transition team should then cause a cost/benefit analysis of the program to be conducted and forward the findings to the chief of police who should present the plan to the mayor and other members of the city's governing body in an effort to get support for the plan.

The transition team should meet with the sworn police officers' union under "meet and confer" provisions. The purpose of this meeting will be to negotiate the change in working conditions for police officers who will be returning to uniform duty. An effort should also be made to sell the program to the union by assuring them that there will be no loss of jobs for sworn officers. They should be advised that possible money savings could make the city better able to provide employee benefits, overtime or hire more officers.

The research team should meet with members of the police department, from top to bottom, in an effort to limit the amount of sworn officer resistance. The entire plan and its expectations should be discussed during these meetings.

The plan should be made public in an effort to gain public support and to pressure local politicians to adopt the program.

In anticipation of approval for the program, an employee selection and training plan should be developed. The department should conduct semi-annual evaluations of all investigative employees, both sworn and civilian to determine everyone level of proficiency. Command officers should be admonished to take into consideration the tenure of the newly hired civilian investigators, so that a true evaluation of the program can be obtained.

TRANSITION PLAN

During the strategic plan section of this project a WOTS-UP analysis of the Los Angeles Police Department conducted. This analysis was designed to determine the environmental threats and opportunities in relation to the issue of assigning civilians to investigative tasks and the internal organizational strengths and weaknesses regarding the issue. Also a stakeholder analysis was conducted and the stakeholders' perceived assumptions were charted and analyzed. A modified policy delphi was conducted using information received from the WOTS-UP and stakeholder analysis. The modified policy delphi panel developed several alternative strategies for adhering to the mission statement for implementing the selected scenario for using civilians in the investigative function. A final strategy was selected and an implementation plan was developed. The purpose of this transition plan is to put the implementation plan into effect.

CRITICAL MASS

An important phase of any policy implementation transition plan is the identification of the "critical mass", those individuals whose support is necessary for the successful implementation of the program. Opposition by the "critical mass" will likely lead to failure of the plan. Ten individuals were identified as the critical mass for this program. As part of the implementation plan, a transition team was recommended. It is further recommended that the head of that transition team work with members of the critical mass and, using input from the rest of the team, move members of the critical mass to the desired level of support for the program.

COMMITMENT CHART

CRITICAL MASS ACTORS	BLOCK CHANGE	LET HAPPEN	HELP HAPPEN	MAKE HAPPEN
MAYOR			0--<	-<- X
CHAIRPERSON PUBLIC SAFETY COMMITTEE CITY COUNCIL		X0		
POLICE CHIEF				X0
PRESIDENT CITY COUNCIL		X-->	->-0	
PRESIDENT POLICE UNION	X-->	->-0		
CHAIRPERSON FINANCE COMMITTEE CUTY COUNCIL		X0		
DIRECTOR OFFICE OF OPERATIONS POLICE DEPARTMENT		X-->	->-0	
CITY ATTORNEY	X-->	->-0		
DISTRICT ATTORNEY	X-->	->-0		
PRESIDENT POLICE COMMISSION		X0		

X CURRENT POSITION
0 DESIREABLE POSITION

1). The Mayor of Los Angeles is currently embarked on a re-invent government campaign. He is listed in the "make happen" column of the critical mass chart. The mayor has a hands-on approach to all city business. In this case, he must be persuaded to use his political clout to encourage others in city government, such as, city councilpersons, civil service commissioners, city administrative officer, as well as, the public to support the program. The mayor must be convinced that his role should be in the "help happen" category, allowing the chief of police to do his job as chief executive of the police department.

2). The Chairperson of the City Council's Budget and Finance Committee must convince other members of the City Council that this program is in the financial interest of the city. He has a reputation as a hard nosed guardian of public funds. He is known as a rather cautious person who will wait to see the numbers before he is totally sold on the program. He is listed in the "let happen" category because anything that shows promise of saving money appeals to him. The task will be to, at least, keep him in the "let happen" but the preference would be the "help happen" category where he would use his enormous political clout to persuade other councilpersons and the public to support the program. Because Yaroslavsky controls the city budgetary process, he has the power to make or break the program. The preferred tactic for maintaining his support is to provide him with facts and figures that show fiscal viability.

3). The Police Chief of Los Angeles is listed in the "make happen" category. The Chief is a change agent who is committed to improving the quality of service provided by the Department while maximizing the available resources. He must remain in the "make happen" category for the program to be implemented. He must be the one who says "just do it". He must persuade staff and officers who are resisters to this type of change. He must convince them that the quality of the department's investigative service will improve rather than suffer. He must sell this program to the city council, police commission and the rank and file. The preferred tactic to keep him in the "make happen" category is to convince him that service quality will improve at a fiscal savings.

4). The Los Angeles City Council President is a strong supporter of the police department, well respected by his city council peers and has an excellent relationship with the police union leadership. Because of his historical support for the police department, he is listed in the "let happen" category. Without his support, it may be extremely difficult to persuade ten of eighteen city councilpersons who all have different agendas to support the program. He must use his good relationship with the police union leaders, who have not forged a good relationship with the police chief, to convince them that the program will not have a negative affect on wages, hours and working conditions of their membership. Therefore, it is desirable for him to be in the "help happen" category. The preferred tactic to secure him in the "help happen" category is to convince him the quality of police service will improve at a savings and the program will have a positive impact on the sworn officers' working conditions.

5). The President of the Los Angeles Police Protective League (sworn employee union), is in the "block change" category. He has told this researcher that he opposed this program. He sees the program as an erosion of opportunity for sworn employees. He has the ability to use legal and political clout to stall or stop the implementation of the program. The preferred tactic for moving him to the "let happen" category is to convince him that this program will make the workload lighter on sworn officers, will not eliminate the ability of officers to obtain assignments in detective units, allow for rewards for those officers who remain in patrol and it will not cause a decrease in the number of sworn jobs.

6). The Chairperson of the Los Angeles City Council Public Safety Committee has the responsibility for approving and forwarding to the full City Council, for approval, any changes in public safety activity that require funding adjustments. He is a person who is usually supportive of any activity that will improve police services. For that reason he is listed in the "let happen" category. It is important that he, at least, remain in that category because he has the power to block implementation of the program. The preferred tactic for keeping him in that category is to convince him that the program will enhance police service at a fiscal savings.

7). The Director of the Los Angeles Police Department's Office of Operations is listed in the "let happen" category. He is important to the implementation of the program because he is in charge of ninety percent of the Department's human resources and he has staff responsibility for all criminal investigative functions. He must be moved to the "make happen" category because he will have the responsibility for maintaining staff oversight of the implementation effort. Because he is a flexible person, the preferred tactic for moving him to the "make happen" category is to provide him with information showing that the program will not totally eliminate sworn detectives and that the selection and training process will produce quality civilian detective personnel who will work in conjunction with sworn detectives.

8). The Los Angeles City Attorney has the responsibility prosecuting misdemeanor cases. He is listed in the "block change" because of his perceived concerns about quality of the investigations and the limitations on civilian powers of arrest. He needs to be moved to the "let happen" because any opposition to the program by him will effectively kill it. The preferred

tactic for moving him to the "let happen" is to convince him that the training and deployment process will insure quality investigations.

9). The Los Angeles County District Attorney has the responsibility for prosecuting all felony cases. He is listed in the "block change" category because of his perceived concerns about the quality of the investigations and the limitations on civilian powers of arrest. He needs to be moved to the "let happen" category because, as with the City Attorney, any opposition by him will kill the program.

10). The Angeles Police Commission has the responsibility for establishing policy for the Department. They have established a reputation as being open to change with in the department. For that reason they are listed in the "let happen" category. It is important that they remain in the "let happen" category because the approval of the Police Commission is necessary for the program to be implemented. The preferred tactic for keeping them in the "let happen" will be to convince them that the effectiveness of the investigative function will improve under the civilianized detective program.

TRANSITION MANAGEMENT TEAM STRUCTURE

In order to implement the proposed change, a transition management team must be constructed. The structure of the implementation team will consist of a "project manager" who will oversee the activity of a group of representatives selected on the "diagonal slice" mode. A project manager is proposed because there is a need for a high ranking person in the organization to

oversee the transition while others continue to run the organization. This will be an auxiliary position for the project manager that will be shared with his other duties. He will have the responsibility of providing leadership and direction to the transition team. He will be at a staff level that will allow for direct contact with the Chief of Police and the assistant chiefs so that they can be kept informed of the transition progress.

It is recommended that the project manager be the commanding officer of Operations Headquarters Bureau-Detective Services Group which consist of the Department's elite detective units with city-wide jurisdiction. He has review and procedure development responsibility for all major crime investigation activity in the department. He is also the Department's liaison with other entities in the criminal justice system. He will be able to maintain contact the Director of Operations as well as the geographic detective commanding officers staff level officers.

The second part of the transition management team will consist of a diagonal slice of the organization. This format was selected because of the need to get the people who will be most affected by the change will have to be convinced to support it. The best way to gain acceptance is through involvement. Involvement will give the affected employees ownership in the issue. The proposed membership will include the following; a representative from the Area (precinct) captain rank, a representative from the detective commanding officer (lieutenant) rank, a detective supervisor, a line level detective, a police officer and a civilian employee.

The transition management team will be supported by experts from the Department's Personnel Division (sworn and civilian specialists), Training Division, Fiscal Operations Division, Employee Relations Section and Community Affairs Group. The transition management team will maintain liaison with the Los Angeles City Attorney's Office (civil liabilities section, employee relations section and the criminal prosecution section), the Los Angeles City Administrative Officer and the Los Angeles Police Protective League (sworn employee union).

The transition management team should consist of three sub-committees. These sub-committees are the fiscal sub-committee, training sub-committee and employee relations sub-committee. Transition management team members should be assigned to the sub-committees based on their expertise, knowledge and experience. The fiscal sub-committee will handle budget and finance matters. The training sub-committee will handle all training related matters. And the employee relations sub-committee will handle deployment and meet and confer matters.

The transition management team will be a temporary unit that will cease to exist after the transition is complete.

METHODS AND TECHNOLOGIES FOR GAINING SUPPORT

One of the major tasks for those involved in change is to overcome resistance and motivate individuals in the organization to promote the change. Several procedures and technologies will be recommended for achieving this goal.

The Department should develop a reward system that will be an incentive for police officers to accept the deployment of civilians to the detective function. This is important because the program will eliminate the opportunity for the rank of police officer to work the detective function prior to promoting to the detective rank. This reward system should be a combination of monetary and non-monetary rewards. The non-monetary awards should consist of special attention to the accomplishments of patrol officers during promotional interviews. The monetary rewards should include incentive pay for patrol officers that amounts to a small percentage of the officers' base pay. The monetary reward for patrol officers is already a priority for the Los Angeles City Council and will likely be adopted regardless of the outcome of this program.

Educational Intervention prepares people for change by helping them to understand change issue. It will enhance their level of acceptance. Therefore, it is recommended that a training program be conducted for employees at all levels for the purpose of outlining the provisions of the program, the implementation process, and what benefits the organization and individual groups within the organization can expect from the program. This is a very important step toward addressing the high level of anxiety and uncertainty on the part of members of the organization. The Los Angeles Police Department has enjoyed a reputation as one of the most proficient law enforcement organizations in the nation. Therefore, it will be a challenge to implement such a program in an organization with such a large work force that is so well entrenched in its belief that it is already one of the best.

A readiness assessment should be conducted on the selected transition management personnel for the purpose of assessing their level of awareness of the program, their willingness to motivate others to support the program, and their interpersonal skills. Since there will be resisters in every rank level in the organization, it is important that a readiness assessment be made of each person selected to the transition management team. This will allow the police chief (chief executive) to determine whether the right persons have been selected to the team. It will give him the opportunity to replace the persons not believed to be capable of handling the task at hand. This assessment should be conducted by the Chief of Police's Chief of Staff.

Following the readiness assessment of the transition management team a Responsibility Chart should be prepared for the purpose of delineating who has responsibility for what tasks, actions or decisions; whose approval is necessary for what tasks, actions or decisions; whose support is needed for the different tasks, actions or decisions; and who needs to be notified of the different phases. This helps to reduce ambiguity, wasted time and resources. Most importantly, it helps to build teamwork and reduces the chances of conflict among the members of the transition management team. The Responsibility Chart below shows the identified group of actors who are important to the implementation of the plan in Los Angeles and their level of responsibility in the implementation.

RESPONSIBILITY CHART

ACTORS

Decision, Task or Activity	1	2	3	4	5	6	7	8	9	10	11
Conduct cost analysis	A	R	I	I	-	S	I	A	I	I	-
Select hiring criteria	A	S	S	R	I	I	A	A	I	I	A
Establish payscales	A	R	S	S	I	A	I	A	A	I	S
Est. training program	A	S	R	S	I	-	A	A	A	I	-
Est. job description	A	S	S	R	-	I	A	A	A	I	A
Est. deployment plan	A	S	S	R	-	I	A	A	I	I	-
Sell to Employees	S	S	S	S	-	-	S	R	-	S	-
Public Awareness	S	S	S	S	-	-	S	R	S	S	-
Sell to Courts and D.A	R	I	I	I	S	-	I	A	-	-	-

1. Project Manager
2. Proj. Team (fiscal sub-comm.
3. Proj. Team (training sub-comm.
4. Proj. Team (empl. rel. sub-comm.
5. City Attorney
6. City Administrative Officer
7. Police Commission
8. Chief of Police
9. City Council
10. Employee Unions
11. Personnel Department

R = Responsibility to see that decision or action occur.
A = Approval of action or decision with the right to veto.
S = Support of action or decision with resources but no right to veto.
I = Inform of action or decision with no right to veto.
- = Non applicable

A Readiness/Capability Chart should be completed, listing those individuals and groups who will be critical to the success of the transition. A random selection of members of each rank level should be placed in groups and analyzed as to their readiness level and their capability to handle the change in the detective deployment. Four of the more critical groups that should be analyzed are the detective commanding officers, detective supervisors, line detectives, and members of the police officer rank. Detective commanding officers will have the responsibility of providing a positive workplace for the new civilian detectives. They will have to manage possible backlashes from sworn personnel and maintain a high level of esprit de corps among all employees. The detective supervisors will have the responsibility for providing first level supervision to the new civilian detectives. They will have to insure that the new civilian detectives receive hands-on follow up training. They have the responsibility of providing a fair distribution of the workload and a fair work performance evaluation. The line detectives will have to work side by side with the civilian detectives which makes it very important that they are, at the very least, acceptable to working with the civilian detectives. The police officers will have to work with the civilian detectives and receive investigative advice from them, therefore, it is very important that they are prepared for this new working relationship. Additionally, some members of the patrol officer rank will undoubtedly see the civilian detectives as individuals who are occupying positions to which they should assigned.

Currently, the Los Angeles Police Department uses the detective trainee position as a method for preparing police officers for a future promotion to the rank of detective. This program is also used as a method to increase the number of persons assigned to the detective function. This

program will be sharply curtailed with the new civilian detective deployment. The Readiness/Capability assessment should be performed by the transition management team who can then analyze the responses and craft a follow up training and information dissemination program for sworn employees.

The Readiness/Capability assessment should also include the Department's upper management, Police Chief, Police Commission, City Council, Sworn officers' union and the mayor. These individuals and groups are very important to the implementation of the program.

A Readiness/Capability assessment was completed on persons and groups in Los Angeles, who are important to the implementation of this issue, to assess their readiness and capability for the change proposed in this program. The results are depicted in the chart below.

READINESS/CAPABILITY CHART

	Readiness			Capability		
Actors	High	Med	Low	High	Med	Low
Detective Commanding Ofcrs			X		X	
Detective supervisors			X		X	
Detectives			X			X
Patrol officers			X			X
Upper management (staff ofcrs)		X			X	
Police Chief	X			X		
Police Commission		X		X		
City Council		X		X		
Sworn officers' Union			X		X	
Mayor	X			X		

The transition management team should hold Focus Group Meetings with each rank level or sub-group for the purpose of ascertaining what these employees expect from the program and to get ideas for the training and deployment of civilians to the detective function.

A confidential survey of all employees should be conducted to determine the level of understanding of the program and the level of support for its implementation. Follow up training should be developed depending on the responses to the survey. The survey should be conducted by the transition management team.

TRANSITION PLAN OUTLINE

The transition plan outline should be comprehensive and detail the entire sequence of events and actions that accomplishes a successful implementation of the proposed change. The transition plan should delineate the tasks and establish time lines for the completion of each task. This is an outline of the transition plan for incorporating civilian personnel into the investigative function of the Los Angeles Police Department. It is estimated that it will take approximately five years to implement this program due to the complexity of this change and the number of individuals needed to accomplish the mission.

The Chief of Police will make an announcement to the members of the organization and the police union that he intends to utilize civilians in positions that are currently being filled by persons in the police officer ranks. The Chief should also advise members of the organization of the reward system. He should use normal organizational communication channels.

The Chief should then select his transition management team, have his staff conduct a readiness assessment of the individuals selected to the transition management team and make the necessary adjustments to the team. This process should take one month.

The transition management team should immediately go into the commitment phase of the change transition. This phase should take six months because there must be research on cost/benefits, hiring qualifications defined, training needs identified, and meet and confer items identified. This information will be used to gain the commitment of the critical mass. Also, this large amount

of time is needed because some of the critical mass are politicians and they tend to act very deliberate. The police union president will need time to gain the support of his board of directors.

Once the critical mass is in the desired level of support or acceptance, the Chief of Police can make a public announcement of the proposed change in detective deployment. This will allow the public to adjust to the change and it will alert possible candidates for the positions.

The Department should then provide training on the change issue to all Department employees. This training should be completed in six months. The key factor in the length of time is the sheer number of employees.

The transition management team will conduct readiness/capability assessments of selected groups of employees, conduct focus group meetings and conduct employee surveys. Additional training will be conducted based on the results of the readiness/capability assessments and the employee surveys. This process will take five months.

The transition management team will then work with the Personnel Department, Civil Service Commission, City Administrative Officer, City Attorney's Office and the concerned civilian employee union for the purpose of establishing a job classification, the selection criteria and process, the pay scale, the career advancement path and the training curriculum for the new civilian detective position. This process will take six months.

The Personnel Department will then announce the job openings, launch an aggressive recruitment campaign, and conduct testing and selection of candidates for the positions. It will take six months to complete the selection process for the first group of new civilian detectives.

The selected individuals will complete a training curriculum designed to prepare them for their new assignments. This training will take two months per class. This training will also eliminate some of the fears of some of the resisters who will claim concern about the capability of the individuals who will launch this change in the detective function. The first wave of civilian detectives will replace uniformed officers who are currently assigned to the uniformed function. Currently, there are approximately 300 police officers assigned to detective functions throughout the department. Training classes of 50 students will complete this first wave of deployment in one year.

The deployment of the civilian detectives will be on an incremental basis, completing the process in one division at a time. There are eighteen geographical detective divisions and several specialized units within the Department that are currently deploying police officers in their detective function. When all of the geographical divisions replaced their police officers with civilians detectives, police officers in specialized units will be replaced by detective rank personnel from the geographical divisions. Those detectives leaving the geographical detective divisions will be back filled by civilians. Future budgeted detective positions will be filled by civilians until a workable mix of sworn and civilian personnel is assigned to the detective function. The workable mix will be based on the follow-up performance evaluations of the detective function.

These civilian detectives will only be assigned to geographic detective divisions. They will be assigned to the investigation of all cases except homicide, sex crimes and spousal assaults. They will not be allowed make arrests because of the current California laws that restrict them from being armed and the fact that civilians do not enjoy level of liability protection in arrest situations that sworn officers enjoy.

Each division receiving a deployment of civilian detectives will conduct an evaluation of the transition process at the end of one month. This will allow the transition management team to make necessary adjustments to process before making additional deployments. This will also allow detective commanding officers to learn from any mistakes made by their peers and make the necessary adjustments.

The transition management team will be down-graded to an ad-hoc committee after the deployment is complete. This committee will have the responsibility of reviewing the results of audits and evaluations of the program.

Evaluations of the new program will be conducted by existing Department entities. The Office of Operation's Investigative Analysis Section will conduct bi-annual evaluations of the investigative effectiveness of the program. The Office of the Chief of Police's Inspection and Control Section will conduct bi-annual evaluations of employee acceptance of the change, the civilian employees' view of the work atmosphere and the level of each unit's adherence to established procedures. The Office of the Chief of Police's Community Affairs Group will

survey community groups on a bi-annual basis to determine if there are any changes in the quality of service. Each Area (precinct) Commanding Officer will elicit from his Community-Police Advisory Boards, on a monthly basis, their level of satisfaction with the change in the detective deployment. The Department's Judicial Liaison Officer will query members of the criminal justice system, on a bi-annual basis, to determine any concerns they have about the performance of the civilian detectives. The results of these audits, surveys and inquiries will be forwarded to the Ad Hoc committee to be reviewed for any necessary adjustments or training needs. The evaluation of the transition should be completed in eighteen months. At that time the Ad Hoc committee should be dissolved.

The civilian detectives will be evaluated under the same criteria as sworn detectives. They will be evaluated on a monthly basis during their six month probationary period then semi-annually after they complete their probationary period. This the same evaluation currently in place for sworn detectives. Close attention will paid to the evaluations of the civilian so that any training needs or deployment adjustments can be made in a timely manner.

This transition plan should provide for the successful change in the detective deployment in the Los Angeles Department as well as adequate evaluation of that change.

CONCLUSIONS

This research question was explored because this researcher sought to determine methods for law enforcement agencies to increase police visibility at an affordable cost. One method was the use of civilian to provide services normally provided by sworn personnel. Since the 1970's, numerous law enforcement agencies had used civilians in numerous tasks that were previously handled by sworn police officers. But there was a need to explore expanding the use of civilians. Research had shown no evidence that civilian personnel have been assigned to traditional detective functions. There were events and trends that made sense to conduct a study of the use of civilians in the detective function. The futures research question was formulated and three sub-issues were developed to assist in the examination of the main issue.

This study provided an answer to the sub-issue, What will be the fiscal impact of using civilians to investigate major felony crimes?. There were preliminary indications that using non sworn personnel to provide services normally provided by sworn personnel could put more officers in the field at a substantial savings.

The second sub-issue, "What tactics will be used to address anticipated personnel issues associated with assigning civilians to the investigation of major felony crimes.?", was one of concern throughout this research project. It was a concern of the brainstorming group that selected the sub-issues. During the futures study part of this research, the nominal group panel listed sworn police union opposition as the number one future event that would affect

implementation of such a program. It was forecasted with a high probability of occurring. The study showed that there was not strong support for the expanded use of civilian law enforcement personnel by rank and file sworn officers. An employee focus group study conducted by the Los Angeles Police Department showed that sworn personnel showed little interest in the expanded use of civilians. However, the study did determine that certain benefits and rewards existed that could be used to gain the support of the sworn employees and their union leaders. They would have to be convinced that money savings would be used to hire more officers, upgrade equipment, provide overtime funds or enhance their benefit packages. They would have to be convinced that the number of sworn officers would not decrease. And incentives to work uniform patrol would have to be instituted.

The study determined that there are ways to address the third sub-issue, "What actions will be taken to address legal constraints on the use of civilians in the investigation of major felony crimes?". It showed that there are restrictions on civilians in the area of arrest powers, firearm possession, hearsay testimony, access to criminal offender records information (CORI) and the ability to be affiants on search warrants. The civilians have no restrictions on in-custody interrogations but their lack of ability to testify to hearsay evidence will limit their ability to interview victims and witnesses. However, this study showed that one way to use civilians in the detective function was to restrict them to the investigation of certain crimes, create combination sworn and non sworn investigative teams or cause civilian detectives to qualify for police reserve status, thus allowing them to possess police powers while on duty.

The Los Angeles Police Department was selected as the model agency for the strategic plan for implementing the detective civilianization plan. The WOTS-UP analysis determined that a program using non sworn personnel to provide services that are normally provided by sworn personnel could be implemented in that agency.

Civilian personnel can work side by side with sworn detectives in the detective function, even though there may be some restrictions. Additionally, civilians can be employed at a fiscal savings and also allow some current police officers to be re-assigned to patrol duties. This will address the public's demand for more police visibility, one of the emerging trends that was also one of the drivers for this research.

The model agency, in this case, was a large department. However, it should be much easier to implement such a program in small and medium size departments. It is much easier to implement change when the group is smaller.

POLICY ISSUES

There are some policy issues that must be addressed in order to make the civilian investigators more effective.

> It is recommended that State Legislators be lobbied to make changes in the laws that will ease restrictions on civilians in the area of criminal offenders records information (CORI) access, the ability to provide hearsay testimony, and the ability to be affiants on search warrants.

The Commission on Peace Officers Standards and Training should be convinced to establish training and competency standards for civilian detectives.

Police Departments establish a policy of allowing civilians who work in the investigative function to attain police reserve status.

City governments should pursue changes in their charters that allow for any savings realized by the police department only be used to enhance the well being of the police department.

OTHER POSSIBLE STUDY ISSUES

The Nominal Group Technique panel listed "contracting out investigative services to private agencies" as an event that could impact the research question. This event was played out in one of the futures research scenarios, but was not researched in this study. It is suggested as an issue for future study.

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APPENDIX ONE

INITIAL LIST OF TRENDS SELECTED BY THE NGT PANEL

T1. Level of success of past civilianization efforts

T2. Openness of the public sector for system review

T3. Amount of privatization

T4. Level of the intervention in juvenile crimes by social agencies

T5. Level of citizen involvement in fighting crime

T6. Level of public acceptance of civilians

T7. Feasibility of automation in desk top follow-up.

T8. Level of resistance to civilians by sworn personnel

T9. Amount of emerging technology driving civilian specialization

T10. Amount of change in organization milieu in regards to hiring, training and career paths

T11. Skill level required to do the job (formal education needed)

T12. Number of hate crimes

T13. Level of sensationalism of crime by the media

T14. Level of violence by criminals

T15. Number of opportunities for women in law enforcement improved

T16. Better techniques for quality measurement of productivity

T17. Computerization/electronic crime reporting

T18. Employment seen as a job rather than a career

T19. Number of youth gangs

T20. De-emphasis on property crime

T21. Quality of the applicant pool for sworn personnel

T22. Amount of economic trouble for government

T23. Level of demand for service

T24. Level of Liability

T25. Level of computer crime

T26. Level of political resistance to privatization due to pressure from unions and organizations

T27. Level of proactive policing adopted

T28. Organizational structures reorganized

T29. Level of volunteerism

T30. Level of narcotics sales and street homicides

T31. Level of improvement in the allocation of funds to law enforcement

T32. Level of credibility in law enforcement

T33. Level of public support for law enforcement

T34. Disparity in work force (highly skilled vs under skilled and under trained--education)

T35. The level of diversity in language

T36. Level of popularity of private security

T37. Government utilization of contract services

APPENDIX TWO

INITIAL LIST OF TRENDS SELECTED BY THE NGT PANEL

E1. International ethnic conflicts impact world economy

E2. Violent crime reaches all time high

E3. Police unions attempts at collective bargaining to block civilianization

E4. City government increases benefit package for civilians

E5. The number of retired persons are greater than those available for employment, creating a worker shortage.

E6. Civilians demand greater benefits

E7. Double digit inflation

E8. World wide depression

E9. Legislature makes penal code user friendly for civilians

E10. Civilians allowed to be armed

E11. POST certifies detective specialist category for civilians

E12. Investigative services contracted out

E13. Elimination of downsizing

E14. Voice interface technology perfected

APPENDIX THREE

NOMINAL GROUP TECHNIQUE PANEL MEMBERS

Dr. Nancy Milstead, Clinical Psychologist, currently employed by the Los Angeles Police Department's Behavioral Sciences Services Section. Dr. Milstead's area of expertise is traumatic stress, crisis and disaster response, and police psychology. She holds a Ph.D. in Clinical Psychology. Dr. Milstead was selected because of her ability to understand the attitudes of both sworn and civilian police employees.

Michael Melton is a Captain with the Los Angeles Police Department and has been a police officer since 1971. Melton have eighteen years of investigative experience including several assignments where he was the commanding officer. He holds a Master of Public Administration degree from California State University, Dominguez Hills. Melton was selected because of his experience in investigative operations.

James Butts is the Chief of Police in Santa Monica, California. Butts was an eighteen year veteran of the Inglewood, California Police Department where he rose to the rank of Deputy Chief. He holds a MBA from California Polytechnic University, Pomona. Butts was selected because of his police administration background and his expertise in computer technology.

David Brown is the Constituent Relations Deputy to Los Angeles City Councilperson Mark Ridley-Thomas. David's responsibilities consist of handling constituent complaints regarding

the delivery of public services. He holds a Master of Science degree in Urban Affairs. Brown was selected because of his knowledge of public expectations of law enforcement as well as the political view of law enforcement deployment.

George Richter is a citizen volunteer with the Los Angeles Police Department's Wilshire Detective Division. Richter is assigned to the robbery investigation unit where he assists that are not workable but can become workable with additional information. Richter is a teacher in theater arts, creative director and broadcast producer in advertising. He was selected because of his working experience as a civilian assisting with criminal investigations.

Otis Dobine is a Lieutenant with the Los Angeles Police Department where he is currently a detective commanding officer. During his twenty-four years of service he has gained experience in internal and criminal investigations. He holds a Bachelor of Science degree in Public Administration. Dobine was selected because of his experience in investigative operations.

Samuel Dacus is a Captain with the Southern California Metropolitan Transit Authority Police. Dacus was a twenty six year veteran of the Los Angeles Police Department where he gained experience in numerous investigative assignments. When he retired from the Los Angeles Police Department he was a detective commanding officer. He holds a Masters of Public Administration degree from the University of Southern California. Dacus was selected because of his investigative background and his experience in the hiring of law enforcement personnel.

Peggy Jo Fulton is the Director of Total Quality at the Northrop Aircraft Division. Her expertise is in management training and team building. She holds a Bachelor of Science and Masters of Science degrees in Consumer Education from Howard University. Fulton was selected because of her experience in developing standards for measuring quality.

Robert Taylor is an Assistant to the Chief of the University of Southern California Security Police. Taylor is a 29 year veteran of the Los Angeles Police Department where he attained the rank of Commander. His last assignment with that Department was that of Employee Relations Administrator. In that capacity, he represented the Department in contract negotiations with the various employee unions and bargaining units. He holds a Masters degree in Public Administration from the University of Southern California. Taylor was selected because of his experience in negotiating hours, wages and working conditions for law enforcement personnel.

APPENDIX FOUR

SURVEY OF LOS ANGELES POLICE DEPARTMENT DETECTIVE DIVISIONS

In August 1994, a survey of the Los Angeles Police Department's eighteen geographic detective divisions was conducted to determine to what extent they were using civilians in the investigative function. The divisions were polled regarding their use of citizen volunteers and civilian employees. Fifteen of the eighteen divisions responded to the survey with the following results;

All divisions reported using civilian employees for computer input, clerical tasks and crime analysis functions. One division used citizen volunteers for computer input. Five divisions used citizen volunteers and one division used civilian employees to contact victims on non-workable cases. Two divisions used civilian employees to handle annoying and threatening phone call cases. And one division used citizen volunteers to contact parents of missing juveniles.

TASKS	NUMBER OF DIVISIONS	
	Citizen Volunteers	Civilian Employees
Computer Input	1	15
Clerical Tasks		15
Crime Analysis*		15
Contacting Victims on Non-workable Cases	5	1
Working Annoying/Threatening Phone Calls		2
Contacting Parents of Missing Juveniles	1	

* All divisions are using grant funded civilian positions for crime analysis functions.

APPENDIX FIVE

LOS ANGELES POLICE DEPARTMENT EMPLOYEE FOCUS GROUP SURVEY

In July 1994, the Los Angeles Police Department conducted a total of nine employee focus group meetings for the purpose of developing a list of priorities the employees felt would make the LAPD a more employee centered organization. The first meeting was a pilot group consisting of sworn and civilian personnel. Another meeting was with the Department's Advisory Affirmative Action Committee (AAAC), which consisted of representatives from sworn and civilian employee groups as well as sworn and civilian equal opportunity officers from most departmental entities. The remaining seven meetings were rank specific. There were three police officer/detective meetings, two sergeant/lieutenant meetings and two civilian meetings. Accept for the AAAC, the group members were selected randomly throughout the Department. The pilot group was asked to develop a list of expectations, then narrow the list down to items of highest priority. The subsequent groups were to consider the pilot groups's list then add any other expectations they deemed important or delete those deemed unimportant. They were then tasked with ranking their expectations.

For the purpose of this project, only information pertaining to the increase in personnel and civilian participation was extracted from the study.

The pilot focus group listed nineteen important topics. The need to "increase personnel numbers" was ranked number six on the list and the need for "more effective use of civilian employees" was ranked as number eight.

The AAAC focus group listed eighteen important topics. They did not list the need to "increase personnel numbers". However, the need for "more effective use of civilians" was ranked as number three.

The first civilian focus group listed fifteen important topics. The need to "increase personnel numbers" was ranked as number three and the need for "more effective use of civilian employees" was ranked number four.

The second civilian focus group listed seventeen important topics. The need to "increase personnel numbers" was ranked number four and the need for "more effective use of civilian employees" was ranked six.

The second Sergeant/Lieutenant focus group listed eighteen important topics. The need to "increase personnel numbers" was ranked number three and the need for "more effective use of civilian employees" was ranked number five.

The first Sergeant/Lieutenant focus group and the first Police Officer/Detective focus group listed eighteen important topics while the second and third Police Officer/Detective focus groups listed fifteen important topics. These four focus groups gave high priority to the need to "increase personnel numbers", but neither of their lists contained the need for "more effective use of civilian employees. The results were somewhat surprising for the first Sergeant/Lieutenant focus group in that it would be expected that they would be a little more mature about this subject. It was not totally surprising about the Police Officer/Detective focus groups in that they more than likely perceive that any expanded use of civilian personnel will effect assignments at their level.

That study shows that some work must be done to enhance the readiness of first line supervision and middle management for expanded use of civilian personnel. And a lot of work must be done to prepare the rank and file sworn personnel for expanded use of civilian personnel.

EMPLOYEE FOCUS GROUP RESULTS

TOPICS	RANKINGS								
	PILOT FOCUS GROUP	AAAC FOCUS GROUP	IST LT/ SGT	2ND LT/ SGT	IST POL/ DET	2ND POL/ DET	3RD POL/ DET	IST CIV DET	2ND CIV
"INCREASE PERSONNEL NUMBERS"	6	0	4	3	3	2	2	3	4
"MORE EFFECTIVE USE OF CIVILIAN PERSONNEL"	8	3	0	5	0	0	0	4	6
	N=19	N=18	N=18	N=18	N=18	N=15	N=15	N=15	N=17

LEGEND

N= THE TOTAL NUMBER OF TOPICS THESE GROUPS LISTED AS IMPORTANT

RANKINGS= THE PRIORITY IN WHICH THESE GROUPS LISTED THE SELECTED TOPICS IN RELATION TO THE TOTAL NUMBER OF TOPICS.