



# CIVILIANIZATION

ITS EFFECT ON THE FUTURE ROLE OF  
THE POLICE INVESTIGATIVE FUNCTION

A LAW ENFORCEMENT  
COMMAND COLLEGE PROJECT

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APRIL 1986

**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).**

## EXECUTIVE SUMMARY

Civilianization is the use of non-sworn employees in roles that are traditionally thought of as being performed by police officers. The use of civilians in these roles first appeared with some regularity in law enforcement in the mid-1960's when some police agencies used civilians to perform non-enforcement type duties such as taking minor crime reports in the field, directing traffic, performing station house tasks and assisting in community relations programs.

The trend has emerged from our past, into the present and has future application to police service in other areas of police work to include administrative and support functions and criminal investigations.

The advent of technology both in the form of information technology and scientific instrumentation will bring about the need for technicians and system experts to ply their knowledge and special training towards the detection, identification and apprehension of criminal suspects.

The progress and development of high technology in the area of criminal detection and information systems in the last 10 years has opened the way for even further and more rapid advancements toward the ultimate in computer systems, the creation of artificial intelligence in computers. When the A.I. computers make their debut in the area of law enforcement, the human resource needs of the police will have to keep pace with the computers. The need for specially trained instrument technicians to handle sophisticated crime scene analysis machinery can also be expected to impact the ranks of the police investigators. Simply

being a good cop with a keen sense and talent for developing a good case will no longer be the primary prerequisite for being a good detective.

Good detectives in the future will also be good technicians and system experts armed with the specialized training and education not normally obtainable by or available to the police officer detective. Years of college level computer programming and system analysis training will be required in the future as prerequisites for civilian investigators who will ply their talents to investigating new crimes and new criminals whose attention is directed towards compromising computer systems for monetary gain.

The age of civilianizing portions of the police investigating function is upon us. We must cast aside our traditional approaches and thinking and begin to concentrate on developing alternative service delivery systems that will prove to be cost effective and efficient. One such system could be the civilianization of the police investigative function.

Sometimes we have to think about striking out beyond the safety of the center of the herd and seek out new territories and new avenues to explore in order to display exemplary leadership qualities. This project probes the emerging trend of civilianization and reshapes it into a new territory and allows for the opportunity to explore the new territory with the hope of understanding the issue: civilianization and its effects on the future role of the police investigative function.

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## INTRODUCTION

The opportunity to examine trends, events and history to assist in projecting a possible future is an exciting and rewarding endeavor. The tools for building a plan to transition to this possible future have been laid out, and their adaptive functions explained by an energetic and informed Command College staff of journeyman futurists. This project is an expedition into the world of the future by a novice "futures" traveler who hopes to properly apply the skills, theories, and procedures presented over the last two years in the California Commission on Peace Officer Standards and Training, Law Enforcement Command College.

This project will probe an emerging trend, civilianization and its application to the police investigative function, and will highlight the impact civilianization will have on the role of police investigations after the turn of the century.

In the event the alternative futures portrayed in this project, in all or in part, become a reality, a strategic plan and a transition management plan have been produced that, hopefully, will assist agency executives in preparing to meet the future.

## Summary of the Project

This project probes the emerging trend of civilianization in law enforcement and its future application to the police investigative function.

Civilianization is best described as using non-sworn employees in roles that were or are traditionally performed by sworn police officers. Its advent has been brought about by several factors, such as:

- . Increased costs of the delivery of police service.
- . Push for the effective use of resources.
- . Increased demands for services by local citizens.
- . Pressure to control expenditures.
- . Developing alternative delivery systems.
- . Being responsive to community needs.
- . Innovations in police technology.

Most of these issues are discussed and presented in a broader sense during the scope of this project.

The intent of this project is to apply a learned technology, The Command College Futures Analysis Process, in hopes of better understanding the principle issue of the project: What will be the future affect of civilianization on the police investigative function?

The ultimate objective is to allow law enforcement executives a chance to review several possible futures composed of selected emerging trends from the past and present worlds of law enforcement dealing with the issue of future civilianization. Future trends in civilianization, and, specifically, in the area of police investigations, are forecasted and also included in the presentations of alternative futures.

The project continues by presenting possible policies associated with the alternative futures and incorporates the policies into a strategic plan aimed at assisting police agencies through a management transition from the present into the future.

The project is presented in the Law Enforcement Command College's Futures Analysis Process.

Phase I - Analyze Past Emerging Issues

- . Social
- . Technological
- . Economic
- . Political

Phase II - Identify Current Emerging Issues

- . Social
- . Technological
- . Economic
- . Political

Phase III - Identify Future Emerging Issues

- . Social
- . Technological
- . Economic
- . Political

Phase IV - Analyze Priority Emerging Issues

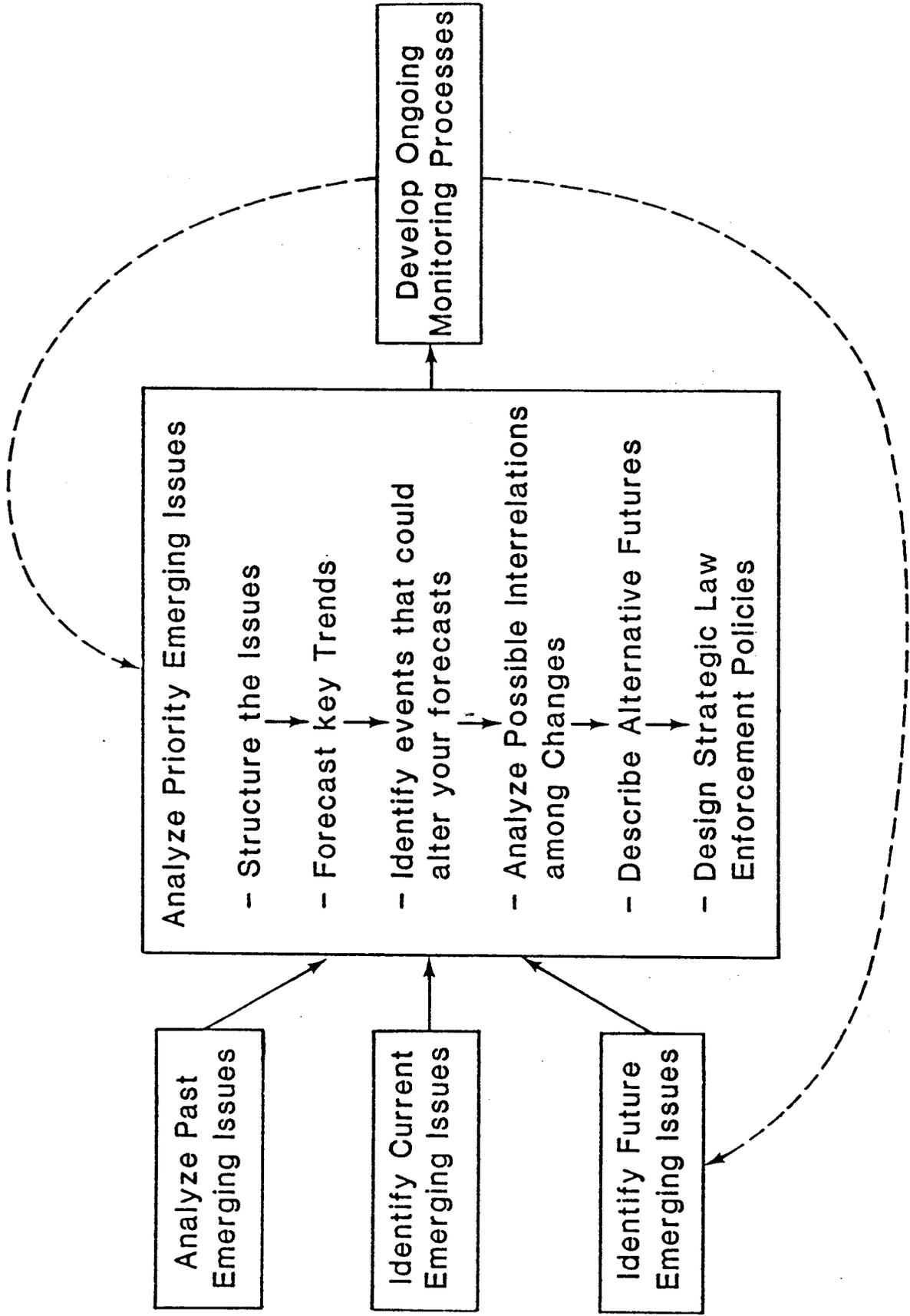
- . Structure the issue
- . Forecast key trends
- . Identify events that could alter the forecasts
- . Analyze possible interrelations among changes
- . Describe alternative futures

- . Design strategic law enforcement policies

Phase V - Develop Ongoing Monitoring Processes

- . Transition management

# THE COMMAND COLLEGE FUTURES ANALYSIS PROCESS



## PHASE I - ANALYZE PAST EMERGING ISSUES

### Technology

"When Sherlock Holmes whipped out his magnifying glass to examine a flake of Latakia tobacco found on the Smyrna rug in the Boscombe Valley Affair, he became not merely a very charming character in detective fiction, but an exponent of a whole new way of looking at life. The enormous popularity of Conan Doyle's hero and the downright affection in which he has been held for nearly fifty years, can perhaps be best explained by identifying him with that elusive wraith known as the Time Spirit--the protean shadow that hovers over an age, compelling it to think, act, write its stories and catch its criminals in a highly particularized manner."<sup>1</sup>

Any examination of the possibilities of the future world would not be complete without a review of past emerging issues that have affected the present state of police investigations. The legendary Sherlock Holmes, though only a fictional creation of Conan Doyle, was an influencing factor on the current day detective as he is known in today's criminal justice system. From the early days of Sir Robert Peel's "bobbies" in England, to the formation of the FBI in 1924, the position of inspector, detective, or investigator has maintained a special allure to officers in the police service, as well as to would-be detectives who pursue a college course of study in criminology. Unfortunately, the thoughts of succeeding as the next Sherlock Holmes, Lieutenant Columbo or Jigsaw John are soon realized as being futile by many when they learn that among the prerequisites for being a police detective is usually a stint of several years service as a uniformed officer and an apprenticeship as a junior

detective working missing persons, bicycle thefts or the likes of similar minor crimes.

But the "time spirit" of Sherlock has withstood the tests of time and has been quite influential on the way the police catch its criminals in a highly particularized manner in today's police society. It would be a good low risk guess to state that Sherlock Holmes could surely have been labeled as being rather "high tech" for his time. The Sherlock Holmes influence can be easily thought of as a technological issue from the past.

The subsequent advances of science and technology, from the days of Sherlock Holmes, have been an important influence on the role of the police investigative function. The increased availability of scientific analysis of evidence and the associated technology has given the police investigator the added tool of "the science of criminalistics" in the war against crime. This has added a wealth of scientists and technicians who staff crime laboratories as a valuable resource available to the police investigator.

#### Social Issue

Another emerging issue from the past that continues to influence the police investigative role would be "the permissive society." A safe assumption to make in regard to our society is: Crime reduction is a social goal. This appears to be a recurring theme in our society and what seems to be a genuine concern. Just ask any politician during an election year what his re-election platform entails and included in the response will be "reduce crime." We seem to be plagued with an increasing crime rate that proportionately outpaces our increase in

population throughout the country. Yet we seem to examine the causes of crime with a bit of skepticism and hypocrisy. We enact legislation prohibiting controlled substances such as cocaine and marijuana, but as a society, we seem to turn our heads at casual or social consumptions of marijuana or cocaine because socially some drugs are "acceptable." We complain about homeless people wandering our city's streets, but when public assistance is offered in the form of county shelter homes in lieu of cash welfare payments, we, as a voice of society, rise to object to the degradation of humans in "poor houses." We talk endlessly about environmental contributions to a life of crime, but do little to legally remove a minor from such an environment because "a child should be with its parents." We go to extremes to protect the rights of criminals, at the expense of the rights of victims.

The social implications behind many of our legal systems' maneuvers and procedures; Pitchess motions, exclusionary rules, motions to suppress evidence and proof beyond a reasonable doubt, are defended strongly, but in reality protect a small percentage of accused individuals and result in a justice system backlog that threatens to "choke" the systems to a standstill.

These "social" issues have affected the role of the police investigative function:

- . More and more crimes are drug related and many investigations center around the drug culture and are time consuming.
- . Court time is increased for the investigator.
- . Cases are prioritized according to the effort required versus the worth or importance of the case because of the "legal hurdles."

. Minor cases may be overlooked or "filed" because of the social acceptance of some criminal behavior, i.e., a \$500.00 theft from a large billion dollar "big bucks" company.

### Economic Issues

The police service in California and the United States has always been somewhat reactive to the advances of technology and business methodology and the changes both bring about. First to enact or adopt the new methodologies or technology is usually the profit focused private sector whose quest for the cost effective, expedient method of business places them in the role of innovator, producer and consumer of the latest business developments. The public sector, usually in a reactive role, is nonetheless not far behind the private sector in achieving or acquiring the same innovations or methodology.

### Civilianization

One methodology that has been somewhat successful in the police service has been that of "civilianization", the use of non-sworn employees to perform functions and carry out responsibilities traditionally performed by sworn police officers. Within the past twenty years, law enforcement has ventured out of the past and into the modern world by turning loose of the old philosophy and provincial view that police work could only be performed by sworn police officers. In the early 1970's, some agencies began to take a close look at ways to improve their public images and community services with crime prevention and community service programs that would hopefully draw the communities and the police agencies closer together and dispel some of the misconceptions citizens had of their police officers.

In the 1970's, police began to respond to the recommendations in a report by the President's Commission on Law Enforcement and Administration of Justice. As a result of the task force report, the police launched community relations programs that included neighborhood storefront operations that allowed police department annexes and work offices to be opened in several areas within their communities. Staffing of the offices was generally accomplished by hiring civilians, Community Service Officers<sup>2</sup>, who became para-police personnel; that is, non-sworn individuals, in distinctively different uniforms than worn by the regular department sworn personnel, who represented their departments in the "storefront operations." The storefronts quickly became neighborhood mini-precincts where police problems could be discussed by concerned citizens and crime reports could be made by the community residents. In many of these crime report instances, the para-professional community service officers also served as the report writers. This undoubtedly marked the beginning of a trend which was to culminate in the establishment of a para-professional police position, community service officer or a similarly named position, that today is evident in most police agencies in the state of California.

Civilians in these positions today perform a variety of police related duties that prior to the 1970's were entirely performed by uniformed sworn police officers. These duties include:

- . Traffic accident investigation
- . Taking crime reports
- . Marking and towing abandoned autos
- . Traffic control
- . Assistance at crime scenes, crowd control, evidence searches, etc.

- . Crime prevention
- . Parking enforcement
- . Licensing investigations
- . Security checks on retail and residential premises
- . Special event security
- . Stolen property and abandoned property pick-up
- . Booking stolen property

The successes of the various police para-professional programs in many California police agencies are well-documented and have served as pilot programs for other states' police agencies. This civilianization within the police service has the additional benefit of being an economical way for police administrators to add more personnel to their forces to keep up with an ever-increasing demand for service. Budgetary problems have not been absent in the criminal justice system in the past. In California, the Jarvis-Gann initiative of 1978 caused considerable alarm within police agencies because of declining tax revenues. As a result, police administrators had to respond by maintaining program levels, but not unnecessarily increasing budgets. Fiscal austerity became the buzz word of the decade.

Economic issues, in particular reducing personnel costs without depleting service programs, have and should continue to be an emerging issue in law enforcement and one that will impact on the role of the police investigative function.

#### The Political Issue

The chief emerging issue of the past seventy-five years, in the political sense, has been one of jurisdiction. There is no reason not to

assume that a continuance of that prevailing political attitude will exist in the future.

The concept of local autonomy and control in enforcing laws has prevailed throughout our nation's history and because the many local policing agencies, supported by their constituencies, have held firmly to their jurisdictional beliefs, the decentralization of the authority for maintaining public order has and will continue to be a major political issue. The many counties, cities, towns and villages spread across the state and the nation account for over 17,000 local police agencies.<sup>3</sup> Each agency represents a political body that is responsive to the community, and each community seems bent on guarding and preserving their individual autonomy. The thought of a police state or national police is contrary to the ideologies of democracy and downright un-American.

Thomas Jefferson's political philosophy which included the following assumption: "Least government is the best government,"<sup>4</sup> stressed the decentralization of power. His orientation was largely that of individual participation in government much in the manner of "town meetings" as opposed to a centralized government. Aptly so, the local control of police authority is an important past emerging issue.

## PHASE II - IDENTIFY CURRENT EMERGING ISSUES

### Technology

High technology development is impacting law enforcement in a positive manner. Computers, refined computer hardwares and their associate softwares are continuing to provide police agencies with the technological assistance necessary to keep an informed criminal element somewhat in check.

Computer Assisted Dispatch (CAD) systems are prevalent among many of the state's police agencies. This advancement in receiving, sorting, prioritizing and maintaining history files on police received calls for service has aided many agencies in reducing their response times to life threatening calls, while, at the same time, increasing their capacity for handling calls. This accomplishment, with the assistance of CAD, has usually been done without the necessity of hiring several additional persons and has had other spin-offs within a department which usually lead to an overall improvement in police services.

Crime analysis systems, which are computer based, now have the ability to not only plot and monitor previous criminal activity, but can now, within an acceptable degree of accuracy, predict criminal activity in certain locations. The associated benefits are: Improved deployment of human resources, identifying areas for directed patrol, and targeting a need for pro-active crime prevention measures.

The technology advancements affect many areas in police work. Stun guns and tasers are emerging as non-lethal types of alternative weapons for police use. Improved surveillance and monitoring devices are

available to enhance the investigators' tracking and eventual arrest of the suspected wrong-doer.

Cal I.D.<sup>5</sup> is a new computer assisted latent print searching system that represents quantum leaps in fingerprint comparison technology. With the aid of this computer-based system, an investigator can now have millions of fingerprints searched and compared with a suspect print, in a matter of minutes. The task was unthinkable as few as five years ago.

In some jurisdictions, electronic house arrest<sup>6</sup> supercedes an actual period of jail detention for some prisoners. Several manufacturers have marketable products which strap onto a convicted person's body and transmit a computer received signal which tells when the wearer has wandered out of the prescribed "safe zone." Any deviation from the pre-programmed pattern set for the "arrested" will trigger an alarm which notifies the authorities that a system breach is occurring.

Computer programs assist many agencies with programs such as MCI (Managing Criminal Investigations). MCI can be customized to almost any agency, but basically the program completes numerous paper tasks associated with criminal investigations, from the time the case is set for prosecution or filed pending further information. Computer printed crime logs, suspect vehicle letters, letters for follow-up investigation needs, line-up procedures, disposition letters and property releases are generated by MCI automatically, freeing the assigned investigator to accomplish other detective duties. High tech is a current emerging issue that effects the police investigative function.

## Social

A socially accepted and prevailing trend among our citizens is one of crime prevention. Again, assuming that crime reduction is a social goal, a wave of public acceptance of crime prevention measures is effecting a segment of our society. Our past has led us to our current state of educating the public as to the benefits of employing good preventive measures to deter crime. Just as a "permissive society" effected us in the 1960's and 1970's with riots, demonstrations and drug cultures, the outgrowth of that era effects us now. Crime prevention is now "trendy" and catching on with more and more people in their homes, businesses and every day habits.

It has really been through the combined efforts of police and the community that effective prevention programs are working. Some such programs are:

- . Home Alert or Block Watchers - Residents in an area unite and meet to discuss crime prevention measures and form a network to be the eyes and ears of the community to watch each others' homes and businesses, being alert for suspicious or criminal activity.
- . Security Checks - Police perform security checks on businesses and residences and offer crime prevention advice on locks, alarms and other devices.
- . Crime Alert, Crime Watch or Crime Busters programs - Short video programs are produced for broadcast as public service announcements on commercial television stations. These programs reenact certain unsolved crimes and make appeals for public

assistance. Also, crime patterns are announced, putting citizens on alert for certain types of criminal activity.

- . We Tip or Secret Witness programs - Community organizers solicit the private sector for funds to be used as reward money. The rewards are paid to tipsters who, often times, anonymously, give information crucial to the arrest or prosecution of felons. In one California city, Sacramento, over two hundred and fifty thousand dollars (\$250,000) has been rewarded since 1973, in over one thousand (1,000) cases.<sup>7</sup>

The "prevention" social attitude signals a trend or an issue that currently effects law enforcement in general and the police investigative function.

### Economic

Economically, the police still must wage the war and compete in the battle for a share of diminishing fiscal resources. The competition for the tax dollar is becoming more and more intense among government entities, at all levels. Innovation in the budgetary process is the object of the agency heads, as well as searching for various alternative funding sources.

Among the innovations pressed for by the agency head is alternative delivery systems. It is imperative for law enforcement executives to continue to deliver effective and responsive police service with lower levels of resource consumption. In the cities of Santa Ana and Irvine,

California, the agencies have delivered police investigative services in an alternative manner. In these agencies, lesser crimes requiring investigative follow-up are handled by Police Service Officers.<sup>8</sup> These PSO's are civilians who are non-sworn personnel, who perform a subordinate level of job complexities. This approach towards staffing has allowed for more professional handling of minor calls and more concentration on criminal activity on the part of sworn officers. It also allows for more complete police services at the most economical level and an improved level of customer satisfaction.<sup>9</sup>

In the investigation unit, PSO's handle cases in the following areas:

1. Juvenile Investigation
  - A. Bike Thefts - Stolen logs and recovery
  - B. Child Abuse Registry
  
2. General Investigation (Thefts)
  - A. Gasoline Thefts and some Shoplift cases
  - B. Pawn inquiries
  - C. License investigations
  
3. Crimes Against the Elderly
  - A. Assist in follow-ups
  - B. Victim referrals and assistance
  
4. Crimes Against the Person
  - A. Lewd and Annoying Phone Calls

- B. Indecent Exposure
  - C. Maintaining files
5. Vice and Special Investigations
- A. Premise inspections when applicable
  - B. Investigate Permits - Dance, Bingo, Massage, etc.
  - C. Assist Vice Investigators

This innovative use of civilianization, along with the increased use of volunteers, seniors and even privatization, are issues that are currently emerging issues in the economic area of law enforcement.

#### Political

A current and prevailing trend in law enforcement is towards standardization of the profession. In California, the California Commission on Peace Officers Standards and Training (P.O.S.T.) is charged with the responsibility of setting standards and certifying training courses for peace officers throughout the state. P.O.S.T. efforts are recognized internationally, and P.O.S.T. has served as a model agency for other states to follow in instituting various forms of police standardizations.

Standardization is followed as a strategic plan to achieve professionalism among police agencies. State monies are earmarked exclusive for police training purposes in many states, and fines from certain criminal acts have been legislated for the exclusive purpose of funding P.O.S.T. or similar agencies. Funded reimbursement plans for training are a successful strategy for pursuing and gaining police

standardization. Adequate training for police professionalism and continual proficiency training is a trend that has received widespread political support and should continue well into the future.

### PHASE III - IDENTIFY FUTURE EMERGING ISSUES

Relative to the issue of civilianization and the future role of the police investigative function, a select group of police managers, executives, businessmen and professionals were asked to participate in a group polling process to identify the emerging issues which they felt would have the greatest impact on law enforcement in the next 15 years. The object of the group process was to establish the group's priorities of emerging issues relative to civilianization and the police investigative function in the future. The group was asked to establish a priority listing of emerging issues in each of the following categories: Social, Technological, Economic and Political.

#### Social

One social issue predominated the group's aggregate decision as to a future emerging issues: Reformism. Reformism is an attitude characterized by the belief that the improvement or the salvation of the social order, or both, can be accomplished through alteration of some particular institution, activity or condition.

We have gone through three social traditions of response to crime in the past 50 years. The therapeutic ideology, the preventive and the punitive ideologies. We, as a society, have progressed through the first two, therapeutic and preventive, by trying to: 1) Reduce the criminality of an individual through various therapeutic approaches; and 2) By promoting healthy personality development of individuals before they turn to criminality.

The third ideology, punitive, is our third response as a society to crime. The major objective of a punitive ideology is protection of society. We have, in a sense, run the full cycle of responses by trying them all and sorely realizing that we're back where we started, as neither of the approaches or ideologies seem to have a deterring effect on criminality. The trends toward reformism are evident and will be presented and discussed in a "Forecast of Key Trends" later in this project.

### Technological

The principal emerging technological issue to affect civilianization and the police investigative function is recognized as "the continued development of computer technology". The key event in the technological advancement will be the perfection of artificial intelligence in computers. This issue, by far, out-paced all other issues in the technology category as having the greatest impact on law enforcement and the investigative function at the turn of the century. Again, the "forecast" of trends and events enhances the group's decision in this area.

### Economic

The group process identified two relevant issues in the economic category that will impact the future of the police investigative function and civilianization.

1. Diminishing fiscal resources
2. Alternative delivery systems

The development of new methods in delivering effective and responsive police service with lower levels of resource consumption is directly tied to the issue of diminishing fiscal resources. There are only a limited number of tax dollars available to a public entity and the competition for the tax dollar is becoming more intense at all levels of government.

### Political

The group process produced a majority decision on a "political" category emerging issue. After several rounds of discussions and voting, the chief emerging issue in this category, relative to civilianization of the police investigative function, was: Further standardization of the police service through "pooling of resources" or mergers of police agencies.

#### PHASE IV - ANALYZE PRIORITY EMERGING ISSUES

Thus far, this presentation has centered around the past, present and future issues of civilianization and the role of the police investigative function. With the identity of a group of priority emerging issues and the establishment of a list of these issues, the next step is to restructure or reshape the objective issue of this futures project.

The prevailing issues, when analyzed, point to the need to establish a main theme question which will serve as a guide for the remainder of this futures project. Thus far, we have explored civilianization in the past; we have examined, from a historical perspective, the role of police investigators; and we have evidenced a change in the role of the police investigator in response to technological advancements and introduction of computers into the everyday work of the investigator.

However, before structuring the issue for the purpose of continuing the project, it is necessary to establish some basic assumptions concerning civilianization and the role of the police investigative function that we have learned from the examination of emerging issues.

1. Civilianization is a viable alternative police service delivery system that has met limited success in law enforcement.
2. High technology has positively affected the way police investigators catch criminal offenders.
3. High tech applications to police work often require a specialized or high degree of training and education.
4. Civilianization is a technique that is adaptable to the police investigative function.

## Structure the Issue

With the assumptions established from our analysis of emerging issues, a restructuring of the objective issue could be stated as:

What will be the future affect of civilianization on the police investigation function?

For the purposes of this project we will attempt, in the words of a famous philosopher, to:

"Seek not to find the answer, but to understand the question."

- Lipo

We have completed one segment of the project, research and fact gathering, and now we are preparing to move into another segment of the project, "Defining the Future".

## Defining the Future

In this segment of the project we will:

- . Forecast key trends
- . Identify events that could alter the forecast
- . Analyze possible interrelations among the changes
- . Describe alternative futures

## Forecasting Key Trends

To try to get a clearer picture of what might, at first, seem to be a slightly unpredictable future of civilianization in police investigations, we can take a look at some of the indicators that are evident in today's world. These indicators or trends will be listed in four separate categories, the same categories that have been used throughout this project: Social, Technological, Economic and Political.

## TRENDS

### Social

- . Public watchdog groups lobbying for severe penalties for crimes
- . Public involvement and interest in crime prevention
- . Switch in crime targets
- . Demographics - more seniors
- . Reformism

### Technological

- . Advances in law enforcement applicable computer technology
- . Other technologies applicable to law enforcement (lasers, monitoring and surveillance devices, alarms)
- . Electronic "jails" - non-custody
- . Press for artificial intelligence
- . High tech crimes
- . Methods changing for investigating high tech crimes

### Economic

- . Increased competition for public tax dollars
- . Press for alternative service delivery systems (civilianization, volunteers, seniors)
- . High costs of police labor
- . High costs of technology versus results - "More bang for the buck"
- . Private sector competition

### Political

- . Less resistance to sharing of resources among agencies
- . Mergers of agencies

. Political pressure to be innovative and efficient

Trends which are particularly significant and useful for understanding the issue of civilianization and its affect on the future role of police investigations are further described.

### Reformism

The attitudes of society, in response to crime, has taken a historical turn in the last five years, away from an apathetic or non-concerned attitude towards the convicted criminal. The general feeling, that once in jail or prison the prisoner is "being taken care of" and society need not worry about the criminal or the crime, is changing. Dominating the social conscience, in regard to crime, is a hardened attitude towards stiffer penalties and the re-institution of the death penalty. Five of our own State Supreme Court Justicēs are up for reconfirmation in this election year, and the principal opposition to their confirmation centers around the court's lenient attitudes and reversals in death penalty cases.

Organizations similar to M.A.D.D., the drunken driver watchdog group, are monitoring prison sentences for crimes such as child molest, elderly abuse and domestic violence. They are lobbying for stiffer sentences in more and more crimes. A prevailing trend in society is to demand harsh punishment for felony offenders, and the trend seems to be gaining in popularity.

### Computers, High Tech Development and the Press for Artificial Intelligence

"What has happened so far may only prove a glimmer of what lies ahead... A new field, knowledge

engineering, is now emerging. A knowledge interrogates experts to determine how they make their judgments and then puts their answers into the computer, so that the computer can give answers."<sup>10</sup>

Corniel goes on to explain that specialized knowledge from any field can be the subject of the thinking machines of the future. From law to car repairing to world peace, the limits are endless. Great problems, currently beyond the thinking capabilities of a human power, in the future, will be solved by the super thinking computers. Computers may outthink their makers. The forecast: In law and public policy, in the future, the answers to social and legal problems, including whys and whens of crime, will be machine ready for recall at the slightest beckoning.

#### Civilianization in the Police Field

In the United States, between 1950 through 1979, civilianization has stripped twenty percent of the sworn positions from the police rank structure.<sup>11</sup> Civilians now account for 41% of the staffing levels in police agencies, in the State of California. This represents a widespread change in the rank structure of police agencies. Again, in California, nearly all of the state's regulatory agencies employ investigators and investigators' aides who are not full-time sworn law enforcement officers. These civilians and part-time police have the responsibility of investigating criminal offenses, ranging from petty thefts to aggravated felonious assaults, and, often times, without the designation of being a "peace officer."

Civilianizing the police investigative function works, and it works quite well in many State of California regulatory agencies. The forecast

for the police agencies is to prepare for further civilianization. It has proven itself as a viable alternative for delivering police services in a cost effective manner.

Politically, the forecasts for civilianization and its affects on the police investigative function in the future are dependent on a number of things that have residual affects on the issue.

- . Costs for maintaining a local police agency
- . Alternatives to "home rule"
- . Area growth and urbanization
- . Acceptance of "shared resources"
- . Legislative re-districting of special assessment districts

The climate for political changes affecting local policy are changing. As costs go up, priorities have to be readjusted to accommodate increased budgets. In Yolo County, California, for example: In 1986, the structure of the Sheriff's Office was changed dramatically, in response to a significant revenue loss during the fiscal year. Deputies are now assigned to 12-hour shifts just to provide bare minimum public safety coverage. Sheriff's Reserve forces now provide over 24% of the support functions associated with the day-to-day operation of the department. This "civilianization" could be an indicator for other rural agencies who will experience the tax dollar crunch. This could then lead to "resource sharing" among some of the residents in the areas of towns within the county.

## . IDENTIFYING EVENTS THAT COULD ALTER THE FUTURE

For the purposes of this exercise, a group of ten individuals participated in a nominal group exercise and concentrated their efforts in prioritizing the leading events that would impact the issue of civilianization and the police investigative functions.

The group then, in a simple polling process, completed an event evaluation exercise to compile a probability rating on the occurrence of each event. The events were also rated regarding their impact on the issue and on law enforcement. (See Event Evaluation form.)

In the group process, the leading events were selected by vote tabulation. The events were then evaluated in regard to their probability of occurrence by the year 2000.

### EVENTS

1. Perfection of artificial intelligence
2. Civilian investigators are used in 50% of the cases requiring follow-up investigation, in a major police department in California
3. Tax restrictive measures passed
4. Police special tax districts established

## . ANALYZE POSSIBLE INTERRELATIONS AMONG CHANGES

### Cross Impact Evaluation

Again, in a group setting, an evaluation of the events, in terms of their affect on one another, was performed. (See Cross Impact Evaluation form.)

**EVENT EVALUATION FORM**

EVENT STATEMENT	PROBABILITY		NET IMPACT ON THE ISSUE AREA (-10 to +10)	NET IMPACT ON LAW ENFORCEMENT (-10 to +10)
	By 1995 (0-100)	By 2000 (0-100)		
1. Artificial Intelligence in computers is perfected and is operational and available to Law enforcement.		92%	+ 9	+ 7
2. Civilians are used as police investigators in at least 50% of the cases requiring follow-up investigations in the Sacramento Police Department.		64%	+ 5	+ 6
3. Tax restrictive measures are passed at the federal level, limiting "Revenue Sharing" available to local governments.		71%	+ 5	+ 8
4. A special tax such as a sales tax increase is created and passed into law. The funds are earmarked solely for police protection.		39%	+ 4	+ 4

**CROSS-IMPACT EVALUATION FORM**

Suppose that this event actually occurred . . . . .

. . . . . How would the probability of the events shown below be affected?

	1	2	3	4
1	92%	68%	12%	9%
2	17%	X	28%	32%
3	62%	82%	X	71%
4	11%	78%	62%	X
				X

The results of the probability ratings and the cross impact evaluations are carried over into the alternative futures (Scenarios) and presented as likely occurrences in the year 2001.

## DESCRIBING ALTERNATIVE FUTURES

The information compiled in the previous segments of this project now afford us the opportunity to describe alternative futures incorporating the trends and forecasts we have established. The alternative futures on scenarios are intended to be illustrative of the effects of the trends and the events we previously described, in terms of their future application to law enforcement.

SCENARIO #1: "UNIVERSITY CITY - 2001"

SCENARIO #2: "HIGH TECH AND CIVILIANS - 2001"

SCENARIO #3: "THE BLUE ARMY - 2001"

## SCENARIO 1

### "UNIVERSITY CITY - 2001"

The year is 2001. The police departments in many California cities have continued to feel the crunch of tightening budgets and the increasing competition for municipal funds over the last 15 years. Many agencies have buckled under to the pressure of creating alternative ways to deliver police services, at a responsive level, without inflating budgets unnecessarily.

University City is one such California city feeling the need for effective police services, but with fiscal restraint. University City is located in the Central Valley area of California, some 80 miles from the Pacific Ocean and 100 miles from the peaks of the Sierra Nevada mountain range. The city has a steady population of 110,000 and an influx of 18,000 university students, during the September to June school semesters.

With its central location and mild, yet discernable, weather seasons, University City has benefitted from the "college town" label and has, in fact, been able to lure and retain a sizable segment of college educated, forward-thinking and risk-taking city administrators who are active in civic and community affairs.

The police department in University City is considered to be very progressive and innovative with many up-to-the-minute, state-of-the-art advances in both technology and programs. In the late 1980's, the police department launched a vigorous project to change the percentage of civilian employees from a 1986 high of 35% to a minimum of 50% of the

total number of positions by the year 1995. This move toward civilianization of the department was spearheaded by a group of department administrators who believed in the spirit of "entrepreneurship" and "cost recovery" for services delivered. The department now sports a civilian work force that makes up 55% of the department's total employees. Many positions that historically were held by "sworn police" personnel have been converted to civilian jobs or merged with other jobs and assigned to civilian technicians, programmers or managers.

The position of Chief of Police has been eliminated, and a new department head (non-sworn) has assumed direction of the city's police force. The new director, a graduate of the local college and former police department volunteer and summer intern, obtained a post-graduate degree in the school of "Publically Funded Service Programs". She has been in her position for the past six years and has instituted some major program changes and service delivery methods in the police department.

One major program undergoing radical change in the department is the detective division or follow-up investigation programs. In prior times, the detectives were always sworn officers who had given years of service as uniformed police officers and had shown some initiative in following up on cases or had "made" a big case and earned a shot in the detective division. That custom all but ended six years ago, with the advent of a new program, Civilianizing the Police Investigative Role, instituted by the then new Police Director. The civilianization started by bringing civilians into the division to do some follow-up work in missing persons, petty thefts, property and credit card theft cases. Today, their numbers

have gradually increased until 50% of the division's personnel were civilians and the remaining positions filled with sworn police officers.

Computers and civilians abound in the detective division now. A good percentage of the investigative work is done by the civilians with police officers handling only major cases, search warrants, probable cause felony arrest coordinations and inter-agency liaisons. The composition of the detective staff is such that at least two investigative positions in each of the six detective units is staffed with a civilian investigator. The Robbery, Burglary, Theft/Bunco, Sex Assaults, Homicide and Narcotics Units each have at least two civilian investigators handling a full caseload.

In the Burglary Unit, three civilian investigators are used in a burglary impact program that ensures each burglary victim is recontacted by a department member regarding the reported offense. When the caseload gets heavy, the civilians call in volunteers and student interns to assist them in making contact with the burglary victim. By ensuring the recontact of each burglary victim and actively pursuing a follow-up investigation in each case, the Burglary Unit has increased its clearance rate by 40%. Each civilian in Burglary, be it the investigator or a volunteer, need only follow a simple format laid out on a form to ensure asking the victim for the proper information. This simple follow-up service to burglary victims has generated very valuable information that leads to the successful conclusion of at least four out of every ten cases that were routinely filed as "non-workable", in the late 1980's and early 1990's.

In the Robbery Section, civilians, in addition to handling assigned cases, conduct photo line-ups as well as coordinating physical line-ups.

Civilians, right up to the time of an arrest, are active investigators pursuing all leads and information in accordance with the division's objectives.

In the Narcotics Unit, the civilians perform a diverse array of duties from investigations to posing as buyers and users. Some of the younger appearing civilians have been used in undercover operations in local schools to help combat a suspected drug problem.

The Theft/Bunco civilians have conducted sting operations, completed investigations, and one civilian is used as the department's electronic crime in-house expert for computer crimes, automated teller frauds, credit card scams and other technology-related crimes.

The Sex Assault Unit has a licensed civilian family therapy counselor for use in applicable cases. Additionally, the counselor carries a caseload and completes investigations.

Even the Homicide Unit has been able to secure the services of a civilian investigator with special talents. In this Unit, the civilian investigator is also a skilled artist who does composite drawings from witnesses' accountings.

The future plans for this department call for an even larger increase in the number of civilian investigators. Emphasis has been placed in securing civilians with special talents, as well as having them trained as investigators. The Director has indicated a desire to secure bilingual Spanish and Hmong civilian investigators as well as investigators skilled in dactylology and lip reading.

The classification of civilian criminal investigator in this department is structured to provide a career ladder to the employee as

well as to give some leeway to the employer. The positions, civilian investigators, are exempt positions and not bound by the sometimes restricting rules of the city's civil service. As an exempt position, appointments can be made to individuals with special talents who also meet the other established occupational qualifications.

The department also participates in a regional "skill sharing pool" with other agencies. If a special talent, say a computer expert, is needed, the department can query the "pool" roster to see if a civilian investigator with the desired taken is available from another agency. A personnel trade or contract for services can usually be easily worked out between the agencies to satisfy the need.

The advancements in technology and the general availability of the second generation "baby-boomers" have added to the population pool that is desirous of a civilian career in law enforcement. The agencies utilizing civilians in investigations also benefit from a cost savings spin-off. Usually the civilians, because of the lesser degree of danger and exposure than a sworn officer is exposed to, are salaried at 15% less than the corresponding detective's salary. This salary savings is available for use in other areas of the department.

Additionally, the department has, for every civilian investigator hired, transferred a sworn position to the uniformed division for placement at the operational level. This savings in salaries has enabled the department to keep abreast of the increase in demands for service without unnecessarily increasing the number of new sworn positions. It is a system that works extremely well for the University City Police, and it is a system that has gained the acceptance of the citizens of the city.

The director has even been successful in securing a pay incentive program for the uniform patrol officers in her department. The officers in uniform, assigned to the patrol function, are paid an additional 12% incentive for remaining in the patrol division of the department, after completing a 3-year patrol apprenticeship program and maintaining an acceptable physical fitness program.

## SCENARIO 2

### "HIGH TECH AND CIVILIANS - 2001"

The year is 2001. A number of significant advances and social changes occurring over the past 20 years have greatly impacted the investigative role of police departments throughout the country. To get a better picture of the changed role of the "detective", some of the changes and advances are presented for review.

#### 1. A Cashless Society

A cashless society has replaced the currency-oriented business society of the 1970's and 1980's. The introduction of "living credit cards", with computer chips built into the cards with the ability to give a living, growing, up-to-the-minute, personal financial picture of the card-bearer, has had a significant impact on the role of the police and its once strong "detective" ranks. One of the major impacts has been in the type of crimes now being committed in urban areas. With the total disappearance of currency, the object of crime is now principally physical possessions and property instead of cash and negotiable notes. Robberies as we knew them in the 1980's have all but disappeared from the crime statistics picture. Banks, business and individuals are virtually free from the once feared armed assailant who robbed for cash. Since fund transfers are now accomplished electronically at the point of sale or agreement, currency has no place in the start of the 21st Century.

In the late 1980's and early 1990's, the electronic sophistication of paper copying machines and instant photocopying speeded up the transition to a cashless society. The U.S. Treasury Department had to

face the fact that photocopied "counterfeit" currency was all but indistinguishable from the "paper currency" that had been the nucleus of the commerce world, since the 1930's.

## 2. A Crime Target Switch

The police of the 21st Century are not burdened with the robbery investigations they faced in the 1980's. Now the target of the "street criminal" is property or possessions that serve as barter for other contraband, goods and services. "Illicit" electronic fund transfers, designer drugs, underground "cool" hideaways, safe transportation, illegal electronic unscramblers and neutralizers, sexual fantasies and "clandestine deportations" have replaced money as the good and services sought by the criminal, in exchange for "pilfered and stolen property".

Thieves now routinely fence "hot items" to the computer hacker who arranges for an illicit transfer of funds to the thief's account, enabling the thief to gain needed food, shelter and other commodities. Designer drugs manufactured by "bucket chemists" abound as the underworld searches for new mind-altering synthetic drugs. Even the drug traffickers have been forced into the "electronic age" by the loss of paper currency. Without "cash" and with electronic transfers, assets of the drug traffickers and smugglers are easily traced by I.R.S. computers and police, making drug dealing substantially less profitable than the "prohibition days" of the 1960's, 1970's and 1980's. In fact, illicit drugs are not even 1/1,000th of the problem to law enforcement as they were in the last three decades. The trend to social acceptance of "chemical fitness" has engulfed the American society and significantly brought about a drastic decline to the quest for an artificial high or

escape through drugs. Nonetheless, there exists that segment of the criminal world who still pursue the "euphoric feeling" of drug influence and who actively, in a felonious state of mind, live life in the vicious cycle of the drug addict, crime for drugs, drugs for "feeling good".

### 3. Technology Hackers and New Counterfeiters

Even with the advanced state of computers and electronic devices that support commerce with built-in security devices, there exists a certain amount of electronic counterfeiters who still search for the "easy way to affluence". With unauthorized entries into computers and the "gadgetry" products they produced, the counterfeiters play to the criminal element in search of the "get rich quick schemes".

Most all valuable property, jewelry and art, is now protected by advanced living chips implanted or built into the object. The "chips" are programmed into a master computer and tracking system paid for by the property's owner or manager. An internal timer in the "chip" continually monitors the status of the property and the person or place to which it is assigned. An unprogrammed or unauthorized separation of the property from its assigned person or place activates an automatic property identifier and location system which tracks and electronically locates the property for an immediate verification, isolation and recovery operation.

This sophisticated property monitoring system is operated by a private sector consortium of manufacturers, wholesalers, retailers, communications specialists, insurance corporations and private security companies. This greatly reduces the burden of the police and the role of

the "detectives" of past years who used to attempt to locate stolen property.

The illicit gadgetry producers and electronic counterfeiters are constantly trying to evade or neutralize the system through their own network of criminal computer programmers and hackers. This illicit service serves as a lure to the criminal element to "fence" hot items.

#### 4. Living I.D. Cards

The introduction of living I.D. cards and the advancements of "information technology" have had their affects on the human element of the criminal world as well. A person suspected of a criminal offense and wanted by the police, in the 21st Century, will find being a fugitive from justice a real challenge.

State issued I.D. cards, with the built-in "living chip" are easily isolated, located or monitored by "Big Brother" agencies if, in criminal fugitive situations, an arrest warrant can be secured. Once a magistrate signs an arrest warrant, the wanted fugitive's I.D. card number is entered into an electronic computer locator and a satellite based electronic search begins for the individual "living card" of the fugitive.

Location of the card and the individual is usually only a matter of a few minutes.

The entire concept of a mandated state I.D. card has been adopted nationwide as a means to end the third world terrorism attacks which predominated the late 1980's and killed thousands of persons. All citizens, legal aliens, temporary visitors and tourists are required to carry the "card" at all times. A person not carrying the "card" is easily detected, in any setting, by satellite-based electronic scanners

that constantly survey each inch of the country. This "infringement on civil rights" as "the card" was called, when first introduced, was an easily supported trade-off for the right to be free from terrorist attacks.

#### 5. Quantum Leaps in Computer Technology and The Development of Artificial Intelligence

Not an agency in California or in the country is excluded from the opportunity and availability of a super computer with Artificial Intelligence features. Networking and sharing enables the smallest of agencies to equal the police giants, in terms of electronic sophistication. New full speech recognition factors by the super computer enable officers, specialists, operators, community representatives, volunteers, interns, assistants and anyone within the agency's framework to avail themselves of the super-computer and A.I.

The A.I. computer analyzes the available input in a millisecond and dispenses information and decisions in all areas of police business and police services. Everything from proper response methodology on calls for service, based on everything from history to the emotions detected in the incoming caller's voice, to identifying the responsible in a sex case based on instant analysis of evidence, is made possible through the A.I. computer. The A.I. computer serves as information receiver, analyzer, dispatcher, monitor, report writer, records keeper, investigator, identifier, criminologist, criminalist and sometimes testifier in criminal offenses.

The role of some police detectives has been changed to that of an "information reporter", in cases where insufficient information exists to allow an interpretation by the A.I. Even in these cases, the A.I.

directs the "detective" to the areas where more facts and information are needed. Some investigators are now just relegated to assist in monitoring and tracking suspicious persons, suspected fences, crime patterns and underworld intelligence information.

#### 6. The Big Spin-Off From Technology - Murder

As the cashless society and the associated information technologies have shifted the target of criminals from cash to property, more and more homicides are occurring in our cities and communities. The criminals now kill their victims in increasingly growing numbers. As stolen property becomes easily detectable and as A.I. continually analyzes witnesses' accountings of offenses, the criminal element is eliminating potential witnesses by murdering more and more property owning victims.

This murder phenomenon has necessitated a change in the role of the police detective to that of a specialist or technician. Murder scenes are routinely visited by several specialists and their sophisticated electronic machines to assist in gathering the physical evidence that will lead to the detection of the responsables. Hand held machines and apparatus specializing in odor and aroma detection, much like the "bloodhounds" and "tracking dogs" of the 20th Century, are placed into operation to ferret out the non-victim odors and aromas at the scene. An odor or aroma analysis is fed into the A.I., in anticipation of isolating and identifying the particular smell and its origin. Electronic "bloodhound" tracking of the suspect is not uncommon now, and, recently, several suspects were tracked and arrested with the aid of the "electronic" bloodhound. A specialist arrives with a laser scanner and sensor that detects and identifies fingerprints on the victim's body, as

well as on other porous and non-porous surfaces, eliminating, entirely, the antiquated messy powder and lift process used in the 20th Century.

## 7. The Super-Super Sluth

A relatively new device that analyzes the interaction of matter and forces at the subatomic level might be called into service in the near future. The device is still experimental and can be used in exceptional cases to develop investigative leads. The theory of the device is the detection of the subatomic interaction of matter and forces, and the rearrangement of molecules that are present at a crime scene. The Homicide Anal-Lograph (H.A.L.) begins to scan and analyze all the molecular disturbances at the scene and reconstructs the disturbances in a reverse motion cycle. The most recent disturbances of molecular particles has caused a chain reaction that can be recorded and traced back to its origin. With one molecular event triggering another, the laws of physical science apply: For every action, there is an equal and opposite reaction. Equally important is the predictable chain reaction of molecular changes that have occurred as a result of chemical and element interaction, all of which is logically reverted back to its chemical or element state of originality.

The reactions and interactions are charted and recorded in a computer linked up with the super A.I. computer. An instant analysis is performed of all the events, and a laser-optic hologram is produced which allows an instant viewing of the events, from the discovery of the body, back to a point in time where the responsible is identified.

## 8. Talent Pools

All of these instruments require a special degree of training and education beyond that required by a typical police detective. These specialists are non-sworn technicians hired by their departments or available from a regional pool, after completing their specialty training in colleges or other technical schools. The requirement for a physical science, math or natural science background and education, are typical qualifications for the position of police specialist or technician. They are the 21st Century detectives.

## 9. Criminal Intelligence Technology

The 21st Century technology has greatly impacted the criminal intelligence systems utilized in the 20th Century. Detectives of the 1970's and 1980's were routinely assigned to gather intelligence and complete dossiers on the identified criminal offenders. Narcotic operations of the 1980's were routinely engaged in the infiltration of the illicit drug scene as dealers, buyers or hypes. Other suspected criminal underworld figures were monitored routinely, in hopes of collecting evidence to smash thievery rings, bunco scam specialists, gang activities and other criminal elements.

Most of these suspected offenders were identified by prior "scrapes" with the law, either as convicted criminals, parolees or probationers. In the 21st Century, the electronic surveillance of the criminal sect is the norm. Parolees, probationers and even convicted felons are "on the streets", yet under the complete control of the police.

Transferring the technology of the elaborate property identification system by utilizing advanced living computer chips, felons are, as a condition of early release or as a condition of "no jail time", routinely

implanted with a chip that allows total electronic surveillance. Now many of the "detectives" of the 20th Century are the "criminal monitors" of the 21st Century.

I am taking the liberty to continue this future scenario, just briefly, into the areas of prosecution and corrections.

Just as the A.I. computers have assisted in the investigation, identification and apprehension stages of a criminal offense, the super computers have impacted the judiciary arm of the legal systems. Once a case is presented to the Office of Criminal Proceedings by the police, an intake technician feeds the case information into an A.I. computer for an analysis of the case's strengths as well as its weaknesses. From every possible prosecution and defense angle, the case is microscopically examined by the A.I. computer.

The legal issues, both pro and con, are weighed, decided and passed upon by the judicial phase of the A.I. computer. The case is next rendered to the jury trial phase of the A.I. computer. Within this segment of the computer are represented every earthly cultural trait, aspect, idiosyncrasy, ideology and thought process. The same holds true for every known race, color, ethnicity, religion, creed, sexual preference, class and minority group. The case is "electronically heard" by the computerized "jury", all without the theatrics, emotions and human element of an antiquated 1980's jury trial, and a decision is rendered for guilt or innocence. There are no non-verdicts in this system. Any probability of a mistrial is averted during the "legality" phase of the computer scan of this case.

Even sentencing the accused is accomplished through the A.I. computer. All possible humanistic considerations are built into the A.I. computer, and the sentencing is based on the logical relationship of the crime committed and the need for punishment. Appeals, quite understandably, are nonexistent.

The job for the corrections segment of the criminal justice system is made very easy by the introduction of a catatonic state inducing drug into the felon's system, at the moment of transfer of the felon into the Department of Corrections' custody. The felon remains in this state until the entire sentence is served, and the subject is released back to society.

### SCENARIO 3

#### "THE BLUE ARMY - 2001"

The year is 2001. Crime in the continental United States is virtually nonexistent. In the 50 states:

- There is no recidivism problem;
- There is no criminal element problem;
- There is no prison overcrowding;
- There is no criminal court backlog;
- There are no police budgetary problems.

What we do have is:

- . Space station prisons where convicted felons were banished to a sentence of servitude to the cause of world peace and the quest for a better lifestyle. The prisoners serve as the labor force in the space station prisons. All ground prisons have been converted to public institutions.
- . Released felons can cause no problems. After serving their sentences, felons are allowed to return to Earth, only if they consent to an implant of a sensor that monitors their physiological functions to ensure against any criminal, unethical, immoral or antisocial activity. Any abnormal physiological signs detected by the implant triggers a mind-altering current that aborts and corrects any abnormal tendencies. The felon's choice is this or the space prison.
- . Willful compliance and obedience to laws.

This, though, was not an easy or painless experience for the United States to gain the almost utopian society. We have paid dearly in the amount of lives and property lost in the battle to achieve this better way of life.

In 1994, the country was devastated by the most barbaric, senseless act of terrorism against any country. In 1994, Libya-Palestine Alliance terrorists detonated a nuclear device in Washington, D.C. The loss of human lives approached 1,000,000. The American people lost their link to history and heritage. The entire city of Washington, D.C. was leveled by the atomic blast.

The "bomb" was almost predictable. In the six years immediately prior to 1994, the terrorists had staged a continued guerrilla-like attack within the borders of the United States. Cities across the nation felt the effects of cruel, heartless and malignant terrorist attacks. Miami, New York, Dallas, Los Angeles, Portland, San Francisco, all, had suffered the ravages of terrorists who struck with explosives, contaminates in water supplies, nerve gases, assassinations, hijackings of common carriers and the sabotage of defense projects.

But just as the 1994 nuclear attack on Washington, D.C. marked the end to 218 years of a beautiful romance with tradition, individual freedoms, total democracy and a permissive society, it also brought about the beginning of an experiment with logic, reality and conformance as the cornerstones to a better society. Americans had learned their lessons and taken their lumps. They had sacrificed their personal safeties and their fight for constitutional freedoms to the bombs and acts of the terrorists.

Martial law was declared immediately, and the armed forces of the country took over the business of running the country. The "bomb" had been detonated about one-quarter of a mile from the Capitol building just as the President of the United States was finishing his annual State of the Union address to a joint session of Congress. The President, Vice President, all 100 Senators and 538 Congressional Representatives were presumed killed by the nuclear detonation. A new government was set up and based in Colorado Springs, Colorado. Freedom of unlimited movement was curtailed. Local police forces were assimilated into the military and pressed into service. A national I.D. card system was imposed using the latest electronic technology available.

The "living I.D. card" was born. No person was allowed to be without one. Deportations of illegal aliens numbered in the hundreds of thousands. Aircraft began armed escorted landings in Cuba, Mexico, Southeast Asia and Middle East, depositing "illegals", literally, on the runways of these countries. America had slammed shut, for the time being, the doors to the one nation in the world that had continually strived to be a haven for the hopes of many to begin a new life.

Some changes as a result of the "bomb", imposed by the "new government" are:

- . The military will continue to provide "police assistance" to all areas of the country. Local police agencies will remain as a part of the military with the former top law enforcement official in each county or parish serving as the military's adjunct in that area.

- . All U.S. borders are patrolled, both manually and electronically. Any "infiltrator" apprehended inside the U.S. borders is immediately incarcerated and shipped to one of four out-processing centers for immediate deportation. Aerial deportations are carried out routinely with armed fighter escorts accompanying each alien transport craft to its destination. The nations receiving their "aliens" back from the U.S. are forewarned not to intervene or try to prevent the alien returns.
- . Crime is not tolerated within the U.S. borders. All criminal acts are investigated by the military police, and the culprit brought immediately (within two hours of arrest) before an area "provost" who will determine the sufficiency of evidence presented against the defendant. The total information package is then authorized for analysis by an A.I. computer for a determination of guilt. Once guilt is determined, the culprit is sent to one of two national "launching sites" for transportation to the space station prisons.
- . All ground prisons have been converted to public institutions: Schools, hospitals, shelter or administration buildings.
- . Criminal investigations are conducted under the direction of the military police. Ninety percent of all available police personnel are, by an emergency act of the Armed Forces' Chief of Staff, annexed to the military and serve accordingly.

Criminal investigations are relatively few in number.

- . As plans continue to reform the national government and hold elections, it appears as though martial law and a military run government will continue for at least three more years.
- . America and its citizens continue to rebound from the effects of "the bomb". A true sense of patriotism and cohesion exists throughout the nation. Citizens are glad to do their part to help reshape the nation. The tolerance level of the general population in regard to crime, anti-patriotism and radicalism is very low, and malcontents are easily dissuaded and converted to a state of voluntary compliance with the prevailing social order.
- . A small radical group has begun to organize in some of the urban areas of the country. Illegal broadcasts voicing their disapproval of the "military rule" and the new "Neo-Nazi" form of government have been made. This appears to be a rather isolated movement and not generating much reaction from the military. The prevailing attitude among the military and police specialists is that this is just a "fad group" and not indicative of a building trend or movement.

## . DISCUSSION OF ALTERNATIVE FUTURES

The formulation of the Alternative Futures has taken into account several trends and events characterized in a group process as affecting the future role of civilianization and its impact on the police investigative function.

After the scenarios were completed, a major portion of the group involved in the selection of future trends and events was reassembled to review the alternative futures and select one future, for the continuing purposes of this project, as the most desirable future for law enforcement.

To affect this "desired future," the group was asked to consider the following criteria in the selection process.

- 1 - Is probable
- 2 - Use resources well
- 3 - Acceptable to citizenry
- 4 - Controls crime
- 5 - Benefits society

A simple group polling process was used, using the 5 criteria, on a "ballot", for each of the scenarios. Each criteria was afforded a response in one of five categories.

- Strongly Agree
- Agree
- Don't Know
- Disagree
- Strongly Disagree

The group polling process selected Scenario #2 as the most desirable future, with Scenario #3 as a second choice.

For the purposes of the continuation of this project, Scenario 2 will be used to formulate:

1. A Strategic Plan
2. Transition Management Plan

Prior to adjourning the "Futures Selection Group", and to enhance all of the futures developed, the group was asked to participate in another exercise relative to the alternative futures.

The group was asked to "brainstorm" and then arrive at a consensus of opinion of the "assumptions" and "strategies" that would be applicable to each scenario.

These "assumptions" and "strategies" are presented as information items to accompany the alternative futures.

ALTERNATIVE FUTURES - TRENDS

SCENARIO 1

Budget Crunches

Reduced Expensive  
Police Positions

Civilian Managers

Computer Technology  
Advances

Volunteers - Interns

Better Methodology

Electronic Crimes  
"Wizard"

Counselors - Sex  
and Child Cases

Artists

Language

Talent Pool

Uniform Incentive  
Plan

SCENARIO 2

Cashless Society

Smart Credit Cards

Crime Shift - People to  
Property

Technology Hackers

Living I.D. Cards

Computer Technology -  
A.I.

Super Investigative  
Machines

Talent Pools

Less Drugs - Social  
Rejection

Less "Criminal" Sympathy,  
Stiffer Penalties

SCENARIO 3

Terrorists

Social Changes - no  
nonsense

Political Changes -  
Martial Law, Government  
Collapse

Super-Computers

Criminal Sympathies  
Vanish

Increased Conservatism

## SCENARIO 1

### ASSUMPTIONS

- . An "apprenticeship" as a patrol officer is not necessarily a prerequisite for becoming a successful investigator.
- . "Detective" work is not a full-time function of the investigator. Much of the work is routine clerical or lesser work.
- . Properly trained civilians can do most nearly all the functions of a "detective" as well as, if not better, in some instances than the "detective".
- . Many people are good at investigative procedures, but not good at handling people which is why they're not police officers.

### STRATEGIES

1. Adequate training and aptitude is a better predictor of success as a detective than is a patrol oriented background. Secure adequate training for civilians.
2. Use "civilians" to reduce people costs rather than cut positions.
3. Build the future into today's planning, prepare for the "hard" costs of computers and associated technology which translates into future savings in reduced human resource costs.
4. Re-popularize the "street" functions of patrol. Incentives, equipment, human needs of patrol should be top priority.

## SCENARIO 2

### ASSUMPTIONS

- . Computer technology advances to A.I. stage.
- . Social and political acceptance of A.I. occurs.
- . Criminal justice system accepts A.I. decisions, system changes.
- . Social attitudes change allowing more victim concern and rights and less criminal concern and rights.

### STRATEGIES

1. Educate public and officers as to occurring changes in tech and A.I.
2. Education through stats and comparisons of pre- and post-A.I. results.
3. Lobby for changes, support changes and encourage development.
4. Educate public through further and expanded "home reach" programs.
5. Create information programs for media, schools and individual contact.

### SCENARIO 3

#### ASSUMPTIONS

- . Sense of need, cohesion, direction and patriotism abounds rather than chaos.
- . Intra-national security as well as inter-national security is accepted.
- . Vigilantism doesn't spread and consume.
- . Civil rights and constitutional rights sacrificed for security and life.
- . American traint of doing what's necessary in times of emergencies will prevail.

#### STRATEGIES

1. Develop contingency plans for terrorist activities.
2. Educate "department personnel" as to effects of and need to maintain "front line" mentality.
3. Educate and encourage cooperation between "police" and citizens.
4. Develop "voucher" systems for community resident as safeguard against wrongful deportation.
5. Educate and stress need for conformance and cohesion in times of national emergencies.
6. Develop and implement intelligence systems to monitor suspected or reported terrorist activities or networks.

SCENARIO 3 (continued)

STRATEGIES

7. Take a vital interest and be informed about potential "targets" in area.
8. Meet, confer and exchange information regularly with federal, state and other locals.
9. Create police networking regarding terrorism.

## STRATEGIC PLAN FOR HIGH TECH AND CIVILIANS - 2001

### INTRODUCTION

. Strategic Planning - Strategic Planning identifies the important thrusts the organization should pursue to put it on the glide-path toward that vision of the future. Those thrusts are the essentials of strategic navigation - those key issues that will make the difference.<sup>12</sup>

Police agencies, in response to the public demand of providing law enforcement services in an effective, timely and cost-conscious manner, are obligated to be prepared for the future and the changes the future will bring about.

Police agencies as well as other public agencies are responding to the demands of an ever aware and informed public by creating alternative delivery systems that will meet the challenges and tests of being effective and monetarily prudent.

One such alternative system is carried through in the future scenario presented earlier in this project, "High Tech and Civilians - 2001."

In this scenario, the role of civilians as police detectives, specialists and technicians is carried out and emphasized as significant and continuing uses of civilianization in law enforcement.

This situational change, from the world of 1986 to the 21st Century, does not occur as an overnight change, and the change is a product of a continuing evolution and implementation of civilianization into law enforcement. Movements, shifts and transfers of responsibilities, roles and functions are not accomplished without the

benefit of direction, guidance and planning of administrators interested in preparing for and anticipating the future.

### SITUATION

The key situational issues, resources and concerns relative to the "High Tech and Civilians - 2001" Scenario are listed and reviewed below and are considered to be the relevant issues for a strategic plan regarding further civilianization of the police investigative function.

- . Budgetary considerations - The cost of doing police business is a concern, and prudent business practices and effective resource management are demanded by the public.
- . Criminal Investigations - If follow-up in criminal cases produces results and puts criminals in jail, the public is satisfied.
- . Technicians and Specialists utilizing sophisticated machines are a growing number and accepted as principal investigators in police detective units.
- . The switch in crime targets increases person crimes and heightens public demands for more police protection and better police investigations.
- . Fiscal Resources - Although police agencies still compete for the tax dollars with other public agencies, the public will pay for police services as long as the demands for police services are met and the police are doing a decent job.

## MISSION

A response to the "Situation" detailed previously requires an examination of an agency's mission, to ensure that an agency concerned with the alternative future, High Tech and Civilians - 2001, is on track and capable of delivering a service commensurate and considerate of identified key issues and concerns.

Generally, law enforcement agencies have supported a somewhat generic mission statement relating to the protection of property and the preservation of life, and a typical mission statement might be:

Law enforcement's mission is to provide an effective and comprehensive police service to the community with emphasis on: preservation of life, protection of property, apprehension of offenders, and prevention of crime.

To adapt to the situational concerns of environment and resources, a recommended mission redefinition could be:

To provide police services without a decline in the existing service level in an era of rising costs and declining funds.

## EXECUTION

Law Enforcement is, in every respect, a much studied profession. It is studied, commentated, analyzed, forecast, and put under microscopes, on any given day.

Close observers of the profession are always on the look-out, searching both for what is real and effective and for what is missing. The real and the effective are easily measured and compared, in terms of successes by numbers. The missing is, of course, the elusive; the ever

sought after key or secret to success. But, just to know what is missing is not enough. The astute observers of the profession need to recognize trends that are likely to grow stronger and become the future.

The future, though, will happen, regardless of the success or failure of the trend plotters or observers. But, the observer, with a vision of the future based on trends, has the opportunity to put his organization on the glide-path toward that vision. Identifying key issues that should be pursued is the key to a successful strategic plan. Five such strategic initiatives are outlined for the alternative future, High Tech and Civilians - 2001.

1. Police agencies must begin to educate the public and its current officers as to the occurring changes and developments in information technology. Law enforcement leaders need to recognize information technology both as an internal resource and as a means of enhancing their service delivery. And, then need to ensure their citizens that information technology used professionally and ethically is an enhancement to the overall objectives of the police service. The education of the public can be through media, home reach programs, school programs and in-house tours, seminars, and informational programs. The public needs to be awakened to the advantages of having high-tech information systems such as smart cards, living property "chips," surveillance "chips" and other forms of information technology in the corner of and working for law enforcement.
2. Police leaders need to encourage innovation. They need to create a climate that is open to new ideas, adaptable and

flexible. This requires a high level of commitment to continuing development through programs such as the Command College.

3. Police executives must become increasingly responsive to the need to develop alternative delivery systems. Police have tended to lock themselves into the same service delivery mode over the past forty years. The effective leader will "stand alone" and make "out front" maneuvers that will set the pattern and serve as models for others to follow. It is all too easy to remain as part of the group and feel the safety, in numbers, that the warmth of the mass produces. Police leaders need to step into the future, alone if necessary.
4. People are a very important asset. Police leaders need to find new ways to unleash the energies of their own people and to create the energetic drive in new people.

Incentive plans for "patrol oriented persons" have been discussed as a method for enhancing or repopularizing the patrol force. People also need to be reassociated with the importance of their individual jobs and repopularized internally within the organization. People need the satisfaction and gratification of achieving their full potential.

5. Police leaders need to lobby politicians for changes in the law that will enhance the role of the police and the pursuit of

objectives. The political slogan, "Reduce Crime," has never had a better "center stage" on "spotlight" than it now has. The iron is hot and the time is right for embarking on organized campaigns to aid police in their war on crime and criminals. Criminals belong in jail, and citizens have a right to feel safe and secure in their homes. We need to push for national I.D. cards, personal identifying computer chips that are "attached" to parolees. The technology has been near perfected, and the social and political climate is ripe for police executives to effectively lobby for the changes that will impact the future of police services.

The future is a strange thing, unless you have taken the time to acquaint yourself with it.

## PHASE V - DEVELOP ONGOING MONITORING PROCESSES

### Transition Management

To manage the change from what criminal investigation is now to what it will be in the selected desirable future, "High Tech and Civilians - 2001", a transition plan is necessary.

A move or change from a current set of conditions in criminal investigations to a unique or different state as described in the desirable future is a change that requires a separate structure and management that is in line with the tasks and organization of the desired state. In this change we have the unique process of changing what is now to what will be and the changes are related to a substantial period of time and technological developments. Paramount to the choice of the transition management structure selected for this "transition" is the question, how should this period of time be managed? In this "time period" when changes are occurring, we will have people working in conditions that are changing as new technologies are introduced and jobs change and people learn new ways of doing their jobs.

This is the difficult period when different responsibilities are involved, allocation of resources is different, assignments change, and the old way of doing things still continues as the early phases of the new technologies are brought into the program.

Who manages this change? is also a very critical concern. The manager of the change needs to be someone who:

- a. Has the influence to keep the change moving and acquire the necessary resources
- b. Is knowledgeable about the entire project and has the requisite leadership skills to be persuasive, objective, and have the respect of the organization's executives and change advocates.

The structure to manage the change is equally important. Two alternative structures are presented as choices for the transition vehicle. The size of the agency and the numbers of people effected by the transition would dictate the structure selected.

- a. Project Manager - The project manager functions from the chief executive's office and is afforded the commensurate authority and discretionary decision making power to manage the change. The project manager is charged with the responsibility of getting the job done, but still having to recognize and deal within organizational structure lines.
- b. The Chief Executive Officer as the Project Manager - The "boss" takes the responsibility for getting the job done and coordinating the change.

In either of the "structures", the chief executive should communicate to the entire organization the existence of the structure and purpose of the structure along with his total support and endorsement. In doing so the chief executive establishes the priority of the transition management structure and conveys tacitly, approval of the project and serves notice to all as to the direction the organization is headed in its sought after change.

#### Critical Mass and a Commitment Plan

In every organization there is a critical mass of people whose commitment is necessary to make a change happen. These individuals (and there is no quantifiable number) are key individuals whose opinions are valued, respected, sought out and solicited in most crucial matters related to the organization. For a project or change to be successful it is essential that these individuals, subsystems and groups "buy in"

to the project or change. Their support will ensure that the change will take place. From each of the identified members of the critical mass it is necessary to get a current level of commitment to the change. If the commitment level is less than supportive of the desired change by any of the critical mass, it is incumbent upon the remainder of the critical mass to assist in achieving the desired commitment level from those less supportive members. The change probably will not occur unless the critical mass buys in to the change.

#### Technologies to be Used to Support the Transition

##### \* Responsibility Charting

This technique focuses on the issue of allocating work responsibilities. Unlike the process of having an authoritarian figure define tasks and responsibilities, responsibility charting allows all participants the opportunity to determine, in a consensus vote process, the best assigned role behavior for participants. This process is especially effective in complex situations and has proven effective in many applications. Responsibility charting will be employed to define the roles of those assigned the task of managing the change.

##### \* Accountability Charting

Another technique that might be employed is the use of the accountability charting process. This process would be used to facilitate the third process, Team Building. With accountability charting, more accurate job descriptions for those managing the change could be derived and lead to effective team building.

Through accountability charting, team members will gain insight into the roles each plays in attaining the desired team or organizational goals. Insight is also gained about the roles of other team members. Additionally, accountability charting may help to identify areas where certain flaws or weaknesses might exist or need change.

\* Team Building

Team building quite obviously would serve as an excellent vehicle to bring the transition management team together and iron out difficulties, assign specific responsibilities, set their action items and set realistic, attainable goals.

\* Other Possible Technologies

Since even the best of plans are often discarded or discounted in the face of change or instability, there are other alternative technologies that could be utilized. We have learned that choosing the technology for managing the change should not be an inflexible decision and the options for changing the technologies should be left open.

\* Force Field Analysis

Early in any change process an analysis of the forces both helping or hindering any transition should be completed. Use of this technology might spare the transition managers countless hours of wasted energy. This is a relatively easy process that helps the transition team to recognize both their allies and adversaries in a transition state.

## SUMMARY

This transition management plan has outlined the processes to be used in directing and controlling the changes that will occur as a result of the "High Tech and Civilians - 2001" desired future. We have identified "critical mass" as those individuals who, if they support the proposed change, possess the energy necessary to make the change occur. Their levels of commitment, both actual and desired, have also been addressed, plus the necessity to move the levels of commitment to their desired states.

Two management structures that would be appropriate for directing the change have also been described. Either of these structures should adequately serve their intended purposes: implementation of the change and a smooth transition.

We are cautious in realizing that transition management is not a cookbook process. But as the theories and practices improve and become more scientific, we will continue to benefit from the applications of this form of behavioral science. We need to continue to increase our knowledge and practice our theories through improved application.

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