

PARAPROFESSIONALS IN LAW ENFORCEMENT

A FUTURE PERSPECTIVE

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

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

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

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

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EXECUTIVE SUMMARY

This information document is designed to provide police managers with data regarding the use of civilians (paraprofessionals) in the law enforcement arena. The information was assembled as a viable solution to the present problems of fiscal restraints on city, county, and state law enforcement agencies as a result of the high cost of hiring sworn officers and increased demands for service by the residents and visitors of our communities.

The document was prepared by the writer after circulation of survey questionnaires, personal interviews and extensive literature review. The scope of the research randomly covered departments all across the United States as well as many departments within the state of California. An intensive research plan was also implemented for surveying all Orange County law enforcement agencies that either have some form of civilianization program or are planning such.

The research data was assembled, correlated and analyzed by matrix charting and small group tasking techniques (confrontation meetings). The main objective of this document is to provide information regarding the existing level of civilians in law enforcement across the county and how that data can be scrutinized in order to provide the desired result; i.e. cost effectiveness of providing protective services to communities without the heavy financial burden of employing vast numbers of sworn officers.

Three alternative scenarios are presented as possible alternatives as well as nationwide trends and events relating to civilians doing police work.

Both the availability and quality of the future work force was massaged and forecast. The labor force forecast was highlighted by predictions of future quantity and ethnic make-up of that labor force.

A strategic plan is presented in the document addressing anticipated stakeholders and snaildarters that will impact the implementation of a civilianization program. Also, as in any "change of direction" within an organization, a transition management plan is presented which was designed to help an organization ease into a civilianization program.

The conclusion of the document suggests that the future focus of law enforcement needs to be on continuing to perform desired/required public safety services without the high cost of doing so. The research hypothesis is that the scope of the "civilianization" movement across the country has reached a plateau in diversity and effectiveness, and further, that the scope/focus needs to be expanded into the specialized, technical fields of computers, lasers, robotics, holographics, etc. by employing civilians who possess the knowledge/expertise of such high-tech tools.

PARAPROFESSIONALS IN LAW ENFORCEMENT

A Future Perspective

INTRODUCTION

What is the real future of law enforcement throughout the nation - throughout California? George Gallup, Jr. of Forecast 2000 once stated, "Just beneath the surface of our society, a great historical tidal wave is on the move - a set of monumental political, social and economic impulses, which are carrying us relentlessly toward a rendezvous with the future." Will the managers of law enforcement agencies be ready for that rendezvous?

It is suggested by the researcher that economics will play a vital role in the future of law enforcement. It is also expected that social and political pressures will impact the profession, but finances are of monumental importance when it comes to providing adequate service to the residents and visitors of our communities. It is true that social and political pressures probably determine what is "adequate" but the bottom line is how much does it cost?

Security Pacific National Bank and Bank of America have been some of the leaders in financial forecasts relevant to future fiscal trends and restraints. The U.S. Commerce Department indicated one of the first steps in the nation's economic slowdown would be as a result of the Federal Government "belt tightening" and the eventual loss of federal revenue funds by state and local agencies.

John O. Wilson, Sr. Vice President and Chief Economist for Bank of America noted the possibilities (3 scenarios) dealing with 3 month certificates of deposit. This fact is mentioned because of how the financial picture of the nation and the state goes, so goes the fiscal restraints on police agencies. (Refer to Figure 1 for details)

Hank Koehn, former futurist for Security Pacific National Bank has indicated that the country is moving in the direction of cost effective solutions to problems and focusing on self-reliance rather than looking for more dollars to help address the concerns at hand. He indicated that the opening up of the Pacific Rim Region to the rest of the world consumer mass is how the economy will actually progress. Mr. Koehn indicates that the future thinking will be the changing of our method of economic measurement. This concept is illustrated in Figure 2.

Figure 1 RATE ON THREE MONTH CERTIFICATES OF DEPOSIT

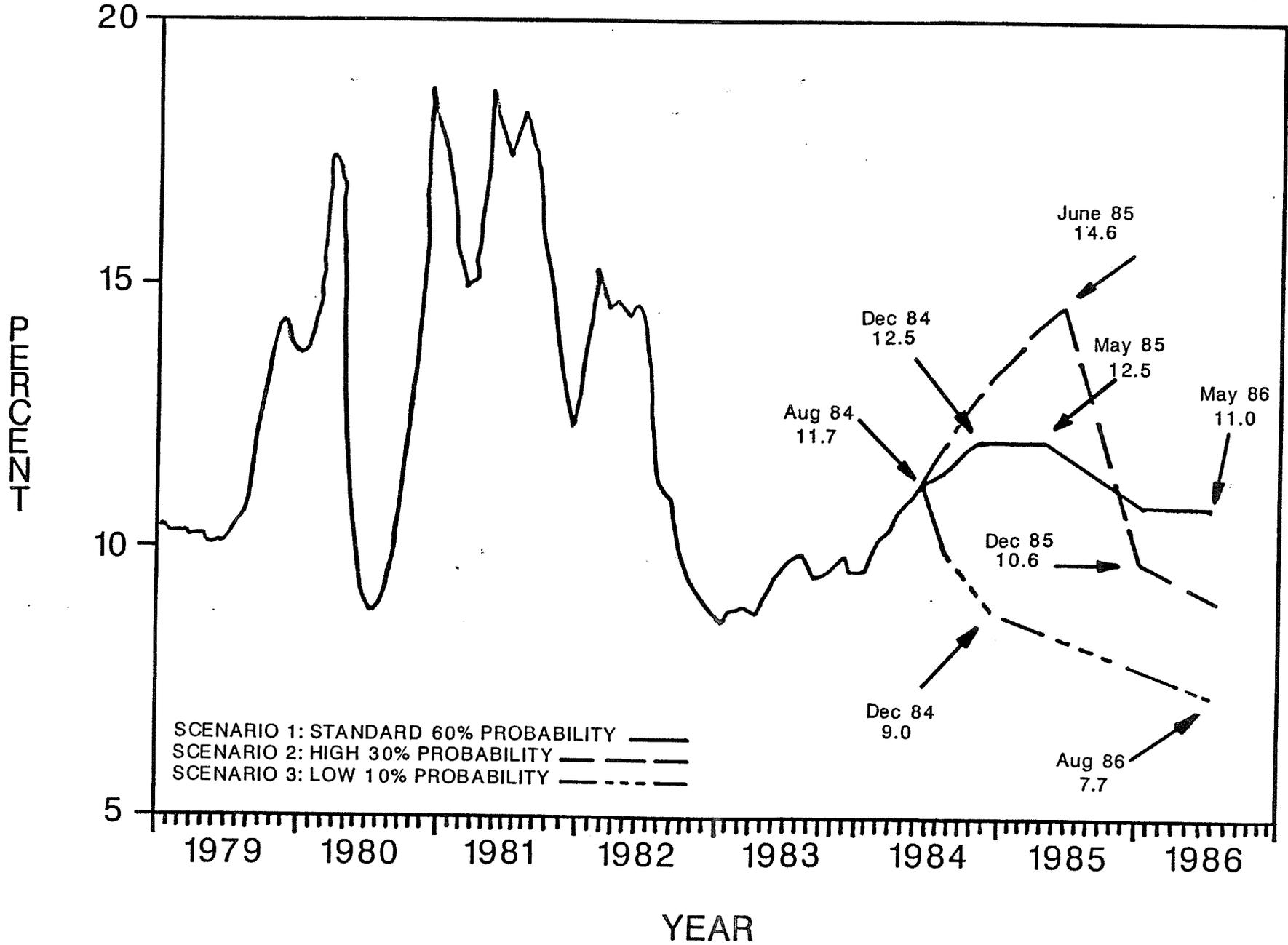
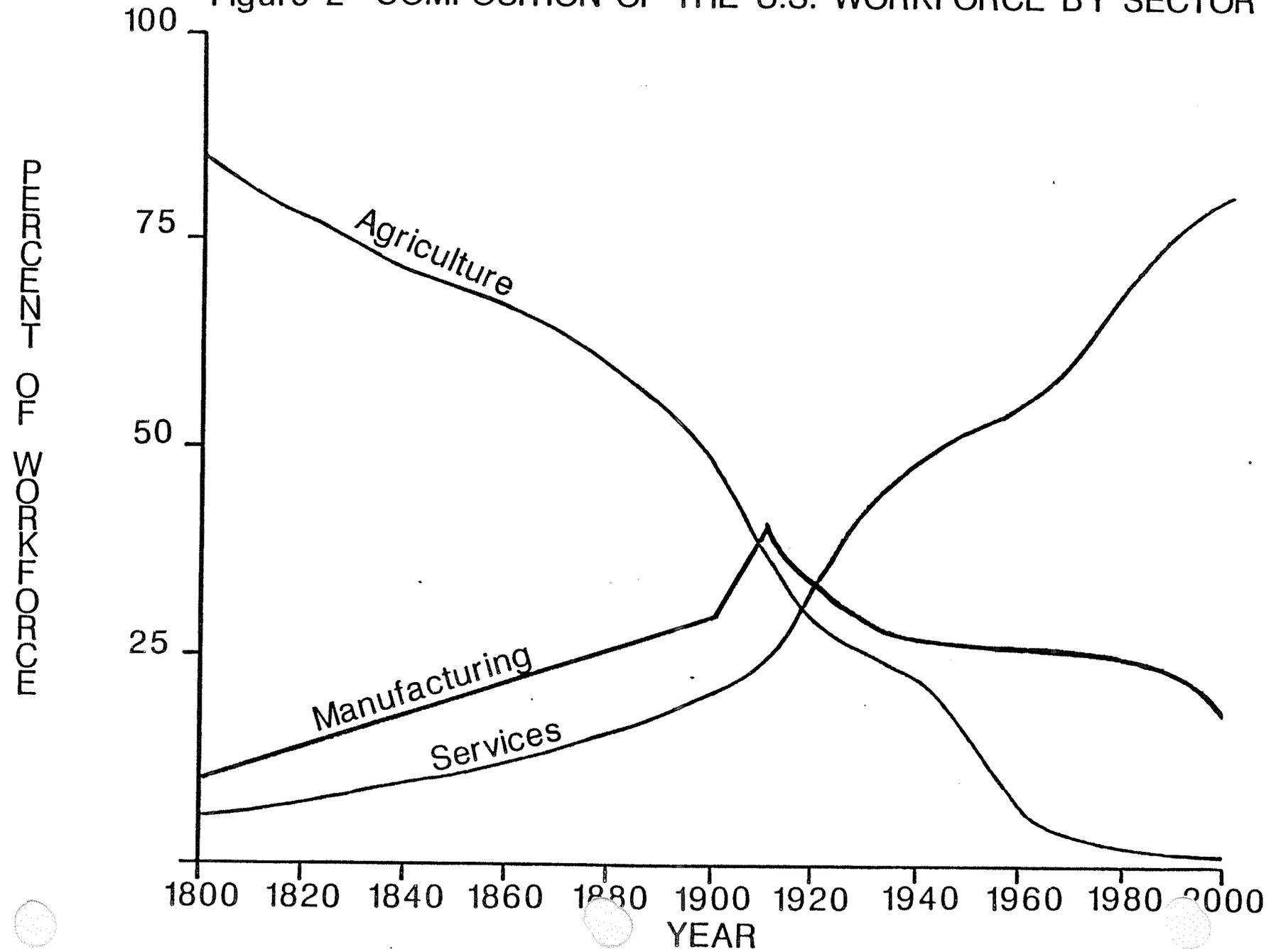


Figure 2 COMPOSITION OF THE U.S. WORKFORCE BY SECTOR



When planning for the future in law enforcement it is necessary that we consider all the events, trends and social/political/economic "happenings" that will have a bearing on how we do business in the future. There are four topics that are very different, but yet closely related when dealing with paraprofessionals in law enforcement. They need to be mentioned here in an effort to keep the theme of this project in somewhat proper perspective, realizing that each, separately, is a unique subject in itself.

Civilianization - the changing of the traditional way in which law enforcement service is provided by placing a civilian (normally not highly skilled or salaried) into a job performance situation that was formerly performed by a sworn officer.

Privatization - the employing of a private service organization to take over the performance of some law enforcement functions formerly accomplished by sworn officers.

Deregulation - the "changing of the guard" or a switching of who has control of how things are accomplished or regulated.

Competition - other "entities" vying for their piece of the pie. Maybe competition will include civilization, privatization and deregulation.

BACKGROUND

In this day and age of shrinking financial resources, law enforcement agencies must look to alternate means of supplying the necessary personnel to perform the required duties of the police department in providing public safety. This must be accomplished without the costly addition of sworn police officers. City Managers, County Administrative Officers and State Comptrollers are requiring their departments to cut costly salaries whenever and wherever possible. Is introducing a civilian into the "sworn" police ranks a viable solution to the problem?

After World War II, the population explosion in urban areas created an increased demand for police services. In order to increase these services and remain within budget constraints, local governments and police administrators began to use civilians to replace sworn police officers in certain tasks. In support of this trend, O. W. Wilson writes, "The practice of assigning a police officer to record tasks, clerical duties, reception desks, keypunch operations, and so on is unsound from the point of view of both economy and efficiency. These jobs could be filled with a civilian at a much lower salary ... Also, these civilians usually have had some experience or formal training in typing, record-keeping and office procedures."¹

Increasingly, federal and state governments have encouraged civilianization. The Law Enforcement Assistance Administration (LEAA) supported civilianization through grants for salary subsidies, training and technical assistance. The Model Cities Administration of the United States Department of Housing and Urban Development and the Department of Labor's Public Employment Program provided funds to support the use of civilians in police work.² The true use of a paraprofessional in law enforcement will be unique for many agencies in California while others have been using them in one capacity or another for many years.

In the middle to late 70's financial wizards and city managers were forecasting a need for drastic reductions in the "benefits" packages of full-time, sworn police officers. Many alternatives to this problem have been explored and one possible solution seems to center around the civilian or the paraprofessional.

Within the past 20 years, civilians have been hired to fill a number of jobs in police agencies; a few jobs were formerly filled by sworn personnel. The major types of such jobs include, but are not limited to, detention, communications, school resource officers, traffic investigation, and patrol/detective assistants.

At this particular time in law enforcement, there is a great deal of controversy as to the real benefits vs. the needs of civilianization. On many occasions, for many different reasons, people who have or need contact with the police do not want to give complete information or they end up giving incorrect facts to police officers upon initial contact.

This "situation" dictates a need for further contacts from the police. There are also times when follow-up information must be captured by a uniform officer. All of this additional "effort" is costly and time-consuming if done by a sworn officer. It also pulls them from more critical assignments and responsibilities.

In this day and age of shrinking resources and rising expectations of service levels, a re-defining of police roles is needed. Paraprofessionals could conceivably perform many additional functions now being accomplished by sworn officers.

The results of a planned, personnel study to create a new classification of the paraprofessional into a "police aide," "public service officer," "public safety specialist," etc., with the appropriate salary structure, may identify the possibility of a dramatic cost reduction to Police Departments.

The feasibility of substituting civilians in some areas of sworn personnel assignments within police departments is the focus of this project with the primary emphasis on the application to the patrol force. The concerns of the public, the agency administrators' demands and the judicial system requirements have resulted in an identified need to free up sworn police officers for those increased demands; also, to find alternatives to hire sworn officers whenever there is a need to increase manpower within a department.

By hiring civilians to do "non-sworn" assignments and freeing up sworn officers for law enforcement duties, agencies' financial security would not be threatened nearly as much as with the hiring of additional sworn officers. It may well be that a civilian may not have the high salary of a sworn officer and may not have near the fringe benefits, thus be considerably less costly to employ. This would mean that several positions could be filled with civilians that would have cost the same for only one or two police officers.

At the present time, financial resources are very uncertain as far as agency managers/CAO's are concerned. This uncertainty will require the agency's Human Resources people to determine ways to pay for "demanded/expected" services for their residents and visitors. Coupled with this is the uncertainty of what the mid 1990's will bring regarding the available work force. Also of concern will be the quality of the worker of the unknown work force.

This dilemma will require the Human Resources people to expand their recruitment efforts and possibly change their whole recruiting process due to demographic changes in the make-up of the available work force. Also HRM people will probably have to place full emphasis on recruiting/hiring the highest caliber of employee available and will most likely have to "market" their city and police department in order to attract the best qualified candidate.

The evaluative assumption of current job expectations of the majority of the line officers is that they would like to "farm out" the every day, mundane tasks that could be done by a non-sworn employee. This assumption would directly influence the financial impact on city, county and state agencies which, in turn, will both directly and indirectly affect the U.S. financial profile and the work environment.

It is vital that we understand the importance and necessity of environmental scanning and forecasting. That is, "the process that seeks information about events such as civilianization and relationships to an agency's outside environment. The knowledge derived from the scanning and forecasting would assist top management in charting the agency's future course of action."³

Elkins and Callaghan of "A Managerial Odyssey: Problems in Business and its Environment" tell us that environmental scanning is an ongoing process which attempts to analyze and understand the environment in order to reduce the complexity and uncertainty which surrounds the agency or organization.⁴ It is paramount to the overall, long-range success of civilianization to look at it from all angles, especially from around (outside) the organization.

For purposes of this paper, the use of the terms "civilianization" or "paraprofessional" will be synonymous and may be referred to both ways depending on the circumstances and source of the quoted material.

QUESTIONS

Will civilianization (paraprofessionals) become a viable part of future-day law enforcement? The following questions will be addressed:

- What is the current state of affairs?
- What are the most important events? - Loss of federal revenue sharing, Changing work force.
- Is civilianization adaptable for law enforcement?
- Is law enforcement capable of adapting to civilianization?
- Will privatization play a part in civilization?
- What will be the true economic impact?
- How will the performance of the economic system affect civilianization? (How will civilianization affect the economic system?)
- What adjustment(s) will be necessary by the consumer regarding the paraprofessional?
- What will the political impact be, if any?
- What trends are apparent? - Aging population, Minority growth.
- What dramatic events can occur?
- What will deregulation do to law enforcement?
- What about competition?

MONITORING SIGNALS

In order to follow the expectations of the police service "consumer," we need to analyze the following areas as shown in Figure 3 which indicates expectations vs. realities.

The specific items in Figure 3 need to be addressed individually:

On the expectations side;

- A. Lower salary costs/salary cost savings. Initially, most agencies will probably realize the cost savings in sworn officers salaries vs. civilian or paraprofessional salaries.

Using Anaheim Police Department as an example:

(1) Sworn I.D. Officer	\$1,807.87 - \$2,423.20	7 steps
(2) Civilian I.D. Tech	\$1,308.67 - \$1,669.20	6 steps
(3) Civilian Police	\$1,579.00 - \$1,919.00	5 steps

Services Representative

- B. Lost fringe benefits. Besides the salary difference, there is a decided difference in the paid benefits. For example, paid holidays, compensatory time off, medical/dental benefits, and many others will be very low or non-existent with most civilian positions.
- C. Sworn officers released for field duty. This will definitely be a plus for most agencies who are currently under-staffed, cannot get approval for additional personnel, or have increased demand on "calls for service." It will also allow for more concentrated effort in the area of law enforcement which requires a sworn officer.

FIGURE 3

CIVILIANIZATION

EXPECTATIONS	REALITIES
A. Lower salary costs	A. Will occur at first
B. Fewer "fringe" benefits	B. Will occur at first
C. Sworn officer released for more field duty	C. Increase in calls for service may "eat up" this new extra time
D. Rise in clearance rates (Better/quicker case resolution)	D. Should result in additional cases cleared - case resolution should increase steadily
E. Rise in services performed by sworn officers	E. Same as C - Some of the "time-saving" will be eaten up by crime/population increase
F. Hi-technology changes	F. Hi-tech will create some "service" jobs, delete some others (will probably balance out)

- D. Rise in clearance rates. The increase in sworn officer directed patrol time will, in all probability, assist with the rise in crime clearance rate. Again, how high the clearance rate will rise or how long it will continue to rise is unknown until it is actually tested.
- E. Rise in services performed by sworn officers. The release from mundane chores of sworn officers will allow them to give full attention to the needs and concerns of the residents/visitors, i.e. rape/robbery victims, purse snatch victims, victims of burglary, etc. This will allow for special enforcement programs to be implemented and "problem areas" targeted.
- F. High-technology changes. This is a field that is wide open at present and will continue to impact heavily on law enforcement in years to come.

As just one example, AT&T electronic mail system (EMS) will put a valuable tool in the hands of law enforcement. This will be another area of endeavor that could be operated by civilians. Emphasis should probably be in the direction of recruiting high-tech specialists in the non-sworn field.

Another example is listed in the Summer 1984 issue of Redland's University Magazine which discusses the many future uses of high-tech two-way television;⁵ which would be highly applicable in police work. We all know that office automation will be an integral part of future law enforcement. Office automation has been defined as people using advanced technology to manage and communicate information more efficiently to the work forces within an organization. There are basically 6 technologies of office automation that could be incorporated into law enforcement service.

Data processing - information in the form of numbers

Word processing - information in the form of written words

Image processing - information in the form of pictures

Audio processing - information in the form of spoken words

Networking - information shared

Human factors - information for people

NOTE: There is the expectation that the criminal element will have high-tech equipment at their disposal. Crimes will be committed against high-tech owners by criminals using hi-tech equipment.

On the realities side;

A. Lower salaries will probably be a reality, to start with, for paraprofessionals (civilians) as the various positions/responsibilities are identified and categorized as to

job description and salary range. As noted in A. (1), (2), and (3), starting salaries at present for civilian identification technicians are \$500 per month lower than a sworn police officer and \$270 lower than the newly created Police Services Representative.

When discussing salary costs, it is necessary to mention the future trends throughout the state. The state's long-term local government financing issues still have not been resolved. Several proposals to establish a permanent solution to the previous dependence that units of local government have on state subversions (which may or may not be withdrawn each fiscal year) are currently under consideration.

These proposals vary widely with some obviously more beneficial to some organizations than others. It remains to be seen if any compromise to the various opinions housed in Sacramento are altered or changed to include more "local" support.

Although it is evident that the nation, state and local economy has moved into a recovery period, most economic forecasters see the pace of recovery slowing from the pace of 1985. The next few years are seen as more mild in terms of economic growth, with possibly some minor setbacks in inflation and interest rates.

It should be noted that, as stated earlier, economic trends throughout the state may change from time to time, causing a need for adjustment on an "individual agency" basis. For

example, it is predicted that some tourism and convention trade may switch from Southern California and focus around the San Francisco area. This may not be a continual or permanent shift, however, but will cause a shift in regional economic stability.

- B. To start with, drastic changes (cuts) can be expected as well in the civilian "benefits" area. Other areas also ultimately affected will be retirement benefits and incumbrances on money deposits by city/county treasurers. It will, however, create a real dilemma in the civilian/paraprofessional work force eventually. There may only be a short period of time before the "civilian" wants/demands the same kind of benefits enjoyed now by sworn officers.

A classic example of this situation was discovered recently by the researcher when interviewing a City of Anaheim Human Resources Representative regarding civilian work force availability and reasons why "they" may not stay with the job "they" were hired for. (Refer to Exhibit A)

- C. Increase in calls for service. There is the probability that the time saved by relieving sworn officers of the various non-law enforcement related incidents will be "eaten up" as two major factors influence the deployment of available manpower. First, there will be a definite increase in calls for service as the population increases and second, as requests for more police intervention arise.

EXHIBIT A



Name Eric Severance Nelson
Job Class Identification Technician II
Dept./Control Center Police

Date of Separation 08/15/84
Length of Service 7 yrs., 8 mo.

CITY OF ANAHEIM
EXIT QUESTIONNAIRE

1. Please check any of the following which have affected your decision to leave your position:

- () Supervision (x) Better Job Opportunity () Family Matters
(x) Rate of Pay () Retirement () Moving From Area
(x) Advancement Opportunities () Military Leave () Health
() Type of Work () Dismissal () Other

Please explain: LACK OF OPPORTUNITY FOR ADVANCEMENT - LOWER PAY THAN FOR THE SAME WORK ELSEWHERE

2. Do you have another job? YES If so, please answer the following:

Name and address of employer: ORANGE COUNTY SHERIFF'S CRIME LAB.

Starting date: 8-17-84 FULL-TIME (x) PART-TIME ()

3. How would you rate your supervision on the following points:

Table with 5 columns: Supervision Point, Almost Always, Usually, Sometimes, Never. Rows include: Administers work of the department/division consistently, Demonstrates fair and equal treatment, Develops Cooperation, Communicates well with employees, Resolves complaints and problems.

Please comment:

4. Did you receive regular performance reviews? NO

Did your supervisor discuss them with you? YES

Did you consider them fair and constructive?

In your opinion, did your supervisor:

- a. Let you know what was expected of you (x) Yes () No () Sometimes
b. Encourage you to discuss problems freely () Yes () No (x) Sometimes
c. Effectively utilize your abilities () Yes () No (x) Sometimes
d. Plan and schedule work assignments effectively (x) Yes () No () Sometimes
e. Provide adequate guidance () Yes () No (x) Sometimes

Comments:

5. Was your workload usually: Too Great () Too Light () About Right () Varied (x)

Please comment: FEAST OR FAMINE - BUT THAT'S THE NATURE OF THE JOB.

EXHIBIT A
(continued)

Do you feel your chances for advancement were:

Excellent () Good () Fair () Poor ()

Please comment: NO ADVANCEMENT PAST TECH II POSSIBLE WITHIN THE CITY

7. How would you rate the following points in your department?

	Excellent	Good	Fair	Poor
Cooperation within department	()	(<input checked="" type="checkbox"/>)	()	()
Cooperation with other departments	()	(<input checked="" type="checkbox"/>)	()	()
On-the-job training	()	()	()	(<input checked="" type="checkbox"/>)
Equipment provided	()	(<input checked="" type="checkbox"/>)	()	()
Physical working conditions	()	(<input checked="" type="checkbox"/>)	()	()
Safety record of your department	()	(<input checked="" type="checkbox"/>)	()	()

8. How would you rate City of Anaheim personnel policies, salaries and fringe benefits?

	Excellent	Good	Fair	Poor	No Opinion
Rate of pay for your job class	()	()	()	(<input checked="" type="checkbox"/>)	()
Paid Holidays	()	(<input checked="" type="checkbox"/>)	()	()	()
Paid Vacation	()	(<input checked="" type="checkbox"/>)	()	()	()
Paid Sick Leave	()	()	(<input checked="" type="checkbox"/>)	()	()
Retirement Plan	()	()	(<input checked="" type="checkbox"/>)	()	()
Life Insurance Plan	()	()	(<input checked="" type="checkbox"/>)	()	()
Disability Insurance Plan	()	()	(<input checked="" type="checkbox"/>)	()	()
Health Insurance Plan	()	(<input checked="" type="checkbox"/>)	(<input checked="" type="checkbox"/>)	()	()
Deferred Compensation Plan	()	()	(<input checked="" type="checkbox"/>)	()	()
Credit Union	()	(<input checked="" type="checkbox"/>)	()	()	()

9. Please make any additional comments concerning your job with the City of Anaheim:

HIGH TURNOVER IN THIS JOB CLASS IS DUE TO LOWER PAY THAN OTHER AGENCIES + THE LACK OF POSSIBLE ADVANCEMENT PAST TECH. II — THIS IS CRITICAL AS THE LOSS OF EXPERIENCED PERSONNEL REALLY HURTS THE PERFORMANCE OF THE DEPARTMENT.

8/15/84

DATE

[Signature]

SIGNATURE

DO NOT WRITE BELOW THIS LINE

Comments of interviewer: _____

Interviewer _____

As an example, in 1960 the city of Anaheim had a population of approximately 74,000 and a police force (sworn) of 100. Today, the Department has over 300 sworn officers and approximately 150 non-sworn employees retained to provide police protection to a permanent population of 234,700 and approximately three million annual visitors. This drastic population change over a 26 year period has created a great many needs/changes in the way business is done as a law enforcement agency.

This trend, however, cannot be relied on as a gauge or scale for future population growth and calls for service. Many of the "booming" areas of California are slowing in rate of expansion and growth. It is suspected, however, that there will be a definite increase in public demands for police service as population areas and demographics change.

Demographers are by and large pessimists at heart. Most of them are predicting that we will soon have a heavily, overpopulated world as people are living longer and few babies are dying at birth. This, they say, more than compensates for fewer children per couple being born at this particular time.

What they fail to take into consideration, as this was discussed in one of the group/brainstorming sessions, is that the real technology of the future will be found in developing the human mind and using the millions of them to their potential.

This is one of the many steps that need to be taken in properly scanning the plusses and minuses of civilianization. That environmental impact, both within and outside the organization, will develop the "full" potential of the human mind.

In Figure 4 a full range of impact issues is depicted.

- D. Clearance rate increase. The clearance rates may increase but not proportionately to the adding of paraprofessionals and the releasing of sworn officers to "law enforcement only" duties.

As an example, the average clearance rate for a detective at the Anaheim Police Department runs 23% to 61% of Part I crime cases received. To say that the clearance rate would jump 2, 5 or 10% as a result of adding one or more civilians to the Detective Division would not be an accurate assumption. The same hypothesis would hold true for the patrol officer or his/her civilian assistant.

Again, demographics and other "qualifiers" indicate that crime may be on the rise again. This is contrasted with the facts shown in Figure 5 taken from the federal crime statistics in comparing crime rate from 1982 to 1983, which shows a downswing in crime.

The next 10 years will be interesting at best regarding crime rate. The researcher has found several indications that crime

Figure 4

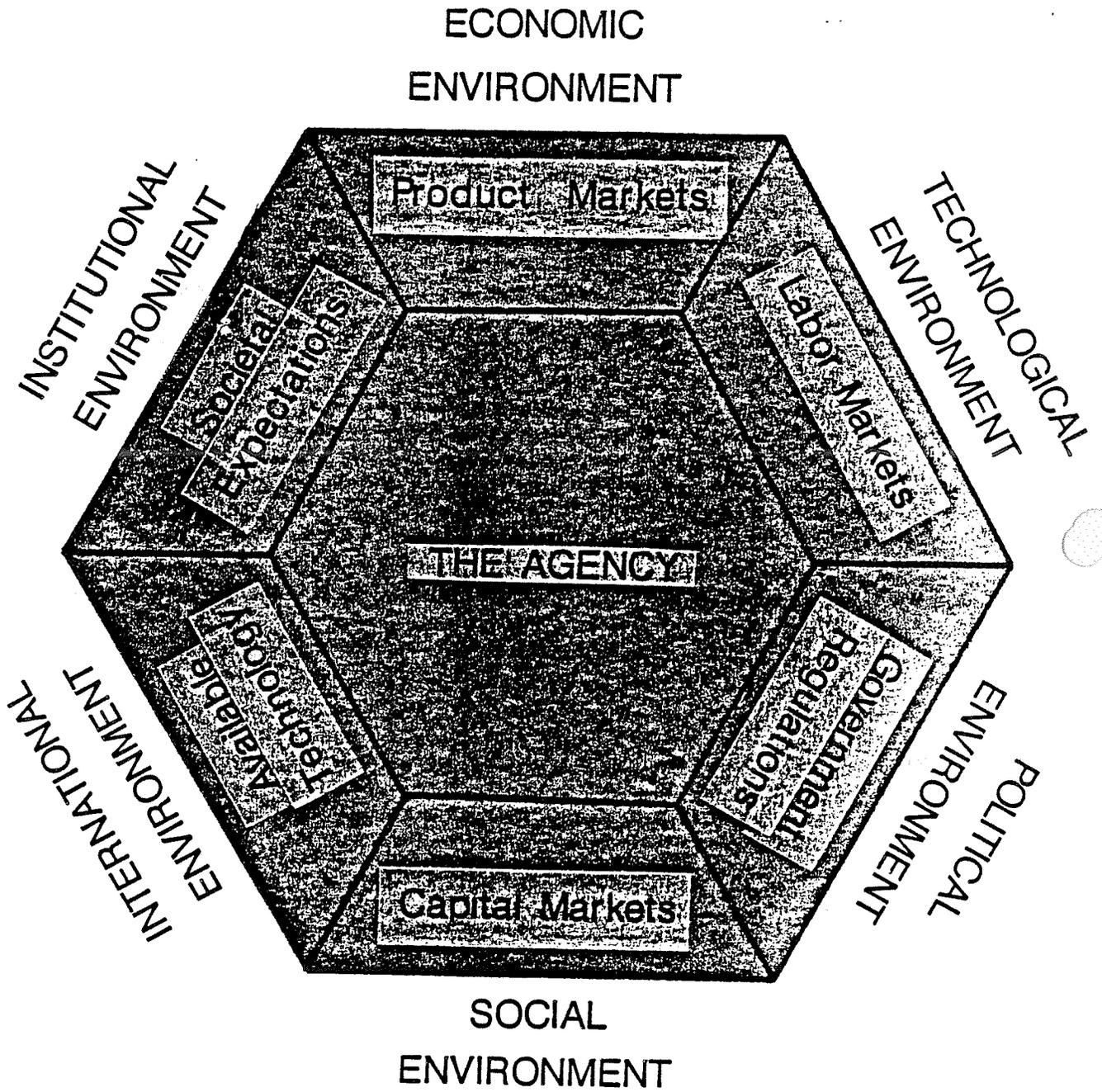
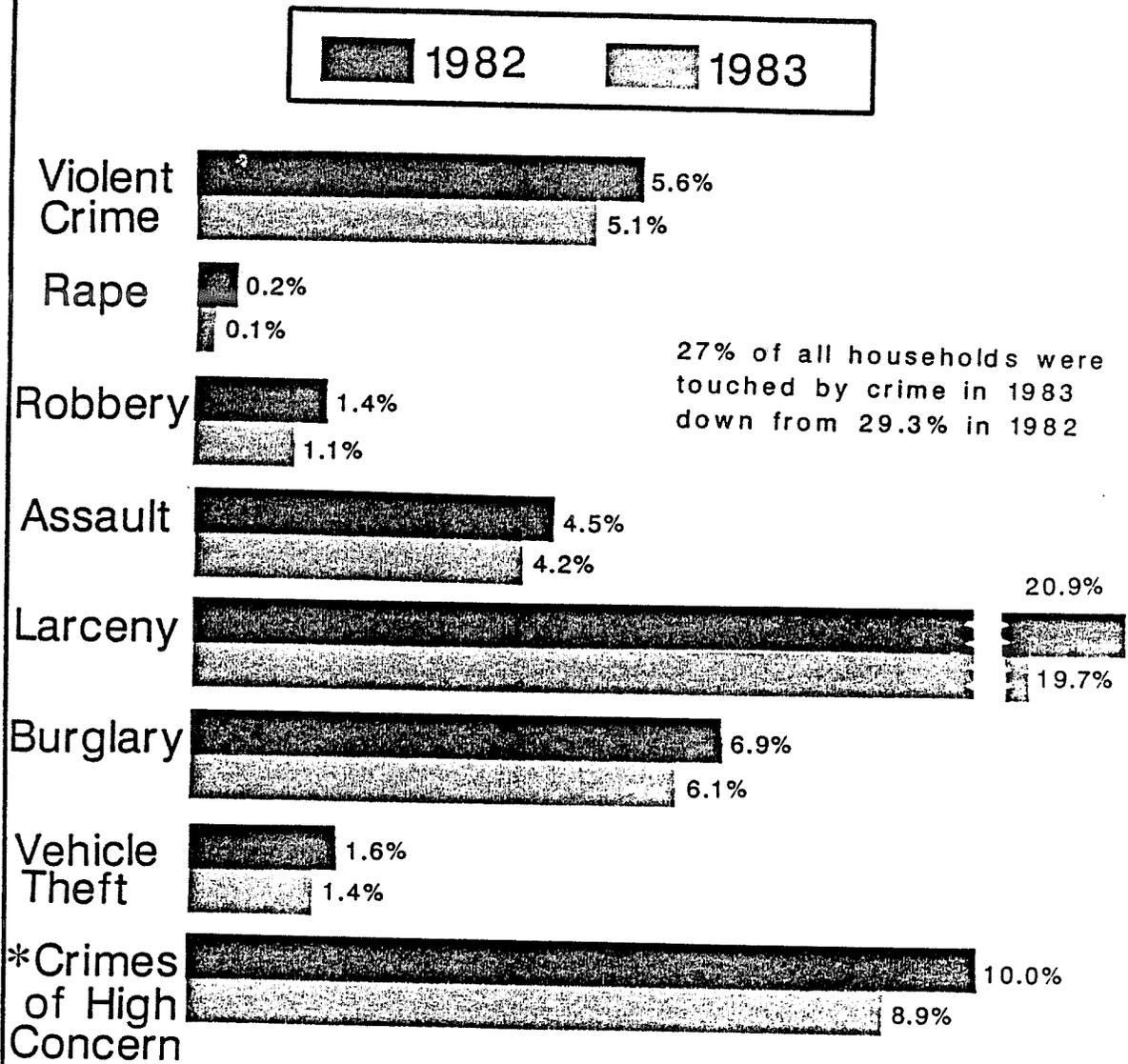


Figure 5

AMERICAN HOUSEHOLDS TOUCHED BY CRIME



*Crimes of high concern include: rape, robbery, assault by strangers or burglary.

will probably start to rise slowly from the mid 1980's to 1990. This will be especially true as we emerge into high-tech, computer crime and its many related fields.

Two significant pieces of research into the causes of violent crime, currently underway at several places in the United States, are highly promising. A growing body of experimental evidence indicates that disproportionate ratios of certain trace metals are generally present in persons who have committed violent crimes. An earlier work that found this at a juvenile institution resulted in the provision of dietary supplements that cut the recidivism rate from about 85 percent to about 10 percent.

The other development, barely noticed when introduced some time ago, indicated that understanding of the operation of neural receptors had progressed considerably. This means that it may eventually be possible to design and produce molecules that can replace heroin and its metabolites at the receptor, thereby ending addiction quickly through the use of a non-addictive drug. The success of this methodology could drastically cut the number of crimes attributed to support of the drug habit.

E. Regarding calls for service, the researcher would suggest that the increase in caseload would eat into much of the time saved originally by assignment of a paraprofessional to a routine,

daily function. Theoretically, the assigning of a paraprofessional to routine, non-enforcement police duties should relieve a sworn officer approximately the same time proportion for "field" (sworn-status) duties.

In reality, this probably will not occur. In the next 5 to 10 years, we may see civilian personnel and sworn officers working side by side with the only separation being status, peace officer powers and pay-package benefits.

F. As scientific technology becomes more cost effective, i.e. reduced cost of the hardware and less complicated to operate, many functions now being accomplished manually can be catalogued, stored in computers and operated by the paraprofessionals. This would relieve sworn officers for "other" duties and free-up full-time secretaries and clerks to carry out other necessary police related functions. It is highly probable that some secretaries and clerks could either be retrained and re-assigned to other critical areas, or it is very likely we will see some positions in the clerical field eliminated through attrition as their need is reduced or deleted.

EVENTS

Still another form of reality is the fact that civilianization, in one form or other, has been in existence in law enforcement agencies in California for at least 15 years and probably longer, but was not

recognized by title as "civilianization." It was merely good business to hire a civilian to provide care/maintenance to patrol cars, for example, instead of a full-time salaried, sworn police officer.

The National Advisory Commission on Criminal Justice Standards and Goals made the following declaration:

Every police agency should assign civilian personnel to positions that do not require the exercise of police authority or the application of the special knowledge, skills and aptitude of the professional police officer.

In keeping with the National recommendation, we all need to re-evaluate our areas of responsibility and limits set by "shrinking" Resource Allocation Plans.

There is another arena of events that needs to be carefully considered. We must not lose touch with the needed/necessary requirements of peace officer powers required on a daily basis. Under California Law, Penal Code Section 836, Subsection 1, directs that a sworn peace officer can arrest a person whenever there is a reasonable cause to believe that the person to be arrested has committed a public offense in his presence. In total contrast, Penal Code Section 837, Subsection 1, requires that a private person such as a civilian or paraprofessional working in the police field can only arrest a person who has committed a public offense in his presence. Further, Section 836, Subsection 3, of the Penal Code allows a sworn officer to arrest a person for a felony charge whenever he or she has reason to believe that the

person to be arrested has committed a felony, whether or not a felony was actually committed. Under Penal Code Section 837, Subsection 3, a private person must know that a felony has, in fact, been committed before he/she can make a lawful arrest.⁷ To have to depend on the ability of a civilian to handle "arrest potential" calls/situations would probably not be efficient or cost effective.

In extensive studies and surveys conducted personally by the researcher, it was found that trends across the county are to civilians as much as possible. It was found that most major cities on the east coast have been heavily involved in the paraprofessional mode for many years. From Florida (a real forerunner in civilianization - Orlando, Miami Beach, Miami, etc.) to California, most major cities and many small ones have an increasing number of civilians doing what sworn officers used to do.

Several cities in California were surveyed as well. Most cities in Orange County were viewed regarding their paraprofessional programs. Every Orange County city (26) has a civilianization program of one type or another but with a wide range of variation as to what the civilian does.

Other California cities were surveyed as well. Santa Monica, for example, employs the following paraprofessionals:

- Community Service Officer
- Communications Officer
- Animal Control Officer
- Structure Guards
- Parking Checkers
- Jailers

Fresno, California, much the same in many respects as Anaheim, employs civilians as Community Service Officers and many other functions.

Anaheim Police Department has civilians in many areas of endeavor within the Department.

- Civilian Traffic Control Officers
- Community Service Officers
- Dispatchers
- Jailers
- Range Master
- Planning/Research
- C-CAP - Career Criminal Apprehension Program
- General Service Worker
- I.D. Technicians
- Property Clerks
- Court Liaison
- Fiscal Management

During the 1985/86 Fiscal year, three "new" civilian positions (paraprofessional) were added to the Anaheim Police Department. Their duties range from traffic accident investigation, to patrol operations (non-hazardous type calls - report writing), to assistance in the detective division. This is a first for Anaheim Police Department in the true sense of the word "paraprofessional." Future plans are in store over the next 5 to 10 years to incorporate paraprofessionals into other areas of the department. Strategically, they will probably take the place of the sworn bailiff position in patrol, both the theft detective and the missing person detective in the Detective Division and some of the sworn positions in the School Resource Officer (SRO) program.

In the broad analysis of the result of the group discussions, the following candidate trends and trend evaluation emerged regarding civilianization of areas in the department. Refer to Figures 6 & 7.

FIGURE 6

Candidate Trend

CANDIDATE TREND	VERY HELPFUL		NOT VERY HELPFUL		WORTHLESS
	PRICELESS				
WORK FORCE AVAILABILITY		X			
DEPARTMENT ADAPTABILITY				X	
PROMOTIONAL INCENTIVES	X				
BENEFITS	X				
TRAINING				X	
ECONOMIC IMPACT		X			
CONSUMER SATISFACTION		X			
POLITICAL IMPACT				X	

FIGURE 7

Trend Evaluation

TREND STATEMENT	LEVEL OF THE TREND RATIO TODAY = 100			
	5 YRS AGO	TODAY	WILL BE IN 10 YRS	COULD BE IN 10 YRS
BENEFITS	20	100	90	150
PROMOTIONAL INCENTIVES	10	100	50	90
WORK FORCE AVAILABILITY	20	100	150	200
ECONOMIC IMPACT	5	100	250	500
CONSUMER SATISFACTION	2-5	100	150	250

SCENARIOS

SCENARIO #1

Civilians are hired to perform some mundane, routine tasks that are now being performed by sworn officers. These tasks are non-hazardous, non-investigative and non-enforcement in nature.

Some of the tasks are:

- Handling minor misdemeanor reports such as vandalism, petty theft, auto tampering, etc.
- Public assists
- Crowd and traffic control - to free up sworn officers from situations that are time consuming
- Telephone reporting

The calls for service are screened to assure that crimes are not in progress and that no possible suspects are at the scene.

Specific job parameters and policies are written and adhered to in order to insure the integrity of the program. The civilian employees, dispatchers, and officers become familiar with the policies. Supervisors will enforce policies. A detailed Needs Assessment would determine how many civilians are needed to assure the optimum mix of civilian and sworn.

Attention must be given to an analysis of the type of person needed to fill this job; the training necessary for the proper performance of the job; and, the retention of employees in the job.

Probable types of persons to be recruited:

- Young people who desire to be police officers
- Housewives seeking a second income for the household
- Retirees who want to supplement their retirement income

Training necessary for proper performance of the job:

- 40 hour P.O.S.T. approved police service representative school through local regional training center
- In house training through the Field Training Officer Program and the Training Bureau

Retention of employees on the job:

- On-going training
- Adequate pay and benefits for the position
- Professional uniform and equipment
- Career ladder

Advantages of the program:

- Savings in salary and benefits as they are lower than those for sworn officers
- More time that sworn officers are available for crime suppression and responding to crimes in progress and emergencies

Disadvantages of the program:

- Loss of the expertise of a sworn officer that may cause a "Report Taking" call to turn into an investigation and possible arrest
- Loss of sworn backup from officers who can detour while enroute to a routine call, or break away from a routine call, in order to respond to an emergency call for assistance

Disadvantages (continued)

- Loss of intimate knowledge on the part of the sworn officer concerning all of the crime and policing problems specific to his assigned sector.
- Potential high turnover rate within job classification

SCENARIO #2

Civilians are hired and specialize in various assignments within the field operation work force. They serve as an arm of assistance to the sworn officer. The tasks that these civilians perform extend to investigations, however, they are not hazardous assignments.

- Routine misdemeanor reports such as vandalism, petty theft, auto tampering, etc.
- Public assists
- Crowd and traffic control
- Non-threatening field investigations (petty theft, burglary, not-in-progress missing persons, etc.); Sworn officers respond initially to in-progress calls and make an arrest if appropriate.

If the paraprofessional's investigation leads to information that provides probable cause for an arrest, the sworn officer makes the arrest.

The civilian writes the crime report. The officer writes the arrest report. Both reports must be synchronized and refer to each other.

- Accident investigation

The calls for service are screened in order to assure that no suspects are at the scene of an investigation.

Clear job description is written. Supervisors insure that the job is performed appropriately.

The pay and benefits for this type of job must be adequate, yet below the cost of a sworn officer.

Training includes:

- 40 hour P.O.S.T. approved police service representative school through the local regional training center.
- In house training through the P.T.O. Program and the Training Bureau
- Specialized investigative schools for specific crimes being responded to

Retention of employees is enhanced by the specialized training that they are given. If the program is large enough, this job classification would be worthy of its own supervisors. These civilian supervisors could take over supervision of a crime scene investigation and allow patrol supervisors to resume patrol. This would establish a career ladder within the job classification itself. Uniforms and special equipment (perhaps special vehicles) is provided.

Advantages of the program:

- Savings in salary and benefits that are lower than sworn officers but adequate for employee motivation/retention
- More time for sworn officers' availability for crime suppression and response to crimes in progress and emergencies
- Increase of departmental case clearances/resolutions

Disadvantages of the program:

- Resistance on the part of sworn officers to a perceived threat to their job security

Disadvantages (continued)

- Loss of sworn officer's expertise when conducting an investigation, i.e.:
 - Crime or Insurance fraud
 - Arson
 - Homicide
 - etc.
- Loss of expertise on the part of sworn officers to investigate a crime and write a quality police report. This is important to many officers as it allows them to exhibit their ability.
- Cutting the patrol officer out of the system. If no suspect to apprehend immediately, the report goes from the civilian to detectives. If the detective makes an arrest, the patrol officer might never have knowledge regarding the identity/residence of the suspect..
- Loss of intimate knowledge on the part of the sworn officer concerning all of the crime and policing problems unique to his sector.
- Possible loss of quality applicants to be police officers who are turned away by the increasingly singular dimension of police work and the lack of adequate career paths and career development.

SCENARIO #3

It is 1995 and civilianization has taken on a new meaning regarding the law enforcement profession. The paraprofessional is a highly trained/well-paid and valued employee of the police department, handling much of the day-to-day responsibilities by incorporating the use of:

- Computer Software
- Electronic fund transfers
- Computer networking - teleconnecting
- Laser technology/application
- Fiber optics
- Satellite connections - navigation/surveillance
- Smart-bullets/cards/terminals
- Light signatures
- Holography
- Robotics
- Telecommunications
- Personal pocket phones (for everyone)
- View phones
- Access world-knowledge data banks
- Electronic mail

NOTE: The effects of modern technology on the future police manager will be such that only the foremost thinkers/doers will keep up with the advancements.

Anthropologists say that when one culture invades another, the result ... is often a tremendous flowering of creativity. Something similar seems to happen when technologies collide and coalisce. The challenge for management is to exploit not only the confusion, but also the fusion ... and the energy produced.⁸

The sworn patrol officer started his day out by checking in for work, "logging-on" the main police computer network from his home video terminal at home. The paraprofessional then takes over the "briefing" functions by providing the sworn officer with briefing and roll call training via satellite transmission to the officer's home.

The officers' day consists of teleconnecting communication with each of the residents within his sector to ensure personal contact with those they serve. The 6 hour day will be spent in satellite-tracking of two theft suspects that have stolen \$10 million from a commercial bank account via electronic funds transfer ("hacking"). The officer's technical assistant is a former employee of the bank who now works for the department. This paraprofessional is analyzing/coordinating data collected on both the suspects in the case and determining how they made the transfer.

The modes operandi of the crime is determined and the two suspects are identified through the world knowledge data bank. It was determined that they breeched the security of the bank system through the fiber optics system and made the transfer.

The sworn officer made contact via video phone with the two suspects and advised them that they were under arrest for theft. They were then confined to house arrest. At the same time, a paraprofessional is dispatched to the homes of the suspects for attachment of biometric transponders that will be their future link with the criminal justice system.

The following day the officer spent part of his 6 hour work day (at home) at his electronic mail (micrographics system) terminal distributing the necessary police reports to the court, district attorney and the RMS (records management system) at department headquarters. The remainder of the day is spent in instructions to the "station paraprofessional" on preparation of the case for court in the form of a complete holographic setup of the bank and its teleconnecting/computer setup.

The court date is set and the telecommunications system makes contact with both suspects for advisement of their rights and the date for court appearance.

The day for the trial comes and only one of the two suspects appear before the video monitor at court. The second suspect is located via the Police Command Satellite Tracking System (PCSTS) and a privately contracted transportation company is dispatched for transportation to a (privately owned/operated) detention facility.

Police managers will have to interweave the history of mankind with technological innovation and progress if they are to move constantly forward with the "third wave." This will be accomplished by incorporating the highly skilled civilian into the law enforcement field to make the high technologies available, affordable and functional.

Incorporating many/all of the previously mentioned technologies, the law enforcement community of the future may well perform 90% of their service functions from fixed posts, thus making transportation methods of very little significance.

Computer networking, satellite surveillance, view phones and other forms of telecommunications systems will make it feasible to track criminal activity, assist those in need of information and/or identification and communicate readily with city/district attorneys, courts/judges, custodial facilities/prisoners. Prisoners, lawyers, judges and law enforcement personnel would not have to leave their respective facilities for purposes of arraignments, trials, sentencing, etc. by merely employing video telecommunications. Electronic mail and computer transfers will handle the necessary paper work and financial transactions, i.e. fines, bail, fees, etc.

Portable pocket cellular view phones will make it unnecessary to have what few patrol cars are needed equipped with outdated/outmoded 3-way radio communications. Also obsolete will be the once needed radio microwave repeaters as satellite transmitters will now handle the cellular phone transmissions/receptions nationwide.

Laser technology and fiber optics will play an important part in the integrity of the various security systems installed in homes, businesses, transportation terminals, correctional facilities and law enforcement buildings. The society of tomorrow that will be provided law enforcement protection/service will expect/respect the highly skilled technician (paraprofessional) as that society lives, works and plays within their own enclosed environments.

It will not take a sworn police officer to monitor viewing devices or operate computers but it will take a highly skilled, expertly trained police officer to plan and execute the procedure by which criminals are apprehended after crimes are committed using high-tech laser weapons or smart-bullets, coupled with the use of robots in various forms/designs, engineered to make the perpetrator's detection and apprehension difficult or impossible.

The sworn officer will be needed for actual arrest and subsequent declaration of charges and court testimony. They will also direct the proper application of holography in crime scene reenactment and evidence/testimony presentation. Technical testimony in judicial proceedings may be required of the "civilian" operator of some high-tech communicator, such as

the testimony needed in determining how the integrity of a light signature was breeched at the time a major patent was pirated, a bank computer "tapped" for millions of dollars or a payroll system of a large corporation flooded with fictitious employees.

The skills/training of such paraprofessionals of the future will be costly but will be cost effective. Many of the highly trained civilians will come to work at the police agencies already "armed" with many of the necessary skills. This means that the salary of this paraprofessional may well be equivalent to or higher than a sworn officer. This high cost, however, may be offset by the need for fewer sworn officers and fewer civilian clerical employees as the result of high-tech intervention.

In ensuring the continued existence and efficiency of a highly trained/skilled/equipped law enforcement agency, it is pointed out that the concept of "strategy" or "strategic planning" in law enforcement is closely paralleled to military operations. As such, it may be defined as the linked behavior predicated on two principles:

1. The art or science of utilizing such factors as time, space, geography, politics, and trends or events, together with available or potential power (technology), to achieve a previously conceived objective
2. The use of these factors to create advantageous conditions for meeting the enemy (criminal element) in combat ...⁹

RESEARCH REVIEW

The concept of paraprofessionals or civilians performing various law enforcement functions is new to some agencies and not so new to others. The researcher's field of inquiry was designed to give a broad overview of what is taking place in this law enforcement trend. The researcher did not only delve into what's occurring in civilianization locally, but what is taking place within the County of Orange, the State of California and (randomly) across the United States.

Questionnaires, surveys and personal interviews were incorporated in order to establish what events/trends have/are developing in the application of civilian personnel to the law enforcement profession.

Questionnaires

Recently, 150 questionnaires were distributed to 143 (in some agencies more than one person was asked for input) police agencies. There was only a 29% return with 44 responses. Of the 44 respondents regarding civilianization in some form of duties formerly performed by sworn officers, there were 13 yes tallies and 31 no's. The cities involved ranged in population from 7,000,000 to under 100,000. From this data it was determined that the majority of small agencies (under 100,000) do not have or have not determined a need/desire for a civilianization program. (Refer to Figure 8 & 9)

NATIONAL SURVEY

Figure 8 - Civilianization Program - Yes

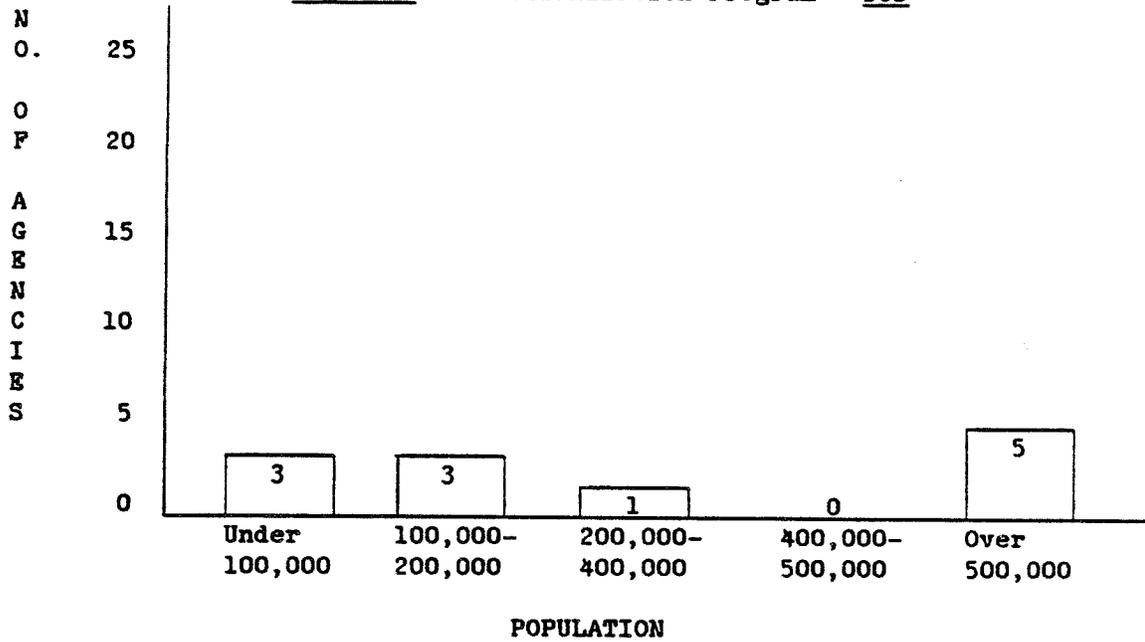
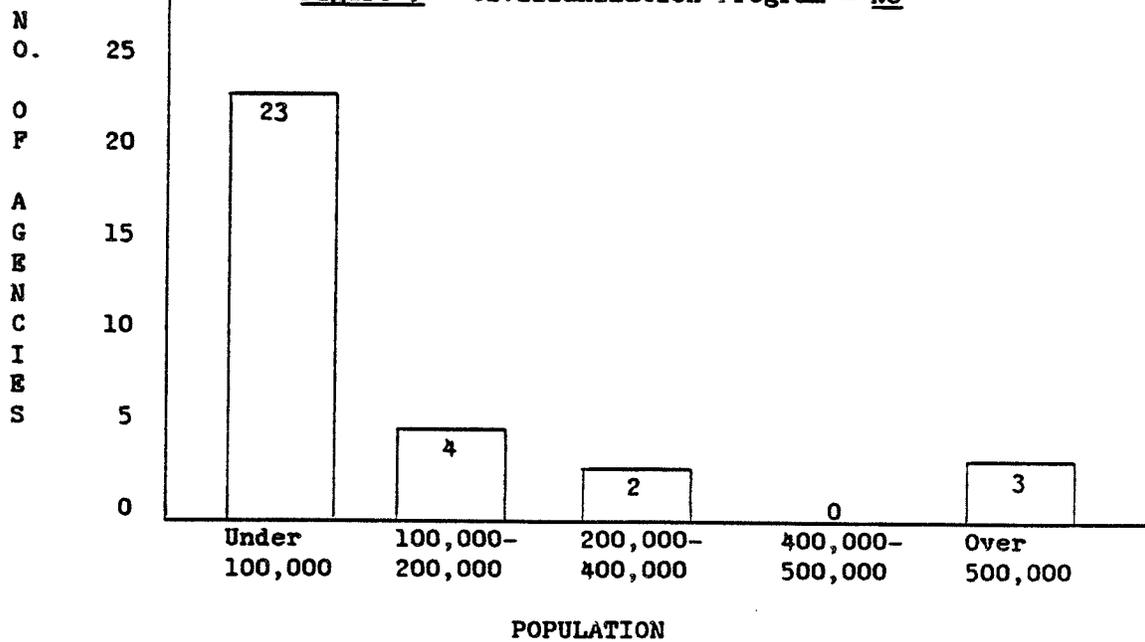


Figure 9 - Civilianization Program - No



NOTE: 44 responses

Surveys

Several agencies within Orange County and throughout the State of California, who have some form of civilianization program, were surveyed regarding population and salary comparisons between sworn and non-sworn in an effort to show a ratio of salary savings (cost effectiveness) of hiring civilians in "appropriate" capacities. It was interesting to note that the cost ratio factors overall between the County of Orange and the State of California are very close with the mean average of Orange County being 72.75% and the State of California being 71.17%. (See Table 1 for details)

Personal Interviews

In addition to local surveys and interviews, the researcher conducted interviews with various agencies throughout the U.S. in an attempt to capture the "atmosphere" of what civilianization is doing and where it is going in the future.

- Fairbanks, Alaska - "Civilians really do not fit into law enforcement here as yet but will in the near future."
- Scottsdale, Arizona - "Scottsdale has always been a forerunner in Civilianization on the West Coast - we're finding more and more specific assignments that "they" can do well. It's cost effective to employ civilians particularly when you have such a fluxuation in population from Summer to Winter. There is a good mix with sworn - we're due to hire 50 sworn officers in July, 1986."
- Miami Beach, Florida - "We've got civilians doing about all they can in dispatch, front desk and starting paper work on traffic accidents. They work well for us."

SURVEYS - TABLE 1

ORANGE COUNTY

<u>CITY</u>	<u>POPULATION</u>	<u>SWORN SALARY</u>	<u>CIVILIAN SALARY</u>	<u>RATIO</u>
ANAHEIM	234,700	1995-2675	1657-2014	83%-75%
COSTA MESA	86,127	2163-2631	1412-1717	65%
FULLERTON	110,000	2137-2727	1487-1898	70%
HUNTINGTON BEACH	185,000	2212-2739	1825-2260	83%
IRVINE	87,000	2387-3223	1637-2210	69%
ORANGE	100,000	2039-2479	1514-1840	74%
PLACENTIA	37,000	2100-2591	1539-1900	73%
SANTA ANA	235,000	2299-2796	1506-1830	65%

STATE OF CALIFORNIA

CHINO	47,963	2014-2632	1330-1722	66%-65%
*FRESNO	285,000	1868-2757	1352-1643	72%-60%
LONG BEACH	381,700	2116-2620	1675-2058	79%
RIVERSIDE	181,744	2015-2701	1288-1726	64%
SACRAMENTO	309,400	1982-2408	1407-1551	71%-64%
SAN DIEGO	1,004,300	1758-2421	1320-1586	75%-66%
SAN JOSE	706,000	2238-2720	Unavailable	

*FRESNO: After completion of the academy, the new sworn officer works as a "recruit" for one (1) year: Salary range: 1868-1963.

After one year, he assumes the title of police officer and is advanced in pay: Salary range: 2342-2757.

The top salary range for sworn personnel (listed above) does not take into consideration Senior Master Advanced Patrol Officers. For example, the top pay for Sr. Master Advanced Officers at Irvine is \$3990. (12 1/2% more) They must qualify for this position with the following:

- 1) POST Advanced Certificate
- 2) Must be in a premium pay assignment (i.e. Motorcycle Officer)
- 3) Must be in Uniform Patrol

- Savannah, Georgia - "I don't think we have any intention of replacing sworn officers with civilians."
- Lafayette, Louisiana - "I'm not sure we could find the quality of civilian we'd want to handle the affairs of our officers."
- New York, New York - "We've got tons of them in staff at headquarters but we don't want any of them in the outlying precincts."
- Cincinnati, Ohio - "We're just starting to use civilians in our patrol force - as dispatchers and maybe a few report cars. Our demands for service are down because our population is down considerably from what it was a few years ago. It used to be around 500,000."
- Columbus, Ohio - "We have the ability to hire as many sworn officers as we need (ratio-1050 sworn officers for a population of 350,000 - 3 officers per 1000). We don't really see a need to hire specialized civilians other than dispatchers and maintenance personnel."
- Portland, Oregon - "Civilians are a necessary part of future law enforcement personnel deployment plans. They are a great asset to our agency."
- Nashville, Tennessee - "We have such a rough metropolitan area that we need all the sworn police officers we can get just to combat crime."
- Dallas, Texas - "With an area the size of Dallas, we'd be hard pressed to try to handle all the service calls with just sworn officers. Our I.D. section is a prime example of an area where civilianization is a real asset and a cost-saver."
- Texas Department of Safety -

Until recently, all law enforcement functions for the statewide agency were performed by sworn Texas Rangers including personnel in their Department of Motor Vehicles. More recently, those sworn employees were replaced by civilians to handle driving tests and applications.

The personal interviews revealed a wide range of acceptance or rejection of paraprofessionals in law enforcement. From this, it could be surmised that many agencies throughout the U.S. will not be moving toward civilianization, while others are expanding their programs. (Refer to Figure 10 for details)

Programs like Scottsdale, Arizona and the earlier Worcester, Massachusetts plan (started back in 1974) indicate that law enforcement of the future can benefit from paraprofessionals working side by side with sworn officers. However, not always will we see cost savings as one of the benefits. There were no real cost savings derived from the Worcester plan primarily because in that situation civilians supplemented rather than replaced sworn officers.¹⁰

In bringing the trend focus closer to home, statewide interviews painted basically the same picture of paraprofessionals in law enforcement as noted nationwide with both strong/weak emphasis on the hiring of civilians to do police work.

NATIONAL SURVEY

Figure 10

Personal Interviews

Agency Name	Agency Population	Sworn	Non-sworn	Paraprofessional Program		Person interviewed
				Yes	No	
Fairbanks, Alaska	35,000	50	10		X	Det. Paul Keller
Scottsdale, Arizona	110,000 (Summer) 210,000 (Winter)	150	90	X		Mr. Cecil Kirk
Miami Beach, Florida	85,000	278	89	X		Mr. Harold Jennings
Savannah, Georgia	134,000	350	25		X	Lt. R. E. Henry
Lafayette, Louisiana	350,000	300	20		X	Lt. Daniel Brewer
New York, New York	7,135,000	26,500	2,960	X		Lt. Vernon Geberth
Cincinnati, Ohio	382,000	911	10		X	Lt. Col. Joe Staft
Columbus, Ohio	350,000	1,150	15		X	Lt. Ralph Casto
Portland, Oregon	372,892	735	191	X		Sgt. Rod Englert
Nashville, Tennessee	365,000	1,000	40		X	Lt. Randy Karns
Dallas, Texas	900,800	2,000	900	X		Sgt. Chuck Layer
Texas Rangers Special Force	----	94	14		X	Sgt. Bob Prince

Personal interviews in addition to the previously mentioned statistics provided the following cross-section of information.

Buena Park Police Department - Two new positions of TSA's
(Lt. Steve Staveley) (Traffic Safety Aide) (uniformed)
in addition to the department's
CSO's - salary range of \$1,491 to
\$1,867

Fresno Police Department - CSO (Community Service Officer)
(Police Chief Gerald crime prevention and delivery of
Galvin, City of Clovis, non-emergency police response
Adjacent to Fresno)

Irvine Police Department - PSA (Public Safety Assistant)
(Sgt. Mike Ogden) primary focus is to provide the
public with whatever assistance is
needed

Santa Ana Police Department - PSO (Police Service Officer)
(Capt. Paul Walters) Department goal is to be 50%
civilianized. They work well in
the community.

San Diego Police Department - Three categories of paraprofes-
(Capt. Robert Slaughter) sionals in order of level of
importance and pay:

NOTE: Paraprofessionals
did not replace 107
sworn officers
added in 1985.

a) Field Representative - non-
uniformed providing misc./
mundane administrative
functions

b) CSO - Community Service Officer -
uniformed, attends an academy,
is most trained of the 3,
30 distributed throughout 7
area commands with 18 in central
command and 2 each in other 6
commands.

c) Investigative Aide - non-uniformed
assistants to detectives, highest
paid, college required

San Jose Police Department - Limited focus on use of paraprofes-
(Lt. Sam Bye) sionals - limited duties of parking
control, information desk, phone
police reports, crime prevention, and
school crossing guard.
Sworn officers - 1008
Non-Sworn - 298 (which includes 175
reserves)

Santa Monica Police Department - CSO (Community Service Officer)
(Capt. King) Experience of problems with
employee motivation, retention,
career ladders, etc.

NOTE: Various titles - CSO, PSR, TSA, PSA, PSO, Field
Representative, Investigative Aide, etc.

LITERATURE REVIEW

Dorothy Guyot wrote,

There is the underlying assumption that police departments can vastly improve the quality of their service by using flexible personnel systems which reward those who provide direct service.¹¹

Ms. Guyot indicated in her research document that there is an ever increasing demand on the part of the public to improve the type of service that is provided by law enforcement agencies. Installing a civilian to perform some duties that used to be done by sworn officers would generate some "free time" for the sworn officer. This additional time would help the department deploy officers more effectively and thus improve service to the people.

John V. Polio, Chief of Braintree, Massachusetts Police Department, acknowledged the importance of a mixture of sworn and non-sworn where/when appropriate, with salary commensurate with required expertise.

As a department grows, the need for civilian employees to replace some of the sworn personnel in some areas becomes glaringly apparent.¹²

Polio's comments were in rebuttal to Lt. James Korczynski of the Waukesha County Wisconsin Sheriff's Department wherein Lt. Korczynski had criticized the replacing of sworn officers with civilians. Among other inequities Korczynski stated,

There is a certain indescribable bond between police officers ...¹³

Eileen MacMillan noted,

... the paraprofessional is the one who relieves the professional officer of routine tasks and performs more difficult work under supervision, freeing officers to deal with matters which need their special skills and resources.¹⁴

Recalling privatization as a "future way" of citizens retaining law and order, Bruce Cory addressed those issues in his recent article on Police For Hire. Recently there were two nationwide conventions held, one by I.A.C.P. (International Association of Chiefs of Police) and one by A.S.I.S. (American Society of Industrial Security). It was surprisingly noted that there were about 3,000 delegates to the I.A.C.P. function and over 5,000 to A.S.I.S. It was noted by Cory that, according to the New York Times, the number of private guards has more than tripled since 1973.¹⁵

Hubert Williams, director of Newark, New Jersey Police Department, discussed the realities of cutback police managing wherein he recommended management cutbacks and restructuring, merging of divisions with germane tasks and the development of the police aide position to civilianize key administrative functions within the department.¹⁶

As we know from experience thus far, the introduction of police paraprofessionals has had and will continue to have a major impact on urban police services in general and on policing in particular.

In a study on Police Service Aides by James Tien and Richard Larson, they found that the "paraprofessional" was a viable alternative to the high cost of the sworn officer, particularly in a time of financial cutback coupled with an increase in demand for police service. They also felt that the use of a police service aide was a major step in the professionalization of police patrol, thus their main focus being on the patrol force, which is the backbone or front line of any department.

They addressed the cost effectiveness of a sworn police officer and car around the clock, compared to police service aides in a supplemental role, to offset those high sworn costs. The rationale identified for use of the police service aide was that 85% of all calls for service were truly "service" calls that did not require any special police skills/powers. As mentioned earlier in this document, Worcester, Massachusetts had one of the first truly innovative paraprofessional programs for police service in the country with a ratio of civilian to sworn officer of 1 to 10. The other two innovative programs they discussed were also talked about earlier in this document, those of Scottsdale, Arizona and Miami, Florida.

Tien and Larson made a significant observation in that wherever a police aide (paraprofessional) program was successful, it was due , at least in part, to the relatively noninvolvement of a police union. They further noted that the need to deploy the "aides" on a 24 hour basis was not necessary and recommended hours of 10 a.m. to 2 a.m.

Tien and Larson also noted several drawbacks to the police service aide, i.e. they wanted more authority, better equipment, stepping-stone to sworn officer, better training, wanted mace and nightsticks, etc."¹⁷

Phillip M. Gregg, in his police services study, identified two basic areas of incorporating civilians into law enforcement:

- 1) Replace police officers in roles as
 - a) dispatching
 - b) record keeping
 - c) administrative services
 - d) support services

- 2) Supplements to the sworn officer rank

These two categories merely changed the way service would be provided, but did not address cost effectiveness or reduction of total police expenditures. He did indicate that if the adding of a civilian to the patrol force would mean one less sworn officer, then there would be a cost savings but indicated that where a civilian replaces an officer, patrol levels are lower by .12 of a manpower unit and per capita levels are lowered by .04 of a manpower unit per 10,000 residents.

Gregg also contended that most departments that civilianized did so on a ratio of 50% in patrol and 50% in all other department services, thus defeating the original main purpose of civilianization, according to him, that being to civilianize administrative and support services instead of patrol.¹⁸

As a first in the researcher's literature review, Heininger and Urbanek in their paper on Civilianization of the American Police, raised two important issues. One, are civilians truly replacing the officer and two, are civilians less costly? These questions arose after careful correlation between the numerical rise in civilian employees and municipal expenditures per capita.¹⁹

In a N.C.J.R.S. review of civilians in the Waterloo Regional Police Force dated 1978 it was indicated that the recent trend in law enforcement has been to develop supervisory, professional and technical, middle and senior management positions for non-sworn personnel. The study recommended acceptance of support personnel (civilians) in such functions as communications, identification, property, prisoner escorts and planning/research.²⁰

The review was even bold enough to indicate those police responsibilities that were felt would unlikely ever be filled by a civilian.

- Field operations, including patrol
- Detachment Commander
- Detective
- Youth Officers
- Public Services (including Public info)
- Citizen Complaint Investigator
- Staff Operation

In Ostrowes and DiBiase's work on citizen involvement in police work as a crime deterrent, they pointed out that their conclusion was that volunteers, the Guardian Angels used as an example, really have no place in police work; that in fact, the overwhelming major of police that they contacted indicated that crime fighting should only be done by the sworn professionals.²¹

It is interesting to note that Ostrowe himself started out with the N.Y.P.D. in 1965 as a "civilian."

"Civilians in Public Safety Services," a look at paraprofessionals as described in the Institute for Local Self Government document indicates that civilianization in some areas of law enforcement will work but only for certain, non-critical areas. Beyond the mundane, routine non-law enforcement duties, this document suggests that civilians might perform functions normally accomplished by sworn officers such as:

- 1 - Jailers or civilian detention officers
(as in San Mateo County, California)
- 2 - Police records clerks/secretaries
(as in Sunnyvale, California)
- 3 - Civilian dispatchers/receptionists
(as in Pasadena, California)
- 4 - Civilians performing parking control duties
(as in Scottsdale, Arizona)

The document further suggests that privatization may work well in a police department in a limited capacity as a mix with civilianization. A private police force may well be a viable option of the future regarding the providing of basic patrol functions, property/building security, prisoner transportation, etc.²²

Privatization could be substantially cost effective as a municipality would not have the extra burden of employee fringe benefits, uniforms and equipment, overtime pay, etc. There would be, however, the problems of identification with those they serve, employee discipline and integrity, to list just a few.

A recent article in the Orange County Register (Sunday, March 9, 1986) by Phillip Fixler, Jr. indicated that recent surveys revealed that law enforcement officials are becoming more and more willing to share the responsibility ("service shedding") of criminal-incident responsibilities for crimes that are committed on private property to private security organizations. Services such as patrol service of specific areas, traffic control, building and grounds security, parking lot control/enforcement, court room/building security, crossing guard services, etc.

Statistics for the article came from a study by Hallcrest Systems, Inc. of McLean, Virginia titled "Private Security and Police in America." The article indicated that the private security industry currently employs 1.1 million across the nation, twice the number of local, state and federal law enforcement personnel.

An article in the Police Magazine under "Viewpoint" by Bouza and Kennedy indicates that we may never learn from "our" mistakes - mistakes of not hiring qualified, well compensated civilians to handle the technical functions, i.e. computers, CAD (computer aided dispatch), robots, lasers, etc. The article shed no new light on the subject but

did serve as an indicator that we have in the past and still are not putting our best foot forward in the "areas" within our agencies which are crucial areas.²³

With very few exceptions, all written material regarding paraprofessionals in law enforcement contains basically the same general information and is summed up by saying:

Most law enforcement agencies have financial restraints that limit their human resources. To offset those short falls, many have turned to hiring a civilian to perform some job responsibilities that used to be performed by sworn officers. Across the U.S., the categories are about the same, i.e. dispatchers, jailers, community service officers, citation/automobile processing, administrative aides, report writers, accident investigators, detective assistants/aids, animal control, traffic control, school crossing guards, etc.

ALTERNATIVES

There are several alternatives that may be scrutinized regarding fiscal restraints and getting on with the job at hand - professional law enforcement service to our communities.

The alternatives may be:

- 1 - Reduction of current work force - layoffs of sworn officers
- 2 - Reduction of what services are currently being provided
- 3 - Drastic downward change (salary reduction) in dollars and benefits of sworn officers
- 4 - Location/identification and addition of presently unknown financial resources
- 5 - Hiring of civilians (paraprofessionals) to take over routine, mundane tasks
- 6 - Hiring of civilians (paraprofessionals) to assume some law enforcement functions currently being performed by sworn officers

Alternatives (continued)

- 7 - Acquisition of highly skilled volunteer specialists (including interns)
- 8 - Privatization of some law enforcement functions
- 9 - Employment of highly skilled, well paid civilians (specialists)

It is suggested by the researcher that one or more of these alternatives, in combination, would most likely be a viable solution(s). The reduction of current work forces in light of rising populations (both legal and alien) does not appear to be a viable alternative in today's society and in all probability will not be acceptable in 1995. The same is true regarding reduction of service levels in the future when the populace will insist that law enforcement virtually control everything that takes place regarding the threats to public safety.

As the uncertain picture of the national economic future is being painted, however bright it may be at present, the financial future is still very unpredictable as we move into an era of trade with the Pacific Rim countries. This transition may be the tide that turns the tables as to how law enforcement service is provided.

LABOR FORCE

Who will be our police officer/paraprofessional of the future? We must consider the possibility that a new society is in the developmental stages. It is a society whose members have less ties to the past than present day workers and managers. It is a society where physical, intellectual, economic, emotional and psychological determinants are less

anchored to any particular defined or accepted rule, regulation or value system. This new society, now in its developmental stages, will produce our police service personnel and managers of the future. They come from a generation now in their late teens or early 20's and are the last wave of the post-war (World War II) baby boom.

However, police managers, must not forget that they are also distinct and separate from the "wave years" baby boom. They are fundamentally different in their outlook, attitudes, values and behavior. Understanding them is both a challenge and a necessity for those who seek an awareness of the future. Just as the preceding post-war generations' attitudes, values and lifestyles--which at first appeared radical, outrageous and aberrant--have diffused to and been accepted by much of the rest of society, so too might those of this generation.

They are worthy of critical attention because they are different, intriguing, potentially crucial; because an understanding of what makes them different and why will reveal some of the fundamental forces of change at work in society today.

The forces of change now at work creating this society are political, demographic, social, economic, and technological in nature. We are living in a context of continuous and continual change. A rapidly increasing percentage of our population has formed and is forming its perceptual filter within this context of change. For more and more of us the screen through which life and experience are perceived and interpreted is amorphous, constantly and rapidly shifting.

These are those who will be the "providers" of public safety in the next 5 to 10 years. As such, we as managers, must help plan the future of law enforcement to integrate and assimilate this "new society." Peter Drucker tells us that we are/will be managing in turbulent times and if we recognize that fact first and recognize the importance of people and change that we will be successful in preparing for and functioning effectively in the years to come.²⁴

Drucker also indicates that when dealing with our potential labor force we must consider where they came from and, to avoid mediocrity, we must quantify and analyze both the employee's strengths and weaknesses.

Whoever tries to place a person or staff an organization to avoid weakness will end up, at best, with mediocrity. The idea that there are "well-rounded" people, people who have only strengths and no weaknesses ... is a prescription for mediocrity if not for incompetence.²⁵

In Figures 11 and 12, a picture is painted of the potential work force by depicting the relationship between gross California state product and jobs created in California. As law enforcement managers continue to draw from that labor force with civilian experts, they will use those statistics to help plan for the labor force of the future.

The statistics in the Economic Trends chart reveal still other criteria that the future managers of law enforcement agencies must take into consideration as much of the future work force will come from many areas outside the state of California. (Refer to Table 2 for details.²⁶)

TABLE 2
SUMMARY OF CURRENT ECONOMIC TRENDS
CALIFORNIA VERSUS U.S.

	PERCENT CHANGE FROM PREVIOUS MONTH, SEASONALLY ADJUSTED										1982 LEVEL	1983 LEVEL	1983 % CH	LATEST MONTH*	% CH YR AGO
	83	11	83	12	84	2	84	3	84	4					
LABOR FORCE (000)															
CALIF	0.6	0.2	0.0	-0.3	0.7	0.1	0.3	1.5			12,184	12,332	1.2	12,683	2.0
U.S.	0.1	0.1	0.1	0.4	0.2	0.3	0.5	0.1			111,872	113,226	1.2	115,567	1.8
NON-AG EMPLOYMENT (000)															
CALIF	0.3	0.2	0.0	0.3	0.3	0.3	0.2	0.2			9,824	9,928	1.1	10,304	3.8
U.S.	0.6	0.4	0.6	0.4	-0.1	2.0	-0.4	0.0			90,552	92,038	1.6	96,500	6.1
UNEMPLOYMENT RATE, MONTHLY % LEVELS															
CALIF	8.4	8.1	8.4	8.0	8.2	7.7	7.7	7.5			9.9	9.7	—	7.5	—
U.S.	8.4	8.2	8.0	7.8	7.8	7.8	7.5	7.1			9.7	9.6	—	7.1	—
RETAIL SALES (\$MIL)															
CALIF	2.9	1.4	-0.4	2.5	-0.7	-3.7	—	—			128,714	142,052	10.4	12,364	8.2
U.S.	1.0	0.5	4.1	-1.1	-1.5	3.1	0.2	—			1,074,760	1,173,970	9.2	1,285,160	12.6
DURABLES															
CALIF	3.1	3.0	3.6	0.3	-3.9	-4.5	—	—			40,754	47,998	17.8	4,264	12.3
U.S.	2.2	2.6	4.5	-0.6	-4.3	5.7	0.2	—			324,489	385,141	18.7	447,828	21.7
NON-DURABLES															
CALIF	2.7	0.5	-2.5	3.8	1.1	-3.4	—	—			87,960	94,054	6.9	8,100	6.2
U.S.	0.3	-0.5	3.8	-1.3	0.0	1.8	0.2	—			750,072	788,825	5.2	837,336	8.3
CONSUMER PRICE INDEX, ANNUALIZED % CHANGE, RENTAL EQUIVALECE BASIS															
LOS ANGELES	-2.0	5.0	5.8	4.5	2.0	8.7	10.8	—			287.6	292.7	1.8	305.4	4.6
UNITED STATES	4.5	2.8	7.8	4.4	2.8	5.6	2.4	—			289.1	298.4	3.2	309.6	4.2
CALIFORNIA HOUSING															
STARTS	26.6	-6.1	44.2	-14.1	-10.4	20.1	-9.8	—			75,473	156,486	107.3	217,900	39.9
SALES TRANSACTIONS	9.8	14.1	-4.2	-7.6	-1.8	15.5	13.7	—			233,813	339,527	45.2	466,770	28.7
MEDIAN PRICE (\$)	2.1	-1.5	2.4	-1.2	-1.2	2.4	-4.5	—			109,834	112,383	2.3	110,585	-2.9
U.S. HOUSING															
STARTS (000)	3.5	-2.1	16.9	14.2	-26.5	19.7	-10.5	—			1,062	1,703	60.3	1,782	0.2
SALES TRANSACTIONS (000)	-0.7	5.6	1.4	0.7	3.8	2.3	-1.3	—			1,991	2,719	36.6	3,050	7.4
MEDIAN PRICE (\$)	0.9	-0.7	2.0	0.7	0.6	0.4	1.1	—			67,700	69,825	3.1	73,300	5.9

* FOR COMPARISON PURPOSES, U.S. MONTHLY DATA IN THESE 2 COLUMNS ARE FROM THE SAME MONTH AS THE LATEST DATA AVAILABLE FOR THE CORRESPONDING CALIFORNIA MONTHLY SERIES.

When dealing with the future labor force and preparing strategic plans for training and implementation of the future patrol force, we must also consider the probable ethnic make-up of that work force. It should be noted that the same population analysis will provide a picture as well of the "make-up" of the criminal element that law enforcement will have to reckon with.

Mary Heim, Research Manager for the State of California, Department of Finance, used three basic assumptions in the ethnic, sex and racial projection for future California population.

- 1 - It is assumed that in 200 years California race/ethnic, age specific fertility rates will merge to one-half their current difference from national rates. The Census Bureau's national differential race/ethnic specific fertility rates merge in the year 2050.
- 2 - It is assumed that in 200 years the California race/ethnic, age and sex specific mortality rates will merge to one-half their current difference from national rates. The national differential race/ethnic specific mortality rates merge in the year 2080.
- 3 - Documented migration is projected to merge from the 1984 level of 77 percent foreign, 23 percent domestic to 50 percent foreign, 50 percent domestic by the year 2000 and retain that composition. At the same time, migration is projected to merge from the current mix of 46 percent Asian and Other, 30 percent Hispanic, 18 percent White and 6 percent Black toward the overall world and national race/ethnic make-up. It should be noted that the 40-year annual average net migration of 167,000 remains unchanged from the Baseline '83 report.

Reference to Figures 11 through 14 provides data for future planning of the available work force and helps to anticipate what problems/possible solutions may be inherent with that future human resource.²⁷ Table 3 depicts the projected ethnic makeup of California up through 2020 and Table 4 breaks down the State of California ethnic makeup by age for 1995.

Figure 11 CALIFORNIA REAL GROSS STATE PRODUCT

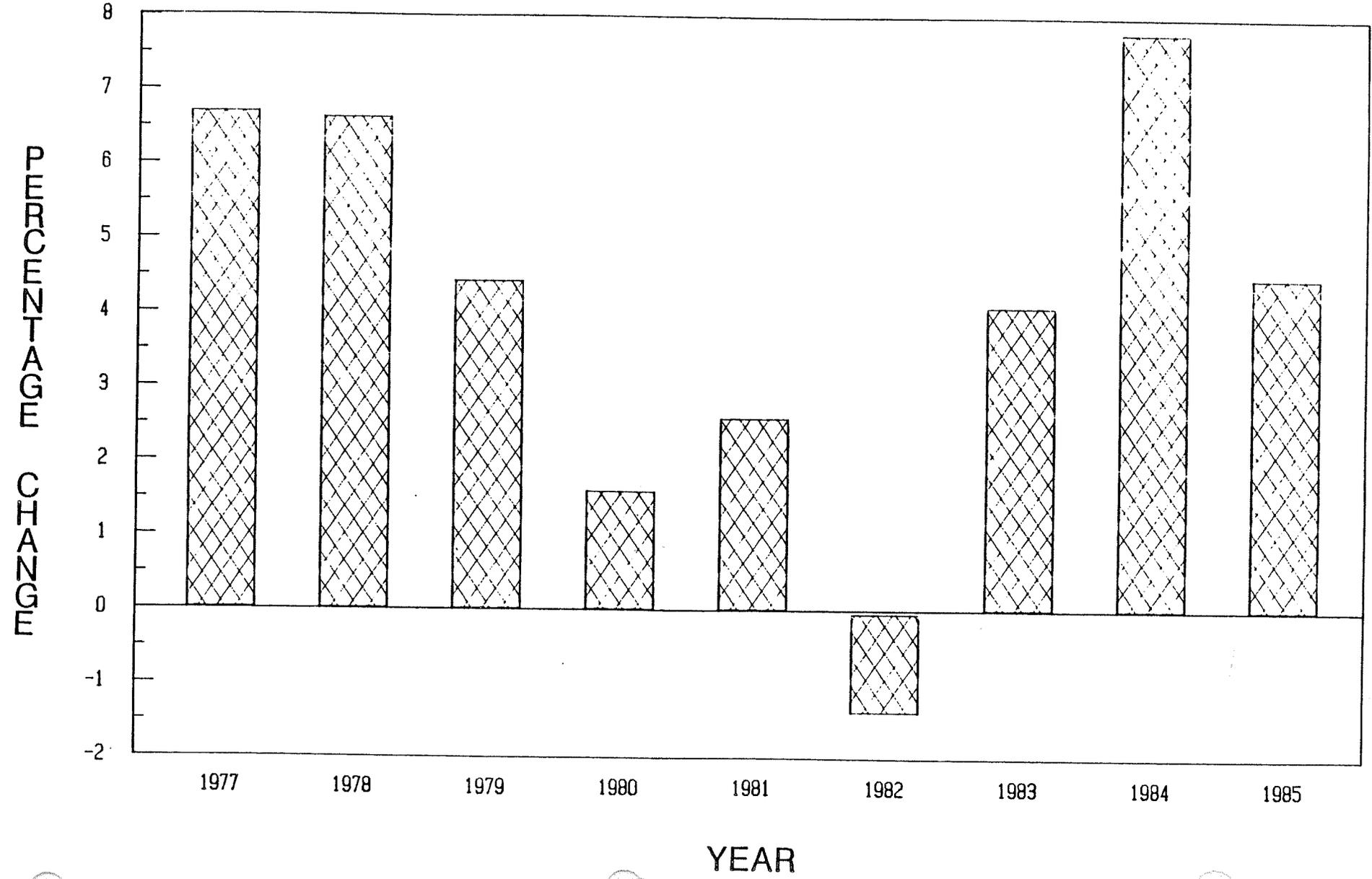


Figure 12 NUMBER OF JOBS CREATED IN CALIFORNIA

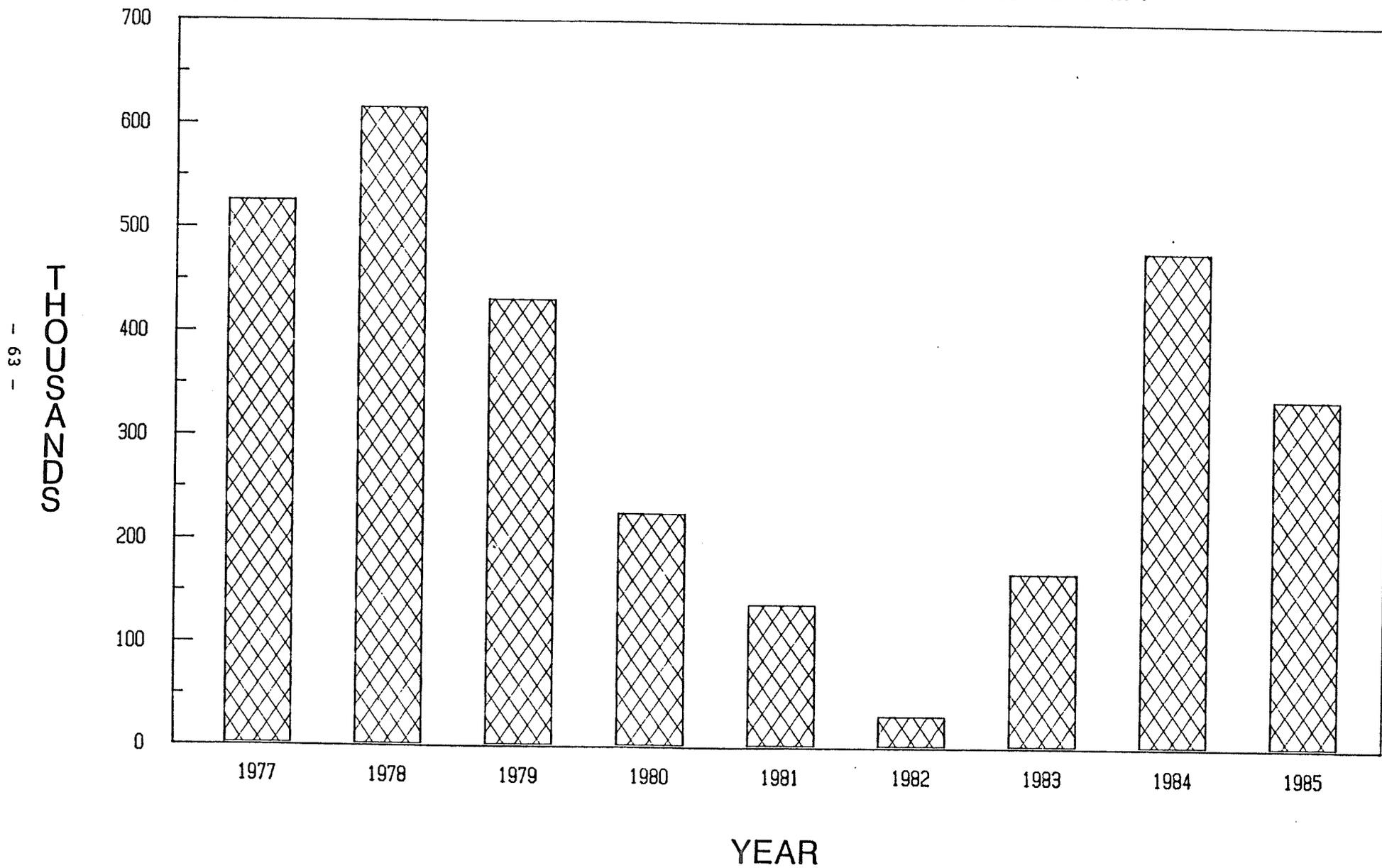


Figure 13 PROJECTED POPULATION BY RACE FOR CALIFORNIA

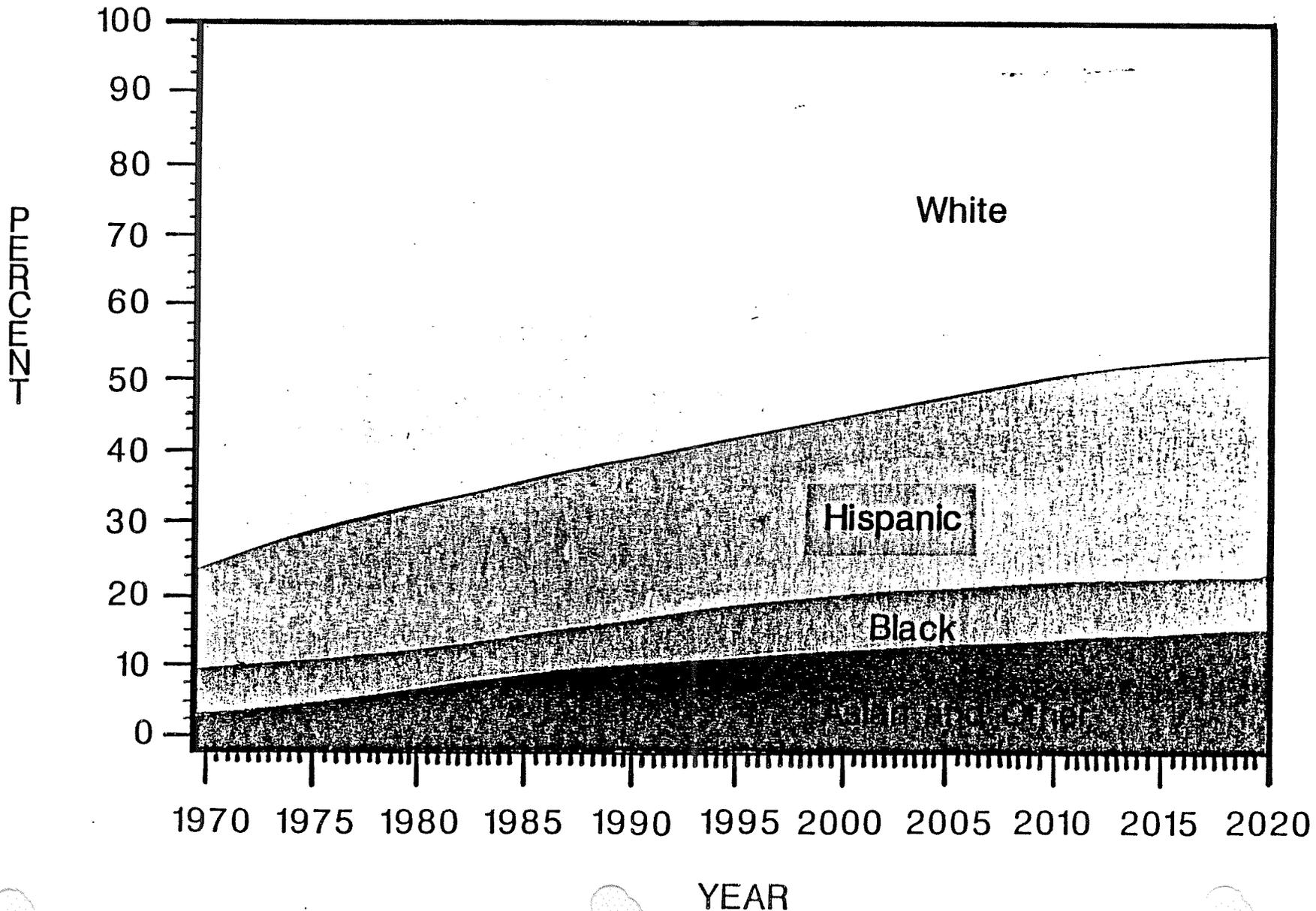


Figure 14 PROJECTED POPULATION BY RACE FOR CALIFORNIA

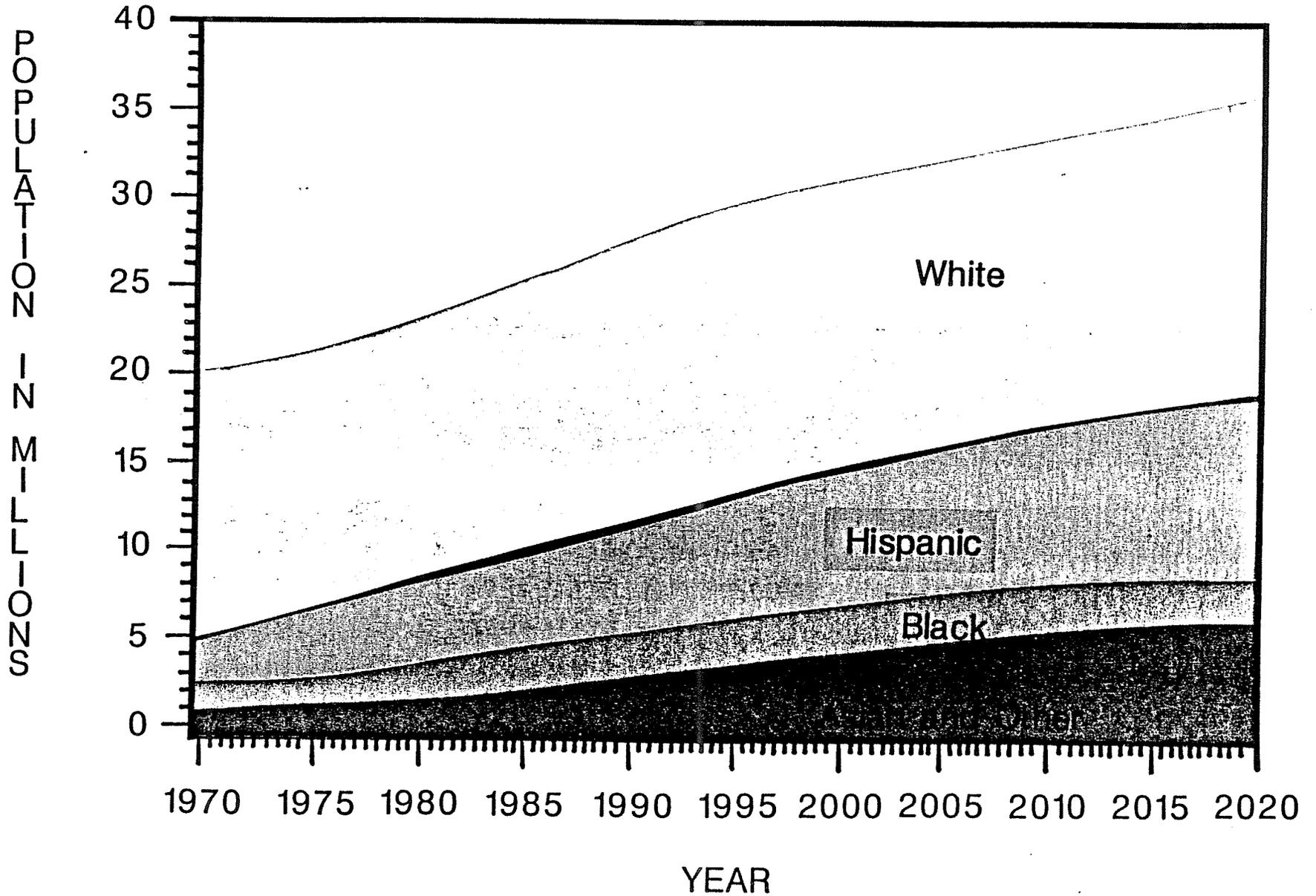


TABLE 3

TOTAL POPULATION BY RACE/ETHNIC GROUP

<u>YEAR</u>	<u>ASIAN & OTHER POPULATION</u>	<u>BLACK POPULATION</u>	<u>HISPANIC POPULATION</u>	<u>WHITE POPULATION</u>	<u>TOTAL POPULATION</u>
1970	648017	1378001	2377124	15636022	20039164
1971					
1972					
1973					
1974					
1975	1094164	1557465	3604141	15281382	21537152
1976					
1977					
1978					
1979					
1980	1582159	1791727	4563728	15833241	23770855
1981					
1982					
1983					
1984					
1985	2203900	1984106	5513354	16296230	25997590
1986					
1987					
1988					
1989					
1990	2736463	2158664	6491701	16602721	27989549
1991					
1992					
1993					
1994					
*1995	3247440	2327434	7458371	16786216	29819461
1996					
1997					
1998					
1999					
2000	3718747	2486595	8364342	16844121	31413805
2001					
2002					
2003					
2004					
2005	4156342	2643444	9256819	16781219	32837824
2006					
2007					
2008					
2009					
2010	4577768	2813158	10160506	16696390	34247822
2011					
2012					
2013					
2014					
2015	4984598	2981627	11061429	16587056	35614710
2016					
2017					
2018					
2019					
2020	5361632	3146168	11929711	16423932	36861443

TABLE 4

1995 TOTAL POPULATION BY RACE/ETHNIC GROUP & AGE

AGE GROUP	WHITE MALE	WHITE FEMALE	BLACK MALE	BLACK FEMALE	HISPANIC MALE	HISPANIC FEMALE	ASIAN & OTHER MALE	ASIAN & OTHER FEMALE	STATE TOTAL
00-04	471116	449496	98895	96385	393152	374213	132655	125270	2141182
05-09	491456	464378	97181	98267	398775	382560	130425	122761	2185803
10-14	521395	500200	103833	101323	379216	366432	149972	143593	2265964
15-19	480590	453336	94934	94087	349155	331717	119494	114875	2038188
20-24	521772	470948	100045	97894	347103	303309	130702	120146	2091919
25-29	544310	535184	98084	108295	286154	278495	119229	122707	2092458
30-34	675116	679327	108884	121184	319707	294476	131274	138407	2468375
35-39	699054	701414	93679	111234	316626	302942	126946	142567	2494462
40-44	715161	701263	77918	87780	267938	252941	126818	138633	2368452
45-49	669847	661400	60697	70284	195760	194575	110631	125026	2088220
50-54	513640	517615	44054	53638	137725	141248	75434	85497	1568851
55-59	402101	412665	37101	43894	105984	113015	60226	69953	1244939
60-64	366406	388327	29736	36889	92150	97925	50174	62850	1124457
65-69	351005	413046	23356	31155	79118	88371	40949	56646	1083646
70-74	330409	431400	19163	26308	54287	63247	32147	43534	1000495
75-79	233687	337258	11931	18252	25722	34890	18234	26724	706698
80-84	138164	249833	6535	11329	14610	25388	11199	16525	473583
85+	77221	216676	3621	9589	16436	33009	9268	15949	381769
TOTAL	8202450	8583766	1109647	1217787	3779618	3678753	1575777	1671663	29819461

Tom Peters and Nancy Austin indicate that the human resource will be the most valuable future resource, even when compared with all of the modern/future technology.²⁸

Harold Ganeen referred to the human intelligence as the most effective, efficient and plentiful resource of the future and that future managers must understand the importance of treating the employees with the proper respect, dignity and participatory attitude that can possibly be done.²⁹

In a 1982 document titled "Volunteers Provide Dual Benefit," it was indicated that volunteers are a valuable and virtually untapped resource for police department. This was a study done in Virginia Beach, Virginia where senior volunteers were incorporated into the police department to take telephone police reports, work in the crime analysis unit and provide telephone follow-up to some reported crimes.³⁰

Park Ridge, Illinois Citizen Patrol was their answer to additional personnel for the department without costly hiring. This was a citizen CB (citizen's band radio) patrol who patrolled the community, reporting to the police department on observed suspicious persons or situations.³¹

One of the more unique ways of criminal activity identification or community alert programs identified by the researcher was the Realtor Alert Program of Aurora, Colorado. Realtors throughout the city and surrounding areas were organized and functioned much the same way as most

neighborhood watch programs operate. The realtors report suspicious persons/circumstances, hazardous situations and potential crime targets.³⁴

NOTE: Cypress, California has a similar program.

Locally, the City of Anaheim and the County of Orange are projecting ethnic makeup to be slightly different from the State of California figures. However, the overall population growth should be appropriately the same, percentage-wise.

The county of Orange and the city of Anaheim are projecting ethnic make-up to be slightly different from the State figures but the overall population growth should be approximately the same, percentage-wise.

The projected population growth figures for Anaheim up through the year 2005 in comparison with the State of California are as follows:

TABLE 5

<u>YEAR</u>	<u>CITY</u>	<u>% INCREASE</u>	<u>STATE</u>	<u>% INCREASE</u>
1990	247,400	5%	27,989,549	6%
1995	259,500	5%	29,819,461	5%
2000	272,500	5%	31,413,805	4%
2005	286,000		32,837,824	

NOTE: Current city of Anaheim population is 234,700 (1985)³⁰ -
Current state of California population is 25,997,590 (1985).

STRATEGIC PLAN

Introduction:

As we prepare to step into the 1990's and the year 2000, we'll find a definite need for strategic planning in the area of civilianization. Civilianization has been encouraged for the past 15 to 20 years with great emphasis on it the last 10 years. The purpose of this document is to determine where the law enforcement profession is right now in terms of civilianization and where it will be, and needs to be, in the years ahead.

Situation:

As of the writing of this paper, the personnel make-up of the Anaheim Police Department is as follows:

- CHIEF OF POLICE	1
- CAPTAINS	5
- LIEUTENANTS	12
- SERGEANTS	47
- SWORN OFFICERS	250
- CIVILIANS	182
- POLICE RESERVES	40
- POLICE SERVICES REP	5

Civilians of one kind or another have played an important role at the Anaheim Police Department for approximately 10 years, and was first implemented approximately 20 years ago. The civilian category has a wide range of Police-related duties as shown on tables 6 and 7.

TABLE 6

FULL TIME	BUDGET	ACTUAL	MALE					FEMALE					CHANGE			
			W	B	H	A	I	W	B	H	A	I	+	-		
COMMUNITY SERVICES REP - POLICE	2	2								2						
CRIME STATISTICS SUPERVISOR	1	1								1						
CRIME STATISTICS TECHNICIAN	2	2								2						
DATA ENTRY OPERATOR	1	1										1				
I.D. TECHNICIAN I	2	2	2													
I.D. TECHNICIAN II	2	2	1							1						
JAILER	9	9	7	2												
MEDIA PRODUCTION SPECIALIST	1	1	1													
OFFICE SPECIALIST	6	6								4		2				
OFFICE SUPERVISOR	1	1								1						
OFFICE SPECIALIST/TRANSCRIBER	6	6								5					1	
PAYROLL SPECIALIST	1	1											1			
POLICE ADMIN. SERVICES COORDINATOR	1	1			1											
POLICE COMMUNICATIONS OPERATOR	16	16	3							8	1	4				
POLICE DISPATCHER	13	13	1							10		2				
POLICE PHOTOGRAPHER	1	1	1													
POLICE PHOTOGRAPHER - SAFETY	1	1	1													
POLICE RECORDS CLERK	17	15								9	1	3	2			-2
POLICE RECORDS MANAGER	1	1								1						
POLICE RECORDS SPECIALIST	5	5	1							3					1	
POLICE RECORDS SPECIALIST/MATRON	12	12								11		1				
POLICE RECORDS SUPERVISOR	5	5								5						
POLICE SERVICE REPRESENTATIVE	6	6	1		1					4						
PROPERTY & SUPPLY CLERK	4	4	1	1		1				1						
PROPERTY & SUPPLY SUPERVISOR	1	1	1													
RANGEMASTER	1	1	1													
SECRETARY	5	5								2		2	1			
SENIOR CRIME STATISTIC TECHNICIAN	1	1								1						
SENIOR JAILER	1	1	1													
SENIOR OFFICE SPECIALIST	2	2								1		1				
SENIOR PROPERTY & SUPPLY CLK	1	1								1						
SENIOR SECRETARY	1	1								1						
SENIOR WORD PROCESSING OPERATOR	1	1								1						
STAFF ANALYST	3	3	1							2						
TRAFFIC CONTROL SUPERVISOR	2	2	1		1											
WORD PROCESSING OPERATOR	4	3								2		1				-1
WORD PROCESSING SUPERVISOR	1	1								1						
TOTAL:	140	137	25	3	3	1	0			80	2	16	5	2		-3

<u>PART TIME</u>	<u>BUDGET</u>	<u>ACTUAL</u>	<u>MALE</u>					<u>FEMALE</u>					<u>CHANGE</u>	
			<u>W</u>	<u>B</u>	<u>H</u>	<u>A</u>	<u>I</u>	<u>W</u>	<u>B</u>	<u>H</u>	<u>A</u>	<u>I</u>		
CLERICAL ASSISTANT I	5	3						2		1				-2
GENERAL SERVICES WORKER	6	5						4		1				-1
INTERMEDIATE CLERK	1	1						1						
OFFICE SPECIALIST	2													-2
POLICE CADET	20	15	6	1	1			5		1	1			-5
TRAFFIC CONTROL ASSISTANT	30	21	5		6			9		1				-9
SUB-TOTAL:	64	45	11	1	7	0	0	21	0	4	1	0		-19
POLICE RESERVES	100	37	26	0	4	0	0	5	0	1	1	0		-63
<u>TOTAL:</u>	164	82	37	1	11	0	0	26	0	5	2	0		-82

In analyzing the present 37 civilian positions, 29 of those positions are new positions in the Police Department; 18 of them are civilians taking the place of what used to be a sworn police officer positions.

There appears to be two major areas of concern that have helped to stimulate civilianization. First, the shrinking financial resources as a result of the economic status of the country and the state for the past 10 years. Second, the available work force resource has changed substantially over the last 5 to 10 years.

There are resource areas that need to be addressed regarding civilianization, however. As mentioned previously, shrinking financial coffers will have to be dealt with as a substantial tax structure change is put into place within the next 5 to 10 years. This is inevitable and has already begun with the tax structure plan submitted by President Reagan at the end of 1984. Law enforcement may be looking to private enterprise to assist in providing some of the required costs for the "critical services."

The baby boom era has now passed and the available work force resource has changed drastically. The available work force is not, and will not be, the size it used to be. There also will not be the loyal/responsible type individuals law enforcement has been accustomed to within that available force that we can depend on to accomplish the necessary tasks not assigned to a sworn officer.

These two major changes in the way law enforcement conducts business mandates close scrutiny in the way police services are provided, what services should be provided, and by whom. The cost of hiring, training, equipping and providing benefits for a sworn police officer has skyrocketed. City administrators throughout the state have been looked upon as those who must direct a needed change in city, county and state employee payrolls.

Proposition 13 put a noticeable dent in various agency funds and law enforcement managers were almost faced with another bombshell had Proposition 36 passed. It can be expected that the Paul Gann's and Howard Jarvis's will continue to appear, resulting in "financial dilemmas."

Stakeholders in such a financial crunch are many, but to list a few, the following are identified as "important stakeholders" in varying economic changes which affect police service:

- Citizens
- Businesses
- Law Enforcement (The Officers individually and
The Profession as a whole)
- Government (State/Local)
- Criminal Element

There are approximately 234,700 residents within the city limits of Anaheim - all of whom are direct stakeholders in the "business" of civilianization. It is well known that their needs and concerns can literally change how law enforcement does business. Those changes can be accomplished by them through lobbying for legislative changes or merely requests made of the city council.

Businesses in the city are also an important stakeholder in this proposed change. Many of them continue to insist on sworn officers every time they have a problem. Others would sooner see a civilian doing the same job if it meant lower business taxes for merchants.

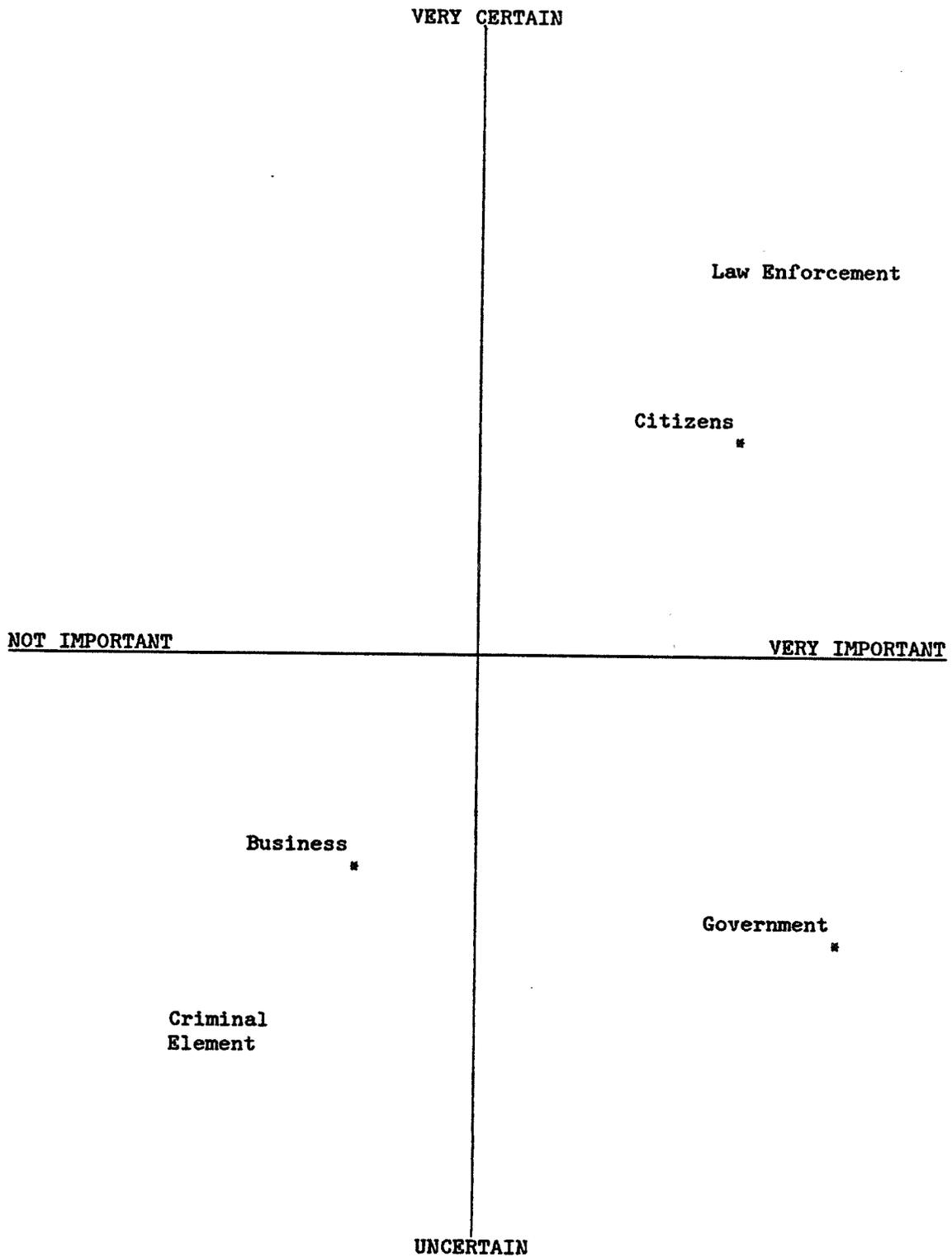
The law enforcement community has a gigantic stake in civilianization. Much the same as the business community, law enforcement officers visualize civilianization as both a plus and a minus. A plus as civilians will relieve sworn officers from everyday, mundane tasks and a minus as civilianization is seen as doing away with jobs for sworn officers.

State and local government will be involved directly and indirectly. Directly by means of training, certification processes and legislative changes. Indirectly by the response of the civilian personnel that will demand retirement benefits, higher pay and authority commensurate with the responsibility that they are shouldered with.

It is possible that the criminal element would favor civilianization. Law violators may feel that they will have a much better chance going undetected by civilians that are only partly trained in police work and partly motivated to do the job in the first place. Also, they know that civilians are not going to be shooting at them if they try to escape or while in the commission of a crime. (Refer to Figure 13 for stakeholder plottings)

Within each group of stakeholders there are those (Snaildarters) that could cause problems, upsets and turmoil in the civilianization process. In the citizens' group, there are those senior citizens who are unpredictable as to how they will respond to civilianization. It should be noted that in the law enforcement realm, full-time sworn officers would not necessarily be considered "Snaildarters." State and local government would also fit into the "unknown response" category. The criminal element would also be another unknown, but it can be speculated that their response will be for civilianization. The business community could fluctuate one way or the other when dealing with a switch to a civilian in an area of concern with them ... particularly when it means who will respond to their needs and how efficient/professional they will be when they arrive.

FIGURE 15



*Snaildarters

Mission:

In dealing with the appropriateness of civilianization to law enforcement, it must be decided if a properly prepared and thought out strategic plan will provide an alternative to the present expensive cost of sworn police officers when balanced against today's economic resources. The current cost of doing business as usual with a sworn officer is no longer affordable.

As the population of Anaheim increases and the crime rate rises, (both stationary residents and 30 million annual visitors), a need has been identified for the use of civilians in repetitive, mundane tasks which will allow for repositioning the valuable, sworn officers. This means that civilians will be utilized in the future in two areas; one, as a replacement for a sworn officer in non-peace officer jobs and two, as technical personnel in fields such as computer and robotic-related fields.

There are several areas that could utilize civilian or paraprofessional persons within the Department that have been identified. At the present time there are five paraprofessionals with the title of "Police Services Representative" that have been hired recently and are presently working in three areas within the department. Two of the three areas are uniformed positions and one is a plain clothes assignment.

- Patrol: report cars (3 PSR's)
- Traffic: non-injury accident investigation (1 PSR)
- Detectives: miscellaneous theft detail (1 PSR)

In addition to those positions already in place, the strategic plan is to expand the number working in patrol, accident investigation and detectives plus civilianize the bailiff position. Future plans may include civilianization of some positions within the Administrative Division and Communications Center supervisors, who are presently sworn police Sergeants. In this recommended structure there would have to be career ladders built-in in order to motivate people to apply for the position and to retain them once they have applied and are hired.

The researcher recommends that the second area eluded to earlier, i.e. computers, robotics, etc., be slated for evaluation and implementation as the need plus the technology become necessary, available and affordable. This process could be accomplished in three ways; first, the hiring of technically trained civilians in the various fields; second, the solicitation for volunteers with proper technical skills in the needed/desired fields; and third, contracting (privatization) for the required job accomplishment.

The mission, restated, would be to free up sworn officers for critical duties, provide expertise (added efficiency) to the police force and reduce (where possible) payroll expenses. As noted earlier in this document, sworn salaries and paraprofessional salaries differ considerably. (Refer to Salary Range Comparison Chart on page 44 for details.

Execution:

At the present time there are basically three alternatives when deciding on a course of action for civilianizing a department or part of a department. First, things can be left as they are ... this alternative will keep law enforcement in constant turmoil when dealing with new positions, pay negotiations, job market, etc. This alternative is not agreeable with any of the stakeholders involved.

The second alternative would be to put a civilian in a place where a sworn officer formerly operated ... if two things existed simultaneously:

- 1 - The vacated position needed to be refilled
- 2 - The position did not require a sworn officer

The second alternative has been implemented at the Anaheim Police Department within the past few months. That is, positions filled with paraprofessionals as vacated by retiring or terminating sworn officers except in critical sworn officer required positions. With this plan there has been some shuffling of job assignments in certain areas of the department and in the case of the patrol division report writers, they have been added as a supplemental force to the patrol officer.

This second alternative has been a form of civilianizing the department or part of it, but in all probability, will not satisfy City Manager, County Administrators, State Controllers, etc. whose main thrust is the reduction of high-cost salary/fringe benefit packages attached to sworn officers.

The third alternative is to strategically plan for times and places where civilians can be integrated into the law enforcement role - where and when appropriate.

As an example, the Anaheim Police Department functions by its administrators ... chief, captains and lieutenants working under annual managerial performance contracts. This means that a pay increase, pay decrease, or staying at the same pay rate is predicated upon performance throughout the year. This includes deadlines for MBO accomplishments and ratings for the way in which the MBO's are accomplished.

If the MBO on civilianization was accomplished with a "3" (which would mean a pay raise) during 1984-85 fiscal year in the Detective Division, one civilian position would have to have been implemented by June, 1985. Careful studies and analysis of all positions indicated that the Detective (sworn officer) who worked Bicycle/Miscellaneous Thefts could be better utilized in an area that is demanding another sworn officer. Replacing him with the civilian would take very little transition. That position mainly

requires that logs be maintained, teletypes initiated, and phone calls be answered from victims regarding inquiries about recovered property.

Administration & Logistics:

Final approval for three paraprofessional positions in the fiscal year 1985-86 Resource Allocation Plan was secured and implementation of that plan was started in earlier 1986. As stated earlier, during the next twelve to eighteen months additional positions in the three areas plus other areas will be scrutinized carefully for further civilianization.

In addition to positions being vacated, resulting in the plugging in a civilian or paraprofessional, there are, and will be, positions that will be added to certain high crime activity that will take a sworn officer. As an example, justification is "in the mill" for an additional robbery detective for the Crimes Persons Bureau due to a 46% increase in robberies over the last year. A detective from Missing Persons could very well be replaced by a paraprofessional and could fill the added robbery position. That would eliminate the costly hiring of two sworn officers.

Also, there has been a need identified for an additional detective in Sex Crimes due to an 87% increase in some reported sex crimes in 1984 over 1983. This position could be filled with

a civilian by vacating the identified position in miscellaneous theft and placing that detective in this position. This would save the hiring of two sworn officers at the previously identified costly salaries.

Other positions within the Department would be civilians or paraprofessionals assigned to uniform patrol in additional report taker classifications. Still within the uniform area, but in the specialized unit of traffic enforcement, there will be the opportunity to civilianize the entire accident investigation process and add responsibilities to the already civilianized traffic control assistants.

There must be constant reminders to all involved that at no time would a civilian or paraprofessional be placed in a hazardous, "call in progress" type situation or whenever sworn police powers are called for. Also, some detailed, structured career ladder must be outlined in order to attract qualified civilians and then keep them after hiring. Surveys indicate that some cities have a two-tier retirement structure and some have a three-tier structure. There would also have to be a determination by Human Resources whether the career ladder would be two, three or four steps and if each step would be considered a promotion or merely "time in grade" advancement.

Planning System:

In order to design a planning system for implementation of civilization, one must take into consideration two major dimensions or elements:

- 1 - The environment
- 2 - The organization

When dealing with environmental concerns, consideration must be given to what changes are necessary, possible, probable and unexpected. In other words, the total picture must be analyzed thoroughly in order to develop some degree of predictability. There needs to be a sense of direction and what the stumbling blocks will be.

The environment in the particular case dealing with the replacement of the Bicycle/Miscellaneous Theft Detective with a civilian indicated that there was a good chance that the change would mesh well with the Department's goals and the expectations of departmental employees. Part of the environment in that case indicated that the position was not a desirable one to start with as far as the sworn officer is concerned and required very little or no police powers. That made it a prime candidate for civilianization. It will fill the demands of those that control the city finances and will provide completion of one of the many MBO's of the Detective Division.

The organizational environment regarding additional civilianized positions, as mentioned earlier, indicates that those positions -- additional patrol report writers, detective assistants, plus possibly some administrative positions, the Communications Center supervisors and the patrol bailiff -- will probably undergo "change" with very little difficulty.

The second part of a planning system concern is the organization itself. Here is where there may be a slight stumbling block, but one that can probably be overcome. The Department, as a whole, has and will probably continue to resist the loss in numbers of sworn officers. Many of the sworn officers feel that a paraprofessional is a threat to their job security.

It is very important that the sworn officer population of the Department accept the advent of paraprofessionals in a realistic and rational manner. This acceptance process will be the responsibility of everyone on the Department from the Chief to the patrol officer. The need to gain support for the program has been shown by the needs addressed and it will be of paramount importance to educate the officers as the plan progresses and solicit their input into how it is administered.

Regarding the future planning for the implementation of highly skilled specialists in the hi-tech fields (Scenario #3), the organizational needs and the environment may well dictate when/how/where these specialists will be employed and deployed.

It is essential that when dealing with the organization, remember the need to consider diversification in civilianization implementation ... i.e. what levels and modes are appropriate for such changes and how they'll be accepted.

Implementation Plan:

In discussing the necessary requirements of any strategic plan, it must be remembered that some concessions could/should be addressed. The best approach would be a "win-win" situation wherein both administration and the sworn officer ranks would feel as though they'd gained something in the implementation process. This merely means that times and places where civilians could be integrated into the law enforcement family is how a strategic plan should function.

The three main stakeholders in this proposed plan as defined are: the residents or visitors, the law enforcement officers individually and as a profession, and the government, both state and local.

The residents or visitors would, in all likelihood, be able to tolerate a civilian responding to many of their routine needs, if that civilian is quick to respond and handles their needs appropriately upon arrival. They would also be pleased to note that taxes would probably not go up to pay for more officers because by and large civilians are much less costly to hire and train.

The law enforcement officers would still be very concerned about a reduction in their ranks of sworn officers when the paraprofessionals take over in some areas. The commitment to civilianization would come from them when they find out that many of the routine, mundane chores that they disliked would be taken over by the civilian employee. This transition could allow the officers to concentrate on assigned, sworn duties.

The local and state governments may be willing to forego the concern for added workload when handling the writing and passing of laws, rules and requirements by which civilians function in law enforcement roles in order to take advantage of the reduction of city, county and local cuts in fiscal budgets through reduced or stabilized salaries.

To implement a strategic plan, negotiable items need to be identified and dealt with. There needs to be a win-win feeling without either side losing touch with what the main focus of the plan was in the first place. As an example, it may be necessary to add a service or two for the local merchants in order for them to accept/support a civilianization program or compromise an issue with the Employee Association.

The most positive approach would be when both sides, administration and the sworn officers, realize the value of paraprofessionals, particularly the ones dealing in the high-tech fields. There must also be great emphasis on win-win between law

enforcement and the stakeholders in convincing them that "civilianization" is probably here to stay, as well as move forward, and will most likely benefit the entire populace in the long run.

Summary of Strategic Plan:

In summarizing the strategic plan, preparation for the next step must be made ... which is to develop broad goals and specific objectives in light of the strategic direction dictated by the plan. Law enforcement managers must keep in mind the external factors and the internal strengths/weaknesses of the organization so that specific strategies and implementation plans can be carried forth.

TRANSITION MANAGEMENT PLAN

It has been determined that civilianization has been, is and probably will be an answer to alternative plans of providing adequate public safety to the residents and visitors of our communities.

Many agencies throughout the United States have been using civilians (paraprofessionals) in varied assignments in law enforcement for many years. In some of those agencies, civilians have been absorbed into the law enforcement mode very well while others have created voids from time to time in necessary job assignments.

Civilianization came about as the result of searching for "alternatives." Civilians or paraprofessionals became a means by which to accomplish the everyday, mundane tasks that used to be performed by sworn peace officers but do not require peace officer powers to be performed. Probably a more important alternative is that civilians hired to perform many "non-sworn" functions can be employed at approximately one-half to two-thirds the cost of a sworn officer. This need came about when city managers, county administrators and state comptrollers became the recipients of pressure from their bosses to alleviate the heavy payrolls of law enforcement agencies.

In addition to the concern for the shrinking of financial resources, there is also the concern for the human resource element. The available work force is not abounding with the type of employee the police profession once enjoyed. It is faced with a completely different human element that is not necessarily tuned to the need for security, loyalty to an organization and financial stability. The young work force is geared more to short-term financial responsibilities, etc.

This plan is designed to further civilianization in a law enforcement agency with situational examples drawn from the Anaheim Police Department.

The following are areas targeted for inauguration and evaluation of a "true" paraprofessional program at Anaheim. A new era with the Anaheim Police Department saw the hiring of three paraprofessionals, referred to hereinafter as PSR's or officially titled Police Services Representatives.

The first area assignment was working in the Patrol Division as field "cold" report takers; the second area being a civilian traffic accident investigator in the Special Operations Division; and third, a PSR assigned to the Detective Division working the miscellaneous (petty/miscellaneous/bicycle thefts) position in the Commercial Detail of the Crimes Property Bureau. These five PSR's have been on board since the early part of 1986.

The implementation of this paraprofessional program has had several different impacts on the service of the Anaheim Police Department. The three PSR's in Patrol are supplementing the present force of sworn officers rather than taking the place of them. PSR's both in Traffic and Detectives have, in fact, replaced sworn officers in two positions.

The specific points of the transitions management plan regarding these PCR's are covered as follows in sections, A., B. and C.

- A. We all know that in dealing with transition you cannot "order away" uncertainty and it carries with it hypocrisy; hypocrisy in the sense of perceptual inconsistency.

In the organization where the writer works, the management structure is such that will enhance the changes recommended in the strategic plan. It is important to remember that the "critical mass" will determine the success or failure of a

proposed change. The critical mass in the transition at the Anaheim Police Department was identified by singling out those who would block the change, let it happen, help it happen or make it happen.

The critical mass is identified as:

- Patrol Division Commander
- Special Operations Division Commander
- Detective Division Commander
- Watch Commanders (Four)
- Traffic Bureau Commander
- Crimes Property Bureau Commander
- Anaheim Police Association President
- Sworn Officer Ranks
- Detective Division Commander
- Crimes Persons Bureau Commander
- Crimes Persons Detective Sergeant
- Crimes Property Detective Sergeant
- APA President
- Sworn Officers

Refer to Figure 16 for analysis of how the critical mass is expected to handle the proposed transition. The persons identified in the critical mass are key persons in this transition management plan.

Starting with the bottom of the list, the sworn officers' attitude and perception of civilianization will be critical as they are the ones that really will make the proposed plan actually work. They are also the ones that are the most directly affected as many of them see civilianization reducing the ranks of the sworn officer, thus they see civilianization as a threat to their job security.

FIGURE 16
Critical Mass

Name	Block	Let It Work	Help It Work	Make It Work
Chief Kennedy		0	X	
Patrol Division Commander				
Capt. Gaston	0			X
Special Operations Division Commander				
Capt. Mitchell	0		X	
Detective Division Commander				
Capt. Franklin		0	X	
Watch Commanders				
Lt. Brace		0		X
Lt. Hedgpeth		0	X	
Lt. Parra	0		X	
Lt. Puckett	0	X		
Traffic Bureau Commander				
Lt. Thalman	0	X		
Crimes Property Bureau Commander				
Lt. DePaola	0			X
APA President				
Sgt. Beteag	X	0		
Sworn Officer Ranks				
Dept. as a whole	0	0	X	X

The Anaheim Police Association president is also very important in this critical mass chain because of his "position" within the organization that can sway or suggest the actions to be taken on this particular issue by the sworn officers.

The Crimes Property Bureau Commander will be a "key person" in this critical mass as will the Traffic Bureau Commander and the four Watch Commanders. They will be charged with the responsibility of seeing to it that the proposed plan will actually work. Future MBO's of all six lieutenants, as well as their three Captains, will undoubtedly be tied to the implementation and success of this plan.

The Division Commanders will be of special value to this plan as they are the ones that approved the plan (along with the chief's approval) within their various divisions. The Division Commanders know that civilianization is an almost sure way of building up their work force.

The Chief of Police will obviously be the final deciding factor in the success of this plan. It will be to his advantage to help it work as additional personnel will enhance his ability to provide the necessary city-wide law enforcement service that he must and also accomplish his MBO's.

The approval and support of the concepts of this transition plan was accomplished in departmental staff meetings after the needs of the divisions involved were identified and the benefits for the entire department as well as the pitfalls were pinpointed.

- B. It is important to consider the issues involved in designing a change/transition system. It should be one that continues to manage the ongoing daily operations and manage the change as well. Everyone in the organization is responsible for developing new management skills regarding the change or what is more commonly referred to as "change management."

In this strategic plan it will be important to see that the day to day functions of the Patrol, Special Operations and Detective Divisions are running appropriately while the five new civilians are starting out. There will be many new skills in managing civilians that will have to be learned as well as helping those that will be affected by the change to develop the necessary interpersonal skills that will be needed for the transition of a civilian (a first) into actual Police work.

It is anticipated that Lt. Brace will emerge as a natural leader in this transition and will be a positive influence on the change. As the sworn officers show signs of threatened job security, it will become necessary to

counteract those fears with the positive things that civilianization can do. Lt. Brace has the leadership ability to calm these troubled waters should they arise. He is a new and dedicated lieutenant.

Change brings into play the importance of a plan of transition, a way of making change acceptable. The dynamics of change requires the careful planning by concerned leaders in the organization where change is about to occur. Resources and technology to help the change transition are of vital importance.

The baseline responsibility and authority to make this change work lies with the first/line supervisor, the sergeant. The plan has been discussed in detail up through the chain of command up to and including the Chief of Police. Each and every one of them support the plan and each has expressed a desire to see the plan function efficiently and effectively. All of the staff realizes that civilians (paraprofessionals) are an answer to manpower shortages in some areas and the hiring of a less costly civilian is a viable alternative to the high cost and unavailability of qualified sworn police officers.

The philosophy of the incorporation of the paraprofessional into law enforcement has been discussed with the Personnel Department. The suspected needs and concerns of the "new"

law enforcement persons discussed are the need for feeling a part of the organization, daily work incentive and some type of career ladder opportunity, along with attractive employee benefits.

There are three stages that are critical in any organization change transition. They are:

- The present state of the organization
(Information must be valid and timely)
- The future state of the organization
(How we'd like them to be)
- The transition state
(The action plan-how we get wherever we want to go)

Sometimes the future state of an organization can be easily recognized and at other times, it is extremely difficult to identify. At times there are definite needs identified but just how to picture the appropriate change is difficult.

There are several avenues that must be explored so far as the atmosphere of the organization is concerned. First, it must be determined what type of system the organization functions in. Second, what is the particular structure of that organization and will it be able to withstand certain changes? Third, consideration must be given as to what strategy will be used to implement that change or changes. Police managers must also evaluate the skills possessed by those that will be directly involved in the change

transition. Of equal importance is whether or not the management styles of those responsible for the transition will be able to expedite the identified changes. The shared values of the organization will be an important part of how this change transition is accomplished. Last, but not least, are the subordinate goals of the organization and what the change or changes will do to the organizational atmosphere.

The management of transition is accomplished by the organizational climate of:

1. Readiness, both organizational and managerial
 2. Commitment
 3. Management structure - managing the ongoing operation, managing the change and dealing with the process of developing managers for the future.
 4. Technologies - what resources are available?
- C. Of the many technologies available in this modern day and age of management transition, the most effective for this plan was the development of a transition plan that was a combination of using the confrontation meeting procedure and the small group tasking. This afforded the Chief and Captains the flexibility needed to look at all angles of the change and how to best implement the plan.

Some of the reasons the confrontation meeting technology was chosen to help implement the change were:

- Demonstrated the need for program such as this
- Enumerated the pros/cons of the concept
- This change proposal was an entirely different concept of doing police work at the Anaheim Police Department.
- Input from several levels helped guarantee success with the plan.

The confrontation meeting was a very structured process which was needed for this type of major transition. It was also chosen because the process accommodated large numbers of people and there were many persons involved in this change.

Initially, it appeared that the installation of five paraprofessionals in three different divisions was a fairly minor undertaking, but in reality it will ultimately affect most of the department personnel in one facet or another. For example, the paraprofessionals will be contacting sworn officers in areas other than just the identified divisions and will affect, to some degree, how those other areas operate. The paraprofessionals will also be contacting the general public, the patrol officer, and the community service representatives that work with the citizens on a daily basis - all of whom need to have answers to questions posed about the paraprofessionals. The confrontation meeting afforded that wide range of expertise and input

needed and helped develop the action strategy necessary to facilitate the plan and explain the purposes and function of the paraprofessionals.

The heterogeneous groups defined the different problems associated with this plan and helped set the climate for dealing with the proposal by formatting the agenda to deal with the issue. This meant that detectives met with detectives, patrol sergeants with patrol sergeants, etc. and thereby formed a functional check-off list that was relevant to the group involved and thus planned for the successful transition of the civilians that stepped over the threshold into the previously untrodden territory.

The cost of this type of problem handling technology is high, considering all the salaries involved. However, a change as major as this, which will no doubt be implemented in the near future in other divisions within the department, warranted the eight hour session. The meeting was done in two four-hour sessions. It was split up with four hours the first day and then four hours the next morning. This did two things. First, it broke up the monotony of a straight eight hour session and allowed for overnight strategy thinking and secondly allowed daily work flow in the various areas to continue with half a day for the confrontation meeting.

After various strategy sessions formulated a plan for implementation, the positions were staffed. For the next six to twelve months following the implementation, close monitoring of the problems/accomplishments of the "new" plan by the various lieutenants involved will take place with feedback to the writer and to the division commanders on the successes and problems, if any.

The Chief of Police, the various division commanders and the writer are all dedicated to seeing that civilianization does work in the Anaheim Police Department. If the important organizational functions are considered as outlined by Likert and others, i.e. communication, control, motivation, leadership, interaction, etc., the managers will find that this strategic plan transition will take place in an orderly and effective manner and benefit the police department and the people it serves.

CONCLUSION

The researcher has interviewed, read extensively and surveyed the subject of civilians - paraprofessionals in law enforcement and reviewed the works of Guyot, Greisinger, Hennessy, Korozyński, Watts, Polio, Swartz and many others. The summation of all of the resource material indicates that currently law enforcement is or soon will be in an era of civilians being hired to perform many routine and some "job specific" tasks formerly accomplished by sworn officers.

The hypothesis of the researcher, however, is that there is a new frontier, a future-oriented arena awaiting the paraprofessional. The topics of paid civilians in law enforcement, volunteers (unpaid civilians), private police forces, etc. have been discussed and reviewed. However, the new frontier of untapped expertise is the deployment of paid or volunteer experts already schooled/experienced in the application of modern technology from both the private and public sectors. Combating crime of the future may well depend on the utilization of these experts. Why would it not be possible to secure the skills of the experts in the following fields and apply those skills and technologies to criminal detection and apprehension?

- Fiber Optics
- Robotics
- Computers
- Lasers
- Telecommunications (all areas)
- Light Signatures
- Satellite Utilization
- Cellular/Video Phones
- Holographics
- Biological Implants
- Etc., etc.

The employing of these experts may not be as cost effective as the "traditional paraprofessional," but securing one specialist would possibly take the place of hiring many "others." It may well be that the criminal element will be committing crimes with or because of all of the above listed technologies and police managers will have to be prepared for that future onslaught.

Included in future technologies, the following discussions are the suppositions that warrant consideration. First, it is possible that within the next 10 to 15 years the average American work week will be 30 hours long, thus providing more time for "play" or "criminal endeavors."

Transportation will be such that a person will be able to transverse the Continental United States in 30 minutes. These capabilities alone will drastically change the way managers "plan" their strategy against the criminal element.

It is the hypothesis of the researcher that the next ten years in law enforcement will see the homogenius mixture of a combination of the last four of the nine alternatives mentioned earlier, since blanket reduction of the work force would not be palatable to the sworn officer or their unions/associations. Reducing services would not be popular with the residents and visitors, thus not popular with the political structure.

As part of the strategy plan, the continuation of the identification of those jobs formerly accomplished by sworn officers that could be performed as well (or better) by civilians at a greatly reduced salary (and fringe benefits) savings seems viable. Coupled with that would be the deployment, where appropriate, of the citizen volunteer, possibly a retired or handicapped "specialist." To add to the mix would be those areas that could best be handled by a private force such as basic patrol functions, building security, prisoner transportation/housing, etc.

Most importantly will be the employment of the highly-skilled and well-paid civilian expert who would perform the necessary high-tech duties and responsibilities required of the future law enforcement agency.

Is law enforcement gaining cost effectiveness and losing efficiency? At what point in time will law enforcement reach a saturation point, a point of no return, when cost effectiveness overruns efficiency and chaos sets in? Will civilianization cause the law enforcement profession to be looked upon with degradation?

These questions and many more will only be answered as we traverse the thresholds into the future of law enforcement. Will there be a civilian "specialist" trying to jam a protected frequency of a smart-bullet before it kills a police officer or a civilian? Only future time and future episodes will tell.

RECOMMENDATION

After careful review of a great deal of literature on "Civilianization" and extensive surveys, questionnaire distribution throughout police departments in the United States and personal interviews, it is the conclusion of the researcher that police agencies nation-wide have reached a plateau in civilianization wherein they seem to be comfortable with the "basic" civilianization program format that the majority of police agencies have.

The most common categories of civilianization are:

- Dispatcher
- Jailer
- Crossing Guard
- Transportation/Equipment
- Clerical
- School Resource/Laison
- Field Report Takers
- Accident Investigation
- Traffic/Crowd Control
- Front Counter (desk officers)
- * - Detective Aide

- * Most recent position in the field of paraprofessionals in law enforcement.

The recommendation of the researcher is that any agency experiencing fiscal restraints or a need/desire to make their organization more cost effective and, in many cases, more efficient should develop a policy of researching the labor market and high-tech field in both the public and private sectors. The data derived from that study would tell what technology may be available in the next 5 to 10 years. This will give police managers a chance to develop some strategic plans of confronting/combating the criminal element of the future.

It is highly recommended that police managers look to incorporating "specialists" into their organization that will bring with them expertise in:

- * Robotics
- * Lasers
- * Fiber Optics
- * Holographics
- * Teleconnecting
- * Advanced Computer Systems
- * Video/Cellular Phones
- * Biometrics/Biophysics
- * Satellite Communication Systems
- * Remote Monitoring Systems
- * Satellite Surveillance/Tracking Systems
- * Counterfeit/Simulation Detecting Systems
- * Etc.

RECOMMENDATION (continued)

Police managers not only need to scrutinize the high-tech field potential but must also develop joint policies and procedures with their agency's Human Resources Department that will pave the way for the recruitment of and hiring of these high-tech specialists. It will also be important to remember that these specialists will require/demand salaries commensurate with their capabilities. This will create change in how fiscal resource allocation plans are formulated and justified.

Hiring or securing high-tech specialists is a viable way to prepare for the future in combating crime. In some cases, these paraprofessionals may cost more than a sworn officer but may save large blocks of time with prompt and successful case resolution. Saving hours and hours of labor is cost effective in the long run and with deployment of these high-tech specialists, law enforcement agencies will move into the 21st Century "armed and ready" for the criminal element.

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APPENDICES

Financial Management

Law enforcement managers responding to future fiscal restraints need to plan for new revenue sources, alternatives to salary increases and of course ensure that civilianization is as cost effective as possible. As noted earlier in this document, there may be times when civilians are not "cheaper" to hire but become a necessity due to a need for high-tech skills and capabilities.

Again, using Anaheim Police Department as an example, it should be noted that although the Police Service Representative (PSR) is salaried lower than a sworn officer, their burden rate is noticeably close in range. In Table 1 this is clearly noted.

TABLE 1

	Annual	Annual	
	<u>Productive Dollars</u>	<u>Burden Dollars</u>	<u>Burden Rate</u>
Sworn Officer	\$32,256	\$21,689	67.24%
P.S.R.	\$16,832	\$10,594	62.94%
(Difference)	\$15,424	\$11,095	4.30%

Table 1 figures indicate that Anaheim Police Department could hire two for one of civilians over sworn officers. Other agencies surveyed indicate a three for two hiring ratio.

Appendix A

When the salary savings, both productive dollars and burden dollars, are combined, civilians in their present form at Anaheim Police Department are indeed cost effective.

Refer to Figures 1 through 4 for itemized list of department personnel which shows civilian, sworn and contracted services categories as well as the racial make-up of the department.

The Anaheim Police Department is committed to a serious look at how civilianization can relieve the fiscal pressures and help provide proper service. Future forecasts are that the department will continue to civilianize wherever/whenever appropriate. Also a conscientious look will be given to inauguration of "specialists" in high-tech fields as the need/opportunity arises.

Refer to Exhibit A for example of P.S.R. recruitment and department committment.

	<u>MALE</u>					<u>FEMALE</u>					<u>CHANGE</u>		
<u>SPECIAL SITUATIONS (NOT COUNTED IN DEPARTMENTAL STATISTICS)</u>	<u>BUDGET</u>	<u>ACTUAL</u>	<u>W</u>	<u>B</u>	<u>H</u>	<u>A</u>	<u>I</u>	<u>W</u>	<u>B</u>	<u>H</u>	<u>A</u>	<u>I</u>	<u>+/-</u>
<u>CONTRACTED POSITIONS (SERVICES)</u>													
Senior Systems Analyst													
<u>LIMITED DUTY POSITIONS</u>													
Police Officer	2	2	2										
<u>TOTAL:</u>	2	2	2	0	0	0	0	0	0	0	0	0	

<u>SWORN</u>	<u>BUDGET</u>	<u>ACTUAL</u>	<u>MALE</u>					<u>FEMALE</u>					<u>CHANGE</u>
			<u>W</u>	<u>B</u>	<u>H</u>	<u>A</u>	<u>I</u>	<u>W</u>	<u>B</u>	<u>H</u>	<u>A</u>	<u>I</u>	<u>±</u>
POLICE CHIEF	1	1	1										
POLICE CAPTAIN	5	5	5										
POLICE LIEUTENANT	12	12	10		2								
POLICE SERGEANT	47	47	45		2								
POLICE OFFICER	251	246	202	1	25	2	1	14			1		- 5
POLYGRAPH EXAMINER	1	1					1						
<u>TOTAL:</u>	317	312	263	1	29	2	2	14	0	0	1	0	- 5

TABLE 6

FULL TIME	BUDGET	ACTUAL	MALE					FEMALE					CHANGE			
			W	B	H	A	I	W	B	H	A	I	+	-		
COMMUNITY SERVICES REP - POLICE	2	2								2						
CRIME STATISTICS SUPERVISOR	1	1								1						
CRIME STATISTICS TECHNICIAN	2	2								2						
DATA ENTRY OPERATOR	1	1										1				
I.D. TECHNICIAN I	2	2	2													
I.D. TECHNICIAN II	2	2	1							1						
JAILER	9	9	7	2												
MEDIA PRODUCTION SPECIALIST	1	1	1													
OFFICE SPECIALIST	6	6								4		2				
OFFICE SUPERVISOR	1	1								1						
OFFICE SPECIALIST/TRANSCRIBER	6	6								5					1	
PAYROLL SPECIALIST	1	1											1			
POLICE ADMIN. SERVICES COORDINATOR	1	1			1											
POLICE COMMUNICATIONS OPERATOR	16	16	3							8	1	4				
POLICE DISPATCHER	13	13	1							10		2				
POLICE PHOTOGRAPHER	1	1	1													
POLICE PHOTOGRAPHER - SAFETY	1	1	1													
POLICE RECORDS CLERK	17	15								9	1	3	2			-2
POLICE RECORDS MANAGER	1	1								1						
POLICE RECORDS SPECIALIST	5	5	1							3					1	
POLICE RECORDS SPECIALIST/MATRON	12	12								11		1				
POLICE RECORDS SUPERVISOR	5	5								5						
POLICE SERVICE REPRESENTATIVE	6	6	1		1					4						
PROPERTY & SUPPLY CLERK	4	4	1	1		1				1						
PROPERTY & SUPPLY SUPERVISOR	1	1	1													
RANGEMASTER	1	1	1													
SECRETARY	5	5								2		2	1			
SENIOR CRIME STATISTIC TECHNICIAN	1	1								1						
SENIOR JAILER	1	1	1													
SENIOR OFFICE SPECIALIST	2	2								1		1				
SENIOR PROPERTY & SUPPLY CLK	1	1								1						
SENIOR SECRETARY	1	1								1						
SENIOR WORD PROCESSING OPERATOR	1	1								1						
STAFF ANALYST	3	3	1							2						
TRAFFIC CONTROL SUPERVISOR	2	2	1		1											
WORD PROCESSING OPERATOR	4	3								2		1				-1
WORD PROCESSING SUPERVISOR	1	1								1						
TOTAL:	140	137	25	3	3	1	0			80	2	16	5	2		-

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Appendix A

<u>PART TIME</u>	<u>BUDGET</u>	<u>ACTUAL</u>	<u>MALE</u>					<u>FEMALE</u>					<u>CHANGE</u>	
			<u>W</u>	<u>B</u>	<u>H</u>	<u>A</u>	<u>I</u>	<u>W</u>	<u>B</u>	<u>H</u>	<u>A</u>	<u>I</u>		
CLERICAL ASSISTANT I	5	3						2		1				-2
GENERAL SERVICES WORKER	6	5						4		1				-1
INTERMEDIATE CLERK	1	1						1						
OFFICE SPECIALIST	2													-2
POLICE CADET	20	15	6	1	1			5		1	1			-5
TRAFFIC CONTROL ASSISTANT	30	21	5		6			9		1				-9
SUB-TOTAL:	64	45	11	1	7	0	0	21	0	4	1	0		-19
POLICE RESERVES	100	37	26	0	4	0	0	5	0	1	1	0		-63
<u>TOTAL:</u>	164	82	37	1	11	0	0	26	0	5	2	0		-82



ANAHEIM

Invites Applications For The Position Of

POLICE SERVICES REPRESENTATIVE

QUALIFIED MINORITIES, WOMEN AND HANDICAPPED INDIVIDUALS ARE ENCOURAGED TO APPLY

POSITION

Under close supervision the Police Services Representative performs support duties related to law enforcement in various divisions of the Police Department. Duties may include but are not limited to: responding to collision scenes, taking traffic accident reports, handling traffic matters, conducting follow up investigation on designated criminal cases, and other miscellaneous offenses; directing vehicle and pedestrian traffic; issuing citations; testifying in court; operating City vehicles; operating communication equipment; purchasing and identifying equipment; compiling statistical and budget data; preparing reports and other job related duties as required.

SALARY

\$1,579 - \$1,657 - \$1,740 - \$1,827 - \$1,919

NOTE: Current openings are in the Detective Division (Crimes Property Bureau), Operation Support Division (Special Operations Bureau), Traffic Bureau, and the Patrol Division

REQUIREMENTS

This position requires experience in working with the public on an individual and/or group basis. Skill in effective written and verbal communications; communicating effectively in English; establishing and maintaining effective working relationships with the public and other City Employees. Ability to lift up to 50 pounds; work any shift; and to obtain a valid California Driver's License by date of appointment.

NOTE: Candidates must be available to work any shift (day, afternoon or night) including weekends and holidays.

Candidates may be required to wear a uniform, depending upon assignment.

Spanish speaking skills are desirable.

Applications will be accepted by the Human Resources Department on a continuous basis until the positions are filled.

PROCEDURE

Candidates must be specific and complete in describing their qualifications for this position. Based upon information presented on applications, a limited number of candidates with qualifications most pertinent to this position will be scheduled for interview appointments.

Successful candidates from the oral interview process will be required to complete a background investigation (to include present and/or past use of narcotics) and a polygraph examination, prior to consideration for employment.

10/10/85 - LH
7722G/0021G

City of Anaheim Human Resources Department
200 S. Anaheim Blvd. Suite 332 Anaheim, CA (714) 999-5111



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AN EQUAL OPPORTUNITY EMPLOYER

Human Resource Management

The responsibility of top police managers is to sell the organization to tomorrow's labor market in order to attract the quality of employee needed. In the beginning, human resource management started with the "social" secretary of the boss who was responsible for organizing the company baseball games, turkeys for employees at Christmas, family birthday cards/presents, etc., etc.

There have been many changes in organizations up to now and it is anticipated that many changes are in store for the future. Kurt Lewin made some observations regarding H.R.M. change. He indicated that there is a cycle that should be followed in order to make this change acceptable and functional. He suggested that there were three phases necessary to accomplish that change. First, there must be a thawing or unfreezing of the mind-set that people have become accustomed to regarding human resource management. This is where they give up their present values and take on new ones. The second step is the change itself and the establishment of some form of organizational stability. The third step is a refreezing after the second step is completed.

Tomorrow's human resource management will be involved in a different change cycle. Because theories/concepts will always be changing rapidly, HRM personnel and police managers must be prepared to go through cycles of unfreezing, change implementation, back to unfreezing, then change implementing, then unfreezing, etc., etc. Concepts, technology, human resource goals, etc. are changing so fast that there is not time for refreezing.

Today's middle managers are caught up in this "fast-forward" changing world and will be in a real bind if they do not arm themselves with the latest skills/technologies necessary to meet the future challenge of managing what changes are taking place now and in the years ahead. This is part of what Alvin Toffler meant when he suggested preparation for the "Third Wave."

Many problems that face HRM people today will not be here tomorrow. It has been projected that by the year 2000, unions (unionism) will be dead in this country. HRM personnel must also be prepared to handle the ever changing legal environment as well. As an example, the courts have said that the notion of At Will - the labor code in California that stated an employee can be fired unless some law/rule protects them is no longer valid. This means that employee recruitment, selection, and lay-offs require close scrutiny.

There are new affirmative defenses against handicap hiring. Such as 1) ability to perform the job, 2) bonafide job performance (occupational qualification), and 3) ability to perform the job safely now, not in years to come. Legal backing for handicap hiring comes from a 1984 court case of City of San Jose vs. C.S.C.

E.E.O.C. requirements must be planned for carefully in the future. The Fair Labor Standards Act (FLSA) indicates that binding arbitration may not always be binding. It was referred to as a double bite of the apple wherein plaintiffs are being allowed to file their case in federal court after they are ruled against in arbitration.

A 1984 case where a firefighter was laid off because he was white because the firing agency was attempting to fulfill E.E.O.C. requirements was reversed in the supreme court. The court said that Title 7 of the Civil Rights Act protects seniority rights when an agency is trying to meet affirmative action requirements.¹

Working environments of the future must be carefully planned. High-tech will create unforeseen problems such as the one now surfacing with the detection of problems employees are encountering while working at "green" CRT and VDT screens. Future forecasters indicate all screens will soon be "amber" in color.

Future employee reward/motivation systems must be planned for. It is already known that there are basically three types of rewards.

They are:

- * 1. Money - commissions, pay raises, promotions
 - 2. Prestige - status symbol, power, exceptance, respect, envoy, position
 - ** 3. Content - interesting, important, useful, challenging, recognition, etc.
- * Most oversold reward
** Most durable reward

With the future advent of the "new employee" that will not have the same value system that is common now, a focus on change is necessary. The future reward system must be tested for avallibility,

¹Scotts vs. Memphis Tennessee - 1984 Case

visibility, performance contingency, timeliness, flexibility, reversibility, durability and ability to fit into more than one category.

Information about the rewards must be made known to the future employee. Information such as:

- Inventory of available rewards
- How to obtain them
- Who controls them
- How will they aid the employee and the agency involved

Career development is a vital part of human resource management.

The future police agency employee will probably ask these four questions:

1. Who am I? (Why do I exist?)
2. How am I perceived? (What are the complaints about me?)
3. What are my options?
4. How can I achieve my goals?

Future managers must prepare for the transition from traditional to contemporary career development concepts.

Traditional

Future oriented

"Up" is the only way

Careers are linear

Managers responsible for I.D. of potential

Contemporary

Present focused

"Up" is not the only way

Employees trained in managing their own careers

Individual needs change over time

Promote choice

Promote self management

Future talent development

Human Resource managers must be made to realize that it will be necessary to "market" their organizations in order to compete in the future labor force arena, particularly with privatization becoming a prime competitor. Managers of the future must apply the Gestalt concept of dealing with the "whole" rather than the "parts."

Changes in technology demand changes in attitudes as to how law enforcement agencies are operated. The development of automation pressures managers to re-evaluate their traditional adversarial relationships and place more emphasis on negotiating non-monetary rewards. Continuing technical training in both high-tech operation and human motivation must be provided if police managers are to adapt to the future. It is this vital transition that is the principal force shaping the new work culture.

Technology - Future Management

The history of mankind is interwoven with the history of technological innovation and progress. From the first major advancement (the wheel) to the modern day marvel of the microchip, man has constantly been challenged by his environment to develop and modify tools. Earliest man needed to create tools for survival; now, man develops and produces them for the accumulation of wealth and material well being. The purpose and pace of technological advancement may vary, but the direction is always forward. It seems inevitable that so long as there is a mystery to answer, a problem to solve, or a new frontier to explore, the human mind will constantly increase the scope of technological knowledge and discovery.

Historically, the pursuit of science has taken two directions: the speculative and the practical. Technology has taken the path of practicality, and is considered the practical side of science. However, today these two seemingly separate paths of science are merging into one. The result is an ever increasing desire for man to master his physical environment, and technology is the tool which enables him to be the master of his world. Technological progress results in man achieving the utilitarian principle of "the greatest good for the greatest number."

The benefits of technology on mankind have been impressive. Through agricultural advances man has a variety of food in abundance. As a result of medical discoveries human life is being increasingly prolonged and its quality improved. The human drudgery, associated with mundane physical labor, is quickly being replaced by machines.

The information revolution is constantly bombarding people with new data to learn and utilize, while the pace of life seems to be in constant change as man tries to make his environment adapt to his needs.

For law enforcement this new rapidly changing high-tech world is not so much an environment change as a dominating factor in the very existence of future law enforcement itself. If law enforcement managers reject this fast-paced change in technology, their agencies may continue their existence on a temporary (today) basis, but inevitably a premature death will result. They must develop new theories of management of the future plus redefine even the present day way of doing business.

The future technological needs of the police managers will vary somewhat from those of the population in general. Man will focus major emphasis on: food, transportation, water, automation, military requirements, communication systems, power sources and opportunities of space exploration. The police manager of the future will be concerned about all items that man in general will be. In addition, the manager will require the acquisition of both equipment and operators for:

- Robots
- Computers
- Lasers
- Telecommunications Systems
- Holographics Systems
- Fiber Optics Functions
- Biological/Biometric Systems
- Micrographic Systems
- Advanced Management Information Systems

Police managers need to prepare their "modus operandi" (method of operation) of the future in strategic form. They must remember that the concept of "strategy" finds a close parallel to military operations. As such, strategy may be defined as the linked behavior predicated upon two principles:

1. The art or science of using such factors as time, space, geography, politics, and trends and events, together with available or potential power is fused together to achieve a previously conceived objective.
2. The use of these factors to create advantageous conditions for meeting the enemy in combat ...¹
(meeting and defeating the criminal)

The rapidly changing technological world will continue to be an on-going challenge for police managers of the future. In this information revolution, highly trained/skilled and educated civilians will be necessary for law enforcement to meet the criminal on a most sophisticated plain and render the offender to the justice system.

¹Richard Kells, "Global Corporations: The Emerging System of World Economic Power," New York: The Free Press, 1976, p. 186

Appendix D

CIVILIANIZATION QUESTIONNAIRE

Please complete questionnaire as it applies to your agency regarding civilians (paraprofessionals) working in various assignments that were formerly performed by sworn officers, i.e. accident investigation, report takers, investigative aid, police service officer, etc.

1. DEPARTMENT SIZE

- A. Sworn: No. _____
- B. Non-Sworn (Clerks, Jailers): No. _____
- C. Civilians/Paraprofessionals: No. _____

2. CITY SIZE

- A. Under 100,000
- B. 100,000 - 200,000
- C. 200,000 - 400,000
- D. 400,000 - 500,000
- E. Over 500,000

3. CIVILIANIZATION PROGRAM (PARAPROFESSIONALS)

- A. Yes
- B. No

4. IF YES TO #3, IN WHAT CAPACITY?

- | | | |
|---|--------------------------|----------------------------|
| <input type="checkbox"/> A. Accident Investigation | <input type="checkbox"/> | E. School Resource Officer |
| <input type="checkbox"/> B. Report Takers | <input type="checkbox"/> | F. Other - Please explain: |
| <input type="checkbox"/> C. Investigative Assistants | | _____ |
| <input type="checkbox"/> D. Community Service Officer | | _____ |
| | | _____ |

5. TYPE OF AGENCY

- A. City
- B. County
- C. State
- D. Federal
- E. Other

6. SALARY RANGE FOR THE PARAPROFESSIONAL

- | | |
|--|--|
| <input checked="" type="checkbox"/> A. \$1,000 - \$1,200 | <input checked="" type="checkbox"/> D. \$1,600 - \$1,800 |
| <input checked="" type="checkbox"/> B. \$1,200 - \$1,400 | <input checked="" type="checkbox"/> E. Over \$1,800 |
| <input checked="" type="checkbox"/> C. \$1,400 - \$1,600 | |

7. IF YOUR AGENCY HAS SOME FORM OF A CIVILIANIZATION PROGRAM, IS IT/ HAS IT BEEN GOOD FOR YOUR AGENCY? HAS IT BEEN EFFECTIVE?

- A. Yes
- B. No

Please explain: _____

8. TYPE OF AGENCY GOVERNMENT REGARDING OPERATING POLICIES, BUDGET, ETC.

- A. Charter form
- B. City Council/City Manager
- C. Administrative Officer
- D. Other - Please explain: _____

SK:dc
 O259B:14B

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