

**WHAT WOULD BE THE FEASIBILITY OF USING A NON-PAID
WORKFORCE IN PUBLIC SAFETY BY THE YEAR 2006?**

JOURNAL ARTICLE

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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).

INTRODUCTION

Populations are increasing, law enforcement budgets are decreasing and the overall cost of doing business increases annually for law enforcement. The taxpayers who seldom use public safety services continue to offer ballot initiatives¹ to lower their overall tax burden. Most law abiding citizens support their local police but they would rather do it in spirit than through their wallets. Therefore, some serious thought has to go into how to overcome these future challenges.

The public school system is leaning toward corporate sponsors to offset their declining budgets, enabling businesses to advertise on campuses in exchange for monetary support. College football uniforms that display Nike logos is one example of such a corporate exchange. Painting “donated by Taco Bell” on the side of a police car is one alternative. However, another alternative would be to merely use available resources more efficiently. Civilianization is a start in that direction and will continue to expand. A much more drastic approach however would be to use free labor to accomplish what cities and counties are presently paying for.

This article represents the culmination of a study project that focused on the uses of public safety’s unpaid workforce by the year 2006. The information contained in this article is as a result of literary research and the results of several focus panels.

This article will also address the following sub-issues related to effectively using this unpaid labor:

- **How can non-paid workers be obtained?**
- **Who are the political supporters and objectors?**
- **How can the objections of the objectors be overcome?**

WHAT ARE NON-PAID HUMAN RESOURCES

In order to better understand what is meant by the non-paid workforce, a detailed definition is in order. This list is by no means all inclusive but represents what is available to most law enforcement agencies today.

Non-paid human resources that are available today, but which can be better utilized by 2006, can be broken down into four distinct categories: volunteers, reserve officers, explorers, and court appointed individuals. These broad categories can be broken down even further.

Civilians

Civilian volunteers of today are used for a variety of tasks. Currently, the South Gate Police Department, and other Southeast Law Enforcement Police Agencies², use volunteers in the records bureau, training and research, detective bureau, emergency services and crime prevention. Volunteers include retired police officers, citizens on patrol, technical specialists, clerical staff and college interns. The tasks they perform are only limited by their ability and willingness to perform the job. As an example, the South Gate Police Department uses civilian volunteers to serve criminal subpoenas to civilian witnesses anywhere in Los Angeles County.

Civilian volunteers can be recruited through a variety of ways. College interns are recruited by contacting Criminal Justice Departments at local colleges. Students majoring in Criminal Justice are also looking for some exposure to their selected field prior to graduation. A strategy for recent college graduates is to perform volunteer work while gaining valuable experience.³ If these graduates happen to select a potential employer, so much the better. This form of job experience has been very helpful in other professions like attorneys, architects and medical doctors. Other volunteers are recruited through advertising on flyers inserted in water bills or by running ads in the newspaper. Some of these individuals become interested through a commitment to community service, while others are again looking for some job experience they can use to help them land a paying job.

Reserve Police Officers/Deputies

Reserve Police Officers are moving to a new level in the State of California effective January 1, 1997.⁴ The new training requirements will assure that they receive the same number of hours in the academy as full time officers. Their training will mirror that received by sworn officers around the State. This increase in capability will broaden their uses and expand their experience levels. These officers are willing to volunteer their time while waiting to become full time officers. Even though their training will qualify them to work full time after they graduate, these paid positions will not be available for all of them immediately. In addition, law enforcement agencies would rather have the luxury of trying a candidate out for a while before deciding to employ them full time.

This group of volunteers is recruited through advertising and at police academies that

specifically train reserve officers. Police academies are the preferable place of recruitment, since these students who are attending at their own expense and on their own time have already displayed the interest and the commitment. In addition, since up until now the Fair Labor Standards Act has prohibited non-sworn employees of law enforcement organizations from volunteering at their own organization, advertising at other law enforcement organizations for reserve officers is another recruitment suggestion. Open testing through newspapers and other media will also produce some good candidates.

Explorers

The Boy Scouts of America Police Explorer Posts benefit both the young people participating and the Law Enforcement Organizations that host them. The explorers both prepare for a future and supply a needed work force during this preparation. These teenagers are eager to learn and get as involved as they are permitted. If they are used correctly, they can literally be raised to fill future full time openings.

Explorers are recruited at the schools they attend, on field trips to the police department and by personal contact in the community between officers and young people.

Court Appointed Individuals

Court Appointed, non-paid, human resources currently come in two classifications, trustees and community service workers. Trustees vary from agency to agency⁵, but are basically in-custody prisoners. Community Service Workers are defendants convicted in court and then assigned to do volunteer work through a court sentencing program.

Contact by a law enforcement agency with the local court sentencing programs in the

area, will assure a steady stream of Community Service Workers. A civilian volunteer can be used to coordinate and supervise this effort.

Trusties do not require much recruitment. If a law enforcement agency makes it known to the various courts in the area that a trusty program is available and the judges are willing to allow sentenced prisoners to participate, they will find those participating departments. A law enforcement agency that wants to “hire” trustees merely needs to write to the presiding judge of the courts they wish to participate with. The presiding judge will then inform the other judges who will then tell the defense attorneys who defend clients in their courtrooms. Once a defense attorney gets a client who has been approved by the judge to participate in a trusty program the attorney will contact the law enforcement agency to get the details regarding cost and available times.

Summary

In summation, Mary Ann Burke authored a book about recruiting volunteers.⁶ In it she discusses several ways non-profit organizations can actively recruit volunteers but this same information would apply to any organization. Previous to government entities becoming involved in using volunteers, most people equated volunteering to such non-profit groups like the Red Cross and We-Tip International. The information she writes about is very relevant to law enforcement and other public service agencies since they are also non-profit organizations. She also writes about the growing competition and necessity to woo selected volunteers from the growing demands of public service organizations. That growing competition is going to be very important to organizations that develop a volunteer program early.

To further emphasize the importance volunteering is having on society in general, the University of Colorado will be holding a class on volunteer management for the first time in 1997 because of interest in the field.⁷

ISSUE VALIDATION

The ideas regarding future uses of non-paid workers and certain future events that could take place were discussed with a cross section of community members familiar with the topic. An exercise known as a Nominal Group Technique was used to gather these future predictions. What follows is a brief explanation of that technique just to give the reader an understanding of how the information came about.

This technique was chosen over other data gathering methods in order to identify important trends and possible future events because it is a proven method of quick and concise data generation. The basic premise of the process is to gather information from people with some authority or expertise in a given area and solicit their help in identifying emerging trends that might influence and events that could impact the outcome of the issue. Through this process both confidence levels and probability percentages regarding the data produced are obtained and used in the futures study⁸.

The members came from a very diverse cultural background, (3 Hispanics, 1 African-American, 6 Caucasian), gender (3 Women, 7 Men), and occupational base (described below). One of the members was a person with a disability requiring a wheelchair. They were chosen for their individual interest and/or involvement with the issue.

The ten panel members were; (1) a hospital administrator who developed the volunteer

program at St. Mary Medical Center, Long Beach, CA., (2) an operations captain from the South Gate Police Department, who ran the volunteer program for three years as the Administrative Captain, (3) an Elementary School assistant principle, (4) a Police Sergeant, from the Downey Police Department and a member of the Downey Police Officers Association Board of Directors, (5) a bank manager for 1st Nationwide Bank who is actively involved in community volunteer work through Rotary International, (6) a City Council Member who was also an union representative, with twenty-eight years on the staff of an international union, (7) a police intern attending Long Beach State University, (8) a business owner and recent Graduate of the South Gate Police Department Citizen Police Academy. He is also a Commissioner of the City of South Gate Parks and Recreation Department and a volunteer football and baseball coach, (9) A second business owner, and lastly, (10) an Attorney at Law, practicing in labor law.

These people decided on twenty occurrences that were most likely to happen in the future. These were things that they thought would have either a positive or negative impact on using non-paid human resources by the year 2006. Without these predictions little could have been done toward developing a future plan that had some merit.

It is important to realize what the future may have in store so one will know what to prepare for. This panel of “experts” discussed money, the future availability of volunteers, gangs and the impact on paid employees. They also talked about different languages spoken, crime in general, the possibility of the Sheriff cutting back on some of the free services currently offered by the Sheriff’s Department and additional supervisory training to deal with volunteers. Other issues that came up were possible law suits or legal actions, benefits for volunteers, tax breaks, and State and Federal funding losses.

This group felt that the time was approaching when budgets for public service agencies may actually have to begin going down instead of up. One of the indicators was the present move the Federal Government was taking to reduce its workforce. The consensus was that this would have a trickle down effect.

They also felt that there was no shortage of available volunteers.⁹ Many of the people in the room were volunteers themselves and knew they were willing to donate their time and felt many other people felt the same way.

This group also believed that the level of gang violence was going to continue. This would result in more law enforcement involvement, even though efforts are being undertaken to decrease gang violence with programs such as Drug Abuse Recognition Education. The medical community is now supporting a “no violence” program to help reduce medical costs nationally because of injuries. Even with these efforts, the annual increases in gang membership suggests this problem will continue to proliferate.

They also discussed Citizens on Patrol a program that evolved from the Citizen Police Academy concept originating in San Jose in 1984. They felt that volunteer roles could be expanded beyond vacation checks and graffiti surveillance. They saw no reason why these volunteer officers could not handle routine reports and even be used for preventive patrol.

Their discussion included the idea that the paid workforce already gets upset when overtime is cut or when pay raises are less than what they had anticipated. A lot depends upon the extent the unpaid workforce is used to supplement services now provided by paid workers as to how it will effect the present workforce. If handled properly, as will be discussed later, using non-paid workers could have a very minimal effect on existing paid workers.

They also felt that bi-lingual employees, paid and non-paid, will no longer be acceptable as the communities become more diverse. Law enforcement agencies will need multi-lingual people to communicate and effectively deliver service to members of their community. These multi-lingual people can come from the community rather than be a job requirement of the present workforce. Today's employee has a possible thirty year career ahead of them. Demographics are very likely to change within the length of their career. Hiring people that reflect the community today does not necessarily mean they will still be representative of it in twenty to thirty years.

According to the Federal Bureau of Investigation crime index reports, overall crime has been declining since 1981. The incidence of violent crime is increasing, which in the writer's opinion could be due, in a large part, because non-violent crime is becoming more difficult to commit because of citizen awareness and education. Sworn officers could be better used fighting violent crime than handling mundane routine reports. A group of non-paid workers could pick up the more repetitive tasks, thus freeing up the true law enforcement professionals to fight real crime.

Carrying that thought further, as the unpaid workforce is more effectively managed, what will be the overall impact on sworn police officers? Could some people actually lose their jobs as a result of the utilization of volunteers and others? Or, will the paid law enforcement professional accept the help gratefully? The panel of community members used in this study believed that the numbers of paid workers could actually decrease over time as non-paid workers became more widely used. The tasks performed would just be transferred from paid to non-paid employees. The paid employees would then become more highly

specialized and would perform the more important or technical work. But, if the demands of the paid workforce were increased because of this additional responsibility placed upon them, their pay could increase appreciably. If that turned out to be the scenario, both sworn officers and paid civilians who benefit will embrace the idea.

Currently, volunteers are given yearly awards banquets and expressions of appreciation from the local dignitaries. Some other forms of recognition might be forthcoming that will make the position more desirable. Some of that recognition could come in the form of benefits paid for the volunteers. The employing entity for example, would obtain a free worker for the price of medical and dental insurance. The cost versus benefit will be realized quickly once the idea catches on. And then another real possibility would be tax breaks for those who volunteer. According to the Internal Revenue Code, Publication 17, a taxpayer who does volunteer work for any Section 501(c)(3) charitable organization can deduct twelve cents a mile and other expenses directly related to their volunteer activities. Federal legislation could be introduced that would add a per hour time deduction which would make it a much more lucrative activity.

The panel also discussed the possibility of some free services provided to small law enforcement agencies being curtailed or canceled if county funding was to decrease. Currently the Los Angeles County Sheriffs Department is mandated to maintain the county jail and provide law enforcement service to the unincorporated areas of the county. Beyond that, the Los Angeles County Sheriffs Department provides free crime lab service and major crime scene investigation to any incorporated city in the county without cost. They also provide other ancillary services such as K-9 dogs, special weapons and tactics teams, and air

support on an as needed basis, also without cost to the provided agency. These free services are likely to be withdrawn in the future.

Some discussion also ensued regarding preparing the law enforcement industry for this new approach, the idea that non-paid workers would actually replace paid workers. The Commission on Peace officer Standards and Training could mandate that all sworn supervisors of volunteers attend a special course geared exclusively on how to supervise the unpaid worker effectively. There was an agreement that some changes in supervision techniques would have to be made. Additionally, acceptance by the sworn workforce is likely to lessen as more uses are found for unpaid labor. Sworn officers might see this as a decrease in their career opportunities as tasks that they used to do are accomplished more frequently by non-paid retired officers who are able to do the job just as well. This would have a significant effect on the sworn workforce leading to frustration and might result in a job action in the form of a strike or slow down.

As more unpaid workers are used to supplant existing law enforcement job functions, PORAC (Peace Officers Research Association of California) could see its ranks shrinking and bring suit against a local police department on behalf of its members. That is a real possibility if there was not some benefit to the current workforce as discussed previously. The group felt that presently public service departments either work with less staff than are normally assigned to a shift or, if necessary, bring in additional paid workers in the form of overtime or temporary agency help. In the future, these organizations would use an unpaid worker who has been previously trained to fill in for a paid worker during a short absence.

Then, once unpaid workers are assigned as paid workers, workers compensation coverage might include everyone at the workplace, regardless of compensation. Presently, volunteers are not covered by workers compensation insurance unless they are performing a special paid function. One example would be a reserve police officer attending court. Reserve police officers are not normally paid for their normal volunteer time. However, these officers are compensated at a regular paid officers pay rate when they are asked to testify in court. While they are involved in the court appearance, including travel to and from the court, they are covered by the same workers compensation system other paid employees are covered by.

Another consideration to be dealt with is that, as unpaid workers get more involved and become a larger part of the workforce is they would be just as likely to cause some legal action to be brought against the employer as paid employees. A large payout is likely as the volunteers expand their roles.

Last, the discussion turned to a possible elimination of some Federal and State funding. There is talk in the federal congress of expanding block grants so as to let local jurisdictions have more control over expenditures in their own communities. If this was reversed or eliminated block grants would have a significant impact on local governments. Agencies would have to engage in more creativity with respect to staffing, resulting in an increase in the use of unpaid workers.

And then after block grants replaced revenue that used to go directly to the State of California for their selective distribution, the state would have less money to distribute. Once the State of California curtailed some of the revenue they use to pass along to counties and

cities municipalities would end up receiving less. Local incorporated government entities are at the bottom of the revenue chain and would suffer the greatest revenue shortfall.

This group of people felt that all of these ideas represented real possibilities based upon their knowledge and experience. Some of their ideas may be a little drastic. But as Hammer and Stanton point out “Everything you took for granted only yesterday may have changed overnight due to new technology or customer preferences”.¹⁰

PLANNING FOR CHANGE

A panel of people¹¹ within the South Gate Police Department was put together to help devise a plan to implement the idea. This panel discussed both the political supporters and objectors and a strategy was developed on how best to overcome the objections of those against it.

An important part of the plan is to identify the people who will be impacted by the issue. Their interests in the issue need to be considered as well as assumptions as to their support or lack thereof. Another faction to keep in mind are the unanticipated or seemingly unimportant players who can emerge unexpectedly and derail the best intentioned plans.

Ten people or groups that were likely to be impacted were identified as well as assumptions as to their position for or against the issue. Their individual positions are discussed below.

The first group, and one that will be very supportive, is the volunteers themselves. Some risk is involved for those who are currently volunteering since some could jockey for positions of power once they see the opportunity. Others could expect full time employment

as openings occur. This could turn out to be an excellent pool of paid employees as their training and competency improves.

The next group considered are the paid employees. They will quite possibly be against the idea because they will see it as a threat to their job security. As previously mentioned, vacancies and shortages of manpower are currently subsidized by allowing present employees to work overtime. That satisfies both the employer and the employee. The employer gets someone to fill a position that they would have had to fill with another full-time paid employee at a much greater cost than time and a half overtime pay, (25 -50% more because of basic wages plus benefits). And the employee supplements their wages at a much higher rate than they normally earn. These overtime wages might suffer as well. However, they will support being relieved of the mundane tasks they never enjoyed. In addition, once their technical knowledge and value increases and is reflected in a higher wage, their support will increase.

The third group are the supervisors who will support the increase in manpower but be opposed to any increase in their own work load. Their workload will have the greatest impact. They are the front line supervisors who must ensure the work gets done. All of the direct supervisory responsibilities falls on their shoulders. They should, however, be very supportive of the overall concept since it is beneficial to the organization as a whole.

The fourth group is the organizations managers. They have every reason to support the concept. Personnel costs will either be reduced or at least remain constant. The image presented to the community is positive in that they will be making the local government officials look more fiscally responsible. On the down side, they will be equally concerned

about the increased work load much like the supervisors. Yet their work load will not increase as incrementally as that of the supervisors. They will merely have more overall employees to be responsible for. And, they will be a little uncomfortable with whatever direct access volunteers may have to elected officials and the police chief.

The next group are the local elected officials, who outwardly will be extremely supportive, since it can provide significant cost savings to their budget. They could however feel a little uneasy about the new power base that could be created by some of the volunteers. Prior to this approach, one of the few ways a member of the community could become involved in the direct operation of the government was to be appointed to a commission by an elected official. Now they would be directly involved as a volunteer member of the organizations that they consider part the government, the police or sheriff department.

The sixth group to be considered are the City employees outside of the police department. Like the full time police employees they may initially see this as a threat to their job security and overtime losses for the same reasons the full-time officers had, less opportunity to add to their income. Yet, they should support the idea once they recognize that if the program is expanded to include them they could benefit a lot like the police employees with more knowledge that will eventually equate to more pay and less undesirable, boring and mundane tasks.

Finally there is the community at large, which can contain some serious supporters. Not only will community members be able to participate, they will reap the rewards of the program as well. The community will receive a lot more service than they have had in the past. Volunteers could handle miscellaneous reports that used to be filled out by the victims

themselves and mailed in. Volunteers could fill out simple traffic reports that did not require the expertise of a sworn traffic officer, like deciding fault and the cause of the accident. More homes could be checked while people are on vacation. Preventive patrol would increase, as would a lot of other personal contacts that have been cut back on with shrinking budgets. Personal contacts like personal follow up calls to victims of minor property crimes could be made again, instead of just a telephone call or sending a form letter in the mail. Individual agencies are well aware of what personal contacts have been eliminated over the years and could re-institute those that they considered important.

Although using non-paid workers to replace a paid work force would be a tremendous cost savings of their tax dollars, some of the taxpayers may not feel well served if someone other than a paid public servant shows up when they need service. People who pay for uniformed officers feel a sense of security when an officer shows up at their door. A similar transition to this mind set took place when departments began using civilian community service officers instead of sworn officers to answer routine report calls. That practice has been widely accepted, as will this approach.

All of the referring agencies would benefit from this approach. The use of more trustees and community service workers means less jail overcrowding for the courts. Colleges and volunteer organizations would have an expanded network to use to refer their clients.

The ninth generally supportive group would be other municipalities who would be allowed to incorporate a similar program. They would derive the same benefits that have been outlined for all of the individual groups mentioned. As their budgets shrank, rather than reduce their service, they could bail themselves out of a potential serious problem by

following the lead of their neighboring city that incorporated this philosophy. Their sworn and civilian work force would become better specialized and increase their worth. Their policy makers would be recognized as fiscal conservatives. The community could get more directly involved in their government etc.

The tenth impacted group, the bargaining units of the different employee groups, would not be supportive for a variety of reasons. Since employing non-paid workers does not expand the paid workforce they will see this as a threat to future job security. They will recognize the loss of overtime pay available. And last, they will object to the more flexible discipline given to non-paid workers versus paid employees.

All of these groups have a stake in the utilization of non-paid workers. They will each be affected in one way or another as they non-paid worker's role is expanded. Their ultimate support is necessary for the plan to be successful.

OVERCOMING OBJECTIONS

Next, a strategy was selected that would overcome the objections of those against the project. The preferred strategy selected was to form a citizen/employee committee to develop an implementation plan. This was selected for a variety of reasons.

First, the stakeholders are involved in formulating the plan. Representatives from the affected groups would be given the opportunity to develop all the aspects of the program.

Second, the community would be involved from the beginning. Interest for the program could be established from the start. Implementation would meet less resistance because those involved in the development would become sales associates.

The identified disadvantages of that approach were that the end result could be quite different from what management had in mind. The personal agendas of the participants would be incorporated in the final product. A conflict could develop as a result of differences of opinions between the citizens and paid employees. Additionally, some consideration has to be given to the previously mentioned groups that will be most directly involved.

The groups most directly involved in the process, police employees, police supervisors, police management, and members of the community at large, will be supportive of this development approach because of their involvement. The bargaining units will still be opposed because of the effect on their power base. Local officials, referring agencies and prospective volunteers will be supportive because the overall program is being developed. This strategy will not impact the other stakeholders, other South Gate city employees, and cities other than South Gate. This strategy would have the broadest support of the groups involved. With the participation of the majority of them success of the overall project is more likely.

The bargaining unit, will still be opposed to the overall philosophy. Some of the bargaining units representatives would be involved in the planning process. However, their core philosophy is absolutely opposed to cutting paid positions. Their rank and file include people with a laborers mind set, if there are less people to do the work they were hired to do there will be more work for them to do, making their job more difficult. Therefore, it would not matter which strategy is used to implement the program, they would ultimately be opposed to it.

The last hurdle in making this program feasible is obtaining the benefits for the

volunteers, as addressed earlier. This is accomplished by getting the State legislators behind the project. The League of California Cities and the California Chiefs of Police Association would be good vehicles to sponsor the legislation¹² and recognition ideas¹³. These groups have a pretty clear picture of what the future looks like without adequate resources. If you get the elected officials behind an idea, it's hard not to implement it.

OVERALL FEASIBILITY

Is this a viable program? How does it differ from present volunteer programs? Can it actually be implemented? The answers to the preceding questions are simple.

It is a viable and worthwhile program. As discussed, the non-paid workers are available and most are being used to one degree or another presently. Once a conscious decision is made to use them in a different capacity old philosophies need to be set aside. They will be looked at as just another resource to be managed. The supporters of such a program outnumber those in opposition. There are no real losers; "losing" is only a perception in the minds of some of those effected. Increasing the number of employees is always helpful when there is something useful to be accomplished.

And, the objections that could be raised by those against can be overcome. No one will lose their job as a result of expanding the workforce. The only paid employees that are directly impacted are the future employees that may not have to be hired as non-paid workers assume the duties of paid workers. This will merely be a redefining of roles that results in increased service to the clientele.

This idea differs greatly from current volunteer programs. Current programs use

volunteers, who are mostly senior citizens, for filing or simple data entry. Sometimes present programs are more for the benefit of the volunteer in order to keep them busy and offer some social time than for the benefit of the organization they work for. The approach suggested would first look at the tasks that have to be performed by the present work force and identify those specific jobs that could be done by a volunteer and then use them for those identified tasks. After enough tasks have been identified and then reassigned to a non-paid worker¹⁴ paid positions could be eliminated, or moved, or expanded to more important work or whatever the organization sees fit. Some of these identified tasks can also be done by the other non-paid workers like community service workers and trustees. They can do a lot more than just wash cars and shred paper. This program merely requires more management and initial planning.

It can definitely be implemented. Whether an organization currently uses any non-paid workers or not, they could begin developing a program. Once the leaders of the department make a conscious decision to move forward they could develop a unique program. The resources are available today and they just need to be put to work.

This approach to a profession like law enforcement is ripe. This takes the Community in Community Policing to a new level. By investing in individuals with new skills and purpose it could lead to a “rebirth of the spirit”¹⁵ of the organization.

SUMMARY

The disorganized gangs of the present do not experience the same fiscal budgetary problems the police do and their numbers and resources increase each year. Their numbers could continue to increase if some of the non-essential services like parks and other social programs geared toward keeping kids busy are cut to add more personnel to the more

essential departments¹⁶.

Public safety makes up a large percentage of the budget in most counties and cities. It is also deemed to be of the most important service provided to the community. Law enforcement knows the importance to reducing the temptations of juvenile delinquency by maintaining a parks and recreation program. Yet, when local government budgets get depleted, cuts are made in what is considered non-essential services. These cuts would have a domino effect. The less programs for youngsters to be involved in equates to more trouble they will find to get into instead. Then law enforcement will be inundated with new "clients". As a result, the less effective public safety becomes because of a lack of resources, the stronger the criminal element becomes.

In the future these criminals could have all the latest equipment and weapons at their disposal. After all, they do not have any budget constraints. If smaller law enforcement agencies fail to implement drastic cost saving projects such as putting non-paid workers to work they could end up as just one big police department, responding to one emergency after another and never really catching up.

The non-paid workforce is how public service will survive in the year 2006. The only jobs they will not be able to do are those that require special training and credentials like police officer and firefighter. All of the mundane tasks now performed by public servants can be given to non-paid workers in order to free up specialized positions to do more of what they do. Officers can better concentrate on actual crime fighting if they can rely on someone else to direct traffic, take basic reports, give advise, investigate minor offenses, do preventive patrol and handle neighborhood watch.

Before revenues begin to decline an effort needs to be made to improve the overall efficiency and effectiveness of law enforcement. The possibilities are only limited by the

imagination of the administrators and the opportunities they afford their non-paid workers who are more than willing to get it done.

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Endnotes

1. California Proposition 13 and Proposition 218.
2. Huntington Park Police Department, Bell Police Department, Bell Gardens Police Department, and Los Angeles County Sheriffs Department.
3. Weinstein, Bob, *I'll work for free: a short strategy with a long-term payoff*. New York, NY: Holt, 1994.
4. Commission on Peace Officer Standards and Training 1997 guidelines.
5. Los Angeles County Sheriffs Department uses in custody prisoners while the South Gate Police Department receives a fee from trustees in order to avoid custody.
6. Burke, Mary Ann, *Recruiting Volunteers: a guide for non-profits*, Los Altos, CA: Crisp Publications, 1992
7. University of Colorado at Boulder, Volunteer Management Program, 1996
8. The Technical Report section titled, *What Will Be The Projected Uses of Public Safety's Non-Paid Workforce By The Year 2006*.
9. Ever since the South Gate Police Department began its volunteer program there has not been a shortage of applicants. It has grown from six in 1985 to forty-eight in 1995.
10. Hammer, Michael and Stanton, Steven A., *The Reengineering Revolution*, Chicago, Il: HarperCollins, 1995.
11. The panel members were: a deputy chief, a captain, a detective lieutenant, a patrol lieutenant, a traffic sergeant, an emergency services manager, and a patrol field training officer.
12. Legislation expands to include volunteer tax deduction.
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