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**WHAT IS THE FUTURE OF RETIRED PEACE OFFICERS  
AS VOLUNTEERS IN LAW ENFORCEMENT?**

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An  
Independent Study

Presented to  
POST Command College

\* \* \*

NCJRS

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by  
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WHAT IS THE FUTURE OF RETIRED PEACE OFFICERS  
AS VOLUNTEERS IN LAW ENFORCEMENT?

EYECUTIVE SUMMARY

This Independent Study began with some disturbing predictions for twenty-first century law enforcement. Projections for the future show a decline in the availability of two precious commodities--money and people. The entry-level worker population will shrink at a rate of 2 to 3 percent for each year to follow. Similarly, public revenue resources have already dwindled due to a reduced tax base and loss of federal revenue sharing. These losses will continue. The question police administrators will soon be asking is, "Where will I find new employees and how shall I pay them?"

In the search for answers to this dilemma, primary consideration was given to alternative resource development. More specifically, the research probed expanded use of volunteers in the police work place. Admittedly, volunteers are prevalent in law enforcement at the present time. But a group of potential volunteers is conspicuously absent from policing, a group trained and experienced in law enforcement techniques.

Retired peace officers have been essentially overlooked as a possible volunteer supplement to sworn officer strength. Are retirees willing to return to the police ranks as volunteers? If they are, what roles could they fill? Would police administrators and the rank-and-file accept their presence?

The Study polled three retired peace officer associations and responses were received from 98 former officers. Interviews were conducted with past and present police chiefs as well as two prominent police labor leaders. The results disclosed: (1) A majority of police retirees are willing to volunteer in a variety of capacities; (2) Police administrators would welcome their return, and (3) Labor opposition can likely be resolved through negotiation.

Numerous legal implications are recognized in this proposal. Among these included civil liability, workmen's compensation, and Social Security eligibility. The Study examines each issue and offers recommended strategies obtained from interviews with two deputy city attorneys.

The Study contains results of a nationwide search for precedent programs. None were found; however, from Illinois and California came three similar instances of retired officers volunteering their expertise to operational police agencies. The study incorporated the results from these pioneer efforts as part of a strategic plan of action.

Finally, a detailed transition plan is outlined recommending appropriate policies and procedures for reintroducing retired police volunteers into law enforcement. The transition plan is divided into three phases. The Planning and Organization phase includes creation of policies, goals, and objectives and establishing a budget process. The Implementation phase speaks to requirements for job descriptions, recruitment and selection, orientation, training, and contingency planning. The last phase, Evaluation, urges the creation of a Program Review Committee and procedures necessary for conducting audits and assessments of the program while it is in operation.

## PREFACE

The inspiration for this Project (although I had no such awareness at the time) can be traced to the Autumn of 1979, when I was assigned to command the Oakland Police Department's Personnel Section. I soon came to realize that the personnel component of a bureaucracy essentially brackets an employee's career. Personnel is the first organizational contact for the newly hired employee, and also the last, when a departing worker is processed for termination. It was while performing the latter task that I made an important discovery.

With the exception of involuntary terminations, we in Personnel were required to conduct what were called "exit interviews." Basically, the purpose of the interviews were to determine *why* employees left the Department and possibly uncover any practices and policies that contributed to the person's premature departure.

The intended purpose of exit interviews did not really apply to officers being processed for retirement but we administered them anyway. Retiring officers seemed to enjoy being asked to reflect back on their career and offer constructive comment on the Police Department. After listening to the many experiences of the recently retired, I became

aware of how those of us who remained in the organization could benefit from these valuable insights.

This sharing of these often nostalgic moments of an employee's career inevitably drew a question from me about future plans. Some departing officers had second careers awaiting them. But just as many were going to fulfill long-held dreams and finally live "the good life"; enjoy life's pleasures without the constraints of a job commitment. After hearing variations of the same dream numerous times, I tagged this vision the "Winnebago Syndrome," to symbolize those retirees who were going to jump into a travel home and journey off whenever and wherever they wanted.

But even retirement does not permit all dreams to come true. Over a period of months after their departure, I would run into many of these retired officers and naturally inquire how they were enjoying this newfound freedom. Sometimes the responses surprised and disappointed me.

More than a few police retirees would admit to some restlessness and lack of purpose with their lives. They said you can only travel, play golf, or do nothing for so long, then you become bored; and they were bored. Some of the more insightful retirees told me that leaving an adventurous and challenging profession like police work for a sedate retired life was too much of a change in their lives. They missed the

job, and most of all they missed the guys with whom they worked. Law enforcement they found, had no substitute in retirement.

I knew virtually all of these retired officers from their days on the Police Department. Most were dedicated, experienced, talented people who had made a career-long investment to the profession. Their departure was a loss to law enforcement; yet, here they were still yearning for the opportunity to contribute. I was struck by the profound waste of a valuable resource, not to mention the individual loss by officers having self-fulfillment needs that retirement status could not meet.

How representative were the feelings of these retired peace officers? Is there anything that prohibits retired peace officers from volunteering their vast skills to their profession? Has this ever been tried before, and if it has, what were the results?

The following study seeks the answers to these questions. It also addresses some related concerns. For example, this paper will identify a crisis in law enforcement that is only just now beginning to emerge. Demographic trends for this country show declining numbers for the entry-level work force. This is bound to frustrate efforts to replace retired

and retiring peace officers. Alternative resources have to be sought and applied as the more traditional ways for maintaining staffing levels will not suffice.

In trying to resolve this growing dilemma of diminished personnel resources, one answer may be found within the population that partially caused the problem in the first place. Peace officers retire, thereby creating vacancies within the ranks they have vacated. If these officers can be allowed to return in some productive capacity after retirement, the source of this police staffing problem then becomes part of the solution.

## INTRODUCTION

Imagine yourself for a moment as a newly appointed chief of police in a California community. Imagine further that you expect to serve in this capacity for at least the next fifteen years. You want to prepare your department in such a manner that it will operate with maximum effectiveness from now to the Twenty-First Century and beyond.

Should you also happen to be a POST Command College graduate, this lofty ambition would be aided by the use of some of that College training you received on how to determine and influence the law enforcement future. You recall the dictum, "The past dictates the future" and remember the importance of developing past and current trends as a means for revealing what lies ahead.

### Trend Identification

California's law enforcement future is determined by first identifying those major issues affecting policing at the present time. The futurist researcher, Wayne Boucher, describes contemporary social issues as "candidate trends" and lists the following techniques which can be employed in the identification and development of these trends:

- Literature search/scanning
- Brainstorming
- Polling
- Nominal Group Technique
- Personal reflection
- Others, including combinations of above<sup>1</sup>

Our imaginary police chief would possibly note that all of the above techniques are used by Command College students in the development of their Independent Study Project. Taken in total, these Project topics presently number close to sixty. They also represent a comprehensive summary of the future of law enforcement. These sixty subject areas thus serve as an ideal listing of candidate trends for California policing.

After a close examination of these various research topics, numerous repetitions and similarities were found to exist. Are there some commonalities to be found which would allow us to pare this unwieldy number of issues to a more manageable set of trends? Or another way to express it would be: Could a prospective law enforcement trend be validated by confirming this trend to be the basis for numerous Command College Independent Research papers?

#### Five Primary Law Enforcement Trends

Virtually all of the Independent Study topics, or candidate trends, can be grouped into five major areas. These

grouped subject areas thus become Primary Trends. Excluding those few topics addressing a limited and highly specialized issue, Independent Study topics fell into one or more of the following trends:

TREND NUMBER ONE. The growth of technology and its implications for law enforcement

TREND NUMBER TWO. Demographic trends, particularly those involving increasing numbers of people grouped by ethnicity or age

TREND NUMBER THREE. Diminishing resources and rising costs for police operations; alternative resource options

TREND NUMBER FOUR. Increasing performance and efficiency in law enforcement

TREND NUMBER FIVE. Law-related trends that impact policing

These Five Primary Trends serve as a benchmark for relevance whenever a futurist-trained police administrator seeks to identify and address emerging law enforcement concerns. If the emerging issue should embrace more than a single trend, its relationship to a possible law enforcement future is enhanced accordingly.

#### Other Relevant Trends

The Primary Law Enforcement Trends are themselves comprised of more specific trends. Some of the more precise

law enforcement trends require comment as they have direct bearing on the topic of this Study. For example, California policing must soon cope with an emerging demographic trend that will profoundly impact future policing and the larger society. Census figures project a declining available entry-level worker population. Conversely, the other end of the age spectrum finds our older population increasing and the numbers of our elder population continuing to grow in the years ahead. Finally, the trend of rising costs and decreasing revenue for public service will be sustained. This trend, incidentally, will have a more adverse affect on law enforcement than any other branch of local government.

The Coming Recruitment Crisis. Law enforcement recruiters try to select "career oriented" personnel to minimize the cost of training newly hired peace officers. This practice, combined with the rigid and demanding health and physical standards for police, creates a recruitment bias for younger persons. Unfortunately, that segment of our work force is shrinking. According to data provided by the Bureau of Labor Statistics, the numbers of persons age 16 to 19 have declined by 39 percent in the past 10 years.<sup>2</sup> The youth population will continue to decline at the rate of two to three percent each year between now and the Year 2000.<sup>3</sup>

At least two job sectors are presently trying to cope with the reduction of available younger-age workers. The fast-food industry relies heavily on the older teenage population to staff its many restaurants and take-out stores. But recent hiring efforts have been so unsuccessful that fast-food managers have begun hiring senior citizens, providing language programs for newly arrived immigrants, and even offering \$1000 college scholarships to teens in exchange for two years of service.<sup>4</sup>

The United States Armed Forces recruit heavily in the 18-20 year age bracket. They have had the same difficulty as the fast-food industry in obtaining replacement personnel. It is particularly noteworthy that the most expensive advertising on television (The Super Bowl) includes recruitment ads for the U.S. Military.

This phenomenon soon will cause similar employment problems for the police profession. Within a few years the teenager now serving the take-out hamburger or standing guard at a military post will become part of the scant population that policing and many other employers will try to lure into job vacancies. Law enforcement traditionally has had difficulty in recruiting qualified personnel, even within a larger candidate population.

A recent newspaper item titled, "Shortage of Applicants Prompts Police to Hold First Job Fair," described a "drastic"

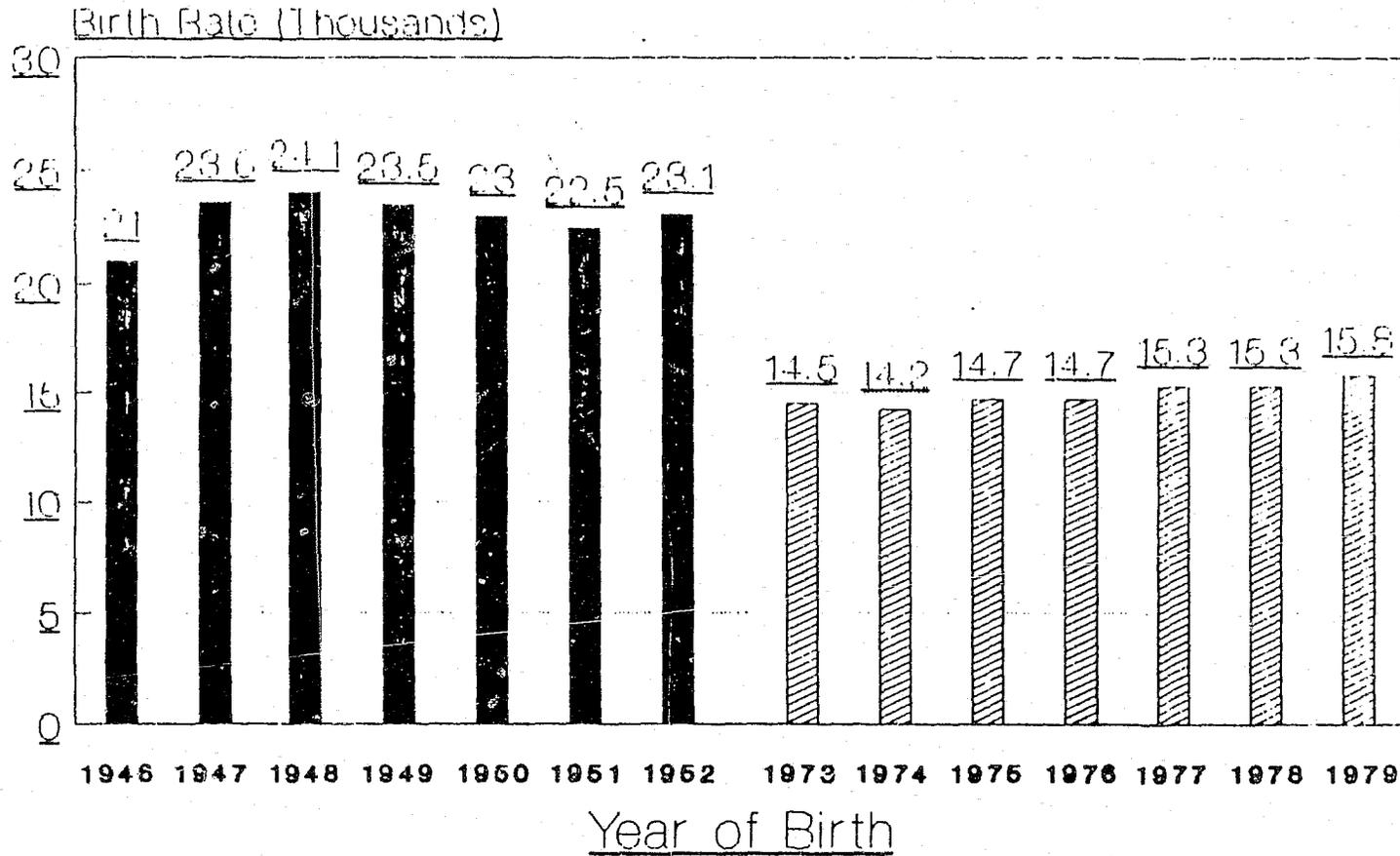
shortage of qualified police applicants for 600 jobs in the San Francisco Bay Area.<sup>5</sup> Statewide, almost 13,000 police positions have or will become vacant in this decade. Of this total, a projected new job growth of 8.5 percent will create 5,296 additional law enforcement positions by 1990.<sup>6</sup>

What happened to all our young people? The post-World War II "Baby Boom" evolved into a huge younger-worker population in the mid '60s and all through the '70s. When these Baby Boomers reached adulthood, they failed to emulate their parents and have similar numbers of children. This resulted in what demographers have termed a "Baby Bust", a 65 percent decline in the birth-rate from 1973-1979. (Refer to Graph 1). The baby bust will soon become an entry level worker crisis. Law enforcement recruiters in particular, will be severely challenged as they compete with the rest of the labor market amidst a declining worker population.

Rising Costs and Dwindling Resources. Law enforcement is the most expensive single service in a local government budget. A study of the 88 largest U.S. cities found that police expenditures increased 5½ times (adjusted for inflation) between 1938-1982.<sup>7</sup> (Refer to Graph 2). Stated another way, the inflation adjusted per-capita cost for municipal law enforcement went from \$7 in 1938 to almost \$28 in 1982.<sup>8</sup> The police share of city budgets almost doubled, increasing from 8 percent in 1940 to 14 percent in 1980.<sup>9</sup>

# Comparison of California Birth Rates 1946 - 1952 and 1973 - 1979

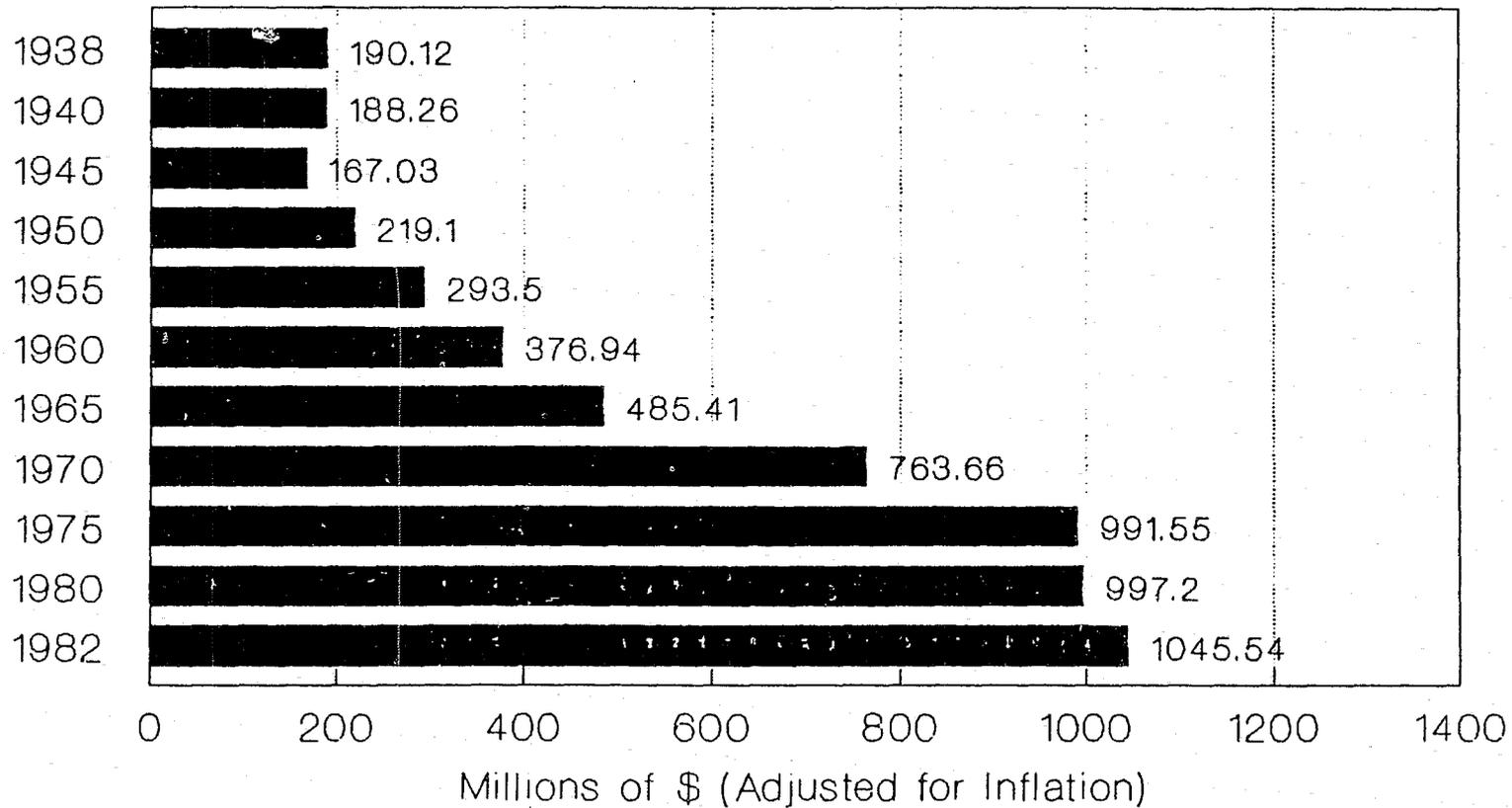
GRAPH 1



Source:  
California Department of Finance  
Population Research

# Adjusted Police Cost, 88 Largest Cities 1938 - 1982

Year



GRAPH 2

Source:  
U. S. Department of Justice  
Bureau of Justice Statistics

These rising costs are occurring in spite of a reduction in the total numbers of police employees. From 1975 through 1982, these same 88 cities had a 10 percent decline (or 1,970 positions) in total police personnel. (Refer to Graph 3).

A recent California study of revenue prospects presents an equally disturbing picture for local law enforcement. Some 476 law enforcement administrators were surveyed and 73 percent of the respondents described their operational budgets as inadequate to ensure public safety.<sup>10</sup> Decreasing property tax revenue and the loss of federal revenue sharing were cited as the main reasons for budget reductions. The Study further stated that an average budget increase of twenty percent would be required to simply *maintain* a basic level of public service. Most of the budget increase would go for more personnel.<sup>11</sup>

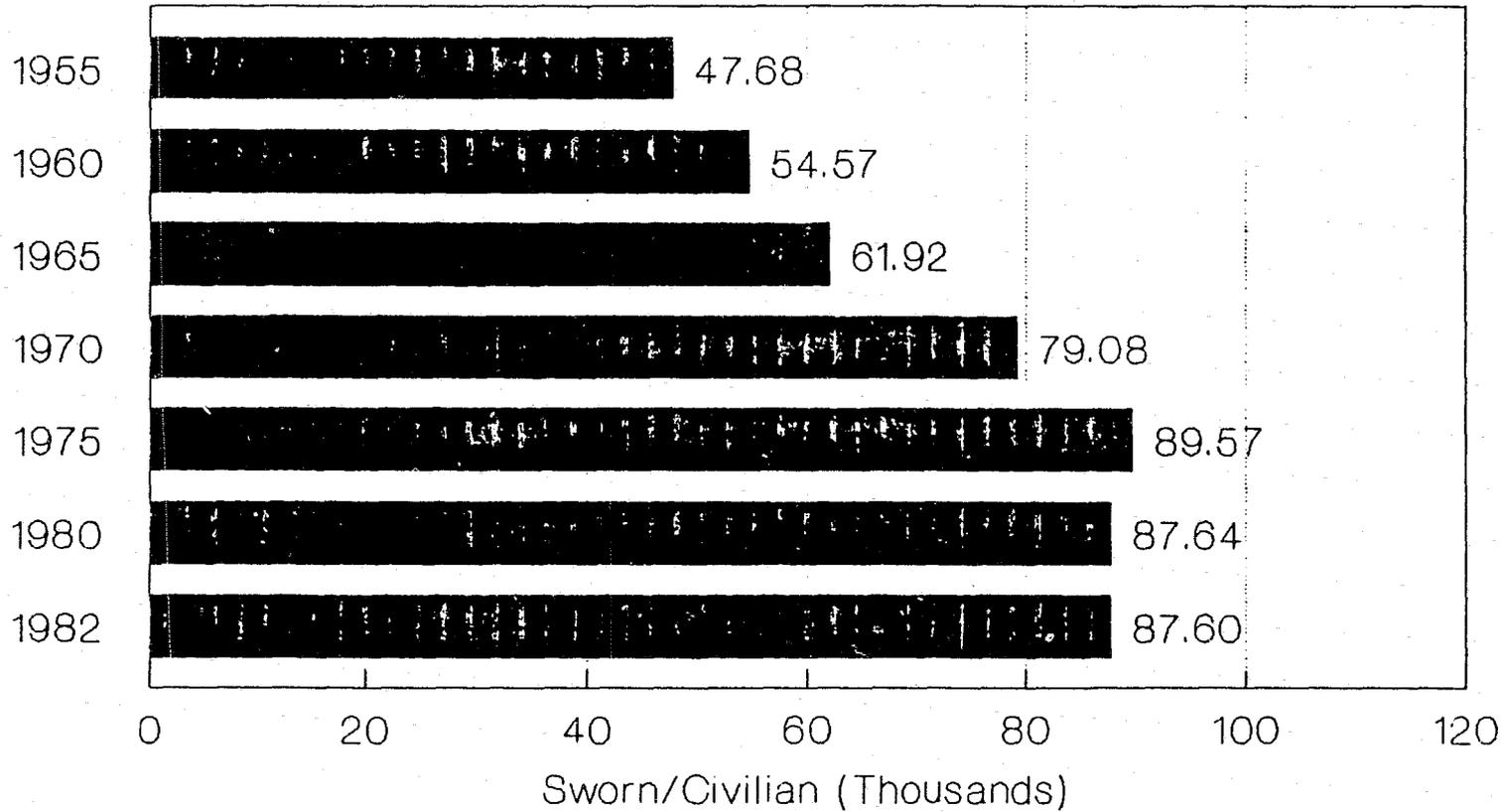
#### The Need for Resource Alternatives

Efforts to cope with increasing law enforcement costs are met with a loss in revenue. A need for more police personnel is answered with a decline in the available worker market. And when these trends are projected into the future, they are shown to become even more critical. This is what confronts police administrators both now and in the future. Is there an answer to this perplexing dilemma?

Command College faculty and students have examined several possible solutions worthy of consideration by the law

# Police Employees, 88 Largest Cities 1955 - 1982

Year



GRAPH 3

Source:  
U.S. Department of Justice  
Bureau of Justice Statistics

enforcement profession. Returning to the listing of the Five Primary Law Enforcement Trends, we find that the "cost and dwindling resource" paradox to have been explored by Command College futurists in TREND NUMBER THREE, under "Resource Alternatives." This term describes programs already in place in at least some form for all police agencies. Simply stated, resource alternatives are attempts to combat rising costs by trying to lower them. Reducing law enforcement costs includes efforts to restructure the sworn personnel complement, such as civilianization and privatization of policing. The use of volunteers is still another popular cost cutting measure.

If police budgets are inadequate to support existing service levels, one alternative to reducing costs is for the police department to generate revenue. Police chiefs become entrepreneurs. They modify existing services and develop new ones to create more income and help subsidize the operation of the organization.

## VOLUNTEERS IN POLICING

*He gives nothing who does not give himself*  
--French Proverb

Alternative resource options in public service can take many forms. Probably the most widely used and successful resource alternative within law enforcement has been in the use of volunteers. Numerous police tasks readily lend themselves to volunteer support from citizens. This paper will examine a unique application of the volunteer concept within law enforcement. But first, let's examine how citizen support of the police evolved and why this support was first compulsory, then became voluntary.

### History of Police-Citizen Participation

The origins of active citizen involvement in policing date back to England's Anglo-Saxon era (700-1066). During that time, the King's Law required all male persons--except those with wealth or title--to serve in a grouping known as a *shire*. The leader of a shire was a *shire reeve* (sheriff) and possessed geographical authority equivalent to a modern-day county.

Included within the sheriff's vested power was the authority known as "posse comitatus"; the right to mobilize the male population in response to an emergency. We Americans immediately recognize a sheriff's posse as the staple of countless Western novels and movies. But most of us are unaware that posses have ancient roots dating back to early English common law. Thus, it can be said that citizens have historically assisted the police during times of extreme need.<sup>12</sup>

Existing California law codifies the citizen right as well as the duty to assist in the exercise of police power. Penal Code §839 allows persons to orally summon assistance while making arrests. Section 150 of the Penal Code further requires able-bodied persons over the age of 18 to assist in making arrests when called upon by a uniformed peace officer or magistrate.

#### Volunteerism in Law Enforcement

In today's society, community participation with law enforcement is rarely in response to a legislative mandate or in compliance with an ancient tradition. Americans as never before willingly take part in the affairs of the government. A Gallup Poll in 1983 disclosed that 92 million Americans participated in some form of volunteer work, a nine percent increase over a similar poll two years earlier.<sup>13</sup> Most of

these volunteer efforts were found in the public sector. This increased involvement and participation in the affairs of American government has been described as the "Participatory Ethic."<sup>14</sup>

Looking at volunteerism specifically within the police profession, the American Association of Retired Persons sponsored a nationwide survey in 1984. Responses from over 2,100 agencies and individuals revealed that an estimated 600,000 volunteers assist law enforcement agencies in 18 distinct roles.<sup>15</sup>

Yet, in spite of what appears to be impressive numbers of volunteers to aid policing, the Study also reported the current level of police volunteerism was only one percent of the total adult volunteer effort in this country.<sup>16</sup> Clearly, law enforcement could substantially increase its commitment to the volunteer spirit that pervades our society today.

#### Use of Retired Peace Officers as Volunteers

Some problem areas for policing have been identified and projected into future trends. A possible solution to these problems was offered with greater use of alternative resources and volunteerism in particular. The next logical step is to explore methods where the police can effectively expand volunteerism within their ranks.

Oftentimes in the search for solutions to problems the answer which is closest to us is the last to be discovered. A new volunteer resource which could aid law enforcement is available among those who have served in the profession. This Study explores the feasibility of creating a program whereby retired peace officers are recruited for a return to law enforcement as volunteers. The retirees that are chosen would then assist in a variety of tasks within an operational police setting.

All of the advantages or benefits normally found with volunteerism in law enforcement would be enhanced with the use of retired police officers. They unquestionably have the police experience to aid them, and training needs for retired police would be minimal when compared to other types of volunteers.

But while advantages for the volunteer program are readily apparent, it is much less certain whether police retirees would even be willing to participate in such a capacity. The next portion of this Study profiles the retired worker population and particularly retired peace officers. From this, a clearer picture will be obtained on the character of this grouping and whether they are really suited to serve in this unusual capacity.

## THE POLICE OFFICER AND RETIREMENT

*They say a person needs just three things to be truly happy in this world: Someone to love, something to do, and something to hope for.*

--Tom Bodett

Medical research in the United States has made notable advances in the last decade alone. Not only are Americans living longer but their health is much improved during these "golden" years. This fact, together with the Baby Boomers advancing into middle-age, explains why the number of older persons is increasing and will soon comprise the "Geriatric Boomer" population in the next century.

Gerontology research is expanding to meet the needs of a growing senior citizen population. Progress thus far in this relatively new field of medicine has been impressive and has relevance to this research topic.

The elderly are a varied lot but a trait that most older persons share, aside from being old, is they are also retired. Individually say the words, "elderly," "retirees," or "pensioners" and a similar mental picture is conjured each time. Taking word pictures one step further, "retirement" also connotes more free time, the opportunity to now do more of what you want to do.

### The Stress of Retirement

The thought of concluding many years of employment with a retirement and pension creates positive feelings of anticipation and reward. Workers look forward to retirement. It is a work incentive unto itself; basically, work now so you do not have to work later. Yet oftentimes the euphoria found with retirement can quickly become a time of disillusionment, frustration, and unexpected tension.

Many retired persons find it hard to cope with the fact they now possess more free time. After three or four decades of a structured work routine, having more time for themselves can be very stressful. Much of this idle time is spent at home. This can alter the spouse's routine, with the predictable negative results. One popular definition of retirement from the view of a retiree's wife is, "Half as much money, twice as much husband."

Twenty-two years ago, Dr. Richard Rahe researched life stressors in the context of major events. He found that among the forty-three primary stressors, retirement ranked tenth in severity. Leaving a job was less stressful than the death of a spouse, divorce, being jailed, or fired from work, but it created more strife than a mortgage foreclosure, a son or daughter leaving home, in-law problems, or death of a close friend.<sup>17</sup>

### The Police Retiree

Under normal circumstances, there would be no reason to believe a retiring peace officer would differ from the larger retirement population. Police officers are, in most respects, a microcosm of trends found in the larger society. However, police retirees experience additional stressors not normally found in the overall retirement population.

Law enforcement officers retire much earlier in life compared to most other occupations. Policing is an arduous and demanding task and requires stamina usually limited to the younger population. Law enforcement pension systems reflect this attitude by granting retirements to peace officers at a relatively young age. But early police retirement creates another problem:

The most obvious of the special problems (with police retirements) is the one presented by police retirement systems themselves. After 20 to 25 years of service, most officers are then eligible for retirement. At the time of eligibility, most of these officers are in the range of 43 to 48 years of age; the prime of the working life for most American males.<sup>18</sup>

Support for the view that police officers retire in the prime of their work lives is found in private sector studies on age and productivity. Macy's sales clerks were found to peak in performance starting at age fifty-five. The Polaroid

Corporation discovered that workers over sixty-five years of age were the better performers. Similar studies at Atlantic Richfield and Xerox revealed that workers increased their production and value to the company as they became older.<sup>19</sup>

So it would appear that as police employees are just beginning to attain a peak performance level, they are separated from the job in the form of a retirement.<sup>20</sup> They depart at a relatively young age, at the high point of their professional career, and must at least subconsciously wonder, "Why?"

Another retirement stressor peculiar to law enforcement is found in the prestige level found with the police role and the bonding that takes place among police officers. The noted police psychologists, John and Barbara Stratton, summarized it best with the following observation:

Police officers tend to be very active with many friends among their colleagues and have close ties to the department. When they retire, police officers are emotionally unprepared for this change in lifestyle and often end up without friends and isolated from the department. 21

The Strattons examined the psychological aspects of police retirement by identifying several adaptations the retiree must face. They include *Role Change* where the retiree is no longer an authoritarian figure and some loss of status

and prestige is common; *Physical Change* as retirement reinforces the realization that a person is aging; and *finally*, *Adaptability*, caused by the transition from a structured job environment to a casual environment of retired living.<sup>22</sup>

## RESEARCH PARAMETERS

This discussion has thus far identified some disturbing trends in policing for the future. California law enforcement will have increased difficulty maintaining necessary staffing levels. A partial solution has been proposed with the use of retired peace officer as volunteers to supplement existing resources.

But the use of retired police volunteers is just a conceptual idea at present. Several issues arise in the form of questions, which strike at the heart of this hypothetical resource alternative:

- Will retired police be willing to volunteer their services?
- How may retired peace officers be used for maximum effectiveness?
- Will police administrators support the idea?
- What are the potential hazards for such a program?
- Are there strategies that can be used to defeat or diffuse hazards that may exist?

Obtaining answers to these questions means that efforts have to be directed in three different areas using a variety of research tools. First and most important, retired peace officers must be polled. They need to be asked if they would support the idea of returning to police work in a voluntary

role. If so, in what capacity? Next, police chief reaction to this concept is essential. Would administrators be willing to start such a program in their department? Both retirees and chiefs would be asked to predict any organizational pitfalls that may emerge with this program.

Finally, a search needs to be made for any precedent programs. Has this been tried before, and if so, what were the results? What practical experiences may be applied to this proposal that would increase its likelihood of success?

## METHODOLOGY

### Surveys of Retired Peace Officers

The decision to survey retired police officers was largely guided by logistics. This group is characterized by a limited organization and wide geographical dispersion. These elements present major barriers for conducting this type of research. As a consequence, the survey instrument of choice was a field-tested and designed questionnaire, transmitted by mail. (Refer to Appendix B for an exemplar).

A stamped self-addressed envelope was enclosed with the survey to encourage response. Assurances of complete confidentiality were given to further stimulate participation. Any replies identified in this paper by name were with the respondent's specific permission.<sup>23</sup>

The mail surveys were administered from November, 1986 through February, 1987. Three separate groupings of retired California peace officers were polled. In early November, twenty surveys were distributed at a quarterly meeting of the Retired Peace Officers Association of California. Ms. Diane Vasquez, Treasurer of the RPOAC, graciously accepted this task and responses were returned by mail to the researcher for tabulation.

The following month, fifty-two Oakland Police retirees were randomly selected and polled from a directory published by the Oakland Police and Fire Retirement Association. A similar effort took place in late January, 1987, when ninety questionnaires were mailed to retirees in the Los Angeles Fire and Police Association. The number of responses from the three groups were as follows:

TABLE 1

NUMBER AND PERCENTAGE OF RESPONSES FROM  
COMMAND COLLEGE SURVEY OF THREE  
RETIRED POLICE ASSOCIATIONS

Retirement Association	Number Surveyed	Number Responded	Percent Response
RPOAC	20	12	60.0
Oakland PD	52	35	67.3
Los Angeles PD	90	51	60.5
TOTAL	162	98	60.5

Analysis of Survey Responses

Would You Volunteer? Question One asked, "If a police chief approached you and asked you to volunteer a particular police skill on a part-time basis, would you reply . . ." Respondents

could choose among, "Yes", "No", "Uncertain", or "Other" to capture any open-ended responses. Of the 92 replies, 54 or 57 percent of the polled retirees said they would volunteer, 22 (24%) said no, and 16 (17%) retirees gave the qualified answer, "I'm not sure." Therefore, in support of the Study's hypothesis, three out of five retirees unequivocally stated they would volunteer to assist a law enforcement agency.

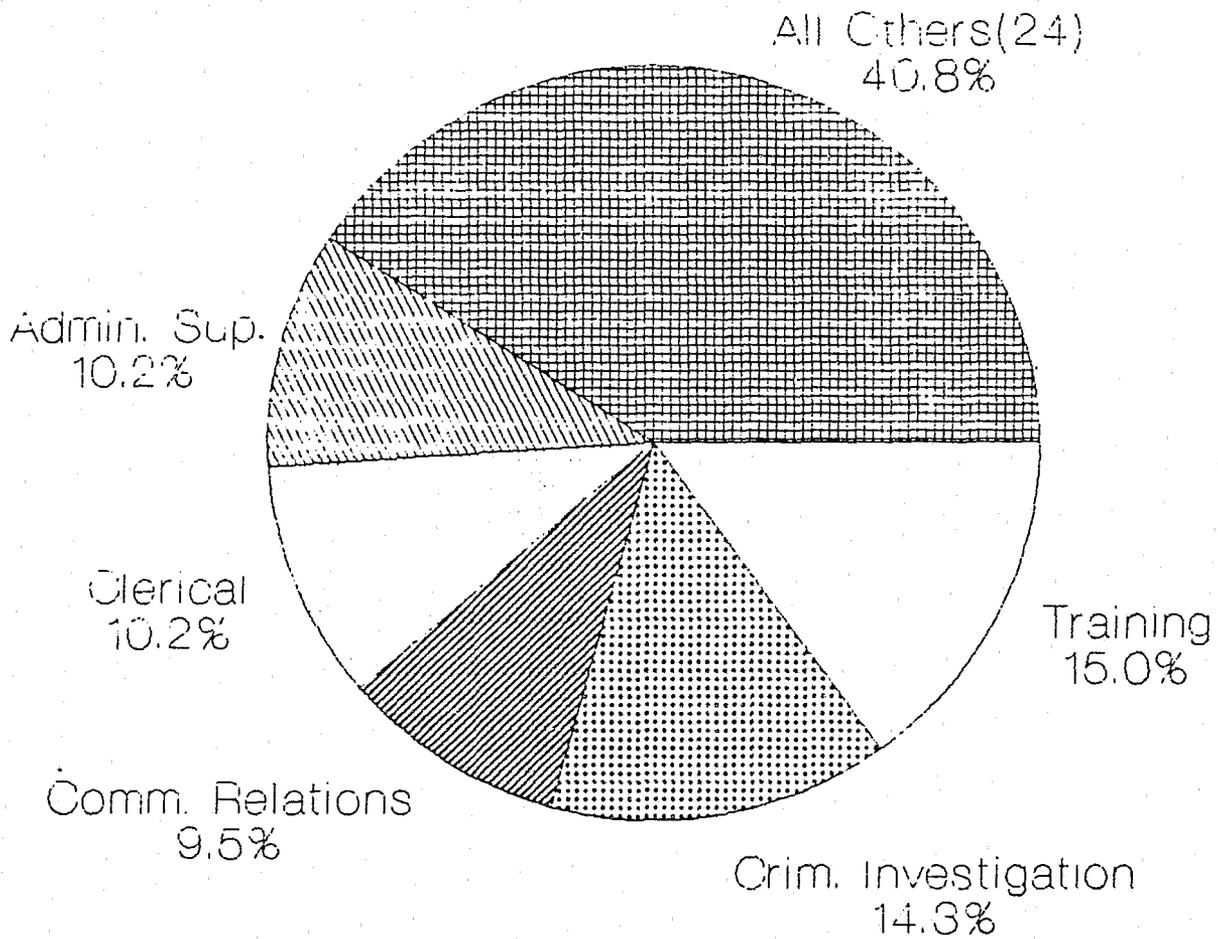
Among the comments supporting the "no" answer, six retirees felt they should receive some sort of compensation for their services, one respondent said he/she was too old. Two cited physical disabilities, and three said they were too busy. The only comment received in the Uncertain category was, "It would depend on which PD asked me."

Possible Tasks for Retirees. This question generated an interesting variety of responses. A total of 147 replies were widely dispersed among 32 different job roles. Twenty-four jobs received one to three votes and were judged as not being statistically significant. The eight remaining volunteer roles, however, garnered 73 percent of the total. These tasks are concluded as being the most acceptable roles to assign retired police officers. Table 2 displays and ranks the varied tasks volunteers retired peace officers could be given. Graph 4 is an additional breakdown of the five most preferred volunteer tasks. Each received a minimum of fourteen votes. These five tasks represented almost sixty percent of the total responses.

TABLE 2  
 SURVEY RESPONSE ON POSSIBLE JOB ROLES  
 FOR RETIRED PEACE OFFICERS

	Volunteer Assignment	Number of Responses
FOURTEEN OR MORE VOTES	Training	22
	Criminal Inves.	21
	Admin. Support	15
	Clerical	15
	Community Rel.	14
SIX TO EIGHT VOTES	Dispatcher	7
	Desk Officer	6
	Mentor	7
ONE TO THREE VOTES	Jail Bookings	1
	Range Supervisor	2
	Fugitive Transport	2
	Warrant Service	1
	Airport Security	1
	Juvenile Work	3
	Disaster Response	2
	Crime Analysis	3
	Photography	1
	VIP Security	1
	Background Inves.	1
	Oral Boards	3
	Inspections	3
	Report Writing	3
	Traffic Inves.	1
	Crime Lab	2
	Court Liaison	1
	Admin. Review Bds.	1
	Fleet Manager	2
	Property Officer	1
	Airborne Patrol	2
	Harbor Patrol	1
	Field Patrol	3
Legis. Advocate	1	
(Total 24)		

# MOST SUITABLE TASKS FOR RETIRED PEACE OFFICERS



Volunteers in Law Enforcement

### Obstacles and Administrator Response

The police retirees sampled were asked to speculate on obstacles which could possibly hinder their participation in a law enforcement volunteer program. There were 94 responses and they were generally consistent with one another. The comments were grouped into five distinct areas:

- Acceptance of program by the sworn officers
- Lack of familiarity with existing police procedures
- Volunteer use in policing is "unprofessional"
- Resistance by small police departments to presence of retirees from larger agencies
- Conflicting lines of authority with regular officers

For a retired law enforcement volunteer program to have any realistic hope for success, perceived barriers by the targeted volunteer group have to be addressed. This becomes the task and responsibility of the police leader managing the volunteer program.

Personal interviews were conducted with a representative group of fourteen police chiefs, including three retired chiefs. The chiefs were asked if they conceptually supported the idea of using police retirees as volunteers. Every chief interviewed did agree the proposal had promise and merit.

Comments were also elicited from the chiefs for each of the five obstacles, plus any others they cared to mention.<sup>24</sup>

That which follows summarizes the retirees' comments for the five obstacles, followed by the remarks and proposed solutions from the police chiefs.

#### Acceptance by Sworn Officers

Retired peace officers were fearful how they would be received by regular sworn personnel should they return to the ranks as volunteers. Retirees noted their presence could be perceived as a threat to existing funded positions. Any risk for budget reductions would be increased in an agency staffed with retired police volunteers. Funded positions could be abolished and partially offset by substituting peace officer volunteers. Regular officers would also protest volunteers being given tasks that had previously been performed by sworn officers on a paid overtime basis.

Administrator Response. The police chiefs overwhelmingly concurred a loss of paid positions or overtime is a legitimate perception. Among the suggested solutions was that police volunteers be given tasks which would never jeopardize sworn officers' positions or opportunities for overtime. One chief speculated that civilian personnel would be in greater peril with staffing cuts if retired police volunteers were used.

Another chief noted this controversy is analogous to the presence of police reserves. His city's memorandum of understanding stipulates that a reserve officer role cannot be expanded at the expense of a sworn position. The police chief surmised that the spirit of this MOU provision would likewise be applied to his use of retired police volunteers.

Some administrators downplayed this concern. "I see a far greater problem with the sharing of hard resources like cars, desks, files and other equipment", was the reaction of one chief. The administrator of another agency recalled how this issue first came up years ago when he first introduced civilian volunteers into his department. "There was some initial resistance, but then it went away once the volunteers showed how valuable they could be to us."

Several police executives identified a parallel concern not mentioned by the retirees. Most of the tasks that retired officers saw themselves performing are the so-called "good jobs." These are positions that, for reasons involving days off, duty hours, working conditions, prestige, or promotional opportunity, are widely coveted. The chiefs felt that they would have to give assurances to the membership that none of these funded positions would be transferred to less desirable roles (i.e., patrol) if volunteers did assist in performing these tasks.

### Fear of Not Being Current With Police Procedures

A police agency is a dynamic organization. Changes are continuous but subtle and go relatively unnoticed for employees exposed to the operation on a daily basis. But retirees frequently commented how their former department had changed since they had departed.

Even when the absence had been for only a year or so, retirees nevertheless expressed a certain alienation from their old job environment. New employees, not known to the retiree, were hired and procedures and policies were added or modified. Numerous changes in laws and court decisions took place. Finally, there have been technical advancements, particularly with computer applications.

Prospective retired police volunteers were apprehensive as to how well they could again conform to the police role. One retiree asked the rhetorical question, "Would we be the square peg in the round hole?" These reservations are especially significant to retirees seeking a return to policing for comradeship needs.

Administrator Response. While acknowledging the concern, no chief interviewed believed it was an insurmountable obstacle. Some administrators said they would create an orientation or training program as a condition of acceptance into the volunteer program. At the outset of the program, introduce the

retiree to any new facilities, equipment, policies, and most important of all, people.

Another police chief said he would return retirees to their old job assignment, if possible, where former peers could serve as a ready-made support group. Still another remedy offered was to assign structured task-oriented jobs that would minimize these fears from becoming reality.

Four chiefs voiced the concern that some retirees may fail to adapt to the changes that have taken place since they left law enforcement. A retired chief commented there is a desire within all of us to "retrogress" as we get older. But another chief said, "Don't fight it, there is great value in the past," implying that earlier police experience can meet a need in contemporary law enforcement.

One retired police chief offered his observation that today's police agencies are staffed by relatively young officers. Even the senior ranks are largely populated by persons in their thirties and early forties. Such departments can benefit from the mere presence of the retiree. They give stability to the organization that would otherwise be absent.

#### Volunteerism is Unprofessional

Some survey respondents expressed skepticism with the rationale for using volunteers in police agencies under any

circumstances. Their position was that law enforcement skills were weakened when police departments began staffing with unpaid workers. Volunteers also inhibited efforts for policing to achieve the image of a profession. One retiree called the use of volunteers, "bush league."

Administrator Response. The police chiefs unanimously and in some instances, profanely, rejected any contention that volunteers detract from the law enforcement professional image. "They must be on some kind of macho trip" was the reaction of one chief. Another interviewee said, "These are probably the same guys who opposed civilianization too, and that has worked out just fine."

Virtually all law enforcement administrators questioned said this attitude is counter to a long established trend for volunteerism in law enforcement. "What about reserves, the RSVP's, and Explorers? They volunteer, don't they?" was how one chief replied. The particular remark about "bush league" caused one chief to remark, "This program will not attract bush leaguers!"

One chief was more moderate in his response. He agreed this attitude does exist and he was "ambivalent" towards any type of volunteer program in policing. This administrator went on to say he recalled volunteers who failed to live up to his original expectations and created a bad impression

within the department. He did concede, however, that there was no problem with the public's image of volunteer presence.

#### "Big City" Volunteers in Small Department

Nothing in this concept implies that a retired peace officer would necessarily return to his or her parent organization. Since many retirees move to another area after leaving police work, they could assist the police agency in their new community.

Some retirees from larger agencies anticipated a lack of acceptance with their presence in a smaller department. They speculated that sworn officers in a small agency might be intimidated with a "big city cop" assisting them.

Administrator Response. Most police chiefs interviewed had small agency experience somewhere in their background and expressed confidence in speaking to this issue. These chiefs related how they have hired lateral entry officers from large departments, such as Los Angeles, and experienced no significant problems. Careful screening of the volunteer candidates was cited as the primary control factor for this issue. A chief from a smaller agency reacted favorably to the idea of having a big-city cop enter and offer a "fresh perspective" on his organization.

No administrator saw this obstacle as one that could not be managed. "They moved here for a reason and should have a

pretty good idea of what we're all about" was one response which basically reflected the collective attitude of the chiefs interviewed.

#### Confused Lines of Authority

The concern here is the introduction of a new organization dynamic into a police hierarchy. Retired officers would assume a job role that previously did not exist. To what extent would their presence affect the lines of authority and responsibility already in place? Particular mention was made on the return of retired ranking officers and informal leaders and how they might cause confusion and resentment within the existing organization.

Administrator Response. Law enforcement leaders recognized the potential organizational problems with the returning of retired officers. They would control this problem by careful selection and assignment of the volunteers. One chief said he would never return a ranking officer to his former unit.

The police chiefs generally regarded this as a minor concern. Representative comments included:

- "During the orientation, stress upon the retiree that he is a guest in our department."
- "Give retired officers tasks where they are not required to convey this kind of authority."
- "Make sure your supervisor is a good one and is aware of this problem."

One police chief described a case history involving paid employees that parallels this circumstance. The Contra Costa Sheriff's Department hires part-time help to assist in marine patrol and prisoner transportation. They favor retired peace officers and offer them an hourly wage equal to top-step deputy. In the past they have used retired ranking officers, up to the rank of captain. "They do not want to lead; it is the furthest thing from their mind." The chief concluded by saying use of retired ranking officers in this agency has been no problem whatsoever.

#### Additional Comments by Administrators

The interviewed police chiefs made some additional points on the use of volunteers in general, which could also apply to retired peace officer volunteers. First, the use of volunteers has distinct political advantages. They are residents of the community and usually active in several arenas. Volunteers enjoy the role of change-agent and will, if asked, support the police department before city council hearings. Volunteers are typically seen by the council as being more objective in assessing the needs of the police than even the police chief himself. (This point is echoed by the American Association of Retired Persons in its discussion of the use of retirees in law enforcement.)<sup>25</sup>

Another comment made was that volunteerism is just one example of increased public interest and participation in government. Community involvement is here to stay. A police chief should look at it as a support tool and not an interference with the operation of the department.

## POLICE UNION RESPONSE

Law enforcement administrators; students, staff, and advisors from the Command College; retired and active police personnel--collectively they exceed 125 people who have provided constructive input on this Study topic. One caveat was heard repeatedly from this grouping: Beware of the police union. They will destroy this idea if they are not approached in the proper manner.

To grasp the police union perspective on this proposal and how their support might possibly be obtained, personal interviews were conducted with two prominent police labor leaders. What follows is a summary of their reactions to the concept and recommendations that would enhance union support for the use of retired police volunteers.

### Ronald Yank

Ron Yank is an attorney with offices in San Francisco. He has been recognized as one of the top three labor lawyers in California and arguably the nation. His speciality is police labor relations, having practiced exclusively in this discipline for the past thirteen years. Yank advises many California police associations and is former house counsel to

the Peace Officers Research Association of California. This adept lawyer is also widely regarded for labor negotiations skills. The interview with Yank took place at the Oakland Hyatt Hotel on January 29, 1987.

"These are plum jobs!" was Yank's first reaction when he saw the survey<sup>26</sup> on possible tasks for volunteer retired peace officers. He then predicted the police membership would react fearfully in anticipation that retired officers would replace sworn officers in coveted positions. Yank added that if these volunteer resources were truly supplemental in scope and did not replace paid positions, "it might fly."

Ron stressed that it was critical the police chief first approach the police union with this proposal. Give the union a chance to consider the idea and offer input before putting the plan into action. Whatever assurances the chief can give the union to win their approval can be agreed to in advance. Then the retired police volunteer program could be officially announced as a jointly supported effort.

Mr. Yank also proposed that police management and the police union agreement be with a Memorandum of Understanding specifically addressing the use of retired peace officers. The MOU could be for five years with a renewal option each year by either side. Wording of the MOU would include current manpower allocations for every specialized police role.

Guarantees would be given that these positions would not be abolished in favor of volunteer police retirees.

Should reductions in the number of sworn officers be required, the volunteer program would be either eliminated or reduced proportionately. This policy would remove any incentive for management to replace regular officers with retired volunteers. The Memorandum would also discuss future growth possibilities and anticipated resources to meet this growth. If additional personnel are required, the MOU would stipulate that personnel increases shall be sworn officers and not volunteers.

I asked Mr. Yank to comment on the expressed concerns regarding the possible loss of overtime for regular officers. He replied that this issue must be avoided at all costs. Any economic consequences for sworn members resulting from this proposal will doom the effort. Yank closed his discussion by saying support from the police union would be essential to the ultimate success of the program.

Rick Baratta

Without question, the most powerful and influential police labor organization for the State of California is the Peace Officers Research Association of California (PORAC). PORAC prides itself on "promoting bread and butter issues for

the working cop." They have been particularly successful in labor lobbying efforts within the California Legislature.

The General Manager of PORAC is Rick Baratta, himself a retired police officer. His first comment upon being told of the Independent Study topic was to say that he felt a "great letdown"<sup>27</sup> after retiring from policing in 1972. Rick also heartily supported the notion that retired police officers all too quickly lose touch with their former profession.

Baratta was initially very skeptical about the willingness of retired police officers to volunteer their services to police work. He stated that police retirees, generally, would refuse to donate their services. Baratta also remarked, much as Yank did, on the concept of retirees supplementing existing resources. What is the difference between *complementing* and *supplementing* when it comes to adding more people to a task? Baratta later answered his own question by defining supplemental manpower as resources which you can abolish without significant impact.

Our discussion also included some of my research findings on the mental and physical condition of police officers upon retirement. When Baratta heard that most peace officers retire with their health intact and continue to have an interest in law enforcement, he contrasted these findings with a PORAC lobbying effort.

For the past few years PORAC has been spearheading an effort to lower the retirement age in the PERS retirement system from its current 50 or 55 (depending on the plan). The primary argument voiced by PORAC for this benefit is that the rigors of the police profession prematurely deteriorate the emotional and physical condition of peace officers. A program which advocates that retired peace officers be reintroduced into the police profession would be at odds with this legislative effort and tend to undermine the PORAC argument on this issue.

Perhaps as a reflection of his current role, Rick said the resolution to any labor problems associated with this proposal is best pursued with legislative changes. He did not elaborate further. Mr. Baratta also inferred that perhaps retired peace officer volunteers would eventually become members of PORAC. By the end of the interview, Baratta had noticeably softened his view of the proposal. He made the remark that he would prefer using retired cops in roles that are now being performed by reserve officers.

## Legal Issues

*Laws are not masters, but servants, and he rules them who obeys them.*

--Henry Ward Beecher

Social critics have characterized our contemporary times as the "Litigious Society," a response to the numerous court filings that backlog our judicial system. This past year alone, the number of civil suits recorded in this country approached 10 million. Filing a law suit was once considered a last resort, a drastic option to resolve a dispute. Today, we commonly see a legal action as the first response to a conflict.

Within the context of the overall increase in civil litigation there has been an even greater number of law suits against the government. No longer are government entities able to shield themselves from torts by invoking the concept known as "sovereign immunity." The courts have abolished this protection. Health services, public works, and law enforcement are among the local governmental agencies that have been especially vulnerable to increased litigation. Thus it was not particularly surprising that twenty-seven responses from police retirees spoke to some type of legal issue associated with this research topic.

Law is the most profusely documented of all the professions. An active literature scan<sup>28</sup> was used to identify statutes, case decisions, and scholarly legal discussions on this topic. In addition, interviews were conducted with two Oakland deputy city attorneys with specialized knowledge in municipal government's liability potential and litigation history.

### Social Security Eligibility

Social Security benefits and eligibility are controlled by the earnings of the recipient. The federal law affecting such earnings was recently amended for Social Security recipients under age 70. Such persons with annual wages in excess of \$8,000 must forfeit one dollar in benefits for every two dollars earned above this ceiling.<sup>29</sup> Since this research topic specifies this to be a *volunteer* effort, the Social Security wage restriction is moot. But the point has been raised about expense reimbursements connected with a volunteer participation.

According to the San Francisco Regional Office of the Internal Revenue Service, volunteer expense reimbursements do not jeopardize Social Security payments. As long as volunteer related expenses don't exceed total expenses (and thus become a form of salary), such reimbursements need not be counted as wages.

### Peace Officer Status

The use of retired police as law enforcement volunteers prompted some survey respondents to wonder if peace officers still retained their peace officer powers after retirement. If retirees did keep this authority, their volunteer roles might possibly be expanded (e.g., warrant service).

There is no statute, case law or published opinion of the California Attorney General's Office that clarifies the retiree's peace officer status. However, this question was submitted to the Attorney General by the California Highway Patrol in 1974. In an *informal* opinion by Deputy Attorney General Frank A. Iwama, he concluded:

It is our informal opinion that honorably retired CHP members, at the time of their retirement, lose their status as peace officers and the corresponding peace officer powers within the definition contained in the Penal Code. After their retirement CHP members have the same status as any other private citizen. (Refer to Appendix C)

### Fair Labor Standards Act (FLSA)

The U.S. Supreme Court decision in *Garcia v. San Antonio Metropolitan Transit Authority* extended the provisions of the Federal Fair Labor Standards Act to state and local governments. This raised the issue that FLSA requirements might also apply to volunteers in the workplace.

On November 13, 1985, President Reagan signed a bill into law exempting volunteers from coverage by this Act. The only stipulation was that the volunteer services cannot be the same service for which the individual is paid to perform for that organization.

### Volunteers and Civil Liability

What is the agency liability with the use of volunteers? This question covers the potential for liability arising from the acts of the volunteer. It also includes tort action by the volunteer against the agency if the volunteer is injured in the workplace.

Allowing the fact that volunteers are uncompensated for their services, they are nonetheless legally classified as agents of the organization they serve. The agency is therefore liable for the volunteers' acts and omissions while they are in the workplace. There is no dispute that the agency is obliged to defend retired peace officers in law suits arising out of their volunteer roles. Such assurances should be conveyed in writing as part of any recruitment.

Sharon Banks, Oakland City Attorney's Office, speculated there would be no *increased* liability in using volunteers.<sup>30</sup> In fact, the higher level of service resulting from volunteer assistance might lessen the potential for liability. Her

colleague, George Shers, agreed and added that all actions or non-actions have possible cost and legal ramifications.<sup>31</sup> Neither attorney could recall instances where volunteer presence in a government agency had significantly increased the number of legal claims and suits.

In summation, the threat of increased liability with the use of volunteers is minimal. The liability potential would be no greater than with with regular employees and may well be reduced. Retired peace officers, taking into account their experience and maturity, would be even less susceptible to tort action.

#### Workmen's Compensation

The possibility of injury on the job-site to a volunteer prompted several police professionals to question the status of volunteers in regards to Workmen's Compensation coverage. The law requires such coverage for salaried employees, but does not mandate disability insurance for volunteer labor.

George Shers commented that a municipality could simply ignore the issue of injury protection coverage for volunteers. But that would undoubtedly result in the volunteer filing suit against the government for injury payment. Shers assessment of the options was, "We would be better off to insure them; it would be cheaper in the long run."<sup>32</sup>

Shers agreed with the viewpoint that volunteers have a low potential for filing workmen's compensation claims. For example, one of government's major legal claim areas is found in automobile accidents. Retired officers would probably have limited, if any, driving responsibility while volunteering. But Shers did describe one legal concern he had on the use of volunteer retired officers.

For a stipulated period of time after retirement, peace officers incurring one of a select category of disabilities (i.e., hernia, heart disorder, respiratory disease) are presumed to have suffered an industrial injury. To illustrate, if a police officer suffered a heart attack within a five-year period after retirement, the disability is presumed to be a job-incurred injury. The employer then has the virtual insurmountable burden of proof to show the disability is not presumptive and therefore not industrial.

With retired Oakland Police volunteers returning to the workplace within those same five years, Shers said the City would experience no additional risk. Beyond that time, the legal presumption expires. But Shers did add that a government entity seldom wins a contested issue on the matter of presumption under any circumstances.

The real problem arises with the use of retired volunteer peace officers from another agency. The host department

accepting an "outside" volunteer inherits the liability of the presumptive industrial injury. In the event the retiree becomes presumptively disabled while in volunteer status, the agency receiving the volunteer services becomes responsible for any disability claim.

## PRECEDENT PROGRAMS

*A precedent embalms a principle*  
--Lord Stowell (1745-1836)

This Study has persuasively shown that, at least in principle, a significant number of retired officers are willing to return to policing as volunteers. Further, police leaders would welcome their return. A search was then made to determine if such a concept has ever been attempted. The research found only one prior instance where retired peace officers were specifically recruited for selection as volunteers in a police agency. This effort failed before it was fully implemented. Police departments have used volunteers, who also just happen to be retired officers. One such program (Los Angeles) will be discussed as it has the largest number of retired police volunteer participants. Another example (Atascadero) is presented as an illustration of one retired police officer applying this Study's concept with no administrative prompting. No police department could be found that recruited retired peace officers as an alternative volunteer resource.

### Illinois State Police

In the Fall of 1980, Captain Jack Ryan, Illinois State Police, conceived the idea of recruiting retired State

Troopers for crime prevention presentations to local citizens groups. Three distinct benefits were anticipated with this unusual approach to crime prevention:

1. Increased the Department's critically understaffed crime prevention efforts.
2. Provide a greater feeling of self-esteem to a retired trooper who participates in this program.
3. Give the citizens of Illinois better service with increased numbers of crime prevention programs.<sup>33</sup>

A fourth benefit implicit in the program was the expectation that such presentations by retired officers would have more credibility with older people, an audience specifically targeted for these crime prevention efforts.<sup>34</sup>

Ten retired officers of various ranks were recruited from within the Department's Retired State Police Officers Association. The volunteers were given five days training at the State Police Academy and all costs were absorbed by the Department. Training of the police retirees was shared by the State Police Crime Prevention staff and representatives of the American Association of Retired Persons. The latter group provided particular training in techniques of interaction with the older population. Annual refresher training for the volunteers was also proposed.

The project included provisions for a Program Leader, also a volunteer, who would be primarily responsible for the day-to-day administration of the volunteers' efforts. A job description was compiled to assign the duties of this volunteer supervisor.

The program's funding was limited to expenses borne by volunteers while participating as volunteers. Reimbursements were made for gasoline used to and from an assignment and lodging and meals during training.<sup>35</sup> Captain Ryan hoped for eventual approval of a salary for the volunteer director in recognition of his additional duties.

The Captain said the program caused a "great deal of enthusiasm"<sup>36</sup> but budget constraints destroyed the program before it really started. Although the Captain was too modest to admit it, a representative from the American Association of Retired Persons commented that Ryan was transferred to another role at a critical point in the program. Without his leadership the program faded into oblivion before it had a chance to become operational.<sup>37</sup>

#### Los Angeles Police Department

The Los Angeles Police Department has a substantial Police Reserve program which dates back to World War II. Critical manpower shortages caused by that conflict forced

the City to turn to the use of citizen volunteers to augment the depleted police force. At the conclusion of hostilities, City leaders wanted to continue use of civilian volunteers. In 1947, the Los Angeles City Council enacted an ordinance formally establishing a Police Reserve Corps.

Today, some 2000 Reserve Police Officer positions are authorized in the Police Department budget. What is significant to this Study are the approximate sixty Los Angeles Reserve Officers who are also retired peace officers. Most of these retired police officers assist in clerical or staff duties, but they are found in almost all police operations, including line patrol!

The coordinator of the LAPD Police Reserve Program is Officer Wayne Stoval. I asked Stoval if retired peace officers were targeted for recruitment into the Reserve Corp. He replied that retiring officers were told of the program when they checked out, but beyond that, no.<sup>38</sup>

One example of how LAPD uses its retired officers by means of the Reserve Officer program is found with former officer John (Jerry) Cremins. Cremins retired in 1977, closing out his career as Officer-in-Charge of the LAPD Pawnshop Detail. Despite his leaving the police profession, Cremins still enjoyed the work and wanted to continue and contribute in some way. Jerry became very active in the

local Retired Fire and Police Association and eventually was selected to its Board of Trustees.

Cremins became intrigued with the Reserve Program's use of retirees and decided that he wanted to return to his old assignment in the Pawnshop Detail. Now, every Tuesday morning Cremins commutes to this unit from his home in Sierra Madre and helps with the accumulated paper work. "I love it," Cremins reports, "I have fun and it is nothing but a joy to me." Jerry especially enjoys the opportunity to mingle on a regular basis with his former co-workers.<sup>39</sup>

How was it that retired officers first become involved with the Los Angeles Reserve Officer program? Officer Stoval was not sure but speculated that one of Los Angeles' most celebrated homicide cases may have been responsible.

Forty years ago, the murder of a beautiful young raven-haired woman captured the attention of the local press who soon dubbed the victim, "The Black Dahlia." The primary LAPD homicide investigator in that case was Harry Hanson who soon became obsessed with finding the murder suspect. Hanson worked on the case for years afterward.

Eventually, Harry became eligible for retirement but he could not walk away from the Black Dahlia case while it was still unsolved. He sought permission to continue working on the case after retirement and it was granted. Hanson continued working on the murder investigation until his death in

1985. He never did find the killer of the Black Dahlia. But Harry did leave a legacy, a successful program using retired police officers in the Los Angeles Police Department.

#### Atascadero Police Department

Charles P. Lafitte retired as a sergeant with the Los Angeles Police Department in 1977. Later, he moved to the city of Atascadero and became an instructor in police officer survival. For over two years Lafitte taught courses on police officer safety at the California Specialized Training Institute in nearby San Luis Obispo.

His many years of Los Angeles police experience, in addition to his law enforcement teaching skills, prompted Lafitte to approach the Atascadero Police Department. He volunteered his services to the Department in the form of inservice training. The offer was accepted and Mr. Lafitte has since conducted numerous roll-call training exercises and specialized instruction on officer-safety techniques. More recently, Lafitte made a similar gesture to the San Luis Obispo County Sheriffs Department. This offer is now under review by the newly elected Sheriff.

I asked Lafitte his reasons for donating his labors.<sup>40</sup> He cited a lack of training opportunities for the local police compared to what he was accustomed to in Los Angeles.

Lafitte wanted to help correct this deficiency in some way. He decided that donating his police teaching experience was the best way to assist the Police Department. Lafitte also said he received some personal satisfaction in the form of a return to the police culture that he enjoys so much.

I also asked Lafitte to comment on the reaction by officers in a relatively small police agency like Atascadero to the presence of a retired sergeant from a large department. Lafitte said his reception was very cordial and remains so. He senses no resentment from the officers he instructs. However, he went on to add that a person in a position like his must be cautious and diplomatic with his comments. If he sees a policy defect or an outdated procedure Lafitte calls it to their attention tactfully. He said that you "suggest" rather than "tell."

While talking to Charles Lafitte, I was impressed by the fact that he is, by nature, a tactful and diplomatic person. Tact and diplomacy is a desirable trait for a retired volunteer. It prevents many problems which could otherwise occur with the introduction of an outside person into a police environment.

RETIRED POLICE VOLUNTEERISM:  
FUTURE PROSPECTS

*I have seen the future and it works*  
--Lincoln Steffens

At the beginning of this paper we took a peek into the future of California policing. In response to some predicted losses of available resources, the study developed what now appears to be a highly feasible concept of using retired law enforcement volunteers. Now we once again look ahead, this time with police volunteerism as the topic to be measured against anticipated future circumstances.

The forecasting of future scenarios is performed by the analysis of probable trends and events. Trends are "patterns of happenings over time" while events are defined as "discrete occurrences . . . things that either happen or do not happen."<sup>41</sup>

Trends to Monitor

Candidate Trends and Final Trends Selection. Trend identification for this topic was performed by the formation of a Nominal Group Technique (NGT). A Nominal Group Technique is a structured group process where all ideas in support of a topic are listed, then ranked through a sequence of ballots by Group members.

This NGT was comprised of five Command College students from the Greater San Francisco Bay Area in Classes IV and V. The session took place at the Oakland Police Department on February 3, 1987. Using prescribed techniques for trend identification and selection, the Group agreed on thirteen Candidate Trends that have future implications for this Study Topic (Refer to Appendix E). After a group voting effort to select the top three trends, those chosen were: Acceptance of Older Worker in the Workplace; Police Recruiting Crisis; and Shorter Work Week.

#### Trend Ranges

Each trend was evaluated in 5 or 10-year increments, beginning 5 years ago and advancing to 20 years from now. "Today" was given an arbitrary value of 100 and the Group participants were asked to move 5 years backward, then forward within the context of today's 100 value. A future projection limit of twenty years was chosen as this will be when the Baby Boomers begin to heavily populate the Senior Citizen age category.

The Group's responses were scored and tabulated and three readings were plotted to determine the Low Trend, High Trend, and the Nominal Trend. Graphs 5, 6, and 7, which follow, depict these ranges for each of the 25-year trends.

### Analysis of the Three Trends

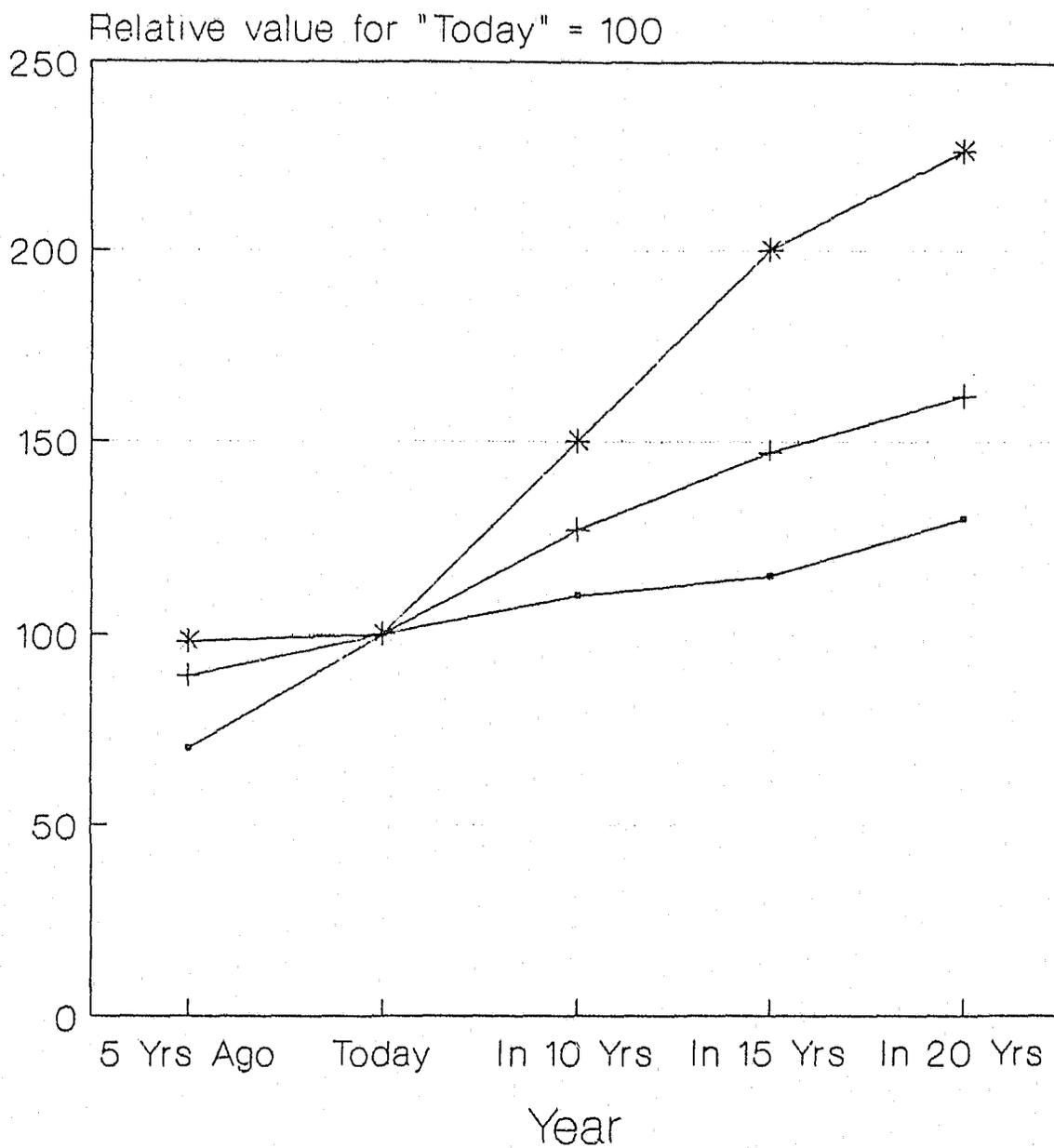
Trend One (Older Worker Acceptance). Older workers are steadily gaining acceptance as part of the larger work force. Five years ago, older worker recognition scored an 89. Ten years from now they will score 127, then 147 (year 2002), and 150 (year 2007). The supposition to be drawn from this trend is that retired peace officers will likewise receive more support and acceptance in the work environment. As older persons themselves, retired peace officers presumably share the same image within the workplace as that given to older workers.

Trend Two (Police Recruiting). The impending police recruiting crisis has already been discussed<sup>42</sup> and the Group's predictions support this gloomy assessment of police officer selection. Successful recruitment efforts have declined 15 percent in the past 5 years and will continue to decline by another 22 percent 10 years from now. A modest recovery is then anticipated as we enter the twenty-first century. A partial resurgence (4 percent increase) is noted by the year 2002, followed by an additional 4 percent advance five years later. Nonetheless, police recruiting efforts in 2007 will still be 12 percent less effective than what is happening today.

GRAPH 5

# TREND NUMBER ONE

## Older Worker Acceptance Into Work Force



—●— Series A    —+— Series B    —\*— Series C

Series A - Low  
Series B - Nominal Trend  
Series C - High

Law enforcement's inability to attract sufficient numbers of police is seen as a trend favorable to the use of volunteer retired peace officers. As the staffing level crisis continues to rise, there will be proportional need for alternative resources. This crisis will help facilitate the introduction of retired police volunteers into the law enforcement role.

Trend Three (Shorter Work Week). The public work sector usually follows in the wake of the private when it comes to advances in employee benefits and working conditions. This trend projects what is already occurring in private industry and just beginning in other areas of public service. The police profession is eventually expected to have a shorter work week, something in the range of 32 to 37 hours.

The Nominal Trend line shows there will be an 8 percent increase in the probability of a shorter work week within the next 10 years. In 15 years it becomes a 16 percent increased probability. By the year 2007, the possibility climbs significantly, to 31 percent. The implication of this trend to our research topic is that a shorter work week adds to the need for increased staffing. Retired police volunteers may be the preferred alternative in meeting this resource need.

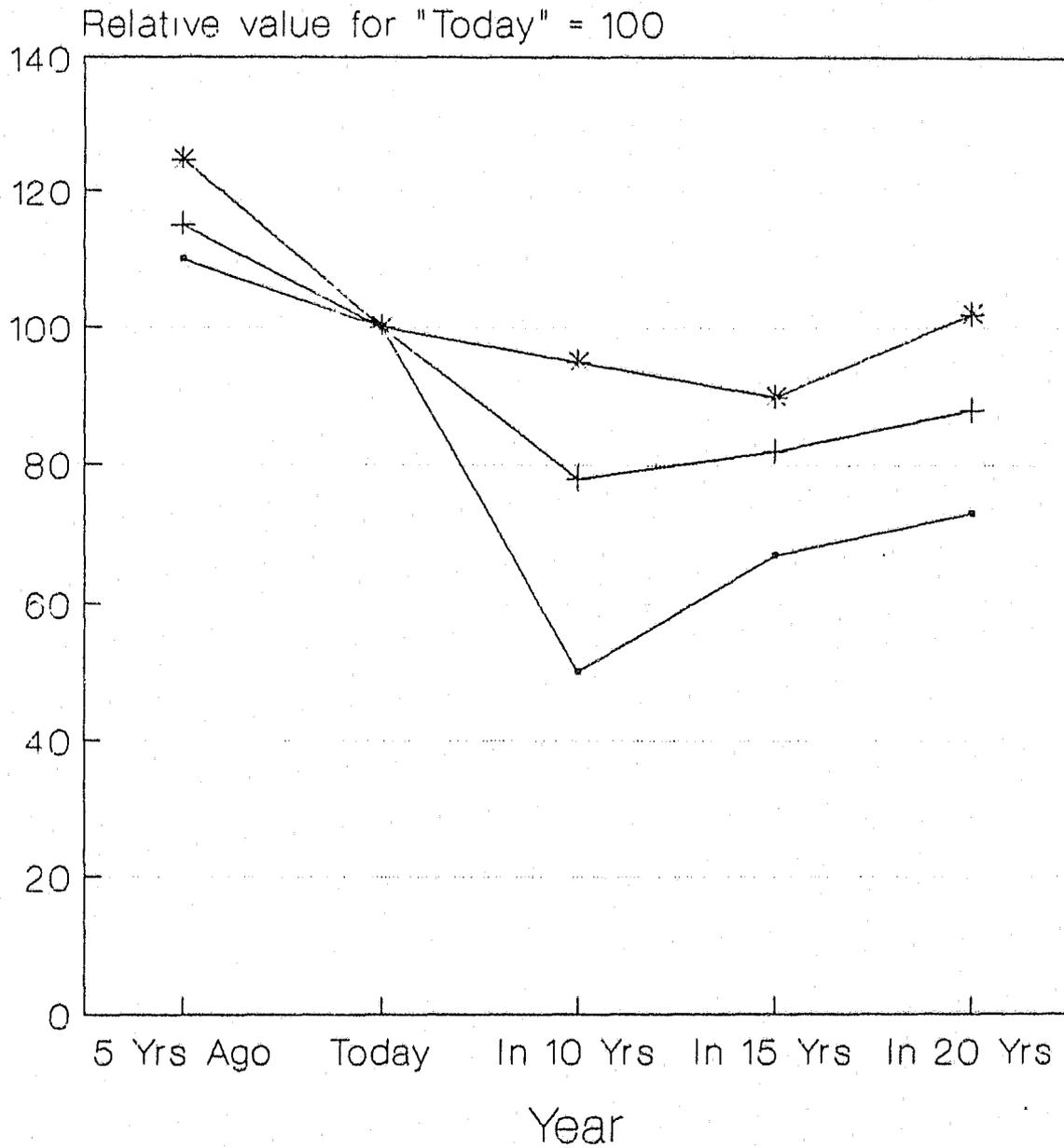
#### Events to Monitor

Unlike trends, which are regarded as essentially evolutionary in scope, events are more sudden and pose a greater

GRAPH 6

# TREND NUMBER TWO

## Recruiting Qualified Police Officers



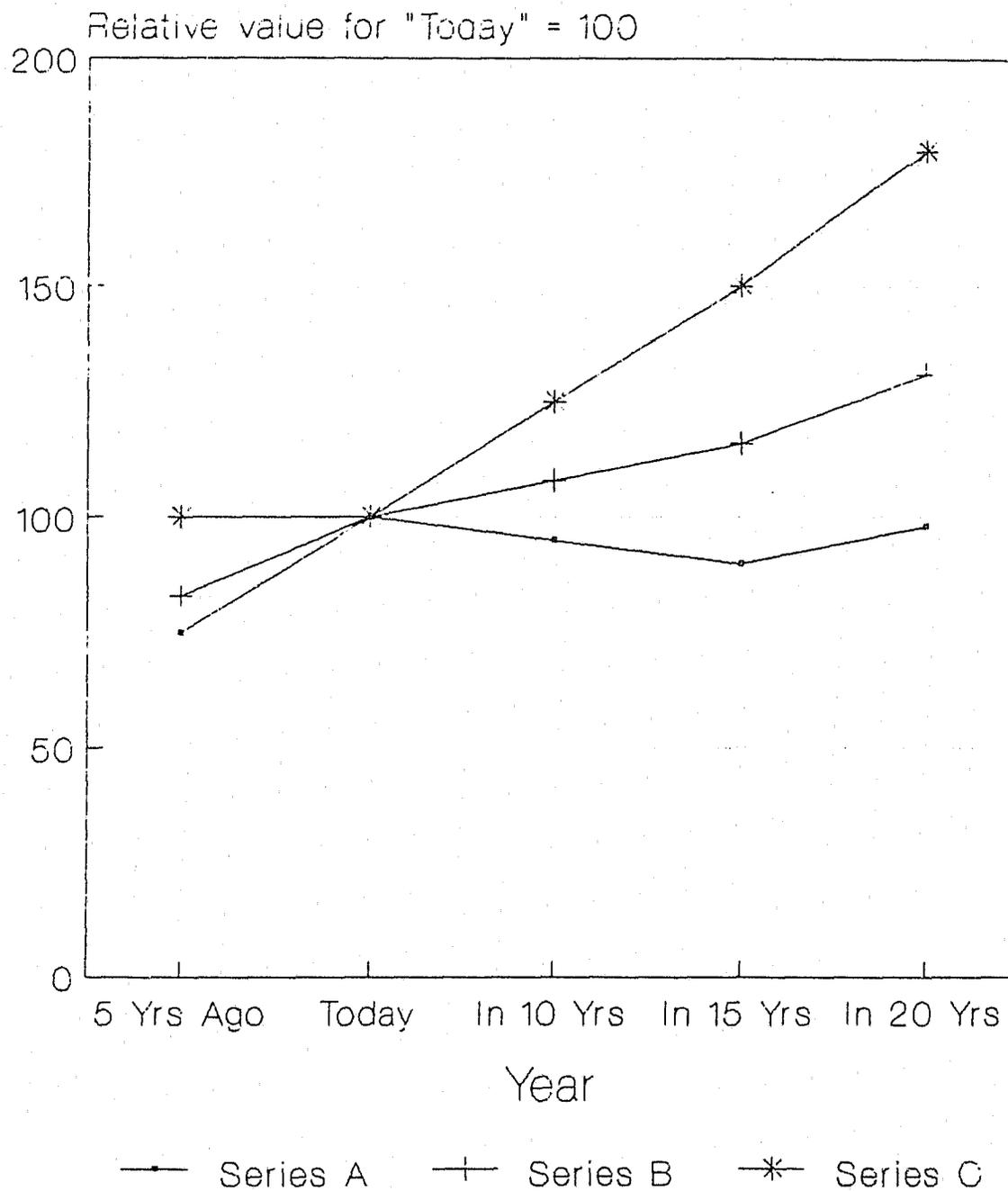
—●— Series A    —+— Series B    —\*— Series C

Series A - Low  
Series B - Nominal Trend  
Series C - High

GRAPH 7

# TREND NUMBER THREE

## Reduced Work Week - Police



Series A - Low  
Series B - Nominal Trend  
Series C - High

impact potential on a future scenario. Within the "discrete occurrence" definition guideline, the following events were identified by the Group as those having the most likelihood of influencing the future of retired police volunteers:

1. Taxpayer Revolt Against Public Service Costs
2. Crisis Caused by Underfunded Public Pensions
3. Legislation Restricting "Double Dipping" of Public Pensions

#### Event Ranges and Analysis

Event One (Taxpayer Revolt). The "Proposition 13 Movement" is anticipated to be rekindled, with consequences to policing similar to what occurred in 1976-1977. The potential for a taxpayer revolt was calculated as +31 percent within the next 10 years. Then the possibility drops to +22 percent five years later, and only +11 percent by the year, 2007. Similar to the trends discussed earlier, this event would increase the need for resource alternatives. One can readily recall the Proposition 13 cutbacks that struck California public service a decade ago. A repeat of this action would compel law enforcement administrators to examine no-cost and low-cost staffing alternatives in addition to cuts in service levels.

Event Two (Pension Crisis). This future event has a high probability of occurrence with local pension systems. The forecasting of a public pension crisis has been characterized by numerous warnings, both yesterday and today. As an example, the Los Angeles Police and Fire Retirement System, the nation's 23rd largest, reported an unfunded liability of \$800 million in 1970. Ten years later, this liability jumped to \$3.2 billion.<sup>43</sup>

A University of Southern California study summarized city-administered and self-administered safety officer pension systems as relatively poorly funded.<sup>44</sup> The Study continued by saying that California local governments have committed to \$32.5 billion in employee pension benefits but have set aside only \$18.7 billion, a \$13 billion unfunded liability.<sup>45</sup> A March, 1987 report estimated local public pension costs could double within the next ten years.<sup>46</sup>

All debts compound with the passage of time. The Group prediction of this event supports this truism. A California local pension crisis was calculated as having a +27 percent probability in 10 years, +41 percent in 15 years, and +63 percent in 20 years.

If this public pension crisis does happen, the remedies would be one or more of the following: Reduce the retirement benefits, increase the contribution rate for the employer,

increase the contribution rate for the worker, or raise the minimum age for retirement. When these options are weighed by pension administrators and a decision is made, two things are bound to occur. Workers eligible to retire will do so. Those not eligible must face the probability they will have to delay their previously anticipated retirement date. They may instead choose to withdraw from the system and work somewhere else, after buying into a more solvent retirement system (such as PERS).

In either case, the department's strength is reduced suddenly and a pension crisis causes a staffing crisis. Once again, retired peace officer volunteers could rescue administrators faced with rebuilding their depleted ranks.

Event Three (Double Dipping Restriction). This event arises from the same concerns about public pension costs voiced in Event Two. Because peace officers retire early, they are able to begin and complete a second career. Many elect to start a second career in public service, which means they enter into another public pension system. After a brief retirement contribution period (as little as 5 years), these retired peace officers can again retire and "double dip" into this second pension.

Critics of public pension costs offer the argument that taxpayers should not have to pay for more than one pension

per public employee. They reinforce their argument by showing how "double dippers" create much of the problem with underfunded pension systems. A retired public employee at, say age 50, takes a second government job with a pension plan. After five years, this person becomes "vested," or pension eligible, and retires again. His take-out in pension payments over the next 20-plus years of life expectancy far and away exceeds his modest 5-year pension contribution.

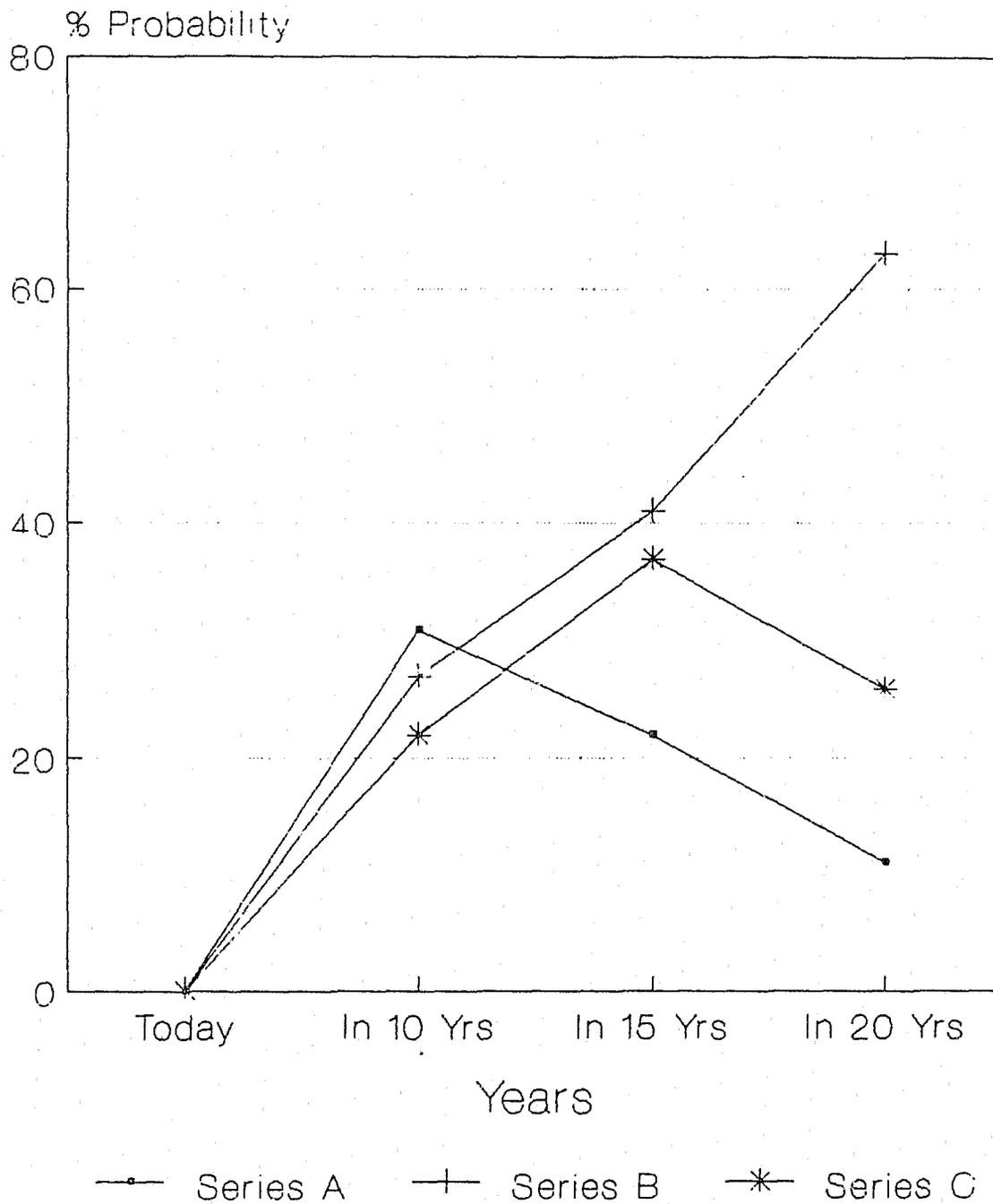
Event Three says there will be a legislated restriction on double dipping. The percentage of probability is +22 within 10 years, +37 in 15 years, and +26 in 20 years. If double dipping were prohibited, the expectation would be that first careers would be extended from what is evident today. In addition, the number of police retirees entering the private sector after retirement would rise.

Event Three's impact on our Research Topic may possibly translate to fewer police retirees available to volunteer. They would still be working in their first career. This may limit the ability to use retired officers as volunteers simply because there are fewer of them. But more likely, there would be no impact as the volunteer pool for this program are persons who have retired from *second* careers.

For comparison purposes, the three Events were graphically projected over a 20-year time frame. Graph 8 depicts the Event Line for each of the three Events.

GRAPH 8

# FORECASTING OF EVENTS



Series A = Taxpayer Revolt  
Series B = Underfunded Pension  
Series C = "Double Dipping" Restriction

### Cross-Impact Analysis

After having identified and projected three events that could alter the future of the Independent Study topic, the question now becomes, To what extent will these events influence the trends? The placing of events against the trends is known as Cross-Impact Analysis. This process can give added insight on the probability for both actions in the years to come.

The Group was provided a Cross-Impact Evaluation Form (Refer to Exemplar on Page 71) and asked to measure all of the trends and events against one another on the assumption they would occur sometime within the next twenty years. A numerical probability value was used and stated in terms of a percentage. If a trend or event probability was expected to decline, a negative percentage was recorded.

As with the case in trend and event measurement, the totals were averaged to determine the Group response. Graphs (Refer to Graphs 9, 10, 11) were prepared for each of the three events. These graphs depict the impact of one event against the other events as well as the three trends.

The results of this analysis revealed that a tax revolt had a nominal probability of 10 percent but would increase in probability to 70 percent with the occurrence of a public

pension crisis. The event, restriction on double dipping, increased to the same seventy percent level. No change in impact was predicted for the trend of older worker acceptance. But the police recruitment crisis abated to a minus 30 percent, while the prospect of a shorter work week declined to a minus 70 percent.

The probability of a public pension crisis increased from 70 to 80 percent in the event of a tax revolt. A double-dipping law raised the odds of a pension crisis to ninety percent. This is a reaction to the feeling there would be mass premature retirements and defections from the retirement system by those who could not retire.

A pension crisis would raise the older worker acceptance trend as there would be more of them. And the crisis would cause a 60 percent reduction in the police recruitment problem and a 90 percent decline in a possible shorter work week.

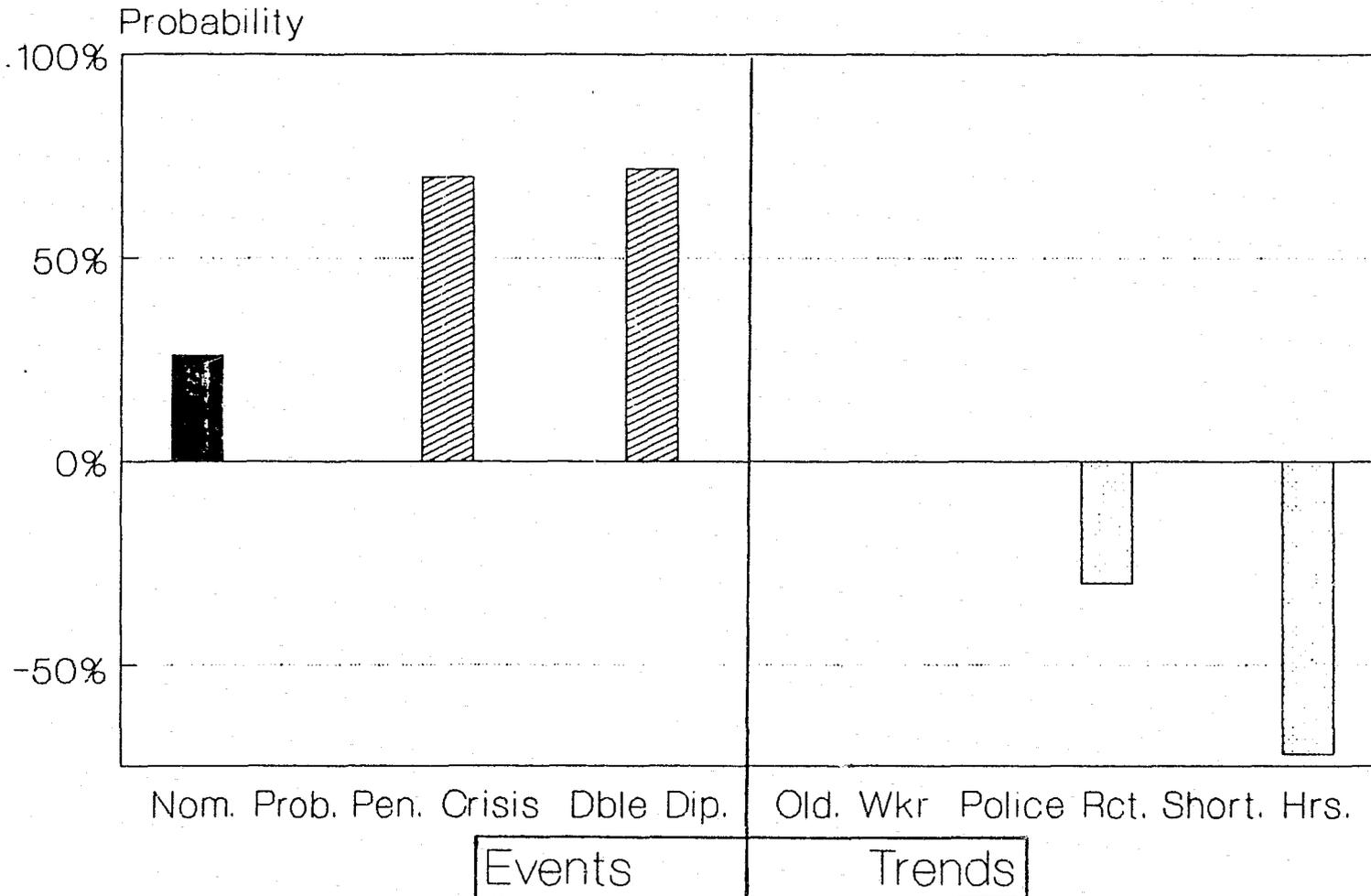
A double-dipping restriction began with an 11 percent probability but increased to 63 percent in face of a tax revolt. A pension crisis event understandably raised the probability of a double-dipping law to ninety-one percent. Older worker acceptance would increase to 90 percent (again, because there would be more of them). The police recruiting crisis and the shorter work week would decline in probability by 20 and 30 percent respectively.



GRAPH 9

# CROSS IMPACT EVALUATION

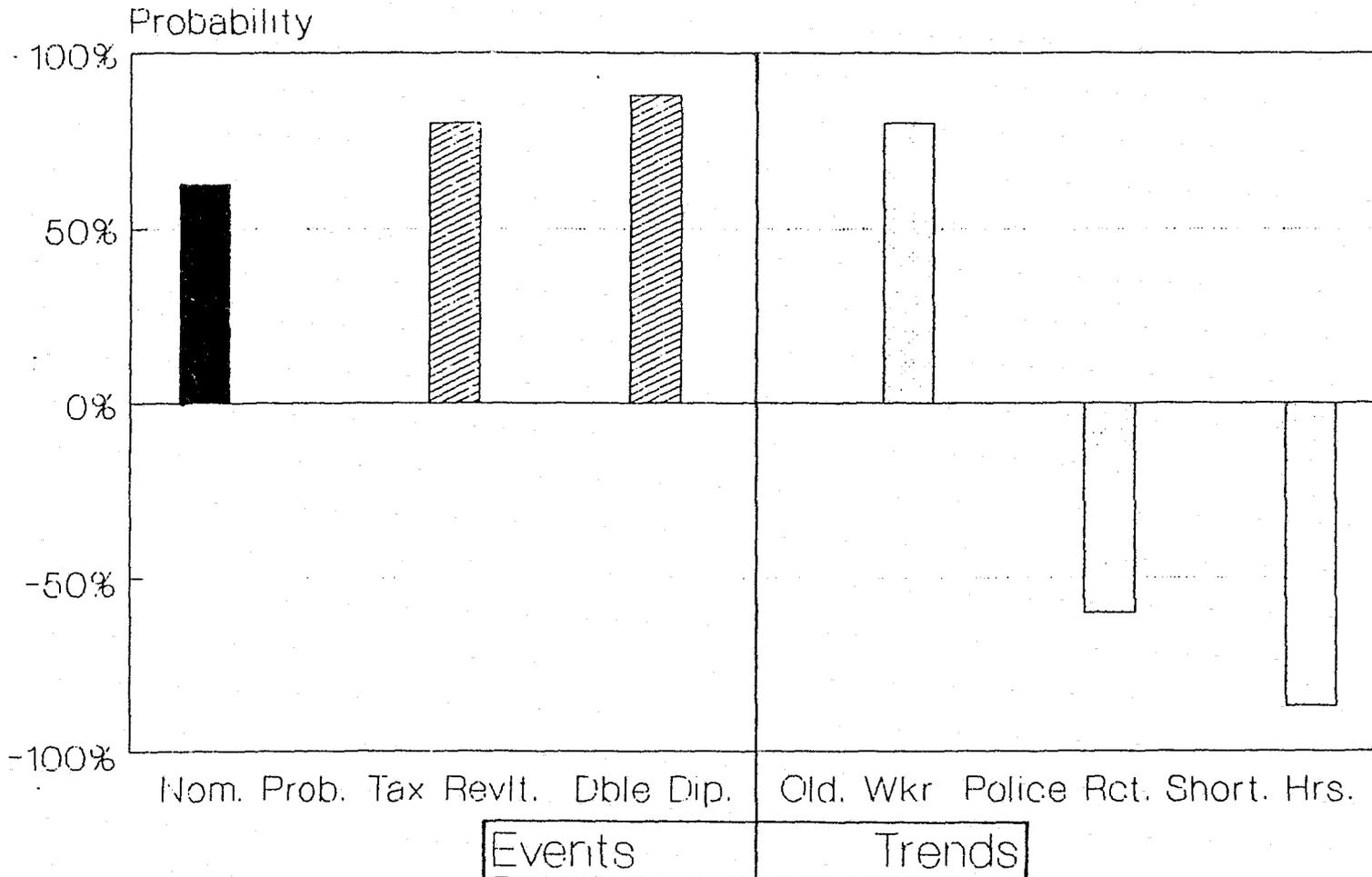
## EVENT - Tax Revolt



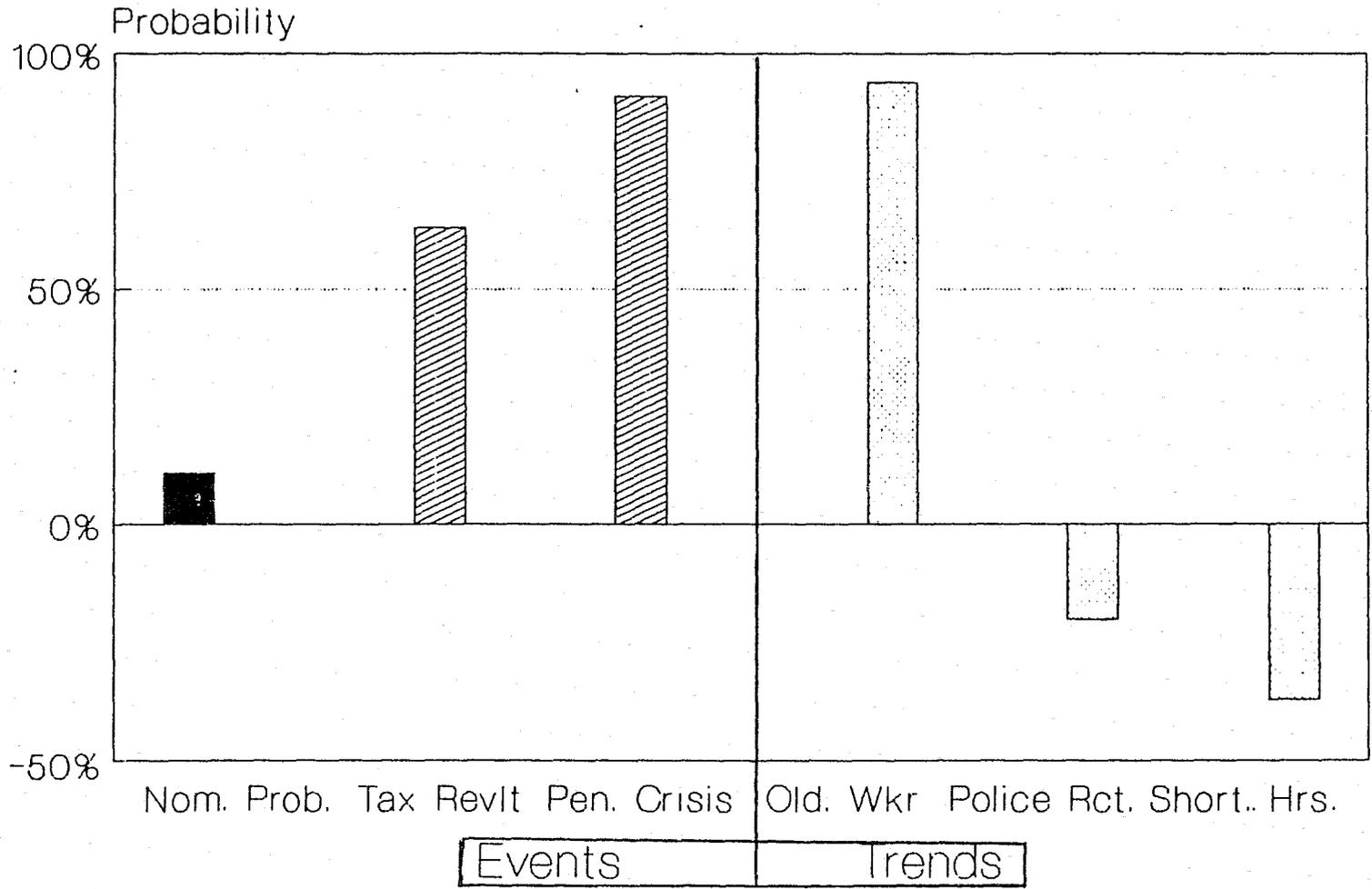
GRAPH 10

# CROSS IMPACT EVALUATION

## EVENT - Pension Crisis



# CROSS IMPACT EVALUATION EVENT - "Double Dipping" Restriction



## SCENARIOS

*Vision is the art of seeing things invisible*  
--Jonathan Swift

After taking all of the identified trends and events, then sorting them in various combinations using the Cross-Impact Evaluation tool, several possible futures are seen. The interrelationship of trends and events and the potential future for each is stated in a quantifiable expression called "probability." The higher a probability, the more likely that trend or event will occur.

A prospective future is regarded as particularly noteworthy if it has a nominal probability of thirty percent or more. Returning to the Cross-Impact Evaluation Form on Page 71, we find the "pension crisis" event to have the highest nominal probability. The events, "tax revolt" and "double dipping law" have less probability, but rise sharply when in concert with any other event.

The use of retired police as volunteers offers several potential futures. Depicting the more likely futures is performed by the use of scenarios. The construction of these scenarios is done favoring trends and events displaying a high probability of occurrence.

Three scenarios are presented and are set in the late twentieth and early twenty-first century. The scenarios are from three different personal perspectives. To capture the incentive for retired police officer participation, the first scenario was created to show the police volunteer program through the eyes of a law enforcement retiree.

The police manager perspective is captured with Scenario Two. A mythical police chief is portrayed in a role of creating and evaluating a police volunteer effort. Finally, a program failure in Scenario Three reveals the consequences in neglecting to correctly anticipate negative stakeholders and unfavorable events. The Scenario Three perspective is a police consultant hired to discover the reasons for a volunteer program failure.

Future Scenario One:  
Retired Peace Officer Perspective

The Time: Mid-July, 1997

*George "Pappy" Tryon at first couldn't believe what he had heard. What did that public service announcement say? Here he was, sitting in front of the TV, just sort of half watching the thing. That's just about all Pappy did these days, passing the time looking at game shows and old movies like "Platoon" and "Hoosiers." What a way to live. Just last week, old Pappy became real concerned; he began watching soap operas!*

But that public service spot caught Pappy's attention. Something about a volunteer program for retired peace officers. George retired from police work eleven years ago and that's why he perked up when he heard the reference to cops.

Later that day, the announcement came on again. This time, Pappy was listening. The police department was asking for retired police to volunteer for a whole variety of law enforcement tasks. There was a phone number for the police chief's office to get more information. Almost unconsciously, Pappy hit the "print screen" on his TV remote to get the number.

Back when Pappy retired he had no intention of having anything to do with policing ever again. He used to attend retirement dinners for some of the guys that retired after him. And there was an occasional "old timers" get-together at somebody's house, and those were always fun. But that was about the extent of his exposure with his old job.

Pappy had kept himself quite active after leaving the force. His monthly pension check and some real estate investments kept him comfortable financially. Pappy loved to travel and he and Peg were able to do lots of that. But since Peg passed away suddenly a year ago, Pappy pretty much confined his activities to sitting in front of the television.

In a word, Pappy was bored. "I didn't work a good part of my adult life to watch game shows every day," was how old

Pappy would explain his restlessness. That's why that thing on TV got him to thinking.

Prior to his retirement, Pappy Tryon was regarded as one of the best SWAT trainers in the State. For seven years he was a Special Weapons and Tactics commander and later became a trainer of other SWAT teams. He'd seen the local SWAT team in action a few months ago when passing by the perimeter of a barricaded suspect situation. Pappy's critical eye saw numerous mistakes being made in the placement and coordination of the team members.

Pappy thought about it some more, then a few days later, he went down to the police station and asked if he could see the Chief. He summarized his background and asked the Chief if he would be interested in having him come in to help teach during the next SWAT training exercise.

Was he ever! The Chief practically hugged Pappy. Recent cuts all but wiped out the department's training budget. Yet, here was a guy who was willing to train for nothing. Pappy was taken to the SWAT commander and introduced. The following week, Pappy was once again in front of a group of cops sharing his vast SWAT knowledge.

At the conclusion of the session, Pappy had to admit he really enjoyed doing this again. He hadn't realized how much he missed police work until he mingled with these guys. They

asked him to return for another presentation and Pappy said he would. He, in turn, invited them to stop by the house for coffee while on duty. Pappy later went on a couple of ride-alongs. He never imagined he would get into a police car for free, but he did.

Before he knew it, Pappy found himself also teaching in the regional police academy. Then a neighboring police agency asked him to come in and teach their people too. Pappy now does not have much time to watch television, which suits him just fine. Pappy is having too much fun being a cop again.

Future Scenario Two:  
Police Administrator Perspective

The Time: October, 1997

As the alarm clock went off on this early Fall morning, Bill Kozloski's first conscious thoughts are about the 10 A.M. awards meeting he had called for today. That thought at least made Bill a little more enthusiastic about getting out of his nice warm bed.

Kozloski had just finished his fifth year as chief of police in this community. When he took over the 178-man department, it was the happiest moment of his professional life. Since then, Kozloski had his ups and downs, like any

chief. But it was this past February when Bill had seriously thought about quitting.

As Bill reluctantly crawled out of bed and got himself ready for work, he reflected on the events leading up to the awards ceremony later this morning. There were those budget cuts. In the last two years alone, Bill's authorized strength was reduced by fifteen percent. He had pleaded with the City Council, showing the town's population increase and crime to match. Bill received lots of community support in the hearings, but apparently not enough. The Council kept coming back to the "numbers" and saying the money wasn't there. That tax revolt three years ago, which led to the passing of the State Initiative, really took its toll on available public revenue.

In one sense, though, it really didn't matter that the Council cut Bill's authorized manpower. He was unable to fill the positions he had! Despite intensified recruiting efforts, lowering the pass point on the written exam, and relaxing some of the medical standards, Chief Kozloski still could not attract sufficient numbers of police officer candidates to fill his vacancies. Hell, right now he had fourteen openings. And in a department of this size, that's a lot.

The Chief pondered where he would have been if he did not have the Retired Peace Officer Volunteer Program. "Quite

possibly," Kozloski smiled to himself as he thought, "I would have been a civilian."

What good fortune it was when Jim Watson came in to see him a year ago last August. Jim joined the Department the same time as Bill and they had been close friends ever since. Jim retired back in '94, to take "life easy" as he called it. He would tease Bill about his staying in police work, saying he did not know enough to quit.

So it came as quite a surprise when Jim came in that day and asked if there was anything he could help with around the Department. His old buddy admitted that he was restless and wanted something to do. The one thing Jim did really well was police work, and besides, he really missed the fellows on the job.

Watson had exceptional analytical skills and the Chief told him of a incomplete staff project doing nothing more than gathering dust. Kozloski wanted to completely revamp the procedures involved with maintenance of the police cars. The current system was costly and inefficient but the Chief did not have anybody to look into this problem. Watson said he would love to take it on. Bill gave him an empty desk (he had lots of those) and all of the fleet records.

Jim came back to the office two weeks later with a proposal that was a gem. The Chief implemented Watson's plan

and fleet costs dropped from 42 cents a mile to 31 cents. Watson has since been volunteering his time on additional staff projects.

Some other police retirees living in the area heard about Jim's efforts. They came in with ideas on how they would like to help out in the Department on a part-time volunteer basis. Pretty soon, Kozloski had eleven retired police officers working in various capacities throughout the Department. It got so involved the Chief established a "Retired Police Volunteer Program" and put Jim Watson in charge.

This morning we're having an awards ceremony to give recognition to all of the retirees' volunteer efforts. Bill told himself he will have no trouble expressing his appreciation for all they have done. "They really have become an essential component of the Police Department. Without them I don't know how we would have been able to survive."

Future Scenario Three:  
Police Consultant Perspective

The Time: March, 2004

FINAL REPORT

C O N F I D E N T I A L

To: City Manager, Alice M. Beerson

From: William J. Stockdale, STOCKDALE & ASSOCIATES

Subject: Summary Analysis of Police Department's Retired  
Police Volunteer Program

The firm of STOCKDALE & ASSOCIATES was retained by the City to examine the history of the Police Department's ill-fated "Retired Police Volunteer Program." We were given the authority and responsibility by the City Council to determine how this effort resulted in the polarized environment that currently exists within the Department.

In compliance with your initial set of guidelines, the contents of this report has been prepared with an emphasis on candor, foresaking diplomacy. In addition, much of the information for this report was gathered from persons who spoke only upon a promise of anonymity. Their identities could be inferred by persons within the Police Department if specific details of this report were revealed. For these reasons, we ask that this report be kept CONFIDENTIAL.

*This Program is a textbook example of a great idea, but poorly conceived and administered. Chief of Police Russell Cortello said he first decided to create a program for the volunteer use of retired peace officers after reading of similar programs in other cities. However, we interviewed select community and political leaders who stated they had repeatedly urged the Chief to implement this type of program. The Chief never mentioned these sources of input. We believe this to be a significant omission in support of our first conclusion:*

**THE CHIEF OF POLICE FAILED TO PROVIDE THE NECESSARY SUPPORT AND COMMITMENT FOR THE RETIRED POLICE VOLUNTEER PROGRAM**

*Our clear impression is that Chief Cortello tacitly opposed the concept of retired peace officer participation in his department. He implemented the Program only in response to concerted public pressure. Several key people involved in the management of the Program independently expressed this view.*

**THE POLICE CHIEF FAILED TO RECOGNIZE THE IMPORTANCE OF POLICE UNION PARTICIPATION IN THIS PROJECT**

*The internal unrest that now exists within the Police Department is largely due to the Police Association's bitter opposition to the volunteer program. Police Chief Cortello*

dismissed the Association's stance as, "the price of doing business." He further remarked that the Police Association has opposed every progressive program he has ever started but he would "never allow the union to tell him how to do his job."

Our analysis of retired peace officer volunteer programs in other police agencies revealed similar union opposition in the early stages. Invariably, the issues posed by the union were the same; loss of paid positions, loss of promotional opportunities, and reduction in overtime opportunities. In departments where volunteer programs have prospered, it was due to the union's active and constructive involvement at the very inception of the program. The police union concerns were addressed, without detriment to the volunteer program. Chief Cortello chose to not involve the Police Association and it doomed subsequent efforts to introduce volunteers into the Police Department. It also created much divisiveness within the ranks that exists to this day.

**PREDICTABLE EVENTS HAVING AN ADVERSE IMPACT ON THE VOLUNTEER PROGRAM WERE NEVER RECOGNIZED**

The Chief complained about recruitment difficulties for the Volunteer Program; specifically, the lack of available police retirees. Cortello said that he relied on projections provided by the Public Employee Retirement System (PERS) on

the number of future police retirees. These projections, it turned out, were far too high.

Our firm explored the reasons for the dwindling base of recruitment for retired police officers. We found that the widely publicized police pension crisis, and the equally well known "double dipping" legislation, were the causes. These events translated to potential retirees (and future volunteer candidates) postponing their retirement dates. This was an unfortunate oversight on the part of those involved with the planning of this Program. Had they recognized these circumstances in advance, the scope of the Program could have been reduced to meet available resources.

NO PLAN WAS MADE FOR THE TRANSITION AND IMPLEMENTATION OF THE RETIRED VOLUNTEER PROGRAM

Another major reason for the Police Volunteer Program's failure was the lack of a definitive plan to introduce this novel concept into the Police Department. No program goals and objectives were created, no timetable was established, no performance evaluation system was created, and the lines of authority were confused or absent. Instead of a dedicated budget for the project, participating units were expected to absorb all associated costs. This procedure made it almost impossible to monitor and evaluate the cost implications of the Program.

## STRATEGIC NEED AREA \_\_\_\_\_

## CAPABILITY ANALYSIS: RATING 2

## Instructions

Evaluate Each Item For Your AGENCY as to what type of activity it encourages:

- I Custodial - Rejects Change
- II Production - Adapts to Minor Changes
- III Marketing - Seeks Familiar Change
- IV Strategic - Seeks Related Change
- V Flexible - Seeks Novel Change

## Category

TCP MANAGERS:	I	II	III	IV	V
Mentality Personality	_____	_____	_____	_____	_____
Skills/Talents	_____	_____	_____	_____	_____
Knowledge/Education	_____	_____	_____	_____	_____
<b>ORGANIZATION CLIMATE:</b>					
Culture/Norms	_____	_____	_____	_____	_____
Rewards/Incentives	_____	_____	_____	_____	_____
Power Structure	_____	_____	_____	_____	_____
<b>ORGANIZATION COMPETENCE:</b>					
Structure	_____	_____	_____	_____	_____
Resources	_____	_____	_____	_____	_____
Middle Management	_____	_____	_____	_____	_____
Line Personnel	_____	_____	_____	_____	_____

police department's organizational strengths and weaknesses. Responses found with most or all of the participants are presumed to be valid judgments of the department's overall good and bad points. The planner then adjusts the Strategic Plan to take advantage of the strengths and minimize any disabling weaknesses.

### Stakeholders

No public agency functions in a vacuum. Organizations influence and are, in turn, influenced by a myriad of people, other organizational actions, cultures, laws, and circumstances. The list is virtually endless.

Any person or group having a vested interest in a plan of action is called a "stakeholder." The success of any strategic plan is largely dependent on the recognition of all the stakeholders within an organization's sphere of influence. Undetected negative stakeholders in opposition to a strategic plan are called "snaildarters"<sup>49</sup> and pose a hidden threat to a strategic plan.

Core Stakeholders. Regardless of the particular police agency or community, a proposal for a RELEV Program will invariably breed a common group of stakeholders. This Study elects to call them "core stakeholders." Earlier in the research we summarized surveys and interviews of retirees, law enforcement administrators, labor leaders, and government attorneys. All are stakeholders in the RELEV Program. Table 3 identifies

the core stakeholders, together with their assumed position of support or opposition to the Program and the rationale for their stand. This Model Strategic Plan urges planners to verify the core stakeholder analysis to their situation and expand or modify as necessary.

TABLE 3

CORE STAKEHOLDERS AND THEIR POSITION ON A  
RETIRED LAW ENFORCEMENT VOLUNTEER PROGRAM

Stakeholder	Position on the RELEV Program	Rationale for Position
Taxpayer Associations	Support	Increased staffing with minimal cost
Peace Officers	Oppose	Loss of jobs, over- time, promotions
Police Union	Oppose	Same as Above
Police Admin- istrator	Support	Increased staffing & efficiency
Senior Citizen Groups	Support	Productive use of senior citizens
Local Govt. Leaders	Support	Increased staffing with minimal cost
Volunteer Groups	Support	Expansion of volun- teer use
Government Attorney	Probably Oppose	Threat of increased civil liability
PORAC	Oppose	Same as union plus fear of precedent
Retired Peace Officers	Support	Self-esteem and altruism
Insurance Carriers	Support	Profit increase in liability insurance
Public Pension Administrators	Oppose	More industrial disability claims

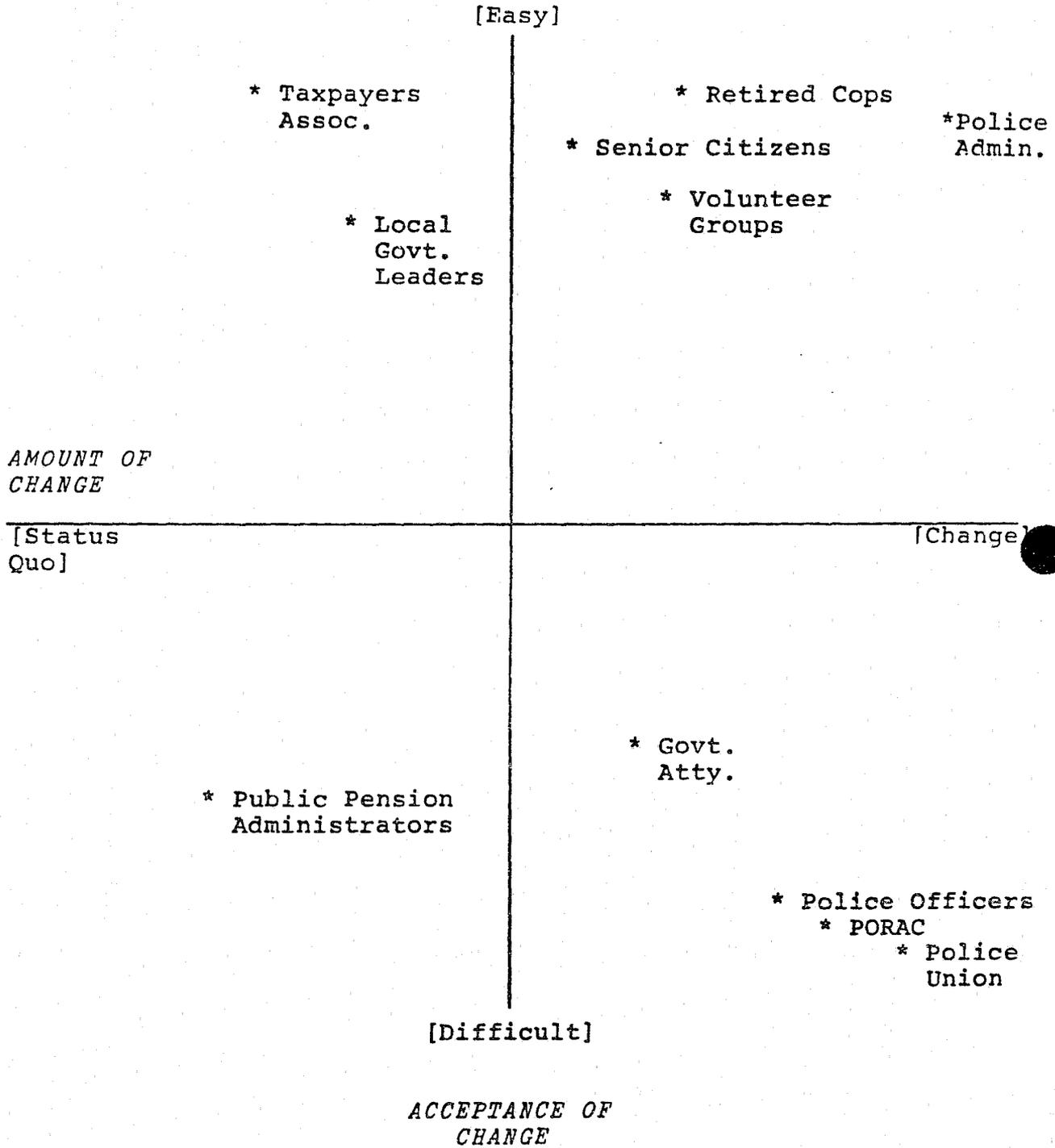
Stakeholder Plotting. The next step in the strategic planning process is to plot three variables: (1) The identified stakeholders, (2) whether they support or oppose the RELEV Program and, (3) the degree of resistance to changes caused by the Program. Plotting is done on a matrix grid, with the X-axis depicting the amount of change required for each stakeholder. The Y-axis measures stakeholder acceptance of the change. Once again using the collected data from the literature, surveys and personal interviews, the core stakeholders are plotted on the grid matrix to show their relative positions. (Refer to the "Plotting of Core Stakeholders," Page 97).

#### Strategic Plan for the RELEV Program

The strategic planning process is intended to produce a single course of action. A Strategic Plan for the RELEV concept moves a mere idea to a more definitive application in a law enforcement setting. The Plan's basic provisions are as follows:

- ⊙ Retired peace officer volunteers will be deployed as a supplemental resource within a police agency
- ⊙ The volunteers will aid in staff and investigative roles as determined by a needs assessment survey
- ⊙ Program control will be by the police administrator of the participating department
- ⊙ The police union will be an active participant in the design of the RELEV Program

PLOTTING OF CORE  
STAKEHOLDERS



The deployment of volunteers in the field (e.g., patrol) was omitted as a plan option to avoid a major legal obstacle. Retired officers assigned to line duty would increase the civil liability potential of the RFLEEV Program. Persons in these roles also present an increased risk of incurring an industrial injury. In actuality, few of the survey responses by retired officers expressed a preference for field roles. Also, recall a companion legal problem with the use of volunteers from another police agency.<sup>50</sup> At least at the outset, recruitment of RELEV candidates should be limited to officers retired from the parent agency. Perhaps later, recruitment could be expanded to include retirees from outside agencies if legal consequences for this expansion can be overcome.

In the discussion on "Transition Management" which follows, recommendations are offered in overcoming negative stakeholder obstacles. A plan is presented and includes a needs assessment, timetable, and suggested policy creation to guide the Program. An organization plan is described and incorporates such items as a budget, goals and objectives, staffing, recruitment, and training.

## TRANSITION MANAGEMENT PLAN

*The best laid plans of mice and men often go awry*

--*To a Mouse*, a poem by  
Robert Burns

A plan is a prelude and should be seen as a calculated means to a desired end. Nevertheless, until a plan is successfully placed into action or a program, all prior planning efforts are meaningless. A "transition plan" is a process for preparing an organization to accept a new program. This Transition Management Plan is a recommended guideline for the operational placement of the RELEV Program.

The Transition Plan is divided into three phases: Planning and Organization, Implementation, and Evaluation<sup>51</sup> (See the Transition Plan Outline on Page 100). Within each phase are discussions of recommended policies and procedures. While these recommendations are presented in a logical yet somewhat arbitrary sequence, it does not imply that this sequence is sacred. In practice, many of the suggested tasks are performed simultaneously by various program planners. Other actions can be omitted altogether if they are already in place. The selection and sequence of the steps in the plan will fall within the discretion of the Program Manager.

TABLE 4  
TRANSITION PLAN FOR  
RELEV PROGRAM

<i>PHASE ONE</i> Planning and Organization	<i>PHASE TWO</i> Implementation	<i>PHASE THREE</i> Evaluation
Formal Announcement - Press releases - Internal commun.	Assign Program Manager	Create Program Review Committee
Develop support among primary stakeholders - MOU with union - Create & modify policies	Establish site locations and provide equipment	Conduct internal audit
Establish lines of authority	Recruitment & Selection	Administer citizen evaluation survey
Formulate goals and objectives	Needs Assessment Survey	Measure goal and objective achieve- ment
Devise budget & set timetable	Create & publish job descriptions	Give findings to department head
Create performance evaluation and reward system	Orientation & training	Give publicity & awards
	Volunteer scheduling	
	Trouble-shoot as needed	
	Contingency planning	

### Phase One (Plan and Organize)

Formal Announcement. Publicity can contribute to the success of most programs. This Program particularly benefits from an ongoing publicity effort because of its reliance on volunteers for its staffing. Before police retirees will be able to show interest in the RELEV program, they must first learn of its existence and purpose.

A police agency implementing the RELEV Program should prepare a press release as part of the formal announcement procedure. Equally important are internal communications. Prior to any public announcement, the department membership must be informed; both written and oral communications should be used. Of course, rumors will have preceded the announcement, an inevitable by-product of the strategic planning process. Since rumors invariably result in some distortions, the formal in-house announcement will help clarify the exact purpose of the RELEV concept. Both internal general public announcements must include a named contact person to accept inquiries for more information.

Primary Stakeholder Support. The identification of stakeholders allows the planner to distinguish between the plan's supporters and opponents and reasons why. Stakeholders who are deemed crucial to the success of the plan are called primary stakeholders. Primary stakeholders opposing the RELEV

Program are especially important as they have to be persuaded or neutralized for the plan to prevail.

Within the stakeholder group identified in the "Plotting of Core Stakeholders" grid (See Page 97), the primary stakeholders are judged to be the Police Retiree, the Police Administrator, the Police Union, and the Government Attorney. Note how the latter two oppose the RELEV Program and, note further, the Police Union is the least receptive to change.

The primary stakeholders' importance to the Program has been discussed in detail earlier in the Study. Survey responses from retired peace officers identified and clarified issues critical to their participation.<sup>52</sup> Likewise, the paper's discussion on the psychological impacts of police retirement illustrate the personal needs of the retired volunteer.<sup>53</sup> Their self-esteem needs will affect Transition Plan policy on the scope of tasks assigned to the retiree.

Interviews with police administrators and the government attorneys underscored their crucial role in the Program. The administrator *must* support the RELFV Program or it will surely fail. One report on the police use of volunteers described the department head's role as follows: "The single most important factor is the demonstrated commitment of the chief executive officer."<sup>54</sup>

The government attorney (i.e., city attorney or county counsel) must be given the opportunity for input on policy

affecting the Legal Issues of the RELEV Program.<sup>55</sup> As an example, to minimize civil liability, volunteers should not be assigned to critical line tasks and perhaps they should be prohibited from using departmental vehicles.<sup>56</sup> Also, RELEV volunteers should be protected under Workmen's Compensation statutes as recommended by Oakland Deputy City Attorney George Shers.<sup>57</sup>

Finally, recall labor attorney Ron Yank's suggestion that a separate memorandum of understanding be created to allay the police membership's fears of the RELEV Program.<sup>58</sup> This proviso should also be included in the RELEV Transition Management Plan.

Establish Lines of Authority. Two options exist for introducing a RELEV Program into a police hierarchy. One is to create a separate unit with its own organizational structure, headed by a program manager. Selection, assignment, supervision, and administration of all facets of RELEV would be from that specialized operation.

The other alternative is more streamlined. One person, serving as Manager, staffs the RELEV Program. The Manager's duties would be limited essentially to that of coordinator with little or no direct authority beyond personnel selection and assignment, and budget administration. Once a volunteer is assigned to an operational unit, supervision and control becomes the responsibility of that unit's commander.

This second option is the recommended line of authority for the RELEV Program. This choice is in recognition of the needs of retired peace officers as they return to a police role to fulfill desires for self-esteem and comradeship. Having retired officers assigned within the existing hierarchy will better meet these desires rather than a separate unit where there is more isolation.

To the extent practical, the retired volunteer will be expected to comply with the same departmental directives as a regular sworn officer. Volunteers will probably appreciate this policy as it replicates the requirements existent during their careers as peace officers. And again, this amplifies the image that the volunteers are still cops, the same as the other employees.

Formulate Goals and Objectives. Goals are the desired result of a program while objectives are the means to achieve these goals. Speaking first to objectives, they are implicit in the the three-phase Transition Plan (Page 100). All efforts in planning, organizing, implementing, and evaluating are designed for the attainment of the RELEV Program goals. The five goals are as follows:

- Increase the overall efficiency of the department
- More public support and confidence in the police role
- Reduce operational and staffing costs

- Increase the level and variety of expertise within the agency
- Increase personal satisfaction level of RELEV participants

Establish a Timetable and Budget. RELEV is a new program which uses existing resources to help make it operational. However, from the viewpoint of employees charged with its implementation, the Program will likely be perceived as just another collateral task. The time, personnel, and funds required to accomplish this transition will compete with all existing organizational responsibilities. To prevent the RELEV transition plan from languishing due to a lack of attention and priority, a timetable for completion must be established.

The length of the timetable will vary with the size of the agency and the scope of the RELEV Program. A start-up time of six months seems reasonable. The Evaluation Phase, discussed later, is conducted at the completion of the first year of operation, then annually thereafter.

All department operations have cost consequences, even volunteer programs. The expectation is that any costs associated with RELEV will be offset by substantial benefits. But that must be demonstrated. The Program Manager shall be given a suitable budget to facilitate his role as coordinator. If the policy is to reimburse RELEV volunteers for job-related expenses, the Program Manager will control this expenditure.

Most RELEV Program costs will occur at the operational level where retired peace officer volunteers will be using or sharing departmental resources. The operational commander shall develop an audit system that will allow an auditor to distinguish volunteer costs from the larger operational costs. Periodically, perhaps twice yearly, the commander should be required to submit reports of PELEV Program costs and benefits.

Create Performance Evaluation and Reward System. Program evaluation requirements will be detailed in Phase Three. But as part of the planning and organizing process, a personnel evaluation system is to be created. Volunteers are appraised for the same reasons as one would evaluate the RELEV Program. Performance evaluations identify strength and weaknesses, gives recognition where it is deserved (a form of reward in itself), adds credibility to the effort, and serves as the basis for needed changes in personnel and practices.

Retired peace officers became accustomed to performance evaluations from their years in law enforcement. It would be preferable to copy the RELEV evaluation format from the performance evaluation forms used for sworn officers. The one exception would be frequency. Sworn officers, typically, are evaluated annually. RELEV volunteers, being more transitory, should be rated more often. The recommended frequency would

be every three months for the first year and semi-annually thereafter.

Phase Two (Implementation)

Assign Program Manager. The position of Program Manager has been mentioned previously in this Transition Plan. As part of the Implementation Phase, a person is named to supervise the RELEV Program as a collateral task. The Program Manager will oversee all of the Transition Plan specifications described herein and, as also said earlier, act primarily as a coordinator. Several personal and professional traits should be sought in the selection of a RELEV Program Manager.

The Manager is to be an officer of at least command rank. In smaller agencies, the department head may be the most suitable Program Manager. A ranking officer gives more credibility to the Program, from within the department and also in the eyes of the community. It implies a strong departmental commitment. The Program Manager should be an older officer, if possible, to better interact with the volunteers staffing the Program.

A RELEV Program Manager must have proven planning and interpersonal relations skills. He has to manage strife and tolerate some confusion at times. He must be respected by the police union. Finally, the Program Manager is required

to be flexible and adaptable in recognition of the transient nature of all new program implementation efforts.

Site Location and Equipment. As retired police volunteers are selected and assigned, preparations have to be made to accept them into their new job roles. If they are assigned to an office environment,<sup>59</sup> RELEV volunteers are entitled to a desk, phone, paper, and similar supplies. A good planning effort will have these essentials already set out and waiting when the volunteers arrive. Such a gesture is efficient and thoughtful and goes a long way towards saying "welcome back" to the retired officers.

Another consideration is site location. For example, avoid giving tasks to older volunteers with limited mobility if frequent climbing of stairs is necessary for the completion of the assignment.

Recruitment and Selection. A program is only as good as the people selected to make it work. During the police chief interview phase of the research, the question was frequently asked, "How do I find and recruit these retired officers for the volunteer program?"

One ready recruitment source is found within larger police agencies with private retirement systems. Virtually all such organizations publish lists of retirees and their current addresses. A police chief could obtain such listings

and solicit those who live in the area. It would probably be prudent, though, to have someone whose judgment the administrator has faith in to first screen the listing for suitable applicants. Regardless, this recruitment technique is limited in scope and not entirely satisfactory. A more realistic recruiting strategy will be discussed later under "Publish Job Descriptions."

There are some promising indications that recruitment needs may be a minor issue with the RELEV Program. The thrust of this research was conceptual only; that word plus the term, "feasibility," was used often all during the mail surveys and personal interviews. Nevertheless, I received two phone calls and four written inquiries from retirees who apparently misinterpreted the character of the study. The contacting persons asked how and when they might become involved in this volunteer program.

One phone call was received from a former lieutenant who said he had described the program to a retired colleague (not part of the survey). Both were interested in participating. In the field of advertising it is said, "word of mouth" is the most effective form of sales. Retired peace officers appear to have their own and very effective communications network. Quite possibly, much of the recruitment of RELEV volunteers will take place without any concerted effort by program managers.

Selection of volunteer candidates will be an abridged form of the process used to select sworn officers. The RELEV applicant is interviewed by the Program Manager and a cursory background investigation is made of the candidate's police career, plus any job history that followed. A medical examination is also recommended to reduce the likelihood of an undisclosed injury or illness later on becoming a job-related disability.

Needs Assessment Survey. A key facet of this Transition Plan is to initially locate job needs suitable for retired police volunteers, then seek candidates to fill them. The first step to that end is a Needs Assessment Survey in the department. At all levels of an organization, tasks are identified which could be performed by RELEV personnel. Several strategies are available to identify these volunteer roles.

A survey questionnaire could be circulated among unit commanders. Perhaps an outside consultant could be engaged to supervise this task. Or a representative committee or task force from within the department could be appointed. But as part of any Needs Assessment Survey for this Program, two reminders are in order: (1) Table Two on Page 26 offers a basepoint for RELEV job assignments and, (2) Be mindful of police officer and union opposition which may inhibit full cooperation with the Survey and distort the findings.

Publish Job Descriptions. As appropriate tasks for retired peace officers are identified they must be written up into a standardized job description. The job description format would include the following components:

1. Position Title
2. Required Qualifications
3. Primary Duties and Responsibilities
4. Duty Hours or Minimum Time Requirements
5. Immediate Supervisor

After the volunteer job roles are identified and prepared in a job description format, recruitment for these positions can then begin. The printed job descriptions are circulated to police retirement associations, retirement communities and local chapters of the American Association of Retired Persons. Numerous community, hobby, and recreational groups have large concentrations of retirees, and retired law officers are presumed to be among them. They, too, become part of the mailing. Law enforcement newsletters and journals are read by police retirees. Announcements can be placed in these publications. Finally, recruitment fliers are posted in hospitals and medical clinics with a gerontology caseload.

Orientation and Training. Retired officers returning to their parent agency after a brief absence will have little or no

difficulty assuming roles as RELEV volunteers. An officer who has been out of law enforcement for awhile, or if he is from another agency, will feel more uncomfortable. In either instance, a Transition Plan shall include a procedure to make the volunteer welcome in the department and to provide all necessary training support.

Orientation procedures would include introducing the volunteer to key commanders and supervisors within the police department. Supplement this effort by presenting a copy of an organizational chart with the names of all division heads. The volunteer's supervisor shall introduce the retiree to all of his co-workers. If the police agency requires employees to wear identification tags, volunteers will be similarly tagged. Even if no such practice exists, volunteers should be given nametags until they become acquainted with the paid employees.

Training needs will vary with the qualifications of the retired police volunteer and the assigned tasks. Indeed, in some instances the retired volunteer will be doing the training (e.g., Scenario One). Training of volunteers may range from unstructured on-the-job training to formal classroom presentations. Retirees should be encouraged to participate in the routine training efforts given for sworn personnel.

The American Association of Retired Persons (AARP) has published guidelines for training volunteers in a police setting. While the AARP model was never intended for volunteers with police experience, the guidelines are nonetheless applicable to this effort and are listed below:

1. List the most important elements of the volunteer's job and focus on the areas of performance which are of paramount importance
2. Explain how the job fits into overall agency operations
3. Contrast examples of desirable and undesirable job performance
4. Provide the volunteer with an opportunity to handle the job on a tentative basis
5. Identify criteria which supervisors will be using to evaluate the volunteers
6. Identify what is expected of the volunteers in terms of appearance, conduct, confidentiality, and supervision
7. Provide volunteers with an opportunity to acquire the skills needed for a particular assignment 60

Volunteer Scheduling. One of the great appeals of retirement is that no longer must one conform to a rigid and continuous work schedule. Admittedly, some RELEV volunteer tasks may require compliance with a declared schedule. A training role is one that comes to mind. Training sessions require all participants to come together at a prescribed time and place.

But most volunteer tasks allow a retired officer to come-and-go within a liberal time frame.

For example, Jerry Cremins, Retired LAPD,<sup>61</sup> arrives each Tuesday morning and leaves in the early afternoon. Tuesdays are the best days for him and the arrival and departure times allow Jerry to avoid the commute traffic. Scheduling volunteer personnel must be done with an eye towards accommodating the schedules of the participants. If a volunteer task has a deadline (staff studies are good examples), the due date must be recognized by the volunteer as a condition of task acceptance. Critical volunteer tasks with a time constraint must not be given to a volunteer until the retiree demonstrates the ability to meet these requirements.

Trouble-Shooting and Contingency Planning. A new program has a high probability for problems in spite of the most careful planning efforts. Transition Planning accepts this inevitability but also prepares for it. Once the RELEV Program begins, the Program Manager must be especially vigilant and maintain a high profile within the organization. He actually must *look* for trouble. The key is to find problems as they emerge and before they could potentially imperil the Program.

In concert with this high state of management readiness is contingency planning. Transition planners anticipate areas of conflict and develop alternative resolutions. Once again,

this is where recognition of the negative stakeholders works to the advantage of the planner. Using a lot of "What ifs?" and applying them to the roles of the negative stakeholders, transition planners can develop sets of worst-case scenarios. These potential pitfalls can then be provided to the Program Manager along with recommended courses of counteraction.

### Phase Three (Evaluate)

At some time, an operational RELEV Program must pause and critically evaluate what it is doing and whether it is achieving its stated goals and objectives. This Transition Plan has arbitrarily selected one year of operation before the evaluation phase takes effect. The following is the recommended procedure for Program auditors to follow in measuring the level of success in the use of retired police officers as volunteers.

Program Review Committee. Analysis of the RELEV effort is an important responsibility and should be shared among several persons with vested interest in the Program. The formation of a Program Review Committee (PRC) is therefore recommended. This committee will be comprised of the Primary Stakeholders or their representatives, plus anybody else judged suitable by the department head. An independent consultant should be retained and will serve as the chairperson for the Committee.

The PRC shall be given the responsibility to assess the RELEV Program from the perspective inside the police agency and also the general public. The Committee members will also determine if the Program achieved its declared goals and objectives and then report their findings and recommendations to the department head.

Internal Audit. All operational units having RELEV participation will be audited by the Program Review Committee. The number of volunteers deployed and their collective amount of hours donated is tabulated. The range of tasks assigned to the volunteers is summarized. An evaluation is rendered on RELEV recruiting techniques and an assessment is made on any dropouts from the Program (If practical, the RELEV dropouts will be interviewed to determine their reason for leaving).

Volunteer productivity is measured through review of the performance evaluations of all RELEV volunteers. Further, police employees who had volunteers assisting them are interviewed for their impressions of the Program. Unit managers are also interviewed and invited to supplement any comments made on the volunteer in their performance evaluations.

External Audit. It is usually not adequate to measure a program's impact from only within the host agency. A community's reaction to the RELEV Program is also an important facet of this Evaluation Phase. For RELEV volunteers who have contact

with the public as part of their duties, a "customer satisfaction" survey should be conducted.

For example, picture a retired police officer volunteering as a complaint officer in a police department patrol division. The volunteer's duties include preparing crime reports for citizen "walk-in" complaints. A spot survey can be made by randomly extracting the names and addresses from some of the reports made by the retired officer. These crime victims would receive a questionnaire by mail which would identify their report-taker as a RELEV volunteer. They would be asked to evaluate the performance of the retiree and their reaction to the RELEV concept in general. Citizen evaluations could be made for every task where volunteer/citizen contact is documented, thus allowing the citizen to be surveyed.

The responses received from citizens would serve as part of the volunteer's overall performance evaluation. The citizen evaluation report is also be one of the barometers used for RELEV Program assessment. Indeed, these reports could be administered on an continual basis as a means of receiving ongoing feedback from the community.

Public Recognition and Awards. A reminder must be given that peace officer volunteers can be characterized in two ways. They are donating their efforts and they are, in all probability, doing this to meet some self-esteem needs. As a

culmination to an evaluation of volunteer performance, formal recognition must be given to participants who have satisfactorily served in the RELEV Program.

Consideration should be given for a periodic Awards Banquet to be hosted by the police department. Appropriate plaques and certificates are presented to the RELEV volunteers by local dignitaries. A press release is prepared and distributed prior to the award presentation. The media would be asked to give the event suitable coverage for additional recognition of the retirees' contributions.

## CONCLUSION

The primary objective of this Independent Study was to identify the need for an alternative resource in policing which, in turn, was prompted by a pending recruitment crisis and a loss of available revenue. A possible solution was proposed in the form of a latent source of highly qualified volunteer labor. Retired peace officers were surveyed and found to be supportive towards donating their talents to help supplement overburdened police resources.

Active and retired police administrators were similarly questioned and concurred with the idea of mobilizing retired peace officer volunteers. Throughout the research, efforts were taken to recognize obstacles in the use of retired peace officer volunteers. Several were found. Police union opposition was anticipated and discussions with two police labor representatives resulted in suggestions for policy formulations to allay the union's fear of the proposal.

Introducing retired police officers as volunteers within a police organization creates a number of legal implications. Two deputy city attorneys offered recommendations for the program to minimize civil liability with the use of police volunteers.

Seeking a precedent in the volunteer use of police retirees, the Study found none which had reached the operational stage. But three efforts in Illinois and California were somewhat similar in scope. The history of each program was detailed and relevant policies and procedures were noted for application to this Study.

As this proposal was designed to meet future resource needs, numerous applicable future trends and events were identified. These trends and events were then examined to determine what impact they might have on the use of retired police volunteers. This data was then translated into three future scenarios, depicting three possible futures for this concept.

The Study concluded with a recommended plan or strategy for preparing a police organization to accept this idea as an organizational reality. Much of the Study's collected information affected deliberations on policy formulation. A Model Strategic Plan was offered taking full advantage of the Study data. This was followed by a three-phase Transition Plan. The Transition Plan outlined the planning, organizing, implementation, and evaluation efforts necessary to maximize the possibility of this concept succeeding in an operational environment.

As this Independent Study concludes, I reflect back six months ago, to last November, when development of the Study

topic was being finalized. At that time I was apprehensive as to how retired peace officers would receive and respond to my inquiries. Would they resent my asking them if they were willing to return to law enforcement as a volunteer? It was my perception that more than few officers leave the police force with a feeling of relief and at least some bitterness. I was also well aware that many retired cops go through a stressful period of readjustment in their lives after leaving policing. How might they react should they be asked to ponder the possibility of returning to a police role and pick jobs for which they would volunteer?

Now, these earlier concerns are laughable. Overwhelmingly, responses to the questionnaire and the personal and phone interviews were supportive in the extreme. If police officers do *anxiously* retire from the profession, then their affection for the job must soon be restored. Again and again during the survey period, I received comments to the effect, "Why hasn't somebody thought of something like this before?"

The Study had earlier described how some respondents misinterpreted the intent of the survey and made commitments straight away to volunteer their services. Clearly, retired peace officers are a resource alternative for a police agency that has been ignored for too long a time. This Study may have ended but the Oakland Police Department has just begun embarking on a program to "recall" their retired officers.

Finally, speaking to an issue tangentiality related to this Independent Study topic, I have the profound feeling that our traditional approach to life, work, and retirement is out of sequence. Police officers follow a norm as does virtually all other occupations. In our early years, we get married and start a family. Simultaneously, we devote ourselves to achieving success and upward mobility in our job roles. Often, job needs and family and personal needs come in conflict. Some workers sacrifice their family time for the job, with consequences too well known to require comment. Others may do the reverse and be frustrated by a lack of success in the workplace.

In either instance, both types of workers will eventually retire. By that time, the new retiree's family commitments are limited to the spouse, if one still exists. The children are adults now and on their own. How ironic that, at retirement, when time is now available for the family, the family is gone. This at least partially explains some of the boredom and frustration experienced by many retired workers, and why the RELEV Program will succeed if tired.

Gerontology expert, Dr. Sally Coberly, was contacted<sup>62</sup> and asked to comment on this observation. She described this phenomenon as the "linear life cycle." It was indirectly examined by Dr. Malcom Morrison in his discussion, Economics of Aging.

A more suitable approach to our life and our job would be a "flexible life cycle" and would be something like this: A new worker begins in the customary manner, both at home and in the workplace. As the worker reaches his or her middle thirties (studies show this is the time when job and family pressures begin to peak), the worker retires! Ten or fifteen years later when family commitments begin to diminish, the worker returns to the job site and pays back for the mid-term hiatus and then retires for good at age sixty-five.

In many respects, this concept equates to a paid sabbatical so familiar in the academic world. Only this leave is considerably longer.

There are a number of complexities with this idea, not the least of which is the revamping of the pension system. The idea, however, is feasible. This topic started out as a feasibility study. Perhaps a forthcoming Independent Study project will also advance this concept towards reality.

APPENDIX A

Footnotes

<sup>1</sup>Boucher, Wayne. 9 September 86. "How to Forecast Trends Judgmentally." Command College lecture and handout. Pomona, California.

<sup>2</sup>Danville (California) Tri-Valley Herald. 13 December 1986. p. 11.

<sup>3</sup>Koehn, Hank E., 3 December 86. Command College lecture. Pomona, California.

<sup>4</sup>Op.Cit., Tri-Valley Herald.

<sup>5</sup>Danville (California) Tri-Valley Herald. 16 November 1986. p. 2.

<sup>6</sup>State of California, Employment Development Department. March, 1985, Projections of Employment by Industry and Occupation: 1980-1990. Sacramento, California: n.p. pp. 86-87.

<sup>7</sup>U.S. Department of Justice, Bureau of Justice Statistics. 1986. Police Employment and Expenditure Trends. Washington, D.C.: Government Printing Office.

<sup>8</sup>Ibid.

<sup>9</sup>Ibid.

<sup>10</sup>California Commission for Economic Development, January, 1986. Assessment of Reduced Revenue on California Local Law Enforcement. Sacramento, California: n.p., p. 4.

<sup>11</sup>Ibid., p. 5.

<sup>12</sup>Souryal, Sam S. 1977. Police Administration and Management. St. Paul, Minnesota: West Publishing Co. pp. 64-65 (summarized).

<sup>13</sup>Gallup Organization, Incorporated. 1983. The 1983 Gallup Survey on Volunteering. Washington, D.C.: Gallup Organization, Inc.

<sup>14</sup>Koehn, Hank E., 17 June 85. Command College lecture. Pomona, California.

<sup>15</sup>American Association of Retired Persons, Criminal Justice Services Section. 1984. Volunteerism in Law Enforcement. Washington D.C.: American Association of Retired Persons. pp. 2-3.

<sup>16</sup>Ibid. p. 5.

<sup>17</sup>Snell, Barbara and Dohrenweld, Bruce P. 1974. Stressful Life Events, Their Nature and Effects. New York: John Wiley and Sons, p. 50.

<sup>18</sup>Johnson, Captain Kenneth E., June, 1978. "Retirement Counselling," FBI Law Enforcement Journal. Washington, D.C., p. 29.

<sup>19</sup>"Four Corporations Puncture Myths on Older Employees," September, 1980. American Association of Retired Persons News Bulletin. Vol. XXI, No. 8. Washington, D.C., p. 7.

<sup>20</sup>The age of the typical California peace officer has been estimated to be fifty-two according to Diane Vasquez of the Retired Peace Officers Association of California. The California Public Employees Retirement System groups its police and fire retirees together under "Public Safety." They were unable to provide an average retirement age for peace officers.

<sup>21</sup>Stratton, John and Barbara, October, 1981. "Retirement: The Pot of Gold at the End of the Rainbow," The Police Chief. IACP, Gaithersburg, Maryland, p. 18.

<sup>22</sup>Ibid.

<sup>23</sup>This seemed to be a non-issue with both the retirees and police chiefs. Several written responses were returned with unsolicited permission to quote and included phone numbers for further contact if desired. Likewise, police chiefs in personal interviews appeared indifferent to being quoted on an expressed viewpoint. Some spontaneously gave permission to quote freely. I held to my original promise, however, except when the comment needed to be identified with the veracity of a particular respondent, and only when permission to quote was given.

<sup>24</sup>Both retirees and police chiefs made frequent mention of two additional concerns. Legal and labor implications are of major importance to this issue and received detailed discussion under "Police Union Response," p. 38, and "Legal Issues," p. 43.

<sup>25</sup>American Association of Retired Persons, Criminal Justice Service Section. 1980. Law Enforcement and Older Persons. Washington D.C.: American Association of Retired Persons. p. IV-6.

<sup>26</sup>Refer to Table 2, p. 26.

<sup>27</sup>Baratta, Richard, General Manager, Peace Officers Research Association of California. Sacramento, California. Phone Interview, 27 January 87.

<sup>28</sup>The advantages of such a research tool is discussed in Applying Methods and Techniques of Futures Research. Morrison, J.L., Renfro, W.L., and Boucher, W.T. (Eds.). 1983. Jossey-Bass: San Francisco, California. p. 23.

<sup>29</sup>Social Security Administration, Oakland California Office. Phone Interview, 11 February 87.

<sup>30</sup>Banks, Sharon. Deputy City Attorney, City of Oakland. Phone Interview, 13 December 86.

<sup>31</sup>Shers, George. Deputy City Attorney, City of Oakland. Phone Interview, 13 December 86.

<sup>32</sup>Ibid.

<sup>33</sup>Bureau of Planning and Development, Illinois State Police. November, 1980. Preliminary Program Proposal: Expansion of Crime Prevention Utilizing Retired DLE Officers as Volunteers. Springfield, Illinois. p. 2. (Also Appendix D).

<sup>34</sup>Ryan, Captain William J. (Jack). Illinois State Police, Springfield, Illinois. Phone Interview, 6 January 87.

<sup>35</sup>Op.Cit. Preliminary Program Proposal,. p. 12a.

<sup>36</sup>Op.Cit. Ryan Phone Interview.

<sup>37</sup>Sunderland, George. American Association of Retired Persons, Washington, D.C. Phone Interview, 24 November 86.

<sup>38</sup>Stoval, Officer Wayne. Los Angeles Police Department, Los Angeles, California. Phone Interview, 9 January 87.

<sup>39</sup>Cremins, John (Jerry). Los Angeles Retired Fire and Police Association, Inc., Los Angeles, California. Phone Interview, 12 December 86.

<sup>40</sup>Lafitte, Charles R. Phone Interview, 11 March 87.

<sup>41</sup>Boucher, Wayne. 9 September 86. "How to Forecast an Event," Command College lecture and photocopy handout. Pomona, California.

<sup>42</sup>See pp. 4-5, Above.

<sup>43</sup>Simpson, Richard P. May, 1982. California Public Employee Retirement: More Than a Gold Watch. California Tax Foundation. Sacramento, California. p. 23.

<sup>44</sup>Ferris, James J. 1984. The Funding of Local Public Employee Pensions in California. University of Southern California, Los Angeles, California, p. 61.

<sup>45</sup>Ibid. p. 1.

<sup>46</sup>Kassin, Philip and Swan, Winifred. March, 1987. "How Some Agencies Relieve the Local Pension Crunch," Golden State Report. Sacramento, California. p. 39.

<sup>47</sup>Norman, Alex J. 13 December 85. Command College Handout, Pomona, California.

<sup>48</sup>Rubinstein, Mosche. 11 December 85. Command College Lecture, Pomona, California.

<sup>49</sup>The term, "snaildarter" gained popularity several years ago when this obscure creature was identified as an endangered species as part of an Environmental Impact Report. The Tennessee Valley Authority's failure to identify this opposition stakeholder eventually scuttled a costly dam construction project.

<sup>50</sup>See p. 48 Above.

<sup>51</sup>Two excellent discussions of program transition were incorporated into the design of this Transition Management Plan. Op.Cit. Law Enforcement and Older Persons. IV-25 to IV-47 and "Transition Plan," Handout and Command College Lecture, Dr Ruben Harris, 6 March 86.

<sup>52</sup>See p. 28, Above.

<sup>53</sup>See pp. 17-20, Above.

<sup>54</sup>American Association of Retired Persons, Criminal Justices Services, 1985. "Volunteer Augmentation of Law Enforcement Agencies," Washington, D.C. p. 9.

<sup>55</sup>See pp. 43-47, Above.

<sup>56</sup>See p. 48, Above, concerning civil liability in automobile accidents.

<sup>57</sup>See p. 47, Above.

<sup>58</sup>See p. 39, Above.

<sup>59</sup>Volunteers are usually thought of as being used in the police environment. But some tasks, such as research projects, could be done anywhere. The volunteer could split his donated time between his home and the police department.

<sup>60</sup>Op.Cit. Law Enforcement and Older Persons. IV-33.

<sup>61</sup>See p. 53, Above.

<sup>62</sup>Coberly, Sally. University of Southern California, Los Angeles, California. Phone Interview, 28 January 87.

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APPENDIX B

SURVEY

Subject: *Using retired peace officers in a volunteer capacity to assist law enforcement agencies.*

Researcher: *Captain Phil Coleman, Oakland Police Department, 455-7th Street, Oakland, CA, 94607, (415) 273-3071. (Researcher will gladly accept collect phone calls).*

This is part of a POST-sponsored research project to explore the idea of peace officers volunteering to serve the profession after retirement. NOTE: YOUR REPLIES ARE ANONYMOUS; ALL RESPONSES ARE PRIVILEGED UNLESS YOU SPECIFICALLY GIVE PERMISSION TO BE IDENTIFIED.

Please take a moment and give your opinions and suggestions to the following subject areas:

1. IF A POLICE CHIEF APPROACHED YOU AND ASKED YOU TO VOLUNTEER A PARTICULAR POLICE SKILL ON A PART-TIME BASIS, WOULD YOU REPLY:

A. \_\_\_\_\_ "No Thanks, I've had enough to do with police work."

B. \_\_\_\_\_ "Yes." I welcome the opportunity to renew my involvement with policing under my own terms.

C. \_\_\_\_\_ "Have to think about it. I'm not sure."

D. \_\_\_\_\_ (other) \_\_\_\_\_  
\_\_\_\_\_

2. CAN YOU THINK OF TASKS OR PROJECTS THAT RETIRED PEACE OFFICERS WOULD ENJOY DOING IN AN OPERATIONAL POLICE AGENCY?

\_\_\_\_\_  
\_\_\_\_\_

3. DO YOU SEE ANY PROBLEMS WITH THIS CONCEPT? PLEASE OFFER ANY SUGGESTIONS THAT COME TO MIND IN OVERCOMING THE OBSTACLES.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

# Memorandum

To : Lt. M. Hannigan  
Office of Internal Affairs  
California Highway Patrol  
2611 26th Street  
Sacramento

Date : September 6, 1974

File No.:

From : Office of the Attorney General

Subject:

This is in response to our telephone conversation of this date wherein you requested our informal opinion whether honorably retired CHP members are "peace officers" and therefore possess the corresponding peace officer powers as defined in the Penal Code.

It is our informal opinion that honorably retired CHP members, at the time of their retirement, lose their status as peace officers and the corresponding peace officer powers within the definition contained in the Penal Code. After their retirement CHP members have the same status as any other private citizen.

Penal Code section 830.2(a) designates CHP members as peace officers provided that their duties conform to the requirements of that section. In interpreting the term "member", as used in section 830.2(a), it is obvious that the Legislature intended the term "a member" to refer to active CHP members only. Active CHP members are subject to CHP rules and regulations as employees and thus are administratively under the control of, and responsible to, the CHP. In contrast, retired CHP members are no longer under the control of or responsible to the CHP. It is not difficult to envision the unlimited potential liability of the CHP for the unforeseen conduct of retired members which may be exercised under the guise of "peace officer" powers.

This interpretation of the Legislature's intent may be analogized to the use of the phrase "regularly employed and paid as such" in Penal Code section 830.1, which designates sheriffs, policemen, marshals and constables as peace officers.

Our conclusion that honorably retired CHP members are not peace officers is consistent with and fortified by the language contained in Penal Code section 12027(a). That section permits

Lt. M. Hannigan

-2-

September 6, 1974

certain peace officers to carry concealed weapons. The exemption to the prohibition against carrying concealed weapons contained in Penal Code section 12025 is applicable to CHP members. It is extremely important to note that section 12027(a) specifically grants the privilege of carrying concealed weapons to "active or honorably retired" peace officers. The express inclusion of "honorably retired" members would have been unnecessary had the Legislature intended that peace officers, regardless of their active or retired status, were in the same category. Thus the distinction between active and retired CHP members is crucial to the question of the peace officer status of the respective classifications.



FRANK A. IWAMA  
Deputy Attorney General

FAI:sb

APPENDIX D



State of Illinois  
DEPARTMENT OF STATE POLICE

January 9, 1987

James B. Zagel  
Director  
Christian R. Maerz  
Assistant Director

Laimutis A. Nargelenas  
Superintendent  
Division of  
State Troopers

Captain Phil Coleman  
Oakland Police Department  
Office of Chief of Police  
455 7th Street  
Oakland, CA 94607

Dear Phil:

Attached is the program proposal that we prepared in 1980 regarding the use of retired Illinois State Police Officers in a Crime Prevention Program.

As we discussed, unfortunately our program never really got much beyond the four days of training for approximately twelve retired officers. I still believe however, that we had a good concept and very much hope your department can follow through on this.

I'll be watching for any success you may have. Good luck. Please don't hesitate to contact me in the future if there is anything else I can do for you.

Very truly yours,

A handwritten signature in cursive script that reads "Captain William J. Ryan".

Captain William J. Ryan  
District Nine Commanding Officer  
Division of State Troopers  
I-55, Exit 88, Rural Route #11  
Springfield, Illinois 62707

WJR:jk

Enclosure

**PRELIMINARY PROGRAM PROPOSAL:**  
**EXPANSION OF CRIME PREVENTION  
UTILIZING RETIRED DLE OFFICERS AS VOLUNTEERS**

Proposed by:

Bureau of Local Assistance  
Division of Support Services

and

Bureau of Planning and Development  
Division of Administration

November 20, 1980

**PRELIMINARY PROGRAM PROPOSAL:**  
**EXPANSION OF CRIME PREVENTION UTILIZING**  
**RETIRE DLE OFFICERS AS VOLUNTEERS**

Problem Statement

For the past few years the Department of Law Enforcement (DLE), through the Division of Support Services, has had a crime prevention component. The primary function of this unit is to develop and present crime prevention programs, assist local law enforcement agencies in developing crime prevention initiatives, and coordinate State crime prevention efforts with those of local law enforcement agencies. For the past year and a half only one person has been assigned to this function. Although recently a second person was assigned to the unit, that person is paid by and works primarily with the arson grant. The workload of the unit in terms of the number of requests for presentations and/or assistance, miles traveled, nights spent away from home on per diem, etc. indicates a definite need for expansion of this program (See Appendix A). This need is further substantiated by literature and evaluations supporting the role of various efforts, falling under the heading of crime prevention, as viable in combating crime. (See bibliography in Appendix B.)

A second problem which this proposal addresses is the Departments lack of commitment to retired personnel. Currently, an officer spends 20 or more years with the Department serving the citizens of Illinois and is then placed on retirement, being more or less forgotten except for his monthly pension check. During his career, an officer gains a considerable knowledge of law enforcement and crime prevention. He also gains a degree of standing and/or respect in the community. In many cases this knowledge, the result of a life time of experience and training, is not utilized once the officer retires. The publicity given to the plight of retired citizens in recent years leaves little doubt that the Department should make an effort to continue some type of relationship with its retired officers.

Program Goal

The Division of Support Services will enhance the Department's crime prevention initiative by utilizing retired DLE officers as volunteers in presenting crime prevention programs and in assisting crime prevention efforts throughout the State with special emphasis on crime prevention for the elderly.

Program Description

The program will be an extension of the crime prevention unit currently located in the Division of Support Services, Bureau of Local Assistance. Preliminary plans are to gain the support of the Retired State Police Officers Association and utilize their cooperation in recruiting volunteers from various locations throughout the State. The volunteers will be provided with training in areas of crime prevention, training techniques, the elderly as targets of criminal victimization, and specific problems associated with educating or otherwise working with the elderly. It is hoped that mechanisms can be established whereby, minimally, volunteers can be compensated for their expenses and ideally, volunteers will receive a minimum wage plus their expenses.

The program is expected to yield benefits to three separate groups of people. First, the Department of Law Enforcement will be able to greatly expand its crime prevention efforts with only a slight increase in costs. The utilization of volunteers, even paid volunteers on a contractual basis, will have little relative total costs. Moreover, a pilot program such as this which utilizes retired employees to assist the elderly should gain public and legislative support if given proper publicity. Since program efforts including training of the volunteers will be assisted by the Criminal Justice Services Section of the National Retired Teachers Association/American Association of Retired Persons, it should be possible for the Department to receive some very positive publicity if the program is successful. This is especially true since the program is somewhat unique in that it is apparently the first statewide effort at using volunteers in crime prevention. (Several such programs exist and have been successful at the local level.)

The second group to benefit from this program will be the retired officers. Various media have publicized the need of retired persons to feel useful. Police officers spend their entire career serving the public but upon retirement are placed in comparative isolation. This program will provide these individuals with the opportunity to again serve the public. They will be able to apply the skills, training and knowledge which they gained during their twenty or more years in state service. They will again work with other law enforcement officers and reestablish themselves as public servants in their communities.

The third and most important group to benefit will be the citizens of Illinois. The initial target of the program will be crime prevention for the elderly. By definition alone, retired police officers should have a strong commitment to this area. Not only have they spent their careers fighting crime and serving people, but they will be helping their own peer group, retired and/or elderly citizens. Various victimization studies and research (See Appendix B) indicate that crime is a particular problem for this age group. As the program proves itself, additional training will be available to volunteers so they may specialize in areas of specific concern to their geographical assignment such as rural crime, agricultural crime, crime analysis, etc. In addition to educating the public, the volunteers will also assist local police agencies in these specialized areas. Besides benefiting from the actual provision of these services, citizens of the state will benefit in a less direct manner. This pilot program will provide the services at a minimum cost and will extend the period in which benefits can be derived from investments made previously in providing training to the officer throughout his career.

Program Components

1. Departmental responsibility. The Department of Law Enforcement will oversee the program through the supervisor of the Crime Prevention Section in the Bureau of Local Assistance, Division of Support Services. The supervisor will have the option of delegating requests to volunteers or fulfilling them through use of existing Department resources.
2. Program Leader. To assure that the program does not tie up rather than free Department personnel, a volunteer will be appointed as program leader to administer and coordinate activities of the unit. Appendix C provides a job description for this position. It is essential that the person filling this position be located in the Springfield area to facilitate liaison between the association and Department personnel. Time demands will be greater for this position than for other volunteers. It is necessary that this position be filled at the earliest possible date following approval of the program proposal, to enable the person filling the position to assume major duties in further developing and implementing the program.

3. Regional Crime Prevention Coordinators. Volunteers will be appointed as Regional Crime Prevention Coordinators. These individuals will be the actual providers of service to citizens, citizen groups, and local law enforcement personnel. They will be located in various regions across the State. Requests for their services may come to the Department and be communicated through the program leader or may come directly to the regional coordinator from the requestor, in which case activities would be coordinated with the Department through the Program Leader. Although this initial program proposal was prepared by DLE personnel, volunteers as a group will be expected to refine the program and determine training needs, areas of specialization, program objectives, specific target groups and future direction of the program. A detailed explanation of the scope of duties and a job description for regional coordinator are also included in Appendix C.
  
4. Contractual Agreement. It is intended that volunteers will work under a contractual agreement with the Department. A contractual agreement will offer the advantages of defining duties and obligations, reducing liability, and formalizing the relationship and commitment of the parties involved. Conditioned on the availability of funds, the contractual agreement will provide the mechanism necessary to reimburse volunteers for expenses associated with the program. If sufficient funds are available, provisions of the agreement will also provide for compensating volunteers at minimum wage rates. At the time of writing there were considered to be three alternatives for the contractual agreement. They are:
  - a) An agreement between individuals and the Department. This alternative pinpoints responsibilities, but would cause the greatest potential for problems in terms of volunteer turnover and general administration of the contracts.
  - b) A contract between the Association of Retired State Police Officers and DLE whereby the Association agrees to provide the services of a given number of volunteers and DLE, in turn, pays the Association for the expenses and/or wage of those volunteers. The Association then pays the volunteers. This simplifies the relationship by reducing the number of contracts and increasing the role of the Association.
  - c) A contract between DLE and the Association with payment actually going to the Association. Volunteer efforts of the membership would actually serve to improve the financial condition of the Association rather than that of individual members. Under this option the Association may elect to reimburse volunteers for expenses at either the State rate or at some lesser rate with the Association realizing a "profit" or "commission" for arranging the transaction. This alternative would serve to increase the Association's overall commitment to the program, but could result in a relatively small percentage of Association members expending disproportionate amounts of time and money in support of the Association. Such an arrangement could decrease an individual's motivation, depending upon his commitment to the Association.

The option to be chosen will be determined by DLE legal staff and the preference of the Association and potential volunteers. It is anticipated that their decision may be based, in part, on the funding level and pay provisions of the program.

*The training and orientation of the retirees was critical to the success of the volunteer effort. Nevertheless, no precise guidelines were given and, consequently, training and orientation was spotty and inconsistent. Perhaps the best way to describe the preparations for the Program was that they were either inadequate or absent altogether.*

#### CONCLUSION

*Notwithstanding the unfortunate results of the Police Department's Retired Police Volunteer Program, the fact remains that it could have met a pressing organizational need for more resources. Our firm was impressed with the success of this type program in other police agencies. There is no reason to believe a similar level of success cannot occur in this city. Local public support for the concept was particularly gratifying and remains so, in spite of the Program's failure. Unfortunately, Police Department support for the project was absent due to the poor commitment, planning, and implementation on the part of the Police Chief and his staff.*

*William J. Stockdale*  
STOCKDALE & ASSOCIATES

## A STRATEGIC PLAN

*We first survey the plot, then draw the model*  
--Shakespeare, Henry IV

Three scenarios have been presented which show three possible futures. Of course, only one future awaits us and that future has some degree of uncertainty. However, if tomorrow cannot be completely predicted, it can be managed. Actions now taking place will guide, if not control, the future. Orchestrating today's activities with an eye to the future is a vital component of strategic planning.

Thus far, the idea of using retired peace officers as volunteers has been limited to just that, an idea. This research effort will not be confined to simply identifying an idea. The deployment of retired peace officers in a police setting also requires a plan or blueprint for action. The guidelines that follow transform the placement of retired volunteer peace officers from a concept to an operational reality.

Before we proceed any further with strategic planning for use of volunteer peace officers, the concept should be given a name. Governmental bureaucracies favor acronyms when naming units or operations. Selecting a suitable acronym for

this program should embody three key word descriptors; volunteer, retired, and law enforcement. Arranging the various combinations, we come up with the term, RELEV, which stands for *Retired Law Enforcement Volunteers*. Expressed phonetically, RELEV depicts the ability of this supplemental resource to "relieve" staffing shortages in police agencies.

#### Developing a Model Strategic Plan

The word, strategic, is defined by Webster as, "of great importance within the integrated whole." Strategic planning must therefore be thought of as a part of a larger plan. A Strategic Plan also has a specific purpose: to communicate, convince, and guide.<sup>47</sup> Finally, a Strategic Plan must have the qualities of having creativity, acceptance, and support from those participating or being affected by the Plan.<sup>48</sup>

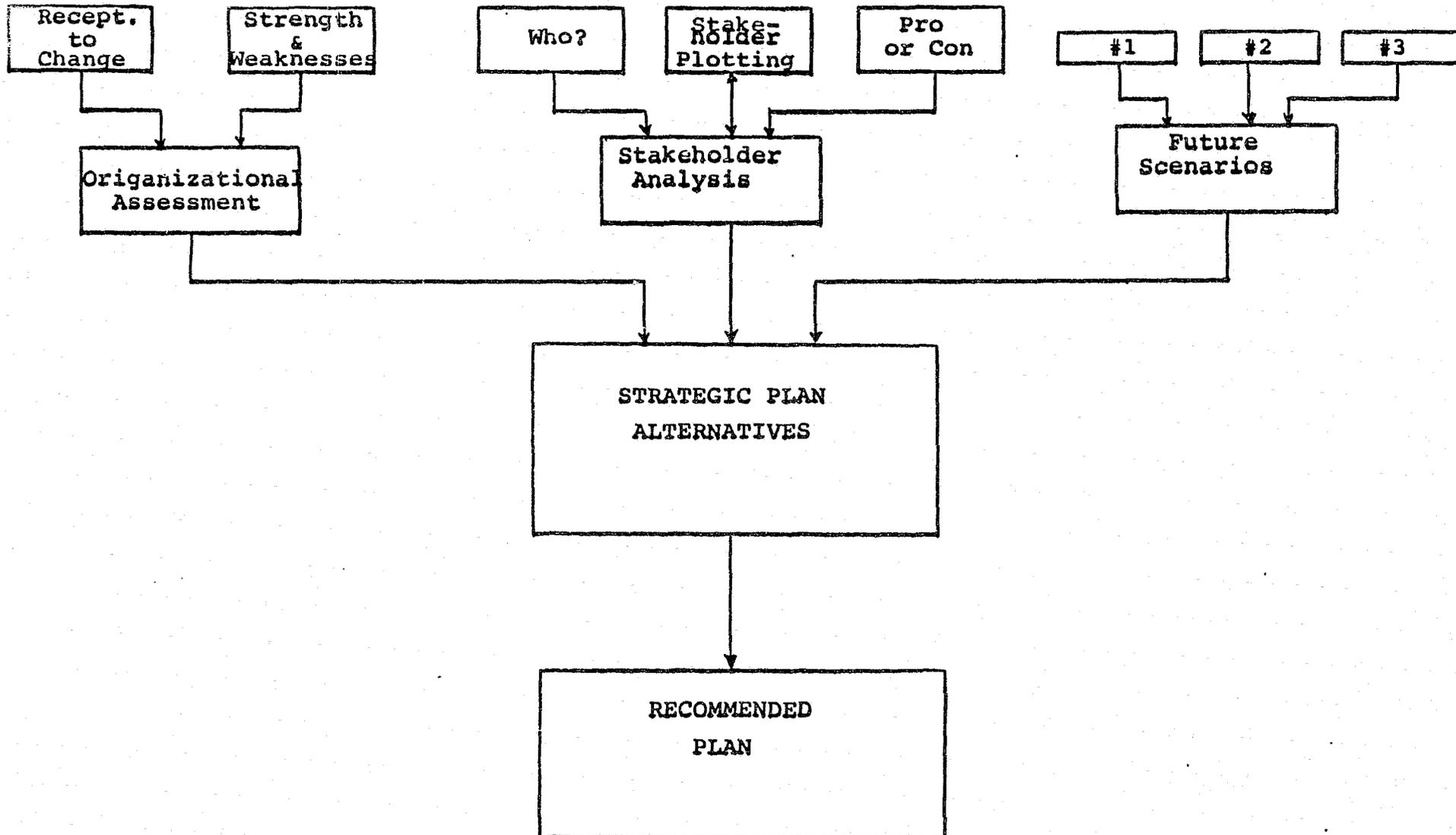
Fostering a set of planning guidelines first requires an acknowledgement that all planning efforts have shared characteristics. Conversely, every plan must also be uniquely adaptable to a specific organizational environment. Taking advantage of planning traits common to all strategies, the Study has devised a Model Strategic Plan. This Model Plan gives law enforcement administrators a prototype framework to prepare police departments for the introduction of retired peace officer volunteers.

By contrast, some parts of the Strategic Plan Model are deliberately ambiguous and generic. These portions of the

Model Plan allow the planner to insert departmental "specific environment" factors. By adding these custom modifications the planner can then capture the organization's particular personality.

STRATEGIC PLANNING PROCESS

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## THE STRATEGIC PLANNING PROCESS

### Organizational Assessment

Foremost in the creation of any strategic plan is the need to analyze the affected organization's capacity to support the plan. A program planner must know the agency's receptivity to change, since change is an essential part of this or any other program. A strategic planner must also assess a departments' strengths and weaknesses. Both measurements later serve as vital components to strategic planning.

Fortunately, methodologies exist which help a planner with agency evaluation. The "Capability Analysis" form (Refer to Exemplar on Page 92) measures an agency's willingness to change by grading its top managers, organizational climate, and level of competence. A "I to V" ascending scale for each sub-category is calculated to reveal an organization's level of support for proposed changes. Agencies which predominate in the I and II ranking are essentially resistant to change. "III" agencies respond to reactive change only while level IV and V are seen as proactive and progressive change agents.

The strengths and weaknesses of an agency are similarly revealed by the process of self-examination. Persons involved with administering the RELEV Program are asked to list the

5. Funding. It is currently expected that funding of the program will come from the Division of Support Services' contractual services budget. As the program develops, efforts will be made to locate additional sources of funding. Most of the materials needed for a crime prevention program in terms of brochures, displays, films, etc., are already being utilized by the Department. Since many such items are available on a loan or donation basis, acquisition of additional material is not considered to be a major obstacle. There are a variety of groups including insurance companies, lock and security alarm manufacturer's, and citizen interest groups which provide such material. Primary concern is with locating funds to cover expenses and/or wages.

The main expense involved for volunteers will be that of gasoline for driving to and from presentations. It is hoped that volunteers will be reimbursed at the regular state rate for their travel expenses as well as have other provisions of the travel regulations applied to them for reimbursement purposes. Overnight or per diem type travel should be fairly well limited. Initial training will involve overnight stays at the DLE Academy. However, even in this case, if meals can be provided by the Academy, expense would be limited to reimbursement for mileage.

While the program will result in new expenses for DLE, it will also result in some savings. Many crime prevention presentations currently being delivered by Department personnel will be made by the volunteers. This will result in reduced travel expense for the Bureau of Local Assistance and additional time for the Crime Prevention Unit Supervisor to use in accomplishing tasks which cannot be done by a volunteer. The person assigned as Crime Prevention Officer spent approximately 2,870 dollars in FY80 for travel, excluding vehicle and gasoline costs. It is estimated that he traveled approximately 20,205 miles during the year. Although this travel was conducted in State-owned vehicles, it is possible to apply the state mileage rate of 17 cents per mile to compute an estimated cost to the Department in terms of gasoline, oil, vehicle maintenance, insurance and general depreciate costs. That amount would come to 3,435 dollars for a total travel expense of 6,305 dollars. By using volunteers who live in the region where they are presenting programs, this cost would be greatly reduced.

A second alternative is to provide the volunteers with a wage in addition to, or in lieu of expense reimbursement. A minimum wage might serve to reduce the difficulties associated with reimbursing non-state employees for expenses. There are two schools of thought on whether a volunteer should receive any monetary compensation. Those supporting the concept argue that even a minimum wage serves to motivate the volunteer and to increase his commitment to the program. It also provides the agency with a lever with which to maintain better control over the volunteer. Further, and it cannot be argued to the contrary, persons living on retirement benefits and/or social security are certainly in need of additional funds. What may be a minimal amount to a full time employee, may pay the winter heating bill or buy groceries for the person on a fixed income. This would certainly be true of retired DLE officers who receive only a pension with no social security.

On the other hand, a volunteer reaps a good deal of self-satisfaction for his involvement in the program. The program provides him with opportunities which may make the pay issue secondary. By tying hours worked to wages paid, expansion of the program is being restricted by the availability of funds. If, in fact, there are intrinsic rewards for those who work as volunteers in the program, restricting program growth which might result is unnecessarily restricting the number of retirees and/or the degree to which retirees can participate in the program. Those advocating non-payment of

volunteers feel that the existence of intrinsic rewards associated with volunteerism are sufficient to provide adequate control of the work force with no need for the additional lever of financial reward. They also indicate that a non-pay program may operate better since volunteers are motivated by the opportunity to participate rather than by the money factor.

The decision on whether expenses and/or wages will be provided will be based on the availability of funds and input supplied by the Association of Retired State Police Officers. Estimations of actual program costs are included in Appendix D. It should be stressed that if a wage is provided, that wage would be restricted to a maximum number of hours, over a given time period, which result in direct deliverance of the service. Volunteers would almost necessarily have to spend additional unpaid hours in presentation preparation, liaison work and general coordination of activities.

6. Training. Initial training will consist of approximately one week at the DLE Academy. The training will include a description of the program and its mechanics, segments on general crime prevention, with major concentration placed on crime prevention for the elderly. It is anticipated that the National Retired Teachers Association/American Association of Retired Persons will present specific segments dealing with crime and the elderly, communicating with the elderly and the process of aging.

Additional training will be provided at regular meetings of program personnel. Periodically, one or two day sessions will be held at various locations to provide training in specialized areas to meet the needs of different geographic regions. Such training needs will be based on requests from regional coordinators and feedback from program clientele. Appendix E outlines training to be presented in the initial 40 hour course.

7. Evaluation Component. There will be two types of program evaluation. One will be an ongoing internal evaluation of presentations in terms of content and instructor performance. Forms similar to those included in Appendix F will be used for each presentation. Information obtained through the forms will be used to improve or adjust the program as needed.

On a broader base, a comprehensive evaluation of the entire program will take place during its first year of operation. Program staff will develop specific objectives related to the crime prevention mission. Success of the program will be measured in terms of how well it meets those objectives, what services are being received for the DLE investment, and what is the impact the program has on the Crime Prevention Section. The evaluation will be conducted by the Division of Administration, Program Evaluation Unit.

RETIRED DLE OFFICERS  
CRIME PREVENTION PROGRAM

COST PROJECTIONS FOR FY-81

The following projections are based upon initial training commencing on March 2, 1981, and program implementation beginning immediately thereafter.

INITIAL TRAINING COSTS

12 participants averaging a 300 mile round trip =	
12 x 300 = 3600 miles	
3600 miles x \$ .19 per mile =	\$ 684
4 days room and board at Academy	
\$9.75/day x 4 = \$39	
\$39 x 12 participants =	\$ 468
4 days room and board at Academy for instructors	
\$9.75/day x 4 = \$39	
\$39 x 4 =	\$ 156

Costs for instructor travel, training materials etc., to be absorbed by NRTA/AARP

**TOTAL TRAINING COSTS** **\$1308**

OPERATING COSTS (March - June 1981)

Wages:

12 volunteers x 9 hours per month = 108 hours	
(9 hours = 3 presentations per month)	
108 hours x \$3.35 = \$362 per month	
\$362 x 4 months =	\$1448

Travel:

3 presentations per month by 12 volunteers =	
36 presentations per month	
36 presentations averaging 50 miles	
each, round trip = 1800 miles per month	
1800 miles x 3 months = 5400 miles	
5400 miles x \$ .19 per mile =	\$1026

**FY 81 OPERATING COSTS** **\$2474**

**INITIAL TRAINING** **\$1308**

**TOTAL FY 81 COST** **\$3782**

**SUMMARY:** It is estimated that 144 presentations on crime prevention would be made during FY 81. Each presentation would, on the average, cost the Department 26 dollars. By amortizing training costs (the only fixed cost in the program) the cost per presentation would gradually approach 17 dollars over an extended period.

## APPENDIX E

### NOMINAL GROUP TECHNIQUE (NGT)

The following officers participated in the Nominal Group Technique for this Independent Study on 3 February, 1987:

Lieutenant Robert Shusta, Concord Police Department  
Captain Gary Johansen, Pleasanton Police Department  
Lieutenant Philip Doran, Berkeley Police Department  
Captain Phillip Coleman, Oakland Police Department  
Captain Lewis Pollack, San Leandro Police Department

The thirteen candidate trends identified by the Group were as follows:

- Abolition of mandatory retirement laws and policies
- U.S. Population's average age getting older
- Shorter work week
- Advances in gerontology research
- Increased volunteerism in public sector
- More use of "flex time" in workplace
- Dwindling resources for governments
- Legislative support for elderly
- More public participation in government policymaking
- Increased medical insurance coverage for elderly
- Police recruiting crisis

- Increased public employment of "nontraditional" workers
- Older worker acceptance in workplace

Attached are copies of letters of invitation to NGT participants and a meeting agenda. Also attached is an instruction sheet for conducting Nominal Group Meetings.

December 16, 1986

Lieutenant \*\*\*\*\*  
\*\*\*\*\*Police Department  
\*\*\*\*\*Street  
\*\*\*\*\* , CA 94\*\*\*

Dear \*\*\*\*\*:

As a member of the Northern California contingent of Command College Class IV, you are invited to attend a meeting to monitor the progress of our Independent Study efforts:

When: Tuesday, February 3, 1987  
0800 to ?

Where: Office of Chief of Police (8th Floor),  
Oakland Police Department, 455-7th Street,  
Oakland, CA (corner of 7th & Broadway)

R.S.V.P: Phil Coleman (415) 273-3071

In addition to Class IV members attending, a couple of Class I graduates from the area have expressed interest in attending as well as two members of Class V. Invitations have been extended to them as well.

We will meet in the Chief's Conference Room which is spacious, comfortable, isolated, and equipped with audio visual capability.

A map is enclosed to direct you to available parking in the OPD parking lot. Lunch arrangements are flexible; we have several good restaurants within short walking distance or you can bring your brown bag.

I hope you can attend what promises to be a productive meeting for all of us. In the meantime, I want to extend to you my best wishes for the holidays.

Sincerely,

Phillip V. Coleman  
Captain of Police  
Office of Chief of Police

enclosure

PROPOSED AGENDA  
COMMAND COLLEGE MEETING  
3 FEBRUARY 87

\* Available amenities-

If you need to have a contact number while you are here, use mine, 273-3071. My secretary has been advised that she may be asked to deliver messages to us. A phone to call out is in the conference room. Dial 9 for outside line.

Restrooms are next to the elevators, girls-right; boys; left. No charge.

Coffee and some goodies are in the conference room. Help yourself.

Lunch options will be discussed around Noontime when we break.

A photocopy machine is available. Let me know if you need it.

\* Possible format for the meeting-

Everything is negotiable. One thought I have is for each of us to be allowed 50 minutes (ten minute break between students). In your allotted time, you can conduct brainstorming session, NGT, plead for mercy, or confess your sins as appropriate.

If there is anything we can do to make your visit with us more enjoyable, just ask. Thanks for coming.

Phil Coleman

## **STEP IN CONDUCTING A NOMINAL GROUP MEETING: PROCESS AND BENEFITS**

### **STEP 1: SILENT GENERATION OF IDEAS IN WRITING**

#### **PROCESS**

- **Present the nominal question to the group in writing**
- **Verbally read the question**
- **Illustrate level of abstraction and scope desired with example which does not distort (lead) group responses**
- **Avoid other requests for clarification**
- **Charge the group to write ideas in brief phrases or statements**
- **Ask group members to work silently and independently**
- **Model good group behavior**
- **Sanction disruption of the silent, independent activity by comments addressed to group as a whole**

## **STEP IN CONDUCTING A NOMINAL GROUP MEETING: PROCESS AND BENEFITS (continued)**

### **BENEFITS**

- Provides adequate time for thinking
- Facilitates hard work by the model of other group members reflecting and writing
- Avoids interrupting each other's thinking
- Avoids premature focusing on single ideas
- Eliminates dominance by high-status or aggressive members in idea generation
- Keeps the group problem-centered

## **STEP 2: ROUND-ROBIN RECORDING OF IDEAS**

### **PROCESS**

Provide clear instructions concerning the step:

- Indicate objective of the step is to map the group's thinking
- Explain need to present ideas in brief words or phrases
- Explain process of taking one idea serially from each member
- Explain group members must decide if items are duplicates
- Explain that an individual may "pass" when he has no further items, but may "reenter" later
- Express the desirability of hitchhiking and adding new ideas even they are not on individual nominal worksheets
- Explain inappropriateness of discussion prior to completion of listing

Quick, effective mechanical recording:

- Record ideas as rapidly as possible
- Record ideas in the words used by group members
- Provide assistance in abbreviating only in special situations
- Make the entire list visible by tearing off completed sheets and taping them on an area visible to all group members

Sanction group as whole if individuals engage in side conversations or attempt to discuss items prior to completing the listing.

## **STEP 2: ROUND-ROBIN RECORDING OF IDEAS (continued)**

### **BENEFITS**

**Equalizes opportunity to present ideas**

**Assists in separating ideas from personalities**

**Provides a written record and guide:**

- **Increases group's ability to deal with a larger number of ideas**
- **Avoids loss of ideas**
- **Confronts the group with an array of clues**
- **Encourages hitchhiking**

**Places conflicting ideas comfortably in front of group**

**Forces the group to fully explore the problem**

## **STEP 3: SERIAL DISCUSSION FOR CLARIFICATION**

### **PROCESS**

**Verbally define the purpose of the step:**

- **To clarify the meaning of items**
- **To explain reasons for agreement or disagreement**

**Indicate that final judgments will be expressed by voting so arguments are unnecessary.**

**Pace the group so that all ideas receive sufficient time for clarification.**

**Avoid forcing the member who originally lists the ideas to be solely responsible for clarifying the item.**

### **BENEFITS**

**Avoids having discussion focus unduly on any particular idea or subset of ideas**

**Helps eliminate misunderstanding**

**Provides opportunity to express the logic behind items**

**Allows members to disagree without argumentation**

## **STEP 4: PRELIMINARY VOTE ON ITEM IMPORTANCE**

### **PROCESS**

**Ask the group to select the entire list a specific number ( $7 \pm 2$ ) of priority (important) items:**

- **Place each priority item on a separate 3" x 5" card or rating form**
- **Rank-order or rate the selected priority items**

**Collect the cards or rating forms and shuffle them to retain anonymity**

**Tally the vote and record the results on the flip chart in front of the group**

### **BENEFITS**

**Obtaining independent judgments in writing helps eliminate social pressures**

**Expressing judgments mathematically by rank-ordering or rating increases accuracy of judgments**

**Displaying the array of individual votes clearly highlights areas needing further clarification or discussion**

## **STEP 5: DISCUSSION OF THE PRELIMINARY VOTE**

### **PROCESS**

**Define the role of the step as clarification, not pressure toward artificial consensus**

**Keep the discussion brief**

**Caution group members to think carefully about any changes they make in their voting**

### **BENEFITS**

**Provide group members a final opportunity to clarify their positions**

**Enclosures that "spread" votes really reflect differences in judgment, not unequal information or misunderstanding**

## **STEP 6: FINAL VOTE**

### **PROCESS**

**(Repeat Step 4)**

### **BENEFITS**

**Accurate aggregation of group judgments and error reduction**

**Closure to the meeting**

## **STEP 2: ROUND-ROBIN RECORDING OF IDEAS**

### **PROCESS.**

Provide clear instructions concerning the step:

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**Sanction group as whole if individuals engage in side conversations or attempt to discuss items prior to completing the listing.**

## **STEP 2: ROUND-ROBIN RECORDING OF IDEAS (continued)**

### **BENEFITS**

**Equalizes opportunity to present ideas**

**Assists in separating ideas from personalities**

**Provides a written record and guide:**

- **Increases group's ability to deal with a larger number of ideas**
- **Avoids loss of ideas**
- **Confronts the group with an array of clues**
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**Enclosures that "spread" votes really reflect differences in judgment, not unequal information or misunderstanding**

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### **PROCESS**

**(Repeat Step 4)**

### **BENEFITS**

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**Closure to the meeting**