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"WHAT ADJUSTMENTS WILL LAW ENFORCEMENT HAVE TO  
MAKE TO ACCOMMODATE CIVILIANIZATION WITHIN  
THE PATROL FUNCTION BY THE YEAR 2000?"

AN INDEPENDENT STUDY PROJECT

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## EXECUTIVE SUMMARY

Law enforcement administrators today are facing increasing demands for police services while funds are becoming more difficult to obtain. There is an increasing public demand for more cost-effective governmental services, including police services. A "high tech" world has brought "high tech" crimes and "high tech" investigative tools. More and more areas of law enforcement are becoming specialized.

With the need for more cost-effective services, increasing specialization, and difficulties in recruiting qualified police officer applicants, police managers are, again, looking at civilianization as a viable alternative. Civilianization had been shown to be effective for the first half of this century but had stopped growing about the time of World War II. With the passage of Propositions 13 and 4 in 1978, police administrators began look more frequently toward civilianization as a way to save money.

Many law enforcement agencies are considering the use of paraprofessionals in the patrol function. By assigning the less trained and lower paid paraprofessional to field duties, it is hoped that the police officers will have more available time to spend in general patrol and that response time to crimes will be reduced. All too often, however, police managers find that they are replacing police officers with paraprofessionals. Instead of augmenting the sworn officers, civilianization can actually reduce their ranks.

Civilianization has already been established as an effective method of meeting increasing demands without a corresponding increase in budgets. Paraprofessionals have worked competently and without social disruption in a myriad of jobs within law enforcement. However, when attempts are made to civilianize the patrol function, opposition is encountered.

Civilianization can work well within the patrol function if the civilianization is well planned and implemented in a slow evolutionary process. Commitments must be made to establish and maintain sufficient sworn police officers to ensure that the department can accomplish it's basic mission before any civilians are introduced into the patrol function. If the program is implemented too quickly and without an effective plan, it will not succeed and will disrupt the harmony of the rest of the organization.

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✓ "WHAT ADJUSTMENTS WILL LAW ENFORCEMENT HAVE TO  
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BACKGROUND

California's population increased by 10.1% from 1982 to 1987 (California Statistical Abstract, May 1987) but the number of police officers grew by only 4.7% during the same time period (Criminal Justice Sourcebook, 1987). Michael Hackett ("Avoiding the Pitfalls of Civilianization", April 1987) contends that there is an increasing public awareness and concern about government spending. He suggests that the general public is demanding more cost effective government services and that they will continue to do so.

The ability to provide more cost-effective police services to meet rising demands for police service is a major concern of law enforcement administrators today (Hansen and Salazar, "Police Service Officers - A Nonsworn Approach", Fall 1981). Edward Thibault ("Proactive Management", 1985) wrote, "...law enforcement is a labor-intensive service industry where 80% to 90% of police department budgets are devoted to personnel salaries and benefits." It is understandable that personnel expenditures have become a focal point as law enforcement administrators search for methods to meet the rising demands for police services without dramatic increases in the cost of police operations.

Personnel expenses were the focus of The President's Commission on Law Enforcement and Criminal Justice in 1967 ("The Commission Report: Challenge of Crime in a Free Society") when it suggested that police departments employ less trained and lower paid civilians to perform police duties that do not require peace officer powers. Many law enforcement agencies throughout California and the United States have followed the advice of the President's Commission and increased the use of civilian police personnel. Dorothy Guyot ("Bending Granite: Attempts to Change the Rank Structure of American Police Departments", Sept 1979) studied over 100 police departments and found that "civilianization" has become the most widespread change in the police rank structure in over thirty years. The following definitions are provided:

Sworn officers, police officers, peace officers:

These terms will be used synonymously to refer to peace officers as defined by California Penal Code Section 830.

Non-Sworn or Civilian

These terms refer to persons employed by a law enforcement agency who are not peace officers.

Paraprofessionals or Community Service Officers

These terms refer to non-sworn personnel who are employed specifically to perform duties that have previously been handled by peace officers.

The civilianization of law enforcement tasks is not a new concept. Michael Hackett ("Avoiding the Pitfalls of Civilianization", April 1987) suggests that civilianization probably began about the same time that the radio car and records keeping were introduced into law enforcement. James Hennessy ("The Use of Civilians in Police Work", April 1976)

studied sixteen police departments, in cities throughout the United States that ranged in population size from 50,000 to over 1,000,000. He found civilians working in thirty different positions including administrative, supervisory, technical, and clerical duties.

Bruce Heiniger and Janine Urbanek published a paper, "Civillianization of the American Police: 1970-1980," (June 1983) which reflected their study of 100 random samples of cities which had populations of 50,000 to 500,000 persons. They found that the average number of civilians per department rose from 34.4 in 1970 to 55.8 in 1980. A significant note was that civilians comprised 15.2% of all police employees in 1970 and rose to 20% by 1980. During the same time period, Heiniger and Urbanek ("Civillianization of the American Police: 1970-1980," June 1983) found that the total municipal expenditures per capita rose 68% while police expenditures grew by only 37%. The police share of the municipal budgets had decreased by 11%. Civillianization within law enforcement seemed to have been effective. However, in a related finding, Heiniger and Urbanek found that there was no significant correlation between the percentage of increase in the civilian component of police departments and the percentage of increase in the police department expenditures per capita. This suggests the possibility that civillianization has been a major reason that overall police department expenditures have not increased proportionally with total municipal expenditures.

The use of civilians in law enforcement was basically limited to duties within the support operations of police

departments until about 1978. In researching this project, no significant use of paraprofessional personnel in the patrol function of a law enforcement agency (except parking control personnel) could be located. Hackett ("Avoiding the Pitfalls of Civilianization") saw a renewed interest in civilianization develop after the "taxpayer's revolt" of 1978. He wrote, "Propositions 4 and 13 became the war cry of those who believed that they were being overtaxed and used by the government."<sup>12</sup> With the financial constraints that began in 1978, there was a renewed interest in civilianization.

Edward Thibault ("Proactive Management," 1985) states that approximately 60% to 75% of all uniformed police personnel in this country are assigned to patrol. He further states, "Most primary contact with the public is initiated by uniformed patrol, which in turn, becomes the basis for citizens' perceptions of law enforcement in the community)" In researching "Civilianization of American Police: 1970-1980" Heininger and Urbanek estimated that about 85% to 90% of all police services involve tasks where a police officer is not needed. If 80% to 90% of law enforcement budgets are spent on personnel, 60% to 75% of all uniformed police personnel are assigned to patrol, and 85% to 90% of all police services do not require a police officer; it is reasonable for law enforcement administrators to look at the civilianization of the patrol function as they search for alternatives to save money and provide more services.

OBJECTIVE ONE  
FUTURES

OBJECTIVE STATEMENT:

The first objective is to factor and study the general issue, utilizing futures research methodologies. The outcome will be three futures scenarios.

METHODS: IDENTIFICATION

The following methods were used to obtain and evaluate the information related to the issue:

1. Scanning available literature
2. Nominal Group Technique
3. Personal interviews
4. Future's wheel
5. Events forecasting and trends forecasting
6. Cross impact matrix of trends and events
7. Future's scenarios

SCOPE OF ISSUE

The central issue of this paper is "What adjustments will law enforcement have to make to accommodate civilianization within the patrol function by the year 2000?" In order to set the parameters of this paper, some explanation of the issue question is in order. The "patrol function" refers to a bureau, section, division, or sub-program of a law enforcement agency that is responsible for general patrol and the initial police response to calls for police service. The patrol function is also responsible for the protection of lives and property, crime prevention, initial police investigations, traffic regulation, and the enforcement of state laws and local ordinances. This paper will focus on the use of paraprofessionals to perform duties that will assist the patrol function directly. "Adjustments by law enforcement" refers to changes that may become necessary if civilianization should occur. These changes may include department restructuring, altering work standards, creating new policies and procedures,

and similar changes.

### SUB-ISSUES

In an effort to further define the issue, a "nominal group" was formed. The group consisted of:

Police Captain, Patrol Division Commander

Civilian Public Service Officer, assigned to Patrol  
Division

Civilian Public Service Officer, assigned to  
Community Relations

Police Lieutenant, assigned to Patrol Division

City Finance Officer

Police Officer, Chairman of Police Officer's Assn  
Safety Committee

Assistant City Manager

In a brainstorming session, the group identified nine subissues that are relevant to the main issue. These subissues involve changes in a police department that would be necessitated if civilianization were to occur within the patrol function. The extent of the changes and, in some cases, whether those changes would be negative or positive will depend on the implementation of an effective strategic plan. The eight major sub-issues are:

1 - What changes will be required in the deployment systems used by police departments if civilianization occurs in the patrol function?

If paraprofessionals handle some of the calls for

service instead of police officers, the police officers could have more time available for general patrol, traffic enforcement, and other activities. It could also cause the dispatch center to screen calls in order to determine whether to send a police officer or paraprofessional.

James Korczyk ( "Civilians In the Police Function," April 1978) suggests that the use of paraprofessionals to perform the tasks previously handled by police officers could result in replacing the officers with non-sworn personnel, thereby reducing the number of sworn personnel assigned to the patrol function.

2 - What changes will be required in the recruitment of new police personnel?

Michael Boyd, a psychologist for Kaiser Health Clinic, feels that psychological testing may become even more important if officers are expected to handle more calls that are inherently stressful without the periodic relief of the simple and more mundane tasks that will be assigned to the paraprofessional.

Personality profiles of successful paraprofessionals have not yet been established to help select the best people for those positions. Hennessey ("The Use of Civilians in Police Work," April 1976) states that it may also be necessary to recruit civilians with special skills and abilities in order to use them in unique or specialized assignments.

3 - Will paraprofessionals cause an increase in specialization

within law enforcement if the patrol function is civilianized?

As work is divided between sworn and non-sworn personnel, there will be a tendency for each group to become specialized in the tasks that they perform. If there is no reduction in the number of sworn officers, it would be reasonable to expect them to have more time available for general patrol and enforcement duties. The additional patrol time will permit the introduction of new programs.

4 - What changes will be required in police personnel training if paraprofessionals are introduced into the patrol function?

Law enforcement agencies are accustomed to training police officers and funding is readily available through the Commission on Peace Officer's Standards and Training. Funds for the training of paraprofessionals is not as easily obtained. Increasing specialization will also result in increased training for officers and paraprofessionals..

5 - What changes will occur in the operating costs of police departments when civilianization is introduced into the patrol function?

Changing expenses will be reflected in salaries, benefits, worker's compensation, retirement, uniforms, special equipment, training, and many other areas. Also, conflicts could occur between the employee bargaining units of the paraprofessionals and the police officers.

6 - What changes will occur in personnel management procedures when paraprofessionals are introduced into the patrol function?

Even though the police officer and paraprofessional may be performing some of the same tasks, the systems of rewards and punishments may have to be different for each of the groups. The Government Code (Section 3300) and various case decisions have mandated disciplinary procedures for sworn police officers that are different than the procedures required for civilian employees. Reward systems that work well for officers may not motivate the paraprofessional with different career goals.

7 - What changes will occur in the work quality standards of police departments when the patrol function is civilianized?

People with different educational levels, training, and a different career orientation cannot be expected to maintain the same quality of work product without creating new procedures that will ensure quality.

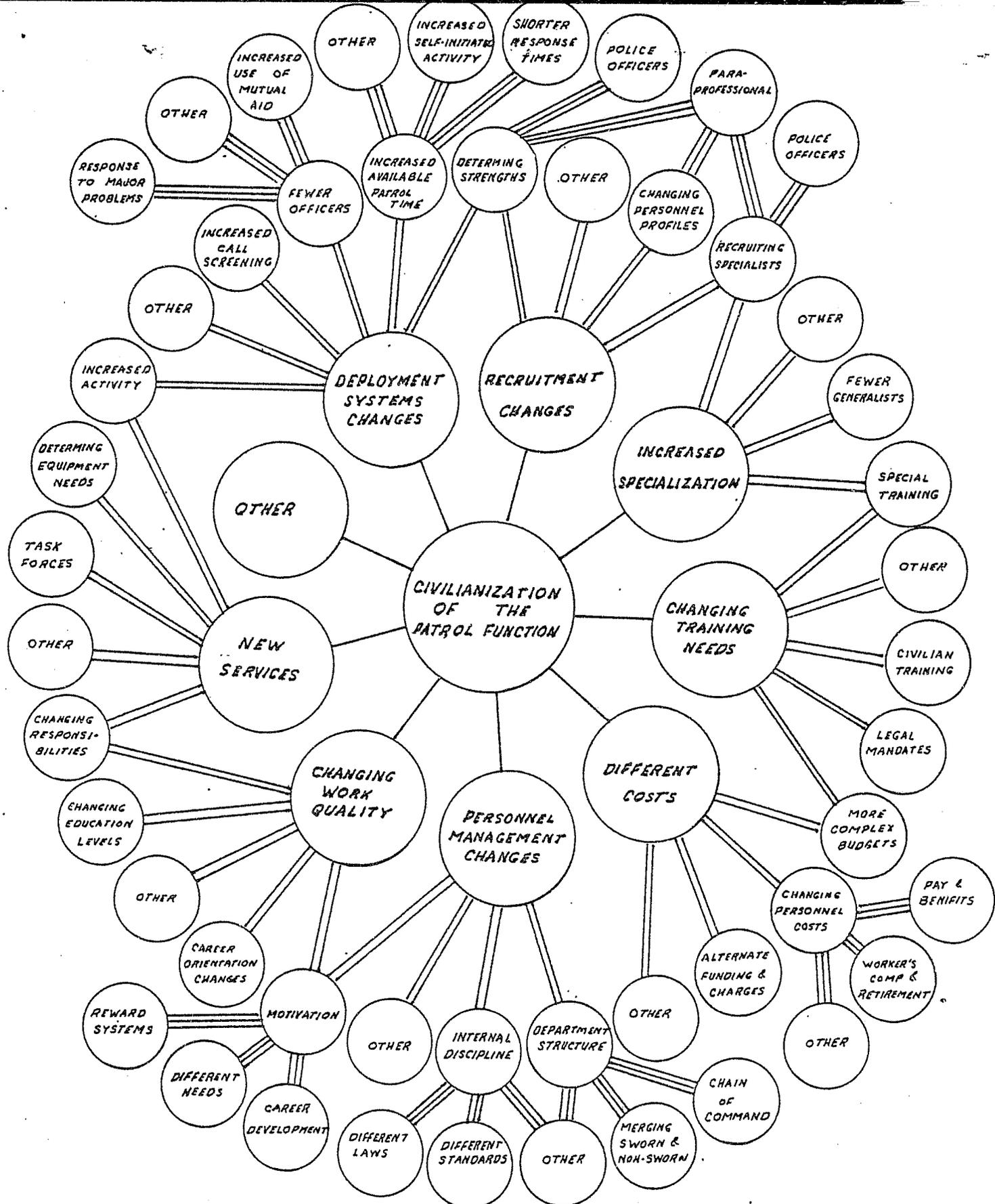
8 - What changes will occur in the relationships that exist between police employees if civilianization is introduced into the patrol function?

According to Michael Boyd a social structure exists within a police department that considers rank, assignment, responsibility, experience, and many other factors. The merging of another class of employee, with many similar duties, into the existing structure could cause some degree of social conflict.

## Overview

A police department is made up of many small sections that are all interrelated. The various sections cannot function autonomously and any change in one section will likely cause the other sections to make at least minor adjustments. The changes previously described would be significant and almost certainly occur with the implementation of any program involving the civilianization of the patrol function. Many other changes may also occur depending on the details of the new program and how it is to be implemented. The extent of the civilianization and the structure of the program could also create other changes in the department and the patrol function.

The changes described in the various sub-issues can be expected but they may not necessarily be detrimental to the operation of the police department. Each area of change could well become a topic of study in itself if one should choose to explore it in depth. The relationship of each of the sub-issues to the main issue of this paper is outlined in the future's wheel on Chart #1.



## FUTURE'S WHEEL

CHART #1 "FUTURE'S WHEEL" This chart demonstrates the relationships between the general issue, "Civilianization of the Patrol Function", and the many subissues.

## RELEVANT TRENDS AND EVENTS

Before an effective strategic plan for accommodating civilianization can be developed, it is necessary to look at the current trends that could shape the future of the issue. It is also necessary to attempt to identify possible events that may occur in the future which could have an impact on the issue or on the relevant trends. The Nominal Group Technique was used with the same people who identified the relevant sub-issues. Forty trends were identified as being relevant to the issue. Those trends are:

### Social trends:

1. Requests for law enforcement services
2. Overall crime rate
3. Available time for police officers to perform general patrol activities
4. Difficulty in recruiting qualified police officer candidates into law enforcement
5. Changing work ethic
6. White collar crimes
7. Education level of police officers
8. Crimes against property (theft and burglary)
9. Civil lawsuits being brought against police departments
10. Career orientation of police officers
11. Public image of police officers
12. Public desire for personal contact with police officers
13. Beat knowledge among police officers

#### 14. Changing population

##### Technological trends:

1. Specialization within law enforcement
2. Special police programs
3. "High tech" crimes
4. Available training for non-sworn law enforcement personnel
5. Police use of technology in criminal investigations
6. Civilianization of law enforcement tasks

##### Economic trends:

1. Competition with private industry to provide services (privatization)
2. Insurance company demands for documentation of minor crimes
3. Volunteers working within law enforcement agencies
4. Acquisition of municipal funds for police departments
5. Availability of federal grants for police departments
6. Police officer salary and benefit packages
7. Medical retirements among police officers
8. Worker's compensation claims by police officers
9. Costs of "high tech" investigation equipment

##### Political trends:

1. Supreme Court decisions
2. Training requirements for police officers
3. Training requirements for paraprofessionals

4. Public interest in government expenditures
5. Demand for special police services
6. Demand for government to provide employment opportunities
7. Minority hiring requirements
8. Citizen's referendums
9. Public criticism of government activities
10. Demand for cost-effective law enforcement services
11. Law enforcement administrator's willingness to accept change

Five most significant trends:

After discussion each member rated the importance of each of the trends on a "Candidate Trend Rating Form" (Attachment #1). The total scores received were discussed with the group and the five most important trends were identified. Those five trends are:

1. Demand for cost-effective law enforcement services
2. Specialization within law enforcement
3. Civilianization of law enforcement tasks
4. Requests for law enforcement services
5. Difficulty in recruiting qualified police officer candidates into law enforcement

The group next discussed the direction and intensity of each of the trends and whether each would be considered to be positive or negative for law enforcement. The group next forecasted the direction and intensity of each of the selected trends on a "Trend Evaluation Form". In this forecast each member of the group also attempted to determine whether law

enforcement could have an impact on the direction or intensity of each trend. The highest and lowest ratings received, as well as the mean average ratings, are shown on Attachment #2.

The intensity and direction of each of the trends are:

1. Demand for cost-effective law enforcement services

This trend is increasing. The average group rating indicated that it's intensity had increased by 29.63% since 1982 and expected another 67.14% increase by 2000 AD. Dorothy Guyo ("Bending Granite: Attempts to Change the Rank Structure of the American Police," Sept 1979) agreed that the trend was intensive and stated that the most basic, underlying reason for civilianization is economic.

The group viewed this trend as being negative for law enforcement. Being cost-effective is positive but the public demand for it is negative. Law enforcement administrators could influence it somewhat by ensuring that they are seen by the public as being cost-effective.

2. Specialization within law enforcement

According to the average group ratings, this trend has increased by 19.67% over the past five years and is expected to continue to increase by over 115% in the next thirteen years.

This trend was felt to be positive and it was also felt that law enforcement administrators could cause it to increase even as much as 142%.

3. Civilianization of law enforcement tasks.

The average group ratings reflected that this trend has increased by 36% in the past five years and forecasted that it will probably double in intensity by the year 2000 AD. Guyo's study ("Bending Granite: Attempts to Change the Rank Structure of American Police," Sept 1979) showed that civilians had actually increased by 68.2% over a fourteen year period.

This trend may be either positive or negative, depending on the particular civilianization program and how it is managed. Obviously, police managers can have a tremendous influence on this trend.

4. Requests for law enforcement services

The average group ratings reflected that this trend has increased by 72.83% over the past five years and anticipated that it will increase by another 400% in the next thirteen years. The state crime index alone increased by 7.5% just in 1985 (California Crime Index, 1987). Police departments are also called upon to perform many other, non-criminal, tasks.

This trend is felt to be negative but there seems to be very little that police managers can do to impact it.

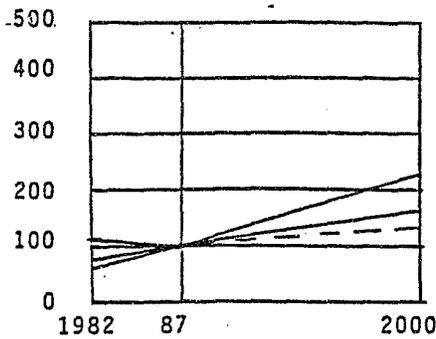
5. Difficulty in recruiting qualified police officer candidates into law enforcement.

The average ratings indicated that this trend has increased by 57.3% since 1982 and it is expected to continue to increase by about 292.8% by the end of the century. A good deal of support for this trend is shown by the number of Command College students that address the

issue of a coming recruitment crisis.

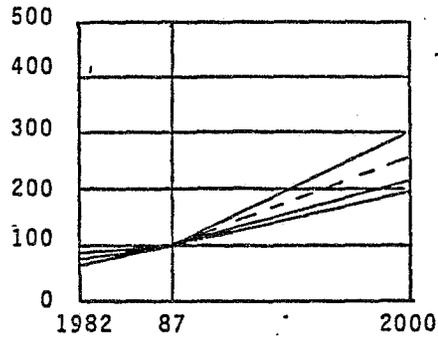
This trend is negative for law enforcement and it is felt that police managers will not be able to impact it very much.

Each of the trends and it's direction is shown on the graphs on Chart #2.



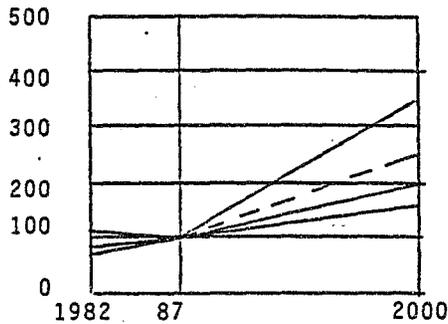
TREND #1 Demand for cost effective law enforcement services

High = 225 Will be = 167  
 Could be = 138 low = 100  
 Range between high and low = 125



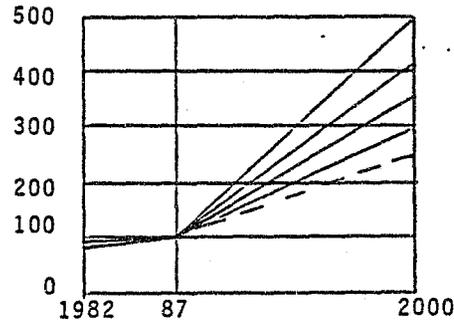
TREND #2 Specialization within law enforcement

High = 300 Will Be = 215  
 Could be = 242 low = 200  
 Range between high and low = 100



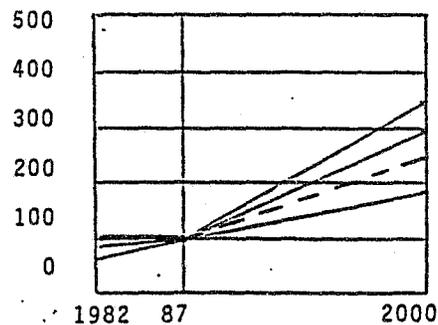
TREND #3 Civilianization of law enforcement services

High = 350 Will be = 200  
 Could be = 248 low = 158  
 Range between high and low = 192



TREND #4 Requests for law enforcement services

High = 500 Will be = 403  
 Could be = 349 low = 300  
 Range between high and low = 200



TREND #5 Difficulty in recruiting qualified police officer candidates

High = 350 will be = 403  
 Could be = 242 low = 180  
 Range between high and low = 170

TREND FORECAST

Chart #2, "TREND FORECAST" This chart shows the study group's forecasts of the five most significant trends. The effect of other trends or events are not reflected in these forecasts.

## Critical Events

The study group developed a list of critical events that could impact the issue in a brainstorming session to answer the question, "What events might occur which could alter trends or effect law enforcement's ability to accommodate civilianization of the patrol function?" The Nominal Group Technique was used to identify the five most significant events. They were:

Event #1 Paraprofessionals given limited peace officer powers by law.

This event would permit police departments to expand the use of paraprofessionals into such areas as issuing misdemeanor citations, providing security at special events, serving search warrants, and conducting other activities that require peace officer powers. According to the President's Commission on Law Enforcement and the Administration of Justice, ("Challenge of Crime in A Free Society") the closer paraprofessionals come to performing the same duties as police officers, the more probable it is that cost differences between the two groups will be reduced. Should the cost of paraprofessionals ever reach or exceed the cost of peace officers, the economic motivation to maintain a paraprofessional classification would probably cease to exist.

Event #2 Salaries of public employees limited by law.

In 1986 a proposition reached the state ballot which

would have severely limited the salaries and benefits of all public employees. While this proposition failed, it is not unreasonable to assume that a similar proposition or law will be introduced again.

Event #3 Paraprofessionals will join Peace Officer Associations in at least one half of all California cities who employ paraprofessionals.

Hansen and Salazar ("Police Service Officers - A Nonsworn Approach," Fall 1981) describe social conflicts that exist between officers and non-sworn personnel. According to Psychologist Michael Boyd, this event could help resolve some of the social conflicts that exist between officers and non-sworn personnel. It would reduce the possibility of paraprofessionals going on strike with general employee unions representing the majority of city or county workers.

If this event occurs, the Police Officers Associations will have a stronger impact on the use of paraprofessionals and may even be in a position to negotiate for limitations of their duties.

Event #4 A minimum of at least 80 hours of basic training for paraprofessionals will be required by law.

The occurrence of this event would directly increase the costs of civilianization. Even if the actual cost of the training were to be reimbursed by the state, indirect costs would remain..

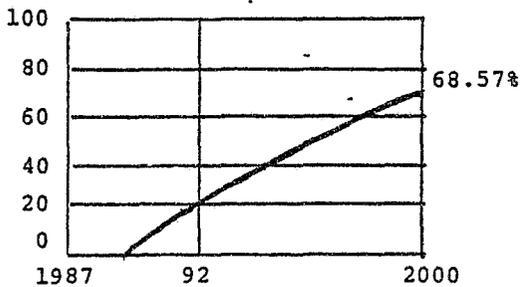
Event #5 The California Supreme Court will uphold a case wherein a city or county is held liable for their failure to

employ sufficient peace officers to ensure reasonable safety for the community or for other officers on the department.

This event would effectively require a minimum number of peace officers in each jurisdiction. Such a lawsuit might be brought by a citizen who becomes the victim of a crime when he/she is unable to get police assistance in a timely manner. Another possible source to initiate a civil action is the Police Officer's Association.

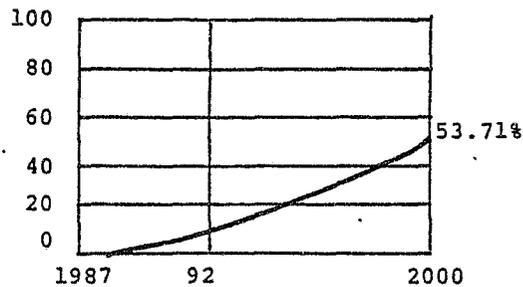
#### Event evaluations

The group discussed the events and then evaluated each of them on an "Event Evaluation Form" shown in Attachment #3. The graph on Chart #3 demonstrates the increasing probability of each of the events occurring in accordance with the groups average ratings.



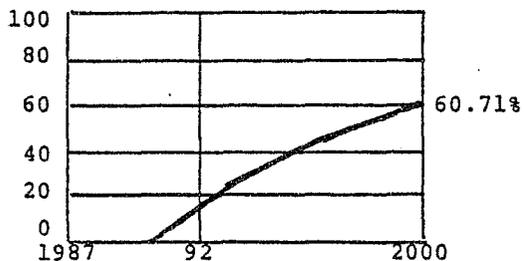
EVENT #1 Paraprofessionals given limited peace officer powers by law

Probability first exceeds zero in 1989



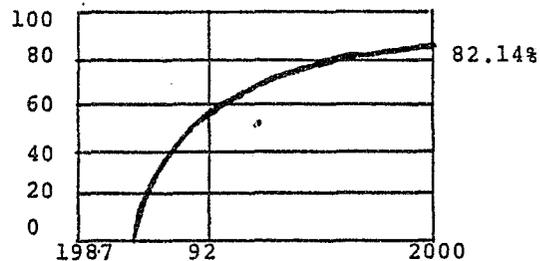
EVENT #2 Salaries of public employees limited by law

Probability first exceeds zero in 1988



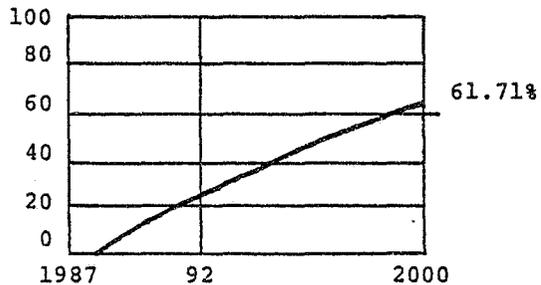
EVENT #3 Paraprofessionals join Police Officer Associations

Probability first exceeds zero in 1990



EVENT #4 Minimum training required for paraprofessionals

Probability first exceeds zero in 1989



EVENT #5 City held liable for insufficient number of police officers employed

Probability first exceeds zero in 1988

## EVENT FORECAST

CHART #3 "EVENT FORECAST" This chart demonstrates the increasing percentage of probability of each of the five most significant events from 1987 to 2000AD. It is based on the average ratings given by the study group.

## CROSS IMPACT ANALYSIS

Should any of the possible future events actually occur, it could impact any or all of the other events and trends. The occurrence of any event could expedite or postpone the occurrence of one or more of the other events. Each event could also alter the expected course of any or all of the identified trends. Each member of the study group independently completed a "Cross Impact Matrix" to show the effect that they felt that each event would be expected to have on all other events and trends. The various ratings were added together and an average score was determined. The average scores were shared with the entire group. Group members discussed the ratings and the reasons why each felt an impact would occur. Each group member again completed a "Cross Impact Matrix" and the average ratings received are reflected on Chart #5.

The events and trends were then plotted on graphs, (Charts #7 through #14) in an attempt to forecast both. These graphs are based on the assumption that all events will occur when they reach a 60% probability level. It is noted that the probability of Event #2 (Salaries of public employees are limited by law) never reaches 60% by the year 2000 AD. The occurrence of all other events either do not effect Event #2 or they decrease it's probability. Therefore, the event is not used in the development of the strategic plan.

EVENT STATEMENT		EVENTS					TRENDS				
		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1	PARAPROFESSIONALS GIVEN LIMITED PEACE OFFICER POWERS BY LAW	X	0%	+65%	+80%	-20%	+10%	+15%	+60%	+10%	-30%
E2	SALARIES OF PUBLIC EMPLOYEES LIMITED BY LAW	-15%	X	-10%	-25%	-30%	-20%	+15%	-20%	0%	+75%
E3	PARAPROFESSIONALS JOIN POLICE OFFICER ASSOCIATIONS IN ONE HALF OF ALL CITIES	+20%	-5%	X	+15%	-25%	0%	+20%	-20%	0%	-20%
E4	MINIMUM TRAINING REQUIRED FOR PARAPROFESSIONALS	+40%	-10%	+15%	X	+10%	+20%	+60%	+35%	+15%	-10%
E5	CITY HELD LIABLE FOR INSUFFICIENT NUMBER OF POLICE OFFICERS EMPLOYED	-20%	-15%	-35%	-20%	X	+45	-20%	-40%	-20%	+40%

### CROSS IMPACT MATRIX

TREND #1 Demand for cost effective law enforcement services

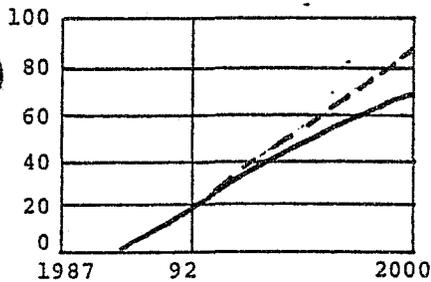
TREND #2 Specialization within law enforcement

TREND #3 Civilianization of law enforcement services

TREND #4 Requests for law enforcement services

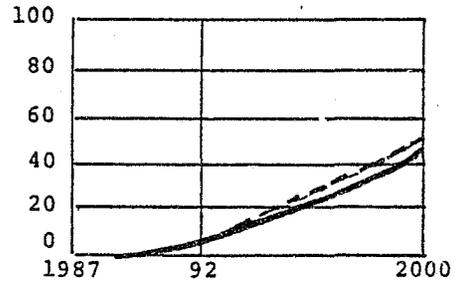
TREND #5 Difficulty in recruiting qualified police officer candidates into law enforcement

CHART #4 "CROSS IMPACT MATRIX" \_ This chart reflects the estimated change that the occurrence of each of the events would be expected to have in the probability of each other event occurring and in the intensity of each trend. Positive (+) numbers indicate an increase in percentage and negative (-) numbers indicate a decrease in percentage.



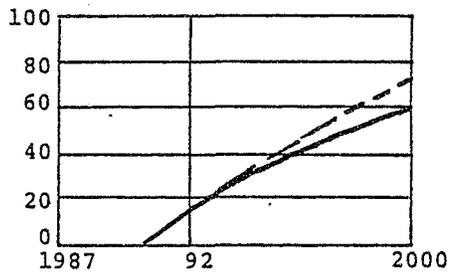
EVENT #1 Paraprofessionals given limited peace officer powers by law

Probability increased by 40%



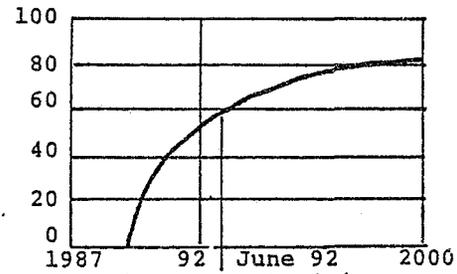
EVENT #2 Salaries of public employees limited by law

Probability increased by 10%



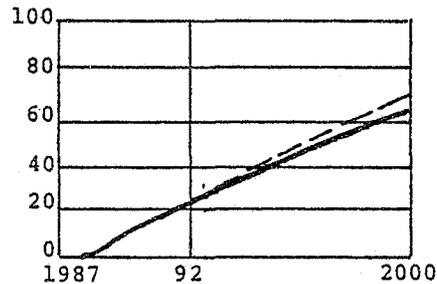
EVENT #3 Paraprofessionals join Police Officer Associations

Probability increased by 15%



EVENT #4 Minimum training required for paraprofessionals

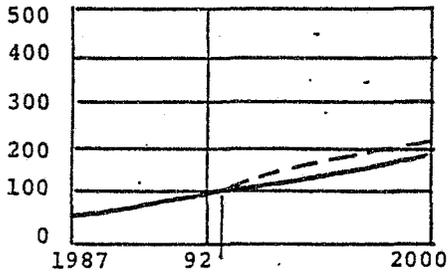
Event Occurs in June of 1992



EVENT #5 City held liable for insufficient number of police officers employed

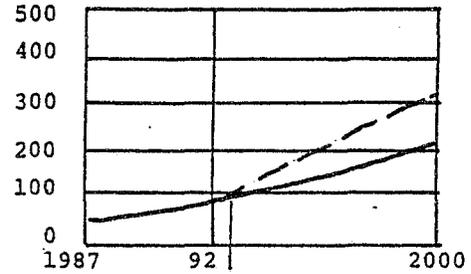
Probability increased by 10%

CHART #5 "FORECAST OF EVENTS OCCURRING AT A 60% PROBABILITY LEVEL" - Event #4 is the first event to occur. Event #4 occurs in June of 1992 and the probability of all other events occurring is increased. Solid lines indicate the forecast of all events prior to Event #4 occurring. Dashed lines indicate the change in the forecasts after the occurrence of Event #4.



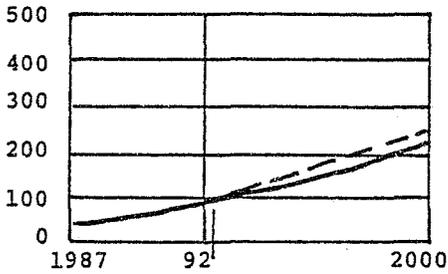
TREND #1 Demand for cost effective law enforcement services

Intensity of trend is increased by 20%



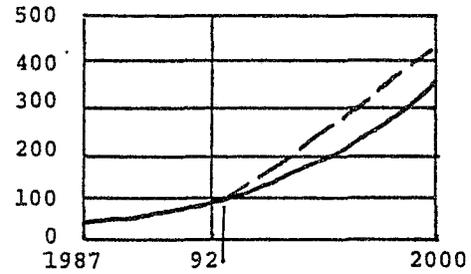
TREND #2 Specialization within law enforcement

Intensity of trend is increased by 60%



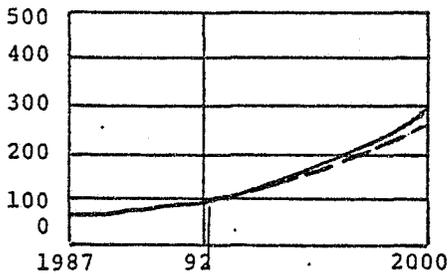
TREND #3 Civilianization of law enforcement services

Intensity of trend is increased by 35%



TREND #4 Requests for law enforcement services

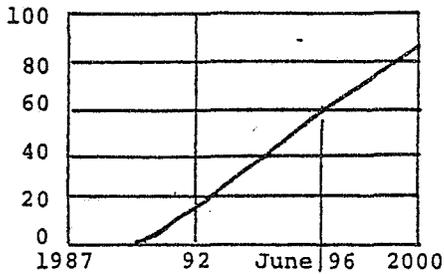
Intensity of trend is increased by 15%



TREND #5 Difficulty in recruiting qualified police officer candidates

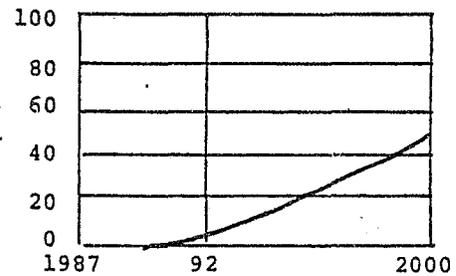
Intensity of trend is reduced by 10%

CHART #6 "FORECAST OF TRENDS WHEN EVENTS OCCUR AT A 60% PROBABILITY LEVEL" (page 2) - Event #4 occurred in June of 1992 (minimum training required for paraprofessionals) and the intensity of Trends 1, 2, 3, and 4 were increased while the intensity of Trend 5 was decreased. Solid lines indicate the intensity of all trends before Event #4 occurred. Dashed lines indicate the intensity of all trends after Event #4 occurred.



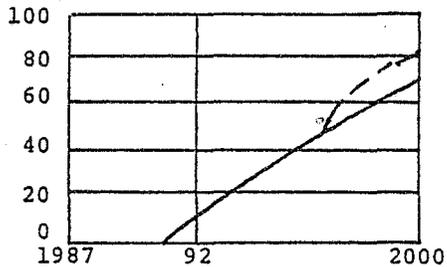
EVENT #1 Paraprofessionals given limited peace officer powers by law

Event occurs in June of 1996



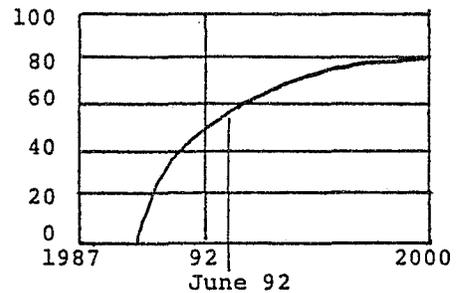
EVENT #2 Salaries of public employees limited by law

Probability is not effected



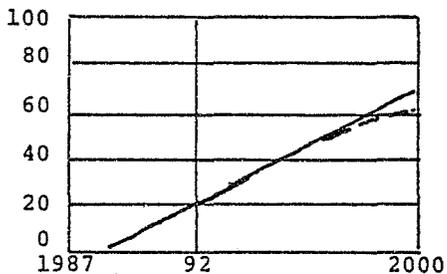
EVENT #3 Paraprofessionals join Police Officer Associations

Probability is increased by 65%



EVENT #4 Minimum training required for paraprofessionals

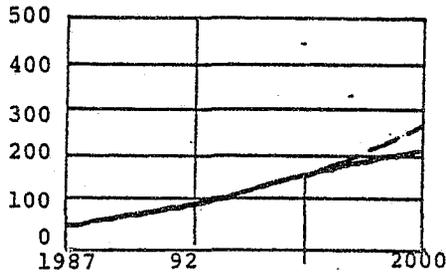
Event already occurred in June 1992



EVENT #5 City held liable for insufficient number of police officers employed

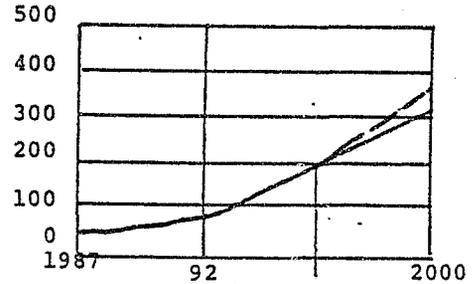
Probability decreased by 20%

CHART #7 "FORECAST OF EVENTS OCCURRING AT A 60% PROBABILITY LEVEL" (page 3) - Event #1 is the second event to occur. Event #1 occurs in June of 1996 and the probability of Event #3 is increased, the probability of Event #5 is decreased, and the probability of Event #2 is not effected. Dashed lines indicate the change in the forecasts after the occurrence of Event #1. Solid lines indicate the forecast of all events prior to Event #1 occurring.



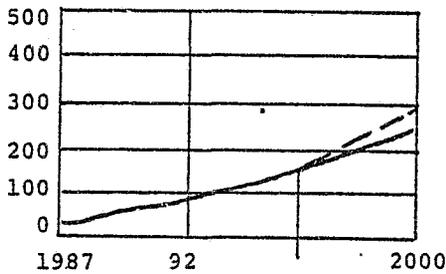
TREND #1 Demand for cost effective law enforcement services

Intensity of trend is increased by 10%



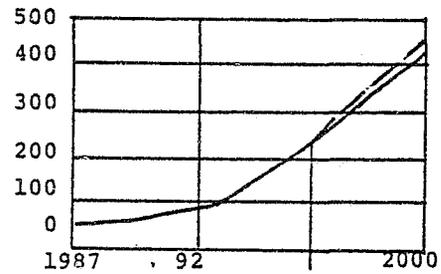
TREND #2 Specialization within law enforcement

Intensity of trend is increased by 15%



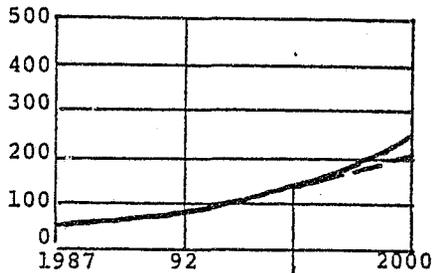
TREND #3 Civilianization of law enforcement services

Intensity of trend is increased by 60%



TREND #4 Requests for law enforcement services

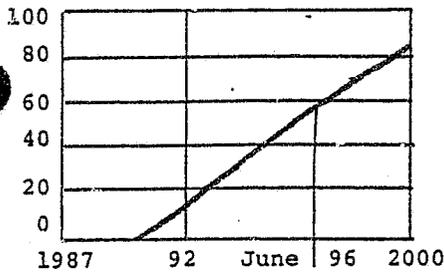
Intensity of trend is increased by 10%



TREND #5 Difficulty in recruiting qualified police officer candidates.

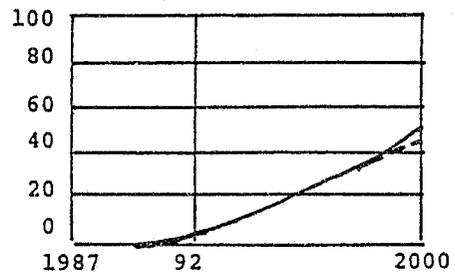
Intensity of trend is decreased by 30%

CHART #8 "FORECAST OF TRENDS WHEN EVENTS OCCUR AT A 60% PROBABILITY LEVEL" (page 4) - Event #1 (Paraprofessionals given limited peace officer powers by law) occurred in June of 1996. The intensity of Trends 1,2,3, and 4 are increased and the intensity of Trend 5 is reduced. Solid lines indicate the intensity of all trends after the occurrence of Event 4 in 1992 and before the occurrence of Event 1 in 1996. Dashed lines indicate the intensity of all trends after the occurrence of Event #1.



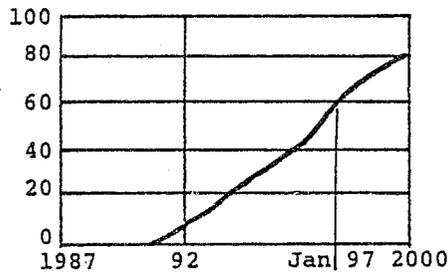
EVENT #1 Paraprofessionals given limited peace officer powers by law

Event already occurred in June 1996



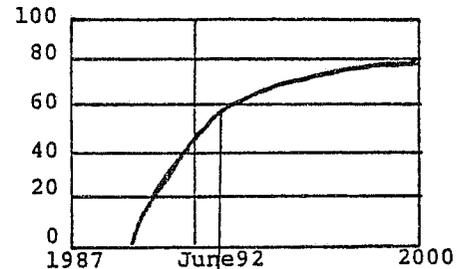
EVENT #2 Salaries of public employees limited by law

Probability is decreased by 5%



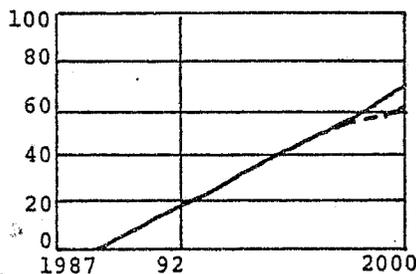
EVENT #3 Paraprofessionals join Police Officer Associations

Event occurs in January of 1997



EVENT #4 Minimum training required for paraprofessionals

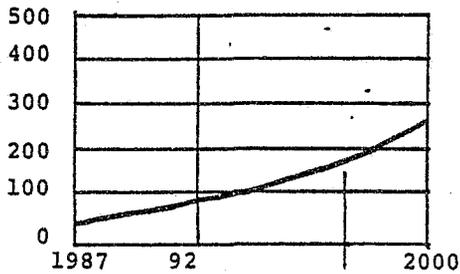
Event already occurred in June 1992



EVENT #5 City held liable for insufficient number of police officers employed

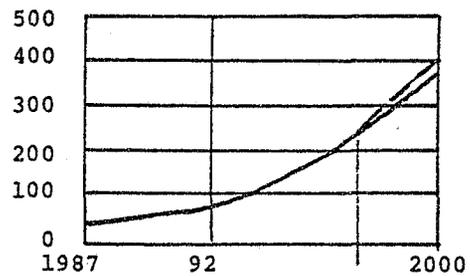
Probability decreased by 25%

CHART #9 "FORECAST OF EVENTS OCCURRING AT A 60% PROBABILITY LEVEL" (page 5) - Event #3 is the third event to occur. Event #3 occurs in January of 1997 and the probability of Events #2 and #5 are decreased. Solid lines indicate the forecast of all events after the effects of Events #4 and #1 and before Event #3 occurs. Dashed lines indicate the forecast of all events after Event #3 occurs.



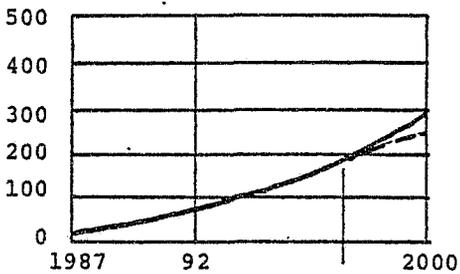
TREND #1 Demand for cost effective law enforcement services

Intensity is not effected



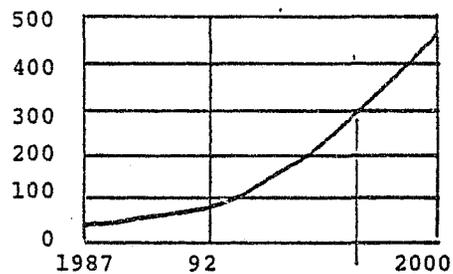
TREND #2 Specialization within law enforcement

Intensity is increased by 20%



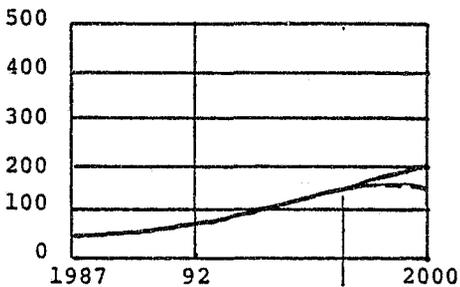
TREND #3 Civilianization of law enforcement services

Intensity is reduced by 20%



TREND #4 Requests for law enforcement services

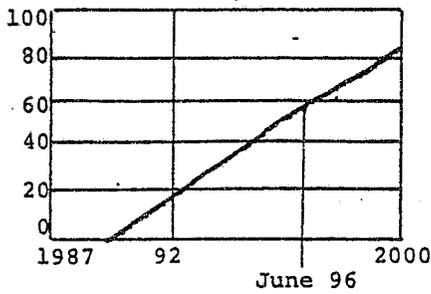
Intensity is not effected



TREND #5 Difficulty in recruiting qualified police officer candidates

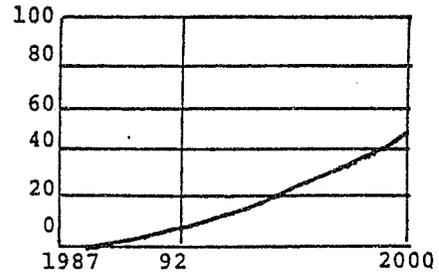
Intensity is reduced by 20%

CHART #10 "FORECAST OF TRENDS WHEN EVENTS OCCUR AT A 60% PROBABILITY LEVEL" (page 6) - Event #3 (Paraprofessionals join Police Officer Associations) occurred in January of 1997. The intensity of Trend #2 was increased and the intensity of Trends 3 and 5 were reduced. The intensity of Trends 1 and 4 were not effected. Solid lines indicate the intensity of all trends after the occurrence of Event 4 in 1992, Event 1 in 1966. Dashed lines indicate the intensity of all trends after the occurrence of Event #3 in 1997.



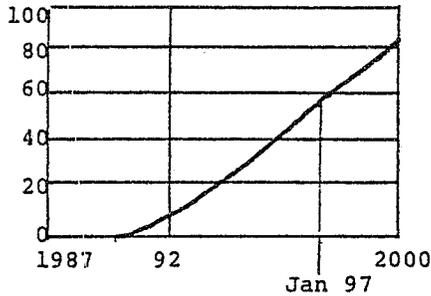
EVENT #1 Paraprofessionals given limited peace officer powers by law

Event already occurred in June 1996



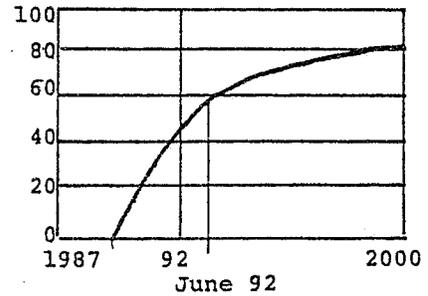
EVENT #2 Salaries of public employees limited by law

Never occurs at a 60% probability level



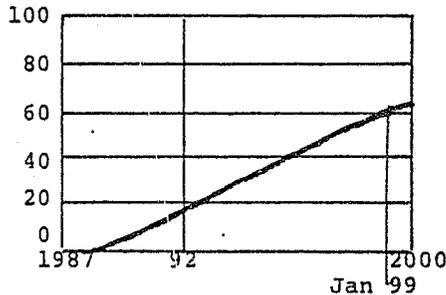
EVENT #3 Paraprofessionals join Police Officer Associations

Event already occurred in January 1997



EVENT #4 Minimum training required for paraprofessionals

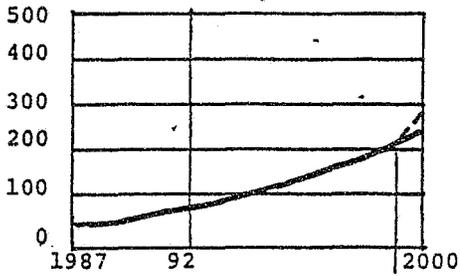
Event already occurred in June 1992



EVENT #5 City held liable for insufficient number of police officers employed

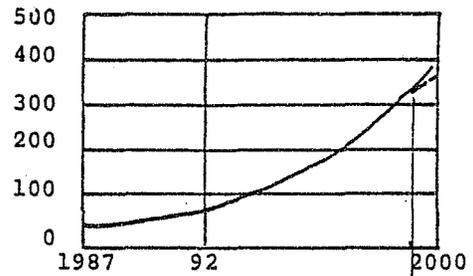
Event occurs in January of 1999

CHART #11 "FORECAST OF EVENTS OCCURRING AT A 60% PROBABILITY LEVEL" (page 7) - Event #5 is the fourth event to occur. Event #2 is decreased by 15% and never reaches a 60% probability level. This chart reflects the occurrence of all events after each has had its impact on the others. Event #2 does not occur.



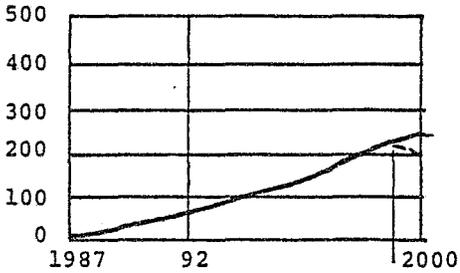
TREND #1 Demand for cost effective law enforcement services

Intensity is increased by 45%



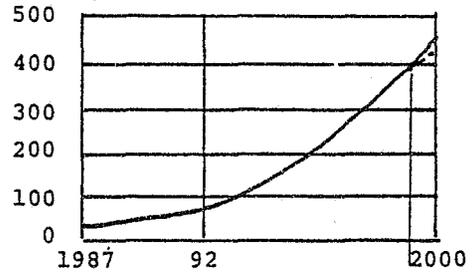
TREND #2 Specialization within law enforcement

Intensity is decreased by 20%



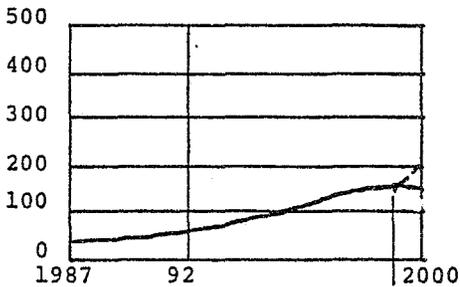
TREND #3 Civilianization of law enforcement services

Intensity is reduced by 40%



TREND #4 Requests for law enforcement services

Intensity is reduced by 20%



TREND #5 Difficulty in recruiting qualified police officer candidates

Intensity is increased by 40%

CHART #12 "FORECAST OF TRENDS WHEN EVENTS OCCUR AT A 60% PROBABILITY LEVEL" (page 8) - Event #5 (City is held liable for insufficient police officers) occurs in January of 1999. The intensity of Trends 1 and 5 are increased while the intensity of Trends 2, 3 and 4 are reduced. Solid lines indicate the intensity of the trends after the occurrence of Events 4 (1992), 1 (1996), and 3 (1997). Dashed lines indicate the intensity of the trends after the occurrence of all events. Note that Event #2 never occurs at a 60% probability level.

## SCENARIOS

After reviewing the trends, events, and their possible effects on each other, four scenarios were developed. The first is a historical perspective of civilization from the year 2001 AD. This is the scenario that best portrays the negative type of future that is possible and that the strategic plan will be intended to help avoid. The second, third, and fourth scenarios are also based on the forecasted trends and events but are not the basis for the strategic plan.

The scenarios are written in the following modes:

Scenario #1 Normative/Demonstration Mode (Feared but possible.)

Scenario #2 Hypothetical Mode (Slice of time)

Scenario #3 Normative/Driving force (desired and attainable)

Scenario #4 Exploratory/Playout (Systems change)

## Scenario #1

### A Historical Perspective from 2001 AD

Civilianization began a slow evolutionary process in the late 1800's as police departments began to hire civilians for housekeeping, records processing and secretarial duties. Employing civilians remained as a slow process until World War II. World War II introduced women into the workforce in large quantities and many began to work in police departments. Law enforcement agencies throughout the country began to civilianize radio dispatching, parking enforcement, and other functions. By the 1950's civilianization had again returned to a slow evolutionary process.

A public awareness of government spending seemed to awake in the 1970's and groups of citizens began complaining that they were paying too much in taxes. Finally, in 1978, Proposition 13 reached the ballot and passed despite the claims of doom that fell from Sacramento and local politicians. Local government did not crumble but was forced to look at new methods to provide services at a lower cost (Trend #1). Law enforcement's needs for providing more cost effective services brought about a rebirth of civilianization (Trend #3). By 1990 civilians had taken over most record keeping, dispatching, parking enforcement, community relations, and complaint taking. Many of the duties performed by police officers were shared by paraprofessionals. A civilian could then take certain minor

police reports, sign off traffic citations, and investigate minor traffic collisions.

As paraprofessionals began to work in new areas (Trend #2), the quality of the work product in those areas began to decline. While many police departments started to put an emphasis on paraprofessional training, many others held back because of the costs involved. The controversy between holding the line on costs and spending training funds to enhance quality was diminished when the legislature passed a law in June of 1992 (Event #4) that required a minimum of 80 hours of basic training for paraprofessionals. The same law also mandated that paraprofessionals receive at least 20 hours of advanced training every two years. The law was met with enthusiasm because it also meant that state funding became available to pay for the required training. Enterprising training institutions were quick to develop training courses to meet the varying needs of paraprofessionals and, therefore, obtain some of the state training money.

With increased training, police departments started to see that the paraprofessionals could handle many other tasks and give even more relief to the overburdened police officers. Civilians were being trained to use high technology equipment to conduct evidence searches, preserve and record crime scenes, and even investigate many crimes (Trend #4). Police departments began to realize that the paraprofessional could replace officers in yet more areas if it were not for legal restrictions that mandated peace

officer powers to perform specific functions. A paraprofessional still could not issue a misdemeanor citation or provide security at local parades and special events. Nor could they serve search warrants or obtain arrest warrants upon the completion of an investigation. Civilianization had been so well established as a positive approach to saving money without compromising quality that law enforcement administrators put forth a tremendous effort to lobby for special peace officer status for the paraprofessionals. Their efforts were successful when a somewhat vaguely worded law was passed in June of 1997 (Event #1) that gave paraprofessionals limited peace officer powers. The law became effective on January 1, 1998. Soon after, paraprofessionals were handling more serious crimes, investigating all traffic accidents, and providing security at special events. No police officers at all remained inside most police buildings as all of them were assigned to duties in the field (Trend #3).

By 1994 the paraprofessional ranks were expanding at three times the rate of police officers. The salaries of the paraprofessionals were also advancing faster than the peace officers in order to keep pace with their expanding duties and responsibilities. Police Associations, fearing the compacting salary differences and strengths, attempted to bring paraprofessionals assignments to the bargaining table without success. The Associations wanted to meet and confer on the job classifications of the paraprofessionals but the city management normally took a position that the

Association did not represent the paraprofessional and, therefore, could have no input regarding their working conditions. The paraprofessionals made a brief, although unsuccessful, attempt to form their own union and then began joining the Police Officer Associations wherever they were accepted. By January of 1997 one half of all Police Officer Associations counted paraprofessionals among their membership.(Event #3)

The Police Officer Associations were quick to take advantage of their new bargaining power with the increased membership of paraprofessionals. Threatened job actions held more meaning because management could no longer rely on paraprofessionals to help with the workload in the event of a strike. Associations began to restrict the expanding areas that were being civilianized but the paraprofessional ranks were still expanding within those areas where they had already obtained a foothold. A few paraprofessionals were assaulted by criminals and traffic offenders while on duty and they were demanding police protection on certain assignments. On occasion, a paraprofessional had been mistaken for a police officer and citizens had expected them to take action beyond their authority. On one occasion a paraprofessional accidentally interrupted a robbery in progress while entering a store to purchase a soda pop. The robber shot and wounded the unarmed paraprofessional. By late in 1997 worker's compensation claims by paraprofessionals for on the job injuries, back pains, and stress were costing as much as the claims by police

officers.

Over the years, the expansion of the numbers of police officers had not kept pace with a growing population and departments were facing serious shortage of sworn personnel. Recruiting new officers was more difficult than ever before and most departments did not even employ as many police officers as their budgets allowed(Trend #5). On January 21, 1999 a woman called the police department in a medium sized southern California city because a man was trying to get into her kitchen window. All of the officers were busy on one call or another but one was sent as soon as he became available. Unfortunately, fifteen minutes had passed by the time he had finished handling a family fight and was able to respond. By the time he arrived at the woman's home, some 19 minutes had passed and the woman had been raped. The suspect was gone and never located. The woman filed a lawsuit claiming that she had not been afforded reasonable police protection. The police department argued that all of their police officers were busy because of circumstances beyond their control. The superior Court found that the city was negligent for not having employed a reasonable number of officers in consideration of the city population, crime rate, and average calls for service(Event #5). The city will, of course, appeal the Superior Court's decision but must now consider the question, "Have we civilianized too much?"

## Scenario #2

Lieutenant Fletcher, 1999

On July 23, 1999 Lieutenant Howard Fletcher was the Watch Commander on the night shift in Botchville, California. It was still hot at two o'clock in the morning and the air conditioning in his office still wasn't working right. Lt. Fletcher pushed the scan button on his computer and looked at overdue performance evaluations, unanswered communications, a few new directives from the Patrol Commander that he would have to desciminate, and a message (printed in red) saying that the coffee was ready in the Dispatch Center. Pulling his feet from the top of his forty year old desk, he pushed another key on the computer to redirect all of his telephone calls and started for the Dispatch Center.

On his way to the Dispatch Center, Lt. Fletcher stopped at the counter in the front lobby. Five paraprofessionals, called Public Service Representatives (or PSR's) were working on the counter. Two were taking telephonic police reports for burglaries, two more were talking with walk-in customers, and the fifth one seemed to be having an argument with her boyfriend on the telephone. A citizen walked in the front door, approached him, and asked if he could certify a vehicle correction for a traffic citation. He looked at the citation and saw that it was for a malfunctioning exterior vehicle speed indicator. Lt. Fletcher had no idea how to check the indicator without

following the car to see if the the thing worked so he told the citizen to wait until one of the PSR's was free and that they would handle it. Another citizen walked into the front lobby and Lt. Fletcher remembered that he was still carrying an empty coffee cup that was in need of immediate attention. He left abruptly, attempting to look as if he was in route to do something important.

He rested his hand against a cold access plate next to the Dispatch Center, watched a yellow light come on while it read his handprint. The door to the Center unlatched and swung open as a mechanical voice said "Good Morning Lieutenant Fletcher" in a tone that was considerably more friendly than he cared to hear at that time of the morning.

As he walked into the room, Lt. Fletcher looked at a six foot by six foot computer monitor that showed a map of the city and the location of all field personnel at the moment. Only five of the round lights, which indicated police officers, were blue. All of the other officers must have been busy because their lights were red. Six of the square PSR were blue. Lt. Fletcher became concerned because he knew that five available police officers were just not going to be enough. The Police Officer Association had already placed the Chief on notice that they intended to sue the city because there were not enough officers to ensure reasonable safety while they were working. The six PSR's that were available did have some limited peace officer powers while they were on duty but

they were not armed so they would be of little value in event that something came up. Besides, standing operating procedures dictated that the PSR's could not be used in life threatening situations.

His thoughts were quickly interrupted by a dispatcher's announcement that she thought that she had a call coming in about an injury accident but needed someone who spoke Cambodian to figure out where it was. Lt. Fletcher asked where the call was coming from and she said that the caller was in a telephone booth at First and Maple and that the caller looked like he was wearing a blue shirt. Lt. Fletcher said, "Send the nearest PSR and if she can't see the accident, your informant can point to it and holler in whatever language he uses." The dispatcher responded that the PSR's don't have red lights on their vehicles for emergency response. Lt. Fletcher looked again at the giant monitor and snapped back, "She's only a block away, send her anyway. I can't afford to tie up another cop right now!" Another call came in about the same accident but this time the caller spoke Spanish and getting a translator to the phone took only seconds. The translating dispatcher told Lt. Fletcher that his informant was reporting that a fight had broken out at the accident scene and one of the suspects had a gun. Fletcher's response was immediate, "Abort the PSR. Sent the helicopter and the closest two officers." He turned back to the monitor and saw the round blue light of Unit 1-12 as it went out and then reappeared four miles away and only two blocks from the scene. As he was staring in

disbelief over Unit 1-12's impossible movement the six foot television screen next to the monitor came on with a live video of the scene from the helicopter. Unit 1-14 was already at the scene and the suspect was surrendering. Unit 1-14's light on the monitor still showed red and was two miles away. Three more lights had turned blue and started toward the scene before a verbal radio transmission from Unit 1-14 indicated that the emergency was over. A PSR was dispatched to the scene to investigate the accident and take hallographic photos.

Fletcher approached the Dispatch Center Supervisor and asked her how Unit 1-12 moved over four miles in less than one second and why Unit 1-14 was on scene while he still showed red at another location. She replied, "You know cops. They've figured out how to show their monitor lights as patrolling in one place while they are having coffee somewhere else." Coffee, that was it, his cup was still empty. He decided that he would talk to the officers later, when things slowed down.

Lt. Fletcher looked into his now full coffee cup and thought "If we could train officers to perform some of the PSR jobs, we could replace some of the civilians with officers and build up the sworn ranks. Then we could send any available unit to any call. We pay them both the same so it wouldn't cost any more. There are a lot of jobs that officers could do as well as PSR's and they wouldn't be so specialized. What this place needs is a well manned force of generalist sworn police officers. I'll have to suggest

that to the boss." His thoughts were interrupted by a dispatcher who had turned from his monitor and said "A robbery just occurred and the suspect fled on foot. The suspect is gone, do you want me to sent a cop or PSR?"

### Scenario #3

#### Bumland PD

Bumland is a fictitious city in California in the year 2000 AD. Bumland has a population of 250,000 people and covers a geographic area of 130 square miles. It is a charter city with its own police department. The police department employs 325 sworn police officers and 296 nonsworn personnel. Of the non-sworn personnel, 81 are paraprofessionals called Police Service Representatives, or "PSR'S". Ray Norton has been the Chief of Police for seven years and was a command level officer for eight years prior to becoming Chief. He has always believed that civilianization is good if it is accomplished reasonably. He is proud of his accomplishments in developing a paraprofessional program within his department but he feels that there is still more to be done.

The civilianization program at Bumland has not always been smooth. When Chief Norton became a Captain in 1985 some civilianization had already occurred. The entire Dispatch Center was manned by civilians and PSR's represented 75% of the personnel assigned to Community Relations. Proposition 13 had passed and all law enforcement agencies throughout the state were still searching for alternatives to provide services at lower costs. A few years later another ballot reached the state ballots which would have limited all public employees salaries and benefits. Even though the initiative failed,

It's supporters promised to bring it back in some modified form. Emphasis on more cost effective law enforcement was still a basis for the formation of new police services and was a basic criteria for the evaluation of all existing services.

Civilianization was growing in many departments throughout the state. Norton was unable to gain sufficient support for a request to add twenty-five new officers to his Patrol Division so he requested enough funds to hire five new officers and seven more PSR's. He got the new positions and assigned all of the PSR's to handle complaints at a counter in the front lobby of the Police Department. The Dispatch Center screened calls and directed simple police reports, with no physical evidence, to the front counter. The PSR's took information over the phone and completed the police reports. The program was successful and field patrol officers started to feel some relief from the minor calls for police reports. Some complaints even started to come in from the officers who had to handle calls that they felt could have been directed to the front counter. Within just a few years the PSR's were handling all walk-in reports and covering five incoming telephone lines on a twenty-four hour basis.

The duties of the paraprofessionals were expanded to the field where they drove marked police vehicles without emergency lights to handle simple calls and collect evidence in their own investigations. They also started taking non-injury accident reports in the field and had

assumed all responsibility for parking enforcement and abandoned vehicles.

By the time Norton was appointed Chief of Police in 1993, the paraprofessionals had expanded their duties into all Divisions as they began filing complaints at the District Attorney's Office, served as observers in the helicopter unit, investigated all fraudulent document cases, and computer frauds, and were touching almost every aspect of the department. Bumland had been a rapidly growing city but the police department had been able to keep up with the rising calls for police services. The City Council had been very supportive of the civilianization program and was adding more PSR's every budget year. With many of the expansions of the paraprofessional program, there came reclassification studies to rewrite job descriptions. When job descriptions were rewritten with more responsibilities, the salaries of the PSR's increased. The compounding of the salary increases had meant a substantial overall raise in pay for all of them.

The Bumland Police Officer Association became concerned that the salary of a paraprofessional was coming too close to that of a police officer and demanded to meet and confer with regard to future reclassifications of the PSR position. The Chief and the City Manager refused to discuss the situation with the Association (BPOA), stating that the PSR's were part of the General Employee Union and the BPOA had no right to discuss their working conditions. The response of the BPOA was dramatic, it solicited the

PSR's to join their Association. The PSR's joined the Bumland Police Officer Association in July of 1996. Henceforth, the BPOA met and conferred with the Chief of Police and City Manager on matters concerning working conditions for the Public Service Representatives.

In 1998 many law enforcement administrators were lobbying for special police powers for paraprofessionals. It was generally felt that the paraprofessional duties could be expanded to issuing misdemeanor citations, working security at special events, obtaining search and arrest warrants, and performing a number of other duties that required police powers. Chief Norton looked at what had been happening with the paraprofessional expansions that he had already experienced. He looked at the increasing salaries, the lawsuits that had given paraprofessionals more worker's compensation and retirement benefits, and the difficulties that he had encountered with officers when the PSR's duties became too similar to theirs. Chief Norton took a position of opposing any law that would give paraprofessionals special police powers and decided that, if such a law was passed, he would not use any PSR's in that capacity.

Chief Norton continued to increase the number of paraprofessionals and increased the amount of training they received. When a state law was passed in 1999 which required minimum training standards, his department was already well above the required levels of training. Always, before going to the council with a request for more

paraprofessionals, Chief Norton reviewed the strengths of the sworn officer force. He contended, in both words and actions, that the Bumland Police Department's first obligation was to protect the citizens of the city. Police officers, according to Norton, protect the community and the department must always have enough of them before can become concerned with the other services.

### SCENARIO #3

During the decade of the 1980's the law enforcement community experienced a steady increase in the number of requests for police services (Trend #4) and was not matched by a corresponding increase in the number of police officers. Part of the slow increase in the number of police officers was due to some difficulty in recruiting qualified police officer candidates (Trend #5) but the major difficulty was the result of a lack of available funding in most municipal governments. The citizen's referendums of the late 1970's had made it more difficult for municipal government to obtain resources through the first half of the 80's and government was forced to look at more cost effective alternatives to provide governmental services. Police departments suffered from the lack of funds as much as any other city departments and the police share of the municipal budgets increased substantially slower than city government budgets in general. Law enforcement also had to look for alternatives to provide for more cost effective law enforcement services (Trend #1).

The increasing availability of "high tech" equipment resulted in an increasing number of "high tech" crimes and police departments began increasing their use of new technology to solve crimes and manage departments. By 1990 more areas of law enforcement had become specialized than ever before (Trend #2). Many of the specialized areas were handled by civilians instead of police officers (Trend #3). Civilians were handling all records keeping functions, radio

dispatching, parking enforcement, and public relations. The expanding use of civilianization focused a great deal of attention on the paraprofessional. Many police administrators began to feel the negative effects of the lower trained and lower paid paraprofessional as the quality of investigations and reports began to decline. By 1991 many police managers were demanding state funds to train paraprofessionals in order to bring their work up to the standards that had previously been set by police officers. In June of 1992 the California state legislature passed a law that required a minimum of 80 hours of basic training for paraprofessionals (Event #4). The law made state funding available for the basic training and also provided for additional training when a need was shown. The available funding for the additional training made it possible for police departments to civilianize even more police services (Trend #3) and to become even more specialized (Trend #4).

The demand for cost effective law enforcement services continued to increase and police administrators continued to look at civilianization as being a viable alternative to provide services at a lower cost. After a good deal of lobbying by Police Chiefs, another law was passed in June of 1996 which gave the paraprofessionals limited peace officer status (Event #1). Paraprofessionals began to provide even more police services (Trend #3) including such areas as issuing misdemeanor citations, guarding special events within cities, investigating major

crimes and filing complaints in municipal court.

By 1997 it was becoming increasingly difficult to distinguish police officers from paraprofessionals. The police officers were becoming concerned that the paraprofessionals were taking away their jobs. While the paraprofessionals had tripled their ranks in five years, the number of sworn officers had actually been reduced. The recruitment of new police officers was becoming even more difficult (Trend #5) and Police Officer Associations were demanding that civilianization be stopped.

The more the Police Officer Associations attempted to influence the city governments that civilianization was advancing more rapidly, the more firm the city managers became in supporting civilianization. In an effort to gain more control of the use of paraprofessionals, many Police Officer Associations began to recruit the civilians into their organizations. By January of 1997 over one half of all Police Officer Associations counted paraprofessionals among their membership (Event #3). This tended to slow the number of areas into which the paraprofessional was being introduced (Trend #2) but did nothing to slow the expansion the the paraprofessional ranks (Trend #3).

In 1998 the Police Officer Association in a medium sized southern California city decided to talk their arguments into court. The Association sued the city because they claimed that there were simply not enough police officers in the city to ensure reasonable availability to assistance for the few officers that remained in the field.

The Association contended that the officers in the field could not get back up on hazardous calls and that they were unnecessarily being placed in dangerous situations. The Superior Court agreed with the Association and mandated a freeze on the hiring of any city personnel until the number of police officers had been increased to a specified level. The case was upheld by the California Supreme Court in 1999 (Event #5). Civilianization in that city was stopped and the civilianization of police services in most cities had to be reevaluated. All law enforcement managers had to go back and review what their basic missions were and what they would need in terms of sworn officers to perform the basic police tasks.

## OBJECTIVE TWO

### STRATEGIC PLAN

#### STATEMENT:

The second objective of this study is to develop and implement a strategic management process. This process will include strategic planning for the implementation of the recommended policies. A strategic plan will be described that will be intended to move a law enforcement agency away from the negative future described in Scenario One and help institute safeguards to ensure than an undesirable future state can be avoided.

#### METHODS: IDENTIFICATION

1. Capability/Resource Analysis
2. Modified Policy Delphi
3. Negotiation Strategies

#### CAPABILITY/RESOURCES ANALYSIS

Prior to developing a strategic plan, it is important that a department review it's own capabilities and resources to ascertain whether it is ready to implement a new program. Since every department has different strengths and weaknesses, it is impractical to attempt to evaluate the readiness of California law enforcement agencies in general to civilianize the patrol function. In an effort to demonstrate the process, a capability and resource analysis was done for the Riverside Police Department specifically.

The study group used for previous exercises were

felt to be a good cross section of the department and represented the various divisions and ranks. The group studied the department's strengths, weaknesses, and capabilities. Each study group member completed a "Present Capability Analysis Form" and a "Future Adaptability Analysis Form". The assessments were reviewed and an average score was determined for each category. The total scores in each category are reflected on Charts #15 and #16.

PRESENT CAPABILITY ANALYSIS  
RIVERSIDE POLICE DEPARTMENT

- I SUPERIOR - BEYOND PRESENT NEEDS  
 II ABOVE AVERAGE- SUITABLE FOR PRESENT NEEDS  
 WITH NO PROBLEMS  
 III AVERAGE - MEETS PRESENT NEEDS  
 BUT ROOM FOR IMPROVEMENT  
 IV BELOW AVERAGE- NOT AS GOOD AS IT SHOULD BE  
 V POOR - CAUSE FOR CONCERN/  
 ACTION MUST BE TAKEN TO IMPROVE

CATEGORY	I	II	III	IV	V
MANPOWER			4	3	
TECHNOLOGY		3	4		
EQUIPMENT			3	3	1
FACILITIES			3	3	
MONEY		2	4	1	
SUPPLIES			6	1	
MANAGEMENT SKILLS		5	2		
OFFICER SKILLS	1	3	3		
TRAINING	1	5	1		
ATTITUDES		3	3	1	
IMAGE		4	3		
CITY COUNCIL SUPPORT	2	4	1		
CITY MANAGER SUPPORT	1	5	1		
COMMUNITY SUPPORT		4	2	1	
GROWTH POTENTIAL	2	5			
MANAGEMENT FLEXIBILITY		4	2	1	
SWORN/NON-SWORN RATIO		4	2		1
PAY SCALE		3	3	1	
BENEFITS		2	4	1	
TURNOVER		5	1	1	
COMPLAINTS RECEIVED		3	4		
SICK LEAVE USED			4	3	
MORALE			4	3	
CRIME RATE		2	3	1	1

CHART #13 "PRESENT CAPABILITY ANALYSIS" - This chart demonstrates the present capabilities of the Riverside Police Department. Scores indicate the total number of group members who rated each category in the area indicated. Seven points were possible in each category.

## FUTURE ADAPTIBILITY ANALYSIS RIVERSIDE POLICE DEPARTMENT

Each item listed below was evaluated on the basis of the following criteria:

- I CUSTODIAL - REJECTS CHANGE
- II PRODUCTION - ADAPTS TO MINOR CHANGE
- III. MARKETING - SEEKS FAMILIAR CHANGE
- IV STRATEGIC - SEEKS RELATED CHANGE
- V FLEXIBLE - SEEKS NOVEL CHANGE

CATEGORY	I	II	III	IV	V
TOP MANAGERS					
MENTALITY / PERSONALITY		2	4	1	
SKILLS / TALENTS		1	3	2	1
KNOWLEDGE / EDUCATION			3	3	1
ORGANIZATIONAL CLIMATE					
CULTURE / NORMS			5	2	
REWARDS / INCENTIVES	1	2	3	1	
POWER STRUCTURE		1	2	4	
ORGANIZATIONAL COMPETENCE					
			4	2	1
RESOURCES			5	1	1
MIDDLE MANAGEMENT			4	2	1
LINE PERSONNEL	1	1	4	1	

CHART #14 "FUTURE ADAPTIBILITY ANALYSIS" - This chart demonstrates the evaluations of the study group regarding the future adaptibility of the Riverside Police Department. Scores indicate the total number of group members who rated each category in the area indicated. Seven points were possible in each category.

Ratings of I and II indicate very little ability to change.

Ratings of III indicate reactive change

Ratings of IV and V indicate proactive change.

In reviewing the ratings, it appeared that the study group thought that the department had the following strengths and weaknesses.

#### PRESENT CAPABILITY

##### STRENGTHS

Turnover  
Growth Potential  
Training  
City Manager Support  
City Council Support

##### WEAKNESSES

Manpower  
Facilities  
Equipment  
Crime Rate  
Morale  
Sick Leave Used

A low turnover rate and a high growth potential were noted by all members of the study group but no other areas stood out dramatically. The overall ratings reflected that the department was generally where it should be to meet present needs and even a little ahead in many areas. Facility, equipment, and manpower ratings showed that the department is barely adequate for the present needs or even below where it should be.

#### Future adaptability

The "Future Adaptability Survey" indicated that the majority of the department operates in the "marketing" mode that tends more toward a reactive change than proactive. There are stronger trends toward proactive than to reject change. Top managers have more of a tendency toward a proactive approach than do middle managers or line personnel.

Overall, it is felt that the Riverside Police Department is ready to civilianize within the patrol function. The department has the needed resources and support for a civilianization program to succeed.

Law Enforcement in general:

It is felt that the Riverside Police Department's capability and resources are probably quite similar to most other law enforcement agencies. The resources available to other law enforcement agencies vary a great deal but most other departments have the ability to obtain necessary equipment, manpower, and support. Most police managers are all having a difficult time in obtaining items that would assist them but are not essential to their operations.

Law Enforcement Mission:

To protect lives and property. To prevent crime and enforce laws. To assist the public in incidents involving accidents, natural disasters, and other emergency situations.

Riverside Police Mission:

To protect and serve the community of Riverside. To protect lives and property through an aggressive and courteous patrol and an active crime prevention program. To provide for a safe and secure environment and to provide emergency services and assistance on a twenty-four hour basis.

Mission of civilianization of patrol at Riverside

To enhance the ability of the Patrol Division to provide emergency services and assistance by increasing the amount of time that patrol officers are available for emergency response and general patrol.

## POLICY CONSIDERATIONS

The study group was again used to establish a list of possible policies that would assist law enforcement in the use of civilianization to improve the patrol function. The same group that established the previous list of trends and events was called together for another brainstorming session. After review of the material developed to this point, the group established the following list of possible policy statements:

1. The first priority for new personnel requests for the police department shall be to ensure that sufficient officers are employed that an average of 30% available patrol time is maintained in the Patrol Division.
2. Paraprofessionals shall receive a minimum of 80 hours of basic training prior to being assigned to field duties.
3. Paraprofessionals shall be subordinate to and under the supervision of police officers.
4. Paraprofessionals shall be under the supervision of Patrol Sergeants and under the established chain of command for Patrol Division.
5. One Sergeant shall be directly responsible for the supervision of all paraprofessionals assigned to the patrol function under a bureau concept.
6. Paraprofessionals shall not be assigned to calls involving violence or the threat of violence.
7. Paraprofessionals shall not be assigned to calls

in which a suspect is reasonably believed to be in the immediate area.

8. A list of specific types of calls to which a paraprofessional can be assigned will be established and all calls on that list will be handled exclusively by paraprofessionals. A paraprofessional will not be assigned to any other calls.
9. Paraprofessionals shall wear uniforms and drive vehicles that are distinctly different from the uniforms worn by and vehicles driven by police officers.
10. Paraprofessionals will handle only reports and complaints via the telephone or within the police facility and shall not respond in vehicles to crime scene locations.
11. The number of paraprofessionals employed by the police department shall not exceed 10% of the field patrol force.
12. Paraprofessionals shall be appropriately trained and assigned to assist patrol officers in the identification, collection, and preservation of evidence.
13. Three levels of paraprofessionals shall be created. Level one shall be limited to duties within the police facility (telephone police reports, counter duties, station tours, etc.). Level two shall be limited to minor calls for

service in the field (minor police reports, non-injury accident investigations, etc.) and public speaking engagements. Level three shall handle evidence processing, specialized investigations, and other complex duties. Salaries shall be commensurate with the duties of each level.

14. All of the rights and protections provided to peace officers by Government Code 3300 and the existing Memorandum of Understanding with the Police Officer Association shall be provided to the paraprofessionals.

After establishing the list of possible policies, each member of the study group evaluated each policy as to its overall feasibility and desirability on the "Rating Sheet for Policy Delphi". The total and average scores received on that evaluation are reflected on the "Average Rating Sheet for Policy Delphi in Attachment #4. The average ratings showed that policies #7 (Paraprofessionals shall not be assigned to calls in which a suspect is still in the area) and #6 (Paraprofessionals shall not be assigned to handle calls that involve violence) received very high ratings for both feasibility and desirability. The policies were discussed among the group members. It was generally felt that these two policies were needed in order to assure a reasonable expectation of safety for the paraprofessionals.

The most polarized policy was Policy #5 (a

paraprofessional bureau to be established within the Patrol Division with its own supervision). Policies #3, #4, and #5 were mutually exclusive. If any one of them were to be adopted, the other two would not be possible. After discussion, the group felt that paraprofessionals should be included within the existing structure of the Patrol Division and under the direct supervision of Patrol Sergeants, Policy #4. The implementation of this policy would, therefore, make policies #3 and #5 infeasible.

Policy #2 (paraprofessionals to receive a minimum of 80 hours of basic training prior to being assigned to field duties) received the second highest rating. Basic training for paraprofessionals in criminal law, department procedures, report writing, and community relations were considered to be essential to the success of the program. More training would be required if paraprofessionals were to be used for evidence collection, accident investigations, or other special areas.

The expansion of paraprofessionals was considered feasible and desirable according to the ratings received for Policy #12 (paraprofessionals to be trained in the identification, collection, and preservation of evidence). Solid support was also received for Policy #1 (a hiring priority to ensure 30% available patrol time). This policy had a low feasibility rating but was fairly strong in desirability. Most of the lower ratings were due to concern that the City Council might not be willing to support a 30% available patrol time figure. It was also felt that 30%

might not be a good figure for all departments. However, it is strongly urged that all departments should clearly establish the number of officers needed and should ensure that that standard will not be compromised.

Establishing a list of specific calls (Policy #8) was felt to be impractical. The variety of possible calls for police services is too large and creating a specific list for paraprofessionals is infeasible. Policy #10 (restricting paraprofessionals to station duties) was also rejected. Overall, it was felt that a program could be developed that would incorporate Policies #1, #2, #4, #6, #7, #9, #12, #13, and #14. None of these policies conflict with the others and they would support the mission of the civilianization program within the patrol function. It is noted that some of the policies can be consolidated into broader policy statements.

## RECOMMENDED COURSE OF ACTION

The recommended course of action is to implement Policies #1, #2, #4, #6, #7, #9, #12, #13, and #14. The plan for civilianization within the patrol function involves several major components. Those components are:

1. Establish minimum sworn peace officer staffing levels that allow for future city growth.
2. Establish minimum training standards for paraprofessionals in accordance with their assigned duties.
3. Include paraprofessionals within the existing organizational structure and chain of command of the division to which they are assigned.
4. Establish parameters for paraprofessional duties that afford reasonable assurance that they will not be placed in hazardous situations.
5. Establish uniform standards for paraprofessionals and markings for paraprofessional vehicles that are distinctly different from the uniforms of and vehicles used by peace officers.
6. Establish job descriptions for three levels of paraprofessionals with increasing responsibilities for each level.
7. Afford paraprofessionals the same rights and protections provided to peace officers by Government Code Section 3300 and any existing agreements in the Memorandum of Understanding between the Police Officer Association and the

employing city.

#### ADMINISTRATION AND LOGISTICS

In order to implement the various recommended components of the plan, it would be necessary to obtain a firm commitment from the top management of the department and to ensure the support of the City Manager and City Council. The Program Director, or coordinator, for the program should be an individual who has a high interest in civilianization and sufficient influence within the organization to ensure cooperation and support. The coordinator should be temporarily assigned to the officer of the Chief of Police and should work closely with all Division Commanders and Patrol Supervisors. The coordinator should assist in recruiting and selecting paraprofessionals and should help develop needed training programs.

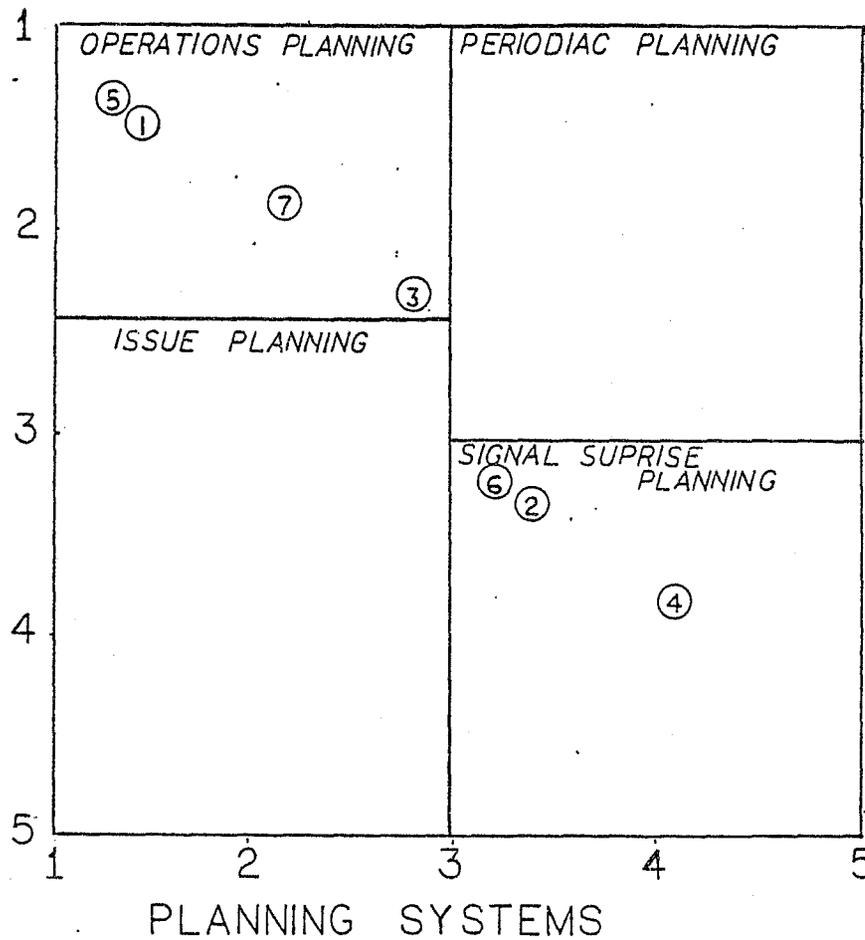
The City Manager and City Council should be kept informed regarding the progress of each phase of the program and the potential costs that appear to be likely in the future. Prior to the proposal being submitted for each phase, a careful review of its possible effect on the various stakeholders would be appropriate. Care should be taken to note whether some change in the program could create a new, previously unknown, stakeholder or change the expected position of a known stakeholder.

#### PLANNING SYSTEMS

In order to determine the appropriate planning system for the program, the predictability and frequency of change for each portion of the program was evaluated. These

evaluations are reflected on Chart #9.

The predictability of changes that may effect each individual aspect of the program tends to be high. Since changes in the environment would not necessitate an immediate change in the program, police managers should be able to expect sufficient advance notice of pending problems to enable them to plan well in advance. However, the frequency with which some of the changes might occur is quite variable. For example, changes may not be expected in minimum officer staffing levels over the years but regular changes could be expected in the types of duties that paraprofessionals are expected to perform. Overall, it appears that the appropriate planning system would be mostly Operations Planning and some Signal Surprise Planning.



COMPONENT OF PLAN

- ① MINIMUM SWORN PEACE OFFICER STAFFING LEVELS TO BE ESTABLISHED.
- ② MINIMUM TRAINING STANDARDS TO BE ESTABLISHED FOR PARAPROFESSIONALS.
- ③ PARAPROFESSIONALS TO BE INCLUDED IN THE EXISTING ORGANIZATIONAL STRUCTURE AND WITHIN THE NORMAL CHAIN OF COMMAND.
- ④ PARAMETERS TO BE ESTABLISHED FOR PARAPROFESSIONAL DUTIES.
- ⑤ PARAPROFESSIONALS TO WEAR UNIFORMS AND DRIVE VEHICLES THAT ARE DISTINCTLY DIFFERENT FROM THE UNIFORMS WORN BY AND VEHICLES DRIVEN BY POLICE OFFICERS.
- ⑥ PARAPROFESSIONALS SHALL BE CLASSIFIED INTO THREE LEVELS, WITH INCREASING DUTIES AND RESPONSIBILITIES FOR EACH LEVEL.
- ⑦ POLICE OFFICER RIGHTS AND PROTECTIONS TO BE EXTENDED TO PARAPROFESSIONALS.

CHART #15 "PLANNING SYSTEMS" - Each component of the overall plan was placed in the planning systems box to ascertain the most appropriate planning system for each component and to help identify the most appropriate overall planning system to be used for the civilianization program.

## STAKEHOLDERS

Two non-law enforcement people were added to the study group to help identify stakeholders that might not, otherwise, be considered. One was an active member of the American Association of Retired People (AARP) and the other was a member of the local Chamber of Commerce. The relevant trends and events were reviewed as well as the list of alternative policies. The following definition was used to identify a stakeholder:

Stakeholder - Any person or group of people who might be affected by or might attempt to influence the issue or law enforcement's approach to the issue.

The group was asked to give special attention to any non-obvious stakeholders who might appear and be able to cause serious effect on the implementation of any phase of the program.

A list of thirty-five stakeholders was established. The group then considered each stakeholder and what effect they might have on the civilianization of the patrol function. It is noted that the list becomes larger when stakeholders are considered who may impact the issue locally as opposed to those who would probably appear in any jurisdiction through the state.

A list of ten of the most important stakeholders was established. The position that each stakeholder would be expected to take varies from one city to the next so the

study group attempted to anticipate the most probable position that they would take in most cities. There was a tendency for study group members to lean toward the Riverside Police Department's experiences with the various stakeholders as they evaluated them. The ten stakeholders identified as being the most important are:

1. Elected local government leaders (City Council)
2. Police Officer Association
3. City Manager
4. Local businesspersons
5. District Attorney's Office
6. Taxpayer's Associations
7. Police administrators
8. Insurance carriers
9. Other city department heads
10. Civilian police department employees

Assumptions:

In order to anticipate what each group of stakeholder's position on the issue might be, it is necessary to make certain assumptions about each of the groups. The assumptions listed are based on the opinions of the study group and on the positions that the stakeholders have taken regarding other programs that have been implemented in the past. While the experiences of Santa Ana, Anaheim, and Irvine were considered, there was a tendency for the study group to give more weight to the stakeholder's positions in the City of Riverside. The following is a list of assumptions made about each of the

ten selected stakeholders:

1. Local elected government leaders (City Council)

- a. Programs that directly benefit the police department enhance a local official's chances for re-election because they can show support for law and order. They tend to support special police programs when proper justification is shown.
- b. Local officials are hesitant to provide funds for special programs when budgets are limited. They want the public to see direct benefits from any special program that they do fund.

Expected Position: Local elected officials will probably support civilianization but will want to hire fewer police officers if civilians are employed. They may also want to dictate some of the special programs in which the paraprofessionals become involved.

2. Police Officer Association (POA)

- a. The POA will strongly oppose any special program that they perceive as being threatening to their membership. Civilianization could be viewed as threatening their job security, career advancement, status, or as limiting the total number of officers who will be employed.
- b. The POA will support a program intended to relieve field officers of excessive workloads. They would support a program to relieve field officers of tasks that they perceive to be mundane and minor in nature.

Expected Position:

The initial position of the POA would probably be to oppose civilianization. Any such program may have the effect of slowing the expansion of the sworn officer force. Additionally, if paraprofessionals fill positions in special programs, the officers will not be able to work in those areas. There would be a reduction in limited duty assignments for officers recovering from injuries or illness.

3. City Manager

- a. Most City Managers are progressive thinkers and receptive to new programs that seem to be beneficial to their cities.
- b. The cost savings inherent with civilianization will be attractive to City Managers.

- c. Most City Managers tend to support their Police Departments in general and special programs within the departments are also supported if proper justification exists.

Expected Position: Support would be expected from the City Manager if the need for a civilianization program is demonstrated.

4. Local businesspersons:

- a. Local businesspersons want visible police patrol and a fast response time to calls for service.
- b. Local businesspersons are normally willing to pay what they perceive as their fair share to receive the police services they desire.
- c. Local businesspersons are generally willing to accept paraprofessionals for parking control, abandoned vehicles, crime prevention, and other minor services. They are not willing to give up any police officer services in order to receive the added benefits of the more minor services.

Expected Position:

Local businesspersons will show some opposition to the program unless it can be shown that police officer presence and availability will stay at current levels or increase.

5. District Attorney's Office

- a. The District Attorney's Office will be concerned with the ease of prosecution of the cases brought to them for criminal complaints.
- b. The District Attorney's Office prefers trained and experienced officers for courtroom testimony.
- c. The District Attorney's Office is concerned with high quality investigations and reports.
- d. The District Attorney's Office is generally not concerned with a police department's budget.

Expected Position:

The District Attorney's Office will probably oppose civilianization of the patrol function.

6. Taxpayer's Associations:

- a. Taxpayer's Associations are normally concerned in limiting government and forcing

more cost effective public services.

- b. Taxpayer's Associations generally support the need for public safety services. They may fight salaries but not oppose increases in the number of employees in safety services, especially if a need is shown.

Expected Position:

Since the main advantage to civilianization is increased cost effectiveness, Taxpayer's Associations would be expected to support the program.

7. Insurance Companies:

- a. Insurance companies want documented police reports on even the most minor of calls. Adding paraprofessionals to handle more calls would probably increase the number of official police reports.
- b. Insurance companies want a reduction in the crime rate that would result in reduced insurance claims.
- c. Insurance companies want crime prevention programs.

Expected Position:

Insurance companies will probably be strong supporters of a civilianization program.

8. City Attorney

- a. The City Attorney will be concerned about any additional liability placed on the city. Paraprofessionals with less training than police officers may present a greater liability.
- b. The City Attorney will be supportive of programs that increase cost effectiveness in other departments.
- c. The City Attorney is familiar with the benefits that the legal profession has received from paraprofessionals and may be more ready to accept paraprofessionals in law enforcement.

EXPECTED POSITION: The City Attorney would probably oppose the program initially.

10. Other City Department Heads

- a. Most department heads will be concerned with their own budgets. To the extent that the police department saves money, the chances of the other departments getting more is increased.
- b. Other departments may be able to use

paraprofessionals from the Police Department. The Parks Department, for example, funds extra duty police officer assignments to patrol exclusively in major city parks in Riverside. Paraprofessionals could perform many of the extra duty assignments at a reduced cost to the requesting department.

Expected Position:

Other department heads will probably support civilianization as long as their own departments do not suffer as a result.

Other stakeholders:

There must be a constant awareness of new stakeholders appearing. Many projects have begun and progressed prior to some unanticipated group becoming involved and causing serious setbacks. For example, a new police facility was delayed for several months because one person became concerned about the noise of an indoor police shooting range in her neighborhood. Street widening projects have been halted by groups of people who have wanted to save trees and a dam construction project was once delayed by an environmental group who wanted to protect the habitat of a rare fish. Police administrators must be constantly alert for the emergence of a new stakeholder and must consider the effect that every change could have on the positions of the identified stakeholders.

## NEGOTIATION ISSUES

The Chief of Police and top police management personnel will be expected to support all components of the program. However, some negotiations would be necessary in order to gain support from the various stakeholders. Some components of the plan are so important that management would not be willing to give them away in negotiations but could be less insistent on some other components. The following is a summary of the police management's positions on each component of the civilianization plan.

### STRATEGIC POINTS : NOT WILLING TO GIVE ON

#### 1. Minimum sworn police officer staffing

As previously discussed, civilianization can potentially effect the number of sworn officers available for service. While it can free officers of mundane and minor duties, it can also reduce the amount of officers that are employed. It is essential to obtain a commitment to employ and maintain an appropriate number of sworn personnel to accomplish the overall department mission.

#### 2. Minimum training standards for paraprofessionals

While providing minimum training will clearly increase the program costs, that training will be necessary to ensure quality and provide some protection from civil liability. The amount of

training necessary for advanced levels of responsibilities and specialized assignments would be negotiable but the basic training is not.

3. Uniform standards different from police officers

In order to ensure the safety of the paraprofessionals and avoid the difficulties involved in people mistaking paraprofessionals for police officers, they must have distinctly different appearances. It may be impractical to purchase separate vehicles for paraprofessionals but police cars could be marked differently without great expense being incurred.

4. Clear parameters for paraprofessional duties

Parameters for paraprofessional duties are essential not only for their safety, but to ensure control over their activities. Some negotiation would be acceptable in establishing the types of activities that a paraprofessional would be authorized to perform as the program develops. However, prohibition from a paraprofessional's involvement in a hazardous situation would have to remain. Other assignments could be negotiated during the course of the program's development.

STRATEGIC POINTS- WILLING TO GIVE ON:

1. Paraprofessionals included in existing organizational structure

Clearly, the paraprofessionals will have to be included somewhere within the organization, their inclusion in the Patrol Division's chain of command is not the only effective alternative.

2. Three levels of paraprofessionals with increasing responsibilities

The structuring of three levels of paraprofessionals with increasing duties and responsibilities would be beneficial in building the program. The program could, however, be successful with only one level of paraprofessional.

3. Paraprofessionals given peace officer rights and protections in disciplinary matters

Management of the patrol function would be smoother and easier if all of the personnel within the division were to be subject to the same rules, regulations, laws, and procedures. Government Code Section 3000 has not made it difficult to deal with peace officers in disciplinary matters and there is no reason to believe that it would not be smoother to treat paraprofessionals as though they had the same rights and protections. Additionally, if treated the same, the paraprofessionals would

enjoy additional protections and social tensions may be reduced by equal treatment. However, if this point should become an issue in the negotiation process, it can be given up without creating insurmountable difficulties in the management of the program.

After reviewing the positions that each of the ten most important stakeholders would be expected to take, assumptions were made regarding the amount of support or opposition that could be expected from each. The relative importance of each of the stakeholders to the success or failure of the program was evaluated. Three stakeholders were selected for an analysis of their negotiation positions. Those three stakeholders are the City Council, the Police Officer Association, and the District Attorney's Office. The following is an analysis of each of these stakeholder's expected negotiation positions.

#### CITY COUNCIL

Most City Councils are conservative and strongly support their Police Departments. They normally support special programs when sufficient justification is shown and they are especially anxious to support new programs that are intended to save money. They are most resistant to adding new personnel because of the costs involved. Generally, Council members want to show support for law and order and they want to show the public that they try to hold costs of

they want to show the public that they try to hold costs of government to a minimum. Members of the City Council are also influenced by civic leaders. In the case of civilianization, they will be influenced strongly by the Police Officer Association, the District Attorney, the City Attorney, the City Finance Department, and the City Manager.

STRATEGIC POINTS - NOT WILLING TO GIVE ON

1. Established parameters for paraprofessional duties

The City Council fears civil suits and the expenses of worker's compensation claims. They will heed the City Attorney's advise when he is firm that paraprofessionals should not be exposed to hazardous situations. A major reason for establishing parameters is to ensure that paraprofessionals are not needlessly exposed to the dangers of an assault by a criminal. The council will be firm on insisting that parameters for duties be established to ensure safety.

2. Three levels of paraprofessional duties

The City Council will support civilianization primarily because they will view it as cost effective. They will want to hire fewer police officers by expanding the department with more, lower paid, paraprofessionals. By creating two additional levels of paraprofessionals with increasing responsibilities, upward salary

adjustments would be required for the second and third levels of paraprofessionals. The increased salaries would be viewed as reducing the cost savings of the program. The City Council may be convinced at a later time to approve more levels but would not consent to three levels at the onset of the program.

#### STRATEGIC POINTS - WILLING TO GIVE ON

##### 1. Establishing minimum sworn officer staffing levels

While the Council would initially resist establishing criteria to determine sworn officer staffing needs, they could probably be convinced to accept a reasonable formula. Each member of the Council would benefit politically from showing support for law and order and showing the public that they were taking steps to ensure ample police protection.

##### 2. Uniforms and vehicles for paraprofessionals that are distinctly different from police officers.

The City Council would quickly accept different uniforms for paraprofessionals. However, they would probably resist different vehicles because of the expense involved in purchasing additional cars. If they could be shown that vehicles could be marked differently without increasing the

costs of the fleet, the Council would support this component of the plan. Additionally, the City Attorney would also help convince the Council because he would see dangers to the paraprofessionals if they drove marked cars and looked like peace officers.

### 3. Other components of the plan

The City Council would probably be neutral on the other components of the plan. The position that they would ultimately take on each component will be dependent on the effectiveness of the Chief of Police and his staff in presenting their requests and justifications.

#### POLICE OFFICER ASSOCIATION

Police Officer Associations have traditionally taken positions that tend to make the community safer and reduce the crime problem. They are in existence primarily to enhance the working conditions of their membership and consistently make this objective a priority. They will oppose those parts of the program that they feel will place additional controls on their actions, reduce the number of officers in the field, or restrict their access to special assignments. The Associations desire to be involved in the development of new programs. They generally feel that the patrol officers are overworked and understaffed. Their strongest emphasis has normally been on officer safety. They are willing to support new programs and new ideas if they are included in the development of those programs.

## STRATEGIC POINTS - NOT WILLING TO GIVE ON

### 1. Minimum sworn officer staffing levels

The POA will demand that minimum staffing levels for sworn officers be established and maintained. They will consider this to be a safety issue and will view their own career development opportunities as being threatened without it. They will insist on minimum staffing and may even initiate legal action if they don't get it.

### 2. Established parameters for paraprofessional duties

In order to protect their own jobs and their opportunities for career development by working in special assignments, the POA will insist that parameters be set for paraprofessionals. The POA may even want the paraprofessionals duties to be more specifically defined than would be desirable to the police management.

### 3. Uniforms and vehicles for paraprofessionals different from those of police officers

The POA will resist efforts to make paraprofessionals similar to police officers. They will insist on different uniforms and vehicles in order to maintain their own status as being different from non-sworn personnel.

## STRATEGIC POINTS - WILLING TO GIVE ON

1. Minimum training standards for  
paraprofessionals

The POA will want minimum training standards for paraprofessionals because they will be concerned about the quality of work and the image of their department. However, if the funds available for their own training are reduced to pay for paraprofessional training, they will resist these standards. This will not be a very important issue to the POA and they will probably be willing to give it up.

2. Police officer protections extended to  
paraprofessionals

The POA will resist this point because it would reduce the chances of paraprofessionals seeking membership in their association. They feel that they have worked hard for their special protections and will not want to see them given to someone else. While they would resist this point, they would probably give it up.

3. Other components of the plan

The positions of support or opposition to other components of the plan would have little direct effect on the Police Officer Association's membership and they would be willing to give up most of them if sufficient cause was shown to do so.

## DISTRICT ATTORNEY'S OFFICE

Being an elected law enforcement official, the District Attorney will tend to take strong positions on matters that relate to law enforcement. The District Attorney's Office works closely with local police departments and will normally support their needs. The conviction rate for criminals is a primary measurement of the District Attorney's efficiency and he will resist programs that will make prosecutions more difficult. The District Attorney tends not to be concerned with costs borne by local cities to maintain Police Departments.

### STRATEGIC POINTS - NOT WILLING TO GIVE ON

#### 1. Established parameters of paraprofessional duties

The District Attorney's Office is concerned with the successful prosecution of criminals. They are accustomed to working with police officers in investigations, serving warrants, and in courtroom testimony. They will be resistant to civilianization in general. Establishing parameters for paraprofessional duties would limit the paraprofessional's involvement in arrests and major investigations. The District Attorney's Office will insist on parameters for paraprofessional duties and probably want those parameters to be more restrictive than would be

desired by the police management.

2. Minimum training standards for  
paraprofessionals

If the District Attorney's Office is going to be involved with paraprofessionals, it will insist that they are adequately trained. Without minimum training, the District Attorney's Office will have a difficult time prosecuting cases. They will not give on this point.

STRATEGIC POINTS - WILLING TO GIVE ON

1. Uniforms and vehicles for paraprofessionals that  
are different from police officers

The District Attorney's Office will feel strongly about supporting this point because of the problems involved with criminals mistaking paraprofessionals for police officers or vice versa. For example, it would be difficult to prosecute a suspect for delaying an officer if the suspect could claim that he thought that the officer was a paraprofessional. Problems would not be insurmountable and the District Attorney's Office would probably give on this point.

2. Other components of the plan

Other components of the plan would have little, if any, effect on the District Attorney's Office. They would be neutral on most points and would

give them up quite easily.

### MISCELLANEOUS

There are many other negotiation points that have not been listed; such as the actual need to civilianize within the patrol function, geographic areas in which paraprofessionals might be prohibited, the recruitment of paraprofessionals, and so on. The time limitation of this project prohibits a discussion of these additional points. Before the implementation of a civilianization program, it would be necessary to consider these negotiation points and it would also be necessary to analyze the negotiation points of the other stakeholders.

### NEGOTIATION TECHNIQUES

Even in some modified form, the strategic plan would undoubtedly be more effective with the support of all of the stakeholders. If opposition to the main components of the plan were not overcome, the entire program may be doomed or may never be implemented. Negotiations with the various stakeholders would, hopefully, remove the opposition and gain support to make the plan work. The following techniques would be used for the three most important stakeholders.

#### Police Officer Association

Negotiations would begin with the Police Officer Association because management must have support from

within its own organization before it can begin to negotiate with the other stakeholders. The techniques to be used would be those of "participation" and "cooperation". Most Associations have shown a desire to become involved in the early stages of planning. If the need for the program and its possible benefits to sworn officers is demonstrated, the Association would probably help to develop the plan and assist in negotiating with the other stakeholders. Some minor use of the "association" technique could be used by having the Association interview their counterparts in other cities where civilianization has already benefited officers. The Association would ultimately win by supporting the plan because they will be relieved of some undesirable duties. They will also gain status among their membership by demonstrating their ability to influence the Police Management. They would also gain support from the community and the City Council by showing a concern for saving the taxpayer's money.

#### District Attorney's Office

Of the three stakeholders being considered, the District Attorney's Office would be approached next. This would be part of a process of negotiating with stakeholders outside of the Police Department and trying to gain

universal support prior to seeking approval from the City Council. The negotiation technique to be used with the District Attorney's Office would be the "association" and "crossroads" techniques. The District Attorney's Office will ultimately resist the concept of civilianization in general. If it can be shown that paraprofessionals have been successfully introduced into the patrol function in other cities without hampering those District Attorneys, they could probably convince them that the concept will work. They also must work within local government budgets and will understand the need to save money. Once they have accepted the basic concept of civilianization, all of the aspects of the program can be set out and then give and take can occur among the various parts (crossroads technique). The District Attorney's Office would probably support most aspects of the program once initial reservations are overcome.

#### City Council

The negotiation techniques to be used with the City Council would be "participation", "association", and "bracketing". Prior to the onset of the negotiations, members of the department administration would meet individually with Council members to discuss the need for the program, the strategic plan, and how the program would benefit the city in general. Suggestions would be considered and possibly incorporated into the plan. The

explanation of how it has worked in other cities (association technique). Using the "bracketing technique" general acceptance of the program would be sought with at least partial funding. Over the next few years more funding would be requested on the basis of the progress of the program until the entire plan could be in place and functioning effectively.

The actual negotiation process would take some time as management would have to meet and work with all of the various stakeholders. Give and take would occur between stakeholders and the program would have to grow in increments, one step at a time. The final product should be a program in which all stakeholders benefit and feel that they each have had a personal part in creating it.

OBJECTIVE THREE  
TRANSITION MANAGEMENT

STATEMENT:

The third objective is to develop the transition process to put the strategic plan in place.

METHODS: IDENTIFICATION

The following methods were used to develop the transition management plan:

1. Evaluation of a police department's readiness for change.
2. Identify critical mass in fictional police department.
3. Identify appropriate negotiation strategies.
4. Use task force approach.
5. Use responsibility charting.
6. Creation of interim management structure.

Before the civilianization program can be implemented, a plan must be developed to manage the program during the transition from current operations to the desired organizational structure. This paper is intended for use by law enforcement in general as opposed to one individual police department. However, an effective transition management plan must consider the strengths, weaknesses, and problems of the police department for which it is intended.

In order to explain the various aspects of an effective transition management plan, a fictitious police department was created. This department, Farkle Police, faces difficulties that are real to some of the police

departments that were visited during the research of this project. While the people mentioned are also fictitious, they reflect the personalities, positions, and experiences of actual people who are part of or have influenced the actual departments visited.

### The Environment of Farkle

Farkle is a rapidly growing southern California city with a population that has increased from 172,000 people in 1980 to slightly more than 200,000 today. A population of more than a quarter million is expected by 1996. Construction is one of the largest industries in the city, second only to automobile sales and service. The primary source of income for the city is sales tax. Over the years the city has handled its finances well and is not in economic straits. However, the City Council and City Manager are very conservative and very concerned about saving money. Every year for the past eight years, all city departments have had to hold budget requests to very small increases.

The Farkle Police Department has 250 sworn police officers and 115 civilians. It is currently operating with a ratio of 1.3 officers per 1000 population and most of the top management agrees that there are insufficient officers to enable the department to provide appropriate police services to the community. The average patrol officer is available for service for about 17.2% of his/her tour of duty. The City Council is supportive of the police department and has indicated a willingness to add needed personnel. Farkle Police Department has four major divisions and each is under the direction of a Captain, or Division Commander.

### Critical Mass

Several important stakeholders have already been identified as major groups of people who would be expected to have an interest in the success or failure of the program. Most of the opposition of these groups could be negotiated. There will be, however, individuals whose support is critical to the success of the program. These individuals are referred to as the "critical mass". Most police departments will be familiar with these critical

individuals in their areas. These individuals, or the critical mass, in Farkle are:

Bud Morris, Chief of Police

Steven Arnold, Car Dealership Owner and Member of the Chamber of Commerce

Kevin Bryant, Police Officer, Chairman of the Police Officer Association Safety Committee

Gary Brockton, Police Sergeant, Patrol Division

Randy Schiltz, Police Sergeant, Crime Analysis Bureau

Janet Short, Deputy City Attorney

Chart #16 reflects the expected level of commitment that each of the individuals would be expected to have for the program and the position movement that will be necessary.

CHART #16

COMMITMENT ANALYSIS

NAME	BLOCK HAPPEN	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
MORRIS			⊗	
ARNOLD		X ←		○
BRYANT	○ →		X	
BROCKTON				⊗
SCHILTZ		○ →	X	
SHORT	○ →	X		

ASSESSMENT OF INDIVIDUALS

Morris

Background: Ray Norton has been Chief of Police for about 5 years. He encourages innovation and firmly believes that the primary mission of the police department is to provide for the safety and security of the citizens living within the community. He believes that all decisions within the department should be made at the lowest practical level and does not want to try to personally direct programs or divisions within the organization.

Position: He is in favor of civilianization because he feels that he can increase the available patrol time of his officers and be able to provide more services on a limited budget. He is currently in a position of wanting to "help the change happen" but does not want to direct it personally and "make the change happen". This is the position he should stay in.

Arnold

Background: Steven Arnold owns two of the largest new car dealerships in the city. He is quite wealthy and donates regularly to local and state political campaigns. He is an active member of the Chamber of Commerce, Chairman of the Motor Car Dealer's Association, and has served as a City Councilman for one term (five years ago). He is proud of his many accomplishments in civic programs and enjoys his reputation for getting things done.

Position: Mr. Arnold is in favor of a civilianization program because he thinks that Chief Morris wants it. Chief

Morris had described the program to Mr. Arnold during a fund raising dinner and Mr. Arnold has taken it upon himself to spearhead a drive to get paraprofessionals for the Police Department. He will have to be moved from his position of wanting to "make the change happen" to one of "letting the change happen". "Educational activities" will be the most effective technique for changing Mr. Arnold's position. He is aware that he is a controversial person in the city because of his wealth, high profile, and aggressive activities in civic affairs. He will probably understand that some people will actively oppose the program simply because he is in favor of it. The path toward civilianization appears to be a relatively smooth one and Mr. Arnold should certainly not want to be the reason for it becoming controversial simply because he is openly involved. Once he has been counseled in this regard, he will probably assume a position of "letting the change happen."

#### Bryant

Background: Kevin Bryant is an experienced police officer. He was selected as Chairman of the Police Association Safety Committee because he is respected by the members of the association. Kevin is concerned about officer safety and will adamantly oppose anything that tends to take officers out of general patrol unless a definite need can be demonstrated. The Safety Committee is currently working to help the department get more officers for patrol duty. The Committee is also working to ensure that sufficient officers are in the field to handle calls and be available to assist each other on hazardous assignments.

Position: Kevin presently sees paraprofessionals as replacing officers and a roadblock to the Safety Committee's plans for expanding the sworn officer strengths. He is able to influence other officers to the extent that they would not support the program and may even make it fail if it were to be forced on them. It will be necessary to move Officer Bryant from a position of "blocking the change" to one of "helping the change happen". This represents a major shift in position so he will have to be approached before he becomes too public in his opposition. The techniques to be used with Kevin will be "problem finding activities" and "forced collaboration". Kevin is currently leading the Safety Committee in its efforts to increase sworn personnel. If he is assigned to help establish the minimum staffing levels for sworn officers he will be benefiting the Safety Committee's project and working on the first component of the plan at the same time. Kevin can also be assigned to research other departments to ascertain how much impact paraprofessionals have had on officer's available patrol time. Once he has started working with the task force to develop the civilianization program and sees that it is addressing some of the same problems that he was already involved with through the Safety Committee, he should direct his energies toward "helping the change

happen". This approach could work out badly if Kevin does the research and discovers that civilianization has problems that management is not aware of.

#### Brockton

**Background:** Gary Brockton is a Sergeant assigned to Patrol Division. He is an aggressive supervisor who enjoys the respect of his subordinates and peers alike. He is able to do excellent staffwork and has previous experience supervising the Personnel and Training Bureaus.

**Position:** Sergeant Brockton supports the civilianization program because he feels that it will enhance the Patrol Division. He would like to be involved in the program and is in a position of wanting to "make the change happen". Sergeant Brockton has the experience and ability to direct the program. As a patrol supervisor, he can be temporarily reassigned to direct the development of the program. Sergeant Brockton should be encouraged to stay in a position of wanting to "make the change happen".

#### Schiltz

**Background:** Randy Schiltz is a sergeant who is responsible for the Crime Analysis Bureau of the Farkle Police Department. His primary concern is the maintenance of statistical information that will assist him in the preparation of each year's budget. His bureau is involved in assessing police department needs, environmental impact reports, preparing state and national crime statistical reports, and other established programs. Randy is a very capable person who has a good record of successes for programs that he has become involved with. However, he is hesitant to start new programs until he is convinced of their potential success. He will sometimes spend so much time working out the details of a new program that it will not get started in time to be effective.

**Position:** He is not opposed to civilianization but lacks enthusiasm. He is willing to "let the change happen". Since the statistical information regarding calls for service, available officer patrol time, paraprofessional workload, and so on is critical to the program, it will be necessary to move Randy into a mode of "helping the change happen". This could probably be accomplished most easily by the Chief of Police "functioning as a role model". Randy works under the direction of the Chief and has a personal need for frequent praise. If the Chief demonstrates a personal commitment to the program and shows his desire to see it work, Randy will quickly move into a position of "helping the change happen".

#### Short

**Background:** Janet Short is one of six Deputy City Attorneys assigned to the legal department in the city. She is not the department head but she handles all of the legal

problems that generate from the Police and Fire Departments. She is very knowledgeable and presents good cases in court but is sometimes slow and prefers to avoid controversial issues. Many times she tends to settle cases if she is not absolutely certain that she can win in court.

Position: Janet will resist civilianization because it will tend to complicate her operations. She will see problems with civil liability because of the potential actions of less trained paraprofessionals and she will not like giving officers rights and protections to a non-sworn group of employees. Janet is in a position of wanting to "block the change" and could be quite influential in doing just that. Even if the City Attorney himself is willing to let the change happen, Janet could delay decisions long enough to cause serious problems. It will be necessary to move Janet to a position of "letting the change happen". "Problem finding activities" will help up to influence Janet by showing a real need to save money and still provide services. She can be shown the increases in calls for police services and the diminishing percentage of available patrol time to demonstrate the liabilities of not having sufficient officers. She can become involved in planning a proper approach to the problem of establishing parameters for paraprofessional duties. Hopefully, if Janet is involved in establishing paraprofessional duties and if she understands the needs for the program, she will move into a position of "letting the change happen".

#### MANAGEMENT STRUCTURE

The civilianization program consists of several components and will affect virtually every part of the department. The Future's Wheel in Chart #1 in the beginning of this paper (page 11) demonstrates the various effects of the program. Some of the immediate effects of the program and the areas directly impacted will be:

<u>Program Component</u>	<u>Area Affected</u>
Job descriptions and supervision	- Patrol Division
Quality standards and training	- Training Bureau
Uniforms, vehicles, and equipment	- Administrative Division
Program monitoring and reporting	- Crime Analysis

The relationships described are essentially estimates, or guesses, of which Bureau would actually be responsible for each of the several areas of the program. Actual

responsibilities should be decided by "responsibility charting" during the first meetings of a task force created to develop the program. Responsibility charting refers to a technique whereby a group of all of the involved leaders would establish a list of responsibilities, or tasks to be accomplished, and then the group would decide which individuals should assume each of the listed responsibilities.

The transition into the new program should be managed by a team created from within "the hierarchy". The plan will require commitments of some of the resources of the various affected Bureaus and it will be necessary to maintain effective formal and informal communications between the various Bureaus and Divisions. In the hierarchy structure, the group will consist of the leaders of each of the various Bureaus or Divisions who will be effected. This group, or task force, should develop the new program in addition to their normal duties and responsibilities. An exception to this would be Sergeant Brockton, who should be reassigned from the Patrol Division to the Chief's Office to coordinate the entire program. A "kitchen cabinet approach" or "a diagonal slice of the organization" might bring more creative thinking into the group, but members would not be able to make the Bureau commitments that will be necessary as the implementation begins to occur.

The Chief of Police will assign the Bureau leaders, Division Commanders, and others that he feels are appropriate for the transition management group. He will

give them the authority and resources necessary to implement the plan. This group will be responsible for the development and implementation of the program. They will dissolve when the entire plan has been implemented and evaluated.

While a commitment and some direction from the Chief of Police will be necessary, he will not have the time to personally direct the project. Also, it is the Chief's belief that policies should be made at the Chief's and Commander's levels and that all procedures should be established at the Lieutenant and Sergeant levels. A "project manager" should be created in order to coordinate the efforts of the task force, establish timetables, act as facilitator and generally ensure that the program is developed in an appropriate manner. The project manager should be Sergeant Brockton. Sergeant Brockton's personal relationships with the Chief, the various Commanders, and Bureau Leaders will easily permit him to assume a leadership role for the task force. He already has a commitment to the program and the experience necessary to implement it. He should be temporarily assigned to the Chief's Office during the transition period.

#### SUPPORTING TECHNOLOGIES

The first step in the transition will be "Team Development". A team building workshop with an outside facilitator, the Chief of Police, and the various members of the task force will be used to create the Transition Management Team and prepare them to begin work. The

workshop should have the following objectives:

1. Announce the decision to move toward the civilianization of the patrol function and to build commitment among the group members.
2. Describe the overall concept of the plan, why it is necessary and what its objectives are.
3. Interim management roles will be established and the Project Manager will be identified.
4. Schedules and agendas will be established and timetables will be set for future meetings.

Each Bureau Leader, or group member, will have subsequent meetings with the effected members of his Bureau and others who will be involved with his area of responsibility. Each leader will determine the needs and objectives of his Bureau and will attempt to identify problems that he might be able to anticipate encountering as the program develops.

The Project Manager should schedule and coordinate subsequent meetings of the Transition Management Team. These meetings will be intended to accomplish the following:

1. Utilize a "force field analysis" to identify the factors that would tend to help or hinder the program.
2. Develop a strategic plan, with specific tasks to overcome hindrances and roadblocks. Utilize "responsibility charting" to identify the individuals who will address each task to be accomplished.
3. Establish timetables for the completion of each task and for each phase of the implementation plan.

Regular meetings of the group will be used to address new problems as they arise, evaluate the progress of the strategic plan, and to assign new responsibilities as the

need arises.

### EVALUATION

The several components of the plan will be implemented at different times. It will be necessary to evaluate each separate component of the plan to ensure that it is operating properly and will support the overall program. It will be necessary to monitor the acceptance levels of paraprofessionals, their progress in training, and the quality of their work. Adjustments must be made to correct problems as they arise. After the last phase is implemented, the program evaluation should continue for one year. After that time, evaluation during the annual budget preparation would be accomplished as with all other programs.

### TRANSITION MANAGEMENT SUMMARY

This section has been based on a fictional department. The department's situation and the personalities of the stakeholders are representative of the people and places encountered during the research of this project. This section is included as a reminder to any department preparing to civilianize that these steps must be accomplished. A "critical mass" exists in every city and for every project. Support must be obtained and opposition overcome if the project is to be successful. To ignore the critical mass could create insurmountable problems for an otherwise positive program.

## IMPLEMENTATION

The most important aspect of the implementation of a civilianization program within the patrol function is that it be evolutionary in nature. It must be a slow process in order to permit acceptance within the Police Department and the community. It's development must constantly be monitored, evaluated, and modified when it becomes appropriate.

The seven basic components of the plan are:

1. To establish minimum sworn staffing levels that allow for future city growth.
2. To establish minimum training standards for paraprofessionals in accordance with their assigned duties.
3. To include paraprofessionals within the existing organizational structure and chain of command of the division to which they are assigned.
4. To establish parameters for paraprofessional duties that afford reasonable assurance that they will not be placed in hazardous situations.
5. To establish uniform standards for paraprofessionals and markings for paraprofessional vehicles that are distinctly different than the uniforms of and vehicles driven by police officers.
6. To establish job descriptions for three levels of paraprofessionals with increasing responsibilities for each level.
7. To afford paraprofessionals all of the rights and protections provided to peace officers by Government Code Section 3000 and any existing Memorandum of Understanding with the Police Officer Association.

The various components of the civilianization plan should be implemented over a period of about seven years. The plan should be clearly understood by all of the persons

The plan should be clearly understood by all of the persons who will be affected by it. A clear understanding will help the program gain acceptance and serve to reduce apprehensions about the future of civilianization. A task force approach to developing the plan should be used. The task force should consist of the top management of the Police Department, representatives from the Police Officer Association, representatives from among the non-sworn personnel, and a "program champion" or program director. The program director should be an individual with a high interest in the program, the ability to prepare good staff work, and a person with sufficient influence within the department to obtain cooperation and support. Individuals in the task force would use "responsibility charting" to decide which tasks would be performed by each member.

Minimum sworn peace officer staffing levels (Component #1) should be established as soon as possible and prior to any attempt to begin civilianization. This component was viewed with such importance among stakeholders that it must be accepted before commitments to support other components can be gained. Minimum staffing levels for sworn officers will help ensure that too many officer's positions are not civilianized so that a police department is unable to accomplish it's basic mission of protecting lives and property in emergencies. Assurance of minimum staffing will also help relieve sworn personnel of concerns about losing officers and limiting career development opportunities.

Once the overall plan has been accepted by the

stakeholders and a commitment obtained to maintain officer staffing levels, implementation of a civilianization program can begin.

A temporary restructuring of the department would expedite the program development. The program director should be assigned to the office of the Chief of Police. This assignment will demonstrate the Chief's support for the program and enhance the program director's ability to obtain cooperation. With the assistance of the task force and the various Division Commanders, the program director will establish the job descriptions and parameters of duties for the most simple and basic levels of paraprofessionals. Paraprofessional duties at this time might be limited to the police building only or in company with an officer. Such duties might entail telephone reports, walk-in police reports, vehicle inspections, building tours, or assisting sworn officers in Neighborhood Watch Programs. This position would be established as a level one paraprofessional.

Uniforms should be designed for paraprofessionals that are substantially different from those of police officers (Component #5). A basic training program for level one paraprofessionals should be created. The training should include; criminal law, departmental procedures, report writing, and community relations (Component #2). A separate bureau for paraprofessionals, under the supervision of the program director, should be created as an interim method of introducing them into the organization. This bureau should remain in place during the first year as

the paraprofessionals are hired, trained, and begin to handle a workload. During the first year, quality standards should be established and the progress of the program should be monitored and necessary changes be made.

During the second year, the paraprofessionals would be moved from their special temporary bureau into the existing organizational structure of the Patrol Division and under the direct supervision of the Patrol Sergeants (Component # 3). At this time, the program director should work with the task force again to develop the job descriptions and parameters of duties for a level two paraprofessional. Level two paraprofessionals might assume such duties as parking enforcement, field investigations of minor criminal reports, non-injury traffic accidents, vehicle abatement, and public appearances. Since paraprofessionals would be required to operate vehicles at this level, appropriate vehicle markings should be established so that they do not look similar to marked police vehicles (Component #5). Additional paraprofessionals at increased salaries could be requested from the City Council. Level two paraprofessionals should be selected, promoted, and assigned to their duties by the end of the third year of the program.

During the fourth year of the program, it should be monitored, evaluated, and adjusted to meet the needs of the department. Future needs and uses of paraprofessionals should be established and negotiated with the various stakeholders. The capabilities and potential uses of

paraprofessionals in the future should be carefully studied and the current level of acceptance of the civilianization program should be evaluated.

During the fifth year, job descriptions and the parameters of a level three paraprofessional should be established. Duties at this level might include the identification, collection, and preservation of evidence (Field Evidence Technicians), special investigations (checks, forgeries, computer crimes, etc), injury accident investigations, and so on. The actual duties to be included should be dependent on the needs of the department and the previous success of the program. Appropriate training needs should be determined. Level three paraprofessionals with appropriate salaries should be requested from the City Council by the end of the fifth year.

During the sixth year, level three paraprofessionals should be selected, promoted, and assigned to duties within the Patrol Division. The program should again be monitored and evaluated. Appropriate changes should be incorporated in the program during this time. The civilianization program within the patrol function should be operational by the beginning of the seventh year.

## CONCLUSION

The use of civilians in law enforcement has had a long history of successes. They have been included in police management, technical services, communications, clerical work, and many other areas. Over the past decade, police departments across the country, from Fort Lauderdale in Florida to San Diego in California have begun to experiment with introducing paraprofessionals into the police patrol function.

The primary reason for augmenting the patrol function with paraprofessionals is economic. There is an underlying presumption that it is more economic to employ civilians than police officers. A frequent response to increases in calls for police service is to hire more paraprofessionals instead of sworn peace officers. Paraprofessionals have been shown to be less expensive than sworn offices in both recruitment and ongoing personnel costs.

Dorothy Guyot ("Bending Granite: Attempts to Change the Rank Structure of American Police," Sept 1979) determined that the cost of recruiting, hiring, and training sworn police officers has traditionally been about twenty times more than the start-up costs of civilians. Since paraprofessionals will need more thorough backgrounds and have higher eligibility requirements than other civilians, the costs of paraprofessional recruiting and hiring will increase. The additional training that paraprofessionals will need to prepare them for field duties will also

increase their start-up costs. Even when the additional costs of hiring paraprofessionals are considered, they are still several times less than the costs associated with hiring police officers. The main reason that start-up costs for police officers are higher is training. Police officers attend lengthy Basic Training Academies and Field Training Officer Programs that are not required for paraprofessionals.

As the duties of paraprofessionals become more complex and their responsibilities grow, it will be necessary to provide them with the training necessary to perform those duties. Increasing paraprofessional basic training will increase their start-up costs. If the duties and responsibilities of paraprofessionals become similar to those of police officers, the training requirements and the costs of the two groups will also come closer together.

The ongoing personnel costs of paraprofessionals have normally been significantly less than police officers. These costs include salaries, benefits, worker's compensation, retirement, overtime, equipment, uniforms, and in service training. The majority of the costs are simply salaries. Increasing the complexity and responsibilities of paraprofessionals will require corresponding increases in their salaries. The President's Commission on Law Enforcement and Administration of Justice ("Challenge of Crime in A Free Society," 1967) suggests that civilians should be trained to a satisfactory level for their positions and should be paid a salary commensurate with

their responsibilities.

If law enforcement managers want to utilize paraprofessionals in the patrol function because of the potential cost savings, it is important that their duties and responsibilities be clearly defined. They must avoid the temptation of gradually increasing paraprofessional duties and responsibilities in the hopes of expanding successful programs. Parameters of paraprofessional duties must be designed to ensure their safety and to restrict their responsibilities to a level appropriate for the training and salaries.

A police department should not consider the use of paraprofessionals to augment a patrol function because of poor sworn officer staffing. Police officers are necessary to provide the basic police services of protecting life and property. If the officers in the patrol function are spending more than 70% of their time on calls that do not require peace officers and if they are available for general patrol for less than 25% of their tours of duty, a paraprofessional program may help. It is important to the department and the community that sufficient officers are employed to ensure that the Police Department can respond to and handle any emergency, civil disorder, or natural disaster. Minimum peace officer staffing levels must be established and maintained before a civilianization program can be implemented.

Paraprofessionals can handle certain services that do not require police officers powers. In so doing, the police

officer will be relieved of these tasks and have more time available for general patrol. The major benefit to a civilianization program is an increase in officer patrol time and a reduction of police response times without the dramatic cost increases associated with hiring more police officers. A civilianization program can be effective in helping improve the efficiency of the patrol function but the program must be controlled. It is, however, not a panacea. If administered properly it is a benefit, if administered improperly, law enforcement could suffer from what George Greisinger ("Rebuttal: The Use of Civilians in Police Work," July 1976) refers to as "an overdose of civilianization."

If it is properly cultivated and controlled, a paraprofessional program can be of tremendous benefit to the patrol function. If it is poorly managed, the program will be ineffective, cause internal strife, and undermine the basic operations of the patrol function.

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CANDIDATE TREND	TOTAL SCORES RECEIVED				
	PRICELESS	VERY HELPFUL	HELPFUL	NOT VERY HELPFUL	WORTHLESS
1. Requests for law enforcement services	4	3			
2. Overall crime rate	1	2	3	1	
3. Available time for police officers to perform general patrol activity	2	3	2		
4. Difficulty in recruiting qualified police officer candidates	4	2	1		
5. Changing work ethic		2	3	2	
6. White collar crimes		2	2	3	
7. Education level of police officers		3	2	1	1
8. Civil lawsuits being brought against police departments	1	2	1	3	
9. Crimes against property		3	2	2	
10. Career orientation of police officers	1		3	3	
11. Public image of police officers		3	3	1	
12. Public desire for personal contact with police officers	2	2	2	1	
13. Beat Knowledge among police officers		3	3		1

### CANDIDATE TREND RATING

ATTACHMENT #1 "CANDIDATE TREND RATING" - Seven study group members rated each trend. The numbers on this chart reflect the total number of group members who rated each trend in each of the various categories.

CANDIDATE TREND	TOTAL SCORES RECEIVED				
	PRICELESS	VERY HELPFUL	HELPFUL	NOT VERY HELPFUL	WORTHLESS
14. Changing population	2	3	1	1	
15. Specialization within law enforcement	3	3	1		
16. "High tech" crimes		4	1	2	
17. Available training for non-sworn police personnel	2	3	1	1	
18. Police use of technology in criminal investigations	2	3	2		
19. Civilianization of law enforcement tasks	3	4			
20. Special police programs	1	4	2		
21. Competition with private industry to provide services	1	2	2	2	
22. Insurance company demands for documentation of minor crimes		2	4	1	
23. Volunteers working within law enforcement agencies		3	3	1	
24. Acquisition of municipal funds for police departments	3	3	1		
25. Availability of federal grants for police departments	1	4	1		
26. Police officer salary and benefit packages	2	2	2	1	

CANDIDATE TREND RATING (CONTINUED)

ATTACHMENT #1 "CANDIDATE TREND RATING" (Continued from page i)

CANDIDATE TREND	TOTAL SCORES RECEIVED				
	PRICELESS	VERY HELPFUL	HELPFUL	NOT VERY HELPFUL	WORTHLESS
27. Medical retirements among police officers		1	3	3	
28. Worker's compensation claims by police officers		2	3	2	
29. Costs of "high tech" investigation equipment		1	2	3	1
30. Supreme Court decisions		2	2	3	
31. Training requirements for police officers	2	2	3		
32. Training requirements for paraprofessionals	2	2	3		
33. Demand for special police services	2	2	3		
34. Demand of public to provide provide employment opportunities		2		3	
35. Minority hiring requirements		1	3	2	1
36. Citizen's referendums		1	4	2	
37. Public criticism of government activities	2	2	2	1	
38. Demand for cost-effective law enforcement services	4	2	1		
39. Law enforcement administrator's willingness to accept change		3	2	2	
40. Public interest in government expenditures	2	3		1	1

CANDIDATE TREND RATING (CONTINUED)

ATTACHMENT #1 "CANDIDATE TREND RATING" (Continued from page i)

# TREND STATEMENT

		5 YEARS AGO	TODAY	WILL BE IN 2000	COULD BE IN 2000
1 DEMAND FOR COST-EFFECTIVE LAW ENFORCEMENT	HIGH	110		225	225
	AVE	77.14	100	167.14	138.57
	LOW	75		110	100
2 SPECIALIZATION WITHIN LAW ENFORCEMENT	HIGH	90		300	275
	AVE	83.57	100	215	242.14
	LOW	70		200	200
3 CIVILIANIZATION OF LAW ENFORCEMENT SERVICES	HIGH	75		250	350
	AVE	73.22	100	200.71	248
	LOW	45		150	150
4 REQUESTS FOR LAW ENFORCEMENT SERVICES	HIGH	75		500	425
	AVE	57.86	100	403.57	349.29
	LOW	40		300	325
5 DIFFICULTY IN RECRUITING QUALIFIED POLICE OFFICER CANDIDATES INTO LAW ENFORCEMENT	HIGH	75		350	300
	AVE	63.57	100	292.86	242.86
	LOW	55		250	180

## TREND EVALUATION

"will be" - The expected level of the trend in the year 2000 AD if law enforcement managers do not attempt to influence it.

"could be" - The expected level of the trend in the year 2000 AD if law enforcement managers do influence it.

"high" - The highest rating received by any group member.

"low" - The lowest rating received by any group member.

"average" - Total of all ratings divided by the number of raters (7).

ATTACHMENT #2 "TREND EVALUATION" This chart reflects the highest, lowest, and average ratings received from the study group. It presumes that the level of the trend is "100" today.

EVENT STATEMENT	PROBABILITY				NET IMPACT ON THE ISSUE AREA (-10 to +10)	NET IMPACT ON LAW ENFORCEMENT (-10 to +10)
	Year That Probability First Exceeds Zero		BY 1992	BY 2000		
1 PARAPROFESSIONALS GIVEN LIMITED POLICE OFFICER POWERS BY LAW	1989	HIGH	30	85	+10	+8
		AVE	20	68.57	+ 9.29	+6.86
		LOW	10	50	+8	+5
2 SALARIES OF PUBLIC EMPLOYEES LIMITED BY LAW	1988	HIGH	30	70	+6	-5
		AVE	14.29	53.71	+5.28	-6.29
		LOW	5	30	+4	-7
3 PARAPROFESSIONALS JOIN POLICE OFFICER ASSOCIATIONS IN ONE HALF OF ALL CITIES	1990	HIGH	30	70	+3	+2
		AVE	20.14	60.71	+ .57	+ .57
		LOW	15	45	-1	-1
4 MINIMUM TRAINING REQUIRED FOR PARAPROFESSIONALS	1989	HIGH	70	90	+2	+6
		AVE	59.29	82.14	+1.57	+4.14
		LOW	40	65	-3	+2
5 CITY HELD LIABLE FOR INSUFFICIENT NUMBER OF POLICE OFFICERS EMPLOYED	1988	HIGH	35	80	-6	+2
		AVE	24.29	61.71	-3.86	-2.14
		LOW	15	45	0	-2

### EVENT EVALUATION

"high" - The highest rating received by any group member

"low" - The lowest rating received by any group member

"average" - Total of all ratings divided by the number of raters (7)

ATTACHMENT #3 "EVENT EVALUATION" - This chart reflects the highest, lowest, and average ratings received from the study group. Net impact on the issue area and on law enforcement are rated on a scale of one to ten. A positive (+) number indicates a positive impact and a negative (-) number indicates a negative impact.

AVERAGE RATINGS FOR POLICY DELPHI

Evaluation scores were received from seven study group members by each individually rating the feasibility and desirability of each of the alternatives on the basis of the following criteria:

<u>FEASIBILITY</u>		<u>DESIRABILITY</u>	
Definitely Feasible	- 3 points	Very Desirable	- 3 points
Probably Feasible	- 2 points	Desirable	- 2 points
Probably Infeasible	- 1 point	Undesirable	- 1 point
Definitely Infeasible	- 0 points	Very Undesirable	- 0 points

Twenty-one points (7 persons all rating 3 points) were possible in each category and 42 total points were possible for each alternative. The average scores and total points for each category and alternative are listed below:

POLICY #1 - Establish a hiring priority to ensure that 30% available patrol time is maintained in the Patrol Division.

Feasibility -	Total points = 12	Average rating =	1.714
Desirability -	Total points = 15	Average rating =	2.143

Combined Scores - Total points = 27      Average total rating = 3.857

POLICY #2 - Paraprofessionals shall receive a minimum of eighty (80) hours of basic training prior to being assigned to field duties.

Feasibility -	Total points = 17	Average rating =	2.429
Desirability -	Total points = 18	Average rating =	2.571

Combined Scores - Total points = 35      Average rating = 5.00

POLICY #3 - Paraprofessionals shall be subordinate to and under the supervision of patrol officers and under the chain of command of the Patrol Division.

Feasibility -	Total points = 14	Average Rating =	2.00
Desirability -	Total points = 10	Average Rating =	1.429

Combined Scores - Total points = 24      Average Rating = 3.429

ATTACHMENT #4 "AVERAGE RATING FOR POLICY DELPHI" - This chart reflects the total and average ratings for each proposed policy alternative regarding feasibility and desirability.

POLICY #4 - Paraprofessionals shall be supervised by Patrol Sergeants within the chain of command of Patrol Division and included within the existing organizational structure of that division.

Feasibility -	Total points = 16	Average Rating =	2.286
Desirability -	Total points = 15	Average Rating =	2.143

Combined Scores -	Total points = 31	Average Rating =	4.429
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POLICY #5 - A paraprofessional bureau shall be created within the Patrol Division with paraprofessional supervisors and under the general direction of the Patrol Commander.

Feasibility -	Total points = 15	Average Rating =	2.143
Desirability -	Total points = 11	Average Rating =	1.571

Combined Scores -	Total points = 26	Average Rating =	3.715
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POLICY #6 - Paraprofessionals shall not be assigned to handle calls for police service that involve physical violence or the threat of physical violence.

Feasibility -	Total points = 13	Average Rating =	1.857
Desirability -	Total points = 19	Average Rating =	2.714

Combined Scores -	Total points = 32	Average Rating =	4.571
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POLICY #7 - Paraprofessionals shall not be assigned to handle calls for police service in which a suspect is still in the immediate area.

Feasibility -	Total points = 17	Average Rating =	2.429
Desirability -	Total points = 19	Average Rating =	2.714

Combined Scores -	Total points = 36	Average Rating =	5.143
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POLICY #8 - A list shall be established which identifies the specific types of calls for police service to which a paraprofessional can be assigned. These calls will be handled exclusively by paraprofessionals and paraprofessionals shall not be assigned to any other calls for police service.

Feasibility -	Total points = 5	Average Rating =	.714
Desirability -	Total points = 9	Average Rating =	1.286

Combined Scores -	Total points = 14	Average Rating =	1.200
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POLICY #9 - Paraprofessionals shall wear uniforms and drive vehicles that are distinctly different from police officers.

Feasibility -	Total points = 13	Average Rating =	1.856
Desirability -	Total points = 16	Average Rating =	2.286

Combined Scores -	Total points = 29	Average Rating =	4.143
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POLICY #10 - Paraprofessionals shall handle reports and complaints via telephone or within the police facility only and shall not respond to calls for police service in the field.

Feasibility -	Total points = 16	Average Rating =	2.286
Desirability -	Total points = 4	Average Rating =	.571
Combined Scores -	Total points = 20	Average Rating =	2.857

POLICY #11 - The total number of paraprofessionals shall not exceed 10% of the total Patrol Division personnel.

Feasibility -	Total points = 16	Average Rating =	2.286
Desirability -	Total points = 6	Average Rating =	.857
Combined Scores -	Total points = 22	Average Rating =	3.143

POLICY #12 - Paraprofessionals shall be trained to assist patrol officers in the identification, collection, and preservation of evidence at crime scenes.

Feasibility -	Total points = 13	Average Rating =	1.857
Desirability -	Total points = 18	Average Rating =	2.570
Combined Scores -	Total points = 31	Average Rating =	4.429

POLICY #13 - There shall be three levels of paraprofessionals. Level one shall be limited to duties within the police facility (telephone complaints, counter duties, station tours, etc). Level two shall be limited to minor calls for service in the field (minor police reports, non-injury accidents, etc) and public speaking engagements. Level three shall handle evidence identification, collection, and preservation, and more complex duties. Salaries shall be commensurate with the duties and responsibilities of each level.

Feasibility -	Total points = 15	Average Rating =	2.143
Desirability -	Total points = 16	Average Rating =	2.286
Combined Scores -	Total points = 31	Average Rating =	4.429

POLICY #14 - All of the rights and protections afforded to peace officers through Government Code Section 3300 and the existing Memorandum of Understanding with the Police Officer Association shall be provided to paraprofessionals.

Feasibility -	Total points = 17	Average Rating =	2.429
Desirability -	Total points = 11	Average Rating =	1.571
Combined Scores -	Total points = 28	Average Rating =	4.000

## CANDIDATE EVENTS

1. Paraprofessionals given limited peace officer powers
2. Salaries of public employees limited by law
3. Paraprofessionals Join Peace Officer Associations
4. A minimum of at least 80 hours of basic training required for paraprofessionals
5. Supreme Court upholds a case wherein a city or county is held liable for their failure to employ sufficient peace officers
6. Average paraprofessional salaries reach parity with average peace officer salaries
7. A paraprofessional commits a major crime on duty
8. A paraprofessional is assassinated on duty
9. A major depression occurs in California
10. The limitations of Proposition 13 are removed by another proposition
11. Paraprofessionals are given safety retirement status
12. A Peace Officer Association Successfully sues a city to limit the number of paraprofessionals
13. The military draft is reinstated
14. Civil disturbances occur in major cities
15. P.O.S.T funds training for paraprofessionals in all courses available for peace officers
16. Paraprofessionals form a statewide organization
17. Federal grants are discontinued
18. Federal money becomes available for paraprofessional programs
19. Major cities begin charging for paraprofessional services
20. Paraprofessionals are permitted to carry firearms
21. U.S. is involved in a war or major police action
22. Mandatory retirement age is abolished

23. A major disaster occurs and there are not enough peace officers to deal with it
24. Major police department contracts for private security services
25. Major police department hires private security company to assist in police functions

ATTACHMENT #5 "CANDIDATE EVENTS"

NOMINAL GROUP MEMBERS

Police Captain, Patrol Division Commander, Leslie C. Hall

Civilian Public Services Officer, assigned to Patrol  
Division, Jeannie Sanfiolippo

Civilian Public Services Officer, assigned to Community  
Realtions, Sandra Hall

Police Lieutenant, Assigned to Patrol Division,  
Richard Albee

City Finance Officer, Hal Brewer

Police Officer, Peace Officer Association Board Member,  
Christopher Manning

Assistant City Manager, Larry Paulsen

ATTACHMENT #6 "NOMINAL GROUP MEMBERS"