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**THE IMPACTS OF  
USING SENIOR VOLUNTEERS  
IN LAW ENFORCEMENT  
BY THE YEAR 2003**

**JOURNAL**

by

**LEE D. ROSSMAN**

**COMMAND COLLEGE CLASS XVII**

**PEACE OFFICER STANDARDS AND TRAINING  
(POST)**

**SACRAMENTO, CALIFORNIA**

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

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

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

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

*The further backward you can look, the farther forward you are likely to see. -- Winston Churchill*

## OVERVIEW

**Definition** - For purposes of this study, being politically correct, and as the age for membership in the American Association of Retired People, the terms senior(s) and senior volunteer(s) refer to anyone age 50 or older.

### **Background to the Issue**

Since the earliest civilized times, law enforcement agencies have used civilian volunteers. In the mid-1200s, for example, King Henry III of England asked residents to help the head constable in peace-keeping. Hundreds of years after, the early settlers helped one another against the perils of the New World.

In the early days of this country, there was little need for an organized police force and "Watchmen" were employed in towns and cities, chiefly for the purpose of giving warning of fires. With the beginning of the Industrial Revolution, leaders in American communities realized the need to develop programs which would attack the problems created by a new social order. This brought about the need for professional police services in America.

By the 1870's *every* major city in the United States had a full-time paid police force.<sup>1</sup> With the development and acceptance of these departments, the citizen volunteer was no longer needed.

The concept of volunteering for police duty gradually disappeared, both in the United States and abroad.<sup>2</sup> Police volunteers resurfaced, briefly, during the depression and war years only to wane afterwards.

By the late 1970's, however, the number of criminal justice agencies which use volunteers began to increase and those volunteers were given broader responsibilities.<sup>3</sup> In 1986, however, the American Association of Retired People (AARP) completed a study showing less than 20% of the law enforcement agencies using volunteers. Statistical information in the study indicated over 54% of the volunteers were 55 years of age or older.<sup>4</sup>

In contrast, a 1989 Gallup survey on voluntary activities found that roughly half of all Americans 14 years of age or older -- 93.4 million people--volunteered their time in some manner.<sup>5</sup>

Today, as the American economy continues to be impacted by a continued economic slow-down and strong resistance to higher taxes, the resources needed to deliver services to the community have declined as well. The results have been increasing competition among governmental agencies for dwindling fiscal funds necessary to service delivery. Along with other departments, law enforcement agencies have had to do more with less.

Tighter budgets have had a profound impact upon the day-to-day operations of law enforcement. Being faced with increased demands for service and continued budget-cuts, law enforcement

managers are looking for new ideas that can enable them to deal with service delivery in the future. Some of the answers may lie in the use of senior and retired persons as volunteers in law enforcement agencies.

Recent public outcries regarding taxes, public expenditures, and the demand for increased productivity from public agencies leave little doubt that, in the future, this trend will increase, and law enforcement agencies will need to seriously rely on volunteers.

Americans are living longer than ever before, and older Americans are healthier, more active, more vigorous, and more influential than any other older generation in history.<sup>6</sup> With continuing improvement in lifestyle and medical technology, the over-65 population in 2000 is likely to be close to 40 or 45 million, representing as much as one-fifth of the total population.<sup>7</sup>

America is growing older. It's not an event, it's one of the most important trends of our time. Throughout most of recorded history, only one in ten people could expect to live to the age of 65. Today, nearly 80 percent of Americans will live to be past that age.<sup>8</sup>

A source of volunteers that has not been well developed, at least by law enforcement, is the senior citizen. Some future thinking law enforcement administrators have saved precious public funds by having general community safety services performed by senior volunteers. These services were previously done by law enforcement officers. All law enforcement managers are aware that 80-85 percent of their total budget is spent for salaries and benefits of their personnel.

A great deal of the work currently performed by both sworn and non-sworn personnel can also be done by volunteer labor. By redirecting funds saved by volunteer labor, skilled managers should be able to increase the efficiency of their department by better utilizing the funds in other areas, such as a D.A.R.E. program.

There is a modest amount of research available directly concerning the use of senior volunteers in the future of law enforcement. It would appear that most of law enforcement has been content to continue along the same path it has been following for years; not involving the community in its day to day operations and shunning the senior population.

As of the date of this study, few police departments in California utilize senior volunteers. The programs in existence today are copied from one agency to the other with little regard for efficiency, expansion or the best utilization of the volunteers' skills and talents. The few programs in existence are small and condescending toward the senior population as a whole in the sense that law enforcement does not utilize their skills and talents. While this may be the way many of those agencies wish to operate their programs, the research contained in this article will show this should not be the case. The fact of the matter is that California law enforcement agencies appear to be, generally, ill prepared for the future when dealing with the senior population.

During the research for this study and the planning for the implementation of a pilot senior volunteer program, the author discovered the senior population are a more potentially useful

group than society or law enforcement considers them to be. Popular myths of aging, which assumes the seniors are sick, poor, powerless, unattractive, and unproductive are simply untrue. They are totally willing to give of themselves. They have skills and talents that are currently being wasted because they are not utilized, especially by law enforcement.

In the next ten years, the largest segment of the population, the baby-boomer generation (born between 1946 & 1964), will start to reach retirement age. As they "come on line," this group will represent an enormous supply of skills and talents that may be available for free to law enforcement. Are police agencies willing to let all of this talent go by the wayside, as is often done with the talented group of senior people alive today?

Reflecting on these issues, the question is posed:

**"What impact will the use of senior volunteers have on law enforcement by the year 2003?"**

Brainstorming of this issue question by the author, two colleagues, and a private consultant from the American Association of Retired People generated three related sub-issues:

- ☛ **How will law enforcement train and utilize the abilities of the senior volunteers?**
- ☛ **How will law enforcement agencies deal with the impact on organized labor with the possible use of senior volunteers?**
- ☛ **What will be the financial impacts with the use of senior volunteers?**

*Long-range planning does not deal with future decisions, but with the future of present decisions.*

*-- Peter Drucker*

## RESULTS OF INTERVIEWS

Interviews were used to focus and clarify the sub-issues. The author interviewed seven experts in the field dealing with the use of senior volunteers to add clarity and insight into the review of the related literature findings, which was found to be somewhat limited in relation to law enforcement services. The experts were identified through the review of the literature and by reference from other experts. The experts interviewed were:

- ★ Donald Webb - Senior Program Specialist  
Criminal Justice Services  
American Association of Retired Persons  
Washington, D.C. 20049  
(202) 434-2259
  
- ★ George Sunderland - Manager  
Criminal Justice Services  
American Association of Retired Persons  
Washington, D.C. 20049  
(202) 434-2222
  
- ★ David C. Pine - M.A.C.J./Management Consultant  
13001 Kerrman Court  
Woodbridge, VA 22193-5235  
(703) 670-0235
  
- ★ Ken Dychtwald - Ph.D./Author  
Age Wave Inc.  
Emeryville, CA 94608  
(510) 652-9099

- ★ Emory Antonucci - Director of Volunteer Services  
Alexandria Police Department  
Alexandria, VA 22210  
(703) 838-4444
- ★ Ray Brannum - Deputy  
San Bernardino County Sheriff's Department-Chino Hills Station  
Chino Hills, CA 91709  
(909) 590-1621
- ★ Gerda Manson - Director of Volunteer Services  
St. Mary's County Sheriff's Department  
Leonardtowa, MD 20650  
(301) 474-8008

Five of the seven experts were interviewed in person; two were interviewed by telephone.

Each was informed of the purpose of the study. The issue and sub-issues were identified and each expert was asked the following questions:

- ☛ Are senior volunteers needed in law enforcement?
- ☛ What do you see as the future of senior volunteers?
- ☛ Have you considered the impact of the baby-boomer generation on volunteer programs?
- ☛ Have you had (or heard of) a duty-related death or injury involving an senior volunteer?
- ☛ How and what organized labor issues have been addressed (if at all)?
- ☛ Are you aware of any legislation (pending or otherwise) that could effect the use of senior volunteers?
- ☛ Has the Fair Labor and Standards Act (FSLA) had any effect on senior volunteer programs?
- ☛ Have you identified any events you feel will impact the possible of use of senior volunteers in the future?
- ☛ Do you feel that there may be too many volunteer programs and not enough volunteers to fill the need?
- ☛ Do you feel law enforcement agencies properly utilize the talents/skills of senior volunteers?
- ☛ Have you considered replacing paid employees with senior volunteers?
- ☛ If you utilize senior volunteers, what have been your fund savings? What was done with the savings (if any)?
- ☛ Do you see the senior population as being viewed as a more functional part of society than in the past?
- ☛ Do you think senior police volunteers influence community security?

- ☛ Do senior volunteers influence community involvement in law enforcement?
- ☛ Have you had (or heard of) senior volunteers joining to gain experience for another job skill?
- ☛ Do you think there will be a need for senior volunteers in the future? Why?
- ☛ Do regionalized police services effect the need for senior volunteers?

All of the experts were firm in their belief concerning senior volunteers being needed in law enforcement. They felt that the senior citizens were more available and reliable than were other age group volunteers, such as Explorer Scouts. All agreed regarding the cost savings agencies realize with the use of senior volunteers and the enhancement of service delivery.

Each of the experts saw senior volunteer programs expanding in the future, citing not only the fiscal difficulties, but also addressing the demographics of an older America; George Sunderland, manager of the AARP Criminal Justice Services stated, "In less than 20 years America will be as Florida is today."<sup>9</sup>

Interestingly, few of those interviewed were even aware of the millions of baby-boomer generation (born from 1946 to 1964) reaching retirement age after the turn of the century and the impact this could have on senior volunteer programs. This creates yet another convincing reason to undertake a study of this issue. None of the experts were aware of any duty-related death or major injury to an senior volunteer in law enforcement. The prevalent feeling of the experts was this was partially due to the limited amount of services senior volunteers are allowed to do. Additionally, this can be attributed to the small number of law enforcement agencies that use senior volunteers in any capacity.

Additionally, they felt the small number of actual senior volunteer units throughout law enforcement nationwide was another reason the on-duty death or injury had not yet occurred. Some were aware of a death or serious injury occurring within other volunteer units such as the Red Cross.

Labor issues were viewed as a serious threat to senior volunteer programs. All were in agreement regarding the employee associations being an integral part of the overall plan for implementing an senior volunteer program.

The experts were steadfast expressing the opinion that it would be inadvisable, and perhaps inappropriate, to use volunteers to replace paid employee positions on a permanent basis. Emergencies were cited as the only possible reason for doing this, and then only for duration of an emergency that rendered it mandatory to use all possible sworn and non-sworn personnel to fill emergency posts. This was a bigger issue for east coast agencies, where the unions are more militant than in the California law enforcement agencies.

The experts identified very little in the way of legislation that could effect senior volunteer programs. Some States, including California, have enacted "Good Samaritan" laws to help protect volunteers from liability issues while acting as a volunteer for various agencies. Several insurance companies offer low-cost group insurance for volunteers.<sup>10</sup> Some were aware of "rumors" in Washington, D.C. regarding the possible extension of the age of eligibility for Social Security benefits, agreeing that the extension will be necessary. All

agreed, however, that no political figure is currently bold enough to introduce any legislation to this effect until it has become critical in terms of the financial impact that the predicted increase in retirees will have on the current system.

Fund savings was another aspect on which all of the experts agreed. Alexandria, Virginia, is a city of approximately 95,000 people, yet its police department has over 90 senior volunteers. According to Emory Antonucci, in 1992, those volunteers donated over 13,000 hours of their time to their police department resulting in fund savings over \$148,000.<sup>11</sup> This is but one example cited. Clearly, the amount of money that law enforcement can save through the use of senior volunteers runs into the millions of dollars. Given the current fiscal outlook for California law enforcement over the next ten years, the use of senior volunteers can be crucial in terms of both saving funds and maintaining service levels.

One area in which the experts disagreed was the number of available volunteers. This difference was in two areas. One was regional and is best explained by the demographics in the service area. The smaller the population of senior people, the smaller the number of available senior volunteers. Other experts cited the lack of trained volunteers who were willing to put in the time to get different assignments done. Based on the experience of departments who use them, it is possible that the key to this issue lies in adequate advertising and public relations. As it deals with the future, these differences should disappear in light of the fact that the plurality population of the United States will be senior citizens by the beginning of the next century.

All of the experts saw the senior population as more functional than in the past. In the words of Dr. Dychtwald of Age Wave, "People in their later years become more, not less, diverse. And tomorrow's elders will be different not only from one another, but from today's elders as well. And while staying active helps the volunteers, their activities help the community around them."<sup>12</sup>

What is easy to overlook in this connection is the contact officers have with part of the community through their-day-to-day contact with the senior volunteers. This would provide officers with increased contact with members of the community on an informal, within-department contact, making them aware of their ideas and more sensitive to community needs. Civilian volunteers within the department would assist in breaking down the "us versus them" attitude that officers tend to develop after a few years on the job.

Probably the most interesting result from the interviews was the overwhelming response about law enforcement agencies inability, or lack of desire, to identify and utilize the skills and talents of senior volunteers. All the experts said law enforcement agencies have pre-conceived ideas about what the agency wants the volunteer to do and that they do little to utilize the talents/skills of the volunteers.

Those interviewed who had senior volunteer programs indicated that there was a common thread, that the programs were created with specific, routine, mundane tasks in mind. The experts stated management gave the volunteers jobs that management did not believe that the

regular employees would want to do. Thus, it was clear that the abilities and skills that the volunteers had possessed for years essentially went to waste. Management and technical skills were wasted while the volunteers sealed envelopes and licked stamps.

In Alexandria, Virginia, which is a medium-sized police department, they have more than 90 senior volunteers in their organization working inside the building. They have no outside, or field service volunteers, despite the fact that they have a large number of volunteers. The reason for this, based on the writer's interviews with the directors of the volunteer group, is they not only meet with their volunteer coordinator once a month, but also with the command staff of the police department on a monthly basis to develop additional ways of utilizing the volunteers.

The interviews show that outside field activities is an area that law enforcement believes can only be covered by sworn personnel. With the exception of hazardous, criminal calls for service, many of the routine services provided by sworn law enforcement could better be performed at great savings to the municipalities by volunteers.

In contrast to the above, the first question asked of volunteers by The American Association of Retired People is, "What can you do?" The volunteer is then placed in an assignment that best utilizes a particular skill the volunteer possesses.<sup>13</sup> In Age Wave, Dr. Ken Dychtwald says, "Volunteering for every manner of helping enterprise -- in the community, for political and social causes, for charities -- is increasingly becoming a way of life for millions of older

Americans. As we get more free time, we will spend an even greater proportion of it in service to others."<sup>14</sup>

Even if there is only a small percentage of the 76 million baby-boomers, due to start retiring in the next ten years, willing to work in law enforcement as volunteers this represents a substantial potential labor pool. At the same time, most law enforcement agencies clearly do not have any type of program to deal even with a fraction of that group, again wasting free resources.

A group of people representing several law enforcement agencies in Arizona recently started a new national newsletter regarding the utilization of senior volunteers. **Volunteer Administration in Law Enforcement** published its inaugural issue in the summer of 1993.<sup>15</sup> They are on the leading edge of a trend in law enforcement to utilize senior volunteers. Although the newsletter deals primarily with senior volunteer issues facing law enforcement administrators today, many of the ideas presented will be present in the future when law enforcement administrators will have to deal with the senior population, whose needs will be greater in terms of service delivery than they are today.

## SUGGESTED POLICIES

It is suggested that law enforcement agencies interested in benefiting from this labor pool consider the following suggested policies.

- ☛ Find creative approaches to encouraging and using volunteers in all aspects of the agency mission.
- ☛ Value the senior volunteers not only for the service they perform, but as members of both the department and the community.
- ☛ Be able to effectively measure and substantiate the results of the senior volunteer program using valid measurement techniques.

## CONCLUSIONS

Community and problem-solving police departments have shown, over and over again, that they can draw heavily on help from outside the department to handle what traditional police departments would have considered entirely police business. This is welcome news. It seems more and more apparent that the police alone cannot solve many of the problems involving crime and the maintenance of public order, but that, in partnership with others who have resources of their own to offer -- time, money, expertise, ideas, energy, equipment, and more -- perhaps they can.<sup>16</sup>

From this study, it is important that, innovative police departments should invest a good deal of effort in enlisting the aid of senior volunteers, and to tackle the problems of today and those likely to emerge in future by allying police resources and strengths with those who have the energy, the expertise and the willingness to be of assistance to law enforcement.

A senior volunteer program is a high-yield program that can maintain, and in many cases, increase, service levels at a cost that cannot be attained by any other means. It provides a plan to deal with the future. It can deal with the largest population segment, the baby-boomer generation, who will be starting their retirements in the next ten years.

Further study is recommended to manage both the cultural and educational diversities of the baby-boomer generation and how those diversities may affect California law enforcement agencies.

## ENDNOTES

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3. *Ibid.*, p. 8.
4. "Citizen Volunteers In Law Enforcement Agencies," Criminal Justice Services Monograph, AARP, Washington, D.C., 1986, pp. 1-2.
5. David Osborne and Ted Gaebler, *Reinventing Government*, Reading, MA., p. 43.
6. Ken Dychtwald, *Age Wave*, New York, NY: Bantam, 1990, p.4.
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8. *Ibid.*, p. 6.
9. From an interview with the author. George Sunderland is the manager of law enforcement services with the American Association of Retired People, Washington, D.C.
10. From an interview with the author. Donald Webb is a Senior Program Special with the American Association of Retired Persons, Washington, D.C.
11. From an interview with the author. Emory Antonucci is a retired insurance agent who is now the Director of Volunteer Services for the Alexandria (VA) Police Department.
12. Dychtwald, pp. 48, 168
13. From an interview with the author. George Sunderland is the manager of law enforcement services with the American Association of Retired Persons, Washington, D.C.
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## SECTION I

### INTRODUCTION

#### Background to the Issue

Since the earliest civilized times, law enforcement agencies have used civilian volunteers. In the mid-1200s, for example, King Henry III of England asked residents to help the head constable in peace-keeping. Hundreds of years after, the early settlers helped one another against the perils of the New World.

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Tighter budgets have had a profound impact upon the day-to-day operations of law enforcement. Being faced with increased demands for service and continued budget-cuts, law enforcement managers are looking for new ideas that can enable them to deal with service delivery in the future. Some of the answers may lie in the use of senior and retired persons as volunteers in law enforcement agencies.

Americans are living longer than ever before, and older Americans are healthier, more active, more vigorous, and more influential than any other older generation in history.<sup>5</sup> With continuing improvement in lifestyle and medical technology, the over-65 population in 2000 is likely to be close to 40 or 45 million, representing as much as one-fifth of the total population.<sup>6</sup>

Recent public outcries regarding taxes, public expenditures, and the demand for increased productivity from public agencies leave little doubt that, in the future, this trend will increase, and law enforcement agencies will need to seriously rely on volunteers.

A source of volunteers that has not been well developed, at least by law enforcement, is the senior citizen. Some future thinking law enforcement administrators have saved precious public funds by having general community safety services performed by senior volunteers. These services were previously done by law enforcement officers. All law enforcement managers are aware that 80-85 percent of their total budget is spent for salaries and benefits of their personnel. A great deal of the work currently performed by both sworn and non-sworn personnel can also be done by volunteer labor. By redirecting funds saved by volunteer labor, skilled managers should be able to increase the efficiency of their department by better utilizing the funds in other areas, such as a D.A.R.E. program.

## Issue and Sub-Issue Development

The foregoing gave rise to the following issue question:

**What impact will the use of senior volunteers have on law enforcement by the year 2003?**

The author, two colleagues, and a private consultant from the American Association of Retired People generated three related sub-issues:

- ☞ How will law enforcement train and utilize the abilities of the senior volunteers?
- ☞ How will law enforcement agencies deal with the impact on organized labor with the possible use of senior volunteers?
- ☞ What will be the financial impacts with the use of senior volunteers?

Interviews were used to focus and clarify the sub-issues. The author interviewed seven experts in the field dealing with the use of senior volunteers to add clarity and insight into the review of the related literature findings which was found to somewhat limited in relation to law enforcement services. The experts were identified through the review of the literature and by reference from other experts. The experts interviewed were:

- ★ Donald Webb - Senior Program Specialist  
Criminal Justice Services  
American Association of Retired Persons  
Washington, D.C. 20049  
(202) 434-2259
  
- ★ George Sunderland - Manager  
Criminal Justice Services  
American Association of Retired Persons  
Washington, D.C. 20049  
(202) 434-2222

- ★ David C. Pine - M.A.C.J./Management Consultant  
13001 Kerrman Court  
Woodbridge, VA 22193-5235  
(703) 670-0235
- ★ Ken Dychtwald - Ph.D./Author  
AgeWave Inc.  
Emeryville, CA 94608  
(510) 652-9099
- ★ Emory Antonucci - Director of Volunteer Services  
Alexandria Police Department  
Alexandria, VA 22210  
(703) 838-4444
- ★ Ray Brannum - Deputy  
San Bernardino County Sheriff's Department-Chino Hills Station  
Chino Hills, CA 91709  
(909) 590-1621
- ★ Gerda Manson - Director of Volunteer Services  
St. Mary's County Sheriff's Department  
Leonardtown, MD 20650  
(301) 474-8008

Five of the seven experts were interviewed in person, two were interviewed by telephone. Each was informed of the purpose of the study. The issue and sub-issues were identified and each expert was asked the following questions:

- ☛ Are senior volunteers needed in law enforcement?
- ☛ What do you see as the future of senior volunteers?
- ☛ Have you considered the impact of the baby-boomer generation on volunteer programs?
- ☛ Have you had (or heard of) a duty related death or injury involving an senior volunteer?
- ☛ How and what organized labor issues have been addressed (if at all)?
- ☛ Are you aware of any legislation (pending or otherwise) that could effect the use of senior volunteers?
- ☛ Has the Fair Labor and Standards Act (FSLA) had any effect on senior volunteer programs?
- ☛ Have you identified any events you feel will impact the possible of use of senior volunteers in the future?
- ☛ Do you feel that there may be too many volunteer programs and not enough volunteers to fill the need?

- ☛ Do you feel law enforcement agencies properly utilize the talents/skills of senior volunteers?
- ☛ Have you considered replacing paid employees with senior volunteers?
- ☛ If you utilize senior volunteers, what have been your fund savings? What was done with the savings (if any)?
- ☛ Do you see the senior population as being viewed as a more functional part of society than in the past?
- ☛ Do you think senior police volunteers influence community security?
- ☛ Do senior volunteers influence community involvement in law enforcement?
- ☛ Have you had (or heard of) senior volunteers joining to gain experience for another job skill?
- ☛ Do you think there will be a need for senior volunteers in the future? Why?
- ☛ Do regionalized police services effect the need for senior volunteers?

The experts agreed on most of the questions. Each had a experience (positive or negative) dealing with the questions presented to them.

All of the experts were firm in their belief about senior volunteers being needed in law enforcement. They felt that the senior population was more available and reliable than were other age group volunteers, such as Explorer Scouts. All agreed regarding the cost savings agencies realize with the use of senior volunteers and the enhancement of service delivery.

Each of the experts saw senior volunteer programs expanding in the future, citing not only the fiscal difficulties, but also addressing the demographics of an older America, with George Sunderland, a manager, saying, "In less than 20 years America will be as Florida is today."<sup>7</sup>

Interestingly, few had done any long-term planning for the use of the millions of baby-boomer generation (born from 1946 to 1964) reaching retirement age after the turn of the century and

the impact they could have on senior volunteer programs. This creates yet another convincing reason to determine the outcome of this study.

None of the experts were aware of any duty related death or major injury to a senior volunteer in law enforcement. The prevalent feeling of the experts was this was partially due to the limited amount of services senior volunteers are allowed to do.

Additionally, they felt the small number of actual senior volunteer units throughout law enforcement nationwide was another reason the on-duty death or injury had not yet occurred. Some were aware of a death or serious injury occurring within other volunteer units such as the Red Cross. It is clear that this eventuality must be faced as the use of retirees as volunteers increases in the future.

Labor issues were viewed as a serious threat to senior volunteer programs. All were in agreement regarding the employee associations being an integral part of the overall plan for implementing an senior volunteer program. The experts were in complete agreement that no volunteer should be used to replace paid employee positions on a permanent basis. Emergencies were cited as the only possible reason for volunteers to assume duties customarily carried out by paid personnel, whether sworn or non-sworn.

The experts identified very little in the way of legislation that could effect senior volunteer programs. Some States, including California, have enacted "Good Samaritan" laws to help

protect volunteers from liability issues while acting as a volunteer for various agencies. Several insurance companies offer low-cost group insurance for volunteers.<sup>8</sup> Some were aware of "rumors" in Washington, D.C. regarding the possible extension of the age of eligibility for Social Security benefits, agreeing that the extension will be necessary. All agreed that no political figure is currently bold enough to introduce legislation until it is critical in terms of financial impact that an increase of retirees will have on the current system.

Fund savings was another aspect in which all of the experts agreed. Alexandria, Virginia, is a city of approximately 95,000 people and its police department has over 90 senior volunteers. According to Emory Antonucci, those volunteers donated over 13,000 hours of their time to their police department resulting in fund savings over \$148,000.<sup>9</sup> Other examples were cited during the interview process.

One area in which the experts disagreed was the number of available volunteers. This difference of opinion lay in two areas. The first was purely regional and arose from the demographics in the service area that the interviewee was familiar. The smaller the population of senior citizens, the smaller the number of available senior volunteers believed to be available. The second area involved those experts who were concerned about the lack of competent volunteers willing to put in the time.

All of the experts saw the senior population as more functional than in the past. In the words of Dr. Dychtwald, "People in their later years become more, not less, diverse. And tomorrow's

elders will be different not only from one another, but from today's elders as well. And while staying active helps the volunteers, their activities help the community around them."<sup>10</sup> What tends to be overlooked here is the contact officers have with part of the community by their day to day contact with the senior volunteers. This exposure gives officers another contact with the community, making the officers aware of the senior citizen's ideas and more sensitive to community needs, breaching the "us versus them" attitude officer tend to develop after a few years on the job.

Probably the most interesting result from the interviews was the overwhelming response regarding law enforcement agencies' inability, or lack of desire, to identify and utilize the skills and talents of senior volunteers. All the experts said law enforcement agencies have pre-conceived ideas about what the agency wants the volunteer to do and that they do little to utilize the existing talents/skills of the volunteers. It became obvious that, all too often, volunteers do unchallenging and mundane jobs. The traditional task given volunteers of sealing envelopes and "licking stamps" frequently represents a waste of available talent.

By contrast, the first question asked of volunteers by The American Association of Retired People is, "What can you do?" The volunteer is then placed in an assignment to best utilize a particular skill the volunteer possesses.<sup>11</sup> In Age Wave, Dr. Ken Dychtwald writes, "Volunteering for every manner of helping enterprise -- in the community, for political and social causes, for charities -- is increasingly becoming a way of life for millions of older

Americans. As we get more free time, we will spend an even greater proportion of it in service to others."<sup>12</sup>

A group of people representing several law enforcement agencies in Arizona recently started a new national newsletter regarding the utilization of senior volunteers. **Volunteer Administration in Law Enforcement** made its inaugural issue in the summer of 1993.<sup>13</sup> This group is on the cutting edge of a trend in law enforcement to utilize senior volunteers. Although the newsletter deals primarily with senior volunteer issues facing law enforcement administrators today, many of the ideas presented will address that future when law enforcement administrators will have to make use of the senior population in ways now not imagined.

#### Scope and Limits of the Study

This report will summarize the methodology and findings of this futures study. While the focus of this study is on California, specifically the West Covina Police Department as a model agency representing a mid-sized (less than 300 employees) agency, it must be noted budgetary problems are being faced throughout the country. Therefore, information pertinent for this study was obtained from both local and national entities. It follows then, that any senior volunteer program that provides more low-cost police services for the community of West Covina, California, may be equally viable in other communities.

### Overview of Subsequent Chapters

The study that follows will be presented in three segments. A futures study will be used to identify 10 related trends and 10 potential future events that would impact the issue. The events and trends will be analyzed, explored, and utilized as the starting point for the development of potential future scenarios.

The next segment provides a strategic management plan. Three strategies are introduced with an advocated strategy dealing with the restructure of a contemporary approach to the issue. The plan includes a situational analysis, using the STEEP and WOTS UP processes, identification of stakeholders, and an implementation plan designed to administer the recommended strategy.

The study concludes with a transition management plan. The agency selected as the example to be used in the study is provided with a guide to develop and manage an senior volunteer program. The plan will prepare the agency's future command level managers with the ability and proficiency needed to implement and administer an senior volunteer program.

**Definition** - For purposes of this study, being politically correct, and as the age for membership in the American Association of Retired People, the terms senior(s) and senior volunteer(s) refer to anyone age 50 or older.

## SECTION II

### FORECASTING THE FUTURE

The issue and sub-issues are examined throughout this section. A list of relevant trends and events are identified. Ten trends and events were forecasted and are examined. These trends and events will serve as the cornerstone for the choice of three futures scenarios.

#### The Issue

What impact will the use of senior volunteers have on law enforcement by the year 2003?

#### Sub-Issues

A focus group of two colleagues and a consultant met with the author and used brainstorming to identify three sub-issues judged to be essential to investigating the issue. The focus group members were:

- ★ Ronald E. Holmes, Chief of Police, West Covina Police Department
- ★ Darrell Myrick, Lieutenant, West Covina Police Department
- ★ Donald Webb, Senior Program Specialist - Criminal Justice Services, American Association of Retired Persons

The sub-issues are:

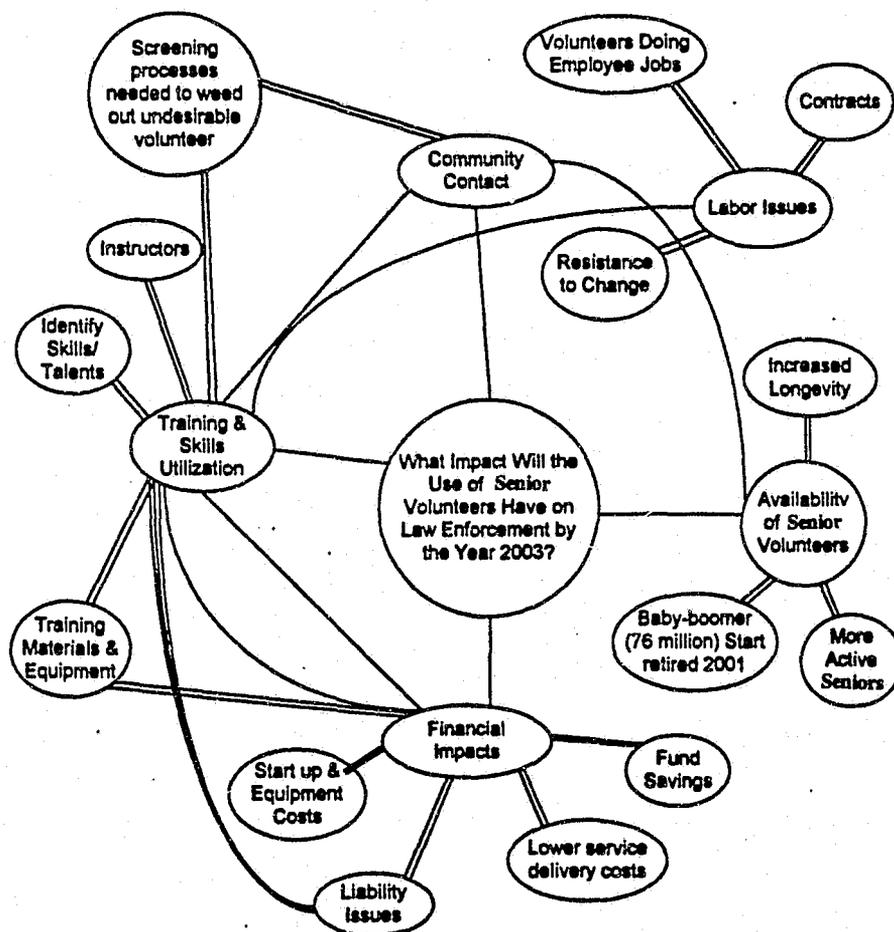
- ☞ How will law enforcement train and utilize the abilities of the senior volunteers?
- ☞ How will law enforcement agencies deal with the impact on organized labor with the possible use of senior volunteers?
- ☞ What will be the financial impacts with the use of senior volunteers?

## Futures Wheel

To assist the in the analysis of the issue question, a Futures Wheel (Illustration 1) was developed by the author with the assistance of the focus group. The Futures Wheel is presented to furnish the reader with an illustration to visualize the relevance of the sub-issues to the issue question. The center of the wheel is the issue question and the spokes are the sub-issues, which in turn have sub-issues. The author, with the assistance of the focus group, concluded what were the three most relevant sub-issues listed on the previous page.

### ILLUSTRATION 1

### FUTURES WHEEL



### Trend and Event Identification (Nominal Group Technique - NGT)

The author met with a panel of eight professionals. Using the Nominal Group Technique (NGT) the panel generated a candidate list of trends (Attachment A) and events (Attachment B). Prior to the panel generating the list they were informed of the issue and sub-issue questions being examined and trained in the NGT procedures and the STEEP process.<sup>14</sup>

The Nominal Group Technique (NGT) process is a small-group procedure for achieving acceptable agreement on the answer to a single, usually two-part, question by a process that alternates between private work and open discussion.<sup>15</sup>

The Nominal Group Technique members were:

- ★ Mary O'Guinn, Communications Supervisor, West Covina, CA
- ★ Gino Dini, Retired firefighter and Business Manager, Philadelphia, PA
- ★ Merle Fisher, Retired business owner, West Covina CA
- ★ Dr. Gary R. Hunt, California State University at Los Angeles
- ★ Ronald E. Holmes, Chief of Police, West Covina Police Department
- ★ Patricia Bommarito, Manager, West Covina Senior Citizen Center
- ★ Carlos Gonzales, Terminal Manager, Pico Rivera, CA
- ★ Rudy Lopez, Police Officer, West Covina Police Department

Although it was not a consideration for being on the panel, each member has served as a volunteer in some capacity at various times in their lives. This was discovered during the introduction of each member at the beginning of the NGT procedure.

The NGT Panel used a trend screening chart (Illustration 2) and silent voting to select the following ten trends as the most important to the study:

- T-1 Level of volunteers replacing paid employees
- T-2 Amount of long-term liability issues
- T-3 Degree of acceptance of seniors as a functional part of society
- T-4 Level of savings from volunteers
- T-5 Need for volunteers due to budget constraints
- T-6 Level of community involvement
- T-7 Degree of life expectancy creates more senior volunteers
- T-8 Level of community security through visibility
- T-9 Number of senior volunteers working to gain job skills
- T-10 Level of volunteer fund savings diverted to other city services

Illustration 2 mirrors the panel's opinion of just how constructive it is to have sound, long range forecasts for each of the selected trends. The score is the number of responses each of the trends received from each panel member in relation to its respective classification.

### ILLUSTRATION 2

#### TREND SCREENING CHART

CANDIDATE TREND	FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING, HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND?			
	Priceless	Very Helpful	Not Very Helpful	Worthless
T-1 Level of Volunteers Replacing Paid Employees	1	4	3	
T-2 Amount of Long Term Liability Issues	6	1	1	
T-3 Degree of Acceptance of Seniors as a Functioning Part of Society	5	2	1	
T-4 Level of Savings from Volunteers	3	3	2	
T-5 Need for Volunteers Due to the Budget Crisis	6	2		
T-6 Level of Community Involvement	4	3	1	

CANDIDATE TREND	FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING, HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND?			
	Priceless	Very Helpful	Not Very Helpful	Worthless
T-7 Degree of Life Expectancy Creates More Senior Volunteers	2	4	2	
T-8 Level of Community Security Through Visibility	6	1	1	
T-9 Number of Senior Volunteers Working to Gain Job Skills	4	3	1	
T-10 Level of Volunteer Savings Diverted to Other City Services	3	3	2	

### Events Selected For Forecasting

The panel identified these events as being the most important to forecast for this study:

- ☛ E-1 Major lawsuit by volunteer.
- ☛ E-2 Death or Injury of volunteer.
- ☛ E-3 Public awareness campaign affects number of volunteers.
- ☛ E-4 Impact on other volunteer programs.
- ☛ E-5 Major change in benefits forces senior population back into work force.
- ☛ E-6 More funding reduces need for volunteers.
- ☛ E-7 Volunteer programs made illegal through legislative law.
- ☛ E-8 Regionalized police services reduce need for volunteers.
- ☛ E-9 Volunteers organize for pay and benefits.
- ☛ E-10 Technological event reduces workload (volunteers no longer needed).

### Trend and Event Forecasting

A trend evaluation form (Illustration 3) was used to obtain the NGT panel's estimate of the level of each trend five years ago and what each trend *will be* in five years and then again in ten years. Each trend was assigned a present day (1993) level of 100. The NGT panel estimated the level of each trend as it *should be* over the same time frame.

The NGT panel's estimates of trend levels were used to compute the mean deviation and will be charted on trend graphs along with the median estimates. Illustration 3 represents the trend level estimates by the NGT panel.

**ILLUSTRATION 3**  
**TREND EVALUATION FORM**

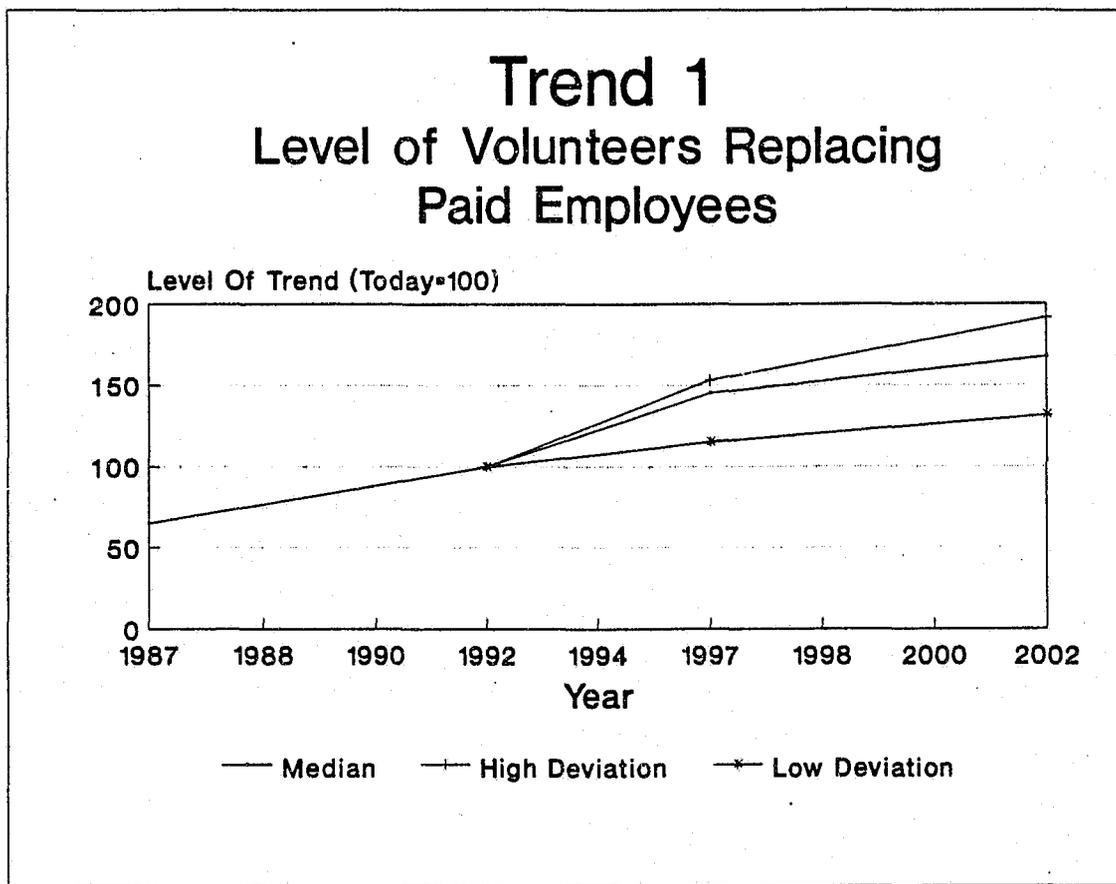
TREND STATEMENT	LEVEL OF THE TREND (Today = 100)			
	5 Years Ago	Today	5 Years from Now	10 Years From Now
T-1 Level of Volunteers Replacing Paid Employees	65	100	153.3	191.6
			115	131.5
T-2 Amount of Long Term Liability Issues	75	100	200	233.3
			106.6	110
T-3 Degree of Acceptance of Seniors as Functional Part of Society	75	100	160	176.6
			90	106.6
T-4 Level of Savings from Volunteers	72.5	100	186.6	203.3
			130	145
T-5 Need for Volunteers Due to Budget Crisis	35	100	135.6	140.3
			62.5	50
T-6 Level of Community Involvement	45	100	150	177.5
			77.5	115
T-7 Degree of Life Expectancy Creates More Senior Volunteers	55	100	150	177.5
			77.5	115
T-8 Level of Community Security Through Visibility	60	100	117.5	165
			70	80
T-9 Number of Senior Volunteers Working To Gain Job Skills	37.5	100	105	135
			40	55
T-10 Level of Volunteers Savings Diverted to Other City Services	17.5	100	115	135
			40	65

### Trend Graphs and Analysis

The following graphs provide a visual illustration of the NGT panel's forecasts for the selected trends.

The use of upper and lower mean deviations from the median softens the possibility of a single individual or small group from skewing the data. This was used on all graphs even though there may have been a close consensus on the issue.

#### ILLUSTRATION 4

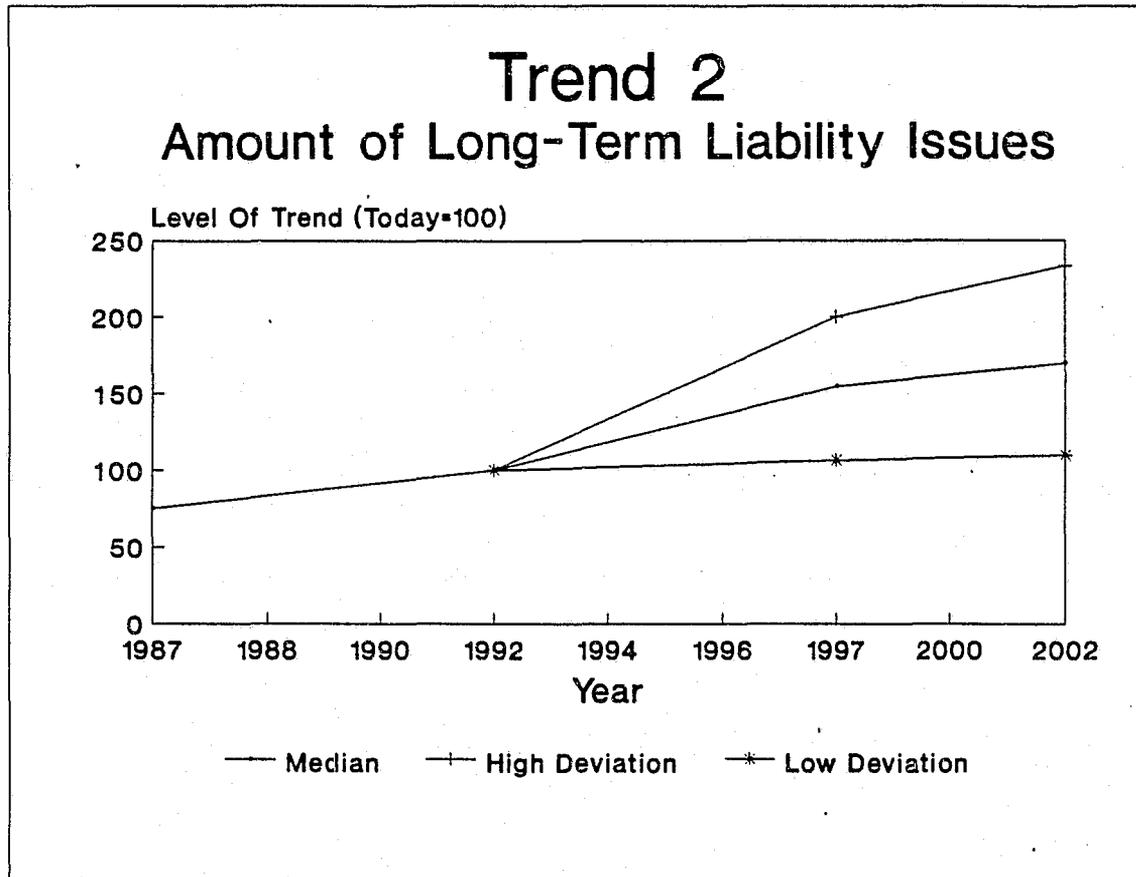


Trend One addresses the level of the use of senior volunteers replacing paid employees in the future. Given the current negative economic outlook for funding sources facing the State, counties, and municipalities, this trend reflects an increase in the use of volunteers as a response.

Although the panel debated future funding sources (Event Six) to a great extent, the panel came to consensus that as the economic sources stand today, this trend will increase rapidly over the next five years and continue to increase steadily over the following five years.

One should make note of how the median and high deviation lines stay very close the first five years and continues to stay close for the following five years. This demonstrates how close all the panel members felt about the probabilities of this trend.

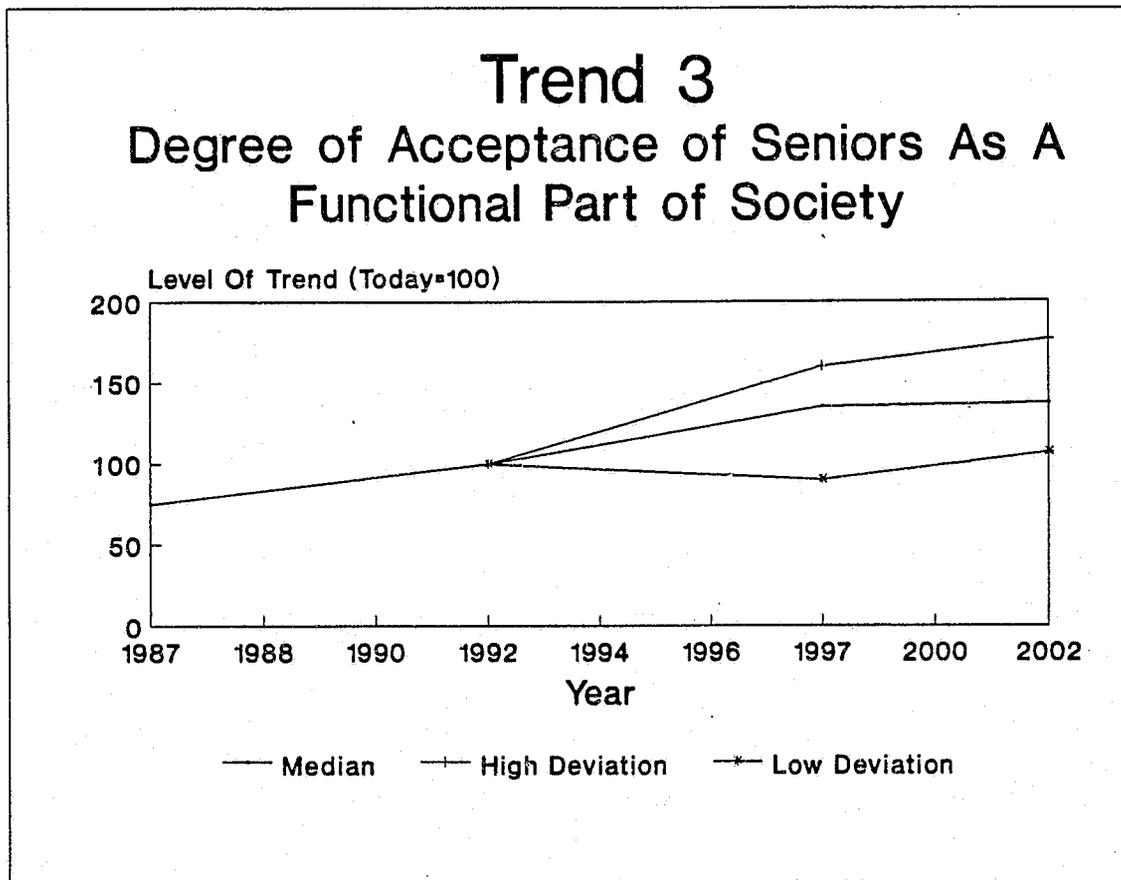
## ILLUSTRATION 5



Trend Two depicts the level of some long term liability issues that could involve a senior volunteer program. For example, police vehicle accidents or a slip and fall at the police station, would most likely be the catalyst event for this trend. A careful discussion was directed with the panel regarding this trend. It would appear to be more of a event indicator than a trend. However, after an explanation of the differences the panel felt that this is in fact a trend based, primarily, from the current high law suit incident rates.

In considering a volunteer program this trend (coupled with any number of triggering events) could force the program out of existence. This trend, as with all liability issues, will increase without training for the volunteers and/or other preventative measures being in place.

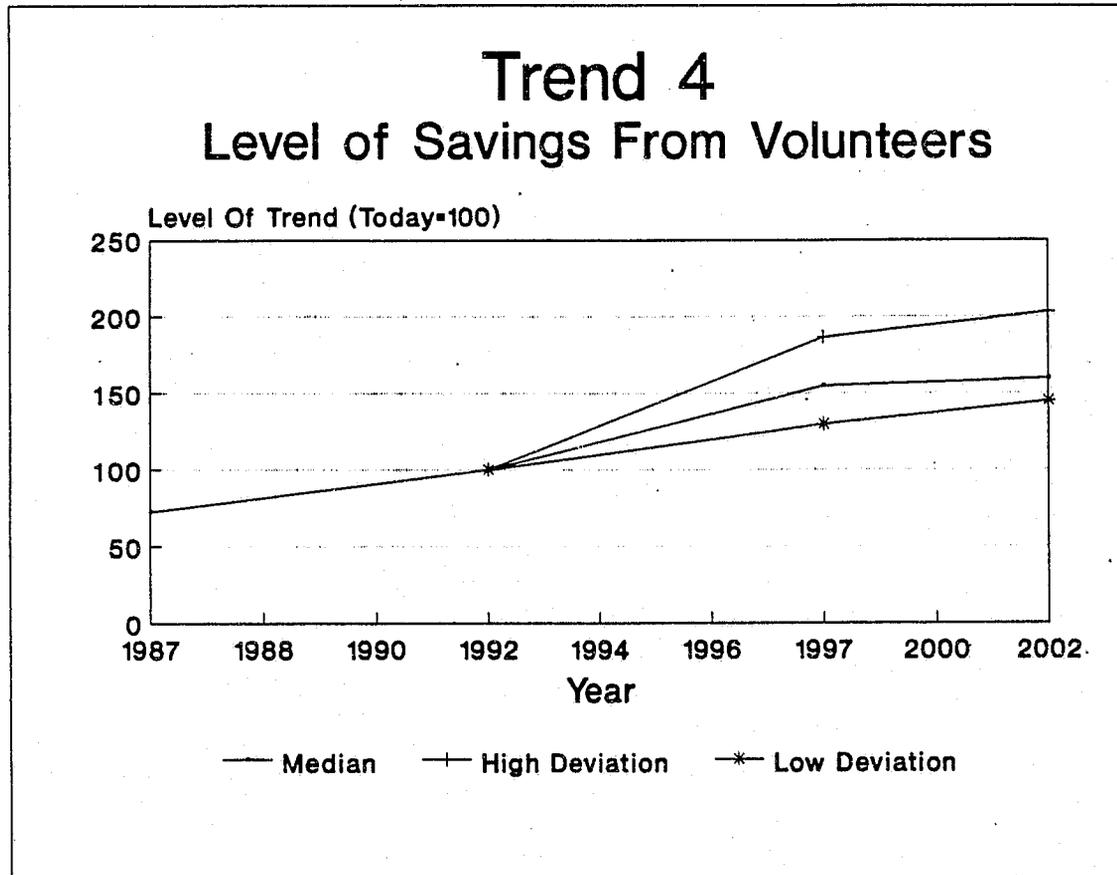
## ILLUSTRATION 6



This trend deals with the acceptance of senior citizens as functional members of society. Society currently maintains a general consensus that the senior population are a burden. This trend forecasts the senior population would be better accepted as a functional part of society as a result of being part of a police volunteer program. The panel discussed the issue at length and reached a consensus that the senior population would be more readily accepted as functional while serving in a volunteer capacity with the police. The acceptance by law enforcement would help make them be perceived as a more functional group by society.

Notice the median flattening out after the first five years. This is explained by the acceptance of senior citizens being accepted as fully functional and becomes less of an issue after the first five years and beyond.

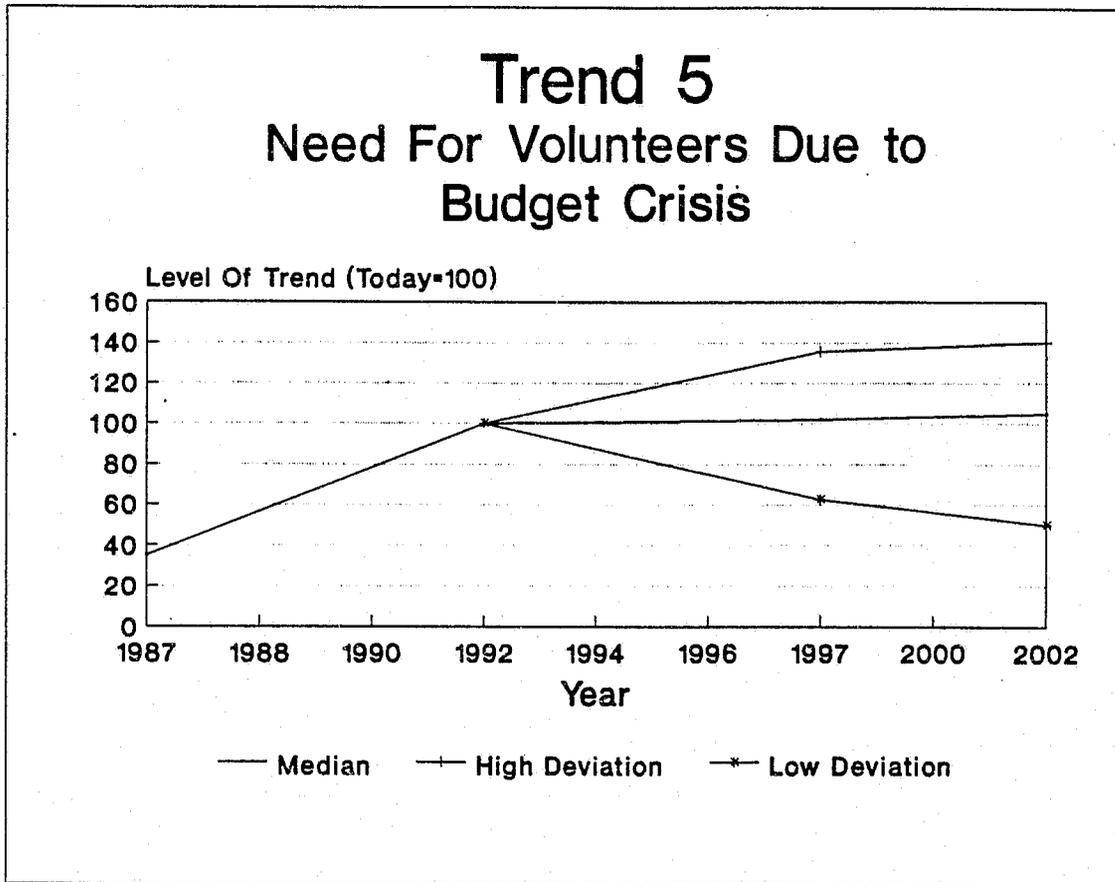
## ILLUSTRATION 7



This trend forecasts the level of fund savings senior volunteer programs may create for law enforcement. The intent of this trend is designed to show fund savings being diverted to other areas of law enforcement services.

This trend is related to Trend One (Level of volunteers replacing paid employees). Trend One relates the senior volunteers assuming more responsibilities. The resulting fund savings (Trend Four) could be utilized in other budget areas. The panel discussion focused not so much on the cost savings, but how the savings would be utilized. For example, could budgets get reduced and the savings returned to the general fund or would the police department be able to use the cost savings for their own programs? The consensus was that there would be substantial savings over time. This is reflected on the graph with a fairly tight deviation.

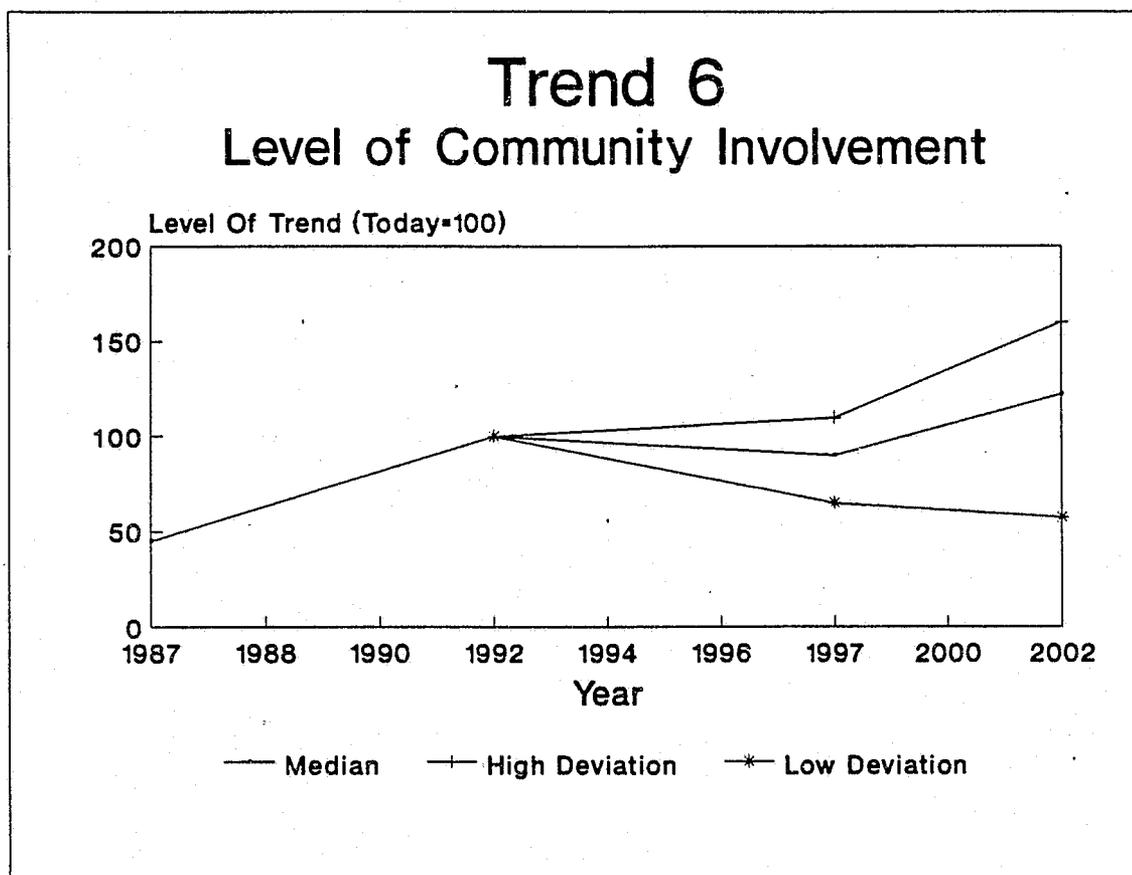
## ILLUSTRATION 8



Trend Five forecasts an increased need for volunteers due to a lack of funding. The trend rises only slightly over the entire ten year period. The panel discussed the need for volunteers this year. They felt the need is very strong now and will continue at the same level. The consensus was the need will not increase very much. Given the state of the current economic outlook and projections, the results of this forecast are, in reality, quite low.

There was some conflict concerning budgetary issues the panel did not resolve. This conflict is indicated by the wide deviation from the mean. Several issues polarized some members. The median will probably run more toward the high deviation than the graph.

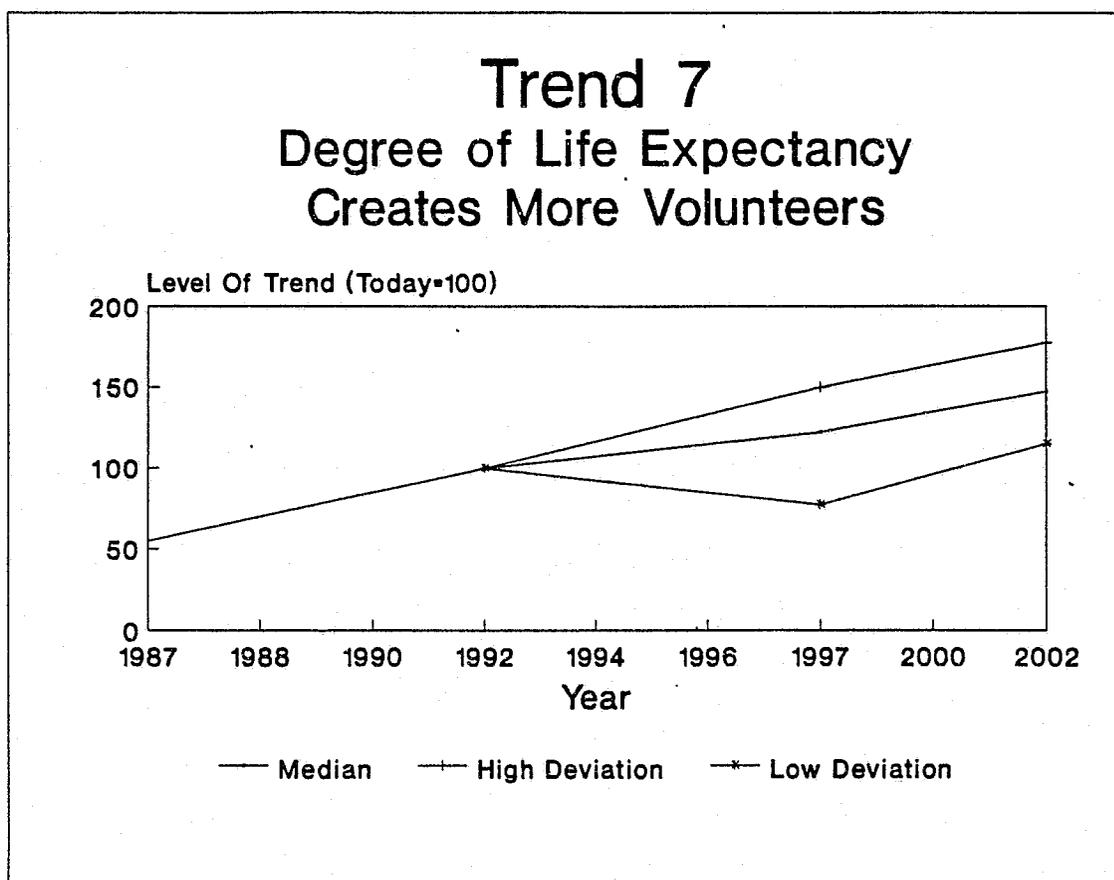
## ILLUSTRATION 9



Trend Six forecasts communities will become slightly less involved with law enforcement with regard to the use of senior volunteers over the first five years. During the next five years it should increase dramatically. The panel had some difficulties deciding what was meant by community involvement. The original direction was directed at officers becoming more involved with the community through day-to-day contact with the senior volunteers. Some panel members had a slightly different interpretation, which is reflected in the down trend for the first five years.

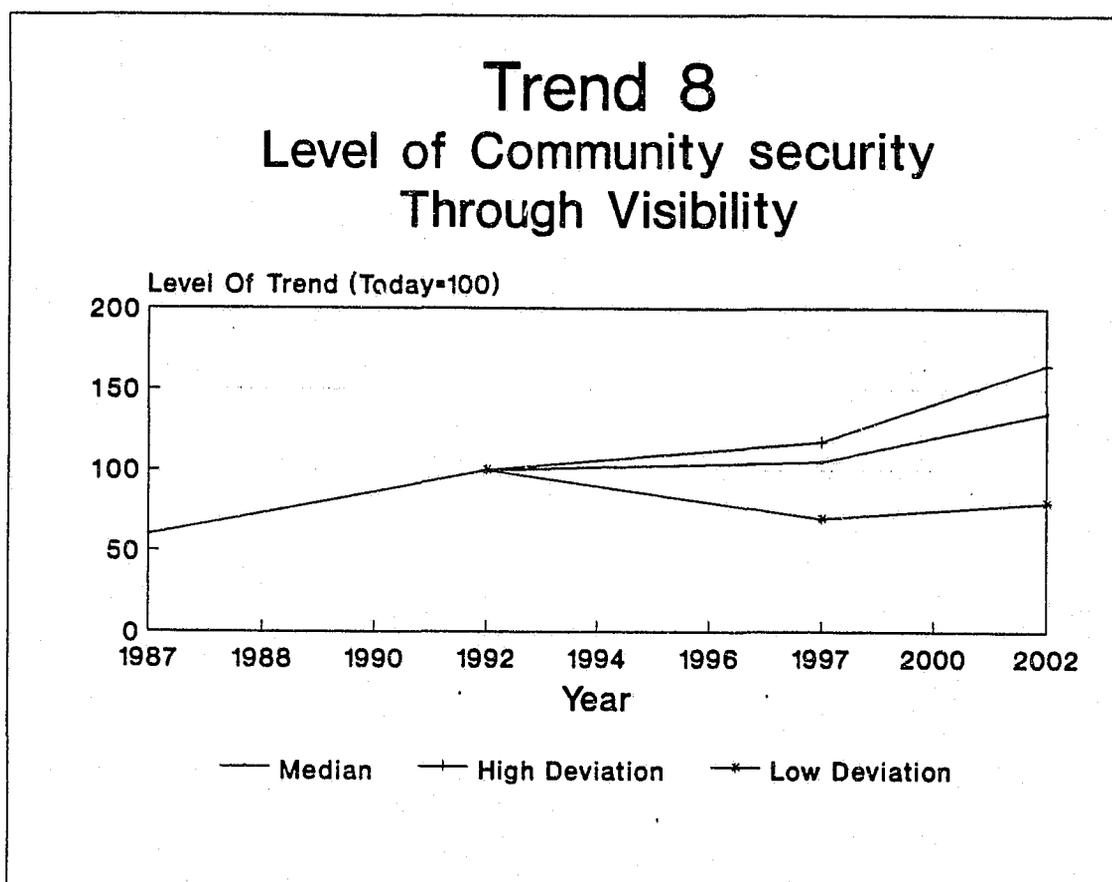
Real world application will probably run to the high side of the deviation, since program implementation would actually cause more community involvement through the daily contact by law enforcement employees with a new segment of the community, senior volunteers.

## ILLUSTRATION 10



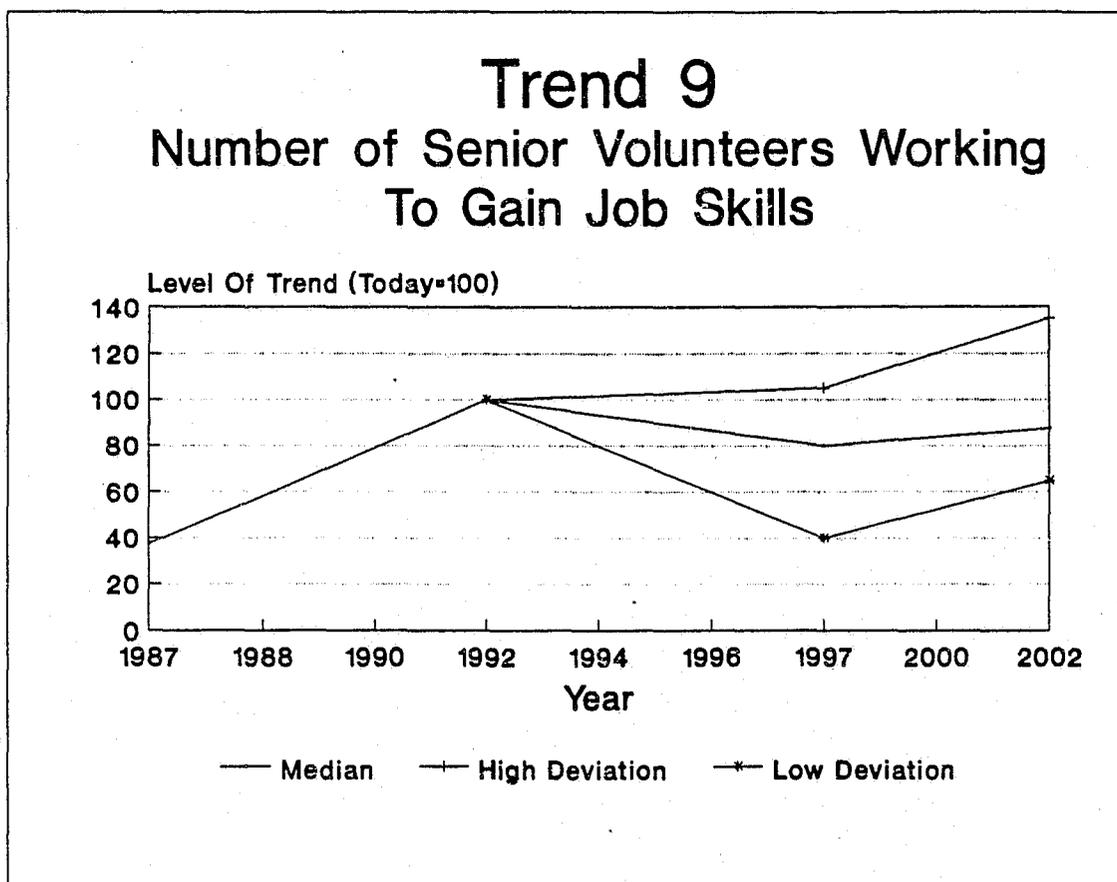
Trend Seven forecasts steady increases in life expectancy developing over the entire ten year period. The trend has its basis from the recent events with bio-technology. Those events are the continuation of a trend of increased life expectancy. As the baby-boomer generation gets older, a large base of volunteers should become available. With the increase in life expectancy the probability of more volunteers is increased. This trend could effect the probability of other events by virtue of the increased number of senior people. The panel was well versed in the subject from recent articles in the printed media.

## ILLUSTRATION 11



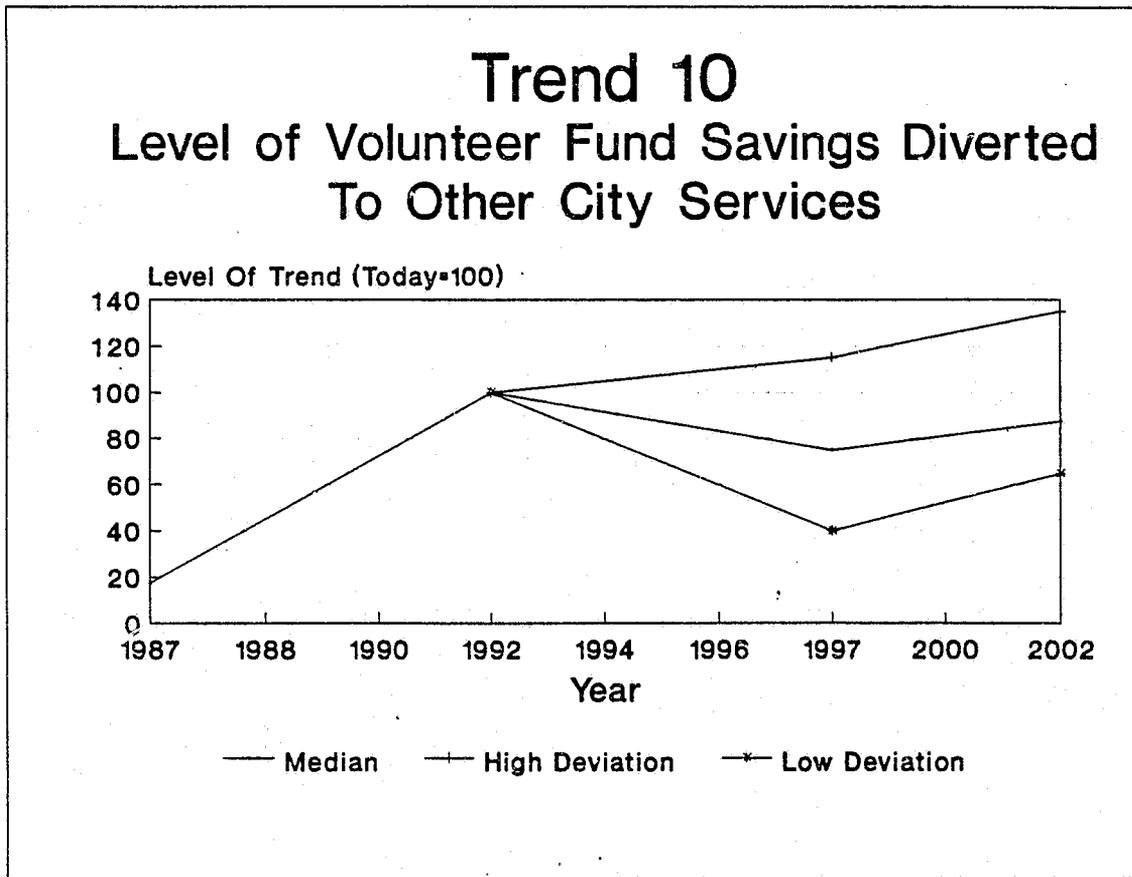
This trend is concerned with the sense of security the public perceives when they see marked police vehicles throughout the community. The panel has several discussions regarding the senior volunteers driving around in marked vehicles and how that could provide a sense of increased community security. Many of the events were discussed in relation to this trend along with how technology would play an important part in making such a program an extension of the observation abilities of law enforcement. The panel concluded the likelihood of this trend would continue to increase at a slow rate. After the first five years it would increase significantly more. The panel formed their opinion based on the probability of the occurrence of Event 3 (Public Awareness Of Volunteers) and Trend 3 (Degree of Acceptance Of The Seniors As a Functional Part of Society).

## ILLUSTRATION 12



Trend Nine was derived from Event Five (Major Change in Benefits To The Senior Population). The results are not likely to have any negative effect on a volunteer program. The panel determined there is already a large number of people who volunteer (especially in public services) to gain job skills. This trend will decline over the next five years. The trend will rise through the following five years almost to the point it is at today. This could indicate some type of event would occur to change the direction of the median. An example of such an event is a reduction in social security benefits or a reduction in medical benefits to the senior population.

## ILLUSTRATION 13



Trend Ten forecasts the level of funding savings from volunteer programs that could be diverted to other needs within a city. Most volunteer programs result in some type of cost savings (Trend Four). Currently, the savings are either diverted to other areas within the department or diverted to other departments within the city. The trend forecasts a decrease over the next five years and then a slight climb over the following five years. The writer discovered later in the research that fund savings from senior volunteer programs can be tremendous. Based on that information the results of this forecast are not supported.

This trend was closely tied to a discussion about new funding sources that led to the development of Event Six. If more funding is available and the need for volunteers is reduced, the impact will be no fund savings to divert from volunteer programs.

Utilizing an event evaluation form (Illustration 14), the NGT panel forecasted the probability of the selected events. The illustration represents the forecasts for the selected events.

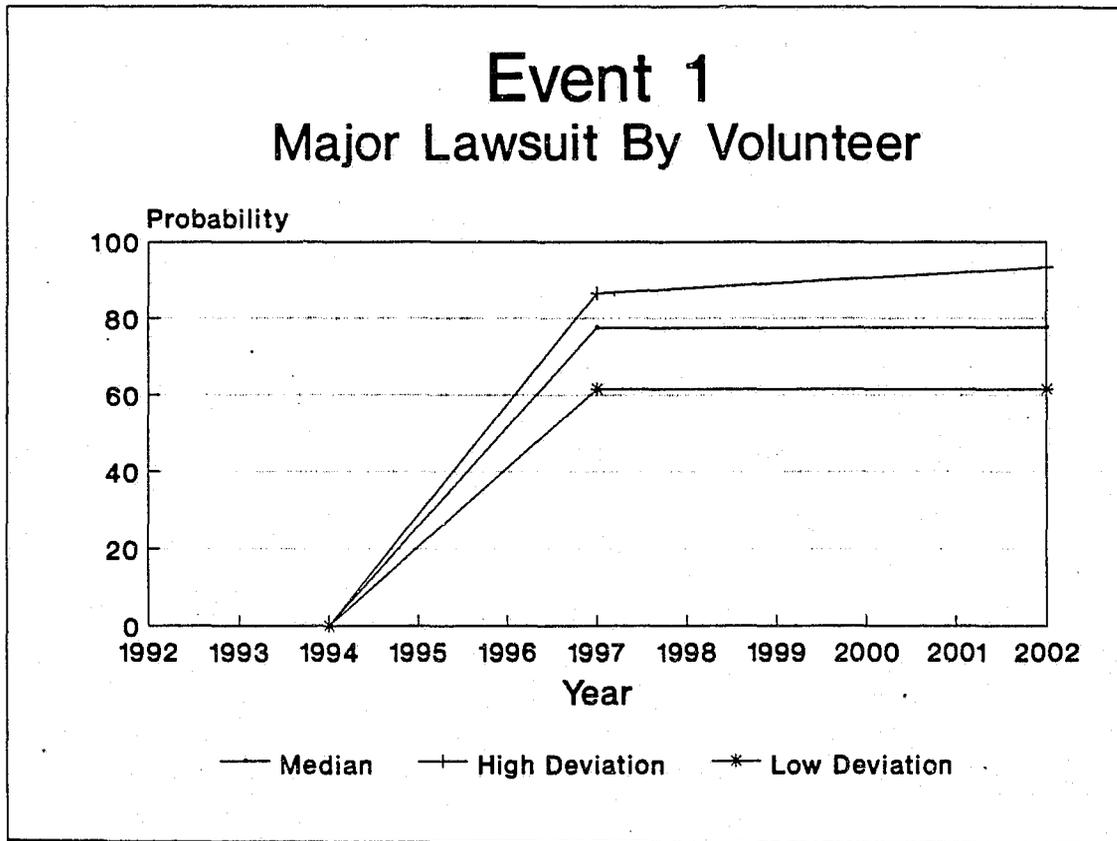
**ILLUSTRATION 14**  
**EVENT EVALUATION FORM**

EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Five Years from Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
E1 Major Lawsuit by Volunteer	2	77.5	77.7	0	9
E2 Death or Injury of Volunteer	1	72.5	77.5	0	9
E3 Public Awareness Campaign Affects Number of Volunteers	1	95	100	9	0
E4 Impact on Other Volunteer Program	3	60	80	6	4
E5 Major Change in Benefits Forces Senior population Back into Work Force	4	60	82.5	0	6
E6 More Funding Reduces Need for Volunteers	4	45	72.5	0	7
E7 Volunteer Programs Made Illegal by Legislative Law	2	50	72.5	0	7
E8 Regionalized Police Services Reduces Need for Volunteers	4	10	50	1	5
E9 Volunteers Organize For Pay & Benefits	4	50	55	0	8
E10 Technological Event Reduces Workload (Volunteers no longer needed)	2	20	35	0	7

Event Graphs and Analysis

The following graphs provide a visual illustration of the NGT panel's forecasted probability for each of selected events.

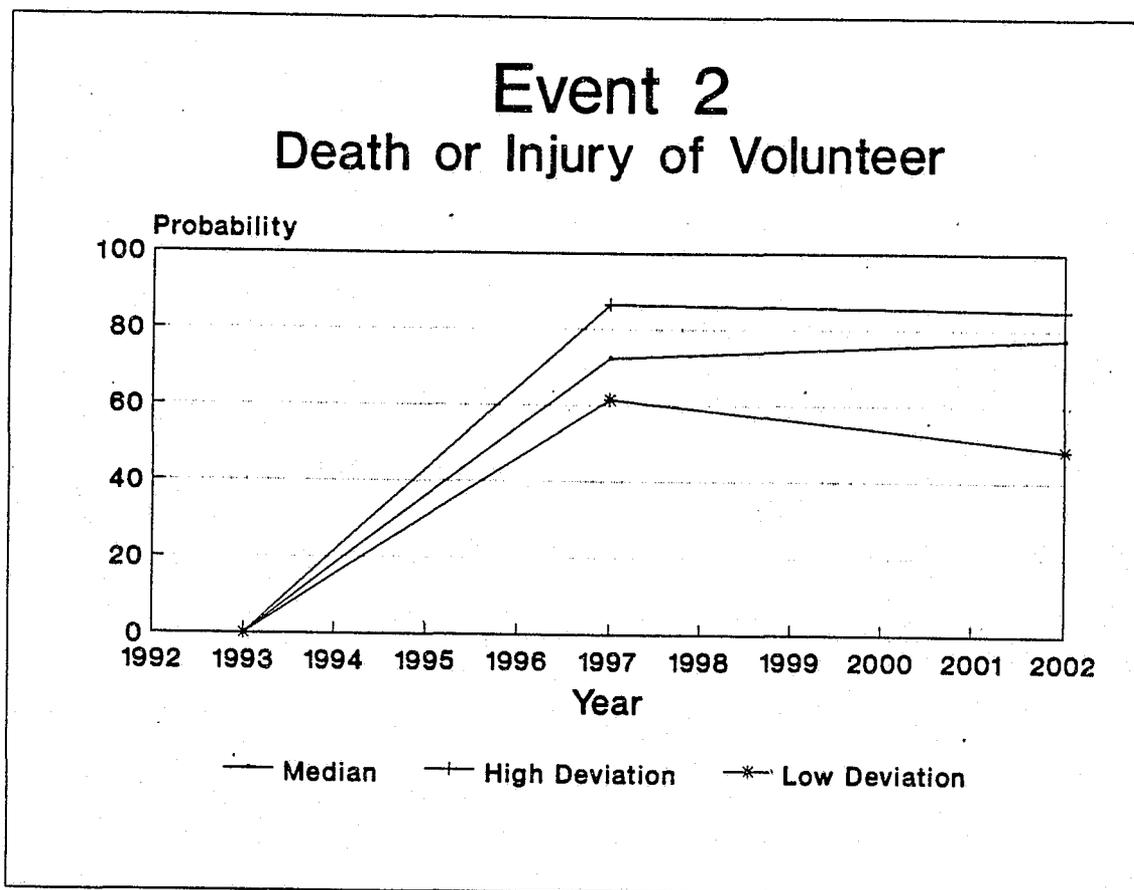
ILLUSTRATION 15



Event One shows the likely occurrence of a liability issue with the use of volunteers in law enforcement occurring within the next five years. Given the current trend of filing lawsuits for even the most minor issues, the panel determined that the statistical probabilities would be the most likely driving force for this event. The consensus of the panel was this event is a separate issue from Event Two (a volunteer is killed or injured while doing their volunteer duty). Once the probability of the event reaches its highest level in five years, the probability for this event remains constant over the following five years. The panel's discussion included the probable passing of laws to eliminate frivolous lawsuits which could explain the flattening of median after the first five years.

Overall, it shows the probability of the event occurring within the next five years to be high. This may also be a series of small liability issues that will be dealt with in some type of permanent fashion, most likely, through legislation.

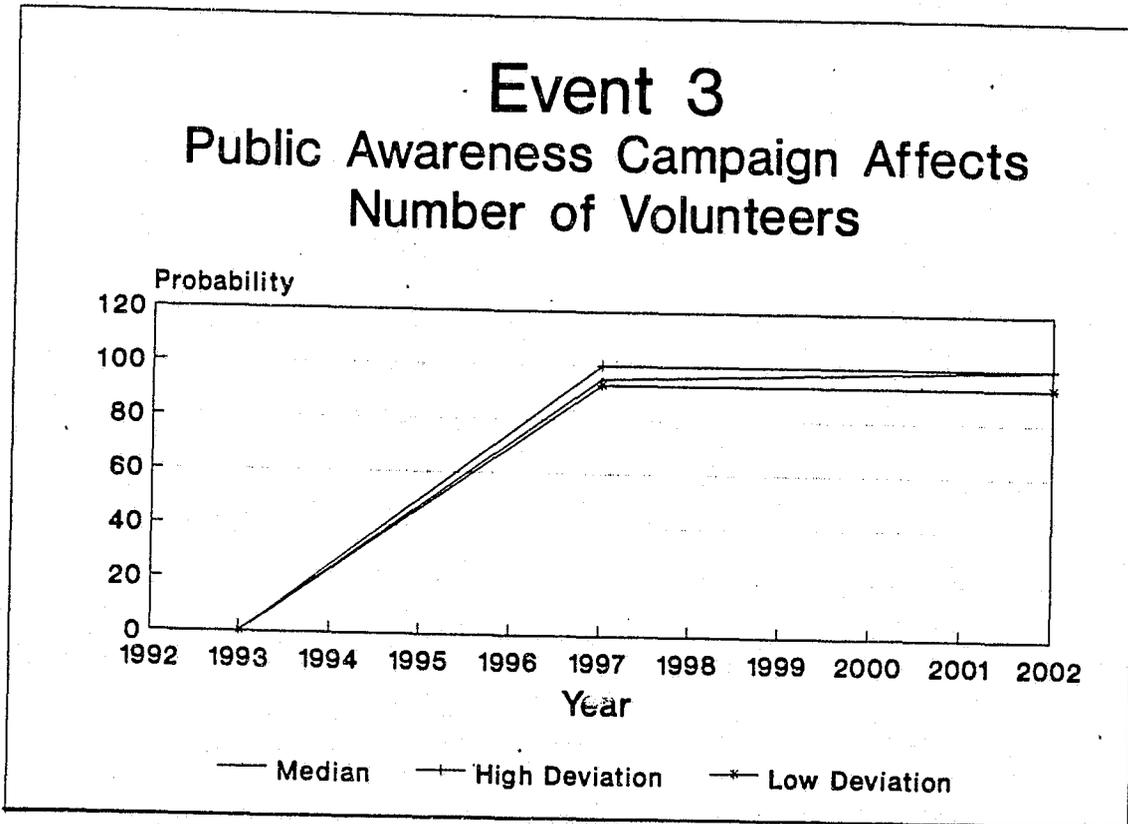
## ILLUSTRATION 16



Event Two is a projection of the likelihood of the injury or death of a volunteer while functioning in a law enforcement capacity. The panel felt the probability of this event occurring was high and would most likely have a significant negative impact on any program. There was a considerable amount of discussion as to the type of injury or cause of death (volunteer gets shot, etc.) and how that would effect the senior volunteer program. With that in mind, the consensus of the panel was: The probability of the event occurring was high within the first five years, and much like the event 1, it will stay reasonably flat over the next five years.

This event could have a significant negative impact on a volunteer program. The panel felt this would be overcome by restrictions being placed on the types of activities the volunteers were allowed to perform training, and by building a positive image for a volunteer program.

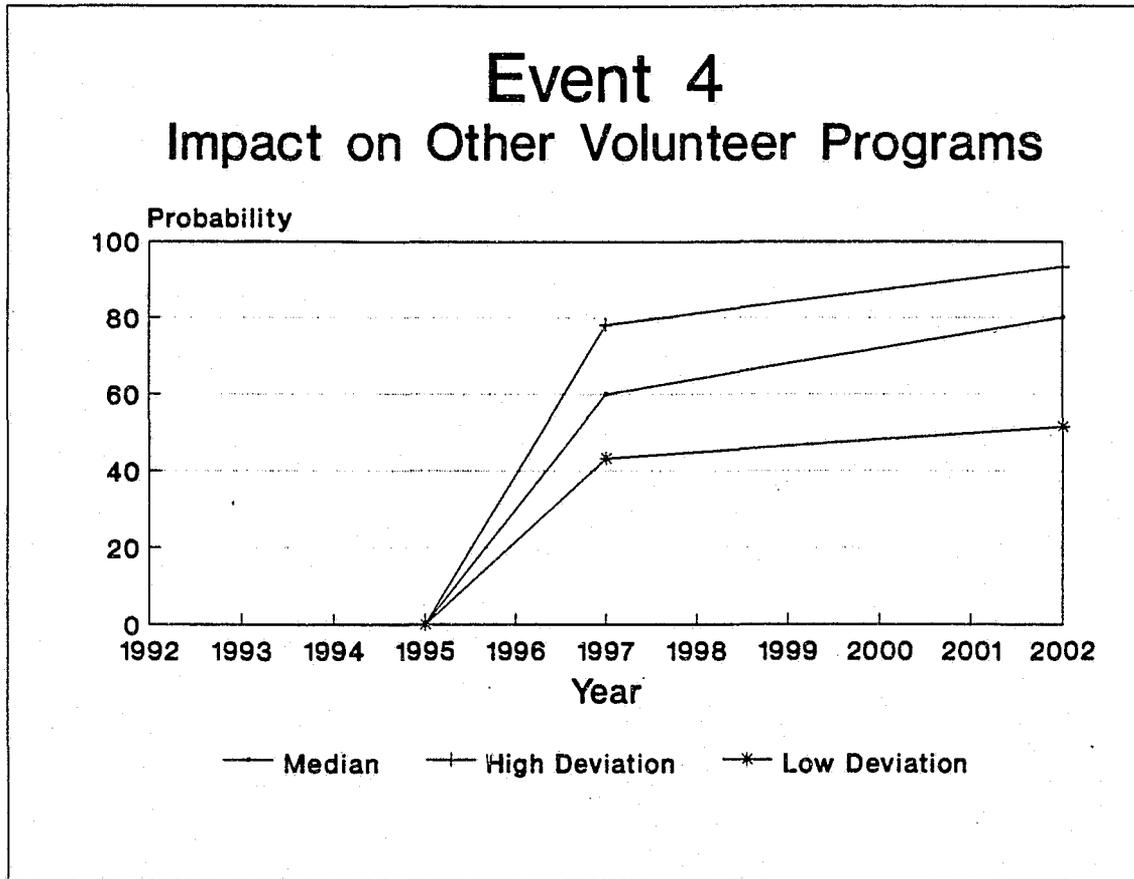
ILLUSTRATION 17



This event shows the impact that a greater amount of public awareness concerning a senior volunteer program would have. The consensus of the panel was there was little chance of receiving negative public response to a volunteer program, except in the event of an accidental death of a volunteer. The graph further indicates the scoring was very close and the deviation is extremely narrow as a result of the voting. This demonstrates how close the consensus was as to the probability of this event. The panel reached a strong consensus. The senior volunteer could be a success (in terms of recruitment) if the public is made aware of the program through a mass market type of approach.

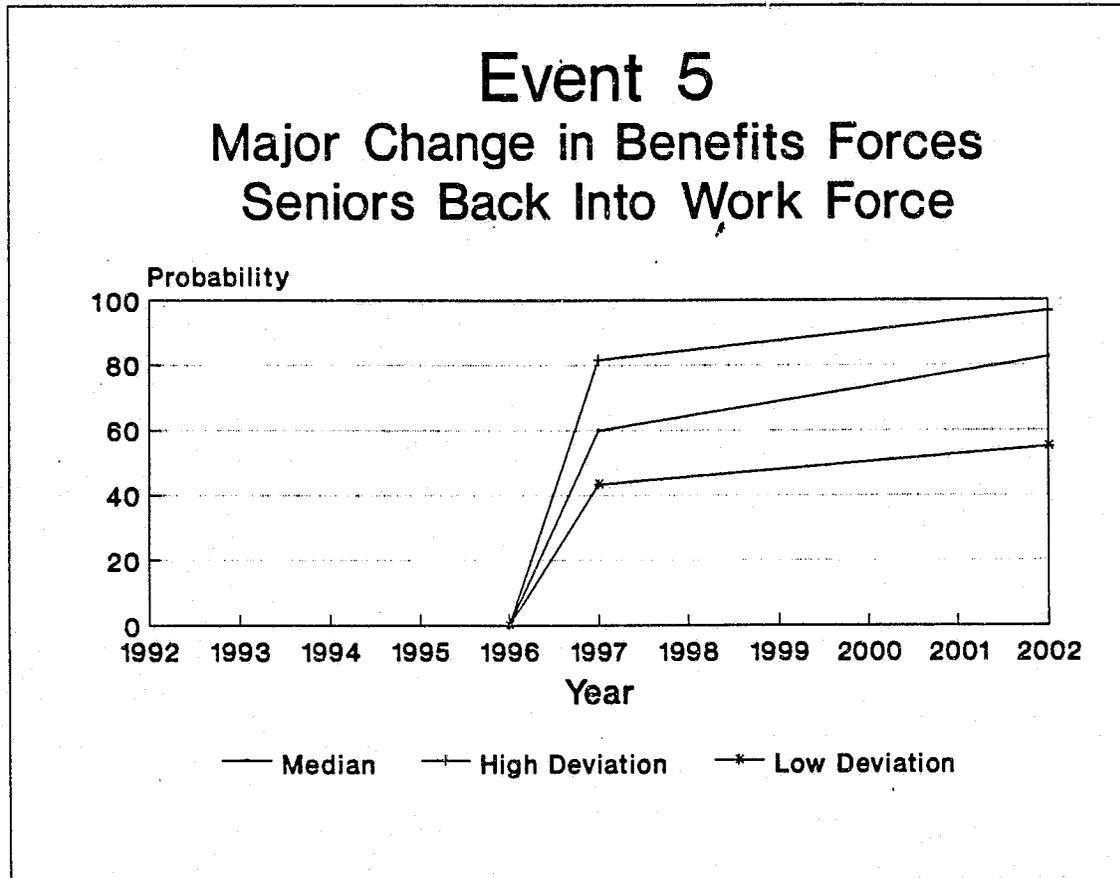
Although there cannot be a 120% probability, this was added to the scale to keep the median with the confines of the graph. No significance should be given to that end of the scale. Increased involvement of the community (Trend 6) was derived as a result of this event being so vigorously endorsed in the table discussion by the panel.

ILLUSTRATION 18



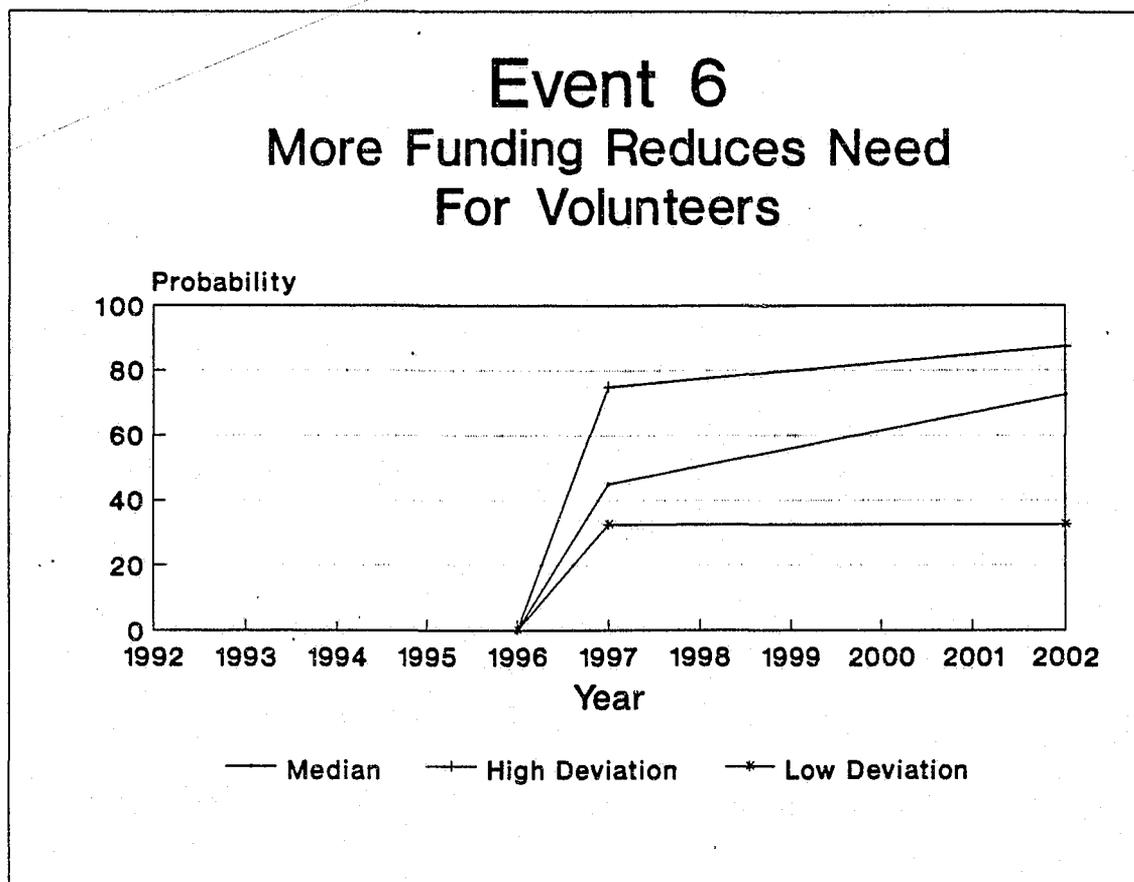
The data from this graph defines the probability of how other volunteer programs could be impacted by a law enforcement senior volunteer program being implemented by a law enforcement agency. The panel reached a consensus that there are a limited number of senior citizens who will volunteer their time. Once the public is made aware of a volunteer program with the police (Event 2), other volunteer services (hospitals, Red Cross, etc.) could lose some or many of their volunteers to police service. The median continues to climb beyond the first five years, but less so, as the senior volunteer programs begin to reach capacity. This event could be a one-time small impact on a community with a small number of senior residents. Given the increase in the age of the U.S. population, this event would have little long-term effect.

ILLUSTRATION 19



Event Five shows the immediate impact of the probable reduction of retirement benefits to the senior population. For example, the age of retirement being moved up to age 70 as biotechnology increases life-spans and the resulting demands on retirement systems become strained. This could negatively impact the implementation of the use of senior volunteers. The consensus of the panel was a high probability of this event occurring but not within the next five years. They felt the likelihood of the event would increase as the baby-boomer generation gets closer to retirement age.

## ILLUSTRATION 20

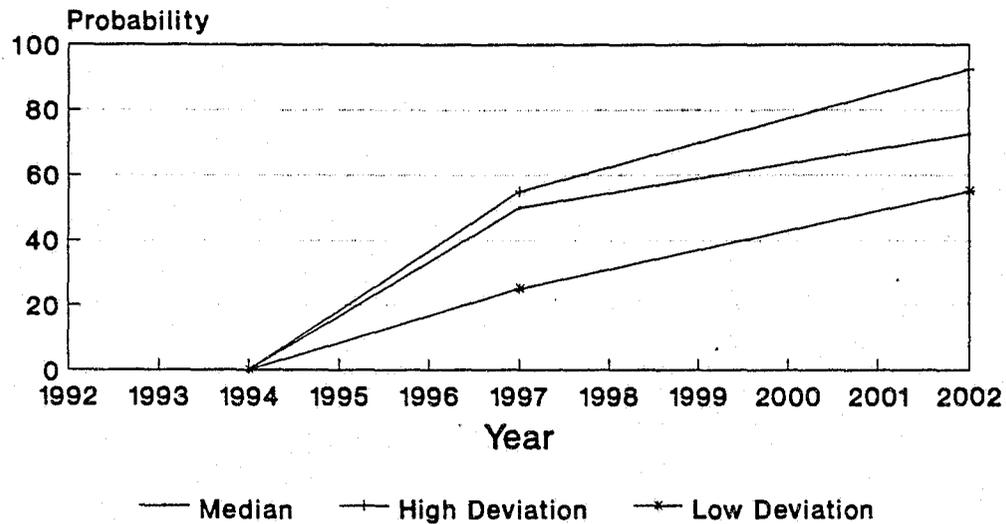


Event Six shows probability of increased funding being made available to law enforcement which could reduce the need to have volunteers do some of the labor. This was a surprising result, given the make-up of the panel. It shows what would currently be considered a rather "hopeful" projection. The panel determined the current negative budgetary events were not the beginning of a downward trend (this is, at best, hopeful thinking). The majority (no consensus could be claimed as is evidenced by the wide deviation from the median) felt new funding sources would be developed which could reduce the need for volunteers.

This event reflects the optimistic thinking that many Americans (and the panel) are known for. Current budget projection for cities and the State for the coming years remains tenuous at best.

ILLUSTRATION 21

## Event 7 Volunteer Programs Made Illegal Through Legislative Law

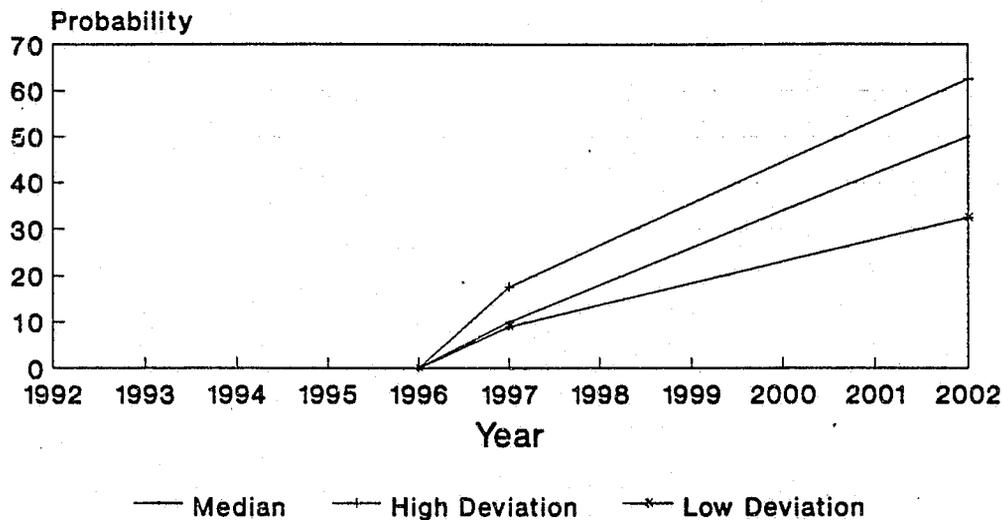


The probability of this event is a continuing threat to any implementation of senior volunteer programs. There was a strong consensus from the panel on this event. Trend One is the use of senior volunteers replacing paid employees on an incremental basis. Employee unions are watching that trend with ever increasing intensity. Employee groups will likely work with both lobbyists and legislators to limit the amount and types of assignments the volunteers would be allowed to perform as the probability of Trend One increases.

The probability of this event occurring must be considered before any type of program planning or implementation is anticipated. Municipalities and county agencies should carefully monitor pending legislation to prevent this type of law from being enacted.

ILLUSTRATION 22

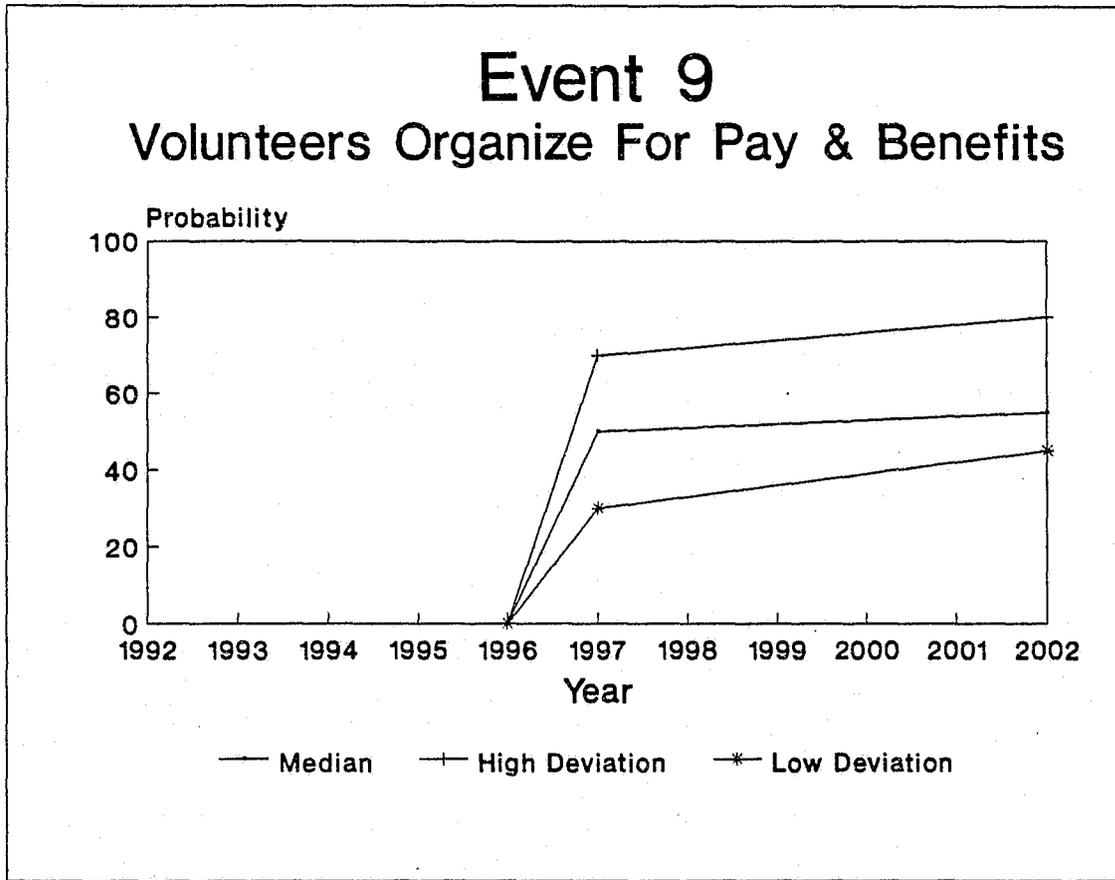
## Event 8 Regionalized Police Services Reduces Need For Volunteers



The event is the reduction of the need for volunteers by the regionalization of police services. The panel felt regionalized police services (in a broad sense) was a reasonable idea due to the current funding crisis. The panel determined the increased probability of regionalized police services would significantly impact the implementation of a volunteer programs. The panel reasoned there would be no feeling of community ownership if the regionalized police services served multiple communities.

This is an interesting event as regionalization of law enforcement would occur due to a lack of funding which indicates a strong need for volunteers.

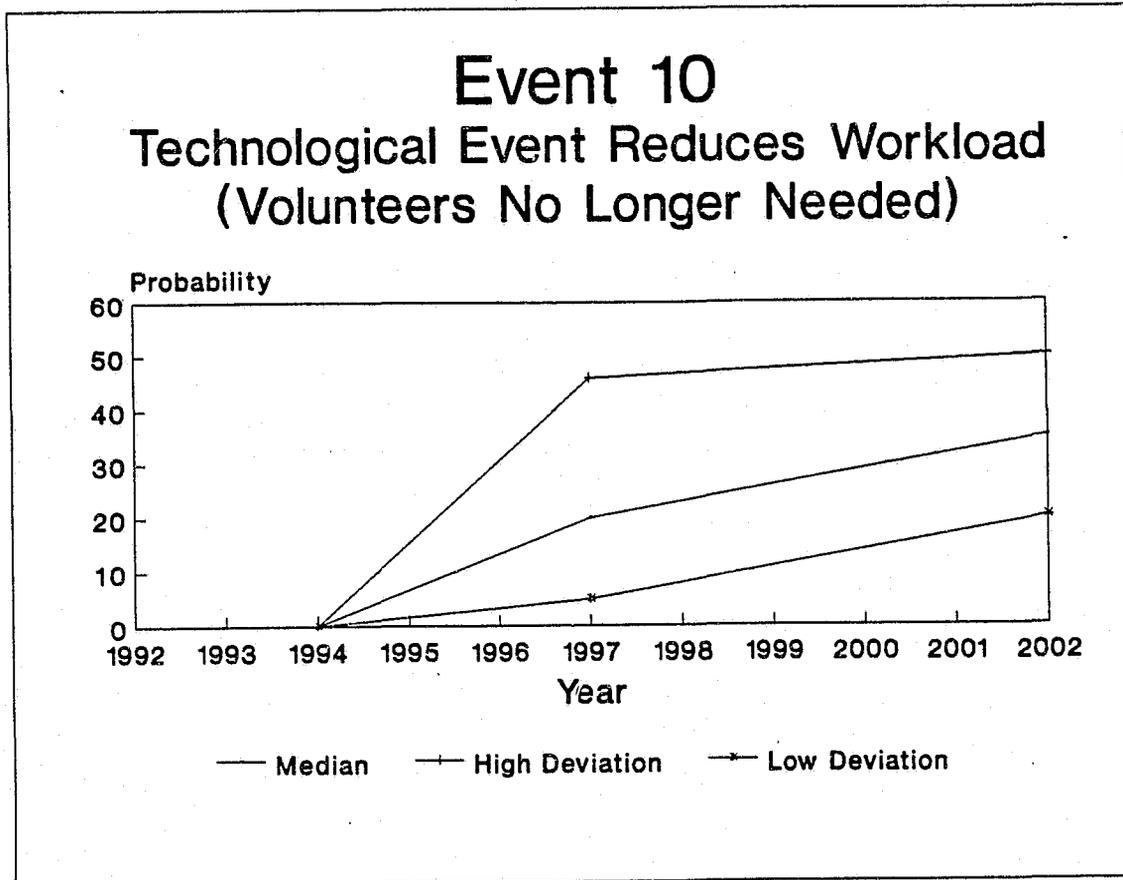
ILLUSTRATION 23



The probability of this event occurring is not likely in the near future. However, its probability is also linked to Trend One (Senior Volunteers Replacing Paid Employees). It is an event that would have to be considered as a possibility after the implementation of the volunteer program. Reward systems for volunteers should be considered for not only positive discipline with the volunteers but as a deterrent factor for them organizing into a bargaining unit.

The panel discussed this event at length since many of them serve in a volunteer capacity. The panel determined the utilization of volunteers to replace paid employees (Trend One) could likely trigger just such an event as this one, should the volunteers be impacted by some other event such as Event 5 (The Reduction of Retirement Benefits To The Senior Population).

ILLUSTRATION 24



Although the median does not reflect a high degree of probability, one can clearly see that some of the voting pushed the deviation up. This is demonstrated by the high deviation from the mean at the probable year of first occurrence. The explanation of this is reflected in the breakdown of the panel. The younger panel members wanted to reach a consensus but felt stronger about the occurrence of event. Some of the older panel members didn't believe technology would have such a tremendous discover as a one-time occurrence. This median is probably low, and it should not be surprising if the event occurred more along the high deviation line.

## Cross Impact Evaluation

The author met with a consensus group of three police managers and a professor from a prominent university to review the forecasts made by the NGT panel.

- ★ Darrell Myrick, Lieutenant, West Covina Police Department
- ★ Ronald E. Holmes, Chief of Police, West Covina Police Department
- ★ Gary Hunt, Ph.d., California State University Los Angeles
- ★ Michael Bennett, Lieutenant, Baldwin Park Police Department

The group estimated the impacts by using a Cross Impact Evaluation Matrix. Illustration 25 indicates the group's estimations.

### ILLUSTRATION 25

#### EVENT-TO-TREND CROSS IMPACT MATRIX

IMPACTING EVENT	MAXIMUM IMPACT										ACTORS
	T1 VOLUNTEERS REPLACE PAID	T2 LONG TERM LIABILITY	T3 ACCEPT- ANCE OF SENIORS	T4 VOLUN- TEERS CREATE SAVINGS	T5 NEED FOR VOLUN- TEERS'	T6 COMMUNITY INVOLVEMENT	T7 LIFE EXPEC- TANCY	T8 COMMU- NITY SECURITY	T9 VOLUN- TEERS GAIN JOB SKILLS	T10 FUNDING DIVERTED	
E1-POTENTIAL CIVIL LIABILITY	-.20 -27.9	.40 55.7		-.15 -20.9		.15 20.9			.15 -20.9	15 -20.9	6
E2-ON THE JOB DEATH/INJURY	-.25 -36	-.90 -129.6	-.10 14.4		-.15 -21.6	-.05 7.2		-.10 -14.4	-.10 -14.4	-.15 -14.4	8
E3-PUBLIC AWARENESS OF VOLUNTEERS	115 18.8		.45 56.4	.20 25.1		.20 25.1	.10 12.5	.15 18.8	.20 25.1		7
E4-OTHER PROGRAMS REDUCED			.05 7.1	.05 7.1		-.15 -21.2			.10 -14.1		4
E5-REDUCTION OF SENIOR BENEFITS	-.40 -40.5	-.05 -5.1	.05 5.1						.60 60.8		4
E6-MORE FUNDING REDUCES NEED	-.30 30.5	.10 10.2		-.40 40.7					-.15 -15.3	.10 10.2	5
E7-VOLUNTEER PROGRAM ILLEGAL*	-.90 -113.7	-.90 -113.7	-.10 -12.6	-.90 -113.7	-.90 -113.7	-.70 -88.4		-.99 -125	-.90 -113.7	-.95 -119.9	9
E8-REGIONALIZED POLICING	-.20 22.4	.30 33.5		-.15 -16.8	-.10 -11.2	-.50 -55.9		-.50 -55.9			6
E9-VOLUNTEERS ORGANIZE FOR PAY	-.50 43.4		.15 13.0	-.80 -69.4	-.50 -43.4	-.10 -8.6			-.150 -43.4	-.40 34.7	7
E10-TECHNOLOGY REDUCES WORKLOAD	-.90 -76.9	.30 25.6		-.10 -8.5		-.40 -34.2			.30 25.6		5
REACTORS	9	7	6	8	4	8	1	4	9	5	

### Analysis of Cross- Impact Data

**Event-to-Trend** - In looking at this cross-impact matrix it is important to note how the matrix is designed to rate the impact of each event on each trend. The events are listed from top to bottom on the left side of the graph and the trends are listed across the top from left to right. One will notice that some cells have two numbers in the cell. The top number is the impact rating the event had in a positive or negative manner. The lower number was computed by multiplying the average of the trend totals over the ten year period listed on each graph. For example, the average of the sum for Trend One is 139.3. Multiply 139.3 times the -.20 in cell one of the matrix. This score equals -27.9. These scores are necessary for the computer driven scenarios from the X-Impact computer program explained further below. The blank cells indicate that the event had no impact on a given trend.

The cell where Event Two (On The Job Death/Injury) impacts Trend Two (Long Term Liability Issues) shows the most significant negative impact (-129.6) on the matrix. This event also comes to play in both of the scenarios selected for this paper. The impact of such an event is easy to determine. The high negative impact would be an obvious response to the likelihood of its occurrence. Such events have generated almost complete changes in the foundations of public service as well as private enterprise.

Another interesting cell is Event cell 3 (Public Awareness Of Volunteer Program) impacting Trend cell 3 (Acceptance Of Seniors As Functional Members Of Society). This is a positive impact. The use of senior volunteers in police type services projects an image of competence in

their abilities and will likely serve to have them better accepted by society as functional members.

**ILLUSTRATION 26**

**EVENT-TO-EVENT CROSS IMPACT MATRIX**

IMPACTING EVENT	MAXIMUM IMPACT									
	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10
E1 POTENTIAL CIVIL LIABILITY		-40	-10	-	-	-20	-30	-	-40	-
E2 ON THE JOB DEATH/INJURY	-95		-	+20	-	-30	75	-	-40	-
E3 PUBLIC AWARENESS OF VOLUNTEERS	30	20		+30	-	-	+20	-	-10	-
E4 OTHER PROGRAMS REDUCED	-	-	+30		-	-	-30	-	-60	-
E5 REDUCTION OF SENIOR BENEFITS	-30	-	-20	-		-	-	-	-80	-
E6 MORE FUNDING REDUCES NEED	60	30	-45	+30	-		-	-	+40	10
E7 VOLUNTEER PROGRAMS ILLEGAL	90	-	-90	50	-	-		-	-	-
E8 REGIONALIZED POLICING	70	-25	-10	-	-	-	-		30	-
E9 VOLUNTEERS ORGANIZE FOR PAY	-10	-	-90	-30	+95	-55	-	-		-
E10 TECHNOLOGY REDUCES WORKLOAD	55	40	+10	+40	-	-60	-	-	40	

**Event-to-Event** - This matrix displays the impact of each event on every other event. Notice that no event can impact itself. It can have a significant impact on the other events. An extreme

version of this would be if one event happened it could conceivably prevent one or more of the others from ever occurring.

An interesting occurrence is Event 2 (Death/Injury Of Volunteer) impacting Event 1 (Major Lawsuit By Volunteer). This has a high negative rating. It is clear to see how the death or injury of a volunteer could easily cause a major lawsuit and perhaps ultimately lead to the elimination of a volunteer program.

Another example is the impact of Event 5 (Reduction Of Benefits To Senior population Forces Seniors Back Into Work Force) on Event 9 (Volunteers Organize For Pay And Benefits). If legislators enacted laws to reduce Social Security, it could clearly cause elder volunteers to consider organizing to receive pay and benefits to compensate for the loss of retirement benefits.

This matrix requires one to consider the impact an event could have on another event. It should also require one to think in broader terms when making policy decisions.

A computer program<sup>16</sup> was used to develop alternative futures based upon the originally generated trends and events (10 each) from the Nominal Group Technique panel. The following data was entered to provide the tables from which to develop alternative futures:

- ☛ Event-to-event cross-impact matrix results
- ☛ Event-to-trend cross-impact matrix results
- ☛ Cumulative event probability for 10 events
- ☛ Median forecasts of 10 trends

The program compiled and correlated the sets of input data and generated 10 iterations or alternative futures. Two iterations were then selected from the 100 to be developed into scenarios to compliment the "most likely" scenario developed in the Nominal Group Technique. The two scenarios were selected for their unique and interest futures.

Three future scenarios were developed. One from the forecasted events and trends developed by the selected panel utilizing the Nominal Group Technique (NGT) and the cross-impact analysis. The remaining two scenarios were written from the data developed in the X-Impact computer model listed in Appendix C and Appendix D.

#### **SCENARIO NUMBER ONE - Most Likely**

It is the year 2002. The size of the City of West Covina has grown only slightly as it is almost totally surrounded by other incorporated cities. Senior volunteers in the Seniors Helping Our Police (SHOP) unit continue to be used but in very menial positions. Many of the paid employees are overworked. Staffing levels have not grown since the budgetary crisis in the early 1990's. Funding sources are still a major problem for municipalities throughout the State.

The volunteers now replace a paid employee only when a vacancy occurs through an illness or on an emergency basis. The Chief of Police continues to try to fight for the use of more volunteers by showing the cost savings that could be diverted to other police needs but she gets little cooperation from her staff and employee associations. There was a clear pattern of

designed interference by the employee associations connected with the Chief's failure to get the free resources of volunteers expanded.

The police department continues to pay off lawsuits caused from some of the volunteers being injured. The first civil case occurred in 1994. A volunteer was shot while issuing a parking ticket to a vehicle while the occupants were robbing a food service center. A training program was considered to help identify and train the volunteers to be more alert to surroundings while driving but it has not been implemented. Other incidents include slip and falls, being hurt by tools, or other types of accidental injuries that continue to plague the program. The civil claims have been a nuisance but little or nothing has been done.

As a result of the volunteer being shot, a significant amount of negative press coverage was directed at the SHOP program. The results were a decrease in the number of people applying to the program. During that same time frame (1995-97), the requirements for volunteering were raised as the program tried to get better quality volunteers. The department continued to look for ways to be more involved with the community. Most of the attempts to be more active with the community are still generated from the Community Relations Division. There is still little contact with the community other than through calls for service.

Life expectancy is now well past the century level. This has given the senior citizen a new lease on life. With the increase in life expectancy there are more senior citizens than at any other time in the history of the United States. They are, of course, the largest segment of the

population and are a new and powerful voting group. They are more active than the senior citizens were in other times. In the meantime, calls for service have increased as there are more people to police. As has been the trend over the past 10 years, fewer people are out in the evening and night hours for fear of becoming victims.

The reduction of Social Security benefits continues as the rumors of "age wars" continue from the young members of society refusing to foot the bill for the ever increasing senior population. Some senior people volunteer their services to gain new job skills. Congress is still considering some type of legislation on incremental reductions in all retirement benefits based on the number of years each person lives beyond 100. The American Association Of Retired People (now the largest lobby in recorded history) has had most significant bills killed in committee.

Although the population of senior people has increased, the number of those people volunteering has remained flat. Most of the senior citizens are more active than ever. There has been little done to attract them into volunteer service. Many of the volunteers in service work at several different places are doing new and different tasks.

Technology played a significant role in law enforcement in 1998. The utilization of satellite observation posts (formerly military spy satellites) made available by President Clinton in 1997 has resulted in identifying criminals committing crimes outside of buildings. Street robberies, carjackings, and other crimes committed outdoors have declined dramatically over the past five years. This allowed one-half of the officers formerly working in patrol cars to work on foot in

the large indoor industrial work malls and shopping centers. Additionally, this provided for more opportunities for senior volunteers to work in non-hazardous assignments.

The Regionalization of Jail and Forensic Services Act (Assembly Bill 2005) was passed in the year 2000. This resulted in fund savings to most of the large cities in the State. The small cities were then forced to pay for all forensic services that had been previously handled by the county sheriff. Jail services are now state run from initial arrest to incarceration in the state penal system. Regionalization of services has been a continuing trend starting around 1993/4. This cost saving measure for the State is another of many implemented over the past ten years to cut State spending and pass the costs on to the local government.

The proposed legislation (AB 305) which would make the seniors who are capable of working ineligible to receive CAL-SOC (free socialized medicine for qualified groups) is still moving through committees in the State legislature. The members of the California Safety Officers Association is pushing this bill for the third time in the last five years. They started lobbying most heavily in 1999. They have been the most active leaders in the "Age War" movement. The American Association Of Retired People (AARP) has lead the battle against this legislation from its inception. This could be the year that it finally gets to the floor for a vote.

In summary, a number of events and trends had different effects on the volunteer program. A department with a staff of future thinking managers could have been prepared for these eventualities. Earlier policy changes could have been the catalyst for the prevention of several

disastrous events. There are still areas that need to be addressed. Employees are still unhappy with volunteers replacing some of their positions as is evidenced by the push for legislation to ban the use of volunteers. The areas of contention should be addressed to prevent a bigger rift from developing between employees and the volunteers.

The longer life span of the baby-boomers will continue to drain the benefit programs for retired people. This issue could have an adverse effect on the volunteer program because it may force the seniors to go back to work to supplement their lost income.

There is a clear need to focus research on the area of using elder volunteer programs for the future of law enforcement. A few agencies have some type of program. Most of these programs are not a meaningful use of the talents that the seniors possess. With the baby-boomer generation reaching toward retirement age, law enforcement agencies need to be ready to tap their knowledge. They will be a powerful political block. Many research groups (including Age Wave) see an, as yet, untapped resource pool.

**Scenario 2** - Iteration number 85 (Appendix D) was selected for writing the second scenario. In focusing on a worst case scenario, the writer looked for events that would impact an unprepared City Of West Covina Police Department or other similar mid-sized police department that had implemented a volunteer program utilizing the senior population without considering events that would impact the program. The scenario will start with the beginning of year 1993 and progress to 2002.

The year 1993 started well enough for a new volunteer program. Approximately 20 new "recruits" had been trained to do a number of tasks that budgetary constraints had cut over the past two years. A small training class was designed to teach the senior volunteers such things as cardiopulmonary resuscitation, radio procedures, organizational procedures, and other basic instruction. The program director was satisfied that the program would continue without any significant changes. It didn't change for the next two years.

In the spring of 1995, a senior volunteer was involved in a traffic accident. The volunteer made a left turn in front of a school bus carrying sixteen educationally handicapped children from a special school on the south end of town. The volunteer had multiple injuries including a broken leg. Eight of the children were injured and the bus driver was killed. Within sixty days, the volunteer filed a lawsuit against the City for failing to adequately train the volunteer in driving procedures. Ten days later, all of the handicapped children's family filed suit as well along with the widow of the bus driver.

In late 1995 and early 1996, employee unions put pressure on State legislators to enact a law to severely limit or make illegal the use of volunteers in law enforcement. The program continued to utilize volunteers and used them to replace paid employees. The city manager had ordered the cost savings into the police department's risk management budget as the previous accident case would likely have a significant long term negative financial impact when it was adjudicated.

The program continued to expand. One of the volunteers attended a hospital volunteer meeting and bragged of the "adventure" of the police department, that everyday is something new and exciting, adding that senior citizen police volunteers are the trend of the future. A large number of hospital volunteers quit and joined the police volunteers. Hospital programs continued to lose volunteers to the police volunteers. The program expanded with little direction. Several of the volunteers had questionable injuries when they slipped and fell in the station. Several new lawsuits were filed.

A reporter from the Los Angeles Times did an extensive story on the use of senior volunteers. Part of the story included the cost savings to cities and how to apply to be a volunteer. The increase in the public's awareness of the program inundated the department with potential volunteers. The Chief of Police wanted all of them used as he received pressure from the city council to use the volunteers to help save money.

Later in that same year, a retired AFL-CIO board member was admitted into the volunteer program. One month later he began to organize the volunteers and demanded pay and a benefit package. The police officers association started negotiations with the volunteers to attempt to become a bargaining unit for them.

In response to the possibility of the volunteers organizing for pay and benefits the city council enacted a special utility tax to pay for needed police services. This money was used to hire more police officers and the volunteer program was cut back.

The public was outraged at the enactment of a special tax and started recall efforts against the mayor and two of the other council members who voted in favor of the tax. The council becomes split into two factions. The two members that voted against the tax aligned against the mayor and the other two council members to keep from getting caught in the recall effort. To further complicate the program, members of the police department staff had worked for two years on a budget proposal to upgrade the computer system. The proposal had been "leaked" to the council in the earlier year to help develop support. The night of the council meeting when the computer proposal (\$4.8 million) was presented was two months after the utility tax was enacted. The proposal lost four to one.

Both the police and fire chief tabled all of their future plans for equipment and personnel until the furor over the tax was resolved. It didn't happen soon. Only the mayor was successfully recalled and a special election was called for the next year. This kept everything on hold, as most expenditures met with a tie vote and nothing got done or purchased.

Budgetary problems continued to plague the State. Service cuts continued and the need for volunteers was present but was very slow due to pending lawsuits, legislation, and other events that had impacted the program in a negative manner.

By 1998, bio-technological research continued and life expectancy kept getting extended. As a result, benefit systems for retired people became strained. This resulted in the reduction of benefits to the seniors and forced many of them back into the work force. People who planned

on retiring stayed in the work place. This event kept the younger generation locked in place on career ladders as top level managers and employees stayed beyond the traditional retirement age to maintain benefit packages.

The continuation of State budget problems forced the regionalization of police services in the year 2000. Cities and counties were forced to pay the State for jail services as the State began to run and maintain all jail services. Forensic services were also regionalized and State run. This eliminated many of the services that the volunteer program had assisted in. The volunteer program began to decline and community involvement with the police department decreased with it.

While the volunteer program was in its death throes, a technological break-through with the use of satellites reduced the workload of sworn officers. The satellites were focused on the United States to assist in stopping street crime. Criminals were photographed as they committed crimes in the streets. The photographs were shown on the evening news each night. Street crimes dropped almost to the point of non-existence. Officers were then free to provide services long ago lost in the budget crisis. Volunteers were needed less and less. Only a few dedicated volunteers continued to serve and help with non-hazardous duties.

By 2004 the senior volunteer program was dead due to a lack of participation.

Scenario 3 - In writing scenario number three, the writer selected iteration number 29 (Appendix E) from the X-Impact computer program which developed 100 possible futures from which to choose. Iteration number twenty-nine was selected as it had a number of events occurring at different times in history as compared to scenario number 2.

In this scenario, an entirely different look at the history of the West Covina Police Department's Senior Volunteer program will be presented. The time line is the year 2002. This scenario will define what a future thinking management team can do when presented with events that could adversely effect existing programs. Conversely, actions taken when an event could modify other events or trends in a positive manner can also be dealt with by an effective management team.

The Seniors Helping Our Police (SHOP) program started in the early 1990's, continued to be a strong asset to the police department and the community as a whole. Many events have occurred over the past ten years that have effected the program. Some have done some harm, most have been used in a positive manner.

To begin this historical brief, one needs to look back late into the year 1992. A volunteer program was developed and implemented utilizing six senior volunteers recommended by the director of the senior citizen center. Soon, four more volunteers were recruited by the existing volunteers. The program started slowly with a lot of skepticism by the police officers and other employees in the department.

This is a pilot program which will have senior volunteer doing various assignment in the future to augment the services provided to officers. In order to gain acceptance by the officers, the management team asked officers to volunteer to assist in training the new volunteers in many of the services provided by law enforcement; traffic control, first aid, telephone courtesy, radio procedures, and other "safe" jobs. Only two officers out of 115 accepted the challenge. However, over a year period, the senior volunteers became accepted by all of the employees in the department.

In 1995, the program was presented on a segment of 60 Minutes. The format was positive in nature. The volunteers were being utilized in capacities that paid employees had done before. This was an accepted practice as the volunteers had proven their worthiness to the employees by being available to do jobs when no one would have been there. The publicity also gave the senior population a boost in being accepted by the public as a functional part of society.

In 1996, tragedy struck. A senior volunteer was severely injured while directing traffic at an accident. The volunteer sued the city for medical costs, etc. There was an editorial in the local paper (by the editor) about using the volunteers for "dangerous" assignments. The subsequent days saw numerous letters to the editor about the good job that the volunteers do. The support was overwhelming, due in part, to the volunteers having been assigned to do the little things (checking on houses while the owner is on vacation, transporting stranded motorists, helping at the front counter of the department, etc.) which presented a positive image for the volunteers.

and the department. This had also developed strong ties to the community. Nothing negative was written again.

The late part of 1996 and the early of part 1997 saw two events occur. The first was a bill in Congress extending the age of retirement for Social Security to age 74. This bill was created as insurance company projections showed life expectancies increasing and that the baby-boomer generation was approaching retirement age. The baby-boomer generation could have conceivably depleted the Social Security system in a very short time. This bill gave the system a chance to look at some options before the year 2000. The volunteers saw this as a threat to their security.

The second event was the volunteers attempting to organize with the police association for benefits and pay. Management was quick to provide information to the volunteers showing that they would not be effected by that legislation in order to prevent the action by the volunteers. After some reassurance, the issue was no longer a threat to the volunteers but was still a long term issue to be dealt with for the future of the program.

The continuing funding problems for cities in California did not improve through the last decade of the 20th century. Volunteers were still needed to provide expected services by the community. The community still expected high service levels without increases in taxes. It was the task of city management to strive to achieve that expectation, while at the same time, trying to educate the public as to the limits of funding sources.

The continued development of technology in the world saw a tremendous break-through in 1999. New military satellites were now in place. The older, but still functional, satellites were made available to law enforcement. Many crimes were being solved via satellite video taping and play-back. This helped reduce the workload of field officers. Those officers were free to become more involved in other investigations as well as having more time for positive community contacts. Volunteers were still in use but they now needed to be trained in some other areas as officers were again free to help people with those "personal" touches long ago lost with increasing crime and decreasing funds.

In 2001, a group of special interest lobbyists pushed legislation to make the use of volunteers illegal. The special interest group was afraid that Congress would again extend the retirement age and volunteers would be doing jobs that could be done for pay. The bill failed by a narrow margin. More of this type of activity can be expected until decisions are made about retirement ages. Bio-technology promised to extend life spans past 100 years within the next several years. All that is needed are the results from long term examinations for side effects from the control group.

In early 2002, a bill was passed by Congress to provide additional funding for law enforcement. The funds have yet to filter down and no one knows what strings will be attached by the Federal Government. These funds could provide for pay and wages of existing officers. It does not appear that the funding will be sufficient enough to impact the continuing need for volunteers.

The program has been adjusted to a number of events over the past ten years. No research data has been done as to the future availability of the next generation of the seniors (baby-boomers - born between 1946 & 1964) as resources for the volunteer program.

### Policy Considerations

Policy considerations and development are based on the hypothetical scenario to aid in creating the desired future. That future includes a highly efficient senior volunteer force that is utilized to promote all the strengths of its members and help project a caring and professional police department. The policies will be for a mid-sized California police department (300 or less personnel). The West Covina Police Department will serve as the model agency.

It will be the policy of this department to:

- ☛ Value the skills and talents of everyone working here.
- ☛ Be actively involved in the training of all personnel.
- ☛ Find creative approaches to utilizing volunteers in all aspects of our mission.
- ☛ Value the senior volunteers, not only for the service they provide, but as members of the department and community.
- ☛ Be able to effectively measure and substantiate the results of the senior volunteer program utilizing valid measurement techniques.

The standard used for selecting these policies was the probability of their successful execution.

### SECTION III

#### STRATEGIC PLAN

The nucleus of this section is the formation of a plan to implement a strategy for the West Covina Police Department (or other medium-sized police department) to realize a desired future based on the scenario from the futures study. This is based on the belief that it represents the most desired future.

This study is directed at mid-sized police agencies using the West Covina Police Department as a test model. The West Covina Police Department is a medium-sized suburban police department, approximately 20 miles east of the City of Los Angeles. The city has 95,000 residents. The city's population is, generally, middle- to upper middle-class. The police department has approximately 160 employees with 113 being sworn officers.

Like most of the country, the city's age demographics are changing. There is an increase in the number of older citizens as well as the median age of the city's officers. The Chief of Police is aware of these and other changes and also concerned with the dwindling fiscal resources available to the city. The components of the strategic plan are:

- A mission statement
- Situational analysis
- Organizational capability analysis
- Stakeholder identification and analysis
- Policy alternatives
- A selected strategy

## Mission Statement

The mission statement is in two forms. A **macro** statement represents the organization's overall mission to the community and to the people employed by the organization. The mission statement was written by an ad hoc committee of police department employees just over two years ago.

The **micro** statement identifies the commitment to the people of the organization specific to the issue. The micro statement was written by the author and two colleagues.

Macro - The members of the West Covina Police Department are committed to protecting the lives and property of the people they serve, with integrity and compassion. By consistently performing in a professional manner, they project an image that every citizen can trust and respect.

Members work together in an atmosphere of cooperation and teamwork, always with respect and mutual trust. Members of the Department are responsible for the success of the organization and are accountable for all the decisions, actions, and performance by the members. Members share a commitment and loyalty to each other, and the community, and strive for a fair and open relationship; putting aside personal motives for the good of the organization.

Micro - The members of the West Covina Police Department are dedicated to providing a work environment that reflects the talents and skills of **all** its members. Members of the Department will recognize that age is not a barrier to the skills and knowledge necessary to effectively operate the department. All members of the Department will be committed to the development of each senior volunteer by utilizing the skills and talents of those people for the benefit of the organization and the community.

## Situational Analysis

An inspection of the situation is introduced examining the external and internal environment concerning the issue and sub-issue questions utilizing the STEEP (Social, Technical, Economic, Environmental, and Political) process and WOTS UP (Weaknesses, Opportunities, Threats,

Strengths, Underlying, and Planning) analysis. The examination is employed to direct the organization's development of the designated strategy.

A consensus group of four colleagues collaborated with the author to produce the situational analysis and identify the stakeholders and the stakeholder assumptions. The group members were:

- ★ Darrell Myrick, Lieutenant, West Covina Police Department
- ★ Michael Bennett, Lieutenant, Baldwin Park Police Department
- ★ Michael Bostic, Commander, Los Angeles Police Department
- ★ Merle Fisher, Retired business owner, West Covina, CA

### External Environment

#### Social

**Threats** - The increase in age demographics, increasing the number of senior citizens in the city may out-pace the department's ability to recruit and create positions for senior volunteers.

Public perceptions that calls for service should result in a response by a police officer will have to changed if senior volunteers are to assist in non-emergency calls.

Perceptions that the senior population are non-functional members of society may weaken the community's perception of the police department. The general population is "gerontophobic."<sup>17</sup>

**Opportunities** - Increased contact with the community through recruiting and the increase in the number of non-sworn citizens being involved with the community while representing the police department.

Community leaders in the city will likely be supportive of efforts to effectively deal with the seniors and the senior population's increased feeling of usefulness.

The work force of the police department should become more sensitive to the needs of the senior population through their day to day contact with them.

An increase in the number of identifiable police vehicles will increase the perception of security by community members.

#### Technology

**Threats** - Continued progress in the use of computers could reduce the need for some services provided by the police department. The reduction in service could adversely effect the need for having volunteers.

**Opportunities** - The technological advances continue to make jobs easier to perform and increase information flow.

Bio-technology has increased life expectancy thus providing a bigger pool of human resources to draw from.

### Economic

**Threats** - The trend of decline in government revenues will affect funding for equipment outlays and reduce personnel available to train senior volunteers.

Continuing lawsuits aimed at governmental agencies may cause the leaders of those agencies to refrain from doing anything innovative.

Current economic trends indicate future generational wars over the cost of Social Security and other retirement benefits.

Changes in the criteria for eligibility to receive Social Security benefits will force older workers stay in the work force longer which will reduce the number of qualified senior volunteers.

**Opportunities** - Reduced government resources creates the need for volunteers. Volunteers save fiscal resources allocated for wages and benefits.

The community will support senior volunteers when community fiscal resources are better utilized for professional services and fund savings can be diverted for other uses.

Capital outlays for starting senior volunteer programs are inexpensive and have small long-term costs.

### Environmental

**Threats** - An increase in the number of service vehicles could meet some opposition by environmental groups. Air Quality Management District restrictions could reduce unit availability during smog alerts.

**Opportunities** - An increase in the number of identifiable police vehicles may reduce crime and make the community a safer environment to work or live in.

### Political

**Threats** - Political figures (City Council, Chamber of Commerce, etc.) will have to be educated regarding police mission regarding the use of senior volunteers.

Political meddling in program implementation for furthering political career purposes is likely.

Funding the program may be a political issue.

Organized labor may bring about pressure to keep volunteers out of the police department when they perceive the volunteers as replacements for paid employees.

**Opportunities** - The senior population is, and will be in the future, a strong political body likely to support a volunteer program between themselves and the police.

The police department gains political strength through its day-to-day contact with the senior community members.

Political support for volunteers is a long standing tradition in the community as well as the nation.

### **Organizational Capability**

Concerning its ability to adapt, change, or meet the concerns of its customers, the West Covina Police Department has indications of its strengths and weaknesses.

Strengths: Money for equipment has been supplied by a highly productive major narcotics unit that has seized over \$100 million. The net return back to the City of West Covina has been over \$15 million with \$6 million still pending. This asset seizure money is restricted in its use by federal statutes. The restrictions on the money and the anticipation that the Federal Government will change the process of rebates keeps the money from being used to fund positions other than those directly involved in narcotic enforcement.

As a medium-size department, the agency has been a leader in innovative ideas and programs over the years. The agency prides itself in being one of most technologically advanced,

medium-sized departments in the State, perhaps the nation. The Department's computerized records and jail booking systems are sold to other agencies, worldwide. Many other agencies have systems modeled on a similar basis. The system is user friendly.

The department has several volunteer programs currently in effect. One is the law enforcement Explorer Post involving teen-age youths. The other is a new pilot program involving the use of the senior population. It has been in place for less than two years. The programs are very popular with the City Council, City Manager, and the community. It is accepted by the employees of the police department, although some of the volunteers are made fun of behind their backs.

Weaknesses: While the department has been innovative in most areas, it has drifted away from being involved with the community. Its involvement has been minimal over the past few years. Current events affecting law enforcement have caused concern about the importance of the police department being more involved in community issues as well as repairing the damage done to law enforcement's image.

The impact of financial constraints have driven the agency from an innovative mode to one of survival. Future planning is more concerned with trying to keep what is in place, rather than looking ahead, using the financial crisis as the catalyst for the implementation of new ideas.

Decreases in job benefits and threats of pay cuts loom over the heads of all city employees. While morale remains high, the uncertainty of not knowing what will happen to the City's financial future weighs on the mind of every employee. An agency that has always been a leader has had to slow down and re-examine how it operates. Fear of the future has never been higher.

These financial difficulties are not limited to the police department. Those problems face every department in the City. This has also reduced the amount of cooperation between departments. Survival has caused a reduction in the spirit of cooperation between those departments as well as a reduction in the amount of cooperation with surrounding jurisdictions.

These problems are bringing about a resistance to change at all levels. Bureaucracies are historically resistant to change. Now, it is justified, albeit unwarranted, because of financial uncertainty.

Technological advances have always been kept up with due to the availability asset seizure funds. Recently, the City Manager and City Council have begun to question the spending of those funds. More justifications are necessary. This is another indication of the attitude to resist any change until future financial problems are resolved.

### Stakeholder Identification and Analysis

Stakeholders are interested groups or individuals who have a interest in the organization's activities. Stakeholders can create opposition, be supportive, or have conflicting/mixed interest in the issue. Evaluation, identification, and mapping of their positions is important for the successful implementation of a strategic plan.

Snaildarters are unanticipated groups or individuals that interfere with or stop the direction in which an organization has planned to go. This can be accomplished by a specific action or a lack of action.

This section will identify the stakeholders and the assumptions they have about the issue. The assumption is a brief description of the feeling or belief the stakeholder has about the issue of the utilization of senior volunteers.

The following groups or entities are stakeholders. The position and the assumptions they may have about this issue are listed.

<u>Stakeholder</u>	<u>Position</u>	<u>Assumptions</u>
1. Police Officers	Mixed	<p>A. Will be supportive of program as it will relieve them of some job tasks.</p> <p>B. They are concerned about loss of jobs by volunteers doing work for free.</p> <p>C. Generally, they are uninformed of long range needs of the department.</p>
2. Police Chief	Supportive	<p>A. Primary interest is in cost savings.</p> <p>B. Supportive of innovative program.</p> <p>C. Will play an important role in finding program.</p> <p>D. Has strong concerns about liability issues, labor issues, or anything else that has negative connotation to the issue.</p>
3. Citizens	Mixed	<p>A. Maintains a strong interest in tax dollar savings.</p> <p>B. Interest in wanting a police officer to handle all their needs will need education about issue.</p> <p>C. Generally, misinformed about financial issues facing law enforcement.</p>
4. City Manager	Supportive	<p>A. Main interest is in using saving tax dollars through use of volunteers.</p> <p>B. Has some interest in using savings in other needed areas of city.</p> <p>C. Will provide funding necessary to start program.</p>
5. City Attorney	Mixed	<p>A. Strong concerns about liability issues.</p> <p>B. Will play a key role in identifying the program's legal issues.</p> <p>C. Concerns will change as city council politics dictate.</p>
6. *Police Officers Association	Mixed	<p>A. Will give strong support for reduction in officers' workload.</p> <p>B. Will strongly oppose using volunteers in lieu of paid employees in most instances.</p> <p>C. Has strong concerns for job security of all employees.</p> <p>D. Will play key role in the volunteers being accepted as part of the organizational <i>family</i>.</p>
7. Local Chapter - American Association of Retired People (AARP)	Mixed	<p>A. Generally interested in right and benefits for the seniors.</p> <p>B. Support of seniors in political arena and are a strong lobby.</p>

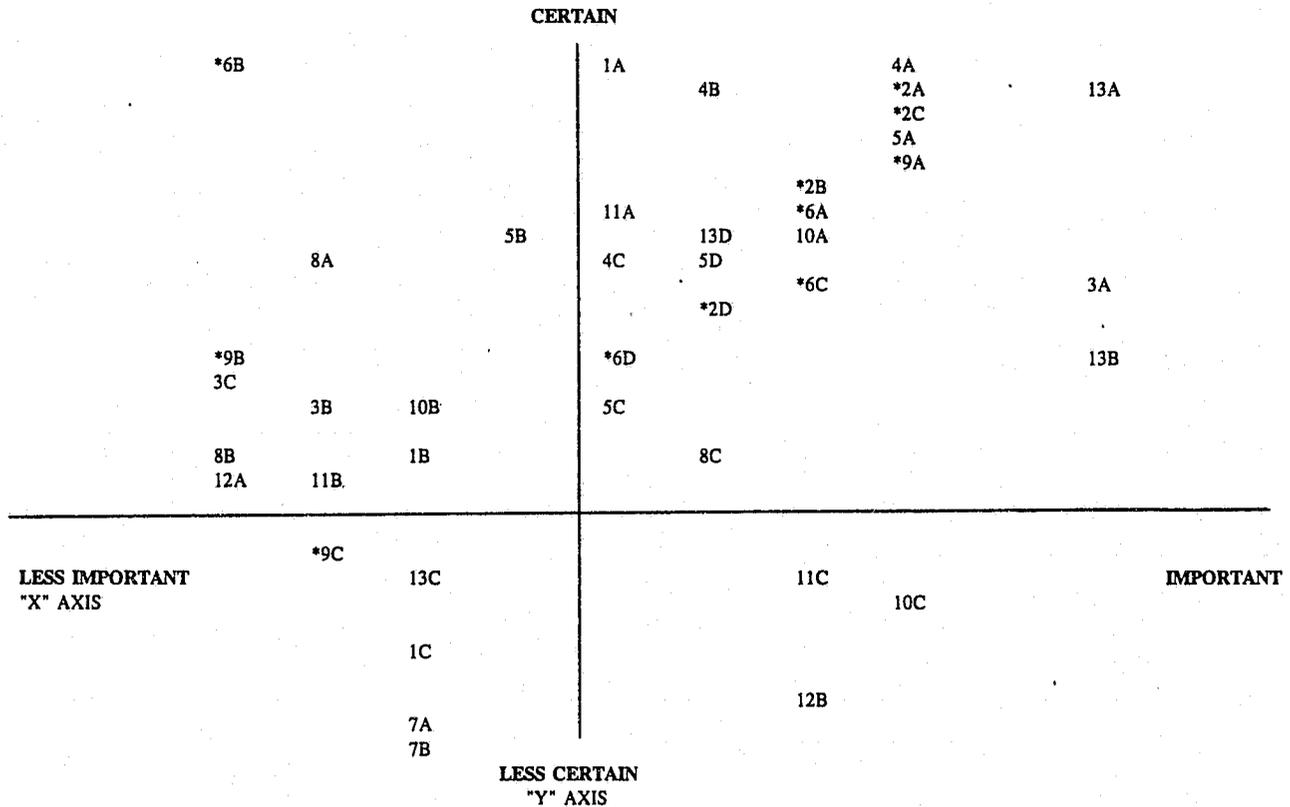
<u>Stakeholder</u>	<u>Position</u>	<u>Assumptions</u>
8. Communications Operators	Mixed	A. Support for having someone other than officers to handle non-emergency calls. B. Will have concerns regarding additional radio traffic. C. Concern over added monitoring of more units in field.
9. *Non-Sworn Employee Associations	Mixed.	A. Will support reduction of workload by having the volunteers doing the job. B. Will oppose any jobs being replaced by volunteers.
10. Risk Management Department	Mixed	A. Will be primarily concerned about liability issues and is narrow in its vision of the <i>big picture</i> . B. May be misinformed about need for volunteers. C. Generally, swayed in decisions by City Attorney and City Manager
11. City Council	Mixed	A. Will give political support for active programs involving the senior population. B. Will have some concerns with labor and liability issues. C. Easily influenced by lobbying efforts of small groups.
12. Other Volunteer Agencies	Oppose	A. Will oppose program as it may draw away some of its volunteers. B. May be a valuable source of information to start program
13. Volunteers	Supportive	A. Their participation will be critical. B. Will be concerned about accepted as part of organization. C. May be a valuable source of recruiting. D. Will be a strong resource for skills needed in the organization.

\* SNAILDARTERS: Those unanticipated stakeholders who can radically impact the strategy.

Mapping of stakeholders and their assumptions appears in the following chart. The purpose of plotting each position is to assist in understanding: 1) How important the issue is to each stakeholder, and 2) How certain or uncertain their assumptions are regarding the issue of senior volunteers.

Generally, stakeholders in the upper half of the graph require monitoring by management. Stakeholders in the lower half need to have effective leadership provided by management to give them the direction necessary. Overall, the map is a tool for the best utilization of resources.

### ASSUMPTION MAPPING



#### LEGEND OF STAKEHOLDERS

"X" AXIS Importance of the stakeholder's assumption to the agencies's management of the issue.

"Y" AXIS Certainty/uncertainty of the stakeholder's assumption

- |                    |  |                                    |
|--------------------|--|------------------------------------|
| 1. Police Officers | 5. City Attorney                                 | 9. Non-Sworn Employees Association |
| 2. Police Chief    | 6. Police Officer's Association                  | 10. Risk Management                |
| 3. Citizens        | 7. American Association of Retired People (AARP) | 11. City Council                   |
| 4. City Manager    | 8. Communications Operators                      | 12. Other Agencies                 |
|                    |  | 13. Volunteers                     |

\*Indicates snaildarters

### Developing Alternative Strategies

The author conferred with a cluster of eight colleagues to generate a list of strategies that could be used to achieve the West Covina Police Department's micro mission statement.

The panel was comprised of professionals with education and management experience. Two of the members were commanders with the West Covina Police Department, two were commanders with the Los Angeles Police Department, one was a Risk Manager, two were retired managers from private industry.

The panel utilized the Modified Delphi Process to generate a list of credible strategies. Through a voting procedure the list was narrowed to three alternatives. The panel examined each strategy and identified the advantages and disadvantages of each.

Strategy 1 - Continue with the current senior volunteer program without modifications.

Advantages

1. Program is in place and a part of organizational structure.
2. Volunteers are accepted by most employees.
3. Some volunteers are trained and qualified.
4. Program is recognized by the community and supported.
5. No start-up costs and training costs are low.
6. Recognized need for volunteers by organization.

Disadvantages

1. Tendency to remain status quo.
2. Little incentive to improve program.
3. Parameters of program may be too narrow.

Stakeholder Assumptions - Police Officers/Communications Operators/Other employees and their respective associations are familiar with the program and have grown to accept the responsibilities of the senior volunteers. There is support by the majority of the group members. Some members could still be waiting only for the opportunity to sabotage for their own purposes.

City Manager/Police Chief are supportive. They can do some planning with the cost savings. They have some concerns about future issues involving replacements, training costs, and equipment outlay.

City council's political support remains high as the program represents community involvement and cost savings. They continue to remain uninformed regarding long term liability issues in relation to a lack of ongoing training and little use of volunteer skills.

Volunteers/Citizens remain supportive. Volunteers are comfortable in their role. Some concern by volunteers about doing the mundane tasks on a daily basis.

Risk Management Department continues to monitor the program but becomes less concerned as time passes without an incident occurring.

Strategy 2 - Hire part-time civilian employees to perform routine and non-hazardous duties.

Advantages

1. Provides employment of community members.
2. Positive community impact through employment.
3. Potential for gleaning full-time employees from part-time employee pool.

Disadvantages

1. Additional budget burden for salaries during lean budget years.
2. Additional equipment costs for new employees.
3. Long-term budget problems could result in termination of employees and resulting ill-feeling toward the department.
4. Employee association dissatisfaction over using part-time employees in lieu of full-time employment.

Stakeholder Assumptions - The stakeholders assumptions with this strategy will vary. The police officers, communication operators, non-sworn employees and their associations will outwardly support this change but will be suspicious of long-term implications such as whether the part-time employees will be used to replace full-time employees.

The Police Chief and City Manager will be wary of hiring more staff during lean budget years. They would support the part-time employees as far as not having to pay benefits and being able to glean future full-time employees from the pool of employees.

The City Attorney and Risk Manager will have some minor concerns about liability issues and workers compensation claims with additional employees. The City Attorney will have concern about the employee associations recruiting part-time employees into their respective unions.

Other volunteer programs will not be significantly impacted with this strategy.

The City Council will show political support for the new positions as they have done in the past and will take credit for creating jobs. Outside the public view, they will be concerned about costs and possible future lay-offs due to decreasing revenue sources.

Strategy 3 - Restructure and expand current senior volunteer program.

Advantages

1. Program is in place and a part of organizational structure.
2. Volunteers are accepted by most employees.

3. Some volunteers are trained and qualified.
4. Program is recognized by the community and supported.
5. No start-up costs and training costs are low.
6. Recognized need for volunteers by organization.
8. Department projects professional and progressive image.
9. Increased community contact through expanded program.
10. Allows for use of skills and talents of senior volunteers.

#### Disadvantages

1. Dealing with problems of change in the organization.
2. Change of routines will require more supervision time.
3. Some cost increases such as equipment and uniforms.

Stakeholder Assumptions - Other volunteer organizations will oppose the expansion. Their concerns will be the limited number of available volunteers. An example of some resistance could be the Red Cross not having time to provide first aid and CPR instruction to a large volunteer class.

The Police Chief/City Manager/City Council/Risk Management Department will be supportive. The expansion will represent substantial cost savings in salary and benefits where senior volunteers can be utilized to assist or substitute for non-sworn employees who are ill. Continuous training will relieve liability concerns.

The City Attorney will be supportive. The attorney will have had time to prepare and research issues related to the expansion of the volunteer program. Additional lead time will have been available for negotiations with bargaining units to address their concerns.

Police and non-sworn employees associations will still be wary of the program. While they will support the workload relief of employees, their view will remain that more people should be hired to do the work rather than having volunteers do it. Funding for municipalities will still be low and proposed or implemented cuts in personnel will keep this as a low priority item on their agendas.

### Preferred Strategy

After reviewing the alternative strategies the Modified Policy Delphi Panel determined that all three have merit. Each alternative has different components that are not only feasible and desirable but they have support from stakeholders.

The selected strategy is alternative strategy number 3. This strategic plan was selected based on its potential for growth, flexibility, stakeholder support, financial feasibility, and its potential for being a model for other agencies to draw from.

The strategies potential for growth and flexibility can be identified by its planned expansion to support the aging population and the planned utilization of the skills and talents of senior citizens.

The stakeholder support can be seen through the strategic plans use of training and education. The stakeholders receive a sense of ownership through participation. This will pull the

stakeholders together toward a common goal and make monitoring easier. This will also make it more difficult for a snaildarter to find a weak area from which launch their a agenda item.

Financial implications are reasonably obvious. Volunteer programs expenditures are diminutive. Initial outlay is modest. The start-up costs will include the purchase or conversion of one or more fleet vehicles (clearly identified as a police volunteer unit) for use by the senior volunteers. The agency should consider purchasing one complete uniform for the volunteers as a gesture of commitment to the volunteers. Agencies could elect to seek donations from local businesses to help finance the initial start-up costs, if the agency cannot budget the funds. Long-term training can be planned to provide the best possible use of time and personnel. Volunteer organizations frequently have members who can be developed into experts and can serve as trainers for both the volunteers as well as the paid employees.

### Implementation

The following is a list of steps for the strategic plan which will take the organization from where it is now to the realization of the goal.

1. Form a steering committee involving not less than 8 nor more than 12 people. Where possible, informal employees from both the police officer's and non-sworn employee's associations should be selected. Those members should be chosen by supervisors who have identified them as being informal leaders so that they will be key members in the formation of policy decisions. This will allow for better acceptance from those employee groups. One person on the committee needs to assess the day-to-day operational needs.

Additional personnel on this committee should include at least one member from Risk Management who can advise regarding liability issues and provide feedback to and from the City Attorney's office. One member should be selected who is a leader of a local senior citizen's group to help develop a good liaison with the community. This committee needs to have at least one member from the Communications Department for input relating to the needs of that department.

The committee will be chaired by member elected by the group and another member will assist with the actual writing of policy guidelines and administration of the program when it is ready for implementation and operational.

2. Establish a target date for implementation of a recruiting campaign that will involve the use of the local media.
3. Establish the personality characteristics and specifications wanted from the senior volunteers.
4. Target recruits from active senior organizations.
5. Prepare educational and training program agendas.
6. Establish workshops to apply the training to the volunteers.
7. Monitor stakeholders and troubleshoot policy as needed.
8. Define objectives for future expansion. Introductory training will be for inside positions that can be monitored, such as assisting the desk officer and records personnel with greeting the public at the front counter and directing those customers to the proper area of the department.

Additional training for doing some outside assignments can be developed as the number of volunteers increase. This should include traffic control, marking of abandoned cars for later removal, and obtaining the owners name, emergency, and after-hour telephone numbers for new businesses. As the senior volunteers become more confident in these outside details, they can be trained in the issuance of parking citations. This will require additional training as they may encounter a hostile citizen while issuing a citation. They will need to be trained to avoid confrontational contacts.

For those volunteers that do not wish to work outside, long-term training to assist other divisions within the department should take place. Examples of these should include assisting in D.A.R.E. training (as many senior citizens enjoy reading to children) and other established community contact programs. Consideration should be given to assisting in follow-up in traffic accident investigation. Volunteers could be trained to screen cases for accident investigators and do some telephone contacts involving those cases. Volunteers who show an interest in doing this type of work should be further trained to assist the investigative division in doing some routine follow-up of criminal cases, thereby freeing those investigators for contact with suspects.

Additional monitoring of current events in the community should be done for possible recruitment of additional skilled volunteers. Early retirement of older employees could prove to be an excellent source of skilled volunteers when those people decide to do something new with their time.

Many of these steps will take a number of years to accomplish as volunteers are not employees and will come and go as other priorities occur in their lives. Those long-term volunteers should be developed into a committee (along with no more than four regular employees and staff for continuity with department goals and objectives) to continually monitor the program for improvement through training and education.

This section develops strategic plan for implementation of an senior volunteer program. Although this program exists in some agencies, little long-term planning for the future of the programs exist.

This strategic plan is devised to implement a low-cost, high yield senior volunteer program that, at the very least maintains, and in many cases, augments service levels. The strategic plan is now ready to be guided into the implementation phase which is examined in the next segment of this writing.

**SECTION IV**  
**TRANSITION MANAGEMENT PLAN**

**DESCRIPTION OF RECOMMENDED STRATEGY**

Restructuring The Current Senior Volunteer Program (Seniors Helping Our Police - SHOP)

This strategy is built from the strategic plan developed in the previous section. It is designed with the issues of long term planned expansion of duties, assignments, and overall involvement of an increased number of senior citizens in a volunteer program. The strategy plans for the use of a large influx of senior volunteers in the future. As the baby-boomer generation reaches retirement age, the program will expand to better utilize the talents of the largest population segment.

By expansion of the program several areas of concern can be addressed. The community is more involved with the police department because they will become a part of it. It also addresses some of the needs of an aging population. The agency can thus become more sensitive to the needs of the community through direct feedback.

Education is a key element of this strategy. By developing the plans for expansion of the program, many line and staff personnel can be involved in the training of the volunteers. The involvement creates a sense of ownership.

Police budget or general fund outlays can be kept to a minimum. Since the expansion is planned for the future, funding for equipment outlay, training, and salary for the training personnel can be drawn from asset seizure funds. The program will involve drug education both for the community and the volunteers, therefore it qualifies for funding from asset seizure funds.

The other alternatives had some merit and some of the components from them were included in the preferred strategy. This strategic plan was selected based on its potential for growth, flexibility, stakeholder support, financial feasibility, and its potential for being a model for other agencies to draw from.

This strategy's potential for growth and flexibility can be identified by its planned expansion to support the aging population and the planned utilization of senior people's skills and talents.

The stakeholder support can be seen through the strategic plans use of training and education. The stakeholders receive a sense of ownership through participation. This will pull the stakeholders together toward a common goal and make monitoring easier. This will also make it more difficult for snaildarters to find a weak area from which launch their hidden agenda items.

Financial implications are obvious. Volunteer program initial outlay and long-term operating costs are low. Long term training can be planned to provide the best possible use of time and

personnel. Often volunteer organizations have members who become experts and can be serve as trainers for both the volunteers and the paid employees.

## TRANSITION MANAGEMENT

A critical element in changing the manner in which an organization operates is transition management. The key to implementing a strategic plan is an effective transition management plan. Transition management takes into consideration important approaches to the stakeholders along with their respective spheres of influence. Their commitment (or lack of it) will be examined as well as considerations for providing motivational incentives necessary to help with implementation of the plan.

A management structure will be presented that will carry the stakeholders from their present position to the desired level of the strategic plan. Included is a list of the methods employed to support the plan implementation and managing anxiety and uncertainty during the transition.

### **Critical Mass**

Definition: The minimum number of groups or persons (stakeholders) who actively support the change and will ensure the change will take place. If they oppose the change, the plan will most likely fail. They must be positive towards the change to make it happen.

Identification: It is important to identify those stakeholders who, as individuals, have the greatest impact on the senior population serving as volunteers in law enforcement service.

Defining their level of influence towards the change is vitally important. Knowing the relationship and influence that exist between stakeholders and how those relationships and influences effect each stakeholder is critical in developing strategy. Which actor can deliver in terms of commitment to a plan is essential to the planner. The critical mass for this research was identified through consultation with two of the writer's colleagues and one private consultant. The team members were:

- ★ Ronald E. Holmes, Chief of Police, West Covina Police Department
- ★ Darrell Myrick, Lieutenant, West Covina Police Department
- ★ Donald Webb, Administrative Assistant, Criminal Justice Services, American Association of Retired People, Washington, D.C.

Commitment: Each of the actors in the critical mass must be assessed. The commitment for each actor does not have to be the same nor should it be expected. Each member of the critical mass is assumed to have some degree of commitment, or the planned change is doomed to failure. The present level of each actor's commitment is determined as well as what level of commitment is needed (if it is different from their present commitment level) from each actor by use of this process.

**ILLUSTRATION 28**  
**COMMITMENT CHART**

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police			x----->	----->o
Police Officer's Association	x----->	----->o		
Police Management		x----->	----->o	
Non-Sworn Employee's Association	x----->	----->o		
City Council		x----->	----->o	
City Manager		x----->	----->o	
Community Residents		x----->	----->o	

X=PRESENT O=CHANGE

The Commitment Chart (Illustration 28) illustrates each actor in the critical mass on the left column. The columns across the top indicate their current level of commitment as well as the position they need to be moved to. For those actors whose commitment needs to be moved, intervention strategies can be developed. A commitment planning chart serves to illustrate the level of commitment by each actor, and any type of change that may be desired in that commitment.

**Influencing The Critical Mass**

Chief of Police: The Chief is the person who will make the change happen. Policy decisions must come from the Chief's Office. The Chief ultimately shoulders the responsibility for the success or failure of all programs he manages. In reality, the Chief will delegate this position to the program manager who will be implementing the change.

The Chief must display total support for the change. This will move the managers of the department to the position of helping the change to happen. The Chief will rely heavily on the program manager to keep him informed about the progress of the change. Based on the information he is provided, he will be able to keep the City Manager informed and interested. He may also be called upon to report to the City Council about the change which should keep their interest piqued. The Chief's active support for the change as seen by others will, by virtue of his demonstrated support, move him from helping the change happen to making it happen. Failing to do so would make him appear to be a hypocrite.

City Manager: The City Manager is important in influencing the City Council. The City Manager will be inclined to let the change happen. Continuous contact with the City Manager by the Chief of Police regarding the status of the change should pique the curiosity of the City Manager. Staff reports and the personal contact by the Chief should help give the City Manager a sense of ownership. This sense of ownership will result in the City Manager presenting it in a strong and positive manner to the City Council and will also influence their commitment to helping the change happen. The motivation of cost savings and community involvement will also help move the City Manager from letting the change happen to helping it happen. Although the City Manager plays a minor role in the policies of the police department, the role is important by virtue of the political contact the City Manager has with the City Council.

Police Management: If the Chief displays an attitude of total support, police managers should move from letting the change happen to helping it happen. The Police Chief will consult with

staff detailing the necessity for the change. He will enlist their support by asking for input to make the transition easier. Key members of police management can help identify the informal leaders in the employee associations, thus helping with the change and helping move the players from those associations. Police management members not in favor of the change will then become a minority and will comply through peer pressure.

A united front by management demonstrating, solidarity for the change will help influence employee associations to let the change happen as those groups will not wish to clash with the management team that is demonstrating support for the change.

Police Officers' Association: The POA will be suspect of the change. With the economic downturn making government jobs less secure, the use of senior volunteers can be interpreted as an additional threat. Their initial position will be to block the change.

It is important that key actors in this group be involved in the initial planning in order to give them a better understanding of the need for the change. The officers have a high level of drive to succeed. Having informal and formal leaders involved in the implementation of the plan will influence the group to move from blocking the change to letting the change happen. Strong support of the change by the Chief and management will also influence this group to let the change happen.

Civilian Employee Union: Although they are not as vocal as the POA nor as organized, this group has the potential to block the change through an organized effort. This group has a strong sense of wanting to belong.

Formal and informal leaders should be involved in the implementation of the plan. This will give them a sense of ownership and those members will influence the rest to let the change happen. A few individual members could still oppose the change and should be monitored to prevent sabotage.

City Council: As currently configured, the Council will let the change happen. One member will be opposed since he is an organized labor leader. The council is often split in voting with this member dissenting. Continuous reports to the council by both the City Manager and Chief of Police as well as the community's support of the plan, will keep them together in support of the change.

As the change progresses, the council will be even more inclined to help the change happen. Care must be taken to prevent any council members from becoming so supportive that they move from helping the change happen to making the change happen by using the volunteer plan as a platform for their personal political interests. This could cause the police department to lose its control of the program.

Community Residents: The senior population is a part of the Community Residents. The community desires quality police services for the least possible cost. The community is sensitive to cost increases and often pressure the elected officials to help relieve their tax burden. The senior volunteer program will not increase costs, but cut them.

The community residents will, under normal circumstances, let change happen. In this instance, they will be involved in the change as some members of the community will be the volunteers and will be motivated to help the change occur. Their interest in the change will also help influence the City Council to support the change as the City Council will want to be perceived in a positive manner with implementation of the program.

Management Structure: The transition from the present manner in which things are done to the future way is a path toward the unknown. With an adequate management structure in place, coupled with a leader providing a clear sense of direction, the way becomes more focused and far less threatening to all involved.

To this end, a project manager must be selected by the Chief of Police. The project manager will derive power from the Chief of Police and will report to the Chief directly on matters involving the senior volunteer program. The project manager can be any highly motivated employee. The project manager will work directly for the Chief with a minimum of disruption in the day-to-day operational requirements of the police department. The project manager will be relieved of other daily responsibilities during the implementation of the program. This allows

the project manager to be totally focused on the need for success and to present the necessary aura of importance for a successful project.

The project manager will chair a steering committee of personnel selected to help implement the change. This committee will consist of 8 but not more than 12 people. Committee members should consist of: The project manager; two board members of the police association; a board member of each of the non-sworn employee associations; a sergeant; and two senior members of the community who are interested in the SHOP program. Those selected will meet the needs defined in the critical mass. This is the most appropriate management structure for success, since it involves those who would oppose the change and could cause its ultimate failure. By their involvement in the transition management, they are placed in a position to succeed and have the sense of ownership necessary for a successful transition.

### **Supporting Technologies/Methods**

Some techniques to transition management were introduced in handling the critical mass. Managing effective change often requires different types of techniques and/or mechanisms in approaching different problems. These new systems will be temporary in order to accomplish the change, but a few may remain in place if they are unique to a particular problem.

1. **Management By Wandering Around:** During the high stress times of change in an organization, employees look for leadership and guidance. It is important that the project manager and other critical members of the transition committee be accessible at

all levels in the organization. It may be as simple as answering a question or addressing a problem that hadn't been anticipated. In any case, their visibility and encouragement keep the change on a positive basis. This method helps get desk-bound managers out of their office and keep them in touch with the members of the department.

2. **Involving People:** As was mentioned in managing the critical mass, involving people is critical to success. This tool provides a sense of ownership for individuals (especially those that could oppose the plan) and provides a motivation for success. When the plan succeeds, so will the people who implemented it.

3. **Reward System:** Provide credit where credit is due. One of the best reward systems is having people recognized who are involved in the change. This should be done during and after the transition period. The reward system works well with the technique of involving people. If monetary awards are available, they should also be used. Some cities provide for monetary awards for extraordinary service. Special awards for individual/and or team efforts should also be utilized. Caution must be used to not give too many rewards as this could cause petty jealousies which could hamper the project or even lead to its failure.

4. **Delaying Other Changes That Aren't A Priority:** Remaining focused on the central issue is a priority. Other changes and non-essential projects should be forestalled until the project is well under way.

5. **Team Building:** This provides the Chief of Police a forum with which to reinforce the need for the success of the project. The "big picture" can be shown to those that aren't in touch with the details. This provides an avenue for people to resolve differences and become more focused in a group or one-on-one atmosphere. Additionally, this tool provides an opportunity for members of the transition team, who are not part of the day-to-day operation, to meet and get comfortable with the other members who are involved in the day to day operations.

6. **Responsibility Charting:** The technique called responsibility charting (Illustration 29) is used to assess behaviors of each of the actors in a series of actions bringing about change. It places responsibility on specified individuals and eliminates duplicate effort and wasted time. This tool also allows actors to understand what they are responsible for. Additionally, actors who are "out of bounds" can modify their behavior to get in line with the group. Listed horizontally across the top of the chart are the actors. Vertically and on the left of the chart are the activities involved. The following classifications were used: (R) Responsibility to see that actions or decisions occur, (A) Approval of actions or decisions with the right to veto, (S) Support of action but no right to veto, (I) Informed of action or decisions but no right to veto, and (-) Not Applicable to this item.

## ILLUSTRATION 29

### RESPONSIBILITY CHART (RASI)

Actors Tasks	Chief	City Mgr.	P.O.A.	Civ. Assoc.	Council	Residents	Proj. Mgr	Committee
Write Program	A	S	S	S	I	-	A	R
Establish Policy for Use	A	I	S	S	--	-	A	R
Volunteer Requirements	A	I	-	-	-	I		
Acquire Funds	S	A	I	I	A	S	R	S
Training Guidelines	A	I	S	S	-	-	A	R
Recruit Volunteers	A	I	I	I	I	S	A	R
Train Volunteers	A	I	I	I	-	-	R	S
Problem Solving	A	S	S	S	I	I	R	R

R=RESPONSIBLE    A=APPROVAL    S=SUPPORT    I=INFORM    --=NOT APPLICABLE

7. **After Action Reports:** This tool allows for critical examination of the plan after implementation. It addresses problems that were encountered and how they were handled or mishandled. It is not designed to find fault with any of the actors, rather, it is concerned with actions or lack of action. This tool is excellent for improving the operation or streamlining tasks. After action reports should be done by each person charged with a responsibility from the Responsibility Chart.

A Transition Plan Outline is helpful in organizing efforts for the necessary changes. Deadlines and target dates should be kept as closely as possible but must also be realistic and attainable. Below is an outline of the major events for the implementation of the senior volunteer program.

The outline is broken down into four phases: First is planning and organizing; second is implementing; third is formalizing; and last is evaluating.

### Phase I

#### I. PLAN AND ORGANIZE

- A. Decision To Go And Announcement - Completion: Immediate
  - 1. Selection of project manager
  - 2. Selection of committee members
  - 3. Design of senior volunteer program, policies, etc.
  - 4. Parameters for the volunteer program
  - 5. Design a Transition Plan, establish a timetable
  
- B. Building Commitment & Understanding - Completion: 30 Days
  - 1. Meetings one-on-one with critical mass
  - 2. Team building workshop
  - 3. Analysis of each individuals capabilities and readiness
  
- C. Communications Strategy - Completion: By Week 8
  - 1. Preparation and formal announcement of volunteer program
  - 2. Establish feedback mechanism from the department
  
- D. Analysis of Senior Volunteer Program - Completion: By Week 12
  - 1. Design tasks and work-flow
  - 2. Organizational structure for Program and within department
  - 3. Analysis of type of people needed and related skills
  - 4. Preparation for dealing with the change
  - 5. Check legal constraints with City Attorney
  - 6. Establish reward/incentive programs
  - 7. Big-Picture political considerations
  
- E. Develop Selection Process - Completion: By Week 16
  - 1. Analyze system used by other programs (Red Cross/AARP/etc.)
  - 2. Development of volunteer descriptions
  - 3. Start recruitment of volunteers

## Phase II

### II. IMPLEMENT

- A. Implement Phases of Change - Completion: By Week 24
  - 1. Selection of volunteers
  - 2. Allocation of resources (uniforms/vehicles/misc. equipment)
  - 3. Provide for needed skills and information (training, etc.)
- B. Integrate New System And Process - Completion: By Week 32
  - 1. Information systems for volunteer program
  - 2. Approval procedures and levels of structure

## Phase III

### III. FORMALIZE

- A. Formalize Senior Volunteer Program - Completion: By Week 40
  - 1. New organizational structure in place and functional
  - 2. Volunteer managers in place and handling daily operations
  - 3. Reporting/records system for program in place
  - 4. Formalized communications
  - 5. Team building workshop
- B. Fine-tune program and harmonize relationships - Continuous

## Phase IV

### IV. EVALUATE

- A. Review - Continuous and on-going
  - 1. After-action reports from management personnel.
  - 2. Feedback from volunteers
  - 3. Feedback from line personnel in contact with volunteers

### ANTICIPATED PROBLEMS

It would be idealistic to say that the Senior Volunteer Program staffed with members of the baby-boomer generation has been so well planned that no problems should arise. Anyone who

has ever had an encounter with Murphy's Law knows that problems will arise, especially when least expected.

It would be too easy to say that all of the managers and staff of the department will accept the program without a personal concern. Petty jealousies should be anticipated. Since everyone cannot be the project manager or on the committee to implement the program, someone will have hurt feelings. Feedback from all employees should be sought.

Careful screening of the feedback by the project manager may identify someone with an "attitude" toward the change and it can be dealt with in a positive manner. Hopefully, this avenue for people to vent their feelings will prevent subtle sabotage.

Another possible problem is that care must be given to making the volunteers feel as welcome into the organization as possible. It is very easy to focus on the problems with change in the organization and how it effects the employees and forget that the volunteers may feel out of place and need reassurance also.

Finally, a fine balance must be kept in task assignments. Volunteers need to feel that they are doing something positive and not "busy" work. Conversely, employees need to feel that their jobs are not being taken over by the volunteers. It has been the experience of the writer, and all of the experts interviewed, to start these activities slowly and the employees will come

forward with worthy tasks for volunteers to perform rather than what appears to be arbitrary management decisions about who should do what.

### Section Summary

This segment dealt with the transition management of the project. Encompassed was the transition management situation, followed by an examination of the critical mass, an assessment of the members' readiness and capability, the type of commitment necessary for the project to be successful, and a management structure. The section concluded with a explanation of supporting technologies/methods necessary for a successful transition along with some anticipated problems and some resolutions to those problems.

**SECTION V**  
**CONCLUSIONS**

The results that may be realized with respect to the sub-issues are as follows:

**☛ How will law enforcement train and utilize the abilities of the senior volunteers?**

Several suggested solutions to this sub-issue have been presented. A strategic plan was presented along with a micro mission statement to address this weakness. Proper program management allows for the use of the senior volunteers' skills and talents to the benefit of the department and the community.

Clearly, this is the most challenging sub-issue. An examination of training for senior volunteers was done in the early research for this study. The results indicate that law enforcement provides adequate training for volunteers to do certain law enforcement functions. However, the same examination and the interviews, clearly showed that law enforcement agencies are critically lacking in identifying and building upon the skills and talents the senior volunteers possess. This could be utilized in training other members in the department.

The primary resolution to this question will be to identify the skills and talents that the senior volunteers and build the training program to utilize their skills. Training for specific police tasks

can be done in the traditional manner with emphasis on utilizing the newly acquired skills of the volunteers.

**☛ How will law enforcement agencies deal with the impact on organized labor with the possible use of senior volunteers?**

A clear sense of direction through the use of a strategic plan are necessary to address this problem. Having identified the stakeholders and their assumptions gives managers an edge to avoid labor issues.

In the transition management plan was an identification of the critical mass. Two of the stakeholders identified as part of the critical mass were the employee associations.

Having formal or informal leaders from those organizations as part of the management structure for implementation will aid in the acceptance and support of the project.

**☛ What will be the financial impacts with the use of senior volunteers?**

More than anything else, senior volunteers save an agency money, both in salaries and in service delivery. However, there are some initial outlays for uniforms and equipment. Some or all of the uniform costs can be borne by the senior volunteers. Some considerations must be given to vehicles, fuel costs, and related maintenance. A suggestion is to convert patrol vehicles that are being rotated out of the department fleet to use for senior volunteer vehicles; this not only gives

the department more use from vehicles but saves trying to locate the funds for new ones, or soliciting a donation from local automobile dealers.

Careful documentation of donated hours can show how much money the department is saving by simply calculating the hours by the hourly rate of whomever performed the function prior to the implementation of the senior volunteer program.

Training is paramount to cost savings. A liability lawsuit from improper training of senior volunteers could negate any savings made over a number of years.

This issue question is:

**What impact will the use of senior volunteers have on law enforcement by the year 2002?**

The use of interviews and a review of the somewhat limited amount of literature involving the use of senior volunteers in law enforcement indicates several areas that must be addressed.

America is growing older and an aging population has different needs than law enforcement has provided in the past. Beginning at the turn of the next century, the baby-boomer generation will be reaching retirement age, pushing 76 million Americans into the retirement arena. Many of those people will want to volunteer their talents and skills to improve their communities.

Budgetary problems in the 1990's will effect the service levels and styles of delivery of those services into the next century.

The use of volunteers has a long history of success in cost savings to agencies that utilize them. This research has shown that using senior volunteers can address some of the fiscal difficulties facing law enforcement in the future.

A senior volunteer force can help address the impact the senior population will have on law enforcement in the future by having them as a part of the department. Utilizing the skills and talents of the senior volunteers gives the department insight into the senior members of the community and helps the department reach out and become more responsive to the needs of the community.

#### Recommendation

A senior volunteer program is a high-yield program that can maintain, and in many cases, increase, service levels at a cost that cannot be attained by any other means. It provides a plan to deal with the future. It can deal with the largest population segment, the baby-boomer generation, who will be starting their retirements in the next ten years.

Further study is recommended to manage both the cultural and educational diversities of the baby-boomer generation and how those diversities may affect California law enforcement agencies.

## APPENDIX A

Candidate trends identified by the Nominal Group Technique Panel. Number 1 through number 10 utilized for forecasting.

1. Level of volunteers replacing paid employees
2. Amount of long-term liability issues
3. Degree of acceptance of seniors as a functional part of society
4. Level of savings from volunteers
5. Need for volunteers due to budget constraints
6. Level of community involvement
7. Degree of life expectancy creates more senior volunteers
8. Level of community security through visibility
9. Number of senior volunteers working to gain job skills
10. Level of volunteer fund savings diverted to other city services
11. Political interference
12. Level of recruitment
13. Effects of A.I.D.S. and senior volunteers
14. Age demographics
15. Long-range municipal fiscal resources

## APPENDIX B

Candidate events identified by the Nominal Group Technique Panel. Number 1 through number 10 were utilized for forecasting.

1. Major lawsuit by volunteer.
2. Death or Injury of volunteer.
3. Public awareness campaign affects number of volunteers.
4. Impact on other volunteer programs.
5. Major change in benefits forces seniors back into work force.
6. More funding reduces need for volunteers.
7. Volunteer programs made illegal through legislative law.
8. Regionalized police services reduce need for volunteers.
9. Volunteers organize for pay and benefits.
10. Technological event reduces workload (volunteers no longer needed).
11. Major earthquake
12. Undesirable volunteer enters program
13. Police Chief becomes elected official
14. Officers go on strike
15. Effects of civil unrest
16. Unemployment reaches 20%
17. Air Quality Management District enacts fleet vehicle limitations
18. Labor law changes

## APPENDIX C

Alternative strategies - Strategy number 1 through 3 were selected for examination.

1. Continue with the current senior volunteer program without modification.
2. Hire part-time civilian employees to perform routine and non-hazardous duties.
3. Restructure and expand current senior volunteer program.
4. Keep current program and utilize some part-time employees for some duties.
5. Drop current program and hire more officers.
6. Drop current program and hire more full-time civilian employees.
7. Expand program to include other jurisdictions to draw from more than community.
8. Continue with current program and have volunteers ride with officers to assist them in non-hazardous assignments.

## Appendix D

### Trend Values for Iteration 85

	1/1/93	12/31/93	1994	1995	1996	1997	1998	1999	2000	2001	2002
Trend 1	100.0	109.0	120.0	-7.3	39.7	105.7	76.5	89.1	121.6	132.4	65.3
Trend 2	100.0	111.0	145.3	183.9	182.3	189.3	177.7	175.5	203.2	199.2	219.6
Trend 3	100.0	107.0	97.9	90.5	86.8	141.7	146.2	145.3	144.6	143.8	143.6
Trend 4	100.0	111.0	116.0	23.5	69.8	88.7	94.7	102.0	89.2	94.5	92.2
Trend 5	100.0	100.0	103.9	-0.8	28.8	16.7	24.8	32.1	29.1	36.2	44.4
Trend 6	100.0	98.0	88.7	32.5	23.5	30.9	50.9	66.5	32.6	51.3	36.3
Trend 7	100.0	105.0	107.0	108.0	109.1	123.6	130.5	137.4	144.3	151.1	158.1
Trend 8	100.0	101.0	100.1	-19.0	3.1	45.1	61.7	77.2	38.0	53.5	70.3
Trend 9	100.0	96.0	91.0	-32.7	1.3	-50.7	14.3	16.6	21.7	24.6	54.6
Trend 10	100.0	95.0	93.9	-49.7	-31.8	27.6	35.6	43.5	50.2	56.4	64.6

### Occurrences in Iteration 85

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Event 1	0	0	1	0	0	0	0	0	0	0
Event 2	0	0	1	0	0	0	0	0	0	0
Event 3	0	0	0	0	1	0	0	0	0	0
Event 4	0	0	0	1	0	0	0	0	0	0
Event 5	0	0	0	0	0	1	0	0	0	0
Event 6	0	0	0	0	1	0	0	0	0	0
Event 7	0	0	1	0	0	0	0	0	0	0
Event 8	0	0	0	0	0	0	0	1	0	0
Event 9	0	0	0	0	1	0	0	0	0	0
Event 10	0	0	0	0	0	0	0	0	0	1

**Appendix E**  
**Trend Values for Iteration 29**

	1/1/93	12/31/93	1994	1995	1996	1997	1998	1999	2000	2001	2002
Trend 1	100.0	109.0	120.0	189.1	128.8	148.4	159.7	95.4	105.5	2.6	42.9
Trend 2	100.0	111.0	145.3	144.1	68.6	60.3	53.8	77.2	71.4	181.1	186.1
Trend 3	100.0	107.0	97.9	145.1	161.7	152.3	151.7	150.8	150.1	136.7	136.5
Trend 4	100.0	111.0	116.0	183.2	132.1	154.6	160.6	159.4	163.4	55.0	101.9
Trend 5	100.0	100.0	103.9	134.5	99.1	130.4	138.5	145.8	154.0	47.4	55.6
Trend 6	100.0	98.0	88.7	117.9	149.6	181.2	201.2	182.6	204.6	134.9	113.4
Trend 7	100.0	105.0	107.0	120.5	121.6	123.6	130.5	137.4	144.3	151.1	158.1
Trend 8	100.0	101.1	100.1	139.2	146.9	170.1	186.7	202.2	218.9	109.4	126.2
Trend 9	100.0	86.0	91.0	131.4	72.6	125.0	129.2	157.1	162.2	51.4	40.5
Trend 10	100.0	95.0	93.9	112.7	122.8	137.3	145.3	153.2	159.9	46.2	64.6

**Occurrences in Iteration 29**

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Event 1	0	0	0	1	0	0	0	0	0	0
Event 2	0	0	0	1	0	0	0	0	0	0
Event 3	0	0	1	0	0	0	0	0	0	0
Event 4	0	0	0	0	0	0	0	0	0	0
Event 5	0	0	0	0	1	0	0	0	0	0
Event 6	0	0	0	0	0	0	0	0	0	1
Event 7	0	0	0	0	0	0	0	0	1	0
Event 8	0	0	0	0	0	0	0	0	0	0
Event 9	0	0	0	1	0	0	0	0	0	0
Event 10	0	0	0	0	0	0	1	0	0	0

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8. From an interview with the author. Donald Webb is a Senior Program Special with the American Association of Retired Persons, Washington, D.C.
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