This Command College Independent Study Project is a **FUTURES** study on 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.

Studying the future differs from studying 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 IMPACT

OF

CIVILIANIZATION

ON

LAW ENFORCEMENT

TRAINING

YEAR 2000

114074

COMMISSION ON PEACE OFFICER

STANDARDS AND TRAINING

COMMAND COLLEGE CLASS III

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NEWPORT BEACH POLICE DEPARTMENT

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EXECUTIVE SUMMARY

The use of civilians in law enforcement is not a new concept. They have been used regularly in support services for many years. Within the past fifteen years, however, civilians have moved into direct service tasks which were formerly only performed by sworn officers. This rather recent trend has become known as Civilianization. This project looks at Civilianization from a futures perspective and makes recommendations on actions which should be taken now to address training needs for the year 2000.

The project begins with a look into the current reasons for studying this subject and defines the parameters of the report. This is followed by an overview of the historical development of Civilianization and the primary factors pushing current trends.

Personnel trends in California police, public safety, and sheriff's departments are then studied. This evaluation covers the ten-year period from 1976 through 1985. Growth in these agencies is presented relative to total employees, number of sworn, and number of non-sworn.

Next, results from a nominal group technique on Civilianization and three case studies are presented to provide information regarding the positive and negative aspects of Civilianization as well as projections regarding the

future and training needs. This evaluation identified emerging trends and events impacting Civilianization. The case studies involved the California cities of Fairfield, Santa Ana and Irvine.

The next phase of the research involves presentation of survey results on the use of Civilianization in California law enforcement agencies today. The surveys give data on the percentage of responding agencies currently using non-sworn in nine identified categories. Also included is information on training methods and opinions on whether minimum selection and training standards for non-sworn should be established.

From the above research, two possible scenarios are presented for the year 2000. One involves full development of Civilianization programs without changes in training standards or consideration of sworn personnel issues. The second suggests a future in which Civilianization is planned with respect to sworn personnel issues and the establishment of selection and training standards.

Finally, a strategic plan is developed for implementation of decisions and actions designed to lead toward the development of the second scenario. Included are implementation and transition management components.

As pointed out in the conclusion, it is the purpose of this project to raise what I believe to be one of the most important questions facing today's law enforcement leaders. It is hoped that this research provides some direction in the search for the answer.

INTRODUCTION

Probably no greater responsibility faces today's law enforcement administrator than that of preparing his agency to meet the challenge of the future. The events, trends, and possibilities which are causing the face of our world to change so dramatically on a day-to-day and minute-to-minute basis require contemporary leaders to develop planning systems and strategies to lead into the future rather than reacting to it. As our world becomes increasingly more complex and inter-related, decisions made today will have more far reaching impact than they did in the past.

One of the clearest evidences of law enforcement's response to the changes in the social, political and economic climates has been the use of non-sworn personnel in tasks or positions formerly handled by sworn officers only. This process has become commonly referred to as Civilianization. Since the 1960's, Civilianization has become one of the primary strategies used by law enforcement executives and city governments to continue to provide or increase law enforcement services in times of reduced financial resources. While there are both positives and negatives to the process, the fact is that Civilianization has, is, or will occur in almost every law enforcement agency.

Since the face and make up of our agencies are changing, it is important that we look specifically at how we are managing one of the most critical aspects of personnel resources -- training. Very clear standards have been set for many years for the selection and training of sworn officers. It was felt that the functions they performed were so critical that it required specific

minimum standards and demonstrated proficiencies before they were deemed ready to provide service to the public. With Civilianization, however, many of these tasks have been re-evaluated and assigned to non-sworn personnel. The question must be asked then, "To what extent are or should these non-sworn personnel be trained to perform their duties?"

It is to this question that this project is addressed. Due to the many specialized law enforcement agencies throughout the state, this project will of necessity limit its scope to police, public safety, and sheriff's departments within the state. This is not to minimize the importance of those specialized agencies, but to allow the writer to focus on those agencies with generally common missions. Indeed, the process of Civilianization may be even more extensive and important in some of those specialized agencies.

CHAPTER I

DEVELOPMENT OF CIVILIANIZATION

Many factors have contributed to the increase in Civilianization throughout the United States and California. Initially, it was the concept of professionalization of personnel resources. In the late 1960's, and early 1970's, much attention was focused on developing law enforcement agencies and their personnel. The problems of crime, civil unrest, and the turbulent period of national concern surrounding the war in Viet Nam, brought the focus of attention on law enforcement like it had never been before. The establishment of the President's Commission on Law Enforcement and Administration of Justice underscored the national fervor for an examination of how the police did their job.

The Commission's report, The Challenge of Crime in a Free Society became the blueprint for many in setting strategies and goals for improving law enforcement. In its Task Force Report: The Police, the Commission noted that there were many tasks performed by sworn offiers which did not require police skills. The report stated that many of these tasks should be assumed by civilian personnel. Specifically highlighted were those assignments which were clerical, mechanical, or required specialized knowledge or skills.[1] The report also focused on the creation of an unarmed civilian position which was identified as a community service officer (CSO). The CSO would be a "uniformed member of the working police who performs certain service and investigative duties on the street."[2]

A little over ten years later, researchers James Tien and Richard Larson identified the evolution of the "CSO" concept into that of a paraprofessional for law enforcement. In their study, they found that police departments were moving away from the traditional "general practioner" model of the patrol officer. They discussed the new type of civilian specialist -- the police service aide. They found the aide analogous to paramedics.

> The police service aide represents a new type of police specialist whose primary responsibility is to respond to service type calls. The police service aide concept, in recognition of the fact that the majority of police calls for service do not require the specific skills and powers of sworn officers, allows the officers themselves to specialize more on crime fighting activities. Thus, the aides are specialists in service calls and the sworn officers are thereby free to focus on crime fighting and on responding to crime-related (or potentially crime-related) calls for service.[3]

The primary driving force, however, has been cost savings. One of the first to identify this economy was O.W. Wilson. In 1963, he noted that it was an unsound practice from both economical and efficiency viewpoints to have sworn officers handling primarily clerical, receptionist, or records tasks.[4] Further impetus has been provided at the federal level by several commissions and organizations. In his report, "The Future of Civilianization in Law Enforcement", Richard Breza cites such groups as the National Advisory Commission on Criminal Justice Standards and Goals (1973), the National Commission on Productivity (1975), and the Urban Institute of Washington, D.C. (1975), as all having endorsed the use of civilian personnel in some assignments to reduce law enforcement costs.[5] Those agencies with active non-sworn programs emphasize the cost savings as one of the main attributes. The Santa Ana Police Department in Santa Ana, California, highlights lower employee pension, insurance, and worker's compensation costs as major benefits of their Civilianization program.[6]

With these factors as foundation, an assessment of the make up of law enforcement agencies and the actual experiences of departments who have developed the concepts of Civilianization into actual practice must be observed.

CHAPTER II

PERSONNEL TRENDS IN CALIFORNIA LAW ENFORCEMENT TODAY

What has been the trend in the make up of California law enforcement agencies today and what can we expect in the future? In making this assessment, employment data from police, public safety, and sheriff's departments in California was surveyed. This information was obtained from the Employment Data for California Law Enforcement reports published by the Commission on Peace Officer Standards and Training (POST) for the years 1976, 1979, 1982, and 1985. The results of this survey are displayed in Tables I and 2 and in Figures 1, 2, and 3.

Table 1 (Page 8) provides data for municipal police and public safety departments. Table 2 (Page 9) covers the same data for sheriff's departments. Figure 1 (Page 10) displays the comparative relationships of the total number of employees. Figure 2 (Page 11) shows the relationship between sworn personnel while Figure 3 (Page 12) covers non-sworn personnel.

Police and Public Safety Departments

In evaluating the growth of police and public safety departments, it was felt beneficial to determine if there were any significant differences in comparison to size of the agency. Table 1 provides information for all reporting agencies and departments of 100 or more sworn employees. The 100 or more distinction was selected after consultation with many law enforcement

managers and was generally accepted as being the breaking point at which departments are considered "large". In 1985, these 55 departments represented over 71% of the total personnel.

Of immediate note is the continued growth of law enforcement agencies over the past 10 years. During a period of increased citizen activism in reducing taxes and government revenue, the total number of employees rose over 15.6% overall and 25.8% in departments over 100 sworn. The differences are even more striking in the sworn officer category. While overall there was an 8.9% increase in sworn, there was a 24.3% jump in agencies over 100 sworn. Both groups showed major and similar increases in non-sworn employees. Overall, civilians increased 28.6% with a 29.6% rise in departments over 100 sworn. These increases are reflected in the percentage of civilians within these departments. Since the increases in sworn and civilian were relatively close for departments over 100 sworn, the percentage of civilians increased from 28.5% in 1976 to 29.4% in 1985. Overall, however, the percentage of civilians increased from 25.8% in 1976 to 28.7% in 1985.

Sheriff's Departments

Table 2 covers the same data for sheriff's departments with a similar breakdown between overall totals and those with 100 or more sworn. In contrast to police and public safety, the 27 agencies with 100 or more sworn represented fully 91% of the total employees.

Sheriff's departments have experienced even more relative growth over the past ten years. The total number of employees has risen 34% with 100 or more sworn increasing 33.7%. Sworn strength grew 24.8% overall and 25.8% in agencies with over 100 sworn. The most striking area of growth, however, has been in the area of non-sworn. Overall, the number of civilians has increased 60.4% with 100 or more sworn jumping 55.4%. These increases have raised the percentage of civilians in sheriff's departments from 26.1% in 1976 to 31.2% in 1985. In departments of 100 or more sworn, the increase was from 26.6% to 30.9% over the same period.

Comparisons and Contrasts

Observation of these growth patterns should be evaluated within the context of and overall growth of state population. California State Department of Finance estimates show the state population grew from 21,936,000 in 1976 to 26,357,800 in 1985. This represents a 20.2% increase in population.

As demonstrated in the two Tables, there have been similarities and contrasts in the growth of police and public safety departments when compared to sheriff's departments. Figure 1 shows that while sheriff's departments grew by a little over 1,000 more in total personnel during the 10-year period, the rate of growth was over double that of police -- 34.0% to 15.6% respectively.

The differences become even more exaggerated in looking at sworn positions. In Figure 2, the 10-year comparison shows that sheriff's departments rate of growth was nearly 3 times that of police and public safety departments.

Probably the most interesting growth picture comes in the area of non-sworn employees. Figure 3 depicts the growth of civilians for both sheriff's departments and police and public safety. While the net between the two groups shows an increase of slightly over 400 employees in favor of the sheriff's, the sheriff's rate of growth was twice that of police and was a 60.3% increase over the ten-year period of the study.

How then has the process of Civilianization been implemented in light of the changing department demographics? This question along with training and future trends are discussed in the following chapter.

TABLE 1

POLICE & PUBLIC SAFETY	1976	1979	1982	1985	% CHANGE
AGENCIES REPORTING	332	352	357	354	
100 + Sworn	42	41	46	55	
Sworn Total	26,907	27,889	29,248	29,307	+ 8.9 %
100 + Sworn	16,663	18,607	19,313	20,715	+ 24.3 %
Civilian Total	9,175	9,978	11,197	11,803	+ 28.6 %
100 + Sworn	6,663	6,750	7,705	8,636	+ 29.6 %
Total Employees	35,552	37,867	40,445	41,110	+ 15.6 %
100 + Sworn	23,326	25,357	27,018	29,351	+ 25.8 %
% Civilian Employees	25.8 %	26.3 %	27.6 %	28.7 %	+ 1.9 %
100 + Sworn % Civilian	28.5 %	26.6 %	28.5 %	29.4 %	+ .9 %

TABLE 2

SHERIFF'S DEPTS.	1976	1979	1982	1985	% CHANGE
AGENCIES REPORTING	57	58	58	58	
100 + Sworn	25	29	27	27	
Sworn Total	14,404	15,476	16,393	17,977	+ 24.8 %
100 + Sworn	13,109	14,219	14,935	16,489	+ 25.8 %
Civilian Total	5,078	6,284	6,725	8,145	+ 60.4 %
100 + Sworn	4,749	5,931	6,101	7,382	+ 55.4 %
Total Employees	19,482	21,760	23,118	26,122	+ 34.0 %
100 + Sworn	17,858	20,150	21,036	23,871	+ 33.7 %
% Civilian Employees	26.1 %	28.8 %	29.1 %	31.2 %	+ 5.1 %
100 + Sworn % Civilian	26.6 %	29.4 %	29.0 %	30.9 %	+ 4.3 %

TOTAL FULL-TIME EMPLOYEES

FIGURE 1

	S	P	S	P	S	P	S	P	S	P
	19,482	35,552	21,760	37,867	23,118	40,445	26,122	41,110	6,640	5,558
	1976		**1979**		**1982**		**1985**		**'76-'85**	

10-Year Increases

+34.0% +15.6%
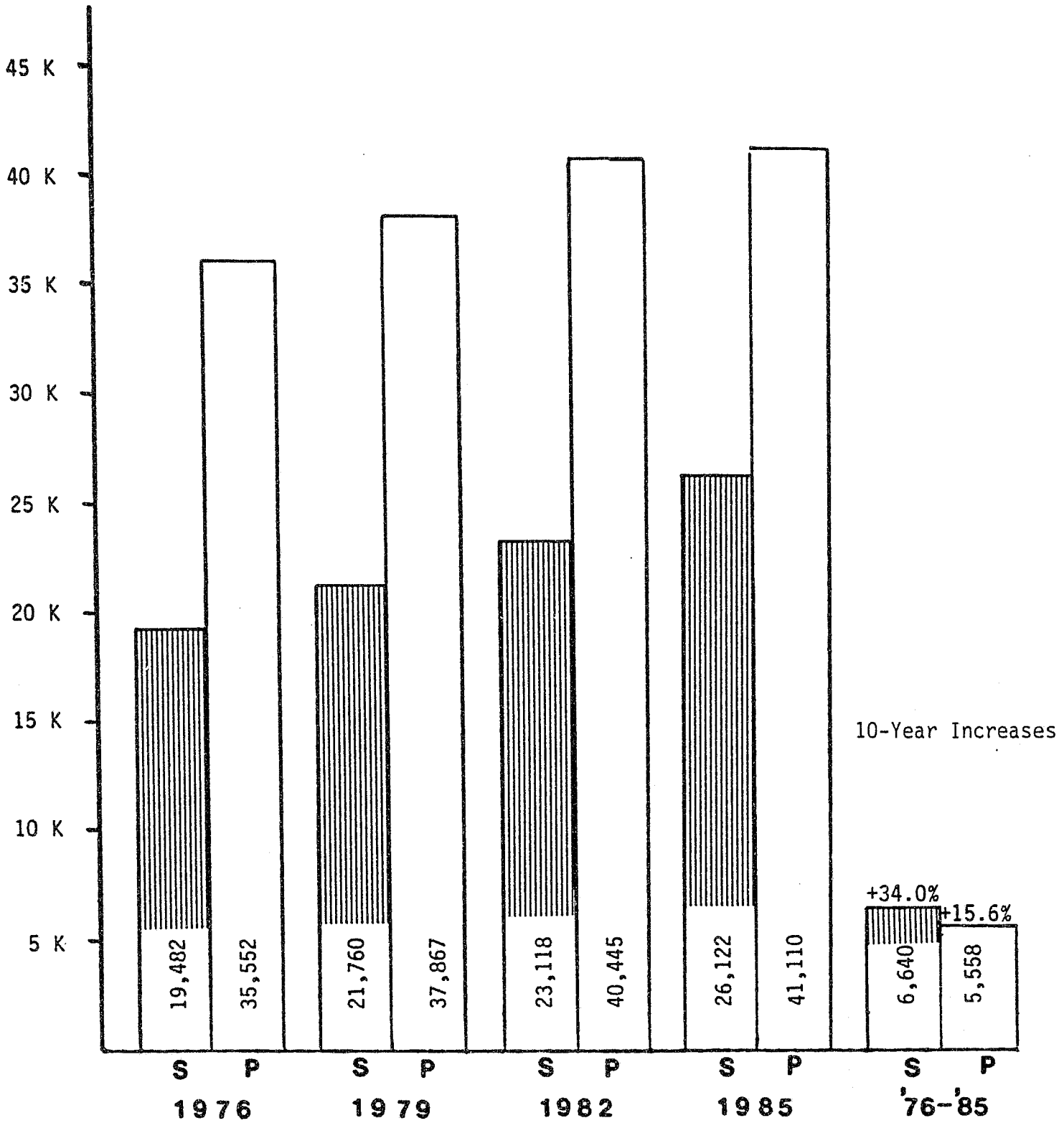
S - Sheriff's Departments

P - Police and Public Safety Departments

TOTAL SWORN OFFICERS

FIGURE 2

30 K

25 K

20 K

15 K

10 K

5 K

10-Year Increases

| S | P | S | P | S | P | S | P | S | P |
| 14,404 | 26,907 | 15,476 | 27,889 | 16,393 | 29,248 | 17,977 | 29,307 | 3,573 | 2,400 |

+24.8%

+8.9%

| S | P | S | P | S | P | S | P | S | P |
| 1976 | | 1979 | | 1982 | | 1985 | | '76-'85 | |
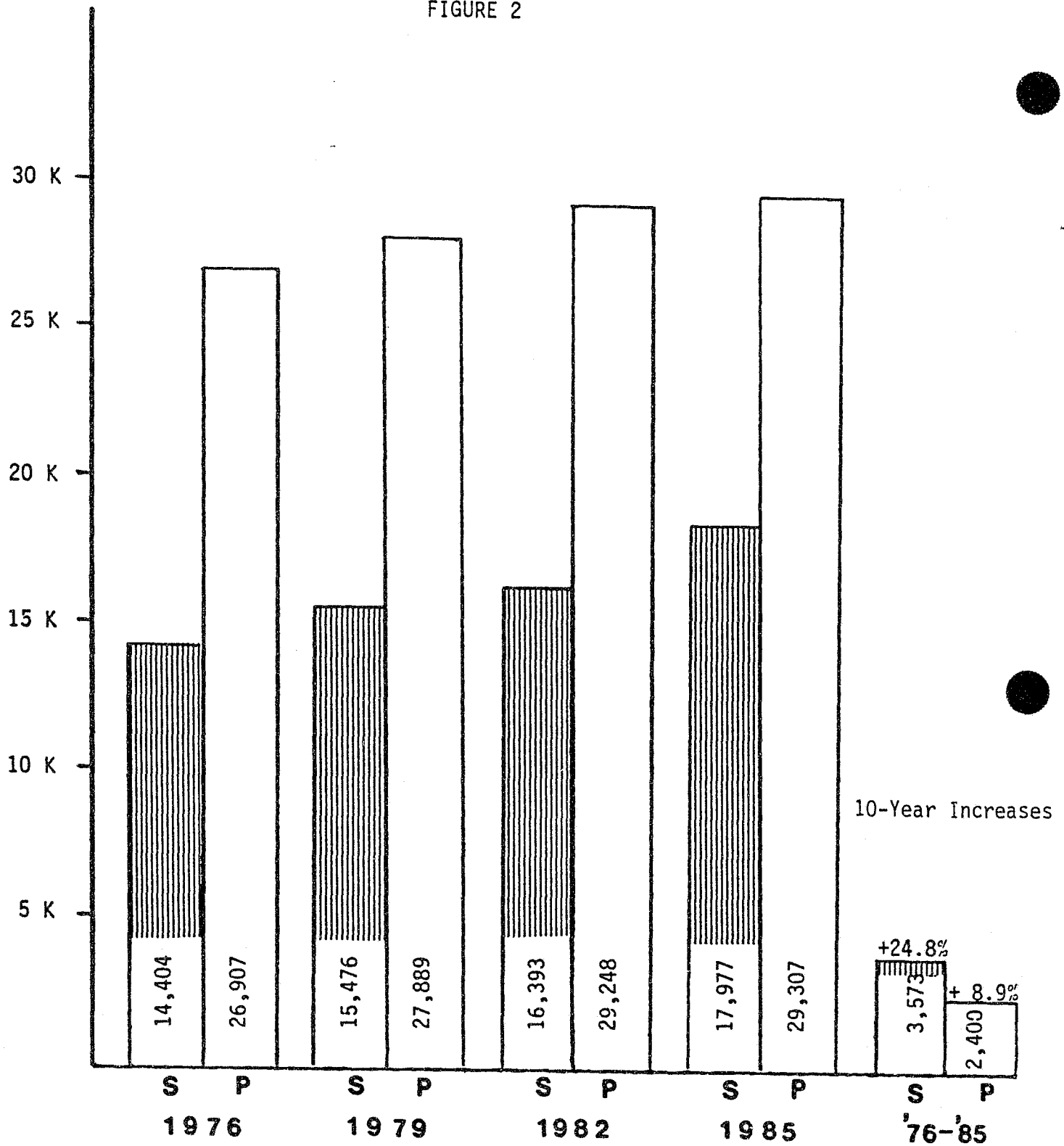
S - Sheriff's Departments

P - Police and Public Safety Departments

TOTAL FULL-TIME CIVILIAN EMPLOYEES

FIGURE 3

10-Year Increases

+60.3%

+28.6%

	S	P	S	P	S	P	S	P	S	P
	5,078	9,175	6,284	9,978	6,725	11,197	8,145	11,803	3,067	2,628
	1976		**1979**		**1982**		**1985**		**'76-'85**	
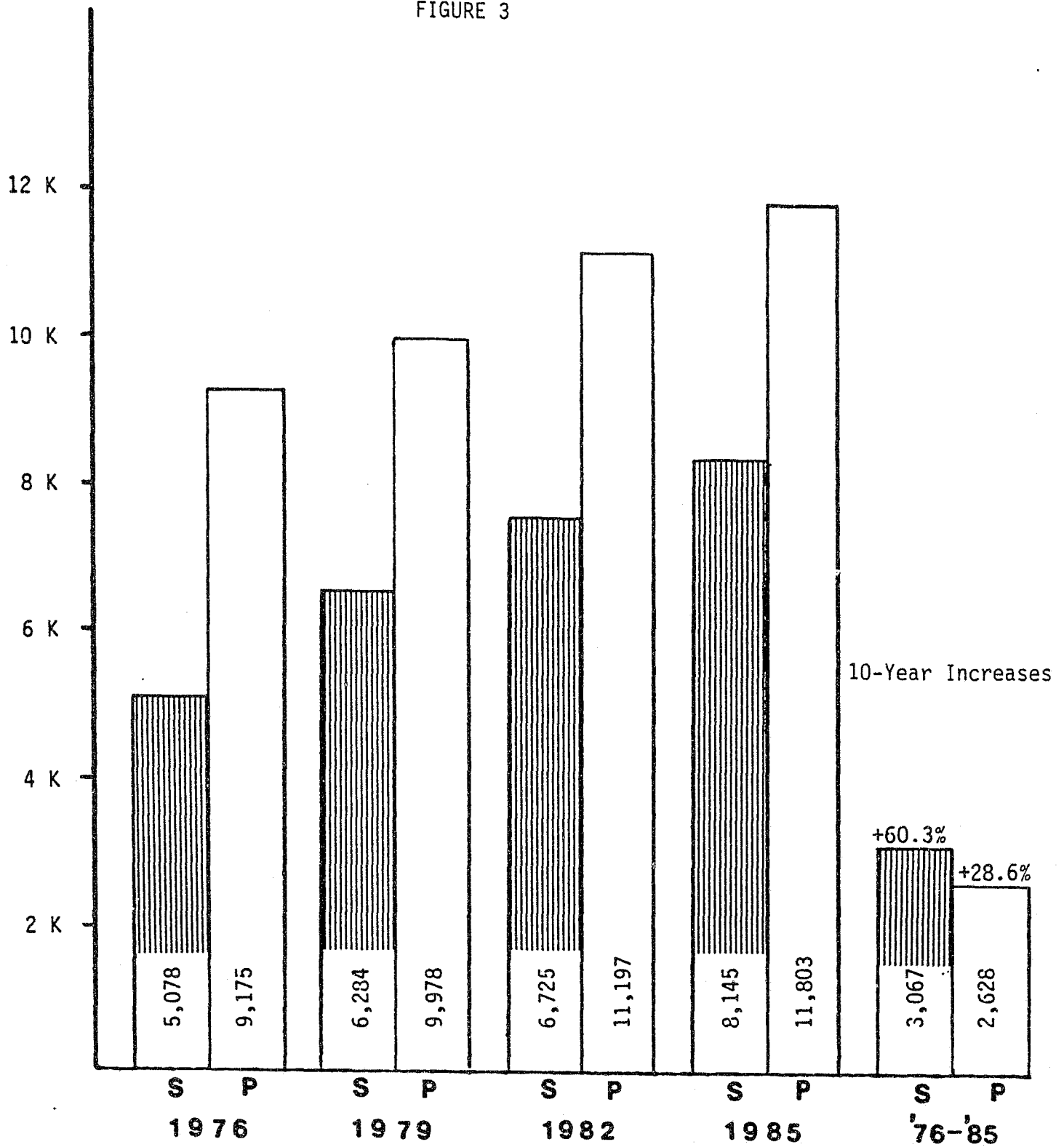
S - Sheriff's Departments

P - Police and Public Safety Departments

CHAPTER III

FUTURE TRENDS AND CASE STUDIES

The process of Civilianization in today's law enforcement agencies has changed and will continue to change the manner in which police services are provided. While the degree to which non-sworn personnel have been assigned tasks formerly performed by sworn officers varies, just about every department has at least been confronted with or looked at Civilianization. Although there are many positives to the process, there are also concerns regarding the long-range impact on community service and the law enforcement profession.

On the positive side, many departments have been able to maintain or increase service levels despite significant budget problems through the use of Community Service Officers, Investigative Aides, and other non-sworn personnel. These positions have allowed sworn resources to be directed at those tasks or service areas requiring police powers. Community acceptance has been generally good and the additional job areas have provided new career paths for non-sworn employees. Where Civilianization has been effective, the organizations have found an effective balance of sworn and non-sworn personnel in meeting service demands and personnel issues.

Of concern are some of the long-range effects of Civilianization. From a strictly monetary standpoint, there has been increasing pressure in some city governments to try to civilianize all positions which do not require some

police powers. This pressure has put the authorized strength of sworn officers under constant fire as city governments try to economize. From an operations standpoint, with fewer sworn officers, there has been a loss of flexibility in meeting some service needs -- particularly in response to emergency situations. From a personnel standpoint, reducing the number of job areas for sworn personnel necessarily limits the opportunity for rotation and career development. This becomes an increasingly difficult problem for the police executive who needs to be able to provide new motivators to replace those assignments which provided variety and a "change of pace" for sworn employees. Finally, from a labor point of view, job security for sworn officers is becoming an increasingly important issue. As more and more positions come under scrutiny, we can expect that "officer safety" and job security will be major issues in meet and confer processes.

The key to the impact of Civilianization will be to what extent city governments, police administrators, and police labor organizations can work out a balance between the service needs and financial capabilities of communities versus the professional growth and job security issues facing the law enforcement employee. The relative success of these individual balancing acts will determine the positive or negative effects Civilianization will have on police operations. One of the key aspects of this process will be the professional competency of the civilians who move into these formerly-sworn positions. While selection criteria is important, the underlying foundation of

any successful program will be the amount, type, and quality of training these individuals receive.

What then has been the development of Civilianization in law enforcement agencies? What can we expect in the future? What are agencies doing to satisfy specific training needs? What have training institutions and POST been doing to provide training for these non-sworn personnel? Will or should there be minimum standards for selection and training established for these positions?

In an attempt to anticipate the future of Civilianization, a number of experts were brought together to look at the development of Civilianization past, present, and most importantly, in the future. A Nominal Group Technique (NGT) was used to identify trends and events which have and will impact Civilianization. Out of this meeting, 31 trends and 40 events were developed. Four trends and five events were selected as being most significant or as having the greatest probability of occurrence. The trends included: 1) government budgets, 2) crime rates, 3) available personnel, and 4) restrictive legislation. Specific events included: 1) decriminalization of "victimless crimes", 2) tax reform 3) prohibition of Civilianization, 4) U.S. economic collapse, and 5) privatization of police services. (For complete listings, please see Appendix A)

SIGNIFICANT TRENDS

GOVERNMENT BUDGETS
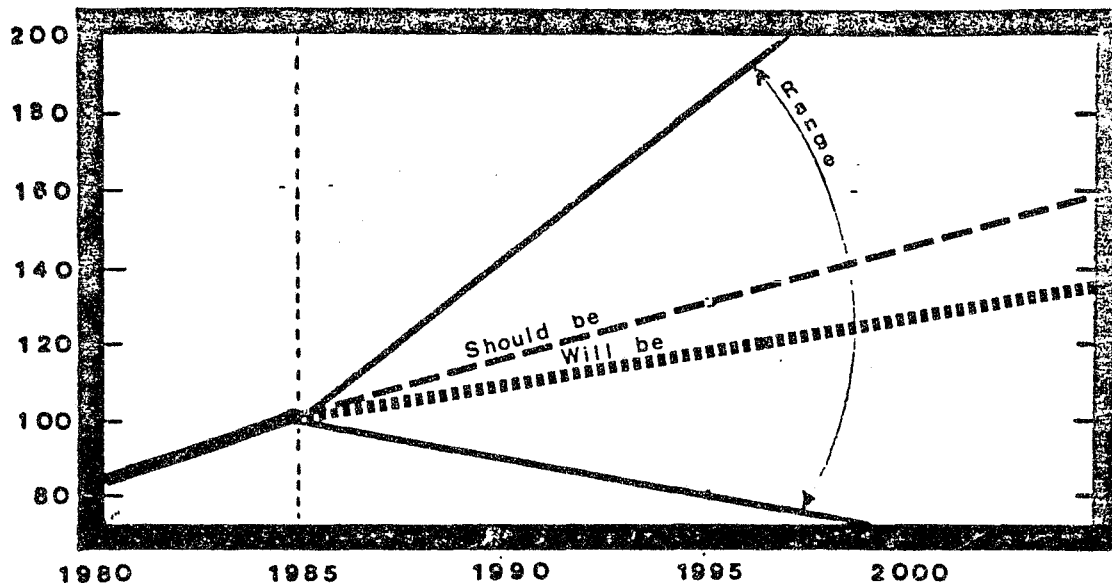
1. Government Budgets will increase:

   It is projected that Government Budgets will increase
   slowly in the coming years. This should make funds
   available for Civilianization projects.

CRIME RATE
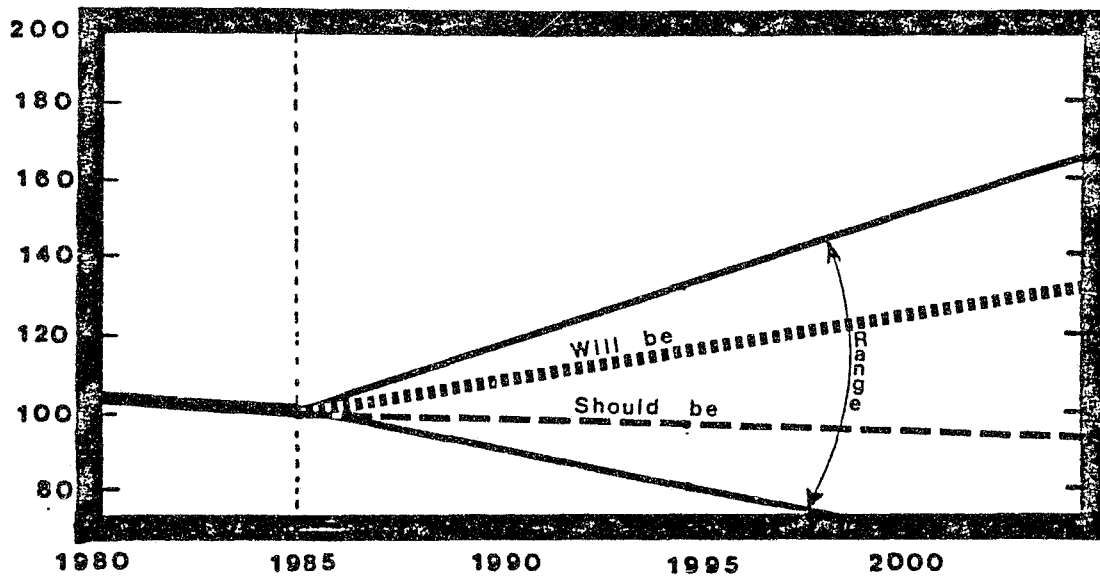
2. Crime Rate will increase:

   It is projected that the Crime Rate will increase in the
   coming years. This could call for programs such as
   Civilianization to meet increased service needs.

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AVAILABILITY OF QUALIFIED PERSONNEL
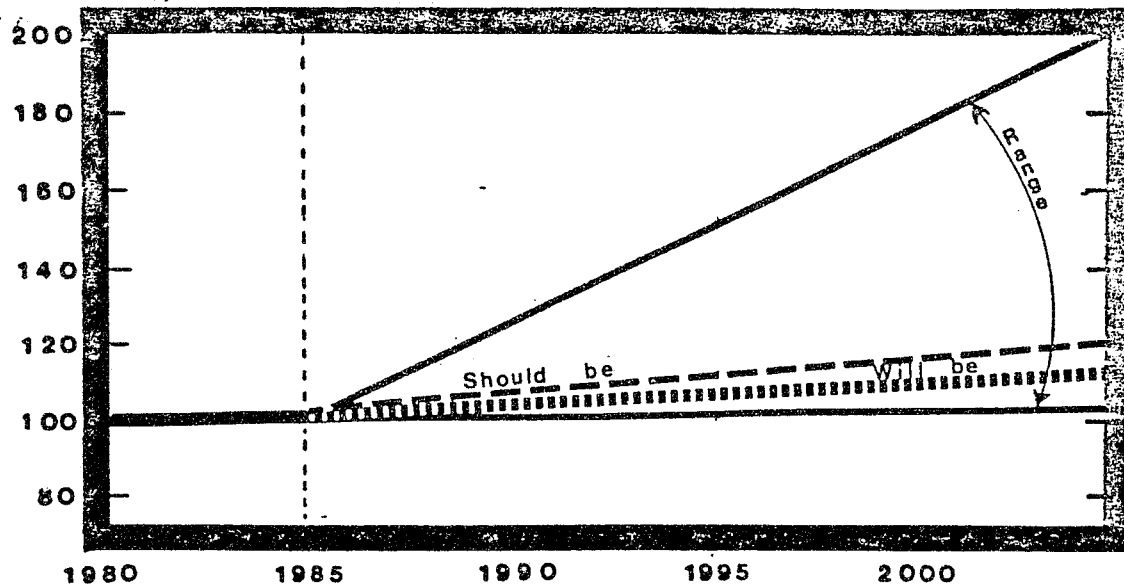
3. The number of qualified personnel will increase:

> It is projected that the profession will attract more
> qualified personnel. Highly capable people who could
> not qualify for a sworn position can now enter the
> profession.

RESTRICTIVE LAWS
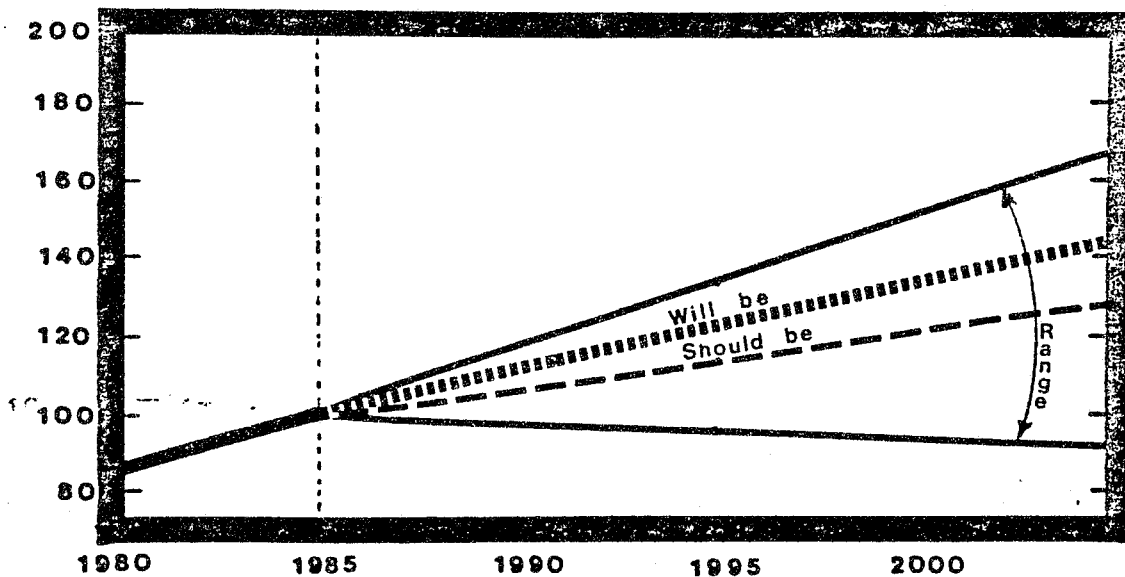
4. Laws will become more restrictive:

> It is projected that employment regulations will become
> more restrictive for employees. Anti-discrimination laws
> will force changes in job descriptions and tasks.

CROSS-IMPACT EVALUATION

By 1995

IF "Victimless" offenses are decriminalized --

THE PROBABILITY OF

Tax Reform	(41.88%)	INCREASES	to	42.10%
Civilianization	(6.25%)	INCREASES	to	6.75%
Economy Collapse	(31.25%)	INCREASES	to	31.44%
Privatization	(35.0%)	INCREASED	to	43.31%

IF Tax reform occurs --

THE PROBABILITY OF

"Victimless" Offenses	(48.75%)	INCREASES	to	58.69%
Civilianization	(6.25%)	DECREASES	to	5.36%
Economy Collapse	(31.25%)	INCREASES	to	40.62%
Privatization	(35.09%)	INCREASES	to	54.25%

IF Civilianization is prohibited --

THE PROBABILITY OF

"Victimless" Offenses	(48.75%)	DECREASES	to	47.23%
Tax Reform	(41.88%)	DECREASES	to	37.70%
Economy Collapse	(31.25%)	INCREASES	to	32.81%
Privatization	(35.0%)	INCREASES	to	37.84%

IF The economy collapses --

THE PROBABILITY OF

"Victimless" Offenses	(48.75%)	INCREASES	to	67.03%
Tax Reform	(41.88%)	INCREASES	to	80.88%
Civilianization	(6.25%)	INCREASES	to	8.20%
Privatization	(35.0%)	INCREASES	to	57.31%

IF There is a major shift to Privatization --

THE PROBABILITY OF

"Victimless" Offenses	(48.75%)	INCREASES	to	63.98%
Tax Reform	(41.88%)	INCREASES	to	54.44%
Civilianization	(6.25%)	DECREASES	to	5.20%
Economy collapses	(31.25%)	INCREASES	to	31.64%

The four trends were computed and ranges were established. These results are depicted on pages 16 and 17. Probabilities for specific events were then evaluated and subsequently compared with the resultant cross impact analysis. These results are listed on page 18. (For further data, please see Appendix A)

With the results of the NGT in mind, the next evaluative step was to compare the possibilities to the realities. To accomplish this, law enforcement agencies with active Civilianization programs were identified. Three agencies were then selected for individual case studies. It was felt that they best reflected the experience and "state of the art" in the development of Civilianization. Not only do they represent past, current, and future practices, but they also provided managers and administrators who could lend their expertise to specific questions regarding training issues.

CITY OF FAIRFIELD

The City of Fairfield, California was identified as uniquely informative as a case study for several reasons. City leadership has been exceptionally stable in the two key positions of City Manager and Chief of Public Safety. Each of these executives has a track record of achievement and innovation. The Civilianization program within the police department has been underway since 1974 and has seen non-sworn personnel move into every aspect of department operations. The length of the program has allowed many of the perceived

positives and negatives to evolve and be tested. It has also allowed

observation and evaluation of training needs. Finally, with this wealth of

hands-on experience with Civilianization, the views of the City Manager and

Chief of Public Safety take on added validity in measuring the future of

Civilianization and specific training recommendations.

The City of Fairfield is a growing community located in Solano County

approximately 40 miles south and west of Sacramento. Described as a

blue-collar and upper middle class city, the police department service

population has grown from approximately 50,000 in 1976 to over 68,000 in 1986.

Besides an extensive Civilianization program, the City has demonstrated its

willingness to be innovative in other areas. In 1979, the city adopted a

modified public safety plan incorporating administrative, records,

communications, training and prevention functions for the police and fire

departments into combined units under the direction of the Chief of Public

Safety, Charles Huchel. The city has also pursued contracting with private

firms to provide some personnel for assignments within city departments

including the Public Safety Department.

With this background of innovation, the City Manager and the Chief of

Public Safety were interviewed regarding the effectiveness of Civilianization

in Fairfield.

Interview with City Manager, Mr. Gale Wilson

Mr. Wilson is the dean of California City Managers with over thirty years as the City Manager of the City of Fairfield. Prior to this, he served as the Assistant City Manager for the City of Buena Park, California. Mr. Wilson has been President of the Board of Directors of North Bay Medical Center for thirteen years. Additionally, he is currently the Chairman for the Commission on Peace Officer Standards and Training (POST). He has been recognized by Brigham Young University as Public Adminsitrator of the Year and received the Outstanding Management Innovator Award from the International City Management Association (ICMA).

Mr. Wilson was asked the following questions regarding Civilianization and was asked to respond from both his perspective as a City Manager and as Chairman of the POST Commission. His responses are reflective of the conversation with the writer although not direct quotes.

I.   What do you see as the facts which have influenced the development of Civilianization in your city and in municipal government?

Mr. Wilson identified five facts which are listed without necessarily prioritizing their particular importance.

1. Municipal budget pressures.

   Mr. Wilson felt that the effects of voter cost cutting measures
   such as Proposition 13 and Proposition 4 had forced municipal
   governments to look at all city departments to identify economies
   which could be made. Since public safety is most often the
   largest portion of city budgets, police departments have been a
   particular target for these efforts.

2. Tax-payer reluctance to raise taxes.

   Although most citizens want good public safety, Mr. Wilson sees a
   strong reluctance for these citizens to burden themselves with
   more taxes. While some local government public safety tax issues
   have been successful, the general populace feels that other city
   services should be reduced to maintain public safety without
   increasing taxes.

3. Citizen sophistication for more service.

   Most members of the community are becoming more sophisticated in
   their understanding of municipal government. Accordingly, they
   have also become expectant and more vocal of good management of
   resources to maintain or actually increase services without
   increasing taxes.

4. Cut back in Federal Revenue sharing.

   For the past several years, local governments have been warned
   that Federal Revenue sharing was going to be curtailed. In light
   of this, many city administrators, city councils, and police
   executives began to look for ways to cut the largest portion of
   their budgets -- personal costs.

5. Growth expands the "window of opportunity".

   While economic trends have swung from boom to recession,
   California communities have generally been in growth modes. Mr.
   Wilson feels that this has provided a "window of opportunity" for
   local governments to try new programs to meet new challenges.

II. What factors have slowed or impeded the development of

Civilianization in your city and municipal government?

Mr. Wilson identified three factors.

1. Tradition within the police department.

   Probably the biggest initial hurdle is breaking "traditional" molds of thought and procedure. Older managers and line personnel are reticent to give up tasks which have only been handled by sworn personnel in the past.

2. Tradition within the community.

   Although not as significant as the department, some of the same "traditional" ways and thought are reflected in the community. Questions about lowering the quality of service or safety levels may have to be addressed in overcoming opposition from residents and business owners.

3. Sworn officer associations or unions.

   Some opposition has been voiced by associations or unions who perceive Civilianization as an "officer safety" issue. It may also be seen as a "job security" issue as sworn employees see what normally would have been a police officer position converted to a civilian slot.

III. Should the POST Commission take a closer look at expanding the amount of support for civilian training?

Mr. Wilson pointed out that POST had already been looking at the future needs of non-sworn personnel. Within the past year, a training needs assessment for non-sworn personnel was conducted by POST. The survey identified over 312 different job titles for non-sworn. Of particular interest was the 86% survey response which felt that POST should continue to certify courses for non-sworn and should look to certify new courses to meet agency

needs. This was interesting in that during the 1984-85 fiscal year, only 7% of the over 37,000 trainees in POST courses were civilian. This group was reimbursed just under $1,000,000 which represented only 3% of the total reimbursements for the year.

As a result of the survey, a non-sworn supervisory course is now being piloted in three areas of the state. Additionally, other courses are being investigated for expansion or development.

Also of interest, Mr. Wilson noted that the Commission is reviewing its reimbursement policy to allow non-sworn managers to attend the Executive Development Course. This request comes on the growth of management and command positions within larger police departments which are now staffed by non-sworn personnel.

Even with these recent events, Mr. Wilson felt that the Commission should look further at the trends of Civilianization and determine if current reimbursement policies reflected the needs of law enforcement agencies.

IV.   Should POST establish minimum training and selection standards for non-sworn personnel?

Mr. Wilson stated that he felt that this should be the case. As the number of non-sworn positions grow, particularly those providing direct services, minimum standards should be developed. He noted that the Commission is currently reviewing a proposal which would amend current law (P.C. 13510) to require POST to set selection and training standards for public safety dispatchers. It is stated that a primary reason for this recommendation is because of Civilianization of dispatch positions. If this does take effect, a similar case could be made for other non-sworn positions.

Interview with Chief of Public Safety, Charles Huchel

Chief Huchel is a 29-year veteran of law enforcement. He has served as the Police Chief for nearly 13 years and as the Director of Public Safety since 1979. During his tenure, the Fairfield Police Department became one of the first to actively pursue a Civilianization program. Chief Huchel is in a unique position to have observed both the positive and negative aspects of Civilianization.

Chief Huchel was asked the following questions and was asked to respond from his experience with his department and his observations of law enforcement agencies in general. Chief Huchel's responses are reflective of his conversation with the writer although not direct quotes.

I.   What do you see as the factors which have influenced the
development of Civilianization in your city and in municipal government?

        Chief Huchel identified four facts which were significant in his
experience.

    1.   Employee costs.

          Chief Huchel stated that the department had identified several
          task areas which did not require peace officer training or
          expertise to do effectively. It was felt that a trained civilian
          could do these tasks at a lesser cost freeing the sworn officer to
          do other activities which required his special training. As
          initial positions were successfully civilianized, increased budget
          pressures made other positions attractive for Civilianization.

    2.   Citizen demands for service.

          In a growing community like Fairfield, citizens demanded high
          service levels even as department resources were taxed by an .
          expanding population. Civilianization allowed the department to
          meet these service demands without major increases in sworn
          strength. Chief Huchel indicated that the program was implemented
          on a low-key basis and no negative responses were received from
          citizens when their calls were handled by civilians.

    3.   Recruitment tool.

          Although not initially conceived as such, Civilianization has
          become an effective tool for recruiting new members into the
          department.

    4.   Diversity for females in department.

          Chief Huchel stated that the program was seen as having a positive
          impact for females on the department by providing other task areas
          for them to work.

II. What factors have slowed or impeded the development of Civilianization in your city and municipal government?

Chief Huchel identified three major areas.

1.   Lack of job diversity.

The process of Civilianization had developed over a number of years until there were only two areas open to sworn officers. These were patrol and investigations. This naturally limited the exposure of sworn personnel to other aspects of department operations and gave them no assignments which would be a break or respite from enforcement oriented activities.

2.   Narrowed perspectives.

Because of the lack of mobility, sworn officers developed a somewhat parochial view of their responsibilities and became narrowly focused on a divisional perspective.

3.   Resentment and negative attitudes.

Along with narrowed perspectives came negative attitudes. Chief Huchel felt that this was a direct result of frustration built up by the lack of mobility. There was a slow build-up of resentment from individuals. As more positions became Civilianized, this growing resentment became more wide-spread and was showing signs of becoming an organizational issue which could become a labor/management issue.

III. What action did you take to deal with these negative aspects of Civilianization?

Chief Huchel stated that when these problems were seen by department management, a careful review of department assignments was undertaken. As a

result, a rotation program was established to allow sworn officers to work assignments such as crime prevention, crime analysis, and the school resource program. This has had a very positive impact on morale by again allowing officers to get involved in all aspects of department operations.

IV. Should the POST Commission establish more schools and funding for non-sworn personnel?

With the variety of courses currently offered, Chief Huchel felt that most appropriate courses were currently provided or planned for in the future. One area that could be expanded was that of training for the civilian investigative aide. He also felt that further consideration should be given to the number of courses which are reimbursable for civilians.

V. Should POST establish minimum training and selection standards for non-sworn positions?

Chief Huchel strongly opposed any establishment of minimum standards for civilians. Due to the very individualized nature of most Civilianization programs, he felt that it would put unnecessary restrictions on local agencies in meeting the particular needs of their communities.

VI. What in your view is the future of Civilianization in your city and for law enforcement in general?

Chief Huchel felt that Civilianization in Fairfield will remain at basically its present level for the foreseeable future. For law enforcement in general, he observed that the area in which civilians were not yet being utilized to their fullest was that of investigations. He noted that check investigations in his department were currently handled by a civilian investigative aide and that many aspects of investigations could be capably assigned to non-sworn personnel.

It is clear in the response of both Mr. Wilson and Chief Huchel that, on balance, the positives of Civilianization have outweighed the negatives for the City of Fairfield. Both feel that service levels have been maintained or even enhanced through the use of non-sworn in some previously sworn positions. Both also indicated that they felt that the Civilianization program had pretty much reached its fullest extent in the types of positions which should be civilianized. While Chief Huchel felt that most relevant training courses were currently available, Mr. Wilson felt that further study was needed to ensure that the appropriate amount of training and POST resources were being directed to non-sworn. Interestingly, although not surprisingly, Mr. Wilson and Chief Huchel differed on whether minimum selection and training standards for non-sworn should be established.

How well does the experience of Fairfield reflect Civilianization in other California communities? To assess this, two other cities were studied.

One, the City of Santa Ana, is a large community into which Civilization was new when introduced by Chief Ray Davis. The second city is Irvine in which Civilianization has been an active component since the inception of the police department in 1975 under the direction of Chief Leo Peart.

CITY OF SANTA ANA

The City of Santa Ana is located in the center of thriving Orange County. The city has a diverse population reflecting the "melting pot" of ethnic change which is occurring within the county. The city has a resident population of 225,000 and a service population of over 300,000. The Santa Ana Police Department has 385 sworn and 204 non-sworn personnel. The civilian positions include line level Police Service Officers, supervisory, and management assignments for non-sworn.

For the purpose of this study, Captain Paul Walters was interviewed. Captain Walters has been with the department for 16 years and is currently the Operations Division Commander. As with the other interviews, Captain Walters' responses are reflective of our conversation although not direct quotes.

Interview with Captain Walters

I.   What do you see as the factors which have influenced the development of Civilianization in your city and in municipal government?

Captain Walters stated that the implementation of the department's well-known Community Oriented Policing (COP) program was the driving force behind Civilianization in Santa Ana. In order for the program to effectively reach out to the community, the position of Police Service Officer (PSO) was established to provide liaison with the community. Their role was to develop community support and public education toward the goals of the COP program. Job satisfaction with the PSO was high as was community acceptance. Gradually, PSO's began handling non-emergency/non-violent calls.

Although initially secondary, another factor was cost effectiveness. Once it was seen that service calls could be handled by the PSO's, sworn officers were freed for different tasks. This has continued over the years as non-sworn have moved into other task areas including positions formerly held by sworn supervisors and managers. Captain Walters was quick to note, however, that these sworn positions were not eliminated but re-assigned to other task areas.

Since the program has expanded, the Civilianization program has expanded lateral job mobility for non-sworn personnel. Captain Walters noted that many of the PSO's are actively recruited when PSO openings become available within various divisions within the department.

II. What factors have slowed or impeded the development of Civilianization within your city?

In the initial stages, PSO's were put into blazers to differentiate them from sworn officers. This was done so that it would not expose PSO's to dangers that they were not trained to handle or situations in which they would not be able to provide the necessary expertise that a citizen expected to receive. Unfortunately, the blazers were not accepted by the public and it was decided to put them into uniform. They now are fully-accepted and there have been no instances in which non-sworn personnel have been endangered because they were wearing a uniform.

Another factor which was evident in some sworn officers was what could be considered as a normal resistance to change. Some officers were skeptical of whether non-sworn could capably handle service needs. They also demonstrated some resentment towards non-sworn and tried to have the uniform of the PSO's changed for further differentiate between sworn and non-sworn. Captain Walters pointed out that these feelings represented a minority and that on a whole, the sworn officers support the COP program and PSO's.

III. Should POST establish more schools and funding for non-sworn personnel?

Captain Walters stated that the department currently uses some POST schools for training their non-sworn. He felt that there should also be programs established for non-sworn in areas like "investigative aide". He also felt that POST should review the current levels of funding for non-sworn training.

IV.   Should POST establish minimum selection and training standards for non-sworn personnel?

While not for all non-sworn positions, Captain Walters felt that for positions which involve direct services some selection and training standards should be developed.

V.   What in your view is the future of Civilianization in your city and law enforcement in general?

Within the Santa Ana Police Department, Captain Walters felt that the use of non-sworn personnel would continue in those areas in which they are currently assigned. He did not see major expansion into other sworn task areas.

For law enforcement in general, Captain Walters saw continued growth for Civilianization as long as it is balanced with service and personnel needs. Of particular concern is the loss of flexibility which may occur if uncontrolled Civilianization fills direct service operational divisions with too many non-sworn "specialists". This could not only impair service levels, but could also generate serious officer safety and community well-being issues.

Captain Walters also identified incipient management/labor problems if sworn positions began to be eliminated in favor of cheaper non-sworn personnel. He felt that in agencies where this might be proposed, significant union or community opposition could be anticipated.

CITY OF IRVINE

The City of Irvine is the newest city in Orange County incorporated in 1971. The police department was established in 1975. Since its inception, the department has utilized non-sworn in formerly sworn positions. The department currently has 112 sworn and 54 civilians. The city has grown to over 90,000 residents and a service population of 146,000. The city and municipal government have taken pride in planned development with full utilization of resources.

For this study, Lt. Sam Allevato, the Traffic Services Commander, was interviewed. Lt. Allevato has been with the department since it was formed. He has over 17 years of law enforcement experience and has been instrumental in developing Civilianization in Irvine. As with the other interviews, Lt. Allevato's responses reflect our conversations and are not direct quotes.

I.   What do you see as the factors which have influenced the development of Civilianization in your city and in municipal government?

Lt. Allevato stated that since the department was created from scratch, management was able to look at many new concepts and practices when identifying personnel assignments. Because of this and the orientation to community service, the first non-traditional assignment was that of a civilian in crime prevention in 1975. This was followed by a civilian accident investigator in 1978 and a civilian report specialist in 1980. All of the positions were readily accepted by the community.

Other factors which helped expand the Civilianization program were cost savings and the freeing of sworn officers to work other tasks requiring their expertise. Lt. Allevato noted that one of the major supporting components was the acceptance of the non-sworn by the sworn officers.

II. What factors have slowed or impeded the development of Civilianization in your city and municipal government?

Lt. Allevato has seen nothing to cause the department or the city to "re-think" these non-sworn assignments. Since the city is in a growth mode, there is need for both sworn and non-sworn to meet the service needs of the community. So far, there has been an extremely compatible and supportive relationship between the sworn and non-sworn members of the department.

III. Should POST establish more schools and funding for non-sworn personnel?

As can be seen in these case studies, Civilianization has proven to be an effective management response to the need to provide continued high levels of service in times of fiscal constraints. It was also proven to be a positive incentive for non-sworn by providing lateral and vertical career mobility. All involved feel that Civilianization is here to stay although growth into other areas may be slow and ramifications for sworn employees are increasingly important management considerations.

To assess the extent of Civilianization, the following chapter addresses current levels of Civilianization within the state and departmental perspectives on the need for training and minimum standards.

CHAPTER IV

JOB ASSIGNMENTS AND TRAINING FOR NON-SWORN PERSONNEL

Survey of Civilianization in Law Enforcement Agencies

Since the number of non-sworn personnel in police, public safety, and sheriff's departments has grown, the extent to which they are involved in assignments which were formerly sworn positions needs to be assessed. The literature was researched to help identify those tasks likely to be civilianized. To focus on California, research projects from the POST Command College were also analyzed. Projects by Richard Breza of the Santa Barbara Police Department and Stanley Kantor of the Anaheim Police Department helped identify nine assignments which were most likely to be using non-sworn where sworn officers were formerly used.

In order to assess the extent in which departments are involved in Civilianization, a survey was conducted. A questionnaire was developed to identify which positions were most frequently being used, plans for future Civilianization, the need for specific POST schools for these positions, and whether or not minimum POST selection and training standards should be established for the positions (see Appendix B). The survey was disseminated to 75 police, public safety and sheriff's departments throughout the state. A total of 51 or 68% of the questionnaires were completed. Along with statistical data, several respondents took the time to point out factors which addressed their department's Civilianization programs.

The response group was comprised of the following:

TYPE OF AGENCY	NUMBER OF SWORN	
	Over 100	100 or less
Police Department	16	21
Sheriff's Department	8	3
Public Safety Department	1	2

While a larger response would have been helpful, the group answers provide an interesting look at the number of agencies actively involved in Civilianization.

1.   When asked to identify those positions in which non-sworn were currently being used, the respondents indicated the following:

TYPE OF POSITION	YEARS PERFORMING TASK			
	1/Less	1-3	3-5	5+
Dispatcher			1	50
Jailer			5	6
Clerical			1	50
Field Report Taker	3	5	3	12
Accident Investigator		4	2	5
Crime Scene Investigator	1	5	2	7
Detective Aide	2	8	6	4
School Resource		1	1	2
Supervisor	2	1	6	29

2.   When asked to identify those positions which non-sworn were anticipated in being used in the future, the respondents indicated the following:

TYPE OF POSITION	YEARS PERFORMING TASK			
	1/Less	1-3	3+	NEVER
Dispatcher	Already non-sworn in all.			
Jailer				1
Clerical	Already non-sworn in all.			
Field Report Taker	6	5	4	
Accident Investigator	6	4	5	
Crime Scene Investigator	2	7	4	6
Detective Aide	1	3	2	2
School Resource		2	3	7
Supervisor		3	1	

3.   When viewed by "Type of Position" the percentage of responding agencies who are or intend to use non-sworn in the identified assignments is as follows.

TYPE OF POSITION	CURRENT	INTENDED	TOTAL
Dispatcher	100 %	--	100 %
Jailer	22 %	--	22 %
Clerical	100 %	--	100 %
Field Report Taker	45 %	29 %	75 %
Accident Investigator	22 %	29 %	51 %
Crime Scene Investigator	29 %	25 %	55 %
Detective Aide	39 %	12 %	51 %
School Resource	8 %	12 %	20 %
Supervisor	75 %	8 %	82 %

4.   Respondents were then asked to identify the type of training which non-sworn personnel assigned to these positions have received.

TYPE OF POSITION	POST SCHOOL	ON-JOB	DEPT. SCHOOL
Dispatcher	39	51	20
Jailer	13	13	2
Clerical	25	51	6
Field Report Taker	17	23	9
Accident Investigator	11	11	8
Crime Scene Investigator	11	15	7
Detective Aide	10	12	4
School Resource	5	5	2
Supervisor	22	29	5

5.   Of particular interest were the respondents' responses when asked if specific POST selection and training standards should be established for the surveyed positions.

TYPE OF POSITION	YES	NO
Dispatcher	35	16
Jailer	30	12
Clerical	15	36
Field Report Taker	30	16
Accident Investigator	31	15
Crime Scene Investigator	26	23
Detective Aide	20	30
School Resource	24	25
Supervisor	23	24

Taken as a whole, it would appear that most of the departments surveyed are well into programs of Civilianization. While it could be expected that the positions of dispatcher and clerical would be thoroughly civilianized, the extent to which non-sworn have moved into the direct service areas of field report taker, accident investigator, crime scene investigator, and detective aide may come as a shock to some. Departments appear to be utilizing POST training and internal resources to meet their training needs.

The issue of the establishment of minimum selection and training standards raised a wealth of controversy in follow-up conversations with respondents and other law enforcement managers. While it was agreed that Civilianization now has non-sworn performing previously sworn assignments, there are strong positions for and against mandatory standards. Supporting minimum standards are arguments concerning basic competency levels, liability, and public need. Arguing against minimum standards are equally important factors of local autonomy, individual agency needs, and personnel availability. Each of these positions has relevance and must be considered when assessing the role of training in the future.

Role of POST in Non-Sworn Training

The Commission on Peace Officer Standards and Training (POST) has long been the primary leader in the development of law enforcement training for both sworn and non-sworn members in the state. Originally established to develop and implement programs to increase the effectiveness of law enforcement, POST

has also been given the responsibility to establish minimum selection and training standards for peace officers.[7] In conjunction with law enforcement executives, professional organizations, and training providers, POST has provided the impetus and leadership to develop the highest standard of professionalism and training found anywhere in the law enforcement profession.

As the needs of law enforcement have changed, POST has worked to develop those programs necessary to keep pace with our dynamic society. Most of the focus has been directed at its codified area of responsibility, the peace officer. Through the years, however, some courses have been specifically developed to meet the needs of non-sworn. A review of the current listing of POST certified courses reflects these changes. Specific technical courses such as "complaint/dispatcher" and "records" have become available throughout the state. These are contrasted with only one listed course for "community service ufficer." The course given through Fresno City College, is the only certified course to "meet the needs of agencies where CSO's conduct traffic accident investigations, crime scene investigations, and other such expanded duties."[8]

Critical to the utilization of these courses has been the reimbursement of expenses for non-sworn. It was in January, 1977 that reimbursement for civilians was established and July, 1979 that "paraprofessionals" were similarly recognized. This gave departments the financial ability to send non-sworn to POST training. Even with these changes, training of civilians

reflects only a small part of the POST budget. In the training needs

assessment for non-sworn conducted by POST in 1986, the 1984-85 fiscal year

budget showed that POST trained 2,612 non-sworn employees which was 7% of the

total 37,664 trainees. These non-sworn were reimbursed $907,311 or 3% of the

total $27,385,939.00.[9] While previous years figures were not readily

available, experience would indicate that similar totals could be expected.

With the apparent need for non-sworn training on the increase, the 1986

"Needs Assessment" highlighted five new courses for development and

certification. It recommended expansion of four existing courses. With these

recommendations, revenue for program development becomes a critical issue. The

funding for POST comes from the penalty assessment on fines. For many years,

POST's training fund and total revenues grew. In recent years, however, the

POST fund has come under attack to meet short-falls in other areas of the state

budget. Since 1982, four diversions of POST funds were made into the General

Fund and the Indemnity Fund. This has effectively reduced revenues by over

$9.5 million.[10]

While these raids have hurt, new attacks on the penalty assessment

structure surface on a regular basis. The latest cause for concern comes from

SCR53 sponsored by State Senator Dills and filed in September, 1986. The

resolution calls for the legislative analyst to study the use of penalty

assessments on traffic and other violations, establish an advisory committee,

and report to the Senate Judiciary Committee and the Assembly Public Safety

Committee.[11] The stated purpose is to "study penalty assessments and compare the sources of contribution to the benefits gained and recommend other stable revenue sources from which various penalty assessment programs may be funded."[12] It can be anticipated that during a time of challenging of funding mechanisms that an expansion of non-sworn training may increase the vulnerability of the fund. It could be argued that it was the intent of the fund to raise the competency of sworn officers not civilians who work in law enforcement agencies.

Finally, as the role of the non-sworn member of law enforcement becomes more diversified and important, POST must deal with a major new factor in the evolution of law enforcement. That is the question of establishing selection and training standards for non-sworn. As referenced earlier in this report, the issue of standards for dispatchers has been under study for over two years. Although the outcome is still uncertain, the concerns are being expressed. The professional competency of those providing direct public service is at issue. This topic is certain to be hotly debated and may become the pivotal issue upon which the future of Civilianization hinges.

Into The Future

With the information and insights developed in Chapters I, II, III, and IV, how then will the future of Civilianization impact law enforcement services and training needs? Chapter V presents two of the possibilities for the year 2000.

FUTURE SCENARIOS

The factors which have been previously delineated indicate that the law
enforcement agencies are changing in their make up and in the way they provide
service. This has been in response to many professional, political,
economical, and societal pressures. As personnel and previously held standards
change, the future becomes less clear. The extent to which Civilianization
will continue and the professional level of competency displayed by department
personnel, including non-sworn, are questions which will to a great extent be
determined by the standards of selection and training which are maintained.

The observations and assessments which have been discussed provide the
basis for two varying scenarios of the future as it relates to the evolution of
Civilianization. For the purpose of these scenarios, the year 2000 has been
selected.

"Death of the Generalist" Scenario

Civilianization has come to real fruition. Looked upon as an economical
way to provide police services, civilians have moved into every facet of local
law enforcement agencies. The initial success of using civilians in field
assignments has caused a major revamping of deployment of sworn personnel. The
majority of agencies have shifted all routine police services not requiring
peace officer powers to civilians. Crime report specialists respond to all
non-emergency report calls. Traffic accident investigations are handled by
civilian specialists. Crime scene investigations are the responsibility of

non-sworn I.D. technicians. Those agencies with air support sections have turned over these programs to civilian pilots and observers.

Investigative assignments have been similarly impacted. Non-sworn preliminary investigators have been integrated into "traditional" detective functions such as crime pattern evaluation, victim and witness contacts, writing and disseminating information, etc. These support positions now do the "leg work" for sworn investigators who now deal with case management, suspect contacts, and undercover operations. Economic crime investigation units are almost entirely civilian. Civilian specialists handle the burgeoning areas of fraud, white collar, and computer crime. Check details have been civilianized for many years and are being cut back as most purchases are now made by electronic transfer of funds.

Administrative tasks are even further civilianized. Records keeping and a support units are totally non-sworn including supervision. Likewise, facility maintenance, property control, budget management, and planning and research functions no longer have any sworn personnel. Most agencies have civilian training managers. Indeed, the majority of departments have civilianized management and command positions in these divisions.

There has been a significant role definition change for the sworn officer. Civilians have now become the majority of personnel within law enforcement agencies. The police officer now only responds to emergency calls for service, community disturbances, and enforces the law and apprehends offenders. His work load has also been altered by societal value changes. Many "victimless" crimes such as prostitution and minor drug violations have

been decriminalized. This has been compounded further by the increasing trend of privatization. Most of the middle class, the affluent, and business owners have hired private security to enhance personal safety and gain responsiveness to their individual needs. The sworn officer is viewed as the ultimate figure of government regulation and force. His image with most is a cross between "Dirty Harry" and the KGB of the Soviet Union. He is both respected and feared.

Law enforcement management has been faced with significant drains on financial and training resources. Since the taxpayer revolts of the 1980's management has been unable to maintain sworn strength because of the expense. Necessity has swelled the ranks of non-sworn to the point that it seems that everyone is a "specialist". The days of hiring a new officer and developing a "generalist" through rotation through different assignments are long gone. The opportunities for lateral and vertical movement have reversed from previous levels. While civilians have the opportunity to move within job assignments, the sworn officer has become severely limited in his career development. Even with cross training, the restrictions of the "new" role definition have caused a real problem for recruitment of qualified sworn personnel.

A particular problem for management has been training for all personnel. Beginning in the 1980's, raids by the legislature and governors started cutting into POST training funds. Since departments were becoming more civilianized and because there were no minimum selection or training standards established, a case was made that law enforcement was primarily a local issue and should be funded as such. As time went by, the funding for local law enforcement through POST was cut to bare subsistence levels. With little

funding available, managers had to develop in-house training options. This meant that training for non-sworn was limited to that necessary for them to handle their individual assignment. Service levels from agency to agency varied widely as affluent communities were able to attract and train the best candidates. Cooperation, professional standards and competency all suffer.

In this scenario, the old vision of the career sworn "professional" as a highly competent "generalist" becomes null and void. On the civilian side, specialization allows mobility through tasks but the lack of training and education limits a base of knowledge necessary for successful advancement to supervisory and management ranks. It also calls to question the serious quandry of how the competent law enforcement manager, sworn or civilian will be developed and from where he will come.

"Professional Equity" Scenario

During the mid and late 1980's, the issue of Civilianization became a hot professional and managerial topic. Law enforcement professional groups and academia began intensive study on the impact of Civilianization on the traditional role of the police officer and the delivery of law enforcement services. Law enforcement labor organizations became involved and active as job security of sworn officers appeared in jeopardy. The job security issue became a major demand of these organizations during contract discussions.

The analysis of Civilianization was done in a stable and relatively conservative environment. Although tax reform occurred, there was no major change in available revenue. The economy maintained its somewhat slow but

steady growth with minor fluctuations. Crime increased slightly from its

generally downward trend of the early 1980's. The public was encouraged to

take a more active role by directed activity coordinated through local law

enforcement agencies. This directed activity opened lines of communication

between the community and law enforcement agencies. It also increased

expectations in the level and quality of service. This was used by many

agencies to establish non-sworn positions to maintain communications and

provide non-emergency services. It was in this environment that the issue of

Civilianization was debated, modeled, and implemented.

Law enforcement professionals came to the conclusion that the narrowing

of a police officer's role to one of "enforcer" was a death knell to the

concept of professionalism. Not only would it have a negative impact on the

sworn officers ability to develop professional expertise, but it would also

significantly increase the stress levels on officers. Studies done by

psychologists projected increased retirements and personnel complaints based on

job burnout. Another concern was developing the professional competency of the

new civilian specialists. Although these non-sworn positions were developed to

meet the needs of individual agencies, it was understood that since they were

in many cases providing direct service to the community, it was in the best

interest of not only the community, but also the profession that minimum

standards be established.

Because of these concerns, law enforcement executives, training

officials, employee groups, public administrators, and state legislators worked

jointly to maximize the benefits of Civilianization while meeting the concerns

of the many involved. Internally, whenever possible, civilians were moved into

support positions which did not eliminate sworn positions. When it was clear that a civilian could capably handle a formerly sworn assignment, the changeover was made through attrition or re-assignment of the sworn position. This was particularly true of non-enforcement and promotional positions. In all cases, at least one sworn position was retained in all units to provide job enrichment and expertise for sworn personnel. Extensive training programs were established to provide cross training for sworn and civilians for emergency backup in job tasks.

Externally, a major step was taken to recognize the necessity of minimum standards in selection and training of non-sworn personnel who are providing direct services to the public. After initial standards for dispatchers were established in 1987, other training courses and selection criteria were developed in conjunction with law enforcement professional groups, labor groups, state officials, and the POST Commission. This not only established professional competency levels for non-sworn, but it also re-enforced the state-wide interests for providing training for those providing direct service to the public. This significantly reduced attacks on the POST training fund.

In this scenario, professional standards and equity for sworn and non-sworn personnel are retained while good management principles and the benefits of Civilianization are applied.

CHAPTER VI

STRATEGIC PLAN

As the law enforcement profession deals with the reality of Civilization, there is an urgent need to develop strategic planning to provide direction for what many see as the single biggest change affecting the delivery of law enforcement services in the future. Previous chapters have noted the extent to which Civilianization has already changed the makeup and practices of many law enforcement agencies. The challenge now is to identify the future which is "most desirable" and set in action specific action planning to get us there.

In developing the strategic plan, the "Professional Equity" scenario from Chapter V has been selected as the most appropriate future. It was felt that it provides an equitable balance for most involved stakeholders while developing a sound base for maintenance of professional standards in a diversified law enforcement environment. Again, this plan will deal only with police, public safety, and sheriff's departments due to their commonality of law enforcement services provided directly to the public.

Situation

A.   Environmental Analysis

The environment in which Civilianization has developed will continue to change but the significant driving factors of fiscal constraints, demands for service, and the attacks on

training funds can be expected to remain. It is anticipated that the growth of the non-sworn components of departments will continue at a faster rate than the sworn. It can also be expected that they will continue to be used in generally those same tasks which they are currently handling.

The fiscal environment will continue to be a concern for law enforcement administrators. Pressure can still be expected from citizens and city management to explore ways to maintain or increase service levels with static or limited growth in budget. Another area in which significant change may be expected is that of training funds. Past and current attacks on the existing sources of training funds will require strategies to protect current resources while looking for alternate methods of funding as backup or primary if current funds are cut.

The political and social environments can also be expected to change. While recent past has generally been identified as a "conservative" era in politics and social issues, recent trends suggest that a more "liberal" political and social climate may be on the horizon. This may mean a return to more "social" programs in which government is

expected to provide more service. This can be viewed with both skepticism and optimism. On the one side, increased expectations can mean increased demands for service on limited resources. On the other, this could be an opportunity to develop new fiscal resources in a climate more hospitable to paying for service delivery.

Finally, the law enforcement professional environment is probably the most volatile of all. In some agencies, acceptance of Civilianization has come without problem. In others, there has been resentment and underlying hostility. The issue of job security for sworn officers is just now becoming a labor issue for individual agency unions and professional organizations representing primarily labor issues. Within the profession, serious questions are beginning to be raised about the maintenance of professional standards in those providing direct services to the public. These and many other issues can be expected to surround the issue of Civilianization and training in the future.

B.   Resources

Resources for addressing the issue of the impact of Civilianization on training covers the full range of the law

enforcement, training, and political spectrums. Certainly, law enforcement professional organizations are primary in defining the needs of their agencies. Their ability to analyze and project their ability to provide services in the wake to decisions affecting non-sworn training must be given strong consideration.

In the training community, POST would be the primary actor in assisting in the development of decisions impacting non-sworn training. Also important resources would be professional groups such as the California Association of Police Training Officers (CAPTO) and groups representing those educational institutions and agencies providing non-sworn training. One other resource which should be considered are those other government and private training entities which in current or new formats could provide training.

The political resources are extensive and vital in the planning process. Certainly, the input of groups like the California League of Cities would be vital in providing direction for the plan. An assessment of the political bent of the Assembly and State Senate, particulrly in key committees, must also be considered.

C.   Stakeholders

While it can be said that truly every citizen is a
stakeholder in the plan, certain groups can be identified as
major stakeholders.

Primary stakeholders are those sworn and non-sworn employees
of law enforcement agencies. As each becomes more dependent
on the other in providing services, the decisions affecting
the professional competency and development of non-sworn
will have increased impact.

Another major stakeholder is law enforcement management.
Decisions regarding available training, minimum selection
and training standards, and funding sources available will
greatly affect individual agency planning. It will also
determine the availability of personnel in the labor market
thus potentially impacting staffing levels.

POST becomes a major stakeholder as the primary provider of
training for law enforcement. Decisions could drastically
affect future responsibilities, programs and staffing
levels. To a lesser extent, those educational institutions
and agencies which supply training will also be
stakeholders.

Other stakeholders will include those labor or mangement groups involved in representing employee interests. As these groups see potential threats or opportunities for their constituencies, they will take an active part in supporting or opposing the plan.

Tax-payer and business groups will become vital stakeholders as Civilianization and the level of police services are seen as increasing or diminishing.

Mission

Law enforcement in general has focused on a mission which has been broadly defined as providing comprehensive police services with primary emphasis on protection of lives, property, and preservation of community tranquility.

When viewed in the context of this strategic plan, the mission statement must consider the responsibilities of the primary unit in a position to be the catalyst for change. With this qualification, that entity is POST. Therefore, the focus of a mission statement becomes dependent on the mission of POST. Redefined then, the mission statement should be:

To provide quality training for all law enforcement personnel in those areas germane to their job tasks and to develop overall competency

within the law enforcement profession by maintaining relevant and valid minimum standards for selection and training.

Execution

At the present time, there are basically three options available when looking at Civilianization and future training needs.

1. We can take no action and allow training needs for non-sworn to continue to be met on the basis of individual department discretion.

2. We can charge POST with the responsibility of identifying "recommended guidelines" for the training of non-sworn personnel.

3. We can charge POST with the establishment of minimum selection and training standards for non-sworn personnel who are providing direct service to the public.

Each of the three options has a viability and desirability for various stakeholders in the plan. The final measure of the specific alternative to be selected must be based, however, on the need to set basic professional standards for those providing law enforcement services to the public.

Restated, which option will in the long run ensure the best level of protection and service to the people of the state and individual communities? With this criteria, option three is the choice.

In furtherance of the mission statement and in moving toward implementing option three, POST should take the lead in building the consortium necessary to bring this to fruition. In building a successful plan, the following key strategic initiatives should be undertaken.

1. POST in conjunction with the California Chiefs of Police Association and the State Sheriffs Association should host a symposium on Civilianization. The agenda should include experts in the field and should make use of the work of several Command College students who have contributed to the body of knowledge regarding Civilianization in general and in specific assignments. The agenda should also include workshops for discussion of relevant training as well as appropriate standards for personnel.

2. POST should develop a workshop to discuss the findings of the symposium with representatives from the California Chiefs of Police Association and the State Sheriffs Association. Input should be received relevant to individual agency as well as system needs.

3. POST should have a followup workshop with representatives from professional organizations such as the California Peace Officer's Association, the Peace Officer's Research Association of California, and other representative organizations to discuss the findings of the symposium and how they affect each organization's constituency.

4. POST should undertake special project assignments to evaluate training curricula and standards for all non-sworn positions providing direct service to the public. This would include agency visitations to identify specific job tasks and requirements.

5. POST should hold public hearings to receive input regarding any proposed recommendations for minimum selection and training standards for non-sworn positions.

6. POST, in conjunction with professional organizations and supportive legislators, should have legislation proposed to amend appropriate statutes to adopt minimum standards for selected non-sworn positions.

7. POST, in conjunction with professional organizations and supportive legislators, should take an active role with the advisory committee established in Senate Concurrent Resolution 53 to study the use of penalty assessment fines.

Administration and Logistics

The execution component of this plan creates an ambitious and time consuming agenda. Just one component, taken as an unconnected entity, could take a year or more to complete. Since we are focusing on the entire concept of Civilianization, an effective plan could deal with several components in one meeting or project design.

The plan is also manpower intensive. It requires not only the commitment of POST personnel, but agency, training, professional, and labor representatives as well. During the implementation of the plan, it will be critical to get a "buy-in" of all those in stakeholder groups to provide the necessary support.

It is anticipated that budget for this plan could be extensive. While much of the operational component would have to come out of POST operational budget, some costs could be cut by holding some meetings in conjunction with previously scheduled meetings such as professional organizations annual conferences.

Planning System

In order to design a planning system for the implementation of the strategic plan, two major components need to be considered. These are the environment and the organization.

The environment can be expected to be turbulent. While there is much support for appropriate training and professional standards, there is also a strong and realistic need for local control of personnel to fit individual needs. The planning system will have to cope with dealing with many organizational units with varying needs and interests. The system will also have to be flexible and able to change direction when new facts dictate that an alteration is necessary.

The organization is one of the assets of the planning system. POST is used to dealing with this type of research and systems design. Because of the amount of work generated by the strategic plan, however, the planning system should consider movement of personnel or development of a project group to implement the plan.

The implementation plan has basically two phases. The first is the information gathering steps listed in the execution component as strategic initiatives 1, 2, and 3. The second phase includes action initiatives 4, 5, 6, and 7. These phases will have distinctly different requirements and needs for the strategic plan to succeed.

In the first phase, information gathering should be relatively procedural and non-threatening for stakeholders. Each will have an opportunity to express his views and confrontation will be seen in an "academic" or "fact-finding" environment. In these situations, it should be easy to build "win-win" or at least "no lose" situations for involved stakeholders.

The second phase will be extremely more difficult as individual stakeholders move to positions of support or opposition in each phase. In these situations, it will be extremely important to identify the stakeholders who may become "snail darters," i.e., those who could severely limit or stop the implementation of a single component or the entire plan. It will be important to work to build at least acceptance if not commitment to important initiatives. It can be anticipated that many stakeholders will have individual differences which may have to be overcome with the weight of representative groups. In any case, this portion of the implementation will be the most challenging.

Transition Management Plan

To manage this kind of fundamental change, a specific transition plan must be established. As with most situations, we can anticipate that there will be a natural reluctance to change. This will be exacerbated by what many will see as an unwanted intrusion into local autonomy. To get ready for these hurdles requires identification of structures, the "critical mass", and technologies necessary to assure the success of the plan.

Identifying the structure for the plan should be readily discernible. The structure of POST lends itself to appointment of a project manager and the assignment of specific resources, assignments, and responsibilities. As component steps are reached, specific procedural steps such as Commission hearings will provide appropriate guidelines.

Of particular importance to this transition plan is the concept and identification of the "critical mass" for necessary components of the plan. These are people or organizations necessary to make a change happen. In each of the seven strategic initiatives, the critical mass will change. As indicated, it is anticipated that there will be little opposition generated in phase one of the implementation plan. In phase two, however, significant stakeholder opposition can be expected. Identification of the critical mass and the building of necessary levels of commitment will be a major challenge for the success of the plan. Those in the critical mass will be those who (1) would block change, (2) would let change happen, (3) would help change happen, and (4) would make change happen. While not all listed would be involved in each strategic initiative, those in the critical mass would include:

- POST Commission
- California Chiefs of Police Association
- California State Sheriffs' Association
- California Peace Officers' Association
- Peace Officers' Research Association of California
- Individual State Legislators
- Individual Labor Organizations
- California Association of Police Training Officers

Since the successful implementation of the strategic plan will require the coordination of many differing groups with differing commitment levels and views, at least two different technologies would be helpful in developing the transition plan. These technologies are responsibility charting and force field analysis.

Responsibility charting would assist the project manager in allocating responsibilities. This will allow the manager to define tasks and determine who is best suited to handling specific plan components. Force field analysis will help the manager identify and assess the impact of individuals, organizations, and forces which will either help or hinder success of the plan.

CHAPTER VII

CONCLUSION

The process of Civilianization in law enforcement is here to stay. No longer is the use of non-sworn in "traditional" sworn assignments an innovation or an experiment. Without question, the concept has proven to be a viable and, in many cases, a desirable part of law enforcement agencies now and in the future.

In this project, we have seen that professional, economical, political, and social forces have moved non-sworn employees into new positions and assignments. The success of initial programs has introduced new pressures to employ less expensive non-sworn in place of sworn police officers. This is reflected in the overall increase in the number of civilians in law enforcement agencies and the fact that the growth rate for non-sworn is double that of. sworn. Surveys of law enforcement agencies revealed that the majority of surveyed agencies were actively involved in Civilianization programs.

The research also demonstrated the growing need to address training for non-sworn. POST has taken the initial steps to identify selected courses for future development. The question still remains, however, whether an "appropriate" amount of resources and money are being targeted for non-sworn training. Based upon case studies and survey responses, this question is shared by many law enforcement administrators and managers. It was also learned that traditional funding sources for all law enforcement training have been and are under attack.

With the growth of Civilianization, the major unresolved and volatile issue is whether minimum selection and training standards should be developed and implemented for non-sworn personnel providing direct service to the public. Based again upon survey responses and individual interviews, it is the writer's opinion that POST should lead a study of this concept and implement those standards which are deemed appropriate. This will not be an easy or uneventful task and is sure to cause considerable consternation and discussion.

The future of law enforcement depends not upon the ability of today's leaders to predict the future, but to ask the right questions about the future. It is the writer's opinion that the process of Civilianization poses the major challenge for the future. It is hoped that in seeking to answer the questions raised by this project, we will develop the plans that lead into and create our tomorrow.

END NOTES

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3. James M. Tien and Richard C. Larson, "Police Service Aides: Paraprofessionals for Police," Journal of Criminal Justice, Vol. 6 (1978), p. 119.

4. O.W. Wilson and Roy C. McLaren, Police Administration, New York, McGraw-Hill (1963, 1972), p. 249.

5. Richard Breza, "The Future of Civilianization in Law Enforcement", A Report Prepared for California Peace Officers Command College Class 1 (1986(, p. II-2 & 3.

6. Raymond C. Davis, "Civilianization", A Report Prepared by the Santa Ana Police Department (1984), p. i.

7. Penal Code of the State of California, Sections 13500 and 13510.

8. Commission on Peace Officer Standards and Training, "Catalog of POST Certified Courses," July, 1986, pp. 14-29.

9. Commission on Peace Officer Standards and Training, "Training Needs Assessment for Non-Sworn Employees of California Law Enforcement," 1986. p.1.

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11. Senate Concurrent Resolution, Chapter 120, Statutes of 1986.

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APPENDICES

APPENDIX A

NOMINAL GROUP TECHNIQUE

CIVILIZATION

IMPACT ON THE FUTURE
OF LAW ENFORCEMENT

AGENDA

I.   Introduction of Panel Members   0830 - 0845

II.   Discussion of Agenda   0845 - 0900

III. Discussion of Past/Present Issues   0900 - 0930
      of Civilianization
            - BREAK   0930 - 0945

IV.   Identification of Future Emerging   0945 - 1000
      Trends of Civilianization

V.   Trend Evaluation Form to Formulate   1000 - 1030
      Trends to Year 2000

            - Break   1030 - 1040 -

VI.   Identification of Events That Would   1040 - 1100
      Alter Trend Forecasts

VII. Event Evaluation Form to Project   1100 - 1130
      Significant and Probability

VIII. Cross Impact Matrix to Evaluate   1130 - 1150
      Inter-relationships

IX.   Review Emerging Trends   1150 - 1200

PANEL MEMBERS

Sam Allevato

Lieutenant-Traffic Services
Irvine Police Department

Joe Brann

Lieutenant
Santa Ana Police Department

Kenneth Delino

Executive Assistant
City of Newport Beach

Douglas Fletcher

Sergeant-Crimes Person Supervisor
Newport Beach Police Department

Charles R. Gross

Chief of Police
Newport Beach Police Department

Stan Knee

Captain-Operational Services
Garden Grove Police Department

Duane Munson

Personnel Director
City of Newport Beach

G. William Shaeffer

Attorney
Silver, Kreisler, Goldwasser and Shae‡

Austin Smith

Associate Dean - C.J.T.C
Goldenwest College

CANDIDATE TRENDS - CIVILIANIZATION

1. Police Union Position
2. Community Acceptance
3. Availability of Training
4. Government Budgets
5. Inflation/Recession
6. Comparable Worth
7. Officer Productivity
8. Officer Role Perception
9. Officer Morale
10. Political Influence
11. Management Acceptance of Civilianization
12. Employment Levels
13. Demographics
14. Government Attitude Toward Individual
15. Computer Availability
16. Volunteerism
17. Civil Litigation
18. Crime Rate
19. Government Regulation
20. Mobility of Population
21. Transportation Systems
22. Community Sense of Safety
23. Mass Media Dependence
24. Employment Trends
25. Technological Advances
26. Privatization (Sworn)
27. Government Services Application
28. Special Tax Districts
29. Availability of Qualified Personnel
30. Restrictive Legislation
31. Pollution

CANDIDATE EVENTS - CIVILIANIZATION

1. Global War
2. Inflation
3. Class Conflict
4. Redefinition of Victimless Crimes
5. World Population Increase
6. Tax Reform
7. Police Role Limited to Enforcer
8. Terrorist Event (Nuclear Device)
9. Civilianization Prohibited
10. Immigration Laws Changed
11. Energy Shortage
12. Economic Collapse
13. New Energy Alternative
14. World Communication Improved
15. Business Moves Out of Central City
16. Society Reacts to Crime (Takes Directed Action)
17. Public Employee Unions Eliminated
18. Major Depression
19. Manor Political Scandal
20. Epidemic
21. Presidential Assassination
22. Comparable Worth Mandated
23. Society Changes to Tech/Serv Jobs
24. Transportation System Dramatically Improved
25. Judicial Restraint Reinstituted
26. Increase/Decrease in Federal Aid to Local Government
27. Major Earthquake
28. Major Flood
29. Space Exploration Contacts Other Life Form
30. Regulate Human Behavior Through Medication
31. White Collar Crime Significantly Increases
32. Restructuring of Educational System
33. Personal Protection Through Technological Advance
34. Society Develops Better Parenting Skills
35. News Media Becomes Irresponsible
36. World Famine
37. Militant Resistance to Modernization
38. Society Becomes Apathetic to Law Enforcement
39. Significant Increase in Privatization
40. Religious/Political Takeoever of Government

TREND EVALUATION FORM

Subgroup: _____

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	"Will be" in 10 Years	"Could be" in 10 Years
1. GOVERNMENT BUDGETS WILL INCREASE	75 / 88.8 / 110	100	90 / 118.3 / 150	80 / 126.6 / 180
2. CRIME RATE WILL INCREASE	90 / 105.5 / 120	100	100 / 116.6 / 130	80 / 97.2 / 120
3. AVAILABILITY OF QUALIFIED PERSONNEL WILL INCREASE	70 / 100 / 120	100	105 / 112.7 / 150	100 / 115 / 150
4. LAWS WILL BECOME MORE RESTRICTIVE	80 / 86.1 / 95	100	110 / 120.5 / 130	90 / 112.2 / 130
		100		

Form 5.6

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY		NET IMPACT ON THE ISSUE AREA (−10 to +10)	NET IMPACT ON LAW ENFORCE-MENT (−10 to +10)
	By 1990 (0−100)	By 1995 (0−100)		
1. "VICTIMLESS" CRIMES ELIMINATED BY REDEFINING "CRIME"	10 38.75 100	15 48.75 100	−10 −1.75 +3	−10 +1.3 +10
2. MAJOR REFORM OF TAX SYSTEM	5 41.88 90	10 41.88 100	−10 +1.65 +8	−10 −4.75 +8
3. CIVILIANIZATION PROHIBITED	0 7.5 20	0 6.25 15	−10 −8.75 0	−10 −3.88 +10
4. U.S.A. ECONOMIC COLLAPSE	0 20.25 50	0 31.25 75	−10 −2.25 +8	−10 −4.75 +4
5. MAJOR SHIFT TO PRIVATIZATION	0 22.75 60	5 35 75	−8 +2.63 +10	−10 −3.13 +6

Form 6.11

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Summary: EVENT Impact Analysis

Issue	Probability 1990	Probability 1995	Impact On Issue	Impact On Law Enforcement	Expected Value By 1990	Expected Value By 1995
1 "VICTIMLESS"	38.75	48.75	-1.75	+1.3	-.68	+.63
2 TAX SYSTEM	41.88	41.88	+1.65	-4.75	+.69	-1.99
3 CIVILIANIZATION	7.5	6.25	-8.75	-3.88	-.66	-.24
4 ECONOMY	20.25	31.25	-2.25	-4.75	-.46	-1.48
5 PRIVATIZATION	22.75	35.0	+2.63	-3.13	+.60	-1.10
6						
7						
8						
9						
10						

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Form 7.3

CROSS-IMPACT EVALUATION FORM

Suppose that this event — with this probability ↘ actually occurred . . . . / . . . . . . How would the probability of the events shown below be affected?

		1.	2.	3.	4.	5.
1.	48.75	✕	0 +2.5 /+20	-10 /+8.13 +75	0 + .63 5	0 + 23.75 +75
2.	41.88	-20 +23.75 +80	✕	-80 -14.38 +75	-20 +30 +80	+20 55 +100
3.	6.25	-80 -3.13 +50	-60 -10 +20	✕	0 +5 +20	-100 +8.13 +80
4.	31.25	0 37.5 +100	80 93.13 100	-100 31.25 +90	✕	-40 +63.75 +100
5.	35.0	0 31.25 +100	0 30 70	-100 -16.86 +80	0 +1.25 +10	✕

Form 7.2

APPENDIX B

SURVEY

NEWPORT BEACH POLICE DEPARTMENT

P.O. BOX 7000, NEWPORT BEACH, CA 92658-7000
(714) 644-3654

ARB CAMPBELL
Chief of Police

Dear Law Enforcement Administrator:

I am a member of the Command College, a program sponsored by the California Commission on Peace Officer Standards and Training (POST). As part of the two-year curriculum, a study project which provides new research benefiting law enforcement in general is required.

My project is entitled "What Will Be the Impact of Civilianization on Law Enforcement Training in the Year 2000?" It is my premise that Civilianization, the use of nonsworn personnel to complete tasks formerly done by sworn, will continue. This study will identify the impact of this significant change on training needs and what should be done now to plan for the future.

Much of the research will focus on the needs of local law enforcement agencies and those of those providing training services. The attached questionnaire asks you to assess the current impact of Civilianization on your agency. It also asks your opinion as to future training and standards for these positions.

Although not all-inclusive, this material will provide me with valuable data for this project. If you have any questions concerning the questionnaire or the project, please contact me at (714) 644-3650.

Since I am under some time constraints, I would appreciate your completing and returning the questionnaire in the enclosed envelope as soon as possible.

Thank you in advance for your assistance in this project.

Sincerely,

Jim Gardiner, Captain
Commander, Administrative Division

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DEPARTMENT OF JUSTICE

COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

JOHN K. VAN DE KAMP, *Attorney General*

1601 ALHAMBRA BOULEVARD
SACRAMENTO 95816-7083
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EXECUTIVE OFFICE
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BUREAUS
Administrative Services
(916) 739-5354
Center for Executive
Development
(916) 739-2093
Compliance and Certificates
(916) 739-5377
Information Services
(916) 739-5340
Management Counseling
(916) 739-3868
Standards and Evaluation
(916) 739-3872
Training Delivery Services
(916) 739-5394
Training Program Services
(916) 739-5372
Course Control
(916) 739-5399
Professional Certificates
(916) 739-5391
Reimbursements
(916) 739-5367
Resource Library
(916) 739-5353
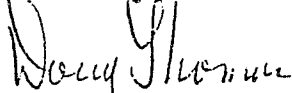
To Whom It May Concern:

This is to introduce Captain James Gardiner who is conducting a law enforcement Independent Study Project. He is a member of the Command College, a program for future law enforcement leaders sponsored by the California Commission on Peace Officer Standards and Training (POST). Independent study is an integral part of the program and is a requirement for graduation.

Assistance provided toward the study project will benefit law enforcement in general. The final product produced by each member of the Command College will be made available through POST.

If you have any questions, you may contact me at (916) 739-5336. This letter of introduction expires on January 1, 1987.

Your assistance is greatly appreciated.

Sincerely,

DOUG THOMAS
Senior Consultant
Center for Executive Development

CIVILIANIZATION SURVEY

LAW ENFORCEMENT AGENCY

1. Department Information

   A. Name_____
   B. Number in Service Population_____
   C. Number Sworn_____
   D. Number Full-time Nonsworn (exclude Reserves)_____

2. The Department has used nonsworn in the following positions since:

	Sworn Only	Years Performing Task 1/Less	1-3	3-5	5+
A. Dispatcher	___	___	___	___	___
B. Jailer	___	___	___	___	___
C. Clerical	___	___	___	___	___
D. Field Report Taker	___	___	___	___	___
E. Accident Investigator	___	___	___	___	___
F. Crime Scene Investigator	___	___	___	___	___
G. Detective Aide	___	___	___	___	___
H. School Resource	___	___	___	___	___
I. Supervisor	___	___	___	___	___
J. Other_____	___	___	___	___	___

3. The Department anticipates using nonsworn in the future in the following positions within:

	Already Nonsworn	1 Year	1-3	3+	Never
A. Dispatcher	___	___	___	___	___
B. Jailer	___	___	___	___	___
C. Clerical	___	___	___	___	___
D. Field Report Taker	___	___	___	___	___
E. Accident Investigator	___	___	___	___	___
F. Crime Scene Investigator	___	___	___	___	___
G. Detective Aide	___	___	___	___	___
H. School Resource	___	___	___	___	___
I. Supervisor	___	___	___	___	___
J. Other_____	___	___	___	___	___

4. Training for personnel assigned to these positions has been by:

	POST School	On-job Trng.	In-house School
A. Dispatcher	___	___	___
B. Jailer	___	___	___
C. Clerical	___	___	___
D. Field Report Taker	___	___	___
E. Accident Investigator	___	___	___
F. Crime Scene Investigator	___	___	___
G. Detective Aide	___	___	___
H. School Resource	___	___	___
I. Supervisor	___	___	___
J. Other_____	___	___	___

5. For these positions, do you feel a specific POST school should be available?

		Yes	No
A.	Dispatcher	___	___
B.	Jailer	___	___
C.	Clerical	___	___
D.	Field Report Taker	___	___
E.	Accident Investigator	___	___
F.	Crime Scene Investigator	___	___
G.	Detective Aide	___	___
H.	School Resource	___	___
I.	Supervisor	___	___
J.	Other_____ _____		

6. For these positions, do you feel specific POST selection and training standards should be established?

		Yes	No
A.	Dispatcher	___	___
B.	Jailer	___	___
C.	Clerical	___	___
D.	Field Report Taker	___	___
E.	Accident Investigator	___	___
F.	Crime Scene Investigator	___	___
G.	Detective Aide	___	___
H.	School Resource	___	___
I.	Supervisor	___	___
J.	Other_____		

7. Person completing survey

Name_____

Address_____

_____

Phone _____