



The Ultimate Role Conflict:

Assessing and Managing the Undercover Officer



130430



Michigan Department of State Police

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THE ULTIMATE ROLE CONFLICT:**Assessing and Managing the Undercover Officer**

128888

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Report of the**Undercover Selection and Policy Committee****MICHIGAN STATE POLICE****Investigative Services Bureau****September 4, 1990**

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Major Michael D. Robinson
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Investigative Services Bureau
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For more information, phone
D/F/Lt. James Tolsma at 517/336-6226

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STATE OF MICHIGAN



JAMES J. BLANCHARD, GOVERNOR

DEPARTMENT OF STATE POLICE

714 SOUTH HARRISON ROAD, EAST LANSING, MICHIGAN 48823

COL. R. T. DAVIS, DIRECTOR

September 4, 1990

Major Michael D. Robinson
Commanding Officer
Investigative Services Bureau
714 South Harrison Road
East Lansing, MI 48823

Dear Major Robinson:

In April 1988, the Undercover Selection and Policy Committee was organized to develop recommendations that would address the selection, training and supervision of undercover personnel. D/F/Lt. James L. Tolsma, Criminal Investigation Division, East Lansing was named chairperson and given the administrative responsibility to implement a study to research these issues.

The initial challenge for the committee was to define the factors a selection procedure should measure. It was further necessary to identify and develop the skills necessary for success in this type of assignment. Examination of adverse psychological factors and reentry problems for officers returning to the field were given a high priority.

Early consultations with Dr. Gary Kaufmann, Director, Departmental Behavioral Science Section were held to focus and clarify critical areas. The task methodology developed was to: (1) conduct a literature review and survey to discover parallel studies or programs already in existence; (2) conduct interviews of undercover personnel and (3) survey a large population of undercover personnel with a questionnaire process. Based on these sources of information the committee could formulate conclusions necessary to complete its task.

A national survey of state and provincial police agencies was conducted through the Office of the Director. None of the responding agencies had research data or existing programs for undercover selection. It was determined that both the Federal Bureau of Investigation and the Royal Canadian Mounted Police had conducted research and had established selection and training programs. Neither agency was prepared to formally disseminate their research findings. Both programs were reviewed and evaluated informally and found to contain insufficient task analysis research to support committee recommendations for the Michigan State Police. Our conclusion was that the necessary research or program model did not exist and that it would be necessary to conduct our own study.



Major Michael D. Robinson
September 4, 1990
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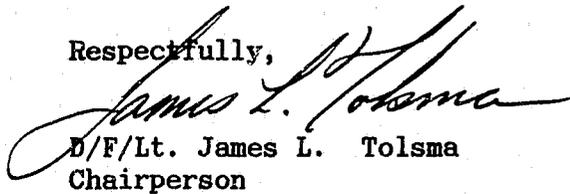
The committee recommended contracting a professional consultant to provide a credible task analysis study and recommendations. Dr. Kevin Love, Ph.D., Central Michigan University, an industrial psychologist, was retained. Dr. Love has outstanding credentials and is currently under contract as a consultant for the Departmental Performance Appraisal System which has received widespread acclaim.

The task analysis study required 15 months to complete and was presented to the committee on July 30, 1990. It was the unanimous decision of the committee that Dr. Love's comprehensive report be adopted as the main body of the committee's report and recommendations. The recommendations are presented with no priority ranking and include suggestions for implementation.

The security of this material has been preserved in a strict confidential framework pending approval for release to the public. The anonymity of participating personnel has been strictly maintained and the statistical data has been secured for further study, if desirable. All materials are the property of the Michigan State Police and require the director's approval for distribution.

In closing, it is my fervent hope that this uncompromising effort to define the undercover role and related performance factors will provide the needed factual support for developing improved undercover selection and training programs. I remain grateful to the department for the opportunity to take part in a pioneering effort to expand our understanding of these important issues.

Respectfully,



D/F/Lt. James L. Tolsma
Chairperson

SPECIAL ACKNOWLEDGMENTS

Whenever a project of this magnitude is undertaken there are always many unrecognized contributions which are vital to success. Of paramount importance was the cooperation of all the undercover officers and their supervisors, who represent police agencies from throughout Michigan. Without question future officers will benefit from their insight and candid observations.

Special thanks must go to Colonel Ritchie T. Davis and his staff for their unwavering support of this project, which probed areas of great sensitivity. Committee member Dr. Gary Kaufmann, Ph.D, and his Behavioral Science Section staff provided continuous counsel and support throughout the project.

Special recognition is also due my assistant Ms Sandra Chapman for her help with the administration and coordination of this project.

Finally, I do not believe this project would have been initiated without the support and counsel of Dr. Donald Rossi, Ph.D. former director of the Michigan State Police, Behavioral Science Section. His generous contribution of time and counsel reflect his continued dedication to the welfare of all police personnel.

UNDERCOVER SELECTION AND POLICY COMMITTEE

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D/SGT. DOUGLAS BARRETT
D/LT. DENNIS BOLLING
D/SGT. MARIE WAALKES
SGT. DIANE GARRISON*

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D/LT. ANDREW PALMER
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DR. KEVIN LOVE, PH.D. - PROFESSIONAL CONSULTANT

RIDE-ALONG OBSERVATION

*DR. KEVIN LOVE, PH.D. - OBSERVER
LANSING METRO NARCOTICS CONCEPT STAFF - D/F/LT. CHAS. MCCORD, C/O*

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D/SGT. DOUGLAS BARRETT*

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DR. KEVIN LOVE - ANALYSIS/INTERPRETATION

PSYCHOLOGICAL ISSUES - SUB COMMITTEE

*DR. GARY KAUFMANN, PH.D.
DR. KEVIN LOVE, PH.D*

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D/F/LT. JOHN SHEWELL*

**Final Report to the Undercover Policy and Selection Committee
Michigan Department of State Police**

**A TASK ANALYSIS OF THE POSITION OF UNDERCOVER OFFICER:
IDENTIFICATION OF FACTORS IMPORTANT IN TRAINING, SELECTION,
SUPERVISION, AND PSYCHOLOGICAL ADJUSTMENT**

Submitted on:

July 30, 1990

Prepared by:

**Kevin G. Love, Ph.D.
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**Final Report to the Undercover Policy and Selection Committee
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July 30, 1990

Executive Summary

Task analysis data were collected using systematic observations of undercover operations, interviews with a representative sample of current and former undercover officers, and a comprehensive survey of undercover officers and their supervisors. Based on the identification of the significant characteristics required for successful performance as an undercover officer, it is recommended that:

- (1) regularly scheduled training sessions be provided by the Michigan Department of State Police to new and advanced undercover officers serving within cooperative force concept units, utilizing the curriculum and training methods described within the body of the final report;
- (2) psychological assessment be incorporated as part of the prescreening of potential undercover officers to identify "high risk" candidates who may have difficulty working within or adapting to the undercover/covert operational environment;
- (3) an Assessment Center type selection system (i.e., consisting of scenario/work sample exercises) be developed and implemented as the primary selection mechanism for the screening of undercover officers, providing behavior-based measurement of skill areas which have been determined to predict successful on-the-job performance, and that this system be utilized by all participating law enforcement agencies;
- (4) command officers for undercover and covert operations be required to: possess prior experience as an undercover officer; have prior experience in handling criminal investigations; and have completed a training program specifically designed for supervisors of undercover operational units;

(5) the significant psychological impact and required adjustment of moving into/out of an undercover assignment be recognized by supervisors and a transition period be provided to such officers during which retraining and/or other assistance be made available; and

(6) a comprehensive review of the status of current equipment be undertaken for the purposes of proposing a timetable for upgrading/replacement, especially with regard to equipment reliability and comparison with available technology.

Introduction to the Project

Liaison Development

Undercover policy and selection committee. In order to acquaint Dr. Love (the "Consultant") with the charge, expectations, structure, etc. of the Undercover Policy and Selection Committee (the "Committee") created by the Michigan Department of State Police ("MSP"), D/F/Lt. James Tolsma convened several meetings of the Committee as a whole. These meetings were designed to:

- a) provide a clarification of the "charge" of the Committee;
- b) define the goals of the project;
- c) review relevant past research and technical reports;
- d) consider implementation of the task analysis procedure as outlined by the Consultant; and
- e) reach agreement regarding the role of each Committee member as to their participation in the task analysis process and preparation of the final product for the project.

At this point, using information provided by D/F/Lt. Tolsma and the Committee members, the main role of the Consultant was to prepare a proposal for completion of a task analysis for the position of Undercover Officer ("UC") and review this procedure with the Committee (see Attachment A for the task analysis proposal). A proposal was subsequently reviewed by the Committee, with the Consultant providing a detailed description of each phase of the procedure.

It should be noted that the task analysis proposal required multiple methods of data collection (see Figure 1). Using several data collection sources provided more detailed information to document the important aspects of the UC job, as well as serving as a "double check" for each phase of the task analysis procedure.

The Committee provided extensive input regarding implementation of the various project phases, as well as the need for the task analysis data in supporting anticipated Committee recommendations regarding the following UC issues:

- a) selection;
- b) supervision;
- c) training;
- d) psychological adjustment during and after the UC assignment; and
- e) other issues impacting UC performance.

The task analysis proposal (as prepared by the Consultant)

was accepted by the Committee and formally implemented during early 1989.

The task analysis procedure required extensive and active involvement of all Committee members. That is, Committee members participated in:

- a) dissemination of project information -- This phase was completed by D/F/Lt. Tolsma, the Consultant, Sgt. Diane Garrison, D/Sgt. Doug Barrett, D/Sgt. Marie Waalkes, D/Lt. Dennis Bolling, and D/Lt. Andy Palmer to ensure complete understanding of the procedure among "field" personnel. Informational seminars were held at the CID-Lt.'s Meeting-Tyrone Hills, SECID-Livonia, ELCID-DeWitt, and the UC-School-Clare.
- b) UC roster development;
- c) UC interview sample selection;
- d) structured interview format development;
- e) interview data collection;
- f) survey questionnaire construction;
- g) administration of the questionnaire;
- h) evaluation of survey findings; and
- i) preparation of final recommendations.

Michigan State Police Troopers Association. The task analysis procedure was described and reviewed during a meeting with D/F/Lt. Tolsma, the Consultant, and Rick Darling-MSPTPA President. The outcome of that meeting was a letter of support for the task analysis effort by the MSPTPA. Through representation on the Committee, union leadership was kept informed as to the progress of each phase of the project.

Consultant Review of Previous Research and Current UC Operations

Background research. An extensive search of published research and technical reports was completed. Few well formulated research studies were found which described UC operations and appropriate selection, training, assistance, etc. Within the few published research studies was a heavy reliance upon a "clinical intervention approach" toward UC work. That is, most research projects provided little documentation as to the requirements of the UC's job, yet presented many recommendations regarding clinical assistance. From a scientific perspective, this type of research is regarded as "opinion-based" as opposed to "data-based."

A similar review of technical reports revealed that the few programs in existence relied heavily upon a single "expert" opinion as to the nature of the UC job and proper selection, training, assistance, etc. (see "Operation Safeguard" - FBI). Of particular note as a sound data-based approach towards UC operations was the UC selection and training system developed and

implemented by the Royal Canadian Mounted Police. D/F/Lt. Tolsma visited their operations center and reported to the Committee on their programming.

All available sources of previous research and technical reports were searched and relevant documents examined. Thus, the current project was not a duplication of previous efforts, but represented an innovative addition to the body of knowledge regarding UC personnel systems.

Consultant briefings/familiarization with UC operations. In order to ensure that the Consultant was as knowledgeable as possible regarding UC operations before initiation of the data collection phases, through D/F/Lt. Tolsma meetings/briefings were held with current and past UC's and support personnel (e.g., TSU-equipment briefing, MSP Laboratory-narcotics identification, etc.). Through these meetings/briefings the Consultant was exposed to the many facets of the UC job.

In addition, MSP reporting forms, technical manuals, information updates, etc. were reviewed to determine the types of activities completed by UC's and gain knowledge regarding this aspect of the job.

Through D/Lt. Andy Palmer, all available videotapes used for UC training were thoroughly reviewed by the Consultant. This provided invaluable instruction on many technical and operational areas of UC work from many "experts" in UC operations.

Phase I -- Data Collection

Systematic Observation of UC Operations

To provide an indoctrination regarding UC operations, the Consultant completed 105 hours of systematic observation with an MSP cooperative concept narcotics squad (i.e., Metro Narcotics - ELCID). Every effort was made by both the Consultant and narcotics squad members to observe all aspects of UC operations in the field. All observations were unobtrusive with a limited amount of appropriate participation by the Consultant in certain field operations (e.g., surveillance, picture documentation during search warrant procedures, operation HEMP, etc.).

In addition, all written forms, documents, briefing notes, etc. associated with the narcotics unit were reviewed. Through careful recording, the Consultant constructed a description of UC field operations.

Periodic reports regarding these observations were made to D/F/Lt. Tolsma and D/F/Lt. Charles McCord, Metro Narcotics Commanding Officer. Special recognition and appreciation is in order for the current and past members of Metro Narcotics Squad for their assistance in this important observation-based data collection phase.

Task Analysis Interviews

Interview sample selection. A roster of 218 current and past UC's (defined as those officers working as a UC within an MSP cooperative force concept team as of January 1, 1987 to date) was developed by D/F/Lt. Tolsma. Using this population, a sample of 29 individuals was identified through a "stratified random sampling procedure." Based on relevant demographics, the interview sample was representative of all UC's contained within the roster (see Figure 2 for a comparison of population v. sample characteristics).

Structured interview format. Along with extensive input from Committee members, the Consultant formulated a structured interview format which would address the range of issues important to the project (see Figure 3 for the structured interview format and questions).

The following individuals comprised the Interview Team and were trained in the interview format and questioning procedure:

- Sgt. Diane Garrison
- D/Lt. Dennis Bolling
- D/Sgt. Marie Waalkes
- D/Sgt. Doug Barrett

Interview data collection. All interviews were conducted by the Consultant (recorder) and two members of the Interview Team (questioners) in hotel suites at sites convenient to the majority of interviewees (e.g., Lansing, Clare, and Ann Arbor). It was felt that these sites would promote a "neutral" environment for questioning, increase openness, and provide anonymity for the interviewee.

The interview format was carefully followed during each interview to ensure the reliability of the interview data. The Consultant was present at all interviews to provide for consistency in data recording and ask follow-up questions for clarification. With an average interview time of 45 minutes, a total of 29 interviews were completed.

A special commendation is in order for the members of the Interview Team for their outstanding degree of professionalism, dedication, and empathy during the many long hours of interviewing which contributed to the accuracy of the interview data.

Phase I -- Findings

Tasks Performed During Undercover Operations

Through a content analysis of the observation-based and interview data, a set of tasks were developed. These tasks represented the range of activities performed by undercover officers in normal, day-to-day operations. While specialty areas exist, the task listing shown in Table 1 portrays the common duties performed by the representative sample of UC's.

The task listing was divided into categories of duties or "roles" performed by UC's. These role headings are specified on Table 1. The intent of the role titles is to summarize the tasks within each grouping in a short, yet descriptive manner.

As a set, the role headings can be combined to portray a "Role Profile" of activities which provides a comprehensive summary of duties regularly performed by UC's.

Performance Areas Required for Successful Task Completion

Using the task listing as the foundation, a set of performance areas was developed which indicated the knowledge, skills, abilities, and personal characteristics required to perform these duties successfully (or at a high performance level). The performance areas are defined in Table 2.

It should be noted that for each performance area the tasks which are affected by that set of knowledge, skills, abilities, or personal characteristics are indicated by number. The task identification corresponds directly to the numbering of tasks shown in Table 1.

Summary of UC Interview Data

Table 3 presents a summary of responses to each of the structured interview questions across the 29 UC's which comprised the representative interview sample. The description of responses presents interviewee statements which are organized by common themes, as determined by the Consultant. Summary comments included on Table 3 were those indicated by a majority of the 29 interviewees.

Phase II -- Survey Questionnaire Data Collection

Survey Questionnaire Development

Using data and products generated in Phase I, a survey instrument was developed by the Consultant and carefully reviewed by the Committee (see Attachment B). It was imperative that the final survey instrument:

- a) collect responses from current and former UC's which would lead to sound, data-based recommendations from the Committee;
- b) address all areas for Committee recommendations included within the charge; and
- c) have a short completion time to maximize the rate of return of completed questionnaires. (A high return rate was required to ensure proper validity or accuracy within the data.)

Survey Questionnaire Data Collection

During the last two weeks of the month of May and the first two weeks of June, 1990 members of the Committee hand-delivered copies of the UC Task Analysis Survey Questionnaire to the Commanding Officer of each appropriate MSP team (i.e., both cooperative force concept teams and other MSP-CID affiliated units). The survey was administered under the authority of Major Michael Robinson, Investigative Services Bureau, MSP (see the cover letter in Attachment B).

Respondents were to complete the questionnaire and either return it directly to the Consultant through the U.S. mail or hand it to the Committee member in attendance during administration. The Committee member was instructed to collect all completed questionnaires, seal them in a manilla envelope which was immediately placed in the U.S. mail routed directly to the Consultant.

It should be noted that the Consultant was the sole recipient of all completed survey instruments and provided all analyses of the data under the direction and supervision of D/F/Lt. Tolsma.

A total of 287 questionnaires were distributed to appropriate UC personnel. Two hundred and fifty four (254) survey instruments were received by the Consultant by July 10, 1990, which was designated the final cutoff date for survey questionnaire return. This yielded a return rate of 89%, a level of response which is considered "excellent" by psychological and market research standards.

The Committee members who administered the survey

instruments within the units along with the respondents are to be commended for their exceptional efforts in providing complete and candid survey responses.

As Table 4 shows, review of the demographic profiles of survey respondents indicated that the instrument was completed by a broad spectrum of UC personnel, a sample which was representative of all UC's and supervisors within MSP-supervised units.

Phase II -- Survey Questionnaire Findings

Restatement of Survey Purpose

For interpretation of the survey findings, it should be noted that questionnaire had several functions:

- (1) to establish a set of training areas for new UC's;
- (2) to verify the characteristics required for successful performance as a UC (to be used in a selection system);
- (3) to provide an indication of "degree of importance" of performance areas to be used in UC screening;
- (4) to investigate the clinical psychological symptoms which may be inherent within the UC job; and
- (5) to develop a profile of experience and training for effective supervision of UC's.

Each section of the questionnaire addressed one or more of the functions indicated above. Simple frequency analyses were performed to provide "percentages" of the total sample and (where relevant) supervisors (i.e., command officers) and nonsupervisors responding in a certain fashion. Caution should be made in comparing percentages between the supervisor (n = 78) and nonsupervisor (n = 172) subgroups due to the significant differences in size.

Training Areas for New UC's

As Table 4 - page 2 portrays, the vast majority of training areas were endorsed as among the top five by at least 10% of the total sample. The frequency analyses indicated that special emphasis in training should be placed upon these areas (the five training areas most frequently designated among the "top five"):

- (1) "going under";
- (2) surveillance;
- (3) informant development and management;
- (4) interrogation/negotiation with suspects; and
- (5) executing warrants/raid management.

At the other extreme, little time should be spent on training in "dealing with the public" and "supervision of 'street crew'."

With approximately 15% of the total sample selecting these within their "top five", the remaining areas shown in Table 4 - page 2 should round out the "core" of a UC training program.

Characteristics Required for Successful UC Performance

The respondents verified the vast majority of performance areas as important in selection of new UC's (i.e., approximately 10% or more designating an area within the "top five" category) (see Table 4 - page 3). Of special note were those areas most frequently selected within the "top five" designation. The frequency analyses for these items yielded a set of performance areas seen as especially important for selection of new UC's by over 50% of the respondents:

- (1) flexibility;
- (2) motivation; and
- (3) stress tolerance.

With close to 40% of the respondents indicating a level of importance within the "top five" category, the following performance areas were distinguished as having special importance for the selection of new UC's:

- (4) team orientation;
- (5) decision making;
- (6) interpersonal skill;
- (7) attention to detail; and
- (8) appropriate caution and restraint.

The remaining performance areas round out the "core" of performance areas required for success as a UC, with the exclusion of "group leadership" and "political sensitivity" which need not be addressed in selection.

Clinical Symptomology

Using an inclusion level of 10%, 13 psychological factors were identified as significant clinical symptoms associated with UC work through the frequency analyses (see Table 4 - page 4). These were:

- (1) marital stress;
- (2) other family problems;
- (3) other relationship problems;
- (4) gain of weight;
- (5) difficulty sleeping;
- (6) dwelling on problems;
- (7) drawing away from people;
- (8) too much alcohol;
- (9) less energy than usual;
- (10) nervous/tense;
- (11) hard to trust anyone;
- (12) too much worry; and
- (13) feeling angry/frustrated.

These areas were verified and expanded upon by a large proportion of the total sample through written responses to the final open-ended question of the survey (see Table 4 - page 5 - item #55). A total of 157 respondents (65% of the total sample) provided 242 separate written comments to the question which investigated "how the stress of working as a UC has affected their life." Through a content analysis procedure these comments were grouped together into 31 statements and 7 categories. Table 5 describes the written commentary and provides an indication of how frequently each statement was made by those respondents who chose to provide such information.

Qualifications for Supervisors of UC's

Asked to indicate the "top three" most important experience/training areas for supervisors of UC's, the frequency analyses indicated two groupings of responses (see Table 4 - page 5). The first grouping represented those areas which the total sample felt supervisors "should have", so designated by approximately 60% or more of the total sample. The areas selected most frequently among the "top three" were:

- (1) prior personal experience as an undercover officer;
- (2) specialized supervisory training for supervision of undercover personnel and covert operations; and
- (3) prior experience in criminal investigations.

The second grouping represented most of the remaining experience/training areas which the total sample felt supervisors "should have at the very least", designated by approximately 15% or more of the total sample. As an exception, the respondents indicated clearly that they did not support supervisors with "no prior experience in criminal investigations."

Conclusions and Recommendations

Training of Undercover Officers -- Emphasis on: Surveillance, "Going Under," Interrogation/Negotiation with Suspects, Executing Warrants/Raid Management, and Informant Development and Management

Preface. The recommendations provided regarding the training of UC's are made within the context an expressed commitment which entails the development of a regular schedule of training sessions to teach skills needed by new UC's, advanced/experienced UC's, and command officers supervising undercover operations.

System recommendations. The task analysis data was designed to assist in the development of a job-related and efficient training curriculum for UC's. In particular, the task analysis survey provided verification of important training areas and an indication of how each area should be "weighted" or "stressed" within a training curriculum.

While many of the training areas identified through the task analysis can be addressed through a traditional classroom (i.e., lecture/discussion) format, several areas would require the use of a more "interactive" behavior-based training technique, such as role play and/or simulation. The following represents a recommended curriculum with an appropriate training method for the preparation of new undercover officers:

<u>Training Area</u>	<u>Recommended Training Method</u>
surveillance	simulation *
"going under"	role play/scenario *
use of equipment	classroom
interrogation/negotia- tion with suspects	role play/scenario *
executing warrants/raid management	simulation *
informant development and management	classroom *
case supervision and operational decision- making	classroom
contributing and being involved with the team	role play/group exercise
working with other agencies/ departments	classroom
administrative duties/report writing	classroom
testifying in court	role play
transition into/out of undercover assignment	classroom - panel discussion

training of self and others classroom

* denotes area requiring additional emphasis

Selection of Undercover Officers -- Job Related Psychological and Skill-Based Assessment

Preface. From the interview data and other inquiries by the Consultant it is apparent that candidates for UC assignments are selected using a variety of methods and criteria scattered among the different MSP cooperative force concept units. These range from a UC assignment as a reward for good performance as a uniform officer to mandatory rotating service as a UC to placement within a unit without any review by MSP command officers. There is no available data which addresses whether the criteria currently in use by participating law enforcement agencies for the selection/assignment of UC personnel has any relevance or validity in identifying officers who might have a high degree of potential for success.

The inconsistent nature of the current selection processes provides poor reliability (i.e., inconsistency in the performance level and potential of officers assigned within a single unit), no possible means of ever measuring the relevance of criteria used for selection by participating law enforcement agencies, and a high degree of legal and professional liability for both the participating law enforcement agencies as well as the MSP, as individuals are placed into a "high risk" assignment with little indication as to their ability to handle the required duties and deal with a unique law enforcement environment.

It is the Consultant's strong recommendation that immediate action be taken by MSP towards development and implementation of a job-related selection system for assignment of officers to undercover operations. Moreover, this selection must be utilized by all law enforcement agencies which participate in the cooperative force concept units. This action is required to address the "window of liability" which currently exists regarding the possible assignment of officers to undercover operations who may:

- (1) lack the required skills for successful performance; or
- (2) be unable to psychologically adjust and handle the unique stressors of undercover and covert operations.

System recommendations. The task analysis was specifically designed to identify and describe the performance areas required for success as a UC. In addition, through both the task analysis interviews and the survey questionnaire analysis, the psychological factors inherent within the job of an undercover

officer were elicited and verified by a large sample of UC's and their supervisors. The project took a data-based approach and identified all important requirements for the position of undercover officer.

The task analysis data clearly indicate the development of a selection system which is composed of two facets:

(1) **psychological prescreening of UC candidates** -- Due to the nature of the job (e.g., high frustration levels, high stress situations, high degree of independence/autonomy, a high degree of fluctuation in activity levels, etc.) UC's as a group are an "at risk" population, perhaps even more so than uniform patrol officers. The survey questionnaire data, in particular, strongly recommends the implementation of a prescreening psychological assessment to identify "high risk" candidates. The psychological assessment should identify those candidates with an extremely high probability of exhibiting certain detrimental behavior patterns, clinical symptoms of poor mental health, or personality disorders which could prove harmful to themselves or others when placed within the normal working environment associated with undercover and covert operations.

(2) **an Assessment Center-based measurement of job-related skills** -- Candidates for assignment as a UC should be selected based on their level of skill in:

- | | |
|---------------------------------------------------|---|
| (a) flexibility; | * |
| (b) stress tolerance; | * |
| (c) team orientation; | * |
| (d) interpersonal skill; | |
| (e) decision making; | * |
| (f) oral communication; | |
| (g) written communication; | |
| (h) organization and planning; | |
| (i) motivation; | * |
| (j) attention to detail; | |
| (k) persuasiveness; | |
| (l) basic law enforcement and UC orientation; and | |
| (m) appropriate caution and restraint. | |

* areas of highest importance (i.e., weight) within the selection decision process

These performance areas are best measured through the observation of the performance of candidates in realistic "scenarios" or "work sample exercises." The Assessment Center method of evaluation has direct relevance for the measurement of these skill areas within the context of undercover and covert operations. Historically, the initial development and application of this type of screening process occurred within the Office of Strategic Services (OSS) of the Department of Defense

and was used to select and train military spies during WWII. Based on the validity of this method, Assessment Centers were developed and implemented within large industrial organizations by these same researchers after WWII and continue to be an important selection tool to this day.

The Assessment Center screening process would place the candidate in a series of realistic scenarios requiring that individual to perform as if they were a bona fide UC. Of course, the candidate would be adequately briefed as to the situation at hand, provided with sound background information, yet given sufficient flexibility to make their own decisions as to how to carry out their assigned tasks. No candidate would be expected to display the skill level of a highly trained/experienced UC.

Each work sample exercise would be specifically designed to measure certain performance areas, with each skill area being measured within at least two scenarios, thus ensuring that the candidate had several opportunities to exhibit their best performance.

Evaluations of each candidate would be made by trained "assessors," most likely individuals with extensive UC experience. In certain exercises the assessors might also portray certain roles and actually interact with the candidate. Videotape may also be used to record candidate performance.

Candidates may be asked to work alone or with several others to complete the task at hand. For example, within a "drug buy" scenario a candidate might "go under" to make the purchase while other candidates perform surveillance or determine the next phase of the case operation using facts and information provided.

Supervision of UC's

Within this category of recommendations the task analysis data is clear and concise. Based on the input of a vast majority of both UC's and command officers, it is strongly recommended that supervisors should be promoted based on:

- (1) prior experience (success) in handling criminal investigations;
- (2) prior experience (success) as an undercover officer within any enforcement area requiring undercover and covert operations; and
- (3) completion of a training program specifically designed for commanding a unit involved in undercover and covert operations.

Transition Into/Out of Undercover Operations

It is clear that the movement of officers, especially uniform patrol officers, into and out of undercover operations involves a significant degree of psychological adjustment. It is apparent that moving from a fairly regimented and closely supervised law enforcement environment (e.g., uniform patrol) into one which requires independence, flexibility, and looser (yet closely monitored) supervision requires a period of adjustment. Yet, it is the transition from the undercover officer role back into the more structured environment which seems to cause the greatest degree of distress.

It is recommended that an officer completing a UC assignment be given a brief transitional period and appropriate assignment (e.g., detective bureau, uniform patrol in the company of a training officer, etc.) to allow for the psychological adjustment of the officer and to provide an opportunity for updating the officer with regard to new laws, SOP's, etc. which will affect their performance on the road. The former UC should not be expected to be completely familiar with these changes as this individual has been required to perform within a very specialized criminal investigatory function for the past several years.

Supervisors should be made aware of the necessity of a transition period from undercover operations to uniform service. It would be of great benefit to have supervisors become aware of the tremendous workload, expected productivity, and stressful environment within which these officers have been working.

Moreover, assignment as a UC should be seen by both supervisors and uniform colleagues as important law enforcement work which may indeed contribute to increased performance when returning as a patrol officer. The notion that assignment as a UC represents an opportunity to perform as an undisciplined, sloppy, and lazy law enforcement officer has no basis in fact and creates a poor working climate which only increases the problems associated with the transition back into uniform service.

Equipment

Consistent within both observation-based and interview data, there is a definite need for updated equipment which is commonly used in undercover operations. Budget constraints notwithstanding, there seems to be a universal need for reliable and state-of-the-art "mitters" and radios.

With the heavy reliance upon this equipment as the "lifeline" between the UC "going under" and accompanying surveillance officers, failure of said equipment poses an undue risk to all concerned. It is recommended that a careful study of equipment use, condition, and potential replacement be initiated

and proposed for future budgeting. Indeed, the continued use of equipment which is known to be outdated and unreliable may pose another "window of liability" for participating law enforcement agencies and MSP.

The Final Word

This study represents an important step forward in the analysis of the requirements for success as an undercover officer and the development of training, selection, and supervision systems. The data which were carefully (painstakingly) collected and analyzed within this project have achieved the highest levels of reliability and validity and have come from all possible sources -- current UC's, former UC's, command officer, technical experts, etc.

The completion of this study required the dedication, commitment, and expertise of many individuals. Several of these contributors have been acknowledged throughout this document. Two individuals, however, deserve special recognition.

Dr. Gary Kaufmann of the Behavioral Science Section, MSP, is commended for his many comments, suggestions, and special reviews of several phases of the project, most notably the measurement of the clinical psychological symptoms of UC survey respondents.

In addition, the many contributions of D/F/Lt. James Tolsma, CID - MSP, are recognized and appreciated. He employed his expertise in undercover and covert operations and a tireless dedication to provide the "driving force" needed to move the project forward within an ambitious timeframe. Due to his efforts, the project was able to hurdle all obstacles and remain focused on collecting the most accurate and complete data possible to positively assist current and future undercover officers. The result of these efforts is clearly seen in this report -- a truly "righteous" study.

Figure 1

Data Collection Methodology for Task Analysis

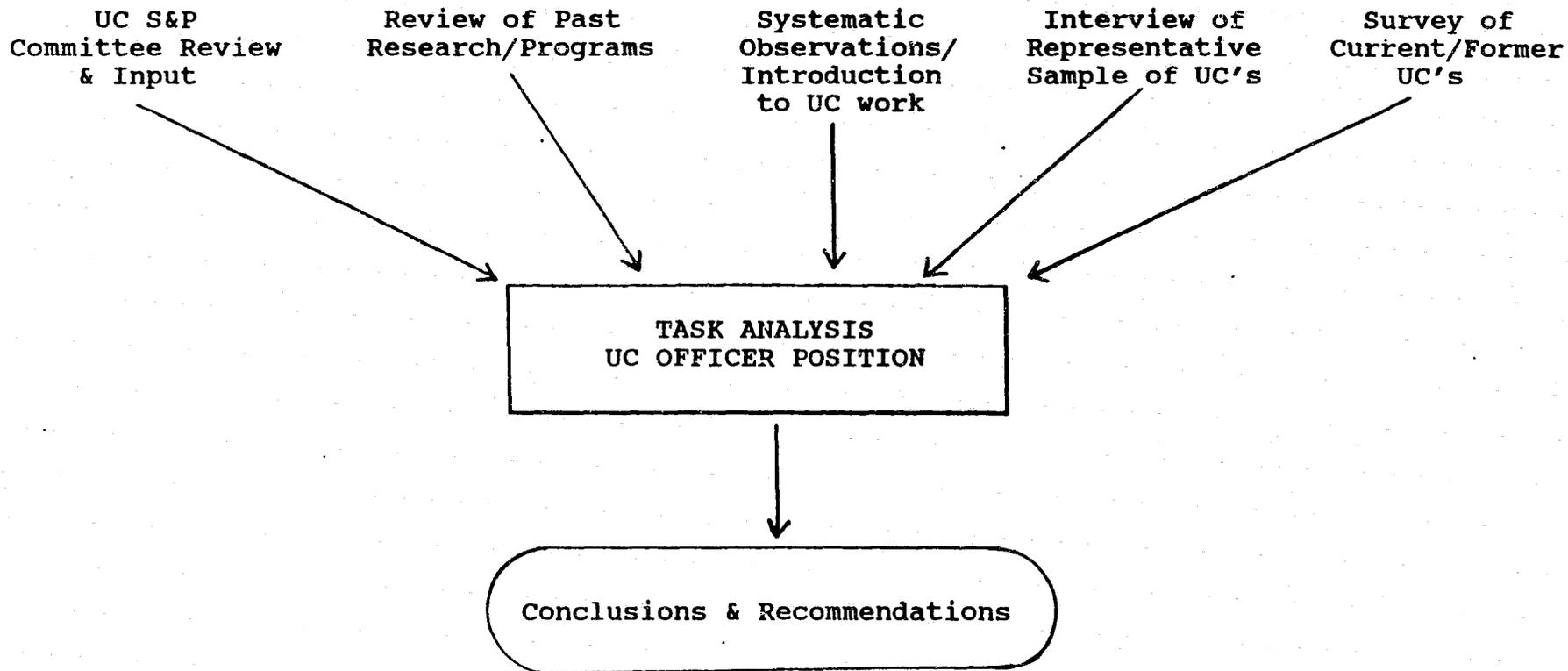


Figure 2
UC Population vs. Interview Sample
Characteristics

	<u>POPULATION</u> (n=218)	<u>INTERVIEW SAMPLE</u> (n=29)
White males	182 (83%)	20 (70%)
White females	14 (6%)	4 (14%)
Hispanic males	4 (2%)	1 (3%)
Black males	16 (7%)	3 (10%)
Oriental	2 (1%)	1 (3%)
Current MSP officers	56 (26%)	9 (31%)
Past MSP officers	22 (10%)	2 (7%)
Current cooperative force officers	103 (60%)	13 (45%)
Past cooperative force officers	37 (17%)	5 (17%)

ACTIVE - 22 (76%)
PAST - 7 (24%)

UC EXPERIENCE - Approximately Equal for Population and Sample

Longest	8 years	RANGE (months) - 1-99
Shortest	1 month	
Average	2 years	AVERAGE - 17.35

LENGTH OF SERVICE - Approximately Equal for Population and Sample

Longest	26 years	RANGE (years) - 3-25
Shortest	1 year	
Average	10 years	AVERAGE - 9.00

RANK

Lt's	5 (2%)	0 (0%)
Sgt	41 (19%)	3 (10%)
Tpr	39 (18%)	8 (29%)
Ofc	29 (13%)	3 (10%)
Ptl	38 (17%)	5 (17%)
Dep	33 (15%)	5 (17%)
Det	32 (15%)	5 (17%)

AGENCIES

State	77 officers (35%)	11 (37%)
City	73 officers (33%)	8 (29%)
County	49 officers (22%)	7 (24%)
Township	15 officers (7%)	1 (3%)
Campus	2 officers (1%)	2 (7%)

MSP ASSIGNMENT

SECID	126 (58%)	13 (45%)
ELCID	65 (30%)	9 (31%)
INACTIVE	27 (12%)	7 (24%)



Figure 3

Structured Interview Format

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August 4, 1989

TO: Undercover Policy and Selection Committee Members
and Interview Team Members
FROM: Kevin Love
RE: Revised interview questions and format

The following represents the interview questions and format as revised during the Interview Team meeting on Thursday, August 3. If there are questions and/or concerns regarding these changes please let me know as soon as possible.

You will note that these revisions change the language to be more informal and direct, yet still collect the same task information.

Opening

Cover these points in a semi-structured manner:

- introduction of interview team members present (welcome)
- describe what the interview process is **NOT** about
- indicate how the UC was picked for the interview
- describe how the interview information will be compiled:
 - no names attached to any data
 - questionnaire developed and distributed to all UC's and supervisors
- disclose the role of consultant as task analysis facilitator

Questions

To be asked in this order with appropriate probes for clarification purposes only:

1. What do you do as an undercover investigator?
 - UC should address these areas -- prompts:

- going "under"
- surveillance
- investigation
- administrative

2. Based on your personal knowledge, give an example of an extremely effective undercover deal. Why do you think it was effective?



CENTRAL MICHIGAN UNIVERSITY

page 2

3. Based on your personal knowledge, give an example of an extremely ineffective undercover deal. Why do you think it was ineffective?
4. What are some of the most difficult situations you have to deal with on the job? How do you handle these?
5. What are some of the most difficult situations you have to deal with off the job? How do you handle these?
6. If you could change one thing about your job, what would it be?

Closing

Cover these points in a semi-structured manner:

- feel free to contact anyone here with additional information
- interview team and committee open to any and all information
- the goals of the project are not a secret, feel free to discuss what went on with other UC's

Table 1

**Tasks Performed by Undercover Officers
Categorized by Role Profile Heading**

1. SURVEILLANCE

1a. Conducts moving surveillance on suspect and/or relevant other person from vehicle (e.g., car, van, etc.) using proper undercover operation techniques to avoid detection by suspect.

1b. Maintains attention during long periods of observation (primarily during surveillance and operations) in order to avoid missing important observation-based information for investigatory purposes.

1c. Operates vehicle (car or van) using undercover SOP to avoid detection by suspect during surveillance operation.

1d. Operates a vehicle with vigilance during moving surveillance operation so as not to promote detection from suspect and avoiding dangerous traffic situations.

1e. Becomes familiar with geographic areas within which undercover officer must work through systematic observation, review of maps, dialogue with experienced officers, etc. in order to avoid errors in surveillance or other activities which involve movement within the area.

1f. Conducts stationary surveillance from vehicle (e.g., car, van, etc.) in person using proper equipment (e.g., binoculars, radio, etc.) in order to gather information/evidence relevant to specific investigation.

1g. Observes suspect, residence, etc. using surveillance equipment (e.g., vehicle, radio, binoculars, etc.) in order to gather information and/or evidence on specific investigation.

2. INFORMANT DEVELOPMENT AND MANAGEMENT

2a. Arranges meeting, introduction, etc. with confidential informant, suspect, and/or other person to initiate contact with suspect for possible future criminal investigation or other use.

2b. Meets with confidential informant, other undercover officer, and/or other person to gather information regarding suspected illegal activity.

2c. Matches confidential informant with undercover officer (i.e., team member, coworker, etc.) using an analysis of personalities, lifestyles, motives, etc. in order to maximize the chance of the two working closely together in a productive fashion.

2d. Works with confidential informant to explain undercover officer's cover story (role) in detail so as to facilitate the introduction of the undercover officer to a suspect and decrease the chance of "taking a burn."

3. CASE SUPERVISION AND OPERATIONAL DECISION MAKING

3a. Interprets visual and/or auditory information obtained during a surveillance operation to plan the next step in the investigative process.

3b. Sorts through written information, records, receipts, files, etc. relevant to an investigation to gain evidence regarding suspected criminal activity.

3c. Plans/prioritizes daily and weekly activities based on status of various current and/or previous cases in order to gather information and/or evidence in a timely fashion so as to avoid missing important facts which may be unavailable at a later time.

3d. Compiles investigative information (e.g., criminal history, warrants pending, etc.) on suspect or other individual using lien machine, telephone calls to local police agencies, departmental computer, etc. in order to prepare self and others with information indicating patterns of behavior, propensity to use weapons and/or violence, relationship of suspect to other relevant parties, etc.).

3e. Evaluates case evidence, information, etc. as to whether there is proper and sufficient amount for writing warrant in order to avoid later dismissal of evidence, case, etc.

3f. Prepares written list describing pieces of evidence seized from property included in search warrant in order to provide documentation and legal records for owner/suspect.

3g. Develops a written contract with suspect to "work off charges" in consultation with prosecutor's office and suspect's attorney.

4. "GOING UNDER"

4a. Buys/sells narcotics, illegally obtained property, etc. to/from suspect to establish required evidence to pursue future investigative action (i.e., arrest, search warrant, etc.).

4b. Portrays self to others (e.g., suspect, confidential informant, etc.) as a "fellow bad guy" to initiate/maintain contact for the purposes of establishing a relationship which will lead to future legal action using proper street language, demeanor, knowledge of illegal activities, details of cover story, etc.

4c. Responds to proper code word, pager transmission, etc. by initiating immediately the prearranged action (e.g., officer in trouble, mitter not operating, stop the deal, etc.).

4d. Protects true identity (as undercover officer) through the use of undercover SOP's (i.e., use of codes, code name, street jargon, dress, etc.) to avoid possible identification of self as officer by current and/or future suspects.

4e. Decides quickly on appropriate course of action during undercover buy/sell using information received from suspect, confidential informant, etc. in order to maintain success of operation (e.g., complete the buy, set up another transaction, avoid "blowing one's cover," etc.).

4f. Develops a believable "role" or identity for self using appropriate props (e.g., clothing, facial appearance, type of car, etc.), improvised pieces of background history (e.g., job held, family ties, mutual friends, etc.) in order to feel comfortable with acting out the role in front of others.

5. USE OF EQUIPMENT

5a. Listens to conversations through electronic transmission (i.e., mitter) from assisting undercover officer (wired with mitter) in order to record/gather information and/or evidence for current or future use in criminal investigation.

5b. Attaches mitter and/or other equipment to self to avoid visual and/or tactile detection by suspect for use in gathering information and/or evidence during investigation.

5c. Checks operation of mitter to ensure proper transmission through trial operation with assisting undercover officer and vehicle radio.

5d. Searches appropriate location (i.e., residence, business, etc.) using a systematic search strategy, evidence handling SOP's and proper equipment (e.g., gloves, bags, etc.) so that no piece of evidence is overlooked or handled incorrectly.

5e. Identifies/records all pieces of evidence using proper equipment (e.g., bags, labels, photographs, etc.) and evidence handling SOP's in order to catalog pieces for later use (i.e., writing arrest warrant, follow up investigation, etc.).

6. ADMINISTRATIVE DUTIES/REPORT WRITING

- 6a. Completes, changes, and/or updates proper documents, forms, etc. to close out cases initiated by previous undercover officers no longer active with unit, using information supplied by previous officer and supervisory staff members.
- 6b. Responds to written notes from supervisory staff regarding needed information and/or changes on certain previous case documentation to ensure proper closure.
- 6c. Types/prepares appropriate documents, forms (MSP), etc. to describe actions taken (e.g., deals completed, property seized, etc.) and/or observations (e.g., surveillance operations, etc.) using proper law enforcement SOP's.
- 6d. Delivers seized property, drugs, weapons, etc. to appropriate property room to provide secure storage using proper documentation, forms, etc. (e.g., MSP-UD-14).
- 6e. Records observations during surveillance activities in order to document behavior/actions of suspect or others using tape recorder and/or in writing.
- 6f. Locates appropriate judge (i.e., on call, etc.) to obtain required signature and review warrant specifics.
- 6g. Maintains "chain of evidence" through use of proper evidentiary procedures in documenting, sealing, and storing evidence in order to avoid later legal-based problems in submitting such evidence during trial proceedings against suspect.
- 6h. Takes evidence, property, etc. to appropriate facility (e.g., narcotics laboratory, gun file, etc.) following appropriate evidentiary procedures in order to obtain proper analysis and documentation of evidence.
- 6i. Completes proper documents, forms (MSP), etc. to document and verify information on current and previous cases using appropriate grammar, descriptions, attention to detail, etc.
- 6j. Records observations and other information using tape recorder and/or written means in order to provide accuracy in later actions (e.g., sworn affidavit, testimony, documentation, etc.).

7. WORKING WITH OTHER AGENCIES/DEPARTMENTS

7a. Informs other agencies (e.g., FBI, local PD, etc.) of actions to be taken on a specific case so as to initiate a joint operation and/or avoid duplication of law enforcement efforts.

7b. Requests information from other agencies (e.g., local PD, MSP, FBI, IRS, etc.) to provide leads, clarification of case facts, fill in missing information, etc. using personal contacts or normal channels of information request.

7c. Works with undercover officer(s) from other agency (e.g., DEA, FBI, etc.) to facilitate information/evidence gathering during investigation.

7d. Attends briefing with other relevant personnel (e.g., law enforcement officers, military personnel, etc.) to gain information regarding cooperative operation (e.g., federal programs, etc.).

7e. Briefs/explains procedures with other law enforcement personnel (e.g., assisting officers, other undercover officers, etc.) in order to organize entry and/or arrest, providing maximum degree of safety.

7f. Creates a cooperative relationship with local prosecutor(s) using tact, diplomacy, knowledge of appropriate case law and trial procedures, etc. in order to facilitate the production and certification of search warrants, arrest warrants, etc.

8. TESTIFYING IN COURT

8a. Testifies in court using proper court procedure to provide required evidence for criminal prosecution.

9. INTERROGATION/NEGOTIATION WITH SUSPECTS

- 9a. Negotiates in person and/or through telephone discussions possible future criminal charges, ability for suspect to "work off charges," etc. with prosecutor, suspect's attorney, etc.
- 9b. Discusses details of active investigation with prosecutor, judge, etc. in order to persuade to take appropriate action " (e.g., issuance of search warrant, seek proper charges, work off charges, etc.).
- 9c. Interrogates suspect shortly after they are taken into custody to identify possible contacts, leads, information, etc. regarding others (e.g., other dealers, suspects, etc.), avoiding direct questioning pertaining to pending criminal charges.
- 9d. Persuades suspect through logical reasoning, emotional empathy, "good guy/bad guy interrogation," etc. to "work off charges" through serviced as a confidential informant (e.g., arranging introductions to other "bad guys," completing controlled buys, etc.).

10. CONTRIBUTING AND BEING INVOLVED WITH THE TEAM

10a. Provides input into required actions (e.g., surveillance, obtaining a search warrant, etc.) at team level meetings involving other undercover officers in order to further case investigation.

10b. Participates in team (undercover officers) and staff (undercover officer and supervisory staff members) meetings providing updated information on cases in progress, previous investigations needing closure, etc. and receiving direction from supervisory staff within a group setting.

10c. Assists fellow undercover officer(s) in investigation by participating in surveillance, buy of illegally obtained items/substance, etc. in order to facilitate evidence or other information gathering effort.

10d. Discusses current investigation with other undercover officers (both team and nonteam members) and supervisory staff members to gain their input, reactions, ideas, etc. to facilitate the development of subsequent steps in the investigation.

10e. Critiques in a positive manner the actions of fellow undercover officers to seek improvement in future investigatory actions (e.g., surveillance techniques, evidence gathering, etc.).

10f. Informs assisting undercover officers of location of self and/or suspect during surveillance operation using radio, correct radio frequency, and undercover informational code language.

10g. Inquires of fellow undercover officers as to status of specific investigations in order to offer suggestions, pieces of information, leads, assistance, etc.

10h. Reviews/discusses case facts, scenarios, plans, etc. regarding operation with assisting undercover officers in order to verify their roles, actions, etc. and achieve maximum safety.

10i. Provides input during unit/team meetings regarding proposed changes and/or improvements in operational procedures to other unit/team members in order to facilitate future task completion.

10j. Follows oral directions from designated team or operational leader (e.g., control officer, etc.) in order to coordinate actions with other units using appropriate radio frequency (if required).

12. DEALING WITH THE PUBLIC

12a. Responds to request(s) for investigations received from the public, confidential informant, etc. through phone calls, in person, or in writing by determining if information warrants investigative response, referral to other law enforcement agency, etc.

12b. Screens information provided by the public, confidential informant, etc. using knowledge and experience of case preparation in order to determine the likelihood of investigatory success.

12c. Informs citizens, business persons, other law enforcement officers, etc. of actions that will be taken with regard to a specific investigation/operation in order to maintain/solicit their cooperation using courtesy, diplomacy, tact, and judgement regarding the "need to know."

13. EXECUTING WARRANTS/RAID MANAGEMENT

13a. Arrests suspect following correct police procedure in order to maintain integrity of criminal case and/or investigation.

13b. Develops entry plan and procedures in order to increase efficiency of operation and provide for maximum degree of safety for all parties.

13c. Develops search procedures in order to gather needed evidence in a systematic fashion.

14. SUPERVISION OF "STREET CREW"

14a. Supervises progress of several investigations as a team leader by asking undercover officer for status report and indications of possible future actions to be taken, thereby keeping informed as to the unit's progress and/or problems.

14b. Provides direction to other undercover officers during operations (e.g., surveillance, undercover buy/sell, etc.) in order to increase effectiveness of operation, follow proper procedures, maintain safety, etc. using skill and knowledge acquired through experience and/or training.

15. TRAINING OF SELF AND OTHERS

15a. Attends relevant training programs in order to maintain/improve undercover officer performance.

15b. Observes experienced undercover officers during job activities (e.g., undercover buy, surveillance, etc.) in order to learn/improve important job-related skills and knowledge.

15c. Trains new undercover officer through verbal explanations, physical direction, allowing observation of experience officers, etc. in order to increase the new officer's understanding of undercover work.

Property of Michigan Department of State Police
Prepared by: Dr. Kevin G. Love

Table 2

**Performance Areas Required for Successful
Undercover Officer Performance With
Supporting Task Documentation**

(Note: Numbers indicated below each performance area represent tasks which are performed using knowledge, skill, or ability within that area. See Table 1 for a listing of tasks associated with undercover officer performance.)

1. FLEXIBILITY -- Ability to adapt to changing situations, people etc. quickly with little or no loss in performance.

Tasks:

1a, 1f, 1g, 2b, 4d, 4f, 11a, 11b, 15b

2. STRESS TOLERANCE -- Ability to handle stressors of undercover work, including long work hours, balance between work and family, dealing with abnormal individuals, high levels of frustration, etc.

Tasks:

1a, 1b, 1f, 1g, 2a, 2b, 3b, 3c, 3d, 4a, 4b, 4c, 4d, 4e, 5a, 9c, 11a, 11b, 11c

3. TEAM ORIENTATION -- Ability to work with others in an effective way, putting the team goals ahead of personal interests.

Tasks:

1a, 1c, 1f, 1g, 2a, 2b, 2d, 4a, 4c, 5a, 7a, 7b, 7c, 7d, 7e, 7f, 9c, 10c, 10d, 10e, 10f, 10g, 10h, 10i, 10j, 12a, 12c, 14a, 14b, 15c

4. INTERPERSONAL SKILL -- Ability to fit in and get along with a variety of different types of people -- coworkers, supervisors, confidential informants, drug dealers, criminals, the public, etc.

Tasks:

2a, 2b, 2c, 2d, 4a, 4b, 4d, 4f, 6f, 6h, 7a, 7b, 7c, 7f, 9a, 9b, 9c, 10a, 10b, 10c, 10d, 10e, 10f, 10g, 10h, 10i, 10j, 11b, 11c, 12a, 12c, 14a, 14b, 15c

5. DECISION MAKING -- Ability to put facts together and respond in a logical fashion, enhancing the investigatory process.

Tasks:

1a, 1c, 1d, 1f, 1g, 2a, 2b, 3a, 3b, 3c, 3d, 3e, 4b, 4c, 4e, 5a, 5d, 6a, 6b, 6g, 6i, 7b, 7c, 7f, 8a, 9b, 9c, 10c, 10d, 10e, 10f, 10g, 10h, 12a, 12b, 13a, 14a, 14b

6. GROUP LEADERSHIP -- Ability to use nondirective leadership skills in obtaining information and providing suggestions/directions to others.

Tasks:

7c, 7e, 10a, 10b, 10c, 10d, 10e, 10g, 14a, 14b

7. ORAL COMMUNICATION -- Ability to listen effectively and communicate with a wide variety of people, using relevant language and/or jargon.

Tasks:

1a, 1c, 1f, 1g, 2a, 2b, 3a, 4a, 4b, 4c, 4d, 5a, 6j, 7a, 7b, 7c, 7d, 8a, 9a, 9b, 10a, 10b, 10c, 10d, 10e, 10f, 10g, 10h, 10i, 10j, 11b, 11c, 12a, 12c, 14a, 14b

8. WRITTEN COMMUNICATION -- Ability to write clearly using proper grammar and clarity required by law enforcement agencies.

Tasks:

3b, 3d, 3f, 3g, 5e, 6a, 6b, 6c, 6d, 6e, 6h, 6i, 6j, 7a, 7b, 7f, 12a

9. ORGANIZATION AND PLANNING -- Ability to prioritize required actions on several investigations at once, thereby developing a logical, yet flexible sequence of events in each case.

Tasks:

3a, 3b, 3c, 3d, 5d, 7a, 7b, 7c, 10a, 10e, 10d, 10h, 11a, 12a, 12b, 13b, 13c, 14a

10. MOTIVATION - Ability to self-start investigations, complete work with little or no supervision, and maintain a high energy level towards work on a daily basis.

Tasks:

1a, 1b, 1c, 1f, 1g, 2a, 3b, 3c, 3d, 4b, 5a, 5d, 6a, 6b, 6c, 6f, 6i, 6j, 7a, 7b, 7c, 9b, 9c, 10a, 10b, 10c, 10d, 10e, 10g, 11a, 12a, 12b, 15a

11. ATTENTION TO DETAIL -- Ability to attend to and place importance on obtaining the smallest piece of relevant information and accuracy in documentation of same.

Tasks:

1a, 1b, 1c, 1e, 1f, 1g, 2a, 2c, 2d, 3a, 3b, 3d, 4a, 4b, 4c, 4d, 4f, 5a, 5b, 5c, 5d, 5e, 6a, 6b, 6c, 6d, 6e, 6g, 6h, 6i, 6j, 7f, 8a, 9b, 10d, 10e, 10f, 10h, 12a, 12b, 13a, 13b, 13c, 15b

12. POLITICAL SENSISTIVITY -- Ability to function within a political, cooperative law enforcement environment using diplomacy and tact in dealing with other law enforcement, public, and private agencies.

Tasks:

2b, 3d, 3g, 6f, 6h, 7a, 7b, 7c, 7d, 7f, 8a, 9a, 9b, 10a, 10b, 10c, 10d, 10e, 10i, 10j, 11b, 12a, 12b, 12c, 14a, 15c

13. PERSUASIVENESS -- Ability to convince others (e.g., suspects, confidential informants, fellow undercover officers, etc.) of "role" identity and guide them to take a certain wanted action.

Tasks:

1c, 2a, 2b, 4a, 4b, 4d, 4f, 6f, 7f, 7a, 7b, 8a, 9b, 9c, 9d, 10a, 10c, 10d, 10e, 10g, 11b, 15b

14. BASIC LAW ENFORCEMENT AND UNDERCOVER OFFICER ORIENTATION -- Ability to apply background knowledge and skill in law enforcement (e.g., investigatory SOP's, evidence requirements, arrest procedures, etc.) in a proper fashion to all aspects of work.

Tasks:

1a, 1c, 1d, 1f, 1g, 2a, 3a, 3b, 4a, 4c, 4d, 5b, 5c, 6a, 6b, 6c, 6d, 6i, 6j, 7a, 7b, 7c, 8a, 9a, 10f, 10h, 12a, 12b, 13a, 14a

15. APPROPRIATE CAUTION AND RESTRAINT -- Ability to consider safety of self and others while planning and carrying out work activities.

Tasks:

1a, 1b, 1c, 1d, 1f, 1g, 2a, 2b, 2d, 4a, 4b, 4c, 4d, 4f, 5b, 5c, 5d, 7e, 10f, 13b, 13c, 14b, 15c

Table 3

Summary Comments -- UC Task Analysis Interviews

The summary comments reported below have been organized according to the question/category of information requested during the interview. Critical incidents (i.e., effective vs. ineffective deals) have been content analyzed to extract common characteristics and behaviors. Those statements reported herein are based on the similarity in comments, opinions, examples, etc. provided by a majority of interviewees.

What do you do as an undercover investigator?

See Table 1 -- "Tasks Performed by Undercover Officers."

Based on your personal knowledge, give an example of an extremely effective undercover deal. Why do you think it was effective?

UC Skill and Experience:

able to control the deal and not let the S-1 or others change plan of action

role/identity of UC fits well with surroundings and expectations of suspects

UC able to quickly establish positive rapport with S-1 and/or others

UC able to react smoothly to changes in the situation, usually with a good storyline

Organization and Planning:

deal is not rushed, little pressure exerted by supervision, UC, or crew members to complete the deal (i.e., buy, sell, arrest, etc.)

all members of the crew are completely informed as to who they are dealing with and details of the scenario

all crew members know their assignments

contingency plans are made in anticipation of possible changes and/or actions by suspects or others

set the target or goal of the deal ahead of time, not during the deal or immediately beforehand

Team Cohesiveness:

all crew members work well together (somewhat like a family) supporting and being there for each other

backup personnel know the importance of their role to support the UC both physically and psychologically (usually as a surveillance team)

Background Information:

get information on S-1 and other suspects from all possible sources -- other UC's, local P.D., lien machine, criminal history, etc.

follow up all leads regarding a case, no matter how small or seemingly insignificant at the time
maintain contacts with other concept teams, local P.D./Sheriff's Office/MSP personnel to assist in gathering information on S-1 or other suspects

Working With Other Agencies:

establish close working relationships with other units, agencies, etc. (e.g., local P.D., DEA, FBI, etc.)
generate confidential informant pool from other agencies and use their recommendations as to how to use the CI

Equipment and Supplies:

have both a visible and auditory bust, assistance needed, etc.
signal so that one does not have to rely upon the mitter alone
being able to show enough money to get S-1 and others interested in the deal

Confidential Informants:

the confidential informant is motivated and willing to work closely with the UC
good match between the personality and other characteristics of the CI and those of the UC

Based on your personal knowledge, give an example of an extremely ineffective undercover deal. Why do you think it was ineffective?

Organization and Planning:

last minute changes, delays, etc. causes confusion and a lack of needed information not passed along to crew members
crew members are not adequately briefed as to the details of the deal, search warrant, buy/bust, etc.
little planning in specifying the responsibility of crew members and development of contingency plans
lack of understanding that even with the best plans, "shit happens" -- thus, initial planning is critical to minimize the possibility of problems arising
S-1 and/or other suspects control the deal, thereby controlling the UC and the crew members

Background Information:

poor information on S-1 and other suspects so that crew members are unprepared for possible reactions

inadequate detail in plans regarding the deal, crew members not aware of their individual assignments, end up tripping over each other and chasing after S-1 and/or other suspects

basic lack of detail, quantity, and recency of information on S-1 and/or other suspects

UC Skill and Experience Issues:

UC pushes deal too far in order to make the buy, not experienced enough to know that the greedy S-1 will call back later if the deal gets shut down

UC works an area too much, thinking he/she is too good to be burned, finds out the hard way that is not true

UC uses poor communication skill, not able to talk with people on the street

UC establishes a poor and/or unbelievable role for self

UC becomes too personally involved in the case by getting close to S-1 or other suspects (especially a problem in working a deep cover operation)

Supervision:

lack of appropriate supervision in the field

supervisor is unable to make decision in the field due to lack of experience

supervisor tries to run the show in an authoritative fashion, will not allow any input from more experienced UC's

supervisor tries to push the UC to complete the deal at all costs

supervisor gets lazy with regard to safety issues, does not plan for safety because nothing has happened in the recent past

supervisor gives the wrong assessment of the situation as it develops on the street, due to lack of experience and/or desire to believe the deal can still go

supervisor matches the wrong UC with a deal, CI, etc.

Equipment and Supplies:

mitter problems, involving poor reception and basic unreliability of operation (i.e., mitter goes out 50% of the time)

lack of sufficient dollars to carry and show S-1 and/or other suspects to initiate interest in the deal (i.e., go after the "big guys")

radio equipment is outdated and inefficient, mitter transmission is covered up by necessary communication among crew members

What are some of the most difficult situations you have to deal with on the job? How do you handle these?

situations:

- a) facing the unknown, which breeds anxiety before going under
- b) slow periods of work
- c) poor supervision
- d) poor equipment
- e) pressure to buy dope, make deal go at all costs
- f) political pressure from local PD, Sheriff, etc. to work in their geographic area
- g) handling feelings when arresting S-1 with whom you have spent a lot of time
- h) forgetting you're a cop while under, yet acting like one in collecting all information possible

solutions:

- a) confronting the fact that feeling afraid is all right and that anxiety improves your awareness
- b) generating activities through self-initiative, such as working on small leads, pulling trash, etc.
- c) rely more on experienced UC's rather than supervision, but try to work with supervisor to improve their knowledge of the job
- d) make do with what we have, be aware that equipment, especially mitters, are unreliable and develop alternative procedures
- e) realize that there there will always be dope to buy, making the "buy list" and/or the quantity purchased not the real goal of UC assignment
- f) let concept supervisors handle political issues, stay out of them if possible
- g) focus on the fact that you're a cop and they're a bad guy, especially focus on the kids getting screwed up by dope
- h) experience, keep your law enforcement side working to attend to every detail

What are some of the most difficult situations you have to deal with off the job? How do you handle these?

situations:

- a) change image, both appearance and behaviors
- b) working long hours which conflict with family obligations
- c) secrecy, not being able to tell spouse, friends, etc. what you are doing on the job
- d) paranoia when with the family, afraid you'll get burned by someone
- e) lack of a social life, can't find many places where bad guys don't hang out

solutions:

- a) make sure family and friends know that the change is only temporary, leave "street" behaviors at the office, if possible
- b) explain to spouse, family etc. of the importance of the job to you and to society -- always take advantage of opportunities where work is slow and spend this time with the family -- use the flexible nature of the job to your advantage
- c) rationalize that they are better off not knowing so as not to create unwarranted worry and/or concern
- d) avoid going many places with the family where you might run into bad guys
- e) create social activities at home or at friend's homes rather than go out

If you could change one thing about your job, what would it be?

better preparation and/or training before taking UC assignment, even focusing on the off-the-job impact

nothing, I love the job as it is

get a preview of the job for both the UC and the spouse to enhance the reality

have an "open" style of supervision, where the UC has control over their own deals, yet has the guidance of an experienced supervisor when needed

develop longer UC assignments, 2-3 years is not enough, you just get experienced, comfortable, and skillful and then you leave

assist the UC in the transition back to the road by offering retraining (what things have changed on the road while the UC was away), sitting down with uniform commander (explain what UC has gone through), and convincing uniform personnel that a UC assignment is demanding, "real" police work and can improve road patrol skills

have more dollars available to go after the bigger dealers

Table 4

Undercover Officer (UC) Survey Results:

Training, Selection, Psychological Factors, and Supervision

Total number of surveys returned -- 254

Return rate -- 89% (287 possible responses)

** all percentages rounded to nearest whole number- may not equal 100%

1. Current Assignment

144(58%) MSP Cooperative Force Concept 64(26%) MSP CID Unit
22(9%) Uniform Road Patrol 8(3%) Detective Bureau
1(0%) Retired 9(4%) Other - describe: _____
6(no answer)

2. Agency Affiliation

102(41%) MSP 60(24%) Sheriff Dept. 87(35%) City/Twnshp PD
1(0%) Campus PD 1(0%) Federal Agency 0 Prosecuting Att.
3(no answer)

3. Length of Law Enforcement Experience (in months)

Avg. 156 mo./13 yrs months Range 10 mo. to 433 mo./36 yrs.

4. Length of Undercover Officer Experience (in months)

Avg. 33 mo./2.8 yrs months Range 0 mo. to 240 mo./20 yrs.

5. Area of Undercover Experience (check only one - area of longest assignment)

200(85%) narcotics unit 13(6%) surveillance crew
12(5%) auto theft 8(3%) organized crime unit
4(2%) other-describe: _____
17(no answer)

6. Have you supervised UC's as a command officer?

78(31%) yes 172(69%) no 4(no answer)

7. Have you supervised UC's as a crew/team leader?

130(52%) yes 121(48%) no 3(no answer)

8. Age (to nearest whole year): Avg. 36 years Range 21 to 58. yrs.

9. Race 234(93%) White 11(4%) Black 3(1%) Hispanic
1(0%) Oriental 2(1%) Other 3(no answer)

10. Sex 232(94%) Male 16(6%) Female 6(no answer)

Rank of items 1 - 5 shown in parentheses.
 Percentages indicate those choosing item as one of the top five.
 T = total sample
 S = supervisor (i.e., command officer) NS = nonsupervisor

 (n=254 for total sample; n=78 for supervisors; n= 172 for nonsupervisors)

Read all of the following areas of UC activities. If the Department were to develop a training program for new undercover officers, which five (5) activities would be most important for training. That is, place a check by the five (5) areas which you feel would be most important to include in a training program for new UC's.

<u>T</u>	<u>S</u>	<u>NS</u>	
FIELD ACTIVITIES			
75%(2)	60%(3)	80%(1)	11. surveillance
76%(1)	71%(2)	78%(2)	12. "going under"
14%	15%	14%	13. use of equipment
48%(4)	37%(5)	52%(4)	14. interrogation/negotiation with suspects
.4%	0%	.6%	15. dealing with the public
45%(5)	29%	49%(5)	16. executing warrants/raid management
8%	10%	8%	17. supervision of "street crew"
OPERATIONAL ACTIVITIES			
74%(3)	78%(1)	71%(3)	18. informant development and management
15%	23%	14%	19. case supervision and operational decision making
26%	36%	23%	20. contributing and being involved with the team
13%	16%	11%	21. working with other agencies/departments
ADMINISTRATIVE ACTIVITIES			
25%	30%	23%	22. administrative duties/report writing
26%	34%	23%	23. testifying in court
TRAINING AND OTHER ACTIVITIES			
34%	38%(4)	33%	24. transition into/out of undercover assignment
16%	16%	16%	25. training of self and others
3%	0%	3%	26. other - please describe:

Rank of items 1 - 5 shown in parentheses.
 Percentages indicate those choosing item as one of the top five.
 T = total sample S = supervisor (i.e., command officer)
 NS = nonsupervisor

 (n=254 for total sample; n=78 for supervisors; n=172 for nonsupervisors)
 Read all the performance area definitions for undercover officers provided below. If the Department was to develop a screening process for undercover officers, which five (5) areas would be most important to measure in selecting UC's. That is, place a check by the five (5) areas you feel are most important to measure when selecting officers for a UC assignment.

<u>T</u>	<u>S</u>	<u>NS</u>	
76%(1)	74%(2)	77%(1)	27. Flexibility (adapting to changing situations)
51%(3)	40%**	56%(3)	28. Stress Tolerance (handling the stressors of UC work)
45%(4)	52%(3)	44%(4)	29. Team Orientation (working effectively in a group situation)
38%**	37%**	39%(5)	30. Interpersonal Skill (getting along with a variety of people)
42%(5)	45%(4)	38%**	31. Decision Making (responding to facts in a logical way)
3%	1%	4%	32. Group Leadership (leading and handling others effectively)
22%	18%	26%	33. Oral Communication (listening and speaking effectively)
10%	14%	9%	34. Written Communication (writing clearly using proper grammar)
15%	7%	20%	35. Organization and Planning (prioritizing actions)
69%(2)	78%(1)	64%(2)	36. Motivation (self-starting and maintaining good work)
39%**	41%**	37%**	37. Attention to Detail (being accurate and detailed in collecting information and documenting work)
5%	6%	5%	38. Political Sensitivity (using tact with others)
13%	8%	5%	39. Persuasiveness (convincing others to take a wanted action)
28%	32%	27%	40. Basic Law Enforcement and UC Orientation (applying background knowledge and skill to the job)
39%**	44%(5)	36%**	41. Appropriate Caution and Restraint (considering the safety of self and others)
2%	1%	2%	42. Other - please describe:

** Indication that these percentages were very close to the #5 ranking - the percentage point difference is not statistically significant.

Percentages indicate those respondents checking an item as a "concern."
(n=254)

Read all of the following items listed below. Please check all those concerns that are linked to your work as an undercover officer.

- | | | |
|----------------------------------------|-------------------------------------|-------------------------------------|
| 45% Marital stress | 4% Feeling worthless | 6% Upset stomach |
| 13% Other family problems | 16% Drawing away from people | 2% Sweating |
| 10% Other relationship problems | 5% Lack of interest/enjoyment | 0% Lightheaded/dizzy |
| 3% Problems at work/school | 0% Too many drugs | 10% Too much worry |
| 6% Health problems | 15% Too much alcohol | 1% Too many fears |
| 6% Financial problems | 8% Feel negative about the future | 4% Feeling guilty |
| 2% Legal problems | 8% Hard to make friends | 19% Feeling angry/frustrated |
| 6% Sad/depressed | 4% Feeling lonely | 2% Nightmares |
| 2% Loss of appetite | 2% Sexual problems | 4% Feel ignored/abandoned |
| 2% Loss of weight | 11% Less energy than usual | 0% Too much pain |
| 35% Gain of weight | 4% More energy than usual | 2% Confused |
| 22% Difficulty sleeping | 1% Very talkative | 2% Laugh without reason |
| 4% Difficulty concentrating | 6% Restless/can't sit still | 8% Memory problems |
| 9% Quick change of moods | 12% Nervous/tense | 1% See/hear strange things |
| 13% Dwelling on problems | 0% Panicky | 6% Feel used by people |
| 0% Problems with my breathing | 0% Shaky/trembling | 3% Feeling others are out to get me |
| 0% Hot or cold spells | 29% Hard to trust anyone | 8% Watched/talked about by others |
| 4% Problems controlling anger or urges | 3% Problems controlling my thoughts | 6% Other |
| 0% Feeling suicidal | | |

Rank of items 1 - 3 shown in parentheses.
 Percentages indicate those choosing item as one of the top three.
 T = total sample S = supervisor (i.e., command officer)
 NS = nonsupervisor

(n=254 for total sample; n=78 for supervisors; n=172 for nonsupervisors)

Read all of the experience/training areas described below. If the Department were to develop a screening process for supervisors of undercover officers, which three (3) of the areas would be most important to measure in selecting a supervisor of UC's. That is, place a check by the three (3) most important experience/training areas that a supervisor of UC's should possess.

<u>T</u>	<u>S</u>	<u>NS</u>	
60%(3)	67%(1)	56%(3)	43. prior experience in criminal investigations
0%	0%	1%	44. <u>no</u> prior experience in criminal investigations
67%(1)	53%(3)	73%(1)	45. prior personal experience as an undercover officer
38%	36%	39%	46. prior personal experience in specific undercover work being supervised (e.g., narco, OC, etc.)
16%	18%	15%	47. prior supervisory experience, any law enforcement area
17%	21%	16%	48. prior supervisory experience, criminal investigations
20%	22%	19%	49. prior supervisory experience, covert operations (CID)
15%	15%	16%	50. general supervisory training
59%(2)	60%(2)	58%(2)	51. specialized supervisory training for supervision of undercover personnel and covert operations
5%	6%	4%	52. other - please describe:
			53. Rate the overall quality of supervision you experience(d) as/while a UC. 1 - poor 2 - fair 3 - good 4 - very good 5 - excellent
3.6	3.4	3.7	
			54. Indicate the extent of experience in undercover work possessed by your commanding officer as/while a UC. 1 - none 2 - little 3 - some 4 - much 5 - very much
3.6	3.5	3.7	
			55. It has been recognized that working as an undercover officer is a stressful occupation. Please identify how this stress has affected your life.

(see content analysis of comments to this section)

Thank you for your input. Please seal the questionnaire in the envelope provided and return it to the Committee Member who is collecting completed surveys for your unit. The Committee Member will return it directly to Dr. Kevin Love, Department of Management, Central Michigan University, Mt. Pleasant, MI 48859.

Table 5

Content Analysis of Comments Provided in Response to Survey Questionnaire Item 55

Total number of surveys returned: 254
Total number of surveys with comments provided to item 55: 157
Total number of comments provided to item 55: 242

(Percentages indicated are based on the total number of surveys which included comments to item 55.)

Obsession With The Job

Undercover work becomes the main priority in life. You think about it constantly because of the tremendous work load and your high commitment to the job.

14 (9%)

Problems With Family Members and Social Relationships

Due to undercover work you experience a lot of family problems, including problems with children and spouse. Many times this is due to a lack of understanding on their part as to what you have to do as a UC.

44 (28%)

Being a UC has resulted in divorce and/or separation from my spouse.

6 (4%)

I feel a high degree of guilt for being away from my family so often.

2 (1%)

It is difficult or impossible to tell others (i.e., family members, friends, etc.) what you do as a UC.

8 (5%)

Social life becomes almost nonexistent.

3 (2%)

Impact of Work Hours

One of the major problems involves the long and unpredictable hours of work. The work hours demand you spend a lot of time away from your children and spouse.

33 (21%)

I experience a lack of sleep and interruptions in sleep due to phone calls, late night deals, etc. I loose sleep thinking about the job and what may happen (or has happened).

3 (2%)

Positive Aspects/Adjusting Well

Because of the demands of the job, you appreciate your family and try to spend more time with them whenever possible.

4 (3%)

Everyone has adjusted to my being a UC quite well, including family and friends. All in all being a UC is less stressful than being a uniform officer.

8 (5%)

I have redirected and coped with my anxiety and stress from the job through other activities (e.g., exercise, sports, religion, spending time with friends, reading, etc.)

8 (5%)

There has been little or no impact on my life from my work as a UC.

22 (14%)

Being a UC has been a positive and rewarding experience. It gives you a great high!

15 (10%)

My experience as a UC has made me a better police officer, not only in terms of work performance, but in my ability to deal with the stressors of police work.

5 (3%)

Working as UC has given me greater confidence in my abilities.

1 (.6%)

Being able to talk to your supervisor and other UC's about the stress of the job helps a great deal.

2 (1%)

Physical/Psychological Impact

Currently seeing a psychologist due to the circumstances surrounding being a UC.

1 (.6%)

You begin playing a role as a UC and get lost in it. It becomes hard to "get out" and get back to reality.

4 (3%)

After being a UC you experience a high degree of anxiety, become paranoid about being recognized in public, seem to get depressed easily, and develop a basic distrust of all people.

19 (12%)

Through the stress of the job and having the opportunity it has led to many extramarital sexual encounters.

2 (1%)

My work as a UC has led me to alcohol abuse.

6 (4%)

I cannot stop using tobacco because of the pressure of the job.

1 (.6%)

I have experienced significant physical problems because of the job (e.g., significant weight gain, poor/failing eyesight, high blood pressure, etc.).

3 (2%)

Supervision, Administrative, and Work Environment Issues

A lack of good supervision and administrative policies that get in the way of doing a good job as a UC has added a great deal of stress to the job.

12 (8%)

There is a lack of recognition when you do well.

2 (1%)

The short length of a typical UC assignment becomes a stressor.

1 (.6%)

No one tells you what you should expect as UC. This "not knowing" makes the anxiety even worse.

1 (.6%)

You work hard to make a case and the criminal get out before you even get back to the office.

2 (1%)

The less work you do, the less likely you are to get into trouble. Once this message is understood by the UC, their work motivation decreases.

1 (.6%)

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The transition from undercover work to the "road" is a major problem. It is very stressful to change so quickly.

3 (2%)

Social Issues

You begin to become depressed that we are losing the battle against drugs. Society has many terrible problems and they are getting worse.

6 (4%)

ATTACHMENT A

CENTRAL MICHIGAN UNIVERSITY

February 15, 1989

Task Analysis for Undercover Officer Position:

Phase I -- Analysis of the position and
recommendations for selection system development

Prepared for: Michigan Department of State Police

Prepared by: Kevin G. Love, Ph.D.
Department of Management
Central Michigan University
Mt. Pleasant, MI 48859
(517) 774-3450

The following description represents a proposed methodology for the analysis of the important tasks/behaviors inherent within the position of undercover officer within the Department of State Police. The various steps of data collection and analysis will be defined, as well as the estimated amount of consultant time required.

Each step is designed to collect information which will result in a description of the important tasks/behaviors for the position so that an analysis can be made of current selection procedures and recommendations provided for improved selection mechanisms.

It should be noted that the steps outlined within this proposal represent a tentative procedure based on information obtained from D/F/Lt. James Tolsma as to the basic goals of this project. The consultant time requirements indicated are based on experience with similar task analysis projects for the Department.

It is expected that members of the Undercover Policy and Selection Committee and/or Departmental staff will be integrally involved in all steps of the project. The consultant's role will be to suggest, direct, and work side by side with Departmental personnel. This consultant role was shown to be extremely effective in completion of the duties of the Performance Appraisal Committee, which recently implemented the new performance evaluation systems throughout the Department. It should be noted that more or less consultant time may be required for any given step based on the ease or difficulty in obtaining the required task analysis data.



CENTRAL MICHIGAN UNIVERSITY

page 2

Outline of Task Analysis Data Collection and Analytic Steps

1) Organizational Analysis and Liaison Development

Through work with the Undercover Policy and Selection Committee a data collection and analysis plan will be developed.

-- The role of undercover operations within the Department will be clarified.

-- Liaisons will be established with appropriate groups (i.e., individuals will be identified who should be kept apprised of the work in process and work completed by the committee). These liaisons will provide an important communication channel through which larger groups (e.g., MSPTA, former undercover officers, supervisors, etc.) will be kept informed as to the actions and plans of the project team.

-- Details of the data collection phases in light of organizational realities will be determined.

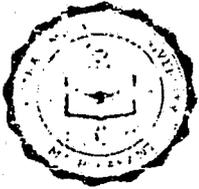
Estimated consultant time: 20 hours

2) Task-Based Interviews with Representative Personnel

Interview data will be collected using a sample of undercover officer personnel, supervisors, and appropriate support personnel which as a group are representative of "typical" assignments throughout the Department. These interviews will use a task-analysis framework and focus on the identification of specific tasks (behaviors) which are important in the success of a range of different undercover operations.

It is anticipated that the consultant will train selected Departmental personnel to assist in the task analysis interviews. This will provide greater efficiency in data collection as well as provide an important degree of identification and involvement with the project on the part of Departmental staff members.

Estimated consultant time: 40 hours



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3) Critical Incident (Problem) Analysis

Using the interviewees identified in step #2, as well as other selected Department personnel, critical incidents (e.g., examples of extremely effective and extremely ineffective undercover officer performance) will be collected. These incidents will focus on identifying those "behaviors and performance areas" which distinguish between the superior, average, and poor undercover officer.

In addition, these critical incidents will provide a set of "scenarios" for the ultimate construction of assessment center type simulation exercises (if warranted) for future undercover officer selection decisions.

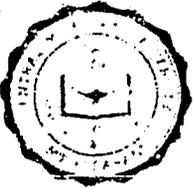
These critical incidents will be subjected to a "behavioral content analysis procedure" whereby critical behaviors and performance areas will be extracted from the scenarios collected.

4) Task-Behavior Checklist/Questionnaire Development, Data Collection, and Analysis

Using the information obtained and refined in steps #1 through #3, a questionnaire will be developed which will ask undercover officer personnel, former undercover officers, supervisors, and other appropriate Departmental staff members to rate a variety of tasks/behaviors as to "frequency of occurrence" on a typical assignment, "level of difficulty" in completing the task correctly, and "the consequences if the task is performed poorly."

It is important that this questionnaire data be based upon as large and representative sample of Departmental personnel as possible.

Using appropriate statistical analyses (data analysis to be completed primarily by the consultant), task/behavior cutoff ratings will be determined. That is, the most important tasks for the position of undercover officer will be identified. (It should be noted from the outset of the project that a task or behavior may not receive a "most important task" label, yet still retain an important role in officer training and overall effectiveness.)



CENTRAL MICHIGAN UNIVERSITY

page 4

The use of a task analysis questionnaire approach will provide the required data base to prove the "job relatedness" of future selection methodologies.

Estimated consultant time: 40 hours

5) Identification of Critical Performance Areas for Undercover Officer Effectiveness

Using the critical incident data and the tasks/behaviors identified through the questionnaire analyses, a set of performance areas which are directly related to success as an undercover officer will be constructed. Using a "content analysis" process, similar critical incident behaviors and important tasks will be clustered together to form a set of broad-based performance areas (typically, 10 to 15 performance areas result from such a content analysis).

The content analysis will be completed through use of small groups composed of members of the project committee and appropriate Departmental personnel. The consultant will not only assist in the supervision of the content analysis process, but will actively participate in the development of performance area definitions.

Estimated consultant time: 20 hours



CENTRAL MICHIGAN UNIVERSITY

page 5

6) Development of Recommendations for Phase II (Undercover Officer Selection) -- Final Report of Phase I

Based on the performance areas developed in step #5, with direct reference to the "scenarios" provided through the critical incident behavioral analysis, the Committee will prepare a description of recommended selection procedures for the evaluation of undercover officer potential among Departmental personnel. These recommendations will propose specific selection procedures (e.g., use of behavioral simulations, written components, etc.). A "grid format" will be used to indicate which performance areas will be measured within certain recommended selection procedures.

Estimated developmental costs and a timeframe for completion of Phase II (selection system development) will be provided.

Estimated consultant time: 20 hours

TOTAL ESTIMATED CONSULTANT WORK TIME FOR STEPS #1 - #6: 160 HOURS

Consulting Framework for Project

The estimated hours provided above reflect the amount of consultant "work time" required for completion of data collection and analysis within each step. These are estimates based on previous task analysis projects and prior experience with the Department staff operations. More or less time may be required at any given step to ensure optimum data collection/analysis.

MEMORANDUM

ATTACHMENT B

STATE OF MICHIGAN

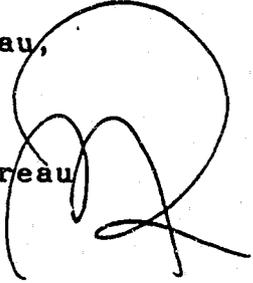
DEPARTMENT OF STATE POLICE

DATE: April 23, 1990

TO : Office of Field Services, Investigative Service Bureau,
Narcotics Section Commanders

FROM : Major Michael D. Robinson, Investigative Services Bureau

SUBJECT : Undercover officer selection and training survey



The undercover selection and policy committee will be conducting a survey of past and current undercover officers and their supervisors. The survey will consist of completing a questionnaire containing material which will measure and prioritize opinions regarding the selection, training and supervision of undercover personnel, for all State Police supervised units and concepts. The material in the questionnaire has been developed by Dr. Kevin Love, CMU and members of the committee from data collected with random interviews and ride-along observation of the undercover role. The end result of this effort will be a professional task analysis of this unique role.

The responses collected will be strictly anonymous and will receive special handling to encourage maximum cooperation. The questionnaire will require approximately 15 minutes to complete. Committee members will contact unit commanders and arrange to administer the questionnaire in a meeting forum to expedite the process and to encourage maximum response. The committee member administering the survey will be present to explain the study and answer questions.

Any questions about the process should be directed to Dr. Love at 517/774-3431 or D/F/Lt. Jim Tolsma, ELCID, 517/336-6226.

Work site commanders and supervisory personnel are to provide the necessary assistance to committee personnel conducting the survey and every effort will be made to minimize disruption to local schedules. A great deal of effort has been expended to develop this body of data and I am requesting your continued support.

cc: Captain Roger Warner
Captain Richard Meloche

UNDERCOVER OFFICER
SELECTION, TRAINING, AND SUPERVISION
SURVEY

TO: Undercover Officers
FROM: Dr. Kevin Love, Consultant, Criminal Investigation
Division - Michigan Department of State Police

The following items request your opinions regarding the selection, training, and supervision of undercover officers (UC's). This survey is being distributed to both current and past UC's and their supervisors throughout the state. The Undercover Policy and Selection Committee of the Department will use this information as a source for formulating recommendations regarding the selection, training, and supervision of UC's.

Based on your experience as an undercover officer, please indicate your opinions regarding UC work and how it has affected you. Please respond as honestly and completely as possible. All information provided on this survey is STRICTLY CONFIDENTIAL and will be described only through analysis of all survey responses as a group.

When you have completed the survey, please seal it in the envelope provided and return it to the Committee Member who is handling the collection of completed surveys for your unit. The Committee Member will return all surveys directly to me at the following address:

Dr. Kevin Love
Department of Management
Central Michigan University
Mt. Pleasant, MI 48859.

Thank you for your input on these important issues.

1. Current Assignment

- MSP Cooperative Force Concept MSP CID Unit
 Uniform Road Patrol Detective Bureau
 Retired Other - describe: _____

2. Agency Affiliation

- MSP Sheriff Dept. City/Twnshp PD
 Campus PD Federal Agency Prosecuting Att.

3. Length of Law Enforcement Experience (in months)

_____ months

4. Length of Undercover Officer Experience (in months)

_____ months

5. Area of Undercover Experience (check only one - area of longest assignment)

- narcotics unit surveillance crew
 auto theft organized crime unit
 other-describe: _____

6. Have you supervised UC's as a command officer?

_____ yes _____ no

7. Have you supervised UC's as a crew/team leader?

_____ yes _____ no

8. Age (to nearest whole year): _____ years

9. Race White Black Hispanic
 Oriental Other

10. Sex Male Female

Read all of the following areas of UC activities. If the Department were to develop a training program for new undercover officers, which five (5) activities would be most important for training. That is, place a check by the five (5) areas which you feel would be most important to include in a training program for new UC's.

FIELD ACTIVITIES

- 11. surveillance
- 12. "going under"
- 13. use of equipment
- 14. interrogation/negotiation with suspects
- 15. dealing with the public
- 16. executing warrants/raid management
- 17. supervision of "street crew"

OPERATIONAL ACTIVITIES

- 18. informant development and management
- 19. case supervision and operational decision making
- 20. contributing and being involved with the team
- 21. working with other agencies/departments

ADMINISTRATIVE ACTIVITIES

- 22. administrative duties/report writing
- 23. testifying in court

TRAINING AND OTHER ACTIVITIES

- 24. transition into/out of undercover assignment
- 25. training of self and others
- 26. other - please describe:

Read all the performance area definitions for undercover officers provided below. If the Department was to develop a screening process for undercover officers, which five (5) areas would be most important to measure in selecting UC's. That is, place a check by the five (5) areas you feel are most important to measure when selecting officers for a UC assignment.

- _____ 27. Flexibility (adapting to changing situations)
- _____ 28. Stress Tolerance (handling the stressors of UC work)
- _____ 29. Team Orientation (working effectively in a group situation)
- _____ 30. Interpersonal Skill (getting along with a variety of people)
- _____ 31. Decision Making (responding to facts in a logical way)
- _____ 32. Group Leadership (leading and handling others effectively)
- _____ 33. Oral Communication (listening and speaking effectively)
- _____ 34. Written Communication (writing clearly using proper grammar)
- _____ 35. Organization and Planning (prioritizing actions)
- _____ 36. Motivation (self-starting and maintaining good work)
- _____ 37. Attention to Detail (being accurate and detailed in collecting information and documenting work)
- _____ 38. Political Sensitivity (using tact with others)
- _____ 39. Persuasiveness (convincing others to take a wanted action)
- _____ 40. Basic Law Enforcement and UC Orientation (applying background knowledge and skill to the job)
- _____ 41. Appropriate Caution and Restraint (considering the safety of self and others)
- _____ 42. Other - please describe:

Read all of the following items listed below. Please check all those concerns that are linked to your work as an undercover officer.

- | | | |
|--------------------------------------------------------------|-----------------------------------------------------------|-----------------------------------------------------------|
| <input type="checkbox"/> Marital stress | <input type="checkbox"/> Feeling worthless | <input type="checkbox"/> Upset stomach |
| <input type="checkbox"/> Other family problems | <input type="checkbox"/> Drawing away from people | <input type="checkbox"/> Sweating |
| <input type="checkbox"/> Other relationship problems | <input type="checkbox"/> Lack of interest/enjoyment | <input type="checkbox"/> Lightheaded/dizzy |
| <input type="checkbox"/> Problems at work/school | <input type="checkbox"/> Too many drugs | <input type="checkbox"/> Too much worry |
| <input type="checkbox"/> Health problems | <input type="checkbox"/> Too much alcohol | <input type="checkbox"/> Too many fears |
| <input type="checkbox"/> Financial problems | <input type="checkbox"/> Feel negative about the future | <input type="checkbox"/> Feeling guilty |
| <input type="checkbox"/> Legal problems | <input type="checkbox"/> Hard to make friends | <input type="checkbox"/> Feeling angry/frustrated |
| <input type="checkbox"/> Sad/depressed | <input type="checkbox"/> Feeling lonely | <input type="checkbox"/> Nightmares |
| <input type="checkbox"/> Loss of appetite | <input type="checkbox"/> Sexual problems | <input type="checkbox"/> Feel ignored/abandoned |
| <input type="checkbox"/> Loss of weight | <input type="checkbox"/> Less energy than usual | <input type="checkbox"/> Too much pain |
| <input type="checkbox"/> Gain of weight | <input type="checkbox"/> More energy than usual | <input type="checkbox"/> Confused |
| <input type="checkbox"/> Difficulty sleeping | <input type="checkbox"/> Very talkative | <input type="checkbox"/> Laugh without reason |
| <input type="checkbox"/> Difficulty concentrating | <input type="checkbox"/> Restless/can't sit still | <input type="checkbox"/> Memory problems |
| <input type="checkbox"/> Quick change of moods | <input type="checkbox"/> Nervous/tense | <input type="checkbox"/> See/hear strange things |
| <input type="checkbox"/> Dwelling on problems | <input type="checkbox"/> Panicky | <input type="checkbox"/> Feel used by people |
| <input type="checkbox"/> Problems with my breathing | <input type="checkbox"/> Shaky/trembling | <input type="checkbox"/> Feeling others are out to get me |
| <input type="checkbox"/> Hot or cold spells | <input type="checkbox"/> Hard to trust anyone | <input type="checkbox"/> Watched/talked about by others |
| <input type="checkbox"/> Problems controlling anger or urges | <input type="checkbox"/> Problems controlling my thoughts | <input type="checkbox"/> Other |
| <input type="checkbox"/> Feeling suicidal | | |

Read all of the experience/training areas described below. If the Department were to develop a screening process for supervisors of undercover officers, which three (3) of the areas would be most important to measure in selecting a supervisor of UC's. That is, place a check by the three (3) most important experience/training areas that a supervisor of UC's should possess.

- 43. prior experience in criminal investigations
- 44. no prior experience in criminal investigations
- 45. prior personal experience as an undercover officer
- 46. prior personal experience in specific undercover work being supervised (e.g., narco, OC, etc.)
- 47. prior supervisory experience, any law enforcement area
- 48. prior supervisory experience, criminal investigations
- 49. prior supervisory experience, covert operations (CID)
- 50. general supervisory training
- 51. specialized supervisory training for supervision of undercover personnel and covert operations
- 52. other - please describe:
- 53. Rate the overall quality of supervision you experience(d) as/while a UC.
1 - poor 2 - fair 3 - good 4 - very good 5 - excellent
- 54. Indicate the extent of experience in undercover work possessed by your commanding officer as/while a UC.
1 - none 2 - little 3 - some 4 - much 5 - very much
- 55. It has been recognized that working as an undercover officer is a stressful occupation. Please identify how this stress has affected your life.

Thank you for your input. Please seal the questionnaire in the envelope provided and return it to the Committee Member who is collecting completed surveys for your unit. The Committee Member will return it directly to Dr. Kevin Love, Department of Management, Central Michigan University, Mt. Pleasant, MI 48859.