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ON PEACE OFFICER STANDARDS AND TRAINING*

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**RESERVE POLICE OFFICERS
IN SMALL LAW
ENFORCEMENT AGENCIES**

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BY, COMMANDER DAVID WHITESIDE
HUGHSON POLICE DEPARTMENT
COMMAND COLLEGE CLASS #20
4-7-95

20-0420

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

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

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

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

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Abstract

This project was developed around the need to enhance the use of reserve police officers in small police agencies. The future study focused on determining the role of reserve police officers in small communities by the year 2004. Future volunteer programs are likely to see changes in: training, recruitment, and employee retention. The project is presented in three specific sections, which are: future study, strategic plan, and transition plan. The project is intended to assist the future police manager in strengthening reserve police programs. The author presents a model designed for the Hughson Police Department, Hughson, California, which includes: (1) forming a community planning committee; (2) conducting an internal and external audit of the organization; (3) developing creative methods of recruitment, hiring, and training; (4) opening stronger lines of communication. The study provides a detailed analysis of emerging trends and events, a micro mission statement, illustrations, appendixes, references and bibliography.

JOURNAL ARTICLE

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TABLE OF CONTENTS

INTRODUCTION	1
FUTURE STUDY	4
ISSUE STATEMENT	7
SUB-ISSUES	7
TREND 1 LEVEL OF TRAINING	8
TREND 3 ORGANIZATION BUDGET REDUCTION	8
EVENT 1 POST REQUIRES ACADEMY FOR RESERVES	9
EVENT 4 INCREASE IN TRAINING REQUIREMENT	9
EVENT 5 LOSS OF VOLUNTEER BUDGET FUNDING	9
TRANSITION MANAGEMENT STRUCTURE	9
FORMATION OF A PLANNING COMMITTEE	12
AUDIT OF THE EXISTING RESERVE POLICE PROGRAM	12
TRANSITION PLAN FOR RECRUITMENT, HIRING, AND TRAINING	12
OPEN LINES OF COMMUNICATION	13
TECHNOLOGIES AND TECHNIQUES TO SUPPORT THE CHANGE PROCESS	18
Internal Technologies	18
External Technologies	19
CONCLUSION	19
ISSUE STATEMENT:	21
RECOMMENDATIONS FOR ACTION, AND FUTURE PROSPECTIVE	23
ENDNOTES	25

TABLE OF ILLUSTRATIONS

Chart 1	15
Chart 2	17

INTRODUCTION

Many police departments have used reserve police officers since the pre-depression days. However, the police volunteers of that time held very little power in terms of physical enforcement of the law. The appointment of a police volunteer was often a political favor that allowed the individual to possess certain police powers.¹ The volunteer police officer became more widely accepted during and following World War II. During the war there was a shortage of male personnel available for law enforcement duties. Thus, the use of reserves was necessary to ensure national security.²

Reserve police units were originally developed to augment Civil Defense, which was the first attempt to eliminate some of the personnel shortages. In 1978 Ronald Dow, Criminal Justice Professor, wrote: "Since the Korean Conflict there has been a gradual national transition from the Civil Defense Auxiliary Unit."³ This was most likely the turning point which directed volunteer police services toward a more specific law enforcement application. The reserve organizations of today are much different from those of the past. Many reserve police programs have a specific function of augmenting the sworn police officers' component. However, a number of evolving changes and emerging issues have happened which could influence the future reliance on volunteer personnel. Small police agencies have become extremely reliant on the extra personnel provided by reserve police units. Unfortunately, many small police agencies lack adequate supervisory staff for daily management of volunteer personnel. The lack of appropriately trained and available supervision is often the root of many civil liability concerns relating to reserve units. Thus,

reserve police officer training is and will continue to be a major factor in determining which officers will be authorized to work in an unsupervised environment.

Reserve police officer training standards have not been revised since 1988.⁴ The lack of timely revisions is an indication that much of the Commission on Peace Officer Standards and Training (POST) Basic Police Academy training mandates have not been incorporated into the Reserve Police Officer Training Program. This can lead to a discrepancy in training requirements among regular and reserve police officers. At this point the responsibility of incorporating the mandated training into the reserve officer training curriculum rests with the training provider. According to Mickey Bennett, Senior Consultant for POST, the ideal situation would have been for changes in the Basic Police Academy curriculum to be automatically carried over to the Reserve Officer Training Program. This ensures compatibility of specific training standards among regular and reserve police officers.

The future law enforcement manager will desire a reserve police officer, that is trained to function in a variety of specialized duties. Many small law enforcement agencies depend on their reserve police officers for daily police services. The author chose for example a small police agency in Hughson, California that services a population of 3800 people. The Hughson Police Department that currently employs twelve reserve officers and they are split into two separate components; part-time paid reserve police officers and volunteer reserve police officers. Each Hughson reserve officer is trained to work in the POST "Level One (non-designated)" reserve status which consists of completion of Reserve Officer Training Modules "A," "B," "C," and a minimum of 200 hours of field

training.⁵ The POST standard only represents the minimum training requirement and does not include any local agency training requirement. Part-time reserve officers are paid by hourly compensation, and they help the agency in filling gaps within the sworn police officer work schedule.

The Independent Study Project addresses the reserve officer concerns in three major areas: personnel maintenance, organizational development, and future training issues. Small police agencies are limited in their ability to deploy officers in non-patrol assignments for any extended periods. Thus, efficient use of reserve police officers in an augmentative role can become a valuable tool in terms of selective enforcement and community-based policing programs.

Research must examine the impact of labor relations on reserve police officers and other police volunteer employees. Labor unions are often reluctant to support volunteer-based programs; specifically, those which could have an adverse impact on an agency's reliance on the use of full-time employees. Research in the labor relations community will give future managers alternatives in preparing strategies for resolving future labor issues. Full-time police officers often view volunteer police officers as "scabs," limiting the control regular officers would like to hold in labor negotiations. Ronald Dow made the following observation: "Specifically, regular officers fear that volunteers will become the operating force of many police departments much in the same manner that volunteers have become the operating force in many fire departments."⁶ Many small agencies use the volunteer employees to assist in providing additional officers when regular officers are not available, such as: vacation relief, sick leave, and special security assignments. However, full-time

officers often perceive the use of a volunteer police officer as a threat in obtaining overtime, or increasing the size of the organization. Due to the existence of stereotypes regarding citizen volunteers, it is apparent the impact of the labor unions will require consideration.

The type of reserve training needed will become a future consideration for small police agencies. Many small police agencies do not have the internal resources to provide police training for the sworn personnel, let alone attempting the task of coordinating reserve training. Unfortunately, some agencies may find the issue of training and the associated liability much easier to ignore rather than to address. To investigate properly future training issues, researchers must examine any potential technological and/or instructional training methods that could be beneficial to a reserve police officer.

Funding sources are not only a problem for local agencies, but is also a concern at the state level. According Norman Boehm, Executive Director of POST, the 1989/1990 POST training fund was approximately \$44 million, and in 1992/1993 there was a decrease to \$25 million. The decrease resulted in a dramatic \$19 million dollar reduction in state training funds over a four year period.⁷ Although this represents only one trend, law enforcement managers must begin looking for alternative funding solutions. This research paper will help in identifying the future training needs of reserve police officers and their employing agencies.

FUTURE STUDY

The author conducted a literature search to provide sufficient information for the future study. Research included publications from The Back-Up, a quarterly periodical

distributed by the California Reserve Police Officers Association. Research also identified five reference sources from the author's Command College Future File. The author conducted an extensive review of research information at the POST Library in Sacramento. A reference check was conducted at the California State University, Stanislaus Library, which mainly provided material relating to nonprofit and public sector volunteerism. The primary focus of the literature review process was to identify any information relating to the delivery of reserve police officer services. Unfortunately, much of the information from the literature search was more agency-specific in terms of utilization, rather than identifying issues which were unique to the reserve police officer.

One significant problem is reserve officer participation has declined in California between 1983 and 1993. According to POST employment records, 11,333 reserve police officers employed in California in 1983⁸, compared with 10,018 in 1993⁹. There was a reduction of 1,315 reserve police officers, which equates to a 11.6% reduction over ten years. The author identified twenty-four California police agencies servicing populations of between 3000 and 3999 people in 1983. In 1971, the Buena Park Police Department administered a survey of California police agencies.¹⁰ The author conducted a comparison of employment records between 1971 and 1993, and found nine of the twenty-four agencies had reduced their number of reserves. The reduction resulted in fifty-four less reserve police officers on the street. The author also compared the twenty-four agencies with the California 1992 crime statistics.¹¹ The comparison discovered what may be a pattern of higher crime rates in cities that reduced their number of reserve officers, compared with those which increased reserve officers. Of the top twelve agencies having

the lowest crime rates, ten agencies had either remained even or increased the size of the reserve police officer program since 1971.

There is an apparent link between the agencies with stable or growing reserve officer programs and lower criminal activity. Thus, it seems law enforcement managers would be concerned about the recent reduction in California reserve officers. The literature search supports the inference that reserve programs have a positive impact on small communities. However, law enforcement managers must try to identify the cause of less participation in California reserve programs. Future law enforcement managers must be prepared to identify obstacles and find alternative solutions to strengthen police volunteerism.

The author selected a sample population from the twenty-four agencies and conducted a telephone survey with ten agencies. Of the ten agencies, 80% stated their reserve officer program has had a positive impact on the delivery of police services, and 70% would like to increase the size of their program. However, when asked what obstacles prevent the expansion, agency representatives stated the following: inability to provide adequate supervision for the additional officers, lack of organizational loyalty and trust in the applicant pool, increased demands for additional training, concerns regarding future POST mandates on reserve certification, the increased costs associated with hiring new personnel and purchasing additional equipment, the increased exposure to liability issues relating to volunteers, ambiguity of state and federal employment standards, and the problems associated with recruitment and retention of qualified employees. Based upon the general comments by the agency representatives, it appears there is a strong

need to study future innovative methods of resolving these concerns as they relate to reserve police officers.

A variety of methods were used to identify the issue and sub-issues. The most effective approach was brainstorming with other police professionals, resulting in gathering a vast amount of information and exposure to different ideas. The changing role of the reserve police officer could either expand in responsibility or possibly decline from existence. The change agent must carefully manage the issue and sub-issues toward extending the project to a specific future time line. This research will explain how law enforcement managers may visualize a reserve police organization by the year 2004.

ISSUE STATEMENT

What role will reserve police officers have in small police agencies by the year 2004?

Considering the declining fiscal condition of many small communities, police managers must be prepared to re-evaluate the traditional role of reserve officer utilization. In an ever-changing society, the public demands on law enforcement will become more diverse. The use of reserve police officers and police volunteers is a viable alternative for additional personnel resources. Thus, effective augmentation by reserve police officers could assist the agency in providing services to the public, which otherwise would not be possible.

SUB-ISSUES

- 1. What impact will future training requirements for POST certification have on reserve police officers?***

2. *What strategies will future law enforcement managers use to increase the size of their reserve police officer program?*
3. *What management methods will law enforcement managers use to retain police volunteers in the future?*

The author utilized the Nominal Group Technique (NGT) to gather and prioritize the information necessary for this section. The NGT panel represented a wide range of expertise and experience with volunteerism, utilizing both law enforcement and private sector organizations, and allowing for a clear assessment of future reserve officer and volunteer employee issues. With the use of the NGT process, the panel was challenged to identify trend and event statements that might impact the use of reserve officers. Once the NGT process was complete, the panel prioritized a final list of ten trends and events. The results were used in the development of three possible future scenarios. The author considers the following trends and events significant to the research project:

TREND 1 LEVEL OF TRAINING

The use of reserve officers is becoming a growing phenomenon for budget restrained police departments, which will require a higher level of training.

TREND 3 ORGANIZATION BUDGET REDUCTION

The fiscal health of California police agencies could be uncertain until the state's economy gets stronger.

TREND 4 RESERVE LIABILITY ISSUES

The use of reserve police officers can increase the city's level of liability exposure.

EVENT 1 POST REQUIRES ACADEMY FOR RESERVES

POST would mandate that all reserve police officers successfully complete the basic academy.

EVENT 4 INCREASE IN TRAINING REQUIREMENT

POST would mandate Continued Professional Training (CPT) for reserve officers.

EVENT 5 LOSS OF VOLUNTEER BUDGET FUNDING

This would involve a city or governing body eliminating any budgeted, or proposed fiscal funding to a reserve police organization.

TRANSITION MANAGEMENT STRUCTURE

The object of transition management is to ensure a bridging from the present to the future. Bringing about change can become a complex and demanding process. In small communities such as Hughson, the project manager must be prepared to acknowledge the need for, and exercise flexibility in, addressing deep rooted traditional norms and values. Futuristic vision, creativity, and flexibility are important ingredients in comprising the most effective support strategy. The importance of a smooth transition process can be the determining factor for success. Effective management of the proposed change can be accomplished through the development of a team concept. The process must be carefully organized and begin with identifying clearly stated goals and objectives of the critical mass.

This plan could be best illustrated by a potential scenario depicting the small town reserve police program in Hughson. During the development of the strategic plan, the delphi process selected three alternative strategies for the Hughson Police Department. Expanding the current reserve police program was selected as the most desired candidate

for change. Even though the community of Hughson desires a crime free environment which will foster a positive quality of life, recent increases in criminal activity in the downtown area have residents and business owners concerned about public safety. Hughson residents and business owners requested the City Council to develop a plan that will deter the criminal activity. The Hughson City Council is concerned the current fiscal situation will not provide for hiring additional full-time officers. The City Council is aware the community has become extremely reliant on the utilization of the reserve police officers to augment the full-time police officers. The City Council directs the City Manager to increase the size of the Hughson Reserve Police Program.

The City Manager called for a meeting with the Chief of Police and informs him of the current situation. The City Manager indicates he was concerned about the additional costs of hiring more reserve police officers. The Chief of Police was concerned the acquisition of additional reserve police officers will impact the agency as follows:

1. In the deployment of additional officers to the patrol force.
2. There will be an increased burden on the Field Training Program.
3. There will be a need to allocate additional funding for hiring volunteer employees.
4. There will be a need for increased funding for additional safety equipment.

The Chief of Police was concerned that not only the hiring of additional personnel would be an issue, but also the replacement of existing officers who leave the department. Problems similar to those in the above scenario are most likely real life problems experienced by many small police departments.

The future scenario identified in the technical research focused on the expansion and management of a small town reserve police force by the year 2004. A small town police department desiring to make changes based upon the scenario would need to address the following areas:

1. The development of a more efficient management structure for the reserve police program.
2. The development of more structured reserve officer training requirements.
3. The allocation of additional funding for the reserve officer program.

The research identified a number of trends and events which have a potential influence on the future. However, without an effective management structure, reserve officer programs can result in an increased risk of liability exposure to the city. The futures research predicted POST would require the completion of the POST Basic Academy for Reserve Level I certification. Emphasis must be placed on developing proactive strategies in the delivery of future training. Futuristic training programs will require the use of "self-train" or a "menu" style of training. Utilization of individual training formats will also assist the reserve police officers in meeting POST mandated training requirements. POST is currently preparing to re-evaluate and implement new minimum training requirements for reserve police officers. The outcome of the POST report will certainly dictate the future training requirements for specific types of reserve police officer activities.

Expanding the existing reserve police force would have a significant impact on the entire Hughson Police Department. The change process must consider a number of internal issues such as ensuring the expansion of the reserve program does not threaten

the importance of the full-time police force and establishing a structured reserve police management core to accommodate the increased number of new officers. The external impacts of providing additional reserve police officers are as follows: increased police presence within the community, quicker response times for the needs of the public, and increased public support through utilization of volunteer services. To bring about the change effectively, the program must be capable of drawing out appropriate levels of support. Thus, the change process requires the formation of a well designed strategic plan. The implementation process of the strategic plan is designed in four specific stages:

FORMATION OF A PLANNING COMMITTEE

Stage 1 The formation of a planning committee, which consists of members from the community, such as: concerned citizens, business owners, schools, churches, city council members, city administration, current reserve police unit, and the police administration.

AUDIT OF THE EXISTING RESERVE POLICE PROGRAM

Stage 2 The police administration would require an internal and external audit of the existing reserve police program. While the internal audit provides a much better exercise for the administration, the external audit provides the most unbiased analysis.

TRANSITION PLAN FOR RECRUITMENT, HIRING, AND TRAINING

Stage 3 There would be required time lines to ensure a smooth transition between the recruitment, hiring, and training of the new officers. A flexible training program will allow for consistency between new and existing officers.

OPEN LINES OF COMMUNICATION

Stage 4 Throughout the entire change process it is imperative to ensure proper lines of communication exist between the administration and the line officers. Bottom-to-top feedback is important for the administration to effectively trouble-shoot for problem areas.

The expansion of the Hughson Police Reserve Officer Program will undoubtedly have a significant impact on the community. The mission of the Hughson Reserve Police Officer Program is to ensure a high quality of life for those who visit, work and live in the City of Hughson. Considering the general public's concern for expanding efforts to reduce criminal activity, there is often support for programs which result in increasing public safety services. However, should the program have an uncertain level of community support, there could certainly be a higher risk of failure.

The stakeholders are important participants for change, but change requires strong support by identifying those individuals or groups who hold the ability to carry the majority support of the community. This specific group is described as the "critical mass", which is a smaller group compared to the list of stakeholders. Although smaller in size, if the critical mass does not support the intended change, there will exist a higher risk of failure. The individuals selected must be able to use their influence to move the stakeholders, and other community leaders into a level of support for the change process. Members of the critical mass can hold formal influence in terms of organizational decision making. They can also hold influence through authority given to them by a group or an organization. To

bring about the implementation of the strategic plan, there must be a solid foundation of support. The following individuals have been identified as the critical mass:

1. Troy Presley, City Manager
2. Lenox Etherington, Chief of Police
3. Jim Sexton, Mayor of Hughson
4. Kenneth Keyes, President, Hughson Police Officer Association
5. Pat Gardner, Reserve Lt., Reserve Officer Command Staff
6. Thomas Crowder, City Council Member, Business Representative

With the use of commitment planning, the author can identify the members various commitment levels and identify any necessary shifting. Once the level of commitment is identified for each member, there must be a determination made of whether or not there is a need to shift the member's commitment level to another point. The Commitment Planning Chart is a tool used for categorizing the commitment of the critical mass members. Each member is rated at their **current state of commitment**, and his **desired state of commitment**, indicating the minimum level of support necessary to assist the change process. Each member will be categorized in one of four following areas:

1. Block Change
2. Let Change Happen
3. Help Change Happen
4. Make Change Happen

There must exist an assumption there will eventually be some form of resistance to the proposed change. Those who fall into the block change category should not

immediately be targeted as a change opponent and then forcibly shifted to the other extreme of make change happen. Instead, those identified as possible resistors need only be neutralized by moving them into the let change happen category. By eliminating or minimizing the observed opposition, those in the help or make change happen category can continue to build support for the strategic plan. The following Commitment Planning Chart indicates the results of the critical mass members (Chart 1):

**CHART 1
COMMITMENT PLANNING CHART**

Critical Mass Member	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Troy Presley	X——	——O		
Chief Etherington			X——	——O
Mayor Sexton		X——	——O	
Kenneth Keyes		X——	——O	
Pat Gardner			X——	——O
Thomas Crowder			X——	——O
	X = Present Position		O = Desired Position	

The management structure is important in the change process, and equally important is the identification of the most efficient management team. For this project it will be necessary to employ a four part management structure, consisting of the following components:

1. The Chief Executive
2. The Project Manager

3. Community Representatives

4. Community Leaders

The organizational hierarchy will consist of a traditional vertical structure. This style is necessary with the project manager reporting directly to the chief executive. The project manager will be empowered to select and coordinate the community representatives, which will function as the strategic plan "work group". The community leaders will serve as an advisory component and liaison between the community representatives and the entire community.

Role of the Chief Executive

Chief Etherington would be designated as the Chief Executive of this change model and would define the actions necessary for the transition group to bring about change.

Role of the Project Manager

The project manager must be an individual capable of carrying out the strategic plan with little or no supervision. The person chosen must be well informed in the delivery of reserve police officer service.

Role of the Community Leaders

There will exist a need for creating an informational gathering group for assessing the needs of the overall community. Community leaders are those who have the ability of representing the support of community groups or organizations. Community leaders are intended to deliver their particular constituencies support of the strategic plan.

Role of the Community Work Group

The community representatives would include members from the stakeholder,

critical mass members, and key members of the community. The group would be responsible for specific tasks assigned by the project manager.

A responsibility chart was used to eliminate wasted energy, overlapping of tasks, and unrealistic task assignments. Once the process is complete, each member will have thorough understanding and appreciation of each individual's responsibility. The use of a responsibility chart could be extremely helpful if a group member left the group, the project manager could select a new member within the group that has a similar responsibility (Chart 2).

**CHART 2
RESPONSIBILITY CHARTING**

Actor's Responsibility	#1	#2	#3	#4	#5	#6	#7	#8	#9
Media Releases	A	R	I	I	-	I	S	S	-
Computer Bulletin Board	S	A	R	S	-	S	S	S	-
Town Meetings	S	S	S	R	I	S	S	S	I
Develop Training Programs	A	A	-	-	R	S	-	-	S
Community Surveys	I	A	R	S	-	I	S	S	-
Evaluate Crime Statistics	S	R	-	-	S	S	-	-	S
Plan Evaluation	A	R	S	S	S	S	S	S	S
Funding Allocation	R	S	I	I	-	A	A	A	-
Team Building Exercises	S	R	S	S	S	S	S	S	S
Set Goals / Objectives	I	S	R	S	S	S	S	S	S

R = Responsible A = Approval S = Support I = Inform - = Irrelevant

#1 = Chief Executive

#2 = Project Manager

#3 = Community Work Group

#4 = Community Leader Work Group

#5 = Reserve Lieutenant Gardner, Reserve Staff

#6 = City Manager

#7 = Mayor Sexton

#8 = Thomas Crowder, Businessman

#9 = Kenneth Keyes, Hughson Police Officers Association

Understandably, proper management structure is essential to the transition development of an effective strategy for change. Effective leadership will allow the strategic plan to flow smoothly and lead to the ability to recognize obstacles at the earliest stages. The individual members must understand the necessity for a shared vision of a positive future state.

TECHNOLOGIES AND TECHNIQUES TO SUPPORT THE CHANGE PROCESS

To this point the author has identified what issues are involved in bringing about the desired change, and has analyzed the management component and what is necessary to enlist support for the strategic plan. However, the necessary techniques and technologies to assist the transition process must be discussed. The change in technologies must not only consider the immediate concerns, but also span the entire duration of the change process. The internal methods would be directed toward training and recruitment strategies, and the external methods would identify ways to assist the community work group and community leaders with the change process.

Internal Technologies

To prepare the organization to administer the change process effectively, these technologies are necessary. With the need for increased personnel a drain may occur on the organization's field training officers and recruitment staff. The following methods will assist the field training officers and reserve staff with carrying out the change process:

Interactive Video Training

Satellite Training Programs

Organizational Change Strategy Meeting, Team Building Exercise

External Technologies

These technologies are necessary tools to provide solid lines of communication between the community and the work groups. The project manager will need a constant flow of feedback to successfully assess the stability of the change process. The following methods would be an effective approach:

Media

Computer Based Programs

Town Meeting

Community Surveys

Plan Evaluation

CONCLUSION

As small communities to struggle with economic shortfalls, law enforcement managers will search for alternative personnel sources. The use of reserve police officers and volunteer police employees is an extremely efficient method of obtaining augmentation for the full-time personnel. As a reserve police officer, the employment risks often run high, and they seldom receive the rewards. Most reserve police officers have a sincere desire to serve as a public officer, but he or she has chosen not to seek employment in a full-time capacity.

POST conducted a "Reserve Officer Utilization Survey," dated January 1995. They mailed the survey to 314 police agencies, and they returned 209 surveys. Of the small agencies 196 had a "Reserve Officer Program" and accounted for 2,242 reserve police officers. The small agencies that had disbanded their reserve program, had comments

such as, "Lack of candidate interest," "More of a burden than a benefit," and "Training requirements exceed resources." These comments have all been addressed in this paper and obviously have been factors to other police agencies. The survey also found only 42.5% of the small agency reserve units had any rank structure, compared with 83.3% in large agencies. The survey also found 173 of the 196 reserve units belong to a labor or law enforcement association.¹² The POST survey is an obvious measure of where the author's research was in time. The Nominal Group Technique (NGT) panel was successful in forecasting emerging issues for reserve officers. They sent the POST Survey out in April 1994. The NGT meeting was conducted on April 6, 1994. Agencies in 1995 received the POST Survey results, one year after they made the NGT panel forecasts. The panel participants were extremely helpful in developing a futurist prospective. The panel's objective was to give the author the most realistic list of concerns relating to volunteerism, as it is associated to a law enforcement reserve unit. The POST Reserve Survey effectively corroborated the NGT panel's accuracy.

Expanding a police reserve program can become not only a fiscal issue, but quickly become a political problem. Politicians are generally in favor of programs that increase public safety, but can quickly change if the program becomes a burden on the general fund. The strategic plan was effective in identifying the stakeholders and the snaildarters who would hold the greatest influence on expanding the Hughson Police Reserve Unit. The transition plan was successful in providing a path from today to the future implementation of the program. This Independent Study Project was successful in identifying, developing, and answering the issue statement and sub-issues.

ISSUE STATEMENT:

What role will reserve police officers have in small police agencies by the year 2004?

With the results of this research process, there would exist a continued need for reserve police officers. Small police agencies will continue to struggle for fiscal revenue to provide police services to the public. The most significant role-change identified was the forecasted involvement in community based policing programs. The reserve police officer role will become more intensified as the profession standards increase. The traditional "back-up officer" role the reserve police officer used to portray will certainly become a concept of the past. The "new" reserve police officer will be a more professional, technologically trained, and academically prepared reserve officer. Thus, the role change should also develop a higher level of respect for the future reserve police officer by the full-time police officers. With the community services orientation of reserve police officers, full-time police officers will be able to concentrate on more patrol specific problems within the community.

What impact will future training requirements for POST certification have on reserve police officers?

The NGT panel identified one trend and two events which actually happened. The NGT panel forecasted "Level of Training" would become an emerging trend. Although the panel only forecasted a moderate growth, the trend has become an emerging issue in the law enforcement community. The panel also forecasted two events: "POST requires academy for reserves" and "Increase in training requirements". Senate Bill 1874 was put

into effect January 1, 1995. The bill requires all Reserve Level 1 officers appointed after January 1, 1997 to complete a POST Basic Academy, and all Reserve Level 1 officers, regardless of rank, complete Continued Professional Training (CPT). The NGT panel forecasted the basic academy requirement has a 78% probability of occurrence by the year 2004. The panel also forecasted POST would require an increase in Continued Professional Training by the year 1997 and had an 83% probability of occurrence by the year 2004. According to the POST survey, Reserve Officer Utilization Survey, 150 small police agencies recommended a "bridging course", which is a transition course between POST Reserve Training (Module A, B, and C) and the Basic Academy. This will allow Reserve Level 1 officers to complete the missing curriculum in a shorter time period, versus attending a full Basic Police Academy. The results of the survey certainly corroborate the finding of the Independent Study Project, specifically, the Future Study.

***What strategies will future law enforcement managers use
to increase the size of their reserve police officer
program?***

In times of economic unrest, community support is often difficult to predict, especially when the allocation of additional funding is required. However, with the process outlined in the transition plan, a law enforcement manager can methodically obtain the necessary support for the desired change. The expansion of the reserve program will allow agencies to implement reserve based organization development programs. The future reserve organization should seriously participate in team building workshops, which allow them to plan, effectively, for future organizational growth.

*What methods will law enforcement managers use to
retain police volunteers in the future?*

The retention of future reserve officers will undoubtedly depend upon how the organization manages their volunteer programs. The law enforcement managers must focus on what motivates individuals to volunteer their services to law enforcement agencies and then build upon that foundation. Retention of personnel is often as easy as focusing more directly toward humanistic styles of management and allowing the employees to participate in the organization's decision making. By allowing the reserve officers to manage their own organization, they can hold a sense of responsibility for the programs future performance. Pre-payment of hiring costs can also be an effective tool for the retention of reserves; however, it can also become a recruitment barrier. Not all methods will be perfect, but creative managers must be willing to make an attempt.

RECOMMENDATIONS FOR ACTION, AND FUTURE PROSPECTIVE

To understand present time and future vision, it must be known what the past held. In April 1986, James Kennedy completed a Command College independent study project titled, "The Future of Police Reserve Programs in California Year 2000". In his strategic plan, Kennedy made a recommendation that reserve officer supervisory positions should be kept to a minimum, and POST standards are here to stay.¹³ Unfortunately, both of Kennedy's observations have become emerging issues effecting reserve officers in only eight years. Because of the changing environment relating to volunteers, future managers will need to plan carefully for the future.

The traditional role of the back-up reserve no longer exists, and emphasis must be made to recognize reserve officer duties as an actual profession. The training requirements which Kennedy thought would never change, have taken a major change in direction. POST is actively addressing current and future training requirements. The reserve officer training format must integrate the POST field training program into the overall reserve training component. The future reserve officers will be required to meet the same organizational standards as full-time officers, which will allow departments to hire sworn officers from within. The CPT requirements should be required every two years and monitored through POST consultants audits. There will exist a need for law enforcement managers to concentrate on alternative funding sources for reserve officer training. The State legislature must be lobbied in order to allocate state funding relief for the training requirements associated with SB1874. Without the necessary fiscal reimbursement, many small police agencies will be unable to provide the training. Thus, some agencies may not have properly trained personnel to continue providing additional community based programs. The end result is the future reserve officer will be a more professional law enforcement officer.

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4. Reserve Officer Training Manual (832PC Firearms & Arrest, Level 2 and Level 1) Curriculum. Commission on Peace Officers Standards and Training, July 1988: H-4.
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Reserve police officers receive training in four specific categories, which are:

Module "A": P.C. 832 Arrest and Firearms course, communication, and arrest methods course.

Module "B": Ninety hours of classroom instruction.

Module "C": Sixty-eight hours of classroom instruction.

Field Training: Two-hundred hours of POST approved field training.

The reserve police officers are classified in four categories, which are:

Level 3: Completion of Module "A" training.

Level 2: Completion of Module "A" and "B" training.

Level 1 (Non-designated): Completion of Module "A", "B" and "C" and 200 hours of field training.

Level 1 (Designated): Completion of the POST Basic Police Academy

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- David Whiteside

TABLE OF CONTENTS

INTRODUCTION	1
PART I FUTURE STUDY	8
INTRODUCTION	8
DEVELOPMENT OF THE ISSUE STATEMENT AND SUB-ISSUES	8
ISSUE STATEMENT	13
SUB-ISSUES	14
PROCESS OF THE NOMINAL GROUP TECHNIQUE AND RESEARCH ...	14
NOMINAL GROUP TECHNIQUE: TREND SELECTION	18
TREND STATEMENTS	18
TREND FORECASTING	21
NOMINAL GROUP TECHNIQUE: EVENT RESULTS	33
EVENT STATEMENTS	33
EVENT FORECASTING	36
CROSS-IMPACT ANALYSIS	48
FUTURE SCENARIOS DEVELOPMENT	50
# 1: THE MOST DESIRED FUTURE FOR RESERVE OFFICERS.	51
# 2: THE MOST LIKELY FUTURE FOR RESERVE OFFICERS	58
# 3: THE LEAST DESIRED FUTURE FOR RESERVE OFFICERS	65
SECTION SUMMARY	73
PART II STRATEGIC PLAN	74
INTRODUCTION	74
SCENARIO SUPPLEMENT DEVELOPMENT	75
SCENARIO SUPPLEMENT	76
MISSION STATEMENT	81
ENVIRONMENTAL ANALYSIS	82
SOCIAL	83
TECHNOLOGY	85
ECONOMICS	88
ENVIRONMENT	90
POLITICAL	91
STAKEHOLDER ANALYSIS	93
DEVELOPING ALTERNATIVE STRATEGIES	100
IMPLEMENTATION PLAN	107

SECTION SUMMARY	108
 PART III TRANSITION MANAGEMENT PLAN	109
INTRODUCTION	109
STRATEGIC PLAN SUMMARY	112
IDENTIFICATION OF KEY PLAYERS	114
TRANSITION MANAGEMENT STRUCTURE	124
<i>Role of the Chief Executive:</i>	125
<i>Role of the Project Manager:</i>	125
<i>Role of the Community Work Group:</i>	126
<i>Role of the Natural Leaders:</i>	127
TECHNOLOGIES AND TECHNIQUES TO SUPPORT THE CHANGE	
PROCESS:	128
<i>Internal Technologies</i>	129
<i>External Technologies:</i>	130
TRANSITION MANAGEMENT OUTLINE	132
EVALUATION AND FEEDBACK	135
SECTION SUMMARY	137
 CONCLUSION	139
ISSUE STATEMENT:	141
RECOMMENDATIONS FOR ACTION AND FUTURE PROSPECTIVE.	145
 ENDNOTES	149
 BIBLIOGRAPHY	150
 APPENDIX A	155
 APPENDIX B	156

APPENDIX C 157

APPENDIX D 158

APPENDIX E 159

APPENDIX F 162

TABLE OF ILLUSTRATIONS

TABLES

Table 1	21
Table 2	22
Table 3	36
Table 4	37
Table 5	49
Table 6 (SCENARIO 1)	51
Table 7 (SCENARIO 2)	58
Table 8 (SCENARIO 3)	65

TRENDS

TREND 1	23
TREND 2	24
TREND 3	25
TREND 4	26
TREND 5	27
TREND 6	28
TREND 7	29
TREND 8	30
TREND 9	31

TREND 10	32
----------------	----

EVENTS

EVENT 1	38
EVENT 2	39
EVENT 3	40
EVENT 4	41
EVENT 5	42
EVENT 6	43
EVENT 7	44
EVENT 8	45
EVENT 9	46
EVENT 10	47

CHARTS

Chart 1	12
Chart 2	99
Chart 3	102
Chart 4	116
Chart 5	128

INTRODUCTION

Many police departments have used reserve police officers since the pre-depression days. However, the police volunteers of that time held very little power in terms of physical enforcement of the law. The appointment of a police volunteer was often a political favor that allowed the individual to possess certain police powers¹. The volunteer police officer became more widely accepted during and following World War II. During the war there was a shortage of male personnel available for law enforcement duties. Thus, the use of reserves was necessary to ensure national security².

Reserve police units were originally developed to augment Civil Defense, which was the first attempt to eliminate some of the personnel shortages. In 1978 Ronald Dow, Criminal Justice Professor, wrote: "Since the Korean Conflict there has been a gradual national transition from the Civil Defense Auxiliary Unit."³ This was most likely the turning point which directed volunteer police services toward a more specific law enforcement application. The reserve organizations of today are much different from those of the past. Many reserve police programs have a specific function of augmenting the sworn police officers' component. However, a number of evolving changes and emerging issues have happened which could influence the future reliance on volunteer personnel. Through this research paper the reader will have a better understanding of what the possible future holds for volunteer police programs.

Reserve police officers have made major contributions to small police agencies within California. For the purposes of this paper, a small police agency will be defined as fifty personnel or less. Small police agencies have become extremely reliant on the extra

personnel provided by reserve police units. Unfortunately, many small police agencies lack adequate supervisory staff for daily management of volunteer personnel. The lack of appropriately trained and available supervision is often the root of many civil liability concerns relating to reserve units. Thus, reserve police officer training is and will continue to be a major factor in determining which officers will be authorized to work in an unsupervised environment.

Reserve police officer training standards have not been revised since 1988.⁴ The lack of timely revisions is an indication that much of the Commission on Peace Officer Standards and Training (POST) Basic Police Academy training mandates have not been incorporated into the Reserve Police Officer Training Program. This can lead to a discrepancy in training requirements among regular and reserve police officers. At this point the responsibility of incorporating the mandated training into the reserve officer training curriculum rests with the training provider. According to Mickey Bennett, Senior Consultant for POST, the ideal situation would have been for changes in the Basic Police Academy curriculum to be automatically carried over to the Reserve Officer Training Program. This ensures compatibility of specific training standards among regular and reserve police officers. Mr. Bennett also said POST consultants were currently preparing to review the Reserve Police Officer Training Program.

The future law enforcement manager will desire a more "professional" reserve police officer, and he or she will need to be trained to function in a variety of specialized duties. Many small law enforcement agencies depend on their reserve police officers for daily police services. The author is currently a Commander with the Hughson Police

Department, and among his duties, he serves as the Reserve Police Coordinator. The Hughson Police Department services a population of approximately 3800 people. The current sworn police officer allocation is seven, including the Chief of Police. The current reserve police officer staffing is twelve officers. The Hughson Police Department currently has the reserve officers split into two separate components; part-time paid reserve police officers and volunteer reserve police officers. Each Hughson reserve officer is trained to work in the POST "Level One (non-designated)" reserve status which consists of completion of Reserve Officer Training Modules "A," "B," "C," and a minimum of 200 hours of field training.⁵ The POST standard only represents the minimum training requirement and does not include any local agency training requirement. Part-time reserve officers are paid by hourly compensation, and they help the agency in filling gaps within the sworn police officer work schedule.

With the continuing decrease of available fiscal revenue to most California police agencies, a definite need exists to explore the potential cost savings associated with the use of reserve police officers in small agencies. Will agencies continue to use the reserve police officer as they do today? Should agencies consider using a much broader representation of reserves in future law enforcement service delivery? Unfortunately, there are other numerous questions remain which could significantly impact the future reserve officer.

This paper will address the reserve officer concerns in three major areas: personnel maintenance, organizational development, and future training issues. Small police agencies are limited in their ability to deploy officers in non-patrol assignments for any

extended periods. Thus, efficient use of reserve police officers in an augmentative role can become a valuable tool in terms of selective enforcement and community based policing programs.

During 1985, California cities were faced with a major problem when liability insurance carriers refused to insure cities. Most cities responded either by choosing to become self-insured, or by forming a joint municipal insurance cooperative. Self-insured cities found themselves on a fiscal balance beam and forced to evaluate carefully the liability associated with volunteer programs. This study will help those searching for assistance in evaluating and anticipating future liability risks associated with volunteer programs.

Citizens volunteer as police reserves for a variety of reasons; consequently, police administrators must recognize a potential volunteer's motives for seeking employment. The escalating pre-employment costs will eventually force small agencies to identify alternative methods of stimulating employment longevity. Armed with the appropriate research information, the innovative police manager will have the tools to help him or her in developing an effective model for a volunteer employee maintenance program.

The future may require law enforcement managers to evaluate traditional reserve organization structures, which could result in a need for sudden change. The change process is not simple and must include the development of an attitude which builds a stronger organization. Organizational development is essential in identifying factors and issues that can help in developing change strategies. Mark Plovnich, Organization Development practitioner and educator, observes: "Organizational Development is

concerned with development, or change. Merely defining or describing organizations is insufficient. The label development implies a focus on effectiveness, improvement, learning, and problem solving."⁶

Research must examine the impact of labor relations on reserve police officers and other police volunteer employees. Labor unions are often reluctant to support volunteer-based programs; specifically, those which could have an adverse impact on an agency's reliance on the use of full-time employees. Research in the labor relations community will give future managers alternatives in preparing strategies for resolving future labor issues. Full-time police officers often view volunteer police officers as "scabs," limiting the control regular officers would like to hold in labor negotiations. Ronald Dow made the following observation: "Specifically, regular officers fear that volunteers will become the operating force of many police departments much in the same manner that volunteers have become the operating force in many fire departments."⁷ Many small agencies use the volunteer employees to assist in providing additional officers when regular officers are not available, such as: vacation relief, sick leave, and special security assignments. However, full-time officers often perceive the use of a volunteer police officer as a threat in obtaining overtime, or increasing the size of the organization.⁸ Due to the existence of stereotypes regarding citizen volunteers, it is apparent the impact of the labor unions will require consideration.

Given the current economy and decline of local government general funds, it will be difficult to predict the design and composition of the future law enforcement work force. Will a future shortage of full-time sworn police officers exist? Should this occur, will the

labor unions take a position of support for reserve police officers, particularly in the role of a backup officer? On the other hand, will labor unions develop a completely adversarial relationship toward any volunteer employee program? These are examples of underlying problems that will need to be considered.

The type of reserve training needed will become a future consideration for small police agencies. Many small police agencies do not have the internal resources to provide police training for the sworn personnel, let alone attempting the task of coordinating reserve training. Unfortunately, some agencies may find the issue of training and the associated liability much easier to ignore rather than to address. To investigate properly future training issues, researchers must examine any potential technological and/or instructional training methods that could be beneficial to a reserve police officer. Will POST develop a funding source for the development of POST Continued Professional Training (CPT) for reserve police officers?

Funding sources are not only a problem for local agencies, but is also a concern at the state level. According Norman Boehm, Executive Director of POST, the 1989/1990 POST training fund was approximately \$44 million, and in 1992/1993 there was a decrease to \$25 million. The decrease resulted in a dramatic \$19 million dollar reduction in state training funds over a four year period.⁹ Although this represents only one trend, law enforcement managers must begin looking for alternative funding solutions. One specific research concern: if continued fiscal training shortages become a trend, will reserve police training take an even lower priority, or even cease to exist? How will small agencies react to reserve officer liability issues without standardized training requirements? Another

research consideration is focused toward the POST certification process. Would the issuance of a POST Basic Certificate to qualified reserve police officers have an impact on future training requirements? This research paper will help in identifying the future training needs of reserve police officers and their employing agencies.

How will law enforcement managers maintain and motivate the future reserve police officer? Will future legislation change the "at will" status of the volunteer reserve police officer? According to the publication, Direct Impact: "On October 8, 1993, Governor Pete Wilson vetoed Assembly Bill 2101. This bill would have included the reserve police officer in the Public Safety Officers Procedural Bill of Rights (Government Code Section 3300).¹⁰ Should legislation of this type pass in the future? What impact, if any, will this have on police organizational behavior? Law enforcement managers must gain the insight to identify what factors motivate citizens to become reserve police officers, allowing managers to develop recruitment strategies that will draw potential applicants. Several factors can influence a person's decision to become a volunteer: to join the law enforcement profession, to serve as a "weekend warrior," to establish a credible work experience, and to provide community service. Once the general desire of the volunteer applicant pool is identified, the law enforcement manager can effectively plan for the future.

PART I FUTURE STUDY

INTRODUCTION

The future status of reserve police officers will be influenced by a number of changing factors, some which we can and cannot anticipate. The future is an idea many people often dream about, but rarely have the ambition to make it happen. Thus, the future police manager must be prepared to become a true agent of change and must be flexible with reserve police officer issues. This research paper will give the future manager a reference point for organizational planning and resolving future reserve police officer issues. The following section will develop an issue statement and three sub-issues to provide a meaningful understanding of the future direction of reserve police officer programs.

DEVELOPMENT OF THE ISSUE STATEMENT AND SUB-ISSUES

The author selected a group of law enforcement experts to assist in providing information to pinpoint the subject area. The following individuals contributed to the development of the issue and sub-issues: Jim Lombardi, President of the California Reserve Police Officers Association and currently a reserve officer with the Los Angeles Police Department; Mickey Bennett, Senior Consultant, Commission on Peace Officers Standards and Training; Jack Garner, Senior Consultant, Commission of Peace Officers Standards and Training; Thomas McCulloch, Reserve Police Officer Training Coordinator, Modesto Junior College Regional Criminal justice Training Center; Kenneth Keyes,

Sergeant, Hughson Police Department; and John Walker, Sergeant, Hughson Police Department.

The author conducted a literature search to provide sufficient information for the future study. Research included publications from The Back-Up, a quarterly periodical distributed by the California Reserve Police Officers Association. Research also identified five reference sources from the author's Command College Future File. The author conducted an extensive review of research information at the POST Library in Sacramento. The literature search at POST identified thirty-seven sources of information relating to the use of reserve police officers. A reference check was conducted at the California State University, Stanislaus Library, which mainly provided material relating to nonprofit and public sector volunteerism. The primary focus of the literature review process was to identify any information relating to the delivery of reserve police officer services. Unfortunately, much of the information from the literature search was more agency-specific in terms of utilization, rather than identifying issues which were unique to the reserve police officer.

One significant problem is reserve officer participation has declined in California between 1983 and 1993. According to POST employment records, 11,333 reserve police officers employed in California in 1983,¹¹ compared with 10,018 in 1993.¹² There was a reduction of 1,315 reserve police officers, which equates to a 11.6% reduction over ten years. The author identified twenty-four California police agencies servicing populations of between 3000 and 3999 people in 1983. In 1971, the Buena Park Police Department administered a survey of California police agencies.¹³ The author conducted a comparison

of employment records between 1971 and 1993, and found nine of the twenty-four agencies had reduced their number of reserves. The reduction resulted in fifty-four less reserve police officers on the street. The author also compared the twenty-four agencies with the California 1992 crime statistics.¹⁴ The comparison discovered what may be a pattern of higher crime rates in cities that reduced their number of reserve officers, compared with those which increased reserve officers. Of the top twelve agencies having the lowest crime rates, ten agencies had either remained even or increased the size of the reserve police officer program since 1971 (Appendix A).

There is an apparent link between the agencies with stable or growing reserve officer programs and lower criminal activity. Thus, it seems law enforcement managers would be concerned about the recent reduction in California reserve officers. The literature search supports the inference that reserve programs have a positive impact on small communities. However, law enforcement managers must try to identify the cause of less participation in California reserve programs. Future law enforcement managers must be prepared to identify obstacles and find alternative solutions to strengthen police volunteerism.

The author selected a sample population from the twenty-four agencies and conducted a telephone survey with ten agencies. Of the ten agencies, 80% stated their reserve officer program has had a positive impact on the delivery of police services, and 70% would like to increase the size of their program. However, when asked what obstacles prevent the expansion, agency representatives stated the following: inability to provide adequate supervision for the additional officers, lack of organizational loyalty and

trust in the applicant pool, increased demands for additional training, concerns regarding future POST mandates on reserve certification, the increased costs associated with hiring new personnel and purchasing additional equipment, the increased exposure to liability issues relating to volunteers, ambiguity of state and federal employment standards, and the problems associated with recruitment and retention of qualified employees (Appendix B). Based upon the general comments by the agency representatives, it appears there is a strong need to study future innovative methods of resolving these concerns as they relate to reserve police officers.

One effective method of information gathering was the use of a Future Wheel, a procedure for generating ideas into a structured format for analysis. The Future Wheel allows the author to identify interrelationships between the ideas and allows them to be linked into larger categories. The process initially identified twenty-four different ideas relating to a reserve officer program, which were grouped into the following five categories: funding sources, labor relations, small agency utilization, volunteerism, and training. The author evaluated each category's potential for futuristic research and overall compatibility to the project.

The Future Wheel and brainstorming techniques proved productive in the research process, and identified issues with similar characteristics that can be combined into a single research category. The Future Wheel assisted in illustrating the primary areas which might impact the reserve police officer by the year 2004. This research process was effective in categorizing the information to help identify the potential issue and sub-issues (Chart 1).

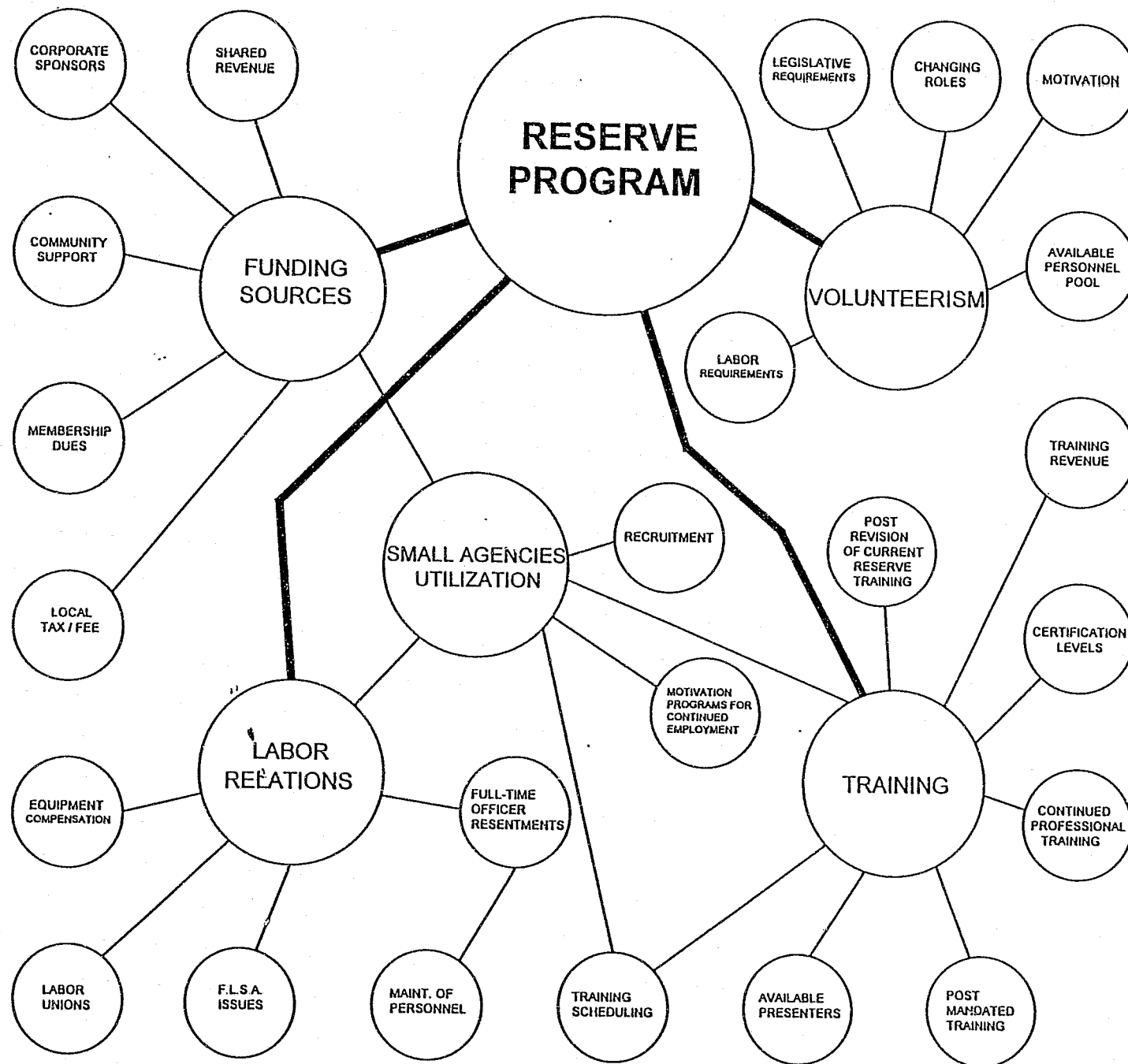


CHART 1

A variety of methods were used to identify the issue and sub-issues. The most effective approach was brainstorming with other police professionals, resulting in gathering a vast amount of information and exposure to different ideas. The changing role of the reserve police officer could either expand in responsibility or possibly decline from existence. The change agent must carefully manage the issue and sub-issues toward extending the project to a specific future time line. This research will explain how law enforcement managers may visualize a reserve police organization by the year 2004.

ISSUE STATEMENT

What role will reserve police officers have in small police agencies by the year 2004?

Considering the declining fiscal condition of many small communities, police managers must be prepared to re-evaluate the traditional role of reserve officer utilization. In an ever-changing society, the public demands on law enforcement will become more diverse. Inadequately funded state and federal mandated programs also place an enormous burden on local law enforcement managers. Small police agencies often lack the available personnel and funding sources for implementation of such programs. The use of reserve police officers and police volunteers is a viable alternative for additional personnel resources. Thus, effective augmentation by reserve police officers could assist the agency in providing services to the public, which otherwise would not be possible. In answering the issue statement the author intends to create a vision of how small police agencies will utilize reserve officers in the future.

SUB-ISSUES

1. *What impact will future training requirements for POST certification have on reserve police officers?*

Many small police agencies utilize their reserve officers in a similar role as full-time officers. However, the current training requirements between the two positions are far apart, which can become a serious liability risk. Future POST reserve officer certification may require police agencies to adhere to additional training requirements.

2. *What strategies will future law enforcement managers use to increase the size of their reserve police officer program?*

The recent experience of shrinking police budgets has forced many small communities to focus the majority of their funding toward full-time services, rather than reserve police officers and volunteer programs. Law enforcement managers will need to use creative and innovate methods for funding future volunteer program expansion.

3. *What management methods will law enforcement managers use to retain police volunteers in the future?*

Reserve police officers are individuals who volunteer their services, and police agencies must be prepared to explore different methods of organizational development. Most small police agencies lose reserve officers due to the inability to compete with the employment opportunities of larger police agencies.

PROCESS OF THE NOMINAL GROUP TECHNIQUE AND RESEARCH

This section will develop a futures analysis of emerging trends and events, assisting in the development of possible future scenarios. The author utilized the Nominal Group Technique (NGT) to gather and prioritize the information necessary for this section. The first consideration was to identify an occupationally diverse group of panelists for the NGT process. Of the twelve professionals invited to participate, ten panelists were on hand for the NGT process. Each of the panelists were selected for their current involvement with volunteer employee programs. The NGT panel represented a wide range of expertise and experience with volunteerism, utilizing both law enforcement and private sector organizations. The diversity of the panel allowed for a clear assessment of future reserve officer and volunteer employee issues.

The NGT process is a formal method of generating ideas which will eventually be utilized to identify ten final events and trends. To ensure the panelist would be properly prepared for the meeting, each was delivered an information packet several days prior to the NGT, which included the following:

1. A cover letter with an explanation of the NGT process (Appendix C).
2. A copy of the completed Independent Study Project Introduction.
3. A description, definition, and example of an "event" and "trend."
4. Examples from the author's literature search on volunteerism and the use of reserve police officers.

The NGT process meeting took place on Wednesday April 6, 1994 at the Hughson Police Department. The NGT process participants were as follows:

Nominal Group Technique Participants

NGT Facilitator: David Whiteside, Commander, Hughson Police Department

NGT Assistants: John Walker, Sergeant, Hughson Police Department
Sally Cole, Records Manager, Hughson Police Department

NGT Scribe/Typist: Mary Jane Cantrell, City Clerk, City of Hughson

NGT Panel: Thomas Crowder, President, Hughson Ambulance/City
Council Member, City of Hughson
Bill Middleton, Chief of Police, City of Patterson (Command
College Graduate)

Wilma Girard, Director of Volunteer Services, Stanislaus
Medical Center

Mark Manchester, District Executive, Boy Scouts of America

Mark Herder, Lieutenant, Stockton Police Department
(Command College Participant)

Scott Berner, Fire Chief, Hughson Volunteer Fire Department

Ken Keyes, Sergeant, Hughson Police Department

Richard Ehrler, Board Member, Stanislaus County Volunteer
Association

Tyrone Spencer, Commander, Patterson Police Department
(Command College Graduate)

John Hansell, Crime Prevention Coordinator, Stanislaus
County Sheriff's Department

The NGT began with the facilitator welcoming participants and allowing an opportunity for individual introductions. The NGT process was explained by the use of a flow chart (Appendix D), and each panelist was provided worksheets for individual silent generation of ideas, voting and general comments on each of the final ten trends and events. The author found the individual comments on each of the trends and events proactive in terms of identifying the panel members' thought patterns which never surfaced during open discussion sessions. The information may not have appeared to be important at that particular discussion point; however, during later analysis those same comments became beneficial.

The NGT process started with the individual silent generation of ideas, which resulted in forty-seven possible trends (Appendix E). The panel utilized a round robin method of recording the trends on flip charts, discussing and clarifying the application of each possible trend to the use of volunteer employees. Next the panel conducted a preliminary vote which identified a top twenty trends, which was followed by a brief discussion of the results. The panel followed with a final vote to narrow the list to a top ten trends. Once the top ten trends were identified, the panel rated their confidence in each trend with a score of 1-10. The panel followed the same process in identifying thirty-five possible event statements (Appendix F). The panel completed the discussion and voting process, which narrowed the list to a final top ten events. Once the top ten events were identified, the panel rated their confidence in each event statement with a score of 1-10. At the conclusion of the NGT meeting all worksheet materials were collected for use in later analysis.

NOMINAL GROUP TECHNIQUE: TREND SELECTION

TREND STATEMENTS

With the use of the NGT Process, the panel was challenged to identify ten trend statements. The panel was provided brief instruction in developing a proper trend statement. The NGT facilitator described a trend statement as a series of events which occur over time, which can be forecasted to show change. The panel ensured consistency by identifying and discussing several examples of trend statements. Once the NGT process was complete, the panel prioritized a final list of trends which are as follows:

TREND 1 LEVEL OF TRAINING

The use of reserve officers is becoming a growing phenomenon for budget restrained police departments. However, the increased use of volunteers may require a review of the minimum level of training. Law enforcement managers must evaluate the training updates.

TREND 2 BUDGET FOR VOLUNTEER EMPLOYEES

Future law enforcement managers must be prepared to adequately budget for volunteer programs, since reserve police officers use the same equipment as the full-time officers. Thus, additional equipment will be necessary to support all the personnel.

TREND 3 ORGANIZATION BUDGET REDUCTION

The fiscal health of California police agencies could be uncertain until the state's economy gets stronger. Police budgets are specifically

funded by the city general fund, which is dependent upon sales tax revenue.

TREND 4 RESERVE LIABILITY ISSUES

The use of reserve police officers can increase the city's level of liability exposure. Liability can be attached to a police department in a number of ways, such as: training, adequate level of supervision, maintenance of safety equipment, department procedures, and overall efficient delivery of police services.

TREND 5 LEVEL OF INCREASE IN SERVICE DEMANDS

Many small police agencies do not have the personnel resources to provide the same level of community based programs as larger agencies, however, small agencies can meet some of the public's demand for expanded services by using volunteer police employees.

TREND 6 PUBLIC ACCEPTANCE

Future police managers must be cognitive of the general public's acceptance of using volunteer employees. Specifically relating to the public's perception regarding the use of reserve officers in roles historically held by full-time officers. Strong public support will certainly play a role in a volunteer program competing for available fiscal funding.

TREND 7 UNION INVOLVEMENT

Continued use of volunteer employees could result in complaints from

police unions and peace officer associations. Union representatives will become concerned the dependance on volunteer employees could reduce the labor bargaining position for the full-time police officers.

TREND 8 . VOLUNTEER MANAGEMENT

Future volunteer programs will require more structured management, both in terms of overall management by the police department and developing a management hierarchy within the organization. Thus, delegating the management of the reserve program to the officers.

TREND 9 VOLUNTEER MARKETING

There is a need for law enforcement managers to use recruitment strategies which will attract the best quality applicants. Volunteer marketing also relates to the ability of the organization to motivate and take positive steps to maintain its current staff of employees.

TREND 10 VOLUNTEER SCREENING

Confidentiality concerns rate highly within the public sector employment environment and proper screening methods are necessary to ensure integrity of the profession. Law enforcement is one of the only professions which requires its members to pass an extensive background investigation, which may include the following: psychological testing, medical examination, and a polygraph examination.

TREND FORECASTING

The NGT panel was asked to forecast the possible changes of each trend statement. The panelists were asked to individually measure each of the ten trends using three specific time lines. The measurement of time began with a point specified as "today". The three time measurements were five years ago, five years from "today" and ten years from "today". The information would be portrayed in four numeric values for each time line.

Table 1

Trend #	Trend Title	Level of Trend			
		1989	1994	1999	2004
1	Level of Training	50	100	128	160
2	Budget for Volunteer Employees	40	100	100	123
3	Organization Budget Reduction	63	100	100	143
4	Reserve Liability Issues	63	100	138	175
5	Level of Increase in Service Demands	50	100	140	160
6	Public Acceptance	78	100	125	150
7	Union Involvement	78	100	103	110
8	Volunteer Management	50	100	130	150
9	Volunteer Marketing	63	100	150	163
10	Volunteer Screening	50	100	150	188

In order to allow for negative trend results in historical terms, "today" was assigned a numeric value of 100. Thus, a zero numeric score indicates the trend would have failed to exist five years ago. Changes which are expected for the five and ten year future are also given a numeric score based upon a percentage of change. For

example, if a panelist felt a particular trend would have increased by fifty percent from "today" the numeric score would be 150, versus a fifty percent decrease from "today" at 50. The NGT panel results were indicated in median values (Table 1).

The panel was given an opportunity to rate each trend statement in terms of importance and each trend statements was given a numeric score between one and ten,

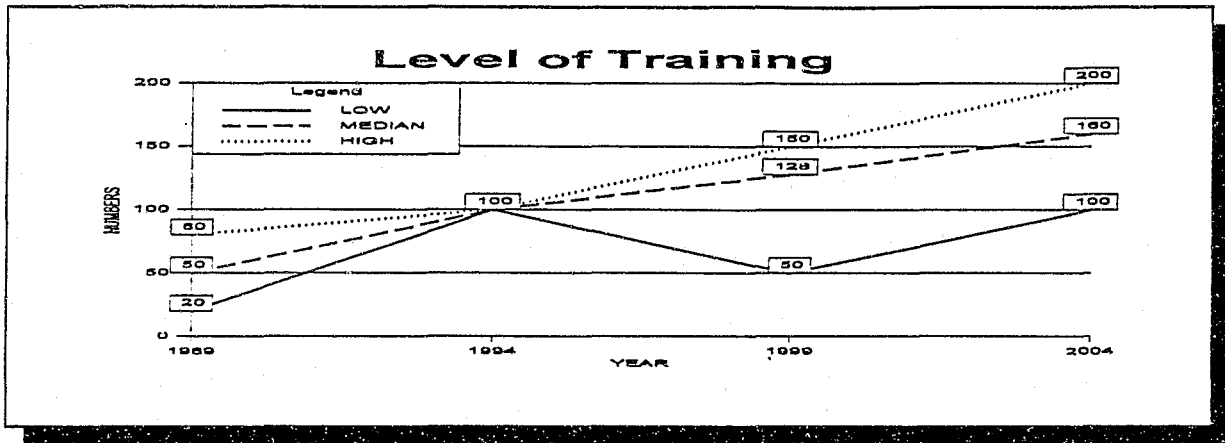
Table 2

Panelist Number	Trend #1	Trend #2	Trend #3	Trend #4	Trend #5	Trend #6	Trend #7	Trend #8	Trend #9	Trend #10
#1	10	7	7	10	8	9	8	10	10	10
#2	10	7	8	8	7	7	1	8	5	10
#3	10	8	3	9	9	7	8	8	7	10
#4	9	5	5	5	6	9	5	8	9	9
#5	9	5	9	9	8	7	7	8	7	9
#6	8	9	9	8	10	5	8	4	8	7
#7	8	5	3	9	2	4	8	3	5	8
#8	8	8	10	9	8	9	10	7	7	10
#9	10	10	10	10	8	10	10	10	10	10
#10	6	3	5	10	9	9	8	10	8	10
Average	8.8	6.5	6.8	8.7	7.5	7.8	7.1	7.4	7.8	9.3

with ten signifying the most important and one the least important. This information was helpful in determining the trend statements which had the greatest impact on the NGT panel, refer to Table 2. From the information obtained, trend number ten (Volunteer Screening) was rated by the panel to be the most important

with a score of 9.3.

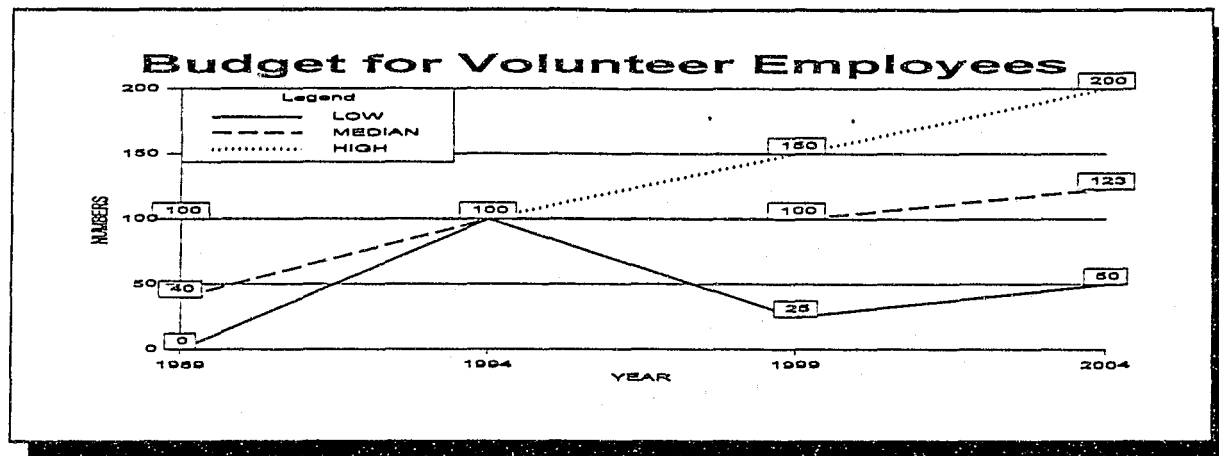
TREND 1: LEVEL OF TRAINING



The NGT panel indicated the level of training for volunteer employees has increased by 50% over the past five years. One panelist mentioned how new POST training delivery methods should have a positive impact on future reserve police officers. The POST Interactive Video Disc programs and Satellite Downlink training has made walk-in training available for those reserve police officers with conflicting schedules with normal training dates.

The panel forecasted a 28% increase for the next five years, which was 22% less than the increase observed for the previous five years. The panel expressed concern over the type of training which might be available to future volunteer employees. Members of the panel agreed the changing economy would impact the available fiscal resources for volunteer training in the future, allowing the level of training to continue to rise, but not quite as sharp in the future. The panel also forecasted a moderate 60% increase by the year 2004.

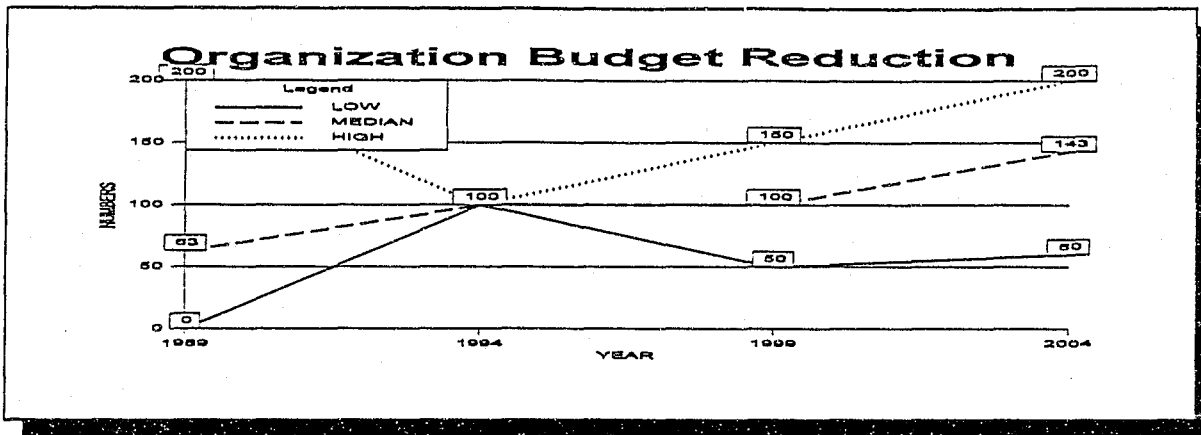
TREND 2: BUDGET FOR VOLUNTEER EMPLOYEES



The NGT panel indicated budgets for volunteer employees would be an emerging trend. The panel expressed a wide range of opinions while discussing this trend, but all agreed it would have significant impact on volunteer organizations. The panel discovered a 60% increase in budget allocations to volunteer programs over the past five years. Panel members associated the sharp increase with the recent economic woes of many cities and counties. Many agencies have found it cost effective to budget resources for volunteer programs within the police organization.

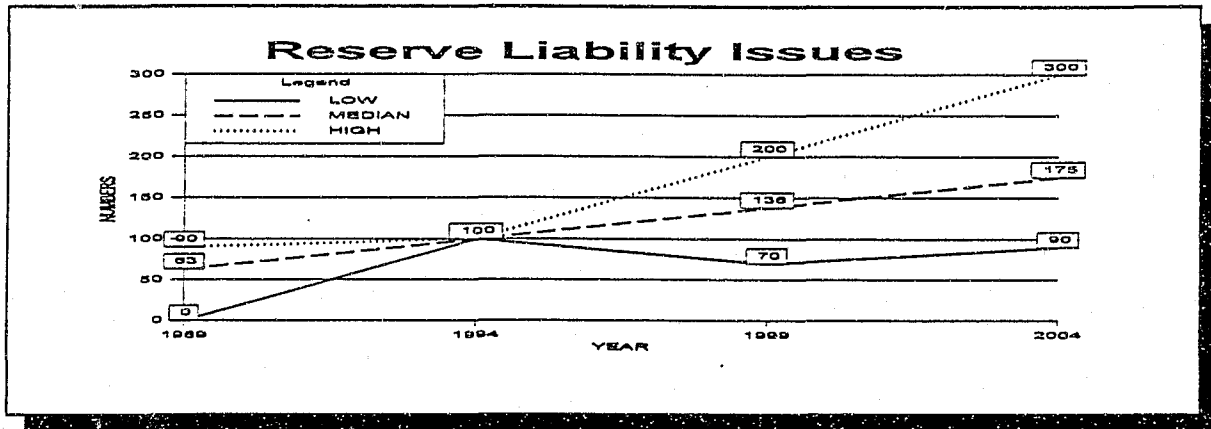
The panel forecasted there would not be an increase over the next five years and only forecasted a 23% increase in the next ten years. Interestingly enough there was a 150% span from low to high responses. Several panelists thought law enforcement was toward the end of a major campaign for volunteerism and the recruitment would begin to flatten out, then begin a gradual increase. The panel members were confident that the sharp initial gains will remain healthy if they can maintain their current level of fiscal support.

TREND 3: ORGANIZATION BUDGET REDUCTION



The NGT panel indicated organizations would experience a reduction in budget revenue. The panel results documented a 37% increase in budget reductions over the past five years. Many cities and counties have experienced drastic short falls in revenue sources. According to Philip Arreola, "The causes and consequences of fiscal stress are likely, not only to continue, but to become even more intense..."¹⁵ The panel discussion was directed around the fears of continued fiscal unrest. The State of California's fiscal year, 1993-94, property tax shift proposed a \$380 million dollar reduction in local government funding, which amounted to approximately 27% of each agency's annual gross revenue.¹⁶ Revenue shifted by the State can only result in continued budget short falls to local governments. The panel forecasted the budget reduction crisis would stabilize over the next five years and then increase to 43% by the year 2004. The lack of fiscal resources will result in organizational downsizing. An example was published in the Morgan Hill Times on March 26, 1993, which stated the City of Morgan Hill was forced to reduce the police force from 32 officers to only 13.¹⁷

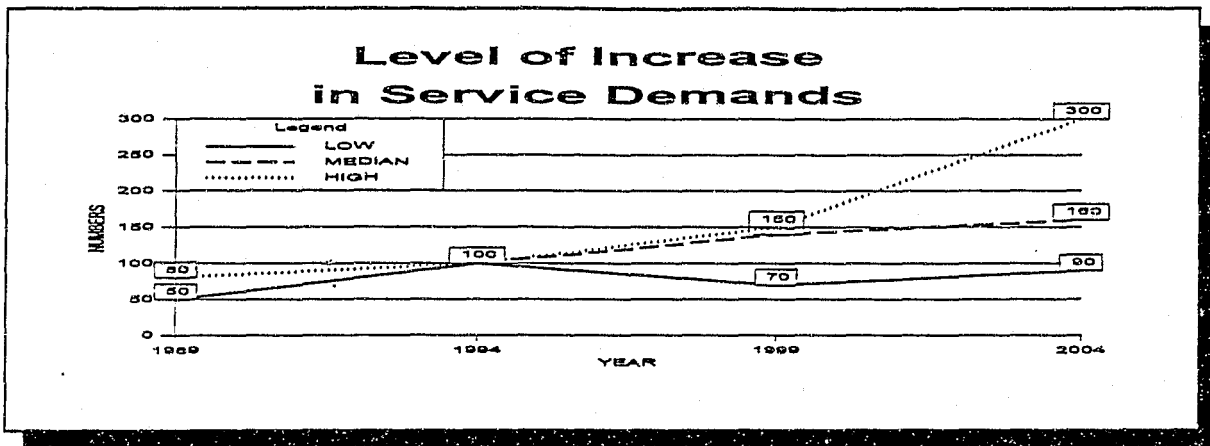
TREND 4: RESERVE LIABILITY ISSUES



Reserve liability issues were a major concern to the NGT panel. The panel agreed that liability issues had increased 37% over the past five years. The panel also forecasted an increase of 38% over the next five years, concluding with a 75% increase by the year 2004. During the fifteen year period liability issues were forecasted to increase by 110%, at an average of 36.6% over each five year period. This trend shows a steady upward climb, indicating a high probability for an incident to occur which could result in liability exposure to a reserve police organization.

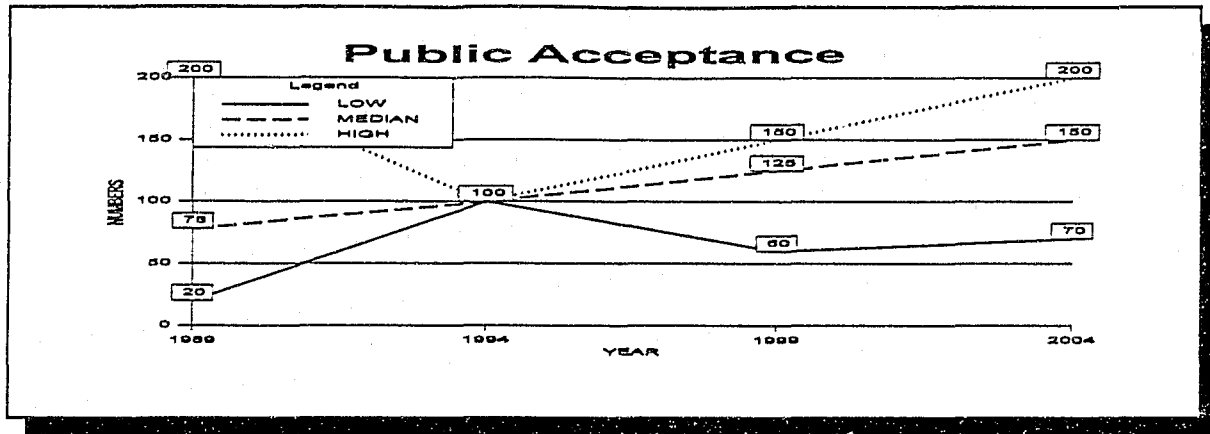
Many local governments have become self-insured or belong to a joint powers insurance cooperatives. The panel discussed a number of liability issues, but focused primarily on training and supervision. Without effective supervision for the volunteer program, the local government would be increasing the opportunity for a liability incident. Many of the panelists indicated that a comprehensive training program would be helpful in reducing liability risks. The individuals' level of training and job proficiency should be the determining factor in what assignment a volunteer employee is qualified to perform.

TREND 5: LEVEL OF INCREASE IN SERVICE DEMANDS



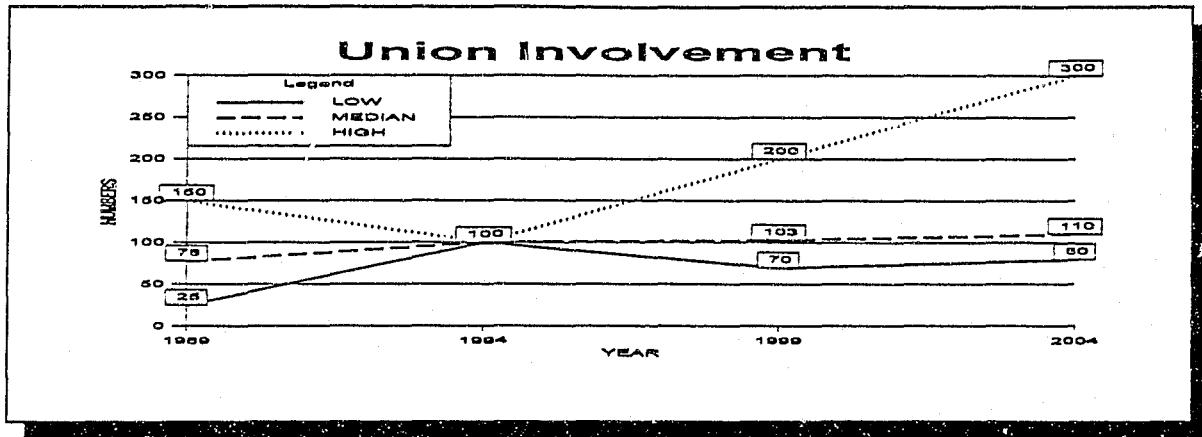
Many police agencies are in the process of prioritizing their responses to certain calls. With the continued reduction in available resources to respond to all calls for service, police administrators must concern themselves with primary safety calls. The NGT panel noticed a 50% increase in calls for service over the past five years. The discussion focused on the elimination of non-emergency calls for service. However, the public's perception of an emergency is dependant on an individual's own value system. The panel forecasted a 40% increase in calls over the next five years and to a total of 60% by the year 2004. With fewer resources and increased demand for service, volunteer personnel may be the most efficient solution. The former San Clemente Police Department was successful in using a Retired Senior Volunteer Program to provide community based services. The volunteer program offered vacation home checks and home visitations to elderly citizens, services which would otherwise not be available to the public.¹⁸ The panel agreed volunteer and reserve programs could easily shift from incidental programs to necessary components of future police service.

TREND 6: PUBLIC ACCEPTANCE



The NGT panel stated a public relations campaign for volunteer police services would gain positive public acceptance. The panel suggested the use of community based educational programs sponsored by the police to inform the general public would not only inform the public but create a recruitment platform as well. The panel documented a 22% increase in public acceptance of volunteer police services over the past five Years. The panel agreed if the police department were to treat the reserve and full-time officers equally, the public would not perceive a difference. The panel forecasted a 25% increase over the next five years and a 50% increase by 2004. The panel agreed the public would quickly accept volunteer police services if faced with less police assistance. Police administrators will be faced with a challenge of providing more services with less resources. Police agencies must realize that productive volunteer units will bring about positive media coverage for the police. Journalist Lisa Richardson, wrote about the Los Angeles Police Department, "The Harbor Division Volunteer Program is keeping the division afloat...and is being eyed as a model for similar volunteer efforts."¹⁹

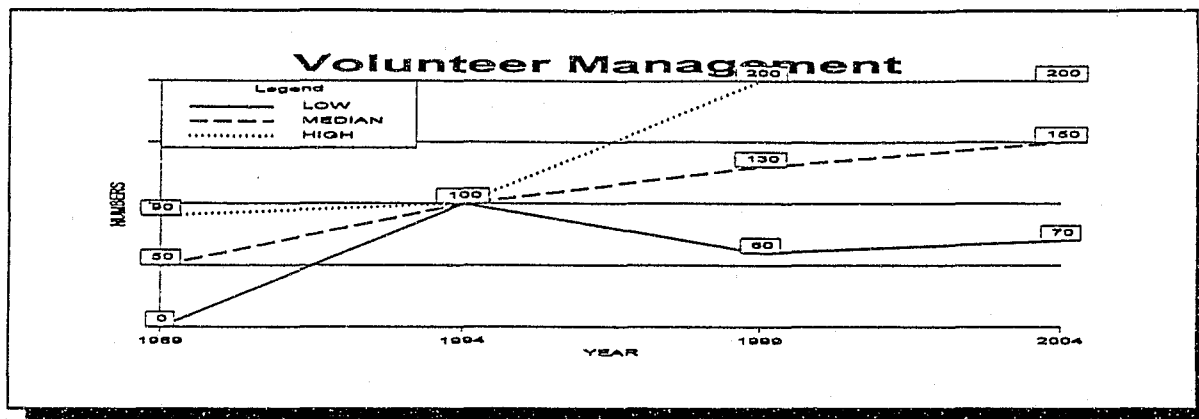
TREND 7: UNION INVOLVEMENT



With the continued reductions in available fiscal funding for local governments, many police departments are operating below desired manpower levels. The NGT panel stated police departments will be tasked to find alternative manpower resources. Unfortunately, police officer unions could envision the use of volunteer employees as a threat against the need to employ full-time police officers. As volunteerism continues to expand in the public sector, many police departments have been successful in substituting volunteers in non-enforcement positions.

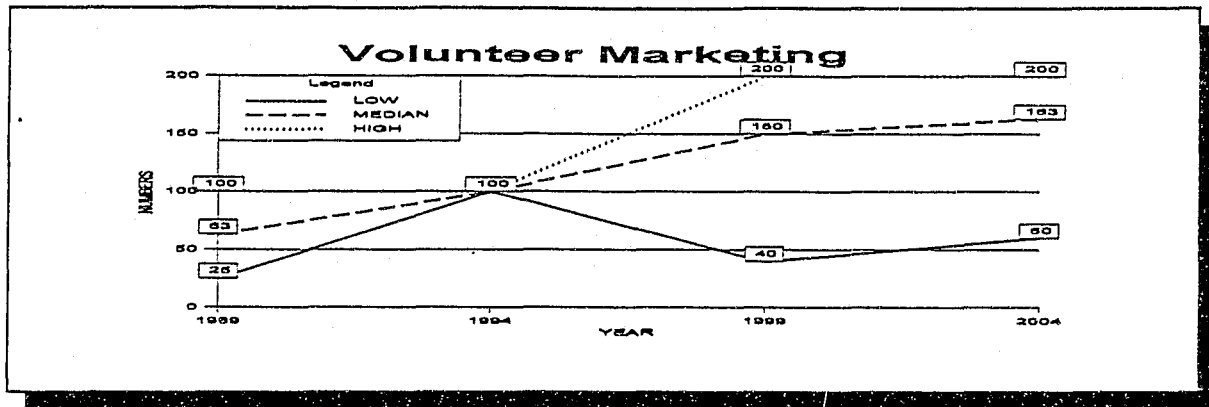
The panel determined a 22% increase of union involvement over the past five years. However, the panel only forecasted a 3% increase in five years and only to a low of 10% by 2004. The minority voting showed a 200% increase over the next ten (10) years, which indicates some concern for a rapid climb in union involvement. According to figures by Richard Weinblatt, there are 18,836 reserve police officers in California.²⁰ With more than 18,000 potential reserve officer members, the unions will surely be interested in the potential for subscribing memberships.

TREND 8: VOLUNTEER MANAGEMENT



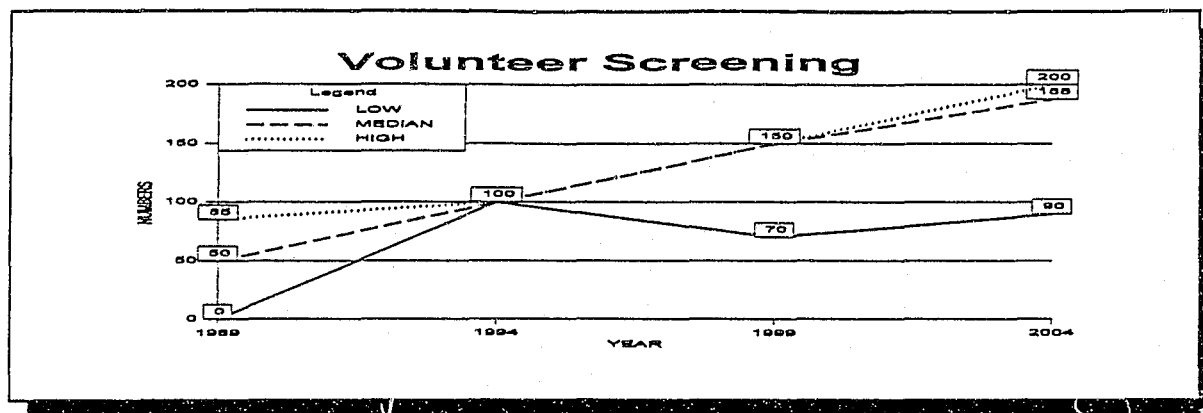
The NGT panel indicated volunteer management would become a serious consideration for future police managers. The panel figured a 50% increase in volunteer management practices over the past five years. During the panel discussion volunteer management was viewed in two parts: external control by the police administration and an internal organizational hierarchy. The panel suggested team-building exercises, aggressive recruitment, development of reserve specific training, personnel assignments and records management. Proper methods of motivation and maintenance of the available personnel pool will be an important management consideration. According to Virginia Chavez, "Volunteers want to feel welcome, appreciated and needed."²¹ Panel discussion indicated law enforcement managers may need to use less "para-military" management styles and consider more "humanistic" approaches. The panel forecasted a 30% increase in volunteer management issues over five years and a 50% overall increase by 2004.

TREND 9: VOLUNTEER MARKETING



Volunteer marketing had a strong impact on the NGT panel. The forecasting resulted in a 100% increase over the fifteen year time line. The panel identified a 37% increase in the past five years and a 50% increase in the following five years. The discussion concluded the recent fiscal reliance on volunteerism as a manpower alternative has influenced a dramatic climb. However, the panel forecasted the trend would begin to flatten out toward the end of the ten year period. The panel identified several reasons why citizens volunteer their time, such as a desire to perform public service, an opportunity to obtain job experience, and filling a need for a personal hobby. The panel discussed the need for stronger recruitment practices. Many reserve police officers use the volunteer employment opportunity as a chance to examine the law enforcement career field. Many small police agencies draw from the reserve police ranks to fill full time police officer positions. According to Jerry Boyd, former City of Coronado Chief of Police, "So pleased are we with our reserve-to-regular hiring process that should a regular officer vacancy occur today, we would doubtlessly fill it from the level 1 reserve eligibility list."²²

TREND 10: VOLUNTEER SCREENING



Volunteer screening resulted in the most significant forecasting results. POST standards require police departments to conduct pre-employment background investigations on all reserve police officers. The panel discussed the importance for strict confidentiality policies within a public service agency. The Hughson Police Department currently utilizes the same hiring standards for reserve police officers as it does for full time police officers. The panel agreed there was a 50% increase over the past five years. The panel also forecasted a 50% increase over the next five years, and finishing with an 85% increase by 2004. The total increase over the fifteen year period amounted to a dramatic 138%.

The panel discussed the need to screen, properly, any police volunteers who could be placed in positions of responsibility. By eliminating the undesirable employees, agencies can seriously reduce the potential of liability exposure.

NOMINAL GROUP TECHNIQUE: EVENT RESULTS

EVENT STATEMENTS

With the use of the NGT process, the panel was requested to identify ten event statements. The panel was provided brief instruction in developing a proper event statement. The NGT facilitator described an event statement as, a non-elastic, one-time occurrence which can have an impact on an issue. The panel was informed an event is unique and cannot be compounded. The panel ensured continuity by discussing several examples of event statements. Once the NGT process was complete, the panel prioritized a final list of events, which are as follows:

EVENT 1 POST REQUIRES ACADEMY FOR RESERVES

POST would mandate that all reserve police officers successfully complete the basic academy. Current POST mandated training for a reserve police officer falls short of the POST Basic Academy requirements. However, in many police departments, Level 1 reserve police officers perform the same duties as full time officers. The academy requirements would provide consistent levels of training for both reserves and full time officers.

EVENT 2 DEATH OF A RESERVE OFFICER

The event describes an occurrence where a reserve police officer is shot and killed in the line of duty.

EVENT 3 VOLUNTEERS HOLD EQUAL PROPERTY RIGHTS

The state government passes legislation which entitles reserve police

officers to the same property rights as full time police officers. Specific focus would be directed to the personnel protection under Assembly Bill 301, Peace Officer Bill of Rights.

EVENT 4 INCREASE IN TRAINING REQUIREMENT

POST would mandate Continued Professional Training (CPT) for all reserve police officers. The mandate would place an annual requirement for each reserve police officer to attend a forty hour POST approved training course.

EVENT 5 LOSS OF VOLUNTEER BUDGET FUNDING

This would involve a city or governing body eliminating any budgeted, or proposed fiscal funding to a reserve police organization. Funding examples would include: equipment, training reimbursements, uniform allowances, professional services (hiring costs), and salary reimbursements.

EVENT 6 MAJOR LAWSUIT ON RESERVE OFFICER

A lawsuit is filed in federal court on a reserve police officer for violating a citizens constitutional rights. For example, a lawsuit could result from a reserve police officer utilizing deadly force without proper justification.

EVENT 7 CITY ATTORNEY ELIMINATES RESERVE PROGRAM

Due to increased concerns regarding the liability exposure associated with the use of reserve police officers, a city attorney makes a

recommendation to the governing body to eliminate the reserve police force. The city council accepts the recommendation and orders the city manager to disband the reserve force.

EVENT 8 FEDERAL FUNDED RESERVE OFFICER GRANT

Support of proactive law enforcement is popular in current political circles, such as President Clinton's Crime Bill. With reduced funding sources, reserve police officers and volunteer employee programs will become desirable alternatives. The federal government will announce the availability of grant funding for the implementation of reserve police program which will augment community based policing.

EVENT 9 RESERVE ARRESTED FOR DRUG SALES

During a major cocaine trafficking investigation, a reserve police officer is arrested for conspiracy to sell cocaine. With increased use of volunteerism, there exists a potential opportunity for police misconduct.

EVENT 10 INSURANCE COMPANY REFUSES TO INSURE CITY

A city has suffered a number of serious law suits, which has recently cost the insurance company a substantial amount of money. Several of the claims were a result of vicarious liability in reserve officer training. The insurance company board of directors make a determination that the city is a poor risk and refuses to insure the city.

EVENT FORECASTING

Once the top ten events were identified, the NGT panel was assigned the task of forecasting the probability of each event statement occurring. A ten year time span was

Table 3

Event #	Event Title	Impact on If The Event Occurred				
		Years Until Probability First Exceeds 0	Year 1999	Year 2004	Impact	
1	POST Requires Academy for Reserves	5	55	78	8	4
2	Death of a Reserve Officer	1	88	98	0	9
3	Volunteers Hold Equal Property Rights	5	50	83	3	8
4	Increase in Training Requirement	3	60	83	8	2
5	Loss of Volunteer Budget Funding	5	45	55	0	9
6	Major Lawsuit on Reserve Officer	2	60	83	0	8
7	City Attorney Eliminates Reserve Program	9	0	68	0	9
8	Federal Funded Reserve Officer Grant	5	50	70	9	0
9	Reserve Arrested for Drug Sales	3	43	73	0	10
10	Insurance Co. Refuses to Insure the city	9	0	48	0	10

assigned to forecasting the events and the panelists used 1994, 1999, and 2004 as the specified time points. The panel forecasted each event statements probability of occurrence with three specific methods of measurement, which are as follows: First, having each panelist estimate which year the event would first

exceed zero. In other words, given the ten year period, each panel member was to indicate which year the event statement would most likely occur. Second, by having each panelist rate the percentage of probability the event will occur at the five and at the ten year period. Third, each panelist was to identify the negative and positive impacts of each event. The panel was instructed to use a numeric scale between zero and ten, with ten equating to the highest significant impact and zero the least. The NGT panel results were indicated in low, median, and high results. For the median results refer to Table 3.

The panel was given an opportunity to rate each event statement in terms of

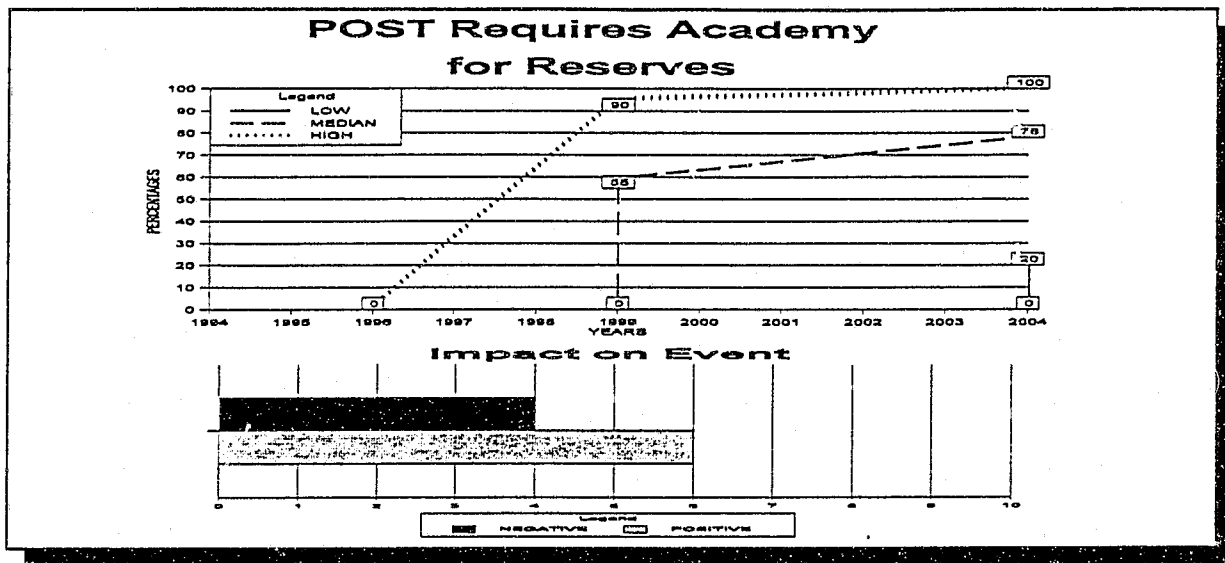
individual importance. Each event statement was given a score between one and ten, with ten signifying the most important, and one the least important. This information was helpful

Table 4

Panelist Number	Event #1	Event #2	Event #3	Event #4	Event #5	Event #6	Event #7	Event #8	Event #9	Event #10
#1	9	7	9	9	10	9	9	10	9	10
#2	9	5	5	8	9	4	8	7	5	9
#3	8	9	8	10	10	10	8	8	9	10
#4	7	1	7	7	3	7	7	7	5	7
#5	9	8	9	9	4	9	9	3	2	9
#6	8	8	7	7	8	8	7	8	5	8
#7	8	5	7	9	8	9	9	7	8	10
#8	8	8	9	7	7	8	8	8	7	9
#9	10	6	9	8	5	7	7	9	4	10
#10	10	8	8	10	10	8	8	10	5	10
Average	8.6	6.3	7.8	8.2	6.9	7.8	8.1	7.8	5.7	9.2

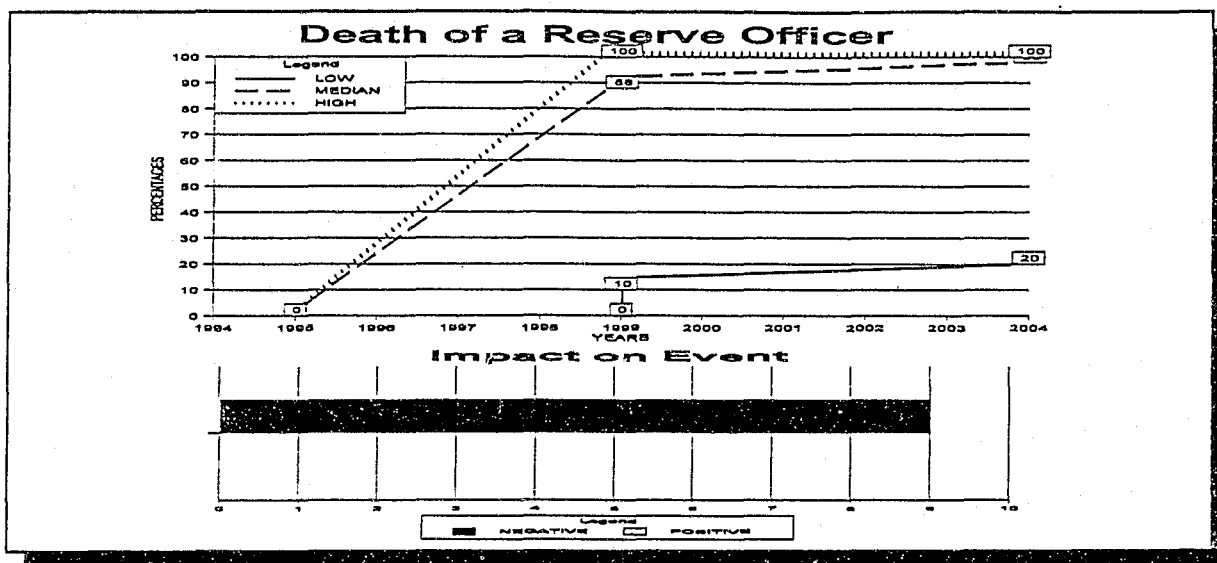
in determining the event statements which had the greatest impact on the individual NGT panel members. For the panel results refer to Table 4.

EVENT 1: POST REQUIRES ACADEMY FOR RESERVES



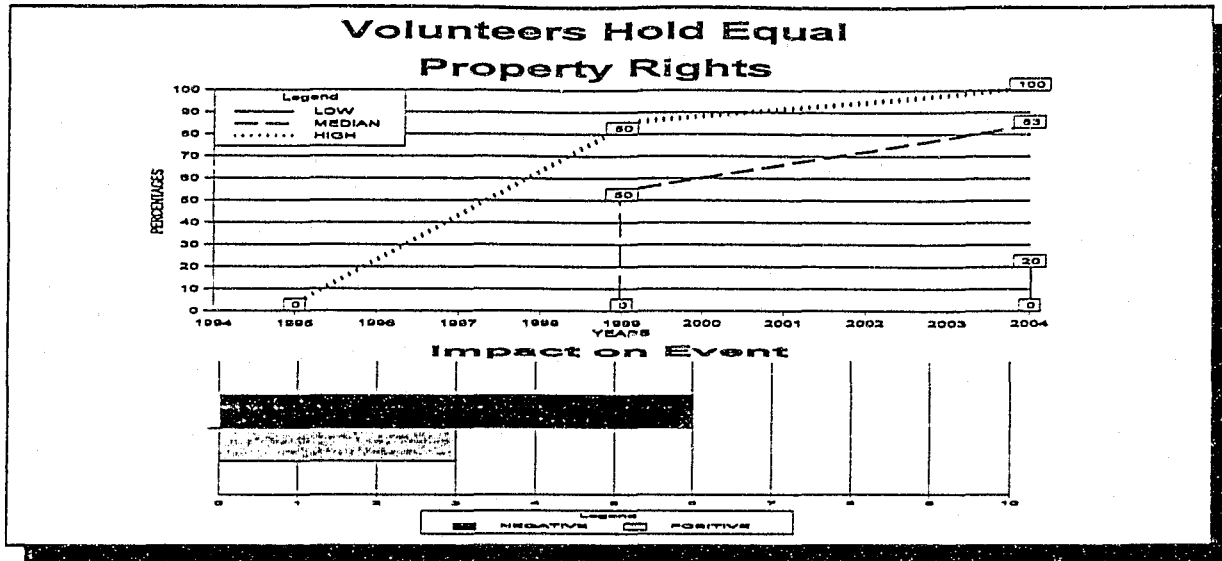
The panel forecasted POST would require the completion of a Basic Police Academy to obtain "Level 1" reserve police officer status. Current training requirements for reserve police officers fall short of the minimum requirement for a full-time police officer. The panel discussion was directed toward the possibility of budget constrained police departments becoming overly dependant upon the use of reserve police officers to fill full-time police officer positions. Thus, the panel felt if reserve police officers are used in full time capacities, they should be required to meet the same training requirements. The median panel forecast indicated POST would implement the Basic Academy requirement in the year 1999. The panel gave this event a 55% probability of occurring in five years and 78% in ten years. The low probability in ten years was 20% and the high was at 100%. The panel rated the event with a positive impact of six (rating = 0-10) and a negative impact of four.

EVENT 2: DEATH OF A RESERVE OFFICER



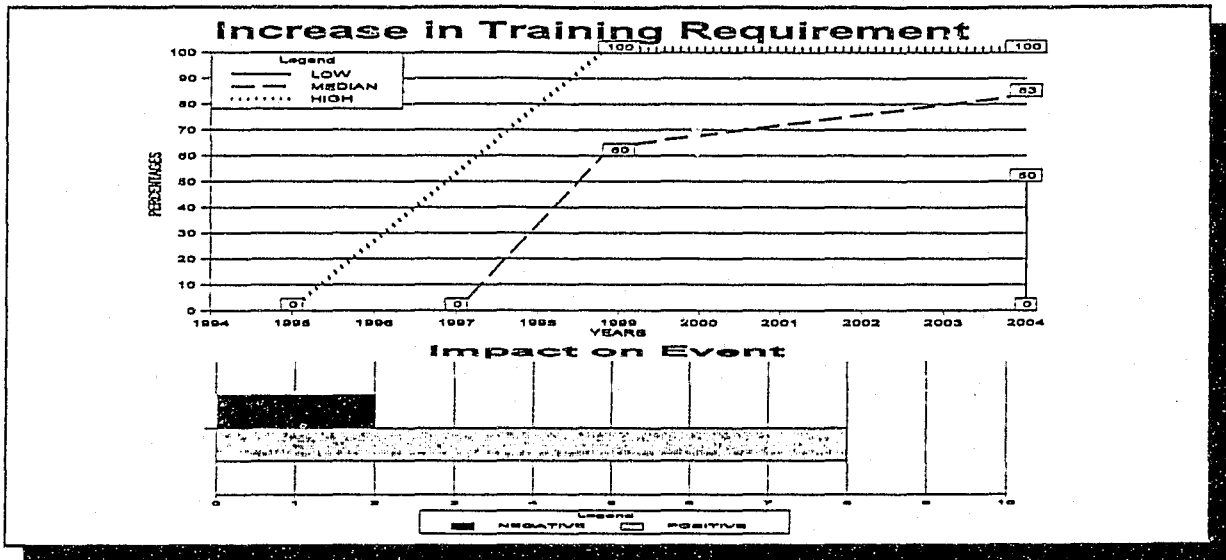
The panel expressed a concern relating to the forecast, that a reserve police officer would be killed in the line of duty. The consensus was the event had a distinct possibility of occurring in the near future. The discussion focused on the frequent use of reserve police officers, which would increase the possibilities of such an event. According to Charles Moorman, "Eight peace officers were murdered in California in 1993 during the performance of their official duties. All eight died as a result of gunshot wounds from felonious actions of suspects."²³ The panel was concerned because insufficient reserve officer standards would be one of the primary factors associated with the death of a reserve officer. The panel forecasted the event would first occur in the year 1995. The panel rated the probabilities very high with 88% in five years and 98% in ten years. The panel's highest forecast gives the event a 100% chance of occurring by 1999. The panel rated the event with a negative impact of nine (rating = 1-10) and a zero positive impact.

EVENT 3: VOLUNTEERS HOLD EQUAL PROPERTY RIGHT



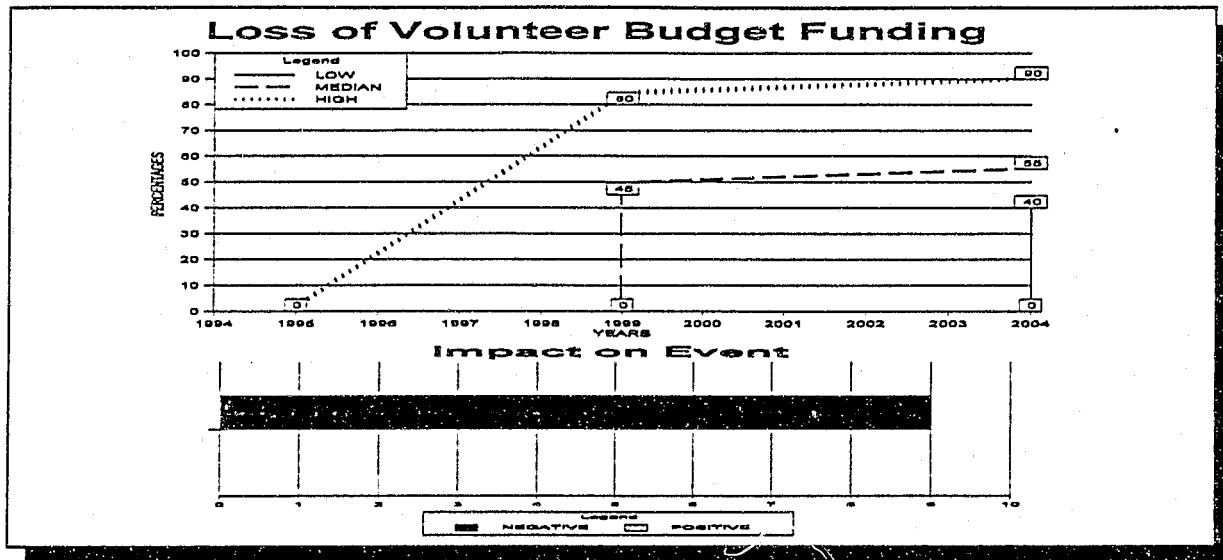
The panel discussed how the growing numbers of volunteer employees would impact labor relations in public sector organizations. The panel indicated volunteer employee groups would eventually demand equal protection to employment rights. Many labor civil suits result from a loss of property rights or lack of compensation for time worked. One question raised in the discussion was: Can a "property value" be attached to volunteer employment? The consensus of the panel was that any expenses incurred by a volunteer would hold some property value, even if so slight. Thus, the panel forecasted volunteers would obtain equal property rights in 1999. The panel forecasted a 50% probability of occurrence in five years and 83% probability by ten years. The panel rated the event with a negative impact of six (rating = 1-10) and a positive impact of three. The negative impact relates to how the event effects the employing organization. The panel was viewing the event impact an organizational perspective.

EVENT 4: INCREASE IN TRAINING REQUIREMENT



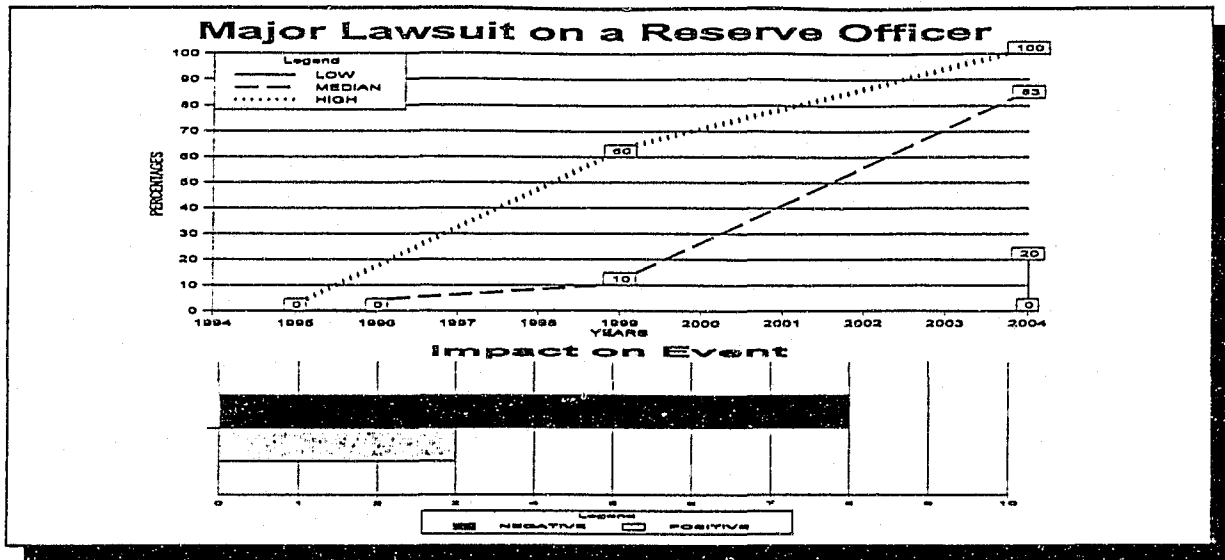
The panel was in unanimous agreement to expand training requirements for reserve police officers. The panel forecasted POST would require reserve police officers to complete an annual forty hour Continued Professional Training Course. The panel forecasted POST would implement the training requirement in the year 1997. The panel forecasted a 60% probability by the year 1999 and 83% in ten years. The panels "high" forecast reached a 100% probability of occurrence in 1999, and the "low" forecast of 50% in the year 2004. The panel commented on how the low to high range forecasts indicate a high probability of occurrence over the next ten years. The panel showed concern regarding how small police agencies would be able to fund the new training requirements, since POST does not have a mechanism for reimbursement of reserve officer training. This will force some small police agencies to shift the cost of the training to the officers. The panel rated the event with a positive impact of eight (rating = 1-10) and negative impact of two.

EVENT 5: LOSS OF VOLUNTEER BUDGET FUNDING



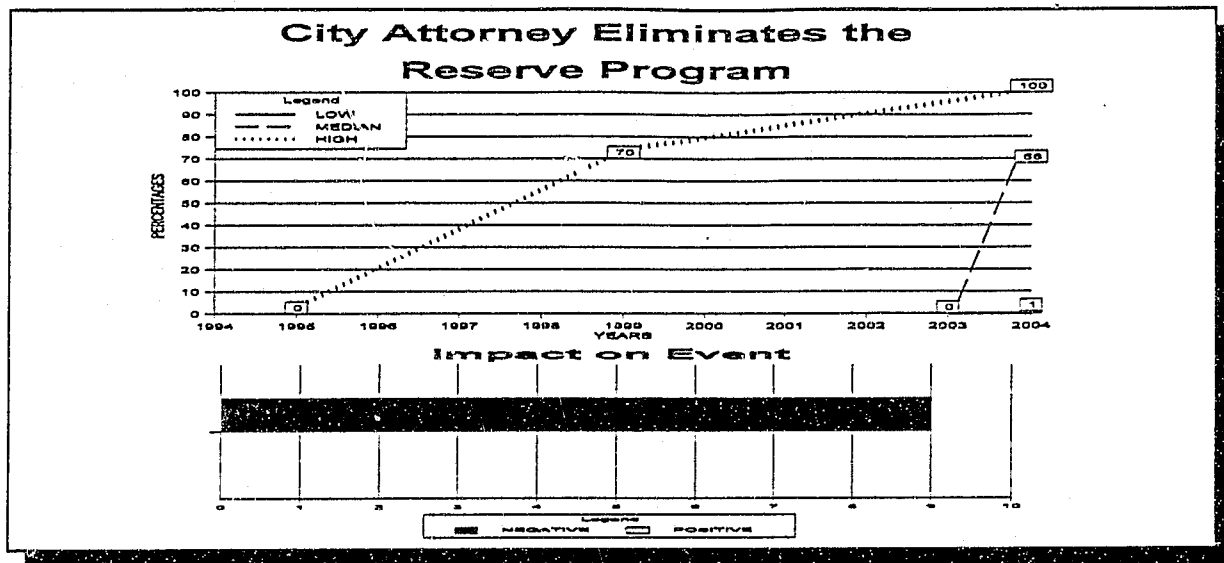
The panel was concerned that the continued struggle for fiscal stability could result in the loss of volunteer budget funding among small police agencies. The panel agreed that continued government budget cuts would result in agencies re-evaluating their public services. Local governments would find it necessary to ensure all available fiscal revenues were first utilized to maintain full-time staffing requirements. Several panel members were concerned the prioritization process would be conducted by full-time staff members who might be reluctant to support allocation of funding to competing programs. Thus, budget funding for volunteer programs could be in serious jeopardy, or even cease to exist. The panel forecasted this event would first occur in 1999. The panel forecasted a 45% probability that the event would occur in five years, and 55% probability by the year 2004. The panels forecast only increased by 10% in the last five years, which indicates current fiscal problems may be viewed as a temporary problem. The panel rated the event with a negative impact of nine (rating = 1-10) and a positive impact of zero.

EVENT 6: MAJOR LAWSUIT ON RESERVE OFFICER



The panel agreed that the use of reserve police officers would result in increased risk of liability exposure. The panel discussion was directed toward identifying an example of a major lawsuit, which was the unjustified use of deadly force by a reserve police officer. Obviously, there are a number of other situations which could also result in a major lawsuit. However, use of force violations will often result in high monetary returns to the plaintiff. Liability insurance to protect a municipality is one of the most expensive forms of insurance. Municipal governments are often faced with developing programs which identify methods of reducing the exposure to liability situations. The panel forecasted a major lawsuit on a reserve police officer would first occur in the year 1996. The panel forecasted a 10% probability that the event would occur in five years and 83% probability by the year 2004. The panel's highest forecast was a 100% probability of occurrence by the year 2004. The panel rated the event with a negative impact of eight (rating = 1-10) and a positive impact of three.

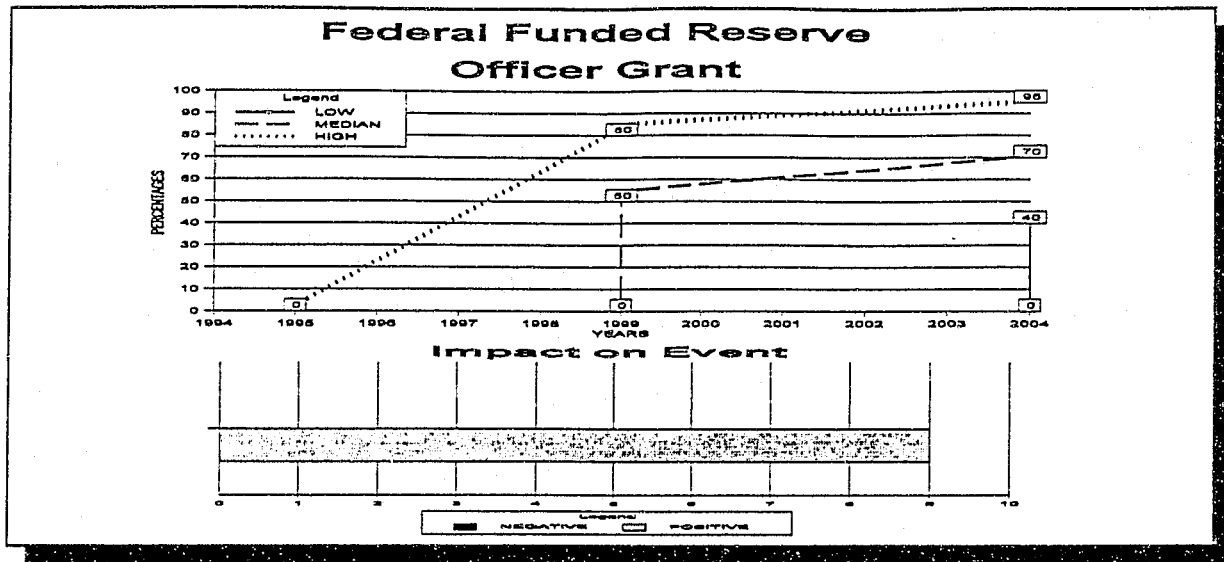
EVENT 7: CITY ATTORNEY ELIMINATES RESERVE PROGRAM



The panel discussed the possibility of a city attorney eliminating a reserve police force. The panel agreed the event would have a significant impact on the continued use of volunteer employees. However, the panel agreed the event would most likely not occur in the immediate future. The panel discussion focused on the city attorney's concern regarding the reserve officer working in an unsupervised environment.

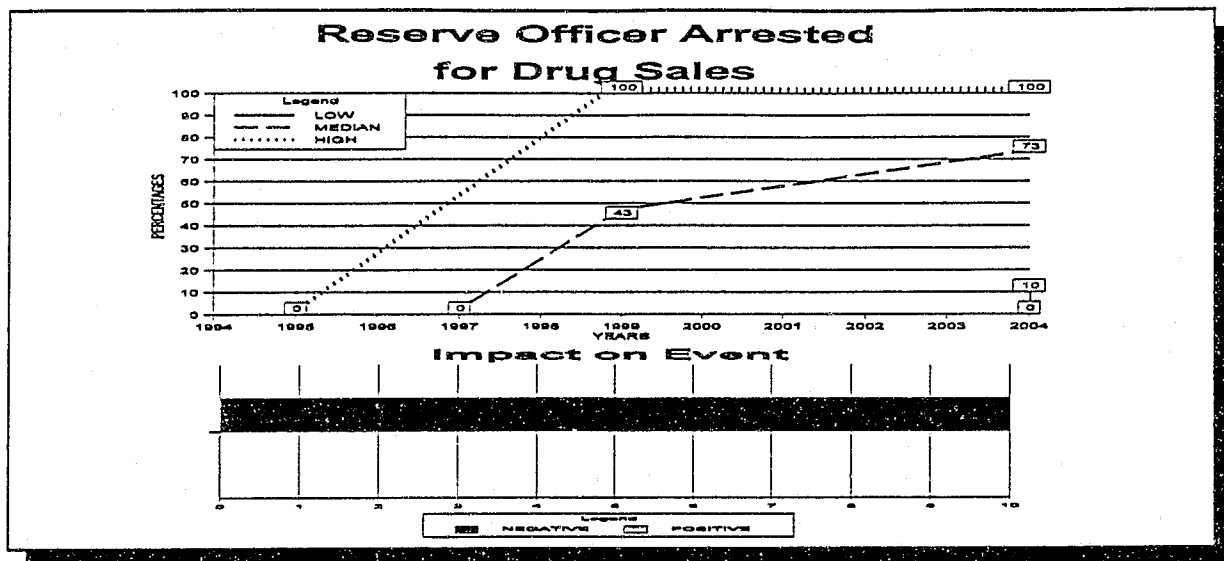
The panel forecasted the event to occur in the year 2003 and result in a 68% probability of occurrence in the year 2004. There were five individual panelists which forecasted the event would not occur until the ten year point, suggesting the panel was not comfortable forecasting this event within a ten year time period and that a longer time range may have been necessary for a more realistic perspective. However, with the probability of occurrence rated at 68%, the panel showed confidence in the event. The panel rated the event with a negative impact of nine (rating = 1-10) and a positive impact of zero.

EVENT 8: FEDERAL FUNDED RESERVE OFFICER GRANT



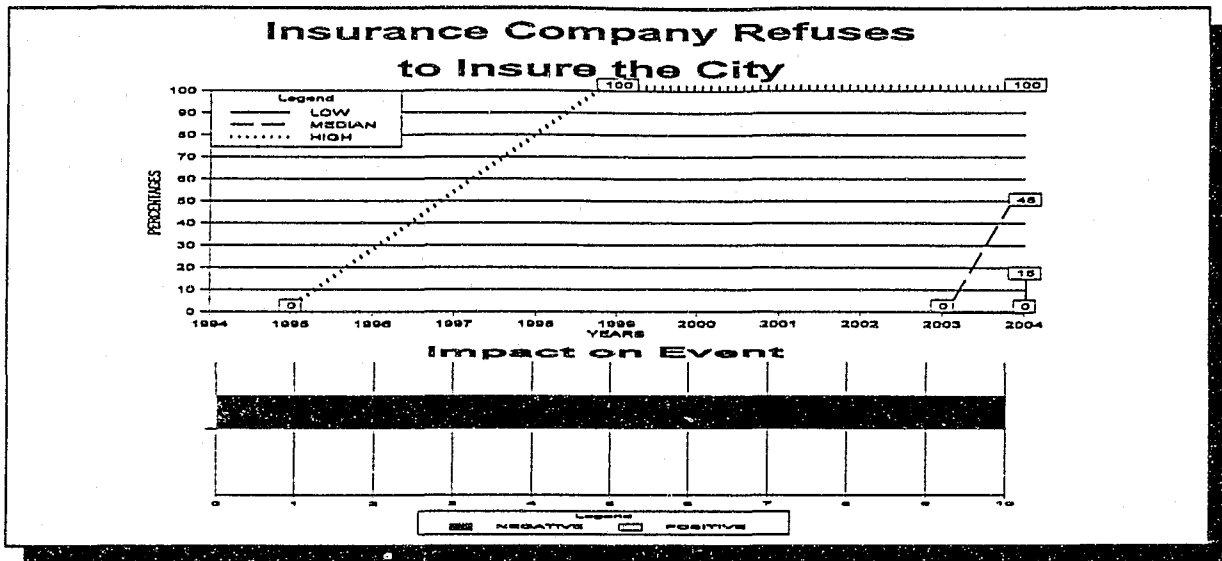
The panel discussed the necessity of federal funding for reserve police organizations. The panel discussion identified federal grant funding as one of the best alternatives for obtaining revenue to support reserve officer and volunteer programs. The panel agreed that federal funding would allow local police departments to expand community based programs. One suggestion by the panel for small police agencies was to utilize part-time reserve officers in providing community based policing manpower. Consequently, the panel focused on community based policing, since most federal grants programs require an application process and adherence to established grant requirements, which will ensure local governments to utilize the funding for the maintenance of reserve police units. The panel forecasted the event to occur in 1999. The probability of occurrence in five years was 50%, and 70% in ten years. The panel rated the event with a positive impact of nine (rating = 1-10) and a negative impact of zero.

EVENT 9: RESERVE ARRESTED FOR DRUG SALES



The panel discussed the impact of a reserve police officer being arrested for drug sales and the panel was concerned about the public reaction to such an event and whether the potential arrest would place a negative stigma on all reserve police organizations. The panel forecasted the arrest of a reserve officer would occur in the year 1997 and three panelists forecasted the event would occur within the first year, which indicates the panel was confident the problem will have an immediate negative impact on the future. The panel forecasted a 43% probability of occurrence in 1999 and a 73% probability by the year 2004. The panel rated the event with a negative impact of ten (rating = 1-10) and a positive impact of zero. This event was rated at having the highest negative impact of all the events identified. Thus, the negative moral implications of drug and narcotic abuse was evident by the reactions of the panel. The panel agreed police officers are a symbol of good and should be able to avoid criminal activity. However, police officers are human and subject to the same temptations as the general public.

EVENT 10: INSURANCE COMPANY REFUSES TO INSURE THE CITY



The panel discussed the importance of liability insurance for a local government. There was consensus that a small city would be unable to survive in a self-insured environment. Small cities can afford to self-insure capital facilities, but seldom have the fiscal ability to protect against large scale liability damage. The panel discussion focused around the concern for insurance companies to allow cities to have reserve police officer programs, both in terms of general liability and workers compensation protection. The panel felt a reserve police force would be in serious jeopardy if liability insurance was lost or drastically reduced.

The discussion reflected the panels belief that there was a low risk of a city losing insurance. However, there was concern if the event were to occur, it would be devastating to law enforcement in general. The panel forecasted the event would first occur in the year 2003, with zero probability in 1999 and 48% in the year 2004. The panel rated the event with a negative impact of ten (rating = 1-10) and a positive impact of zero.

CROSS-IMPACT ANALYSIS

The Nominal Group Technique (NGT) panel developed a vast amount of information and identified ten events which could impact the future role of a reserve police officer. The author selected three members from the NGT meeting to conduct a Cross-Impact Analysis, who were as follows: Richard Ehrler, Stanislaus County Volunteer Association; Sergeant Ken Keyes, Hughson Police Department; and Sergeant John Walker, Hughson Police Department. This step of the process was designed to identify the impact of one event to the other nine events, if that event were to occur. Each of the three participants were asked to evaluate the impact of each event upon another event, by assigning a numeric value in the form of a percentage. The value can result in either a negative or positive outcome.

All three participants were given instructions on the Cross-Impact Analysis process and were shown the examples from the Command College lecture material. Each participant was polled individually and the three scoring sheets were averaged for the final results. The participants began by providing initial probabilities of each of the ten events occurring and asked to identify the amount of change which would occur between the different events. The score was placed into the Cross-Impact Analysis matrix in either a positive or negative impact. For instance: Should Event 1 (POST Requires Academy for Reserves) occur, how would Event 7 (City Attorney Eliminates Reserve Program) impact the changing probabilities of Event 1.

If a city attorney eliminates the reserve program, there would no longer be any reserve police officers in that particular jurisdiction. Thus, there is no correlation and if the

reason for eliminating the reserve police force was based upon current training levels, the city attorney could disband the program. The participants agreed that if POST required the Basic Police Academy for all reserve officers, POST would reduce the probability of the city attorney eliminating the reserve police force by 25%. The 25% reduction is translated into the Cross-Impact formula as a negative twenty-five. The information was entered into the Cross-Impact computer program, provided to each Command College participant by William Renfro²⁴, of The Policy Analysis Company, Washington D.C.. The author entered the ten initial probabilities into the computer program, calculating the amount of change in terms of impact from one event and comparing it to the other nine events. The computer

Table 5

Initial	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	
Probabilities	85	90	45	85	35	75	28	43	60	18	
	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Final Probabilities
E1	X	20	1	10	-3	-8	-25	9	9	1	E1 87
E2	12	X	1	-20	-1	2	-25	4	18	-11	E2 90
E3	2	5	X	5	-3	-1	-25	1	1	-1	E3 48
E4	20	12	1	X	-4	7	-25	8	9	4	E4 98
E5	1	-8	-1	1	X	2	18	-1	-1	12	E5 38
E6	-20	5	-1	-5	4	X	-5	1	-1	8	E6 64
E7	-13	30	10	-8	2	23	X	-8	14	25	E7 74
E8	7	3	1	5	11	2	-1	X	-1	-2	E8 58
E9	-3	8	-7	-4	1	2	-1	-1	X	-1	E9 60
E10	-5	45	3	-5	-2	30	-1	1	11	X	E10 82

program provided a final probability for each of the ten events in numeric form, which will be utilized during the generation of three future scenarios in the next section. For the final Cross-Impact analysis results of the ten events, refer to Table 5.

FUTURE SCENARIOS DEVELOPMENT

The scenario portion of the report is similar to narrating a story. The information gathered in the Nominal Group Technique (NGT) process determined certain elements of the story, revealing the trends and events listed in Tables 1 and 3. The estimated probabilities were calculated by a computer generation of time line estimations. The information provided by the Cross-Impact Analysis resulted in a final set of probabilities for the ten events, which are listed in Table 5. The final probabilities were entered into a scenario generating computer program, SIGMA, which was provided by The Policy Analysis Company for the Command College participant's use.

The SIGMA program was designed to create a certain number of scenarios based upon the probabilities from Table 5. Each scenario is a unique computer generated forecast of when the events might actually occur and is identified by a "seed" number, a seven digit numerical identifier. The SIGMA program is designed to run as many scenarios as the operator requests and to select the event for each scenario according to the probability (it does this with a random number). The program identifies the events to be utilized and the events which fail to occur. The author chose to run thirty scenarios and arranged them in three different scenario families. For the SIGMA results in Scenario's 1, 2, and 3, refer to Tables 6, 7, and 8, located at the beginning of each scenario. The scenario story was written with the SIGMA scenario generated information, trend and event information, and knowledge of actual reserve police officer issues.

SCENARIO 1: THE MOST DESIRED FUTURE FOR RESERVE OFFICERS

On February 12, 2003 the Central City Police Department members held their monthly management staff meeting. During the meeting, Chief David Hughes explained to his staff he was concerned with the recent reduction in full-time police personnel, so the Chief distributed a copy of the Central City Times article dated February 1, 2003, which states:

Central City Suffers Major Personnel Cuts

"On January 20, 2003, Central City Council voted three votes to two, for a 25% reduction in personnel in the police department. The Central City Police Department will be reduced from twelve officers to nine. The recent budget cuts were a result of major revenue losses to the City General Fund. Over the past ten years there has been a steady decrease in the Central City Sales Tax revenue. According to a recent report from the Central City Chamber of Commerce Financial Report, since 1994

TABLE 6			
SCENARIO 1: THE MOST DESIRED FUTURE FOR RESERVE OFFICERS			
THOSE EVENTS USED IN SCENARIO 1			NUMBER OF MATCHES
EVENT #	DATE OF THE EVENT	EVENT	
1	March 1997	POST Requires Academy for Reserve	13 of 18
2	August 2002	Death of a Reserve Officer	12 of 18
4	April 1998	Increase in Training Requirements	13 of 18
6	September 1997	Major Lawsuit on a Reserve Officer	11 of 18
7	August 1999	City Attorney Eliminates Reserve Program	12 of 18
9	March 1998	Reserve Arrested for Drug Sales	9 of 18
10	April 2003	Insurance Company Refuses to Insure the City	11 of 18
THOSE EVENTS NOT USED IN SCENARIO 1			
EVENT #		EVENT	
3		Volunteers Hold Equal Property Rights	9 of 18
5		Loss of Volunteer Budget Funding	4 of 18
8		Federal Funded Reserve Officer Grant	9 of 18
THOSE TRENDS USED IN SCENARIO 1			
TREND #	DATE OF TREND	TREND	
1	April 1998	Level of Training	
3	January 2003	Organizational Budget Reduction	
4	March 1997	Reserve Liability Issues	
7	April 1998	Union Involvement	
9	March 2003	Volunteer Marketing	
10	March 1998	Volunteer Screening	

*there has been a 43% reduction in budget funding
(Trend 3). Officials are concerned the trend will
continue to climb, before it begins to decline."*

Central City Police Department has never had a Reserve Police Force. Chief Hughes may initiate a Reserve Police Unit. He asked Lieutenant Ed Casey to submit a report on the neighboring Brownsville Police Reserve Program, disbanded by its city council in August, 1999. Sergeant Larry Williams was asked to report on an efficient volunteer program. Both reports were due no later than March 20, 2003.

Lieutenant Casey contacted Commander Penny Green, the Reserve Coordinator for the Brownsville Police Department. She told Lieutenant Casey the Brownsville City Council, upon recommendation of the City Attorney, eliminated the reserve program on August 12, 1999 (Event 7). She told him the decision had a major impact on the officer safety concerns of the full time officers. The Brownsville Reserve Police Officers were providing 512 volunteer patrol hours each month, which was the equivalent of sixty-four, eight hour shifts. The extra personnel had been specifically beneficial in providing additional backup officers. Commander Green explains how increased training demands became one of the underlying problems which eventually led to the end of the program. In April of 1996, the Brownsville Police Department increased the training requirements for reserve police officers to attend at least forty hours of in-service training per month (Trend 1). Training hours could be achieved by utilizing a "menu" system of available monthly training courses. Commander Green would post all available training programs on a

quarterly training bulletin. The Brownsville training officers would conduct one four hour training course per week, alternating from morning to evening hours every other week. The range staff would also conduct two "two hour" range qualifications each month. Each of the Brownsville Reserve Police Officers would be required to attend seven, six hour training sessions and three range qualifications per calendar quarter (Event 4). Commander Green's training program was highly successful, the program met the requirements of the departmental and POST training objectives. However, the reserve police officers were unhappy with the decision, because they were accustomed to only three hours of training per month. The Reserve Officers Association filed a grievance with the City Manager; complaining the new training requirements exceeds the expectation of "volunteer" service. The City Manager ruled the training requirement is a necessary ingredient for providing competent law enforcement service. However, the City Manager agreed to meet with a union representative to discuss his decision (Trend 7).

The Reserve Police Association is represented by the California Reserve Police Officers Union, which was organized in 1992. Lieutenant Casey found recent POST literature which indicates Reserve Officer Union Representation has become a growing trend since 1989. Union membership statistics show union involvement has increased at a moderate level of 32% over the past fifteen years. Many of the labor issues surrounding reserve police officers was directed toward increased employment demands with little or no compensation. The Federal Fair Labor Standard Act (FLSA) also contributed toward Reserve Officer Associations seeking union representation to solve personnel differences. Instead of meeting with the City Manager, two Brownsville Reserve Police Officers filed a

complaint with the federal labor authorities, alleging Brownsville Reserve Officers were paid hourly wages, but were still required to meet the twenty four hour volunteer service and training requirement. The labor authorities agreed with the complainants and required the Brownsville Police Department to meet the FLSA standards. According to FLSA requirements, a part time employee is a part time employee. Thus, all hours worked must be compensated at federal minimum wage standards. The labor authorities also ruled on behalf of the city requiring the mandated quarterly training.

Commander Green recalled another major event impacting the Reserve Police Force, a March 1997 POST requirement stating that all reserve police officers attend the POST Basic Academy (Event 7). POST members believed that reserve police liability issues were the results of inadequate training standards. The police departments which are utilizing reserve police officers without academy training in unsupervised patrol environments are increasing their exposure to civil liability. The POST report estimated the possibility of a drastic increase in reserve liability occurrences and projected the liability trend could increase as much as 43% by the year 2004 (Trend 4). Even though the POST Basic Academy will ensure consistent training standards for both reserves and full-time officers, many police managers expressed opposition, arguing the cost and time investment would dramatically reduce the reserve officer applicant pool.

The Brownsville Police Department was also involved in a major lawsuit involving a reserve police officer (Event 6). On September 21, 1997, Reserve Officer William Love was involved in an off-duty incident at a local park. Reserve Officer Love was involved in a verbal argument with a motorist over a parking spot. The motorist became angry and

pushed Reserve Officer Love, who then identified himself as a Brownsville Reserve Police Officer and attempted to arrest the motorist. A struggle ensued and Reserve Officer Love struck the motorist knocking him to the ground. The motorist suffered a severe injury to the neck and was transported to an area hospital. The motorist's injuries resulted in a permanent injury to the neck. The motorist filed a ten million dollar lawsuit, alleging that Reserve Officer Love did not hold Peace Officer Power when off-duty and the City of Brownsville was negligent for not properly training Reserve Officer Love for off-duty conduct. The City of Brownsville settled the claim for \$480,000.00.

Commander Green also informed Lieutenant Casey that a Brownsville Reserve Police Officer had been arrested for selling cocaine (Event 9). On March 25, 1998, Reserve Officer Bob Robertson was arrested by The County Narcotics Agency after he attempted to negotiate the sale of five kilos of cocaine to an undercover officer. Once the incident was investigated, Commander Green became suspicious of the current volunteer screening process. The Department managers all agreed on the significance for an effective screening process. According to the California State Volunteer Alliance (CSVA), Lieutenant Casey discovered an emerging problem for future managers because CSVA consultants estimate the concern for proper volunteer screening procedures could double by the year 2004 (Trend 10). In April 1998, the Brownsville Police Department required all reserve police officer background investigations to be identical to that of full-time officers.

On August 12, 1999, the Brownsville City Council listened to a recommendation from the City Attorney to eliminate the Brownsville Reserve Police Force. The City Attorney cited many issues, including those indicated by Commander Green, placing the

city at a considerable liability. The City Council voted three votes to two in favor of eliminating the Brownsville Reserve Police Force.

Lieutenant Casey also received information from the Greenburg Police Department regarding a Reserve Police Officer who had been killed in the line of duty on August 22, 2002 (Event 2). According to Greenburg Police Reserve Coordinator Lieutenant Paula Cook, Reserve Officer Ron Welch was approaching the residence of a reported call of domestic violence and while approaching the residence, the husband, armed with a shotgun, fired one shot from an open window, killing Reserve Officer Welch. Lieutenant Cook informed Lieutenant Casey her agency had revised the Greenburg General Orders to address this problem. Even though all possible precautions have been taken, unfortunate incidents can still occur.

Lieutenant Casey turned his report into Chief Hughes on March 8, 2003. Sergeant Williams turned in his report on March 9, 2003, identifying a number of suggestions for marketing volunteer employees into becoming reserve police officers. He spoke with the volunteer coordinator of the local American Red Cross Unit and he provided statistical data revealing an increase in the need for effective marketing techniques to attract the best reserve police candidates. The trend indicates the forecasting of a 100% increase from 1989 to 2004 (Trend 9). The Red Cross coordinator identified several reasons for citizens to volunteer as reserve police officers, such as a desire to perform public service, job experience, new job skills, and to have a hobby. Proper marketing techniques should include a vision of developing a reserve police officer to eventual full-time status. Sergeant

Williams' report recommends a pro-active recruitment platform in order to train the best possible candidates.

Chief Hughes submitted his report to the City Manager on April 10, 2003, and recommended that Central City initiate steps toward forming the Central City Reserve Police Unit. Chief Hughes cautions the City Manager, without augmentation of the current full time patrol staff, crime rates may begin to climb. The City Manager mails a copy of the proposal to the City's insurance carrier for review. On April 24, 2003, the City's insurance carrier notifies the City Manager the insurance company will refuse to insure the City if a reserve police unit is formed (Event 10). The City Manager notifies Chief Hughes the city is unable to proceed with the reserve police officer proposal at this time.

SCENARIO 2: THE MOST LIKELY FUTURE FOR RESERVE OFFICERS

On January 15, 2005, the city of Anywhere, California announced the hiring of Debra West as the new Chief of Police. City Manager Jeff Johnson presented the new Chief with a memorandum requesting her to brief the City Council of her plans for the Anywhere Reserve Police Force over the next five years. Chief West realizes in order to comment on the future, she must research the past and consults with Lieutenant Wyatt,

who is a twenty year veteran with the Anywhere Police Department. Chief West was confident by enlisting Lieutenant Wyatt's help she would obtain the best historical information and at the same time, make him an immediate stakeholder in developing the new police administration. Chief West requests Lieutenant Wyatt to provide a comprehensive report on the major events which have impacted the Anywhere Reserve Police Force over the past ten years. Lieutenant Wyatt's report contained the following information.

TABLE 7			
SCENARIO 2: THE MOST LIKELY FUTURE FOR RESERVE OFFICERS			
THOSE EVENTS USED IN SCENARIO 2			NUMBER OF MATCHES
EVENT #	DATE OF EVENT	EVENT	
1	October 2000	POST Requires Academy for Reserves	8 of 10
2	May 2002	Death of a Reserve Officer	8 of 10
4	March 1999	Increase in Training Requirements	10 of 10
10	December 2004	Insurance Company Refuses to Insure the City	9 of 10
THOSE EVENT NOT USED IN SCENARIO 2			
EVENT #	DATE OF EVENT	EVENT	
3		Volunteers Hold Equal Property Rights	1 of 10
5		Loss of Volunteer Budget Funding	2 of 10
6		Major Lawsuit on a Reserve Officer	3 of 10
7		City Attorney Eliminates Reserve Program	7 of 10
8		Federal Funded Reserve Officer Grant	2 of 10
9		Reserve Arrested for Drug Sale	3 of 10
THOSE TRENDS USED IN SCENARIO 2			
TREND #	DATE OF TREND	TREND	
1	February 1999	Level of Training	
3	January 2003	Organizational Budget Reduction	
4	May 2002	Reserve Liability Issues	
5	May 2000	Volunteer Management	

On February 15, 1999, Sergeant John Walker was elected president of the Tri-County Training Managers Association because he has shown concern for training the Anywhere Reserve Police Officers. During the training managers' meeting, he requested each training manager to complete a questionnaire regarding reserve police officer training. Once Sergeant Walker gathered the necessary data, he began to identify specific training inadequacies. Sergeant Walker identified a trend which indicated a consistent increase for more productive reserve officer training and he realized the POST training requirements were insufficient for proper development of the reserve police officers of the future.

Utilizing the questionnaire information, Sergeant Walker re-structured the Anywhere Reserve Police Officer Training Program. The new training program combined agency specific training with POST structured training. The Anywhere Police Department now requires all reserve police officers to complete successfully POST Reserve Level I, II and III training. Once the reserve police officers are assigned to patrol, each trainee is required to complete a four hundred (400) hour field training officer program. The training program consists of classroom instruction, independent study assignments, video cassette training, POST interactive video training, and field training (Trend 1).

Sergeant Walker continued to build upon the initial training program. He envisioned the need for continued professional training for reserve police officers. Consequently, the Anywhere Police Department coordinated a joint research project with the regional training center in developing a training program for veteran reserve officers. The training program consisted of four (4) hour monthly training sessions and an annual forty hour training class. The new program provided additional training topics which are covered in the POST Basic

Police Academy, but not covered in the POST Reserve Officer Classes. The new Anywhere Reserve Police training program is a great success and later adopted by many other police agencies (Event 4).

During May, 2000 the Anywhere Reserve Police Officer participation began to decline. Lieutenant Wyatt was the Reserve Officers Coordinator and was unable to identify the actual problem. On May 22, 2000, Lieutenant Wyatt called a reserve officer meeting to discuss the lack of participation. The current reserve force rank structure consisted of one Reserve Sergeant and ten reserve officers. During the meeting, Lieutenant Wyatt identified several issues of concern from the reserve officers. For example, the following issues were mentioned: lack of management representation, lack of equal access to equipment, and lack of budget considerations to the reserve officer program. Lieutenant Wyatt had recently read an article in Police Chief magazine which identified a trend toward providing reserve police officer's management opportunities (Trend 8). During the early 1990's management titles for reserve officers were seen as rewards for longevity. However, in the late 1990's there was a distinct increase in administrative responsibilities for the reserve management staff.

With the continued hemorrhage of fiscal revenue to municipalities, alternative personnel resources will become a necessity for survival. According to 1999 figures published by POST, "There has existed a continued increase over the last ten years in the need for reserve officer management positions". Many police departments have empowered their reserves police units toward managing their own personnel, which makes the reserve management team stakeholders in the operation of the police department. The

Anywhere Police Department followed the advice of the reserve officers and provided a Reserve Lieutenant and two Reserve Sergeants positions. The morale of the Anywhere Reserve Police Force began to increase rapidly, suggesting that the reserve officers were only looking for shared ownership rights with the entire department.

During the late 1990's police departments were struggling for fiscal resources. Unfortunately, the city managerial staff was lobbying to increase the use of hourly paid part-time reserve officers. POST initiated a study in the use of reserve police officers to replace full time positions on patrol. The study indicated a dramatic increase in the use of Reserve (Level 1) officers to fill diminished full-time positions. Many police personnel have realized that part-time positions have become more cost efficient by paying hourly wages, with little or no benefit package. The POST study found police department budgets are continually struggling with shrinking revenues; however, the police service demands by the public are on the increase (Trend 3). Police Departments are faced with the dilemma of either re-evaluating service delivery priorities, or finding alternative sources of manpower. Unfortunately, the POST report suggested some agencies became over dependent upon reserve officer to fill full time positions.

POST consultants were concerned that police departments were beginning to abuse the "temporary" status of a reserve officer and were beginning to utilize them on a permanent basis. Thus, POST was concerned about the integrity of the "full-time" police officer training requirement, since reserve officer standards fell well below those of a full-time officer. As a result of the POST study, on October 12, 2000, POST Executive director

Jack Garner announced POST would require the Basic Police Academy for all Level 1 Reserve Police Officers (Event 1).

On October 21, 2000, the Tri-County Police Chiefs Association held its monthly meeting. The Chiefs were concerned with the recent POST Basic Academy requirement, and decided that the mandate would have an adverse impact on the Law Enforcement delivery in the Tri-County area. The Chiefs decided to lobby Congressman James Wilcox in an attempt to obtain state funding to assist police departments in deferring the cost of sending reserve officers to the POST Basic Police Academy. However, Congressman Wilcox failed to elicit any available sources of funding, but successfully authored legislation allowing police departments to receive travel and lodging expenses for Reserve Level 1 Police Officers to attend Continued Professional Training. The Tri-County Police Chiefs Association enjoyed a small victory in the delivery of reserve officer training.

On May 3, 2002, Lieutenant Wyatt received a phone call from the Anywhere Police Department dispatcher. He is advised that two of his reserve officers have been shot during a traffic stop. Lieutenant Wyatt contacts Sergeant Walker who gives him the following information:

Reserve Officers Jay Brown and Donna Benson were on a routine traffic stop. During the approach of the suspect vehicle, the driver and passenger both exited and began walking back to the patrol unit. Suddenly, both suspects pulled weapons and began shooting at the officers. Reserve Officer Brown was shot and killed while seated in the passenger seat

of the patrol unit. Reserve Officer Benson returned fire on the suspect driver, striking him twice in the chest. The suspect passenger began shooting at Reserve Officer Benson, wounding her in the right leg. She was able to return fire, wounding the suspect passenger in the leg. Reserve Officer Benson summoned assistance over the radio. Upon arrival of assisting police units, the crime scene was secured. Both suspects were transported to area hospitals. Reserve Officer Benson was treated for a flesh wound at the scene and Reserve Officer Brown was declared dead at the scene (Event 2).

Lieutenant Wyatt was faced with the unfortunate fact that Reserve Officer Brown was the first Anywhere Police Officer killed in the line of duty.

Lieutenant Wyatt considered liability issues surrounding the use of reserve police officers and researched a number of articles relating to reserve officer liability issues. Through the analysis of the information collected, he located a Command College paper written by Commander Whiteside in 1994. The independent study projected growing trends in Reserve Officer liability issues. The trend estimated a 112% increase from 1989 to 2004 (Trend 4). The report re-affirmed Lieutenant Wyatt's concern for reserve officer liability. During the Anywhere Police Department's spring training schedule, each reserve police officer was required to complete a twenty-four hour civil liability course. Lieutenant Wyatt was confident the increased training would reduce potential liability exposure.

The city insurance carrier contacted City Manager Jeff Johnson and advised him the company was evaluating the Workman-Compensations Insurance for reserve officers. The insurance carrier represents 33 cities, with a total of 395 reserve police officers. The expenses for Workman-Compensation for the city reserve police officers have been relatively inexpensive in the past. However, over the past five years, the insurance company has experienced a dramatic increase in work related occurrences involving reserve officers. The company representative informed the City Manager that the Anywhere Police Departments number of claims have increased by 11, which equates to a 36% increase. The insurance company informed the City Manager, on December 30, 2004, at midnight the company would no longer insure the city for Workman-Compensation Insurance on reserve police officers (Event 10). City Manager Johnson suspended all activities of the Anywhere Reserve Police Force until insurance can be obtained.

Lieutenant Wyatt discussed the information with Chief West and they began to formulate an agenda for her presentation to the City Council. Chief West understood her largest hurdle would be to find an alternative source of Workman-Compensation Insurance for the reserve police officers. After several days, she was able to locate a carrier which would insure the Anywhere Reserve Police Force.

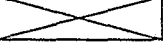
Chief West's recommendation to the City Council included increased training requirements, clear support of internal management practices, better community interaction, and better service delivery. Chief West assured the City Council that the reserve police force would continue to function in a professional manner.

SCENARIO 3: THE LEAST DESIRED FUTURE FOR RESERVE OFFICER

Today's date is July 16, 2003. Private investigator Jason Smith was hired by the law firm of Jackson, Jackson, and Washington. Investigator Smith was advised that the law firm was retained to represent the family of a child killed during a vehicle pursuit. Investigator Smith received the following memorandum on June 12, 2003:

To: Investigator Jason Smith

From: Michael Jackson, Senior Partner

TABLE 8			
SCENARIO 3: THE LEAST DESIRED FUTURE FOR RESERVE OFFICERS			
THOSE EVENTS USED IN SCENARIO 3			NUMBER OF MATCHES
EVENT #	DATE OF EVENT	EVENT	
1	September 1987	POST Requires Academy for Reserves	5 of 5
2	November 1995	Death of a Reserve Officer	5 of 5
3	June 2000	Volunteers Hold Equal Property Rights	4 of 5
4	June 1999	Increase in Training Requirements	5 of 5
5	July 2003	Major Lawsuit on Reserve Officer	5 of 5
7	February 1998	City Attorney Eliminates Reserve Program	5 of 5
8	October 1997	Federal Funded Reserve Officer Grant	5 of 5
9	July 1999	Reserve Arrested for Drug Sales	5 of 5
10	May 2002	Insurance Company Refuses to Insure the City	5 of 5
THOSE EVENTS NOT USED IN SCENARIO 3			
6		Loss of Volunteer Budget Funding	4 of 5
THOSE TRENDS USED IN SCENARIO 3			
TREND #	DATE OF TREND	TREND	
1	June 1999	Level of Training	
2	April 1999	Budget for Volunteer Employees	
3	January 2001	Increase in Service Demands	
4	March 1999	Public Acceptance	

On June 11, 2003, three year old Richard Jones was struck and killed by a robbery suspect, who was fleeing pursuing officers of the City of Eastside Police Department. The law firm would like you to provide a report of any significant events involving the Eastside Police Department since 1984. They employ the officers involved in the pursuit as reserve police officers. The firm is specifically interested in any reserve officer incidents involving training, administrative action, personnel

complaints, and political action (Trend 1).

Michael Jackson

Investigator Smith conducted a thorough investigation which identified a number of specific events occurring in the City of Eastside since 1994. During a phone conversation, Investigator Smith informed Michael Jackson of the unstable past involving the Eastside Police Force. Investigator Smith described the following events in his report to Mr. Jackson:

In November 1995, Eastside Reserve Police Officer Jane Welch was responding to a report of an armed robbery in progress at the Eastside Fish Market. As Officer Welch walked toward the market, she was shot and killed by an assailant leaving the market (Event 2). Responding officers engaged in a pursuit of the suspect vehicle, but Eastside Police Officers failed to stop the suspect and eventually the suspect escaped. The murder suspect to this date has not been apprehended. Following a number of personal interviews with Eastside Police Officers, the officers were blaming themselves for not apprehending the murder suspect of Officer Jane Welch.

During September 1997, the Eastside Police Department received a bulletin from the California Peace Officer Standards and Training (POST). The bulletin outlined minutes from the August 1997 POST Executive Board meeting, which informed all California Police Departments of a new training mandate. Effective September 1, 1997, all reserve police officers will be required to complete the POST Basic Police Academy to receive certification as a Reserve Level 1 (ability to work unsupervised patrol) (Event 1). The

Eastside Police Chief William Johnson was concerned about the new POST mandate, and how it might impact the future service delivery. The Eastside Police Department ostensibly depends on its reserve police force in augmenting the full-time officers. The Eastside Police Department authorized Chief Johnson to make every effort to fight the current POST mandate.

Chief Johnson contacted the local United States Congressman John Williams regarding legislation to provide federal grant funding for reserve police officers. Congressman Williams authored legislation which will make available federal funding to police departments with reserve police officers, providing financial support to reserve police officers who attend the POST Basic Police Academy. On October 15, 1997, President Clinton signed legislation enacting Congressman Williams' grant proposal a law (Event 8). The Eastside Herald quoted Chief Johnson as stating: "The federal reserve officer grant funding was a present from above, we can now get on with the business of public service." Chief Johnson seemed confident the new training requirement would not only make his police department stronger, but develop a consistency in training.

On February, 1998, Chief Johnson received the following memorandum from City Manager, Jake Wilson:

To: Chief Johnson

From: City Manager Wilson

On January 15, 1998, I received notification from City Attorney

John Bennett of the fourth lawsuit involving a reserve officer in

the last five weeks. As you are aware, the City Attorney was able to settle two cases, at a cost to the city of \$75,000.00. Chief, the City Attorney intends to recommend the City Council eliminate the reserve police program, as a liability risk.

Jake Wilson

On February 10, 1998, the Eastside City Council heard testimony from City Attorney, John Bennett, regarding his liability concerns. The City Council voted three votes to two in favor of eliminating the Eastside Reserve Police Force.

Chief Johnson sent a memo to the City Manager regarding an article published in the February edition of Volunteer America Magazine, portraying an increase in public support of volunteer organizations. The author forecasted a 72% increase in public acceptance of volunteer organizations by the year 2004 (Trend 6). The article addressed how continued pressures to provide additional services with less resources has sparked support for volunteers. The trend indicates that the public is finally realizing the benefits of volunteer employee services. Chief Johnson urged the City Manager to make every attempt to revive the reserve police positions.

On March 10, 1999 an Eastside citizen group called, "Citizens for Better Law Enforcement", began a petition drive to reinstate the Eastside Reserve Police Force. The citizen group leader Paul Jacobs owns the Eastside Hardware Store and obtained the necessary signatures to appear before the Eastside City Council and he argued for the

elimination of the Eastside Reserve Police Force, an adverse affect on the quality of life in Eastside. Mr. Jacobs provided the council with statistics which identified a sharp increase in criminal activity and since the reserve force was eliminated, monthly criminal statistic has risen on an average of 38% per month since February 1998. Mr. Jacobs told the City Council he recently spoke with the Reserve Coordinator of the Princeton Police Department, who conducted a survey of reserve police budgets. The survey indicated there has been a 60% increase over the last ten years in reserve units acquiring their own budget funding (Trend 2). The survey increased budget funding which would assist in developing adequate training and maintenance of the safety equipment. When forecasted, the reserve unit budget would begin to stabilize over the next five years. The Eastside City Council voted four votes to one in favor of reinstating the Eastside Reserve Police Force.

On June 3, 1999, Chief Johnson assigned Lieutenant Jake Alberts the responsibility of developing and administering a new reserve training program. Lieutenant Alberts contacted, Tim Barker, a POST representative, to assist the Eastside Police Department. He advised Lieutenant Alberts that the Fresno Police Department recently completed a reserve police officer training program. Mr. Barker mailed Lieutenant Alberts a copy of the completed Fresno report, a thorough report surveying a various police departments. The report indicated a 50% increase in volunteer training over the past five years and predicted a 60% increase by the year 2004.

Lieutenant Alberts recommended the following training requirements for the Eastside Reserve Police Officers: completion of the POST Basic Police Academy, successful completion of a 200 hour "solo" shadow patrol program training, four hour

monthly training requirement , and a forty hour annual Continued Professional Training Course. Chief Johnson instituted the increase training requirements on June 25, 1999, for Eastside Reserve Officers (Event 4) and informed City Manager Wilson the increased training requirement are consistent with the training requirements of the Eastside Police Department's full-time police officers (Event 3).

Problems continue to occur to the Eastside Police Department. On July 15, 1999, Chief Johnson received a phone call at home from Lieutenant Alberts, who advised him that Reserve Officer John Smith had been arrested for illegal transportation and sales of narcotics. Reserve Officer Smith was arrested after he sold State narcotics officers one kilo of cocaine (Event 9). Chief Johnson informed Lieutenant Alberts to contact Reserve Officer Smith at the County Jail and place him on administrative leave. On July 21, 1999, Chief Johnson terminated Reserve Officer Smith for his criminal activity. Although the incident was an embarrassment to the Eastside Police Department, the City Council applauded the police administration for its expeditious resolution of the matter.

On January 10, 2001, Chief Johnson received the dispatch report for January 1, 2000 to December 31, 2000, which indicated an increase in demands for service during that time period. Chief Johnson requested his clerical staff to evaluate the calls for service over the past ten years and identify any apparent trends. Chief Johnson was surprised to find the number of calls had increased by 90% over the ten year period and forecasted a continued increase over the next five years (Trend 5).

On May 10, 2002, City Manager Wilson received a letter from the Interstate Insurance Company, stating that the city insurance will expire effective May 20, 2002 at

12:00 midnight and that the board of directors has decided to refuse to insure city municipalities (Event 10). The Interstate Insurance Company's decision will have an adverse effect on at least thirty different municipalities who belong to the Central Valley Risk Management Authority. On June 10, 2002, the Eastside City Council vote unanimously to continue city operations without liability insurance.

On June 11, 2003, Eastside Police Department received an emergency call of a robbery in progress at the Eastside Farmers Bank. Reserve Officer Daniel Redland was the first officer on scene and he observed the suspect exiting the bank. The suspect spotted Reserve Officer Redland's patrol unit and ran to a nearby pickup truck. The suspect sped away from the crime scene with Reserve Officer Redland in pursuit. The vehicle pursuit lasted for 30 minutes and witnesses estimated speeds were in excess of 95 miles per hour on residential streets. The suspect vehicle was involved in six "hit and run" accidents during the pursuit and Reserve Officer Redland advised the dispatcher the suspect was driving extremely recklessly.

As the pursuit came around the corner of Wilson Drive and Front Street, three year old Richard Jones walked into the roadway ahead of the pursuit. The suspect's vehicle struck Richard Jones and continued to drive off. Reserve Officer Redland discontinued the pursuit and stopped to begin first aid for Richard Jones. Unfortunately, Richard Jones was pronounced dead at the scene. The suspect's vehicle was never found. On July 10, 2003 a lawsuit against the Eastside Police Department was filed on behalf of Richard Jones and his family (Event 6).

The Eastside City Council members have been receiving phone calls from Eastside citizens, upset with recent events surrounding the Eastside Reserve Police Force. A citizen group has circulated a petition requesting the City of Eastside disband the Eastside Reserve Police Force. At the July 22, 2003 City Council meeting, The Eastside City Council voted unanimously and regretfully disbanded the Eastside Reserve Police Force (Event 7). Investigator Smith's report was submitted to Mr. Jackson for review.

This scenario depicts some of the worst set of events and trends which could confront a Reserve Officer Unit. Although tragic, there exists a real possibility that the events and trends from this scenario could actually occur.

SECTION SUMMARY

The future utilization of reserve police officers will continue to expand. With future trends indicating municipalities will suffer budget short falls, volunteerism will most likely be the only alternative. Small police departments are often faced with limited personnel resources, an indication that the use of reserve police officers will be the most efficient method of reducing such inadequacies. Many of the events and trends identified in this paper will have a probability of occurring at some point in the future. The question remains: Are future police managers prepared for the changing reserve officer issues of training, liability and personnel relations?

Sometime in the future, a small police agency may suffer a major lawsuit on a reserve police officer, stemming from an issue of inadequate reserve training. Should such a lawsuit become a reality, a sudden panic among small police department may occur, resulting in future POST Basic Police Academy requirements for all Level 1 Reserve Police Officers. Several small police departments may eliminate its reserve police force. However, those organizers might regret the disbanding of their program when they require a large number of officers for just a short time (such as a festival), which is the most obvious asset of augmentation by a reserve police force. The future of the reserve officer rests within the hands of those who utilize them. If the programs are properly maintained and administered, they will be a success. The main indicator will be the acceptance by the public in which they serve.

PART II STRATEGIC PLAN

INTRODUCTION

Future law enforcement managers will need to plan for structured change. Fortunately, the use of strategic planning will allow law enforcement managers the skills to develop a well structured, manageable method for creating change and identifying supporters and opponents. When organizations move toward change, a clearly stated set of goals and objectives will be necessary. The change agent must be aware of the ingredients for a smooth strategic plan development.

As local governments continue to struggle with financial shortfalls, future managers will be challenged to explore manpower alternatives. The traditional reserve police officer volunteers his/her services for a variety of different reasons such as community service, a desired hobby, or the dream of becoming a police officer. Becoming a reserve police officer met the individual's needs without disrupting their existing careers. However, in recent years, additional motivators have become popular such as developing a creditable work experience and service in an hourly paid part-time reserve officer position. Many of the police officers who join the Hughson Police Department have found the experience beneficial when applying for full-time police positions.

Law enforcement managers must realize the importance of utilizing reserve officers in the future. Many small police agencies are reliant on their reserve police officer programs to augment their current patrol staff. Due to inadequate fiscal resources, some police agencies depend on their reserve officer programs for community based programs.

If reserve police officers are used in daily operations, the public must be informed of the accomplishments of such programs. Emphasis must be placed on developing proactive strategies in maintaining existing programs and the development of job specific training for reserve officers. The author's research has identified two major events which could impact the law enforcement training community: The Commission on Peace Officer Standards and Training (POST) would require all reserve officers working in an un-supervised capacity to complete the Basic Academy and/or require an increase in the reserve officer training requirements. Other major events identified included a major lawsuit against a reserve officer and the possibility of volunteers holding equal property rights. The research also identified a number of future trends, such as: union involvement, reserve liability issues, and levels of reserve training.

SCENARIO SUPPLEMENT DEVELOPMENT

In the previous section "future study", the author selected three future scenario's. All three scenarios were based upon fictitious characters and events. However, the concepts, problems, and issues were realistic in terms of effecting a future small police department. For the development of the strategic plan section, the author selected scenario number two, the most likely future for reserve officers. After reviewing the transition of events, scenario number two relates more realistically to possible problems facing reserve programs in small communities. The following scenario supplement illustrates the possible role of future reserve officers in the operations of the Hughson Police Department in the year 2004.

SCENARIO SUPPLEMENT

The year is 2004 and the Hughson Police Department is conducting an internal audit of the reserve police departments progress over the last ten years. The audit reported the following information. First, the Hughson Police Department has been successful with the implementation of the strategic plan. The police administration has shown a great deal of confidence in using the Hughson Police Planning Committee. The committee consists of 20 individuals from within the community who represent a diverse variety of social organizations. The Hughson Planning Committee has been instrumental in assisting the agency in obtaining pertinent to obtain the necessary feedback and support for implementing community based programs. The committee was also responsible for developing a community evaluation form, allowing the community to provide feedback to the police department regarding external police programs. The community feedback allows the police administration and reserve program coordinator to make swift and accurate changes in service delivery.

In 1994, the Hughson Police Department expanded the size of the reserve program. Consequently, the reserve officer unit has expanded by one hundred percent, employing 24 reserve officers. The organizational hierarchy is one reserve lieutenant, three reserve sergeants, three reserve corporals, and seventeen reserve officers. The reserve members participate in the daily operations, including virtually all the community-based programs. Some reserve officers' include Vehicle Abatement, Animal Control, Community Activities League, Juvenile Diversion Program, Neighborhood Watch and DARE instruction. Thus, the reserve command staff holds a great deal of responsibility for each

program's success. The police administration decided it was essential for the reserve command staff members to participate in the department's monthly staff meetings. Through such cooperative efforts, the management of the reserve officer program is functioning efficiently.

In addition, the current training program has been adopted from earlier departmental models. One significant event was passage of SB 1874, which required level 1 reserve officers to have completed a basic police academy or equivalent training. However, Hughson Police Department was faced with a dilemma when the regional training center closed its doors in 1999. The Hughson Police Department was left without a location to obtain necessary reserve training. Police Administrators approached the Hughson Planning Committee to address their training concerns and formed a partnership with the Hughson High School District to present an extended reserve police officer academy. The program became the Regional Small Agency Training Center, comprised of twenty small agencies, with each agency holding an equal vote on the board of directors and training managers commission. The board of directors is responsible for executive decision making, while the training managers are tasked with the operation of the training.

The Hughson Police Department also expanded the internal training program. SB 1874 also required each reserve police officer regardless of rank to attend a 24 hour continued professional training (CPT) course. The Hughson Police Department had previously instituted a "menu" style of training. The police training manager Sergeant Walker has expanded the program to include CPT training and has agreed with Merced Junior College to provide 4 hour monthly training segments. The courses are delivered

over a six month period and meet the CPT training requirement. However, not all reserve officers can make the monthly training meetings. Sergeant Walker was successful in negotiating a contract with the local cable company for professional taping of the training sessions, which can be added to the department's tape library.

The Hughson Police Department's agency specific training is conducted through a take home video tape program, individual video training at the department, and pre-shift briefings. The POST interactive video and satellite training is still in wide use and the reserve officers in field training no longer use the training handbook. Last year, the police department completed a computer-based field training program. Corporal Redd was instrumental in combining the POST field training manual, written examinations, training scenarios, and training evaluations on one computer disk. Specific training presentations are included on the disk, which enables trainers to track each employee's progress. From all the information the Hughson Police training program is seemingly progressing at an above average rate.

During the 1994 audit of the reserve police program, administrators eventually identified innovative recruitment methods. Sergeant Keyes recently presented top management with a creative recruitment option and he will be coordinating the first reserve officer recruitment fair at California State University, Stanislaus in March, 2004. Prospective candidates would be invited to participate in the hiring process which includes a written test, physical agility, psychological examination, medical screening, and finger printing. The cost for the testing and background process will be charged to the applicant.

Once the testing process is complete, the agencies participating in the recruitment fair, can select from the successful candidates.

The program participants value the structure and design of future needs. However, the funding sources have not been discussed. Small cities grapple with fiscal short falls. In January 2003, less revenue is available in the city's general fund account, which is the primary funding source for the police department. In May 2003, President Dole signed a continuation of the 1994 crime bill, which had added language to provide funding for reserve officer programs. However, specific language required funding to be spent on community based policing programs. The Hughson police reserve program qualified for funding because of its efforts in DARE, neighborhood watch, juvenile diversion, and the community athletic league. In 2003, the Hughson Planning Committee successfully passed a local assessment district fee of ten dollars on each new construction lot sold in the community for funding volunteer police services.

The Hughson police reserve officers have accomplished numerous positive accomplishments over the past ten years. However, the most important is the respect the organization has received from full-time staff. In years past competing interests were often barriers for honest, successful dialogue. The entire organization went through a series of organization development workshops over the past ten years. During the critique in 2003, most of the officers commented on the usefulness of the joint reserve and full-time team building workshops. The team building workshop concept was carried one step forward this year to include the public works department and administrative staff.

The final area of inquiry was the employee maintenance programs for reserve officers. The city is committed to providing a work environment which is rewarding for everyone. The reserve officers currently receive little or no career development counseling. Starting in 2005, each reserve officer will be required to receive a performance evaluation every six months, which will require two hours of career development counseling. In the year of 2002, the Hughson Police Department developed an employee feedback program, where communication can effectively move up the organizational ladder. All the employees were happy with the quarterly focus group meetings with command and staff members.

The auditors final report to the chief executive stated the Hughson police reserve program was functioning extremely well. The department has met the desired goals and has expanded to twice the original size in 1994.

MISSION STATEMENT

Police agencies will continue to combat criminal activity with all available resources, while striving to meet the expectations of the general public. The Hughson Police Reserve Program will have a major impact on the future of law enforcement services in the City of Hughson. The City of Hughson is located in Central California and is primarily a rural farming community. The Hughson Police Department employs seven full-time officers and twelve reserve police officers. The City's motto is, "The All-American Small Town".

The Hughson Police Department does not have a specific mission statement. Instead, the Chief of Police has expressed his expectations in a policy statement titled, "Chief's Philosophy". The Chief's policy statement addresses the entire agency's goals, objectives, and guidelines for operations. For the purpose of this study, the author developed a micro-mission statement for the strategic plan. The future study sections, scenario development, and personal experience provided necessary data to generate the micro-mission statement. Sergeant Keyes and Sergeant Walker assisted in developing the micro-mission statement, which describes the organization's stance toward developing cooperation between the community and the reserve program. Through the micro-mission statement, the Hughson Police Reserve Program will express commitment, goals, values, and consistency in delivering police services. The micro-mission statement is as follows:

The officers of the Hughson Police Reserve Program are dedicated to ensuring a high quality of life for those who visit, work and live in the City of Hughson. The reserve police officers will strive to work in partnership with the community to

promote a spirit of cooperation through toward protection of life and property, toward meeting the diverse needs of our community, toward working together with other organizations in solving emerging community problems, and toward addressing current and future crime problems. By the year 2004, the Hughson Police Reserve Program will establish and maintain a program which will increase the percentage of reserve officers, increase the level of public participation, and institute a training program which will further develop a professional reserve police officer. By using available law enforcement resources, the Hughson Police Department can address and resolve the changing needs of the community.

ENVIRONMENTAL ANALYSIS

Law enforcement programs can impact a variety of different organizations in many different ways. When introducing innovative strategies to a small community there exists an inherent possibility of rejection. Many small communities see change as a threat to a long standing paradigm set by city leaders. Thus, the author must carefully examine the external opportunities and threats to the issues or mission statement under consideration. "Opportunities" would be considered a favorable set of circumstances which would allow for the advancement of the intended mission statement. "Threats" would indicate opposition to the proposed mission statement, which could jeopardize its implementation.

The author must not only rely on external indicators, but must also consider any internal organizational factors. The change process will have a specific impact on the internal components of the police department. The author conducted an internal assessment of the Hughson Police Department, as it applies to the operation of the reserve officer program. The process will evaluate the behavior of the organization and identify the internal "strengths" and "weaknesses". In order to identify, effectively, possible obstacles and favorable interests in the mission statement, the author chose to utilize the STEEP model to identify, systematically, concepts which relate to "Social, Technological, Economic, Environmental, and Political" concerns. Opportunities, threats, strengths, and weaknesses will be examined in each of the five STEEP categories, the results are as follows:

SOCIAL

OPPORTUNITIES: The social issues will offer a number of opportunities for support of a larger and better trained reserve police force. The City of Hughson has experienced little growth for the past ten years, largely because of expansion protection to both the sewer system and city water wells system. Currently five subdivision maps are on file with the City of Hughson, indicating a possible population increase. Consequently, additional reserve police officers will be necessary to curtail potential growth problems. More extensively trained reserve officers can assist small police agencies deploy more police units. The City of Hughson is located in a geographical position between several other larger communities, which results in a large amount of commuter traffic through Hughson on a daily basis. The City of Hughson must anticipate the growth patterns in

Stanislaus County will continue to climb, thus commuter traffic will become an emerging issue for police enforcement. The City of Hughson is too small to specifically dedicate a full-time officer for traffic enforcement. The City of Hughson is currently examining the possibility of utilizing reserve police officers for Drug Awareness Resistance Education (DARE), Operation Stay in School (OASIS) and a community based diversion program. By utilizing reserve police officers community programs are presented at a fraction of the cost of a full-time officer. There are a number of other programs which can also be presented by reserve officers.

THREATS: Reserve officer status has a tendency to be seen by the public as less that of a full-time officer. Some police agencies identify reserve officers with a specific designation on their uniform. The Regional Criminal Justice Training Center has been reducing the number of available Reserve Officer Training Courses, which will impact the number of available reserve officer candidates. Small police agencies would be dramatically impacted by a reduced job pool and will be unable to compete with the benefits offered by larger departments. What happens if small agencies become over reliant on reserve officers and then find they are unable to recruit officers? The small agency reserve programs will eventually become extinct and result in the hiring of less desired employees.

STRENGTHS: Within a small police department, a number of opportunities exist to develop programs which can interact with the community as a whole. Development of specialized programs are designed to function on a much smaller scale. Compared to medium or large police departments, the financial allocation for such programs is at a much

more manageable size and risks of failure does not expose the governing body to major losses. Many strengths of operating a small community reserve police program come from the dedication of the reserve police officers. Crime rates are at a low level, an enticement for potential home buyers when considering for a safe community in which to reside. During the summer of 1994, the police department received a number of complaints regarding speeding vehicles within the residential areas. With the use of volunteer reserve officers, the Hughson Police Department utilized non-enforcement radar check points in residential areas. Citizens who were caught speeding were waved into a staging area, where they received information on safe driving habits and released. On numerous occasions citizens residing in these areas came out and thanked the officers for their concern. A program of this type not only deters much of the criminal activity, but also provides opportunities for the reserve officers to interact with the public.

WEAKNESSES: The reserve officers under state law only hold police officer powers when on duty. Unfortunately, most of the Hughson officers believe that they should hold equal powers the same as a full-time officer, both on and off duty. They argue that reserves take the same risks as a full-time officer on the street and should hold the same protection off duty.

TECHNOLOGY

OPPORTUNITIES: Technological advances will serve to be an effective alternative to the current reserve police officer training. Existing POST training courses have little or no emphasis toward increasing professional standards of reserve police officers. However, through computer interactive training systems and satellite training, reserve police officers

will have the ability to participate in the same type of training as full-time officers. The Hughson Police Department is currently developing a "menu" style training program, which will allow independent study formats for reserve officers. Computer-generated report writing is effectively eliminating paper report writing, indicating a significant break through for reserve officers to complete reports and make immediate correction without the need for re-writing the entire report.

THREATS: Just as technology can make a job easier for a police officer, the rapid changes are taxing. Reserve police officers are volunteer employees and seldom receive compensation for their time and are often unable to afford the purchase of recent technology. Unfortunately, this can result in the "have" and "have not" conflicts between full-time and reserve police officers. Rapidly changing technology often makes it difficult to keep up with a specific training program, especially when addressing computer hardware and software. In many cases, the changes occur so rapidly the existing equipment becomes obsolete in just a short time and technology can become an expensive investment for a volunteer employee to replace on a regular basis.

STRENGTHS: The analysis of the Hughson Police Reserve Force consists primarily upon issues within the Hughson Police Department. The first important comparison is the size of the agency. With only 19 or 20 officers working, many of the strengths come from the opportunity to work closely with the community. In a small police agency, reserve officers have an opportunity to work in many job specific roles such as canine handlers, field training officers, D.A.R.E. instructors, diversion facilitators, firing range personnel, bike patrol officers, and administrative roles. These programs have

historically been reserved for full-time officers in most larger police departments. Reserve officers often volunteer time to work on investigations and have been responsible for solving a number of important and delicate crimes within the community.

Small police agencies often depend on reserve police officers to work in an unsupervised, solo unit capacity. Thus, training of the reserve police officers is a major consideration. The reserve police officer must attend the same type of local training programs as the full-time officers. In actuality, the only difference between a full-time and reserve officer in Hughson is the pay. The City has historically hired the full-time officers from within the reserve police program. In a small community the citizens develop solid relationships with the reserve officers and hiring from within the organization has proven successful with the community.

WEAKNESSES: The Hughson Police Department has knowledgeable reserves with excellent teaching skills. The Hughson Police Department constantly sponsors reserves to attend POST certified training. For example, the Field Training Officer (FTO) course certifies an officer to become an FTO for other reserve officers. Unfortunately, reserves complete FTO training and possess the skills and training, but have no authority or power to use them. POST guidelines require level II reserve officers to be under direct supervision of a POST certified FTO in possession of a POST Basic Certificate. Regardless of their experience, reserves can not train fellow reserve officers. The FTO certification has also resulted in problems with the full-time officers as well, since many small agencies employ less experienced officers.

Unfortunately, POST does not have a program designed to enhance or require continued professional training courses for reserve officers. POST currently reimburses training programs for full-time and civilian positions, but fails to address the concerns regarding reserve officer training.

ECONOMICS

OPPORTUNITIES: With declining fiscal revenues available to local governments, alternative manpower sources will most likely become a desired future. Reserve police officers are volunteers and receive no salary compensation for the hours worked. The Hughson Police Reserve Officers are required to work a minimum of 20 hours per month, with twelve reserve officers it equates to 240 hours per month, or thirty "30" eight hour shifts. The City of Hughson nearly receives the equivalent of one free police officer's duties one day a month and most reserve officers easily exceed the minimum required hours. Reserve officers can become extremely beneficial in assisting full-time officers with major crime scenes. By replacing full-time officers with reserve officers for crime scene security and other standby tasks, the city can save money on overtime or deploy the full-time officers to another detail. The higher number of reserve officers available to the department, will dictate the flexibility and cost saving impact of the program.

THREATS: The public perception is always a problem. When the public observes a large number of reserve officers accompanied with the full-time officers, the public may not differentiate between the two. Thus, the public may assume all the officers are full-time and begin to question the need for so many officers. This type of issue indicates a need to educate the public regarding volunteerism. Another threat shows that most reserve

officers have full-time careers and it becomes inconvenient to attend court on traffic and criminal cases. On many occasions these court appearances have required reserve officers to sacrifice vacation pay or miss a day of pay to "volunteer" their time in court. Hiring costs also have an impact on the number of reserve officers hired each year, which amounts to approximately \$400.00 not including the background investigators time. The City of Hughson is also required to provide each employee with proper safety equipment (weapon, ammunition, badge, leather gear, and bulletproof vest), which can quickly exceed \$1,000.00 per employee.

STRENGTHS: The city of Hughson has historically paid for all costs involved in hiring a reserve officer. This cost can accumulate up to approximately \$400. Due to budget restraints and high turn over rates, the city has opted to place the financial burden upon the applicant. This results in a cost savings to the city, but also makes the applicant a stakeholder in his/her concern for longevity. Pre-payment of hiring costs can also be a strength to the reserve since there is no time obligation to the city. In the past, reserve officers were required to sign a contract for a minimum of two years service with the city, which had resulted in frustration if an employee decided to resign. Another internal strength within the organization is the city's willingness to provide financial assistance to the officers through no interest loans for purchasing high cost equipment such as lap-top computers, weapons, jackets, and other necessary equipment.

WEAKNESSES: For the past five years, the city could not pay all reserves hourly wages for specific events such as security for school functions, community center events and vacation relief shifts. In 1994, language in the Fair Labor Standards Act (FLSA)

placed the city in a situation to designate those reserve officers who would receive pay for service. The city divided the reserves into two categories; a volunteer reserve officer or a part time reserve officer. Thus, part-time reserves could only work paid shifts, which limited the flexibility the Hughson Police Department enjoyed. The option-choice forced most reserves to choose a volunteer program which cripples the extra income each reserve enjoys. Other agencies in the area are still not complying with the FLSA guidelines and are paying reserves for special events and still allowing them to volunteer hours. The FLSA requirement placed pressure on the Hughson Police Department and has resulted in some reserve officers leaving Hughson. Another major issue affecting the reserve officer, is unsuitable equipment. Full-time officers receive a monthly uniform allowance, and reserve police officers are required to purchase all their equipment themselves.

ENVIRONMENT

OPPORTUNITIES: The reserve officers process all vehicle abatement enforcement within the city limits, often neglected by the full-time officers who seldom have the time to follow-up on abatement violations. Old, non-functioning automobiles are a continual eye sore to the community. The reserve police officers have successfully identified and removed hazardous vehicles.

THREATS: The utilization of reserve police officers only impacts our environment through the use of patrol vehicles. Without the additional patrol units on the street, the city would obviously reduce the amount of daily fuel consumed and reduce the potential for air pollution from vehicle emissions.

STRENGTHS: The Hughson Police Department has an active recruitment program for reserve police officers. Three full-time Hughson Police Officers are employed as part-time Reserve Officer Training Course instructors with the Regional Criminal Justice Training Center. While instructing in the classroom, the Hughson officers are immediately available for questions regarding employment opportunities for reserve officers. The reserve police officers provide community-based programs, which stimulate public safety through cooperative efforts with other citizen groups. The media has proven to be an effective tool in gaining support for programs involving reserve police officers. Any opportunity for community-based programs to reflect professional service is important, whether it is through the media, word of mouth or simply observed behavior. The foundation for the future success of the Hughson Police Reserve Force is dependent upon positive public relations and sensitivity to the community's needs.

WEAKNESSES: Small agency reserve programs often suffer a higher turnover than the medium to larger agencies. In Hughson, the small town criminal activity seems to be shadowed by the strength of the training program. However, once the reserve is fully trained, he/she quickly realizes the lack of activity and develops a desire for more action on the street. Combined with the low crime activity and little or no financial compensation, a reserve is usually ready to move on to a larger department within a couple of years, based on Hughson police personnel statistics.

POLITICAL

OPPORTUNITIES: The City of Hughson has held the lowest crime rates among municipal police agencies in Stanislaus County since 1983. Additional patrol officers

provided by the Hughson Reserve Police Program has contributed to the high visibility of the police and ability to deter criminal behavior. The Hughson City Council has always been extremely supportive of the reserve Police program, especially in light of the political environment around election time. The city management can often take advantage of positive media coverage in expressing support for volunteer based programs, which often ties support to other community based programs. The City of Hughson is also protected by a volunteer rural fire department, which employs only two full-time workers. Many of Hughson's community-based programs are often staffed by volunteers, who are aware of sacrifices experienced through volunteerism.

THREATS: The political climate will most often dictate the agenda of the governing body. The upcoming election in Hughson will fill four of the five council seats, which holds the possibility of a completely new majority in the Hughson City Council. With new philosophies and political agendas, there is no guarantee existing programs will continue to be funded. If the City were to suffer fiscal revenue shortfalls and begin to examine possible budget cuts, the city would probably cut volunteer programs prior to full-time.

STRENGTHS: Since 1992, the Hughson Police Department increased the size of the reserve organization from seven officers to twelve. The governing body realizes the benefits from the volunteer officers service to the community as a whole and the City of Hughson is currently building an addition to the police department to increase space for employees, which in part is due to the number of reserve officers. Several community businesses and individuals have offered assistance with the project, which is a strong indicator of support within the community. However, the City provides specialized POST

training for those reserves who wish to expand their law enforcement knowledge. Most police agencies are not willing to dedicate budgetary funding for enhancement of reserve officer training.

WEAKNESSES: The Hughson Police Reserve Organization does not hold the political strength as the full-time officers to force organizational change. This dilemma can frustrate the reserve organization during periods of negotiations, because the reserve officers account for the majority of the personnel within the department but hold no influence over organizational development. The reserve officers also have no representation at department staff meetings which may effect changes within the organization. On occasions, reserves have attempted utilizing external political influence in an attempt to bring about change. However, the result is intended to only augment the full-time personnel. This type of philosophy is often discouraging for the reserves attempting to make changes within the organization.

STAKEHOLDER ANALYSIS

Reserve Police organizations are analogues to many other bureaucratic institutions. The weaknesses, opportunities, threats, and strengths will eventually have some type of impact on each other, whether in the form of setting standards or making future changes. The analysis identified ten stakeholders who are those organizations, or individuals, who hold an immediate interest or hold some responsibility for the issue. Through the analysis of the stakeholder assumptions, the reader will have a better understanding of the motivations or fears related to the reserve officer issues. Two "snaildarters" were also

identified, which is a person or an organization which may not immediately impact an issue; however, given the appropriate conditions a snaildarter could have a significant impact on the issue.

1. CITIZENS OF THE COMMUNITY:

- A. All citizens will hold an expectation of increased protection of life and property.
- B. Volunteer programs will ensure responsible spending by the governing body.
- C. With increased patrols in the community, officers will respond quicker to calls for service.
- D. A percentage of the public will question why a small town needs so many officers.
- E. The community will support volunteer based programs as long as they are a benefit to the community.

2. CHIEF OF POLICE:

- A. Understands the necessity of the additional personnel provided by reserve officer program.
- B. Will require the development of a thorough training program, which enhances the reserve officers professional training.
- C. Must ensure the reserve officer program does not unduly expose the police department or the City to liability problems.

3. BUSINESS COMMUNITY:

- A. Desires low crime rates in the downtown area and business districts; which they perceive will have a direct impact on consumers visiting their establishments.
- B. They will not support new taxes or city fees to fund the program.
- C. Holds an expectation for the police force to actively investigate and deter criminal activity which is specific to the business community.

4. CITY MANAGER:

- A. Will support the reserve program as long as it serves the best interest of the community as a whole.
- B. With increased loss of general fund money, he/she may choose to use volunteerism in other city departments.
- C. Increased patrols will have an obvious impact on local crime rates, which provides a sense of security within the community.

5. CITY COUNCIL:

- A. The reserve police officer program will have a positive impact on public safety in the community.
- B. They will fully support the volunteerism concept as long as their constituents continue to show support for the program.
- C. Will be reluctant to increase funding for reserve officers, without overwhelming and obvious support by the community as a whole.

6. FULL-TIME PEACE OFFICER ASSOCIATION:

- A. Will support the reserve or volunteer program, unless the program threatens their own existence or financial support.
- B. The additional manpower will provide additional back-up units on the street, which provides an overall safer work environment.
- C. Lower crime rates reflect on the entire organization, which impacts additional fiscal support for the department as a whole. Thus, the full-time officers can benefit from the results of the extra patrols.

7. RESERVE POLICE FORCE COORDINATOR (LIAISON):

- A. That the reserve officer program must meet all the expectations of the city management and the community, which requires the ability to effectively risk manage the programs.
- B. There must exist a structured format to ensure positive training standards which not only address current problems, but forecast future training issues.

8. RESERVE COMMAND STAFF:

- A. Continued community support will be necessary to ensure there is political strength to guarantee the continued existence of the program.
- B. Partnerships between the full-time and reserve officers is very important in ensuring a cooperative working environment.
- C. Ensure all reserve police officers are conducting themselves in a professional manner, which promotes a positive.

9. RESERVE POLICE OFFICER ASSOCIATION:

- A. They understand the importance of showing statistics that the reserve program has a significant impact on lowering the crime rate. The result could assist the reserve officers in obtaining new equipment for the program.
- B. Fears if the financial situation of local governments continue the reserve programs could constantly be in jeopardy of being eliminated during budget cuts.
- C. There exists a fear the reserve program is viewed as a second rate component of the police department.
- D. They have concern regarding the number of reserve officers employed in the program. If too large the program could become unmanageable and result in a shortage of equipment or available patrol time.

10. CITY ATTORNEY

- A. Since reserve officers work on a volunteer unscheduled basis, there would be fears a reserve officer might fail to receive important updates to department regulations, city ordinances, labor issues, and legal opinions. Without current knowledge, the reserve officer could become a liability risk. Thus, recommending some form of information or computer bulletin board, which not only distributes the information, but documents its receipt.

- B. The city attorney's office realizing the importance of volunteers in the public sector, would ensure open lines of communication exists between the police and legal counsel for quick resolution of any potential issues.

The two snaildarters selected for this issue are as follows:

S1. Commission on Peace Officer Standards and Training:

- A. Any substantial training requirements (such as requiring the full academy for all reserve police officers) could have a significant impact on the ability for small agencies to draw applicants, thus reducing the available applicant pool.
- B. POST has little impact on the local reserve issues. Establishing required non-reimbursed training requirements could devastate the local training budget and possibly result in elimination of the program.

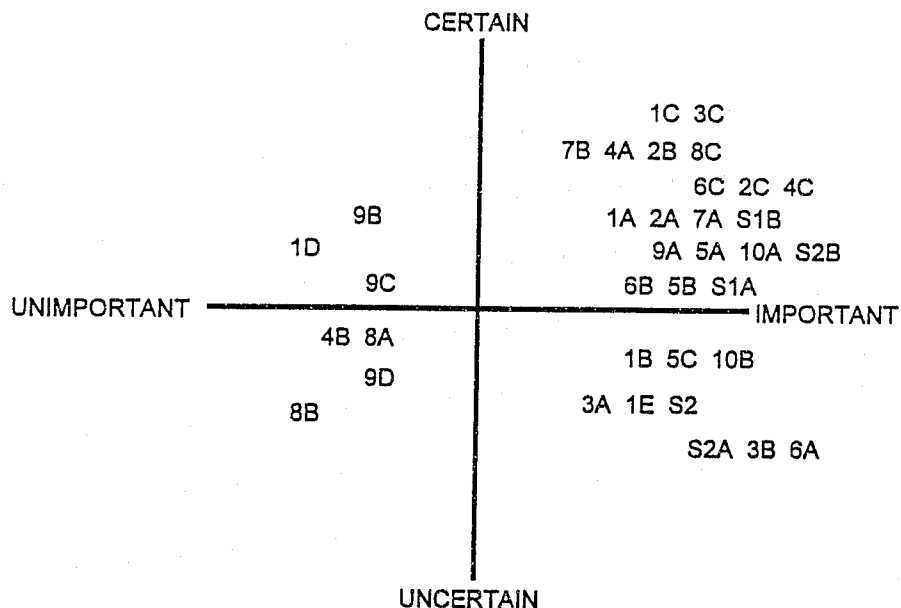
S2. Central Valley Risk Management Authority (RMA):

- A. The RMA board of directors could vote that reserve police programs are high risk entities and choose not to insure them.
- B. Small city governments cannot afford to remain self-insured and the reserve police program would obviously be eliminated.

The possibility of these scenarios occurring is uncertain, however, law enforcement managers must anticipate potential future impacts. Each stakeholder and snaildarter impact is mapped according to its importance and certainty (Chart 2).

CHART 2

ASSUMPTION MAPPING



STAKEHOLDER LEGEND:

- | | |
|------------------------------|----------------------------------|
| 1. Citizens of the Community | 6. Full-time Peace Officer Assn. |
| 2. Chief of Police | 7. Reserve Police Coordinator |
| 3. Business Community | 8. Reserve Command Staff |
| 4. City Manager | 9. Reserve Peace Officer Assn. |
| 5. City Council | 10. City Attorney |

SNAILDARTERS:

- S1. Commission on Peace Officer Standards and Training (POST)
 S2. Central Valley Risk Management Authority (RMA)

DEVELOPING ALTERNATIVE STRATEGIES

Identifying future strategies is often the result of an individual's perception of what the future should hold. In developing future strategies for reserve police officers, the author obtained various opinions in the selection process and facilitated a modified delphi process, identifying three working strategies. The delphi panel consisted of the following law enforcement professionals:

Facilitator:

- * Commander David Whiteside, Hughson Police Department

Panelist:

- * Sheriff Tom Sawyer, Merced County Sheriffs Office
- * Assistant Sheriff Laurie Smith, Santa Clara County Sheriffs Office
- * Lieutenant Sharon Jones, Oakland Police Department
- * Lieutenant Fred Sanchez, Oakland Police Department
- * Lieutenant Greg Lawrence, Milpitas Police Department
- * Sergeant John Walker, Hughson Police Department

The group identified the following alternative strategy candidates for consideration:

1. Eliminate the Reserve Police Officer Program
2. Expand the current Reserve Police Program
3. Develop an equitable pay structure for reserves
4. Increase level of responsibility for reserve officers
5. Decrease level of responsibility for reserve officers
6. Expand peace officer powers for reserve officers

7. Replace full-time officers with reserve officers
8. Eliminate full-time officers and utilize part-time reserves

The strategies were evaluated and discussed among the group members. The voting was based upon the following criteria:

1. Desirability short-term
2. Feasibility
3. Cost
4. Desirability long-term
5. Stakeholder support
6. Delivery of service

Each panelist was calibrated in terms of understanding the definitions for each of the voting criteria. Each strategy was rated independently on each of the six criterias listed above, the rating was based upon a numerical range of one to four, with four reflecting the high and one the low. The first Delphi panel vote narrowed the eight strategies to a final three. After a short discussion, the group conducted a second vote to rank the three final strategies. The group analyzed all three strategies in terms of "pro's" (favorable possibilities), "con's" (possible disadvantages), and identification of specific perceptions for of the each stakeholders.

The Delphi panel conducted a final vote to determine the adaptability of each alternative strategy. Each panelist was instructed to evaluate the stakeholder's and snaildarter's support rating for each of the final three alternative strategies. The panel used

a numeric rating scale of one to four, with four reflecting the high, and one the low (See Chart 3 for results). The results of this analysis follow Chart 3.

CHART 3

RATING OF ALTERNATIVE STRATEGIES

Stakeholders	Expand The Current Reserve Police Program	Increase The Level Of Responsibility For Reserve Officers	Elimination Of The Reserve Police Program
Citizens Of The Community	3	3	1
Chief Of Police	4	1	1
Business Community	3	3	1
City Manager	2	1	2
City Council	3	2	2
Full-time Peace Officer Assn.	1	1	4
Reserve Police Coordinator	4	3	1
Reserve Command Staff	4	4	1
Reserve Peace Officer Assn.	4	4	1
City Attorney	3	1	4
Legend: Support Rating 1 2 3 4 Low——High			

#1 SELECTION; EXPAND THE CURRENT RESERVE POLICE PROGRAM

The group indicated expanding the existing reserve police program would give the police department an opportunity to move ideas into the future. The strategy would impact hiring additional reserve police officers, expanding the current training program, and evaluating future needs of the reserve officers.

The group identified the "pros" as a chance to make additional officers available for patrol, which will have a positive impact on public safety within the community. There

will be also additional employment opportunities for newly trained applicants. By expanding the current program, there will be an opportunity to explore new and creative ideas. There will also be an ability to develop and institute a more structured training program which is specifically intended to address future issues of the reserve officers.

The group identified the "cons" as the need for additional funding associated with the cost of hiring new employees, purchasing additional safety equipment, and vehicle use expenses. Unfortunately, the general public may question the need for funding additional officers, which may prompt challenges regarding responsible government spending. Concerns by full-time officers that funding could be better spent in other areas. A substantial hiring campaign would result in new recruits and could place an undo burden on the field training officers program.

STAKEHOLDER PERCEPTIONS:

The Reserve Police Officers Association participating in the program would be in favor of increasing the size of the reserve officer program. This would give the reserve organization more influencing power in the police department decision making process. Thus, giving them a sense of belonging and increased ownership. The City Council and City Manager would have concerns over the allocation of additional funding. The city would be increasing the available police personnel to the public while decreasing the cost to the city. This increase in police personnel would enable the city to provide a larger variety of services to the community, which otherwise might not be funded. The Chief of Police and the Reserve Police Coordinator will monitor the hiring process and training standards. The increase will cause a burden on the department training officers in the field

training program. However, they may realize the increase in personnel might outweigh the cost of training. The snaildarter for this strategy would be the RMA, whose members would have concerns for additional liability and workmens compensation exposure. Though RMA holds little local interest; therefore, they could spoil the entire proposal.

#2 SELECTION; INCREASE THE LEVEL OF RESPONSIBILITY FOR RESERVE OFFICERS

The panel discussed this strategy in terms of addressing the level of responsibility a reserve currently holds. Instead of serving in a primarily back-up role, reserves with proper training foundations backgrounds can function with equal authority as full-time officers. Currently, only reserve officers who have completed the Basic Police Academy can hold "Designated Level 1" authority. The panel suggests a training program which would design an alternate training program to allow other reserve officers access to a designated level of authority.

The group identified the "**pros**" as the development of a more highly trained reserve officer who can set aside the "second rate" label often associated or perceived by the public.

The group identified the "**cons**" as a potentially high cost of obtaining the necessary training. However, most volunteers may be unwilling to dedicate enough time to complete the programs, since most volunteers have other primary careers.

STAKEHOLDER PERCEPTIONS:

The stakeholders were identified as the Reserve Police Officers Association and the Reserve Police Coordinator who would be challenged to address the training program

standards. The Police Coordinator would have concerns of developing a training program which would establish proper qualified training, but at the same time not create a burden on daily operations. The Chief of Police and the City Manager would determine which employees met standards. This would include finding which employee is capable of the task in order to minimize overspending. Another perception is that a reserve officer with responsibility would eventually desire full-time peace officer powers, such as a designated level I. This poses a great liability threat. The Reserve Command Staff will be required to ensure all reserve officers complete the appropriate training levels. The Command staff would need to monitor, constantly, training and develop appropriate methods of evaluation. The snaildarter would be POST, whose members might be concerned for the use of minimally trained reserve officers providing full-time officer duties.

#3 SELECTION; ELIMINATION OF THE RESERVE POLICE PROGRAM

The most controversial strategy discussed among the group was to eliminate all use of reserve police officers. There were mixed emotions about how such a decision might impact the entire community.

The group was unable to identify many "pros" but felt the most obvious was the cost savings to the budget. The elimination would reduce the vehicle use costs and maintenance of safety equipment. Liability and Workmens Compensation insurance would also result in a cost and exposure reduction.

The group identified a number of "cons". The most obvious was the reduction in the number of officers on the street, which could result in panic by the general public because of potential crime. Existing reserve officers would be unemployed and most likely

threaten court challenges. Full-time officers would be without extra personnel to assist them on patrol and special details such as the annual festival, sporting events, community events, and other large-crowd incidents.

STAKEHOLDER PERCEPTIONS:

Stakeholders would mainly be the Reserve Police Officers Association and the general public. The Reserve Police Officer Association would be furious over the disbandment and officers might consider appealing to the courts or even the general public. Appeals would be enacted, but the influencing power would not exist. The concerns for the general public would be a perception of the possibility of an increase in crimes and a reduction in response times for calls of service. The elimination of the reserve officers would cause a shortage in manpower. Special community projects would be in danger of being eliminated. The City Council would be joined by the City Manager in terms of being the decision making body who would be responsible for the strategy outcome. A large concern by the City Council and City Manager would be the potential for an increase in over-time costs from the full-time officers. The full-time officers would be forced to handle additional duties that the reserve officers were previously empowered to complete, most likely concerned with the lack of back-up officers. The snaildarter would be RMA since anticipation of legal action might force board members to become concerned about labor union action. Also making board members inform city officials regarding the possible outcome, which could cause a reversal in the decision.

IMPLEMENTATION PLAN

The implementation of the desired strategy is an important component to the plan's success. The implementation plan for expanding the current Reserve Police Officer Program must begin with the formation of a planning committee, consisting of members from the community, businesses, schools, churches, city council, city administration, existing reserve officer unit, and the police administration. With this committee, the members can ensure major components of the community have been represented during the developmental stages. This committee should also address the proposed implementation costs of the new program and should also research whether a possibility of community financial support exists to offset the cost to the city. The committee should also address a projected start date.

The second stage would require the police administration to have either an internal or external audit of the existing program, to determine any potential issues which need to be addressed by the planning committee. Ideally, an external audit would most likely support the best unbiased approach for gathering information.

The third state would address recruitment, hiring, and training of the new officers. These issues would be assigned a specific time line spread over a ten year period, which would allow for evaluation of the programs progress. The planning would also require a base line date where all new and existing reserve officers are brought to an equal level of training to ensure future consistency. The training plan should have "mini" internal audits set at specific junctures to evaluate the need for any training updates. The training components should be flexible enough to implement any new or future POST mandates.

The final requirement is to ensure there is successful communication between the officers and the administration. During periods of change all components must be moving together to reach a shared end. Police managers must continue to trouble-shoot and use vision while attempting to identify any potential problems throughout the implementation process.

SECTION SUMMARY

In many ways the law enforcement community fails to acknowledge the importance of volunteer programs until they are disbanded. At the beginning of this project the author only considered contemporary problems and issues. However, after examining all the benefits and concerns of a reserve police officer program, it is apparent such programs are an important part of effective law enforcement service. Before a law enforcement manager contemplates eliminating their reserve force, he/she should consider the value of volunteerism.

The Future Study and Strategic Plan has provided a vast amount of information. Identifying the stakeholders and snaildarters was useful in determining their potential influence on the change process. While the WOTS-UP analysis model was effective in providing potential internal or external impacts. The implementation plan clearly identifies how positive changes over time will only make volunteerism even stronger and more desirable. If government financial problems continue at the current pace, the future will hold difficult times in the public sector. Obviously, future managers must strategically plan for potential problems and utilize innovative vision in problem solving.

PART III TRANSITION MANAGEMENT PLAN

INTRODUCTION

During times of limited budget funding, small police departments search for alternative methods of providing additional police officers for the street. Unfortunately, without available funding sources, the use of volunteers is often the only solution. The use of reserve police officers has become a viable manpower option in assisting small communities in the fight against crime. However, with limited resources it can become increasingly difficult to manage small town reserve police programs. The delphi process in the previous section identified a need to expand the Hughson Police Department Reserve Unit. The panel indicated the expansion process could be best accomplished by gaining positive support within the community. With a strategic plan identified, the implementation process should begin. The Transition Management Plan will identify the process which will carry the selected strategy into the future.

The object of transition management is to ensure a bridging from the present to the future. Bringing about change can become a complex and demanding process. In small communities such as Hughson, the project manager must be prepared to acknowledge the need for, and exercise flexibility in, addressing deep rooted traditional norms and values. Futuristic vision, creativity, and flexibility are important ingredients in comprising the most effective support strategy. According to Reuben Harris, Command College Instructor: "Change management is not a neat, sequential process. The initial tasks of defining the future state and assessing present conditions demand simultaneous attention."²⁵ The

importance of a smooth transition process can be the determining factor for success. Effective management of the proposed change can be accomplished through the development of a team concept. The process must be carefully organized and begin with identifying clearly stated goals and objectives of the critical mass.

This plan could be best illustrated by a potential scenario depicting a small town reserve police program in the City of Hughson, California. Even though the community of Hughson desires a crime free environment which will foster a positive quality of life, recent increases in criminal activity in the downtown area have residents and business owners concerned about public safety. Hughson residents and business owners requested the City Council eliminate the criminal activity. The Hughson City Council is concerned that the current fiscal situation will not provide for hiring additional full-time officers. The City Council is aware the community has become extremely reliant on the utilization of the reserve police officers to augment the full-time police officers. The City Council directs the City Manager to increase the size of the Hughson Reserve Police Program.

The City Manager called for a meeting with the Chief of Police and informs him of the current situation. The City Manager indicates he was concerned about the additional costs of hiring more reserve police officers. The Chief of Police was concerned the acquisition of additional reserve police officers will impact the agency as follows:

1. the deployment of additional officers to the patrol force.
2. an increased burden on the Field Training Program.
3. a need to allocate additional funding for hiring volunteer employees.
4. a need for increased funding for additional safety equipment.

The Chief of Police was concerned that not only the hiring of additional personnel would be an issue, but also the replacement of existing officers who leave the department. Problems similar to those in the above scenario are most likely real life problems experienced by many small police departments.

The future scenario identified in the technical research focused on the expansion and management of a small town reserve police force by the year 2004. A small town police department desiring to make changes based upon the scenario would need to address the following areas:

1. The development of a more efficient management structure for the reserve police program.
2. The development of more structured reserve officer training requirements.
3. The allocation of additional funding for the reserve officer program.

The research identified a number of trends and events which has a potential influence on the future. However, without an effective management structure, reserve officer programs can result in an increased risk of liability exposure to the city. The futures research predicted the California Peace Officers Standards and Training (POST) would require the completion of the POST Basic Academy for Reserve Level I certification. Emphasis must be placed on developing proactive strategies in the delivery of future training. Futuristic training programs will require the use of "self-train" or a "menu" style of training. Utilization of individual training programs will also assist the reserve police officers in meeting POST mandated training requirements. The implementation of the desired changes will be addressed in the Strategic Plan Summary.

STRATEGIC PLAN SUMMARY

During the strategic plan it was proposed the Hughson Police Department expand the existing Reserve Police Force. The desired change would be accomplished through a series of staff recommendations and meetings. Expanding the existing reserve police force would have a significant impact on the entire Hughson Police Department. The change process must consider a number of internal issues such as ensuring the expansion of the reserve program does not threaten the importance of the full-time police force and establishing a structured reserve police management core to accommodate the increased number of new officers. The external impacts of providing additional reserve police officers are as follows: increased police presence within the community, quicker response times for the needs of the public, and increased public support through utilization of volunteer services.

As illustrated in the strategic plan, agency specific training, and future POST training requirements would require careful consideration toward the program design and maintenance. POST is currently preparing to re-evaluate and implement new minimum training requirements for reserve police officers. The outcome of the POST report will certainly dictate the future training requirements for specific types of reserve police officer activities. During the development of the strategic plan, the delphi process selected three alternative strategies for the Hughson Police Department. Expanding the current reserve police program was selected as the most desired candidate for change.

To bring about change effectively, the program must be capable of drawing out appropriate levels of support. Thus, the change process requires the information of a well

designed strategic plan. The implementation process of the strategic plan is designed in four specific stages, which are as follows:

FORMATION OF A PLANNING COMMITTEE

Stage 1 The formation of a planning committee, which consists of members from the community, such as: concerned citizens, business owners, schools, churches, city council members, city administration, current reserve police unit, and the police administration.

AUDIT OF THE EXISTING RESERVE POLICE PROGRAM

Stage 2 The police administration would require an internal and external audit of the existing reserve police program. While the internal audit provides a much better exercise for the administration, the external audit provides the most unbiased analysis.

TRANSITION PLAN FOR THE RECRUITMENT, HIRING, AND TRAINING OF THE NEW OFFICERS

Stage 3 There would be required time lines to ensure a smooth transition between the recruitment, hiring, and training of the new officers. A flexible training program will allow for consistency between new and existing officers.

OPEN LINES OF COMMUNICATION

Stage 4 Throughout the entire change process it is imperative to ensure proper lines of communication exist between the administration and the line officers. Bottom-to-top feedback is important for the administration to effectively trouble-shoot for problem areas.

IDENTIFICATION OF KEY PLAYERS

The expansion of the Hughson Police Reserve Officer Program will undoubtedly have a significant impact on the community. The mission of the Hughson Reserve Police Officer Program is to ensure a high quality of life for those who visit, work and live in the City of Hughson. Considering the general public's concern for expanding efforts to reduce criminal activity, there is often support for programs which result in increasing public safety services. However, should the program have an uncertain level of community support, there could certainly be a higher risk of failure.

The stakeholders are important participants for change, but change requires strong support by identifying those individuals or groups who hold the ability to carry the majority support of the community. This specific group is described as the "critical mass", which is a smaller group compared to the list of stakeholders. Although smaller in size, if the critical mass does not support the intended change, there will exist a higher risk of failure. The individuals selected must be able to use their influence to move the stakeholders and other community leaders into a level of support for the change process. Members of the critical mass can hold formal influence in terms of organizational decision making. They can also hold influence through authority given to them by a group or an organization. To bring about the implementation of the strategic plan, there must be a solid foundation of support. The following individuals have been identified as the critical mass:

1. Troy Presley, City Manager
2. Lenox Etherington, Chief of Police
3. Jim Sexton, Mayor of Hughson

4. Kenneth Keyes, President, Hughson Police Officer Association
5. Pat Gardner, Reserve Lieutenant, Reserve Officer Command Staff
6. Thomas Crowder, City Council Member, Downtown Business
Community Representative

Once the critical mass has been identified it is important to identify each individual members current level of commitment. With the use of commitment planning, the author can identify the members various commitment levels and identify any desired shifting. Once the level of commitment is identified for each member, there must be a determination made of whether or not there is a need to shift the members commitment level to another point. The amount of shifting in the commitment level will be determined by the members importance to the change process. The use of a Commitment Planning Chart is a tool used for categorizing the commitment of the critical mass members. Each member is rated at their **current state of commitment** and his **desired state of commitment**, indicating the minimum level of support necessary to assist the change process. Each member will be categorized in one of four following areas:

1. Block Change
2. Let Change Happen
3. Help Change Happen
4. Make Change Happen

There must exist an assumption there will eventually be some form of resistance to the proposed change. Those who fall into the block change category should not immediately be targeted as a change opponent and then forcibly shifted to the other

extreme of make change happen. Instead, those identified as possible resistors need only be neutralized by moving them into the let change happen category. By eliminating or minimizing the observed opposition, those in the help or make change happen category can continue to build support for the strategic plan. The following Commitment Planning Chart (Chart 4) indicates the results of the critical mass members:

CHART 4
COMMITMENT PLANNING CHART

Critical Mass Member	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Troy Presley	X———	———O		
Chief Etherington			X———	———O
Mayor Sexton		X———	———O	
Kenneth Keyes		X———	———O	
Pat Gardner			X———	———O
Thomas Crowder			X———	———O
	X = Present Position		O = Desired Position	

After reviewing the Commitment Planning Chart, it is necessary to identify the desired strategy for shifting the commitment level for any given critical mass member. Each critical mass member will be analyzed regarding their commitment level utilizing the following criteria:

1. Current State of Commitment
2. Desired State of Commitment
3. Methodology for Change in Commitment Level

The following is a detailed analysis of each critical mass member.

Critical Mass Member:

Troy Presley, City Manager, City of Hughson

Current State of Commitment:

Mr. Presley has a strong commitment to the City of Hughson. However, he is conservative in fiscal allocation. Considering the current shortage in general fund revenues, he would question the necessity of increasing the fiscal resources for additional reserve police personnel. For this reason, Mr. Presley would be in the "block change" category.

Desired State of Commitment:

As City Manager, Mr. Presley holds the financial controls of the City budget. In order to obtain the necessary funding to implement the strategic plan, it will be imperative to have Mr. Presley in the "let change happen" category. The "let change happen" position will effectively neutralize any opposition or blockage of the strategic plan. Mr. Presley has empowered Chief Lenox Etherington to manage all reserve police operations; thus, his neutral position would not jeopardize the proposed plan.

Methodology for Change in Commitment Level:

Mr. Presley has always been a strong supporter of programs which enhance the fight against criminal activity. However, if these programs result in a need for additional costs, he is often reluctant to immediately commit his support. Thus, individuals in need of acquiring his support must clearly identify the problem and be prepared to present an efficient intervention proposal. Mr. Presley's support can be obtained by achieving a

balancing point between the public cost and the overall public benefit. Mr. Presley would need to be convinced the allocation of additional reserve police officers would enhance public safety efforts because local crime statistic levels are a strong indicator of efficient government management. Members of the critical mass, such as the Chief of Police and Mayor Sexton would have best access to convince Mr. Presley of the necessity to just let the change happen.

Critical Mass Member:

Lenox Etherington, Chief of Police, City of Hughson

Current State of Commitment:

Chief Etherington is strongly committed toward developing the most efficient public safety environment for the City of Hughson. The current allocation of reserve police officers will meet the minimum enforcement levels necessary at this time. However, future growth within the city will create a serious burden on the existing police department. The need for additional personnel will put Chief Etherington in the "help change happen" category.

Desired State of Commitment:

As the Chief of Police for the past thirteen years, Chief Etherington has developed an uncanny sense for assessing the levels of support of the community toward public safety. Chief Etherington has developed reliable relationships with leaders from other community-based organizations. As a critical mass member, it is imperative to utilize his political influence within the community to enlist support. Mayor Sexton and Councilman

Crowder have the access to motivate Chief Etherington to shift to a "make change happen" position.

Methodology for Change in Commitment Level:

As Chief of Police, Chief Etherington will have the most to gain from the proposed change. The Chief of Police will assume the position of Chief Executive, because his support will hold the highest level of influence of the stakeholders, snaildarters, and the critical mass. Recent public concern regarding criminal activity in the downtown area has resulted in community members requesting increased police visibility. Current fiscal stability of the City of Hughson will not allow for hiring additional full-time police officers at this time. Thus, the hiring of additional non-paid reserve police officers is the only effective solution to the downtown problems. With the success of the strategic plan, the downtown problems can be resolved, and build confidence in the Chief's managerial skills and the overall efficiency of the police department may occur.

Critical Mass Member:

Jim Sexton, Mayor, City of Hughson

Current State of Commitment:

Mayor Sexton is in the "let change happen" category and is a strong supporter of proactive law enforcement. However, initially he would be reluctant to make a complete commitment until he was better informed of the potential impact on the community.

Desired State of Commitment:

Mayor Sexton's support is important to the success of the strategic plan. Mayor Sexton must realize that for the Hughson Police Department to continue to maintain the

current crime level, additional reserve police officers will be necessary. Mayor Sexton has expressed a supportive attitude toward an increase in the reserve police program. With Mayor Sexton in a "Help Change Happen" category, he will have influence toward obtaining support of other critical mass members.

Methodology for Change in Commitment Level:

Mayor Sexton obtained office as the elected Mayor of Hughson rather than appointment through City Council action, which requires him to be cognizant of the political atmosphere within the community. Mayor Sexton is aware that increased patrol visibility has a direct impact toward decreasing criminal activity. Thus, participation at the help change happen will provide him positive media exposure, which should increase his popularity within the community. Local politicians often strive for recognition for facilitating community based programs which enhance the overall quality of life in their jurisdictions. Mayor Sexton will realize the importance of these political opportunities. Mayor Sexton will be influenced to the help change happen position by his constituents in the community. Mayor Sexton will also have the influence power over the City Attorney, City Manager, and Chief of Police.

Critical Mass Member:

Sergeant Kenneth Keyes, President, Hughson Police Officers Association.

Current State of Commitment:

Sergeant Keyes is currently in the "let change happen" category. Although his position is neutral at this time, the Hughson Police Officers Association would not present any opposition to the strategic plan. The position of the Hughson Police Officers

Association would be to hire additional full-time police officers, rather than hiring any additional reserve police officers.

Desired State of Commitment:

Sergeant Keyes not only holds the support of the Hughson Police Officers Association, but also carries the support of the Hughson Reserve Police Officers Association. With the ability of carrying the potential support of the entire police workforce, Sergeant Keyes' support is imperative toward bringing about change. Sergeant Keyes must be shifted to the "help change happen" position.

Methodology for Change in Commitment Level:

To ensure Sergeant Keyes' desire to help bring about change, he must be made aware of the potential rewards for the associations support. For instance, additional reserve police officers will allow for an increase of available back-up officers to the current patrol force. Supporting augmentation of the full-time officers with reserve police officers will be seen by the City Manager as a participatory role in attempting to help reduce personnel costs. This could result in a stronger bargaining position during annual negotiations. Sergeant Keyes respects Chief Etherington's position on the use of police volunteers, and realizes the importance of the reserves to the Hughson community. Chief Etherington's influence will help shift Sergeant Keyes to the help change happen position.

Critical Mass Member:

Pat Gardner, Reserve Lieutenant, Hughson Police Department

Current State of Commitment:

Reserve Lieutenant Gardner is currently in the "help change happen" category.

Reserve Lieutenant Gardner represents the Hughson Police Department Reserve Officers Command Staff. He has expressed the willingness to assist in implementing the strategic plan. Increasing the size of the Hughson Police Reserve Force will result in additional confidence in the existing program. However, Reserve Lieutenant Gardner has some concern with the added officers placing additional management responsibilities on the command staff.

Desired State of Commitment:

Reserve Lieutenant Gardner, along with the entire Hughson Police Reserve Command Staff, must be motivated to increase their support from the "help change happen" to the "make change happen" position. The reserve command staff must be willing to take a proactive approach in assisting efforts to ensure success of the strategic plan. Reserve Lieutenant Gardner holds informal influential power with Councilman Crowder and Sergeant Keyes. His support in the "make change happen" would increase the chances of success.

Methodology for Change in Commitment Level:

Bringing Reserve Lieutenant Gardner into the "make change happen" category requires an understanding of what motivates an individual to volunteer his/her time as a reserve command staff members. These reserve officers have no interest in pursuing a full-time career in law enforcement. However, as reserve police officers they can fulfill their internal desires of enjoying the prestige of serving as a law enforcement supervisor. As the Hughson Police Reserve Program increases in size, there will also be a greater need

for reserve management personnel. Reserve Lieutenant Gardner will also be able to influence the support of the Hughson Reserve Police Officers Association.

Critical Mass Member:

Thomas Crowder, Business Owner, City Councilman, City of Hughson

Current State of Commitment:

Mr. Crowder is a Hughson business owner and a member of the Hughson City Council. Mr. Crowder has taken a position of taking whatever steps are necessary to enrich the quality of life in Hughson. Mr. Crowder has always provided a strong support for law enforcement and currently donates his entire earnings as a City Council member to the Hughson Police Department. Mr. Crowder is currently in the "help change happen" category.

Desired State of Commitment:

Considering the positions of Mr. Presley and Mayor Sexton, it would be imperative to have at least one council member in the "make change happen" category. Mr. Crowder is highly motivated toward participating in the implementation of progress which benefit the community and holds the necessary power to influence over a number of local businesses and organizations. By adopting a "make change happen" role, he will also have strong influence on Mr. Presley and Mayor Sexton.

Methodology for Change in Commitment Level:

Shifting Mr. Crowder's support from a "help" to a "make change happen" role must be accomplished by having Mayor Sexton convince him of the importance of his political influence power in the community. Mr. Crowder worries about the increasing threat of

criminal activity in the community and realizes the important role of the current reserve officer program. Mr. Crowder is public oriented and realizes his participation in the change process, and he desires to maintain our community as the safest city in Stanislaus County.

TRANSITION MANAGEMENT STRUCTURE

The management structure is significant in the change process, and equally important is the identification of an efficient management team. The organizational hierarchy will consist of a traditional vertical structure. This style is necessary with the Project Manager reporting directly to the Chief Executive. The Project Manager will be empowered to select and coordinate the Community Representatives, which will function as the strategic plan "work group". The Community Leaders will be found at the bottom of the structure and serve as an advisory component and liaison between the Community Representatives and the entire community. For this project it will be necessary to employ a four part management structure, consisting of the following components:

1. The Chief Executive
2. The Project Manager
3. Community Representatives
4. Community Leaders

Role of the Chief Executive:

Chief Etherington would be designated as the Chief Executive of this change model and would define what actions were necessary for the transition group to effectively bring about change. There will be direction given to identify the following past problems or

issues which led to the desired change, the current state of the issue, and necessary steps to achieve forward progress of the change. Chief Etherington has delegated his Lieutenant as the Project Manager, allowing the Chief of Police to serve as a buffer between the transition group and the City Manager.

Chief Etherington will require a monthly status report from the Lieutenant, who will identify the current progress and any surfacing obstacles. The Chief's office will require prior approval of all written correspondence to the public or outside of the transition team circle. Chief Etherington will continue to provide the necessary levels of support or influence toward any observed threats or opposition. Chief Etherington will require an agenda which outlines a clearly stated and a well-thought out methodology for bringing about change. Once the implementation process is complete, Chief Etherington will join the transition group for a structured evaluation meeting. During the evaluation meeting, the program will be critiqued in order to identify any lessons learned or observations which will assist future strategic planning.

Role of the Project Manager:

The Project Manager must be an individual capable of carrying out the strategic plan with little or no supervision. The person chosen must be well informed in the delivery of reserve police officer services. With the ability to anticipate unforeseen obstacles, he or she must also be an effective negotiator and capable of anticipating any change resistance. The Project Manager must initiate the change process as follows: opening lines of communication, networking community groups, analyzing political influence,

community support, shared past experience, and facilitating change through group dynamics.

Chief Etherington has chosen the department's only full-time Lieutenant, currently the Reserve Police Officer Program Coordinator, who has served in that capacity for the last eight years. He was instrumental in building the existing reserve program from three officers in 1984 to the present 12. The Lieutenant has served as a part-time instructor and Assistant Program Coordinator of reserve officer training classes at the Regional Law Enforcement Training Center. The Lieutenant also serves on the City of Hughson Planning Commission. The Lieutenant was not selected as a critical mass member because the Chief of Police already carries his support for the strategic plan. The Lieutenant has been directed by the Chief of Police to approach, aggressively, the implementation of the strategic plan.

Role of the Community Work Group:

The community representatives would include members from the stakeholder, critical mass members, and key members of the community. The group would be responsible for specific tasks assigned by the Project Manager. The members will serve as the work group and will be focused toward ensuring success of the strategic plan. The group would consist of no more than ten members, so the group doesn't become unmanageable. Community Representatives would be responsible for assisting the project manager in organizing informational presentations and community meetings. The work group members would assist in the dissemination of information in such a way to maximize the use of community leaders in obtaining support for the strategic plan.

Role of the Community Leaders:

There will exist a need for creating an informational gathering group for assessing the needs of the overall community. Members would be selected from the business community, schools, churches, citizen groups and any other local organizations with the desire to participate in the change process. Community Leaders are those who have the ability of representing the support of community groups or organizations, and are intended to deliver their particular constituencies support of the strategic plan. In conjunction with the community work group, Community Leaders would enhance the awareness of the public and work to deliver the support of the majority of the community. The Community Leaders would serve as the communication component between the community work group and the general public.

The first step in the development of group cooperation is to identify those members best qualified to carry out specific tasks. Completing a Responsibility Chart would determine each member's responsibility, which would be helpful in eliminating wasted energy, overlapping tasks, and unrealistic assignments. Once the process is complete, each member will have thorough understanding and appreciation of each individual's responsibility. The use of a responsibility chart could be extremely helpful if a group member left the group, the project manager could select a new member within the group that has a similar responsibility. If the replacement member were to be selected from outside the existing group, the description of the job assignment would help identify the best candidate (Chart 5).

CHART 5

RESPONSIBILITY CHARTING

Actors Responsibility	#1	#2	#3	#4	#5	#6	#7	#8	#9
Media Releases	A	R	I	I	-	I	S	S	-
Computer Bulletin Board	S	A	R	S	-	S	S	S	-
Town Meetings	S	S	S	R	I	S	S	S	I
Develop Training Programs	A	A	-	-	R	S	-	-	S
Community Surveys	I	A	R	S	-	I	S	S	-
Evaluate Crime Statistics	S	R	-	-	S	S	-	-	S
Plan Evaluation	A	R	S	S	S	S	S	S	S
Funding Allocation	R	S	I	I	-	A	A	A	-
Team Building Exercises	S	R	S	S	S	S	S	S	S
Set Goals / Objectives	I	S	R	S	S	S	S	S	S

R = Responsible A = Approval S = Support I = Inform - = Irrelevant

#1 = Chief Executive

#2 = Project Manager

#3 = Community Work Group

#4 = Community Leader Work Group

#5 = Reserve Lieutenant Gardner, Reserve Staff

#6 = City Manager

#7 = Mayor Sexton

#8 = Thomas Crowder, Businessman

#9 = Kenneth Keyes, Hughson Police Officers Association

Understandably, proper management structure is essential to the transition development of an effective strategy for change. Effective leadership will allow the strategic plan to flow smoothly and lead to the ability to recognize obstacles at the earliest stages. The individual members must understand the necessity for a shared vision of a positive future state.

TECHNOLOGIES AND TECHNIQUES TO SUPPORT THE CHANGE PROCESS:

To this point the author has identified what issues are involved in bringing about the

desired change. The author has identified the management component and what is necessary to enlist support for the strategic plan. However, the author must identify the techniques and technologies necessary to effectively assist the transition process. The change in technologies must not only consider the immediate concerns, but also span the entire duration of the change process.

The technologies necessary to bring about change will need to take a dual role, which will require internal and external methods. The internal methods would be directed toward training and recruitment strategies. The external methods would concentrate on identifying ways to assist the community work group and natural leaders with the change process.

Internal Technologies

These technologies are necessary to prepare the organization to administer the change process effectively. With the need for increased personnel there will obviously be a drain on the organization's field training officers and recruitment staff. The following methods will assist the field training officers and Reserve Command Staff with carrying out the change process:

Interactive Video Training:

Interactive video training will help reduce the impact on the training officers through self-train methods. The development of an interactive video program with field training scenario's would help training officers assess deficient areas.

Satellite Training Programs:

Satellite training has provided training officers with an additional resource for

increasing officers knowledge. The satellite broadcasts allow the departments to record programs and use them on upcoming training dates.

Organizational Change Strategy Meeting, Team Building Exercise:

Facilitated by the Project Manager, this meeting will calibrate the entire organization and ensure all change agents are working together. The organization members must understand the importance of developing a joint vision of success toward the strategic plan. With this meeting, questions could be answered and given an opportunity to identify any potential obstacles within the agency. Staff members should also prepare the agency for the initiation of internal and external audits.

External Technologies:

These technologies are necessary tools to provide solid lines of communication between the community and the work groups. The Project Manager will need a constant flow of feedback to assess, successfully, the stability of the change process. The following methods would be an effective approach:

Media:

The media, by local broadcasting channels and newspaper releases, could inform the public of the change process. The local cable broadcasting company in Hughson has given the citizens a community bulletin board channel. The community work group can post current progress levels and upcoming meetings. The police department can also provide live community awareness programs. Continued press releases will enable the change progress and needed support to remain fresh in the community's mind.

Computer Based Programs:

The use of a computer bulletin board or "E Mail" could not only allow the work groups to communicate, but also allow the community to access current data. There are a number of other computer programs which would allow the community work group and the natural leaders to exchange information without in-person meetings.

Tele-conferencing:

Tele-conferencing among work groups involve the entire body without disrupting the member's daily activities. This procedure could relieve serious time constraints resulting in the resignation of work group members.

Town Meeting:

Town meetings will allow a forum for community members to participate in the change process. The Project Manager and work groups can open lines of communications for citizen input and feedback.

Community Surveys:

The community work groups will distribute surveys to assess the communities support. The information will assist the work groups in determining the appropriate direction of the change efforts. The survey could result in feedback indicating community support or possibly identify additional concerns within the community.

Sample Population Surveys:

A randomly selected sample of the originally surveyed population must be re-surveyed at specific time lines , which will allow for an accurate assessment of the

change progress. The sample survey results will provide the work groups with necessary feedback for program evaluation.

Evaluation of Local Crime Statistics:

An effective way of determining whether the additional reserve police officers are having an impact is to evaluate the monthly and annual crime statistics. The crime statistics can be compared with the hourly distribution of reserve police manpower. By using a quantitative analysis formula, work group members will be able to determine whether the two areas show a statistical correlation. The statistical data would be acquired and distributed by the Project Manager.

Plan Evaluation:

Once the plan is implemented the community work group must design a method of program evaluation. The evaluation tool must not only evaluate past and present time, but also continue over time to trouble-shoot effectively any future problems.

TRANSITION MANAGEMENT OUTLINE

Year 1:

- Month 1: A. City Manager announces the Chief of Police as
 the Chief Executive.
- Month 2: A. Chief of Police announces the police Lieutenant
 as the Project Manager.
- B. Project Manager solicits and identifies the community
 representatives (work group).

- C. Chief Executive and Project Manager have initial meeting with the community work group.

Month 3: A. Team building exercise with the Project Manager and the community work group, to identify the goals and objectives of the transition process. Establish a plan with rules and procedures, a responsibility chart and a clearly designed transition outline.

- B. Project Manager initiates an internal audit of reserve police program.

Month 4: A. Project Manager initiates an external audit of the reserve program.

Month 6: A. Project Manager is presented final reports on the internal and external audits.

- B. Project Manager calls meeting with Community work group and evaluates audit information.

- C. Community survey is mailed to the public.

- D. Project Manager initiates an organizational change strategy meeting, team building exercise with the entire Hughson Police Department, to develop a plan for implementing the change.

Month 10: A. Project Manager receives final report on the community survey.

- B. Project Manager and community work group select the Community Leaders work group.
- C. Reserve Lieutenant Gardner begins implementation of the Interactive Video and Satellite Training Programs.

Month 12: A. Annual evaluation meeting with a progress report to the Chief Executive.

B. Evaluate annual crime statistics.

Year 2:

Month 1: A. Initiate a media blitz of the strategic plan within the community. Utilization of the newspapers and local cable bulletin board.

B. Open access to the computer based community bulletin board.

Month 5: A. Project Manager and Hughson Police Reserve Command Staff design new management structure.

Month 9: A. Chief Executive meets with all change personnel to determine current progress status and answer any questions regarding the change process.

Month 11: A. Change methodology is finished and draft report completed.

B. Sample population survey mailed out.

Month 12: A. Annual evaluation meeting.

B. Evaluate annual crime statistics.

Year 3:

- Month 2: A. Sample population surveys analyzed by community work group to assess the level of support.
- Month 6: A. Final draft report given to Chief Executive.
- Month 7: A. Chief Executive meets with the work group and instructs them to begin hiring the new officers.
- Month 9: A. Hughson Police Department begins recruitment and selection process of additional officers.
- Month 12: A. Annual evaluation meeting.
B. Evaluate annual crime statistics.

Year 4:

- Month 3: A. Additional reserve police officers are hired and begin Field Training Program.
- Month 9: A. Sample population survey mailed out.
- Month 12: A. Project Manager meets with work groups to evaluate results of the sample population survey.

The annual evaluations will continue until the year 2004 to assess the need for any future changes in the utilization of the reserve police officers.

EVALUATION AND FEEDBACK

By incorporating the change process, there will be a number of unanticipated obstacles and problems which may occur after the implementation process. Law

enforcement managers must also acquire critical thinking skills to identify possible solutions. The author conducted the following analysis:

Problem: A sudden unanticipated turnover in the full-time police force or replacement of current reserve police officers occurs. The replacement hiring depletes the revenue available for hiring the additional officers.

Possible Solution: Approach the potential reserve officer candidates and inform them the city is unable to fund any new positions and give them the option of remaining on the hiring list, or funding their own hiring expenses. The reason for seeking employment will obviously be the determining factor in their decision. Someone pursuing a hobby would be more reluctant to pay than someone seeking job experience.

Problem: A critical mass member or stakeholder suddenly changes direction and assumes a resistance stand in the later stages of the change process.

Possible Solution: The project manager must re-evaluate the issues which may have impacted the individuals sudden change and make every effort to repair the problem before further damage occurs to others. It may be necessary to find other alternative ways to influence a resistor and draw him or her back into the support position, or at least neutralize his or her opposition.

Problem: The community work group and community leaders work group begin to experience internal friction and competing interests. The existing problems are beginning to effect other groups and becomes disruptive to the entire change environment.

Possible Solution: Bring the group members back into a team building exercise and re-establish an enthusiastic attitude about the desired change. Suggest the programs success is dependent upon their shared participation toward achieving the desired goals and objectives, of bringing about change.

SECTION SUMMARY

Causing change can become an extremely difficult process. The change agent must be dedicated to ensuring a successful transition process. Identifying key players and their level of commitment is necessary to lay out an effective change plan. Increasing the size of an organization does not only effect the fiscal resources, but can also increase the demands on the personnel involved. The use of a vertical management structure was necessary to identify clearly who held the decision making authority and responsibility for the project. Coordinating the work groups and the technological resources into a single working unit was important for the project manager. A solid management structure can build enthusiasm and confidence in the participants involved in the change process.

The commitment planning chart is an essential component in identifying the various support levels of the critical mass. The recognition of Troy Presley's possible "block

change" position can be critical to the change process. The transition process was successful in identifying individual tasks through the responsibility chart. Coordination of work group activities allows the project manager to assign one group, or individual, accountability and reduce the amount overlapping work. The transition plan should effectively move the change process into the future, and allow for the fewest set backs. Unforeseen obstacles and problems will arise as the process continues, however, project evaluation and feedback will help increase the opportunity for success.

CONCLUSION

As small communities struggle with economic shortfalls, law enforcement managers will search for alternative personnel resources. The use of reserve police officers and volunteer police employees is an extremely efficient method of obtaining augmentation for the full-time personnel. However, the recruitment and maintenance of volunteer employees are much different from full-time personnel and require a clear understanding of the physiological desires that motivate the individual to become a reserve police officer. The volunteer employee is often in search of achieving self-fulfillment of his/her desire to be a police officer, however, many times they fail to recognize the physical and mental demands. As a reserve police officer, the employment risks often run high, and they seldom receive the rewards. Most reserve police officers have had a sincere desire to serve as a public officer, but he has chosen not to seek employment in a full-time capacity.

POST conducted a "Reserve Officer Utilization Survey," dated January 1995. POST mailed the survey to 314 police agencies and they returned 209 surveys. Of the small agencies, 196 had a "Reserve Officer Program" and accounted for 2,242 reserve police officers. The small agencies, which had disbanded a reserve program, wrote comments such as, "Lack of candidate interest," "More of a burden than a benefit," and "Training requirements exceed resources." These comments have all been addressed in this paper and obviously have been factors to other police agencies. The survey also found only 42.5% of the small agency reserve units had any rank structure, compared with 83.3% in large agencies. The survey also found 173 of the 196 reserve units belong to a

labor or law enforcement association.²⁶ The POST survey was a helpful measure of the author's necessity for future research. The Nominal Group Technique (NGT) panel was successful in forecasting emerging issues for reserve officers. They sent the POST Survey out in April 1994. The NGT meeting was conducted on April 6, 1994. Agencies in 1995 received the POST Survey, one year after the NGT panel made their forecasts. The panel participants were extremely helpful in developing a futurist prospective. The panel's objective was to give the author the most realistic list of concerns relating to volunteerism, as it is associated to a police reserve unit. The POST Survey corroborated the panel's accuracy.

As the law enforcement community analyzes future ideas of volunteerism, small police agencies must remain focused toward accomplishing future tasks. Expanding a police reserve program cannot only become a fiscal issue, but quickly become a political problem. Politicians are generally in favor of programs that increase public safety, but can quickly change if the program becomes a burden on the general fund. The strategic plan was effective in identifying the stakeholders and the snaildarters who would hold the greatest influence for expanding the Hughson Police Reserve Unit. The transition plan was successful in providing a path from today to the future. Law enforcement managers can be successful if they adhere to a coordinated change process and develop the necessary commitment and support levels from the community. The transition process was important in creating an environment for accepting the proposed change. Change often causes conflict and can become a negative situation for those who prefer the status-quo. One objective of the Transition Plan was to bring the change resistors into a supportive role, or

at least a neutral position. Overall, this proposal met those desired goals and objectives. This Independent Study Project was successful in identifying, developing, and answering the issue statement and sub-issues. A summary analysis is as follows:

ISSUE STATEMENT:

What role will reserve police officers have in small police agencies by the year 2004?

With the results of this research process, there exists a continued need for reserve police officers. Small police agencies will continue to struggle for fiscal revenue to provide police services to the public. The most significant role-change identified was the forecasted involvement in community-based policing programs. The reserve police officer role will become more intensified as the profession standards increase. Thus, future reserve officers will most likely expand their daily delivery of public service. Small police agencies are often found in communities with the "All American" home-town environment. However, as growth patterns begin to infringe upon the "smallness" of the community, citizens will begin to demand additional police services. Small police agencies with reserve police programs will require the flexibility to meet the demands of the future growth. However, the traditional "back-up officer" role the reserve police officer used to portray will certainly become a concept of the past. The "new" reserve police officer will be a more professional, technologically trained, and academically prepared. Thus, the role change should also result in a higher level of respect for the future reserve police officer by the full-time police officers. With the community services orientation of

future reserve police officers, full-time police officers will be able to concentrate on more patrol specific problems within the community.

What impact will future training requirements for POST certification have on reserve police officers?

The NGT panel identified one trend and two events which actually happened. The NGT panel forecasted "Level of Training" would become an emerging trend. Although the panel only forecasted a moderate growth, the trend has become an emerging issue in the law enforcement community. The panel also forecasted two events: "POST requires academy for reserves" and "Increase in training requirements". Senate Bill 1874 was put into effect January 1, 1995. The bill requires all Reserve Level 1 officers appointed after January 1, 1997 to complete a POST Basic Academy, and all Reserve Level 1 officers, regardless of rank, complete Continued Professional Training (CPT). The NGT panel forecasted the basic academy requirement has a 78% probability of occurrence by the year 2004. The panel also forecasted POST would require an increase in Continued Professional Training by the year 1997 and had an 83% probability of occurrence by the year 2004. According to the POST survey, Reserve Officer Utilization Survey, 150 small police agencies recommended a "bridging course", which is a transition course between POST Reserve Training (Module A, B, and C) and the Basic Academy. This will allow Reserve Level 1 officers to complete the missing curriculum in a shorter time period, versus attending a full Basic Police Academy. The POST survey also indicated 83.16% of the small agencies stated there should be a CPT training requirement for reserve officers.²⁷

The results of the survey certainly support the finding of the Independent Study Project, specifically, the Future Study section.

***What strategies will future law enforcement managers use
to increase the size of their reserve police officer
program?***

The research identified the expansion of an existing reserve police officer program as the selected alternative strategy from the strategic plan. As mentioned earlier, concerns for alternative personnel resources will require the increased use of volunteers. However, for allocation of local government funding, police managers must be prepared to gather proper levels of support. The development of a community planning committee is an excellent opportunity to allow others to assist in gaining public approval. In times of economic unrest, community support is often difficult to predict, especially when the allocation of additional funding is required. However, with the process outlined in the strategic plan, a law enforcement manager can methodically obtain the necessary support for the desired change. The expansion of the reserve program will allow agencies to implement reserve-based organizational development programs. The future reserve organization should seriously participate in team building workshops, which will allow them to plan effectively for future organizational growth.

***What methods will law enforcement managers use to
retain police volunteers in the future?***

The retention of future reserve officers will undoubtedly depend upon how managers organize their volunteer programs. The law enforcement managers must focus on what

drives individuals to volunteer their services to law enforcement agencies and then build upon that foundation. The Fair Labor Standards Act (FLSA) somewhat restricts the ability for small police agencies to compensate reserve officers through monetary means. However, as indicated in this study, the use of multiple reserve officer designations allows the agency to continue to enjoy the flexibility of "paid" and "volunteer" reserve police officers.

The future law enforcement manager must not become satisfied, but continue to search for other alternatives to motivate their reserve officer's interest in the department. The simple empowerment of the reserve officers to become responsible for a particular community-based program may be enough. One of the most efficient methods to utilize reserve officers in small police agencies is to allow them to coordinate community-based programs, such as: DARE, Neighborhood Watch, Vehicle Abatement, and Animal Control. Thus, allowing full-time officers to focus on other patrol related problems. By increasing the number of reserve officers, the agency can gain the necessary flexibility to provide additional police services.

Effective retention of personnel may only require focusing on humanistic styles of management and allowing the employees to participate in the organization's decision making. By allowing the reserve officers to manage their own organization, they can hold a sense of responsibility for the programs future performance. Pre-payment of hiring costs can also be an effective tool for the retention of reserves; however, it can also become a recruitment barrier. Not all methods will be perfect, but creative managers must be willing to make an attempt.

RECOMMENDATIONS FOR ACTION, AND FUTURE PROSPECTIVE

To understand present time and future vision, it must be known what the past held. In April 1986, James Kennedy completed a Command College independent study project titled, "The Future of Police Reserve Programs in California Year 2000". In his strategic plan, Kennedy made a recommendation that reserve officer supervisory positions should be kept to a minimum, and POST standards are here to stay.²⁸ Unfortunately, both of Kennedy's observations have become emerging issues effecting reserve officers in only eight years. Because of the changing environment relating to volunteers, future managers will need to plan carefully for the future.

The training requirements, which Kennedy thought would never change, have taken a major change in direction. POST is actively addressing current and future reserve training requirements. The new training requirements have already extended beyond the delivery of reserve training and have begun to address the reserve officer legal structure and authority. The expansion of an existing reserve program will impact the future role of a reserve officer by placing an emphasis on new training requirements, and the retention of current reserve officers. There will exist a need for law enforcement managers to concentrate on funding options. The State Legislature must be lobbied in order to allocate state funding relief for the training requirements associated with SB1874. Without the necessary fiscal reimbursement, many small police agencies will be unable to provide the training. Thus, some agencies may not have the personnel to continue providing additional community based programs.

As suggested in the scenario supplement, the future strength and existence of reserve officer programs will depend upon the creativity of future managers. The future change process must start with a sound foundation. The future should allow for multiple agency recruitment fairs, which will include the pre-payment of the applicant's hiring expenses. Once a list of training candidates are identified, each person is given a training date, and the training is conducted through a joint powers regional reserve training cooperative. The agencies sponsoring the applicants will participate in the training delivery regardless of the agency size. The reserve officer training format must integrate the POST field training program into the overall reserve training component. Once trained, the candidates will only require agency specific training in the patrol field and complete their probation period. The future reserve officers will be required to meet the same organizational standards as full-time officers, which will allow departments to hire sworn officers from within the reserve ranks. The CPT requirements should be required every two years and monitored through POST consultant audits. The end result is the future reserve officer will be a more professional law enforcement officer.

The information obtained in this project will only assist those managers with the energy to show innovation and creativity in their methods of leading their organization into the future. The author used creative and non-traditional ideas in creating the different scenarios in this project. Whatever the answer, the truth is that the future holds many obstacles and opportunities, and the successful police manager will not fear becoming a change agent.

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Reserve police officers receive training in four specific categories, which are:

- Module "A": P.C. 832 Arrest and Firearms course, communication, and arrest methods course.
- Module "B": Ninety hours of classroom instruction.
- Module "C": Sixty-eight hours of classroom instruction.
- Field Training: Two-hundred hours of POST approved field training.

The reserve police officers are classified in four categories, which are:

- Level III: Completion of Module "A" training.
- Level II: Completion of Module "A" and "B" training.
- Level I (Non-designated): Completion of Module "A", "B", "C", and 200 hours of field training.
- Level I (Designated): Completion of the POST Basic Police Academy.

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APPENDIX A

City of:	Pop. in 1983	Number of reserves in 1971	Number of reserves in 1993	Amount of change compared to 1971 and 1993 (+/-)	1992		
					Total Crimes	Total Sworn	Crime rating among other agencies listed*
Adelanto	3,000	No Reserves	16	+16	476	19	23**
Alturas	3,000	No Reserves	0	0	69	8	3
Angels Camp	3,000	7	2	-5	130	7	6
Brisbane	3,000	No Reserves	9	+9	166	15	8
California City	3,000	No Reserves	13	+13	184	13	11
Calipatria	3,000	No Reserves	2	+2	70	4	4
Crescent City	3,000	8	6	-2	397	11	21
Dos Palos	3,000	6	5	-1	228	7	17
Dunsmuir	3,000	4	4	0	No Data Available	No Data Available	24
Escalon	3,000	10	14	+4	180	8	10
Fowler	3,000	6	5	-1	167	5	9
Gonzales	3,000	5	6	+1	218	8	15
Gustine	3,000	No Reserves	4	+4	197	8	12
Hughson	3,000	No Reserves	7	+7	114	6	5
Huron	3,000	No Reserves	5	+5	276	5	19
Jackson	3,000	No Reserves	3	+3	155	9	7
Mt. Shasta	3,000	12	2	-10	309	9	20
Newman	3,000	10	5	-5	223	9	16
Parlier	3,000	27	4	-23	333	10	21
Rio Del	3,000	5	9	+4	58	4	1
Rio Vista	3,000	15	9	-6	202	9	14
Ross	3,000	No Reserves	0	0	60	7	2
Waterford	3,000	No Reserves	7	+7	273	8	18
Winters	3,000	4	3	-1	198	7	13

* The lowest crime ranking is 1 and the highest is 24

** Population was 12,050 in 1994

APPENDIX B

Questions Asked to the Agencies	*** Agency Number ***										
	1	2	3	4	5	6	7	8	9	10	%
1. Do you believe the reserve program has had an impact on crime level in your community?	Y	Y	Y	Y	Y	Y	Y	N	N	N	80
2. Would you like to increase the size of your reserve program?	Y	Y	Y	N	Y	Y	Y	N	N	Y	70
3. Does your reserve program have a Continued Professional Training program?	N	Y	Y	Y	Y	Y	N	Y	Y	Y	80
4. Do the reserves in your agency work solo patrol?	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	90
5. Does your agency have problems with recruitment of reserves?	Y	N	N	N	Y	Y	N	N	N	N	30
6. Would your agency consider a volunteer employment fair, to attract potential applicants?	N	N	Y	Y	Y	Y	N	N	N	N	40
7. Would your agency consider requiring the applicant to pay for their own hiring expenses?	N	N	Y	Y	N	Y	N	Y	N	Y	50
8. Does your agency have a problem retaining reserves?	N	Y	Y	N	Y	Y	Y	N	N	Y	60

CORRESPONDING AGENCY NUMBER:

1. Crescent City Police Department
2. Gonzales Police Department
3. Escalon Police Department
4. Angels Camp Police Department
5. Rio Del Police Department
6. Rio Vista Police Department
7. Fowler Police Department
8. Newman Police Department
9. Calipatria Police Department
10. Mt. Shasta Police Department

PERSON CONTACTED:

Lieutenant Bob West
 Chief Ray Green
 Chief Walt Murken
 Commander John Viegas
 Lieutenant Warren Jackson
 Lieutenant Barry Waldie
 Chief Martin
 Chief Larry Bussard
 J. Leonard Speer
 Chief Bob Montz



CITY OF HUGHSON
POLICE DEPARTMENT

7018 PINE STREET
P.O. BOX 9
HUGHSON, CALIFORNIA 95326
(209) 883-4052

APPENDIX C

April 1, 1994

Dear:

In response to our telephone conversation, I would like to thank you for volunteering to participate in this information collecting process. The following correspondence will identify the process to be used in the Nominal Group Technique (NGT). The NGT team is made up of professionals who are responsible for volunteer employees in a variety of career fields, such as; law enforcement, hospital, and public service organizations. The NGT team consists of members with a wide range of individual experience and expertise. I am sure we will all benefit from this process.

The NGT will identify ten trends and event, which will be utilized to develop three potential future scenarios. Enclosed, I have provided a rough copy of my introduction and some background information for your review. Each participant will be asked to individually generate approximately five trends and event. The NGT will be as follows:

NGT Location and Time
Hughson Police Department
7018 Pine Street (map enclosed)
Hughson, CA 95326
Wed. April 6, 1994
8:00 AM

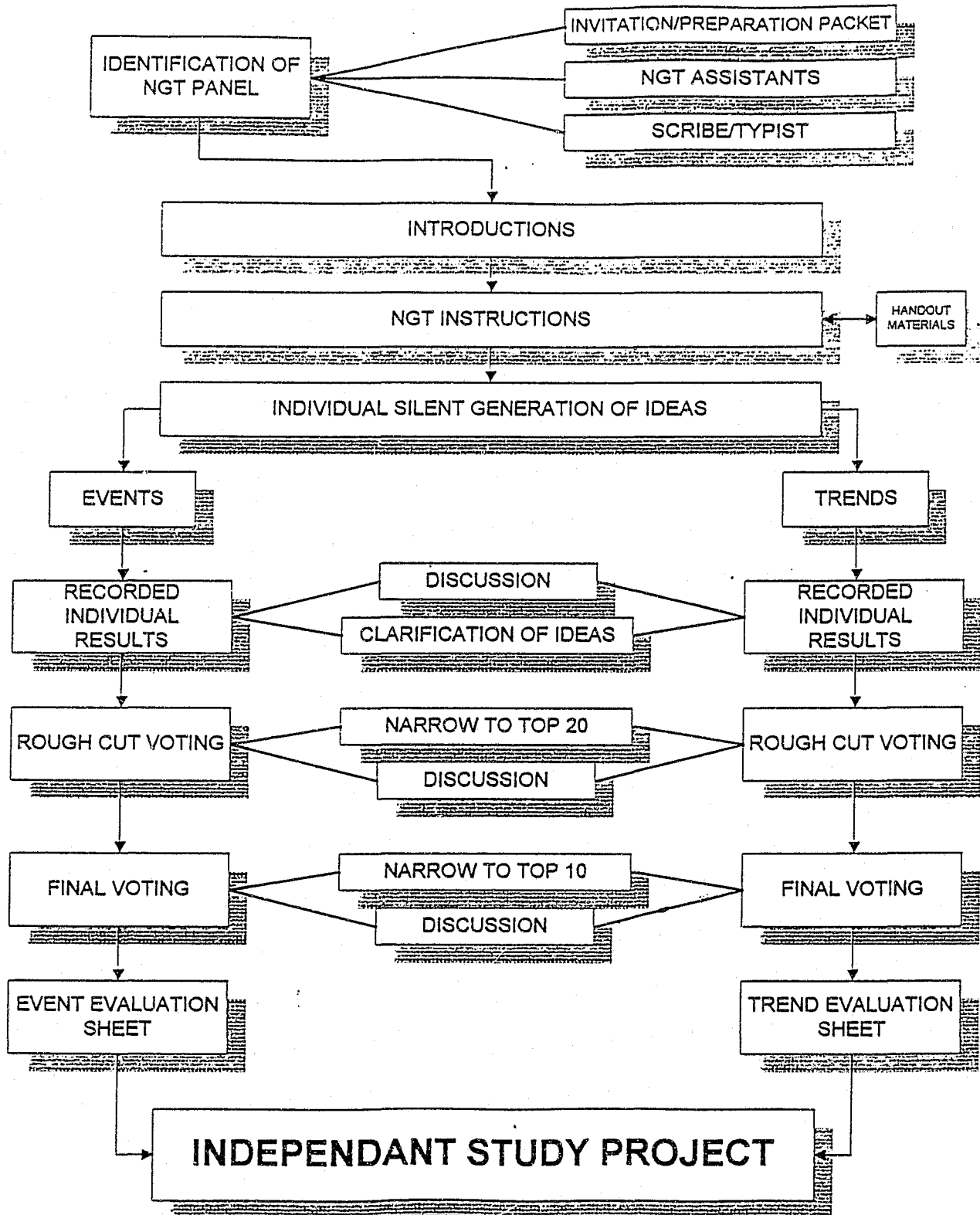
Unfortunately, we are unable to compensate you or your agency for your participation. However, I will be providing a continental breakfast for your convenience.

Sincerely yours,

David Whiteside, Lieutenant

APPENDIX D

NOMINAL GROUP TECHNIQUE



APPENDIX E

TRENDS

1. Short Term Communications
2. **Level of Training**
3. **Budget for Volunteers**
4. Volunteer Assignments Outside Their Classification
5. Competing for Resources
6. Aging Population
7. **Organization Budget Reduction**
8. Federal & State OSHA Requirements for Volunteers
9. Use of Part-time Employees
10. Needs for Minorities / Cultural Diversities
11. **Reserve Liability Issues**
12. Joint Projects With Other Agencies
13. Contract Employees
14. Commuter Population Effecting Need for Service
15. Economic Need for Second Job
16. Cross / Joint Training - Mutual Aid to Other Agencies
17. Personal Strain Due to Economic Problems
18. Increasing Opportunity for Volunteers
19. Contracts for Entry Level Officers

20. Service Orientation
21. **Increase in Level of Service Demands**
22. Job Satisfaction
23. Innovative Support Tasks
24. Specialized Job Tasks
25. **Public Acceptance**
26. **Union Involvement**
27. Transient Community
28. **Volunteer Management**
29. Volunteer Coalition With Others
30. **Volunteer Marketing**
31. Conflicts With the Role of a Volunteer
32. Public Participation
33. Volunteers as Managers and Leaders
34. **Volunteer Screening**
35. Volunteer Job Experience and Career Exploration
36. Recognition for Volunteers
37. Performance Appraisals for Volunteers
38. Volunteers From Post Retirement
39. Disabled Volunteers
40. Health Care
41. New Immigrants

- 42. Diversity of Cultures
- 43. Volunteers with Limited Life Experience
- 44. Change in Values and Ethics
- 45. Youth Volunteers
- 46. Concerns for Drug and Alcohol Use

**** Highlighted Lines - NGT Panel's Final 10 Trends**

APPENDIX F

EVENTS

1. National Volunteer Week
2. **POST Requires Academy for Reserves**
3. State Mandates to Disband Volunteers
4. Citizen Group Complains to City Council / Full-time Ratio
5. Death of a Reserve Officer
6. Retired C.E.O. Named Volunteer Chief of Police
7. Union Action / Volume
8. Conflict Between Reserves and P.O.A.
9. Non-White Population Become the Majority
10. **Volunteers Hold Equal Property Rights**
11. New C.E.O. Not Supportive of Volunteer Program
12. Reserve Officer Uses Deadly Force W/O Justification
13. Implement Police / Paramedic Explorer Post
14. Phone Bank Fund Raiser
15. Draft Resulting in Reduction of Youth Pool
16. **Increase in Training Requirements**
17. Public Service / Reserves as Alternative to Draft
18. **Loss of Budget Funding**
19. **Major Lawsuit on a Reserve Officer**

20. State Mandated Services With No Money for Staff
21. Conflicts Within Volunteer Structure
22. United States Goes to War
23. Major Corporations Pull Out of Community
24. **City Attorney Eliminates Reserve Program**
25. Small City Utilizes Volunteers for Entire Staff
26. Local Business Provide Funding
27. Gangs Declare War on Police
28. **Federal Funded Reserve Officer Grant**
29. **Reserve Officer Arrested for Drug Sales**
30. **Insurance Company Refuses to Insure the City**
31. Public Outcry Opposing All Volunteers
32. State Limits Volunteers Due to Unemployment Rate
33. Volunteers Staff the Computer Crime Unit
34. Community Wants More Volunteer Community Based Programs
35. D.A.R.E. Program Maintained by Volunteers

**** Highlighted Lines - NGT Panel's Final 10 Events**