52516

BOARD OF COMMISSIONERS OF POLICE
THE REGIONAL MUNICIPALITY OF WATERLOO

A REVIEW OF THE CURRENT AND POTENTIAL FUTURE USAGE OF SUPPORT PERSONNEL IN THE WATERLOO REGIONAL POLICE FORCE

VOLUME I
A MODEL APPROACH

PEAT MARWICK AND PARTNERS

October 30, 1978

Mr. S. R. Harper
Chairman
Board of Commissioners of Police
The Regional Municipality of Waterloo
134 Frederick Street
Kitchener, Ontario
N2G 4G3

Dear Mr. Harper:

We are pleased to present our report on "A Review of the Current and
Potential Future Usage of Support Personnel in the Waterloo Regional
Police Force". This report is submitted in accordance with the
terms of reference set out in our proposal dated April 14th, 1978.

Our report is written in two volumes. Volume I describes the model
approach that we developed to determine the potential for using
support personnel in police departments/forces. Volume II discusses
the application of this model approach in the Waterloo Regional
Police Force.

In Volume I, Section I, we outline the study objectives, work
program and approach used, and acknowledge the assistance we have
received in this study. Section II reviews our research into the
employment of support personnel in police work. In Section III, we
present the model approach used to identify potential areas of
employment for support personnel. In Section IV we discuss key
considerations in the decision to hire support personnel.

In Volume II, Section I, we review the basic research previously
discussed in Volume I, and describe trends in the employment of
support personnel, including the acceptance of support personnel in
the Waterloo Regional Police Force. In Section II we review the
existing utilization of support personnel in the force. In Section
III we identify postions with potential for the appointment of
support personnel. Section IV reviews a strategy for implementation
of our recommendations.

As a result of our study we have determined that the existing support personnel in the Waterloo Regional Police Force are effectively utilized, and that there are additional opportunities to employ support personnel. We believe that the general acceptance of non-sworn personnel by serving police officers in the force indicates that there is a real potential to develop this important resource. We consider that additional support personnel can contribute greatly to the development of the Waterloo Regional Police Force.

We wish to acknowledge the excellent co-operation received from the officers and support personnel staff of the Waterloo Regional Police Force.

We are pleased to have had the opportunity of assisting the Board of Commissioners of Police for the Regional Municipality of Waterloo in this important study.

Yours truly,

Peat Marwick and Partners

A REVIEW OF THE CURRENT & POTENTIAL FUTURE

USAGE OF SUPPORT PERSONNEL

IN THE WATERLOO REGIONAL POLICE FORCE

VOLUME I

A MODEL APPROACH

OCTOBER, 1978

TABLE OF CONTENTS

TABLE OF CONTENTS

- 2 -

APPENDIX A - BIBLIOGRAPHY

APPENDIX B - QUESTIONNAIRE

INTRODUCTION TO THE STUDY OF THE USAGE
OF SUPPORT PERSONNEL

I - INTRODUCTION

SUMMARY OF OUR APPROACH

Much discussion has taken place on the general topic of the role of non-sworn personnel in police work. The increasing costs related to police work, paralleled by the increasing pressure to control expenditures, have caused many police forces to expand the number of support personnel, thereby freeing trained, experienced police officers to concentrate on pure law enforcement responsibilities.

Several police departments have been successful in achieving a high level of utilization of civilian support personnel. Many of the ideas reflected in this report have resulted indirectly from the experiences of these police departments. However, other views expressed here represent our opinions, based on a careful analysis of legislation, operating procedures, policing theory, and the views of serving officers.

In this report we describe a model approach to determining the potential for increasing the number of civilian support personnel within a police department. It is generally accepted amongst the police community that, within certain limits, there is a significant opportunity to employ civilian personnel. Almost without exception police departments report favourable results from their efforts to integrate support personnel into the operation of their departments. We anticipate that the approach outlined in this report will provide many police departments with an effective method of

analysing areas where civilian personnel could effectively perform support duties to assist the police in the performance of their role.

In this report we will discuss many issues, concerns and views expressed by the police community concerning the possible use of support personnel to assist in police work. We believe that although much discussion and effort has been made by members of the police community, few satisfactory and comprehensive approaches to civilianization have been developed. In the context of the overall issues facing the police community at this time, we hope that the model approach discussed in this report will provide some assistance in this important area.

STUDY OBJECTIVES

The Board of Commissioners of Police of the Regional Municipality of Waterloo asked Peat, Marwick and Partners to review the current and potential future usage of civilian support personnel in the Waterloo Regional Police Force. This review was intended to:

- examine the use of civilian support personnel in other police departments/forces
- develop criteria for determining positions which could be filled by civilian personnel
- develop an overview of the potential advantages of civilianization
- develop an effective method of identifying specific jobs which civilians could perform in the Waterloo Regional Police Force
- analyze the existing complement and "job range" in the force in order to identify opportunities for immediate civilianization

EXHIBIT I

WATERLOO REGIONAL POLICE
STUDY OF POTENTIAL EXTENDED USE OF CIVILIAN PERSONNEL

. PHASE I - IDENTIFY OVERALL POSSIBILITIES

PHASE 2 - EXAMINE PRESENT & FUTURE UTILIZATION IN WATERLOO REG. POLICE FORCE

PHASE 3 - PREPARE IMPLEMENTATION PLAN

ANALYSIS OF USE OF CIVILIANS IN OTHER POLICE FORCES

- USE OF CIVILIANS IN OTHER FORCES
- LITERATURE
- LEGAL / STATUTORY REQUIREMENTS

CRITERIA FOR CIVILIANIZATION

- COMMUNITY
- PROFESSIONAL
    - Quality/Service
    - Career
    - Specialization
    - Training
- OPERATIONAL
- ECONOMIC

ANALYSIS OF POSITIONS IN WATER-LOO REG. POLICE

- DEVELOP EVALUATION METHOD
- ANALYZE POSITIONS
- DETAILED ANALYSIS OF EXISTING CIVILIAN MANPOWER LEVELS & UTILIZATION
- MATCH TO CRITERIA
- IDENTIFY COST SAVINGS POTENTIAL
    - Classification
- DETERMINE PRIORITIES FOR CHANGE
- IDENTIFY JOBS WITH POTENTIAL FOR DIRECT REPLACEMENT BY CIVILIANS
- DEVELOP OTHER CIVILIAN POSITIONS BY COMBINING AND RE-ARRANGING RESPONSIBILITIES

PLAN IMPLEMENTATION OF CIVILIANIZATION

- REFINE PRIORITIES FOLLOWING REVIEW
    - Timing
    - Responsibility
    - Bench Marks
    - Approach
- DEVELOP SCHEDULE FOR IMPLEMENTATION

REVIEW MEETING
- OVERALL POTENTIAL
- POSSIBLE IMPACT
- DECIDE "GROUND RULES"

REVIEW MEETING
- EVALUATION OF CURRENT CIVILIAN UTILIZATION
- SPECIFIC PROPOSAL
- ASSESS IMPACT
- AGREE STRATEGY

REVIEW MEETING
- AGREE IMPLEMENTATION
- COMMIT TO PLAN

- assess the appropriateness of the current
  civilian staff levels.

After completing our analysis we prepared an implementation program and a schedule for this implementation based on priorities defined by the Board of Commissioners of Police and the senior police officers of the Waterloo Regional Police Force.

WORK PROGRAM

Exhibit 1, <u>opposite</u>, illustrates the work plan developed to realize the objectives of this study. We divided the work plan into three phases:

- Phase I: the identification of overall
  possibilities for the introduction of additional
  civilian personnel

- Phase II: the examination of the present and
  future utilization of civilian personnel in
  the Waterloo Regional Police Force

- Phase III: the preparation of an implementation plan.

Phase I: The Identification of Overall
Possibilities for the Introduction of
Additional Civilian Personnel

In this Phase we reviewed the use of support personnel in other police forces. In order to develop a reasonable cross-section of recent experience we developed a questionnaire which was circulated to 116 police departments in Canada, the United States and the United Kingdom.

Early in our study we determined that one of the major factors in the potential to use civilian support personnel in police work was the size of the police force. The majority of departments contacted served

a population base of between 200,000 and 400,000 people. (At this time the Waterloo Regional Police Force serves a population base of approximately 296,000 people.) In order to test this hypothesis that the use of civilian personnel was, in fact, directly related to the size of population served, and therefore to the basic police complement, we also circulated the questionnaire to a number of smaller and larger cities in order to evaluate their experience with civilian personnel.

Response to this questionnaire was both encouraging and relevant. In fact the number of responses from Canada and U.S.A. was 58%, which is high for a survey of this nature. We received a consolidated report from the Association of Chief Police Officers of England, Wales and Northern Ireland reviewing the use of civilians in police service in the U.K.

At the end of this section of this report we acknowledge the participating police forces/departments.

In addition to developing and distributing the questionnaire we also reviewed background literature on the use of civilian support personnel in police departments. This material assisted in identifying other examples and experiments in various police departments. Appendix A to this report contains a summary bibliography of material used during the study.

The third area of immediate study in this initial overview was the review of legal and statutory requirements governing the use of civilian personnel in police work. Our study concentrated on a review of the Police Act in effect in the Province of Ontario and also on the Criminal Code of Canada.

Criteria for Civilianization

Having reviewed the application of civilian support personnel in other police departments/forces and the legal constraints on employing civilian personnel we developed a set of criteria to assist in identifying

potential areas where civilian personnel might be introduced. These
criteria are in four areas:

- Community considerations
- Professional issues
- Operational factors
- Economic considerations.

On completion of Phase I we held a review meeting with the
Chairman of the Board of Commissioners of Police and Chief of Police,
Regional Municipality of Waterloo, to review the overall potential for
the increased employment of support personnel and to discuss the
potential impact on the operation of the force.

Phase II: The Examination of the
Present, and Future Utilization of
Civilian Personnel in the Waterloo
Regional Police Force

In this Phase of the project we examined the existing
complement of the Waterloo Regional Police Force to identify potential
areas for future civilianization and also to assess the appropriateness
of the current support personnel manpower levels.

In order to analyze existing positions we developed a method of
evaluating jobs to identify in percentage (%) terms the potential for
civilianization. This analysis was based on both structured interviews
and also a review of detailed job descriptions.

In order to determine the effectiveness of existing civilian
manpower levels and utilization we analyzed all existing civilian jobs
and determined the current and anticipated work flow factors and any
planned system changes which would impact on staff levels. This en-
abled us to determine an optimum number of civilian staff required to
meet the service levels defined for each occupation.

Having determined these specific responsibilities of members of the force we applied each of the criteria developed in Phase I to determine the potential of each job for civilianization. From the data developed during our analysis we were able to evaluate the current utilization of civilians in the force. In Volume II of this report, we comment on the appropriateness of the overall civilian support staff levels in the Waterloo Regional Police Force and on particular jobs where productivity might be improved by reallocating, combining or eliminating of functions.

After determining which jobs might be held by non-sworn personnel we were able to quantify potential cost savings resulting from reclassifications of salary levels. In addition we were able to determine certain priorities for change.

As a result of our analysis we were able to identify three categories of jobs within the police department. These were:

- Specific jobs with the immediate full potential
  for direct replacement of sworn officers by support
  personnel

- Positions which, subject to the rearrangement of
  basic job responsibilities and the combination of
  duties could develop into either pure support or
  pure police functions

- Positions which should not, at this time, be filled
  by non-sworn support personnel.

Phase III: Preparation of an
Implementation Plan

In this phase of the study we were able to assess the impact of our recommendations and to agree a strategy for implementation. This involved the identification of priorities, the development of time scales

and an approach to introducing support personnel.

REPORT STRUCTURE

This report has been structured in two volumes. Volume I - A
Model Approach, discusses the general approach to, and experiences of the
employment of support personnel in police work. It contains 4 sections.

Section II discusses the background to the employment of
civilian support personnel in police work. It discusses five broad areas:

- The historical perspective of employing non-sworn
  personnel in police work

.- The advantages of employing non-sworn personnel

- The general experiences of police departments in
  employing civilian support personnel

- Legal constraints on the employment of non-sworn
  personnel

- The overall potential for the use of non-sworn
  personnel.

Section III discusses a model approach to identifying potential
areas of employment for non-sworn personnel.

Section IV discusses a number of key considerations in the
decision to replace sworn officers by non-sworn support personnel.

PEAT
MARWICK
AND PARTNERS

Volume II of this report deals with the specific application of the general principles discussed in Volume I in the Waterloo Regional Police Force.

ACKNOWLEDGEMENTS

A study of this nature must inevitably be dependent on the cooperation of a number of interested parties. We wish to thank the following individuals, government agencies, police departments/forces and, groups and associations for their assistance:

- the Chairman and members of the Board of Commissioners of Police of the Regional Municipality of Waterloo

- all members (whether sworn or support personnel) of the Waterloo Regional Police Force

- members of the Ontario Police Commission

- members of the U.S. Department of Justice, Law Enforcement Assistance Adminstration

- members of the Home Office, United Kingdom

- members of the Department of the Solicitor General, Federal Government of Canada

- representatives of the Waterloo Regional Police Association

- the Canadian Association of Chiefs of Police

- the Association of Chief Police Officers of England, Wales and Northern Ireland.

EXHIBIT - 2

ACKNOWLEDGEMENTS - POLICE DEPARTMENTS/FORCES PARTICIPATING IN OUR STUDY

CANADA (By City / Regions)

BARRIE	HALTON	PORT MOODY
BRANDON	HAMILTON/WENTWORTH	REGINA
BRANTFORD	LONDON	SUDBURY
CALGARY	MEDICINE HAT	THUNDER BAY
CHARLOTTETOWN	MOOSE JAW	TORONTO
DARTMOUTH	NORTH BAY	VANCOUVER
DURHAM REGION	OAK BAY	WEST VANCOUVER
FREDERICTON	ONTARIO PROVINCIAL POLICE	WINDSOR
GUELPH	OTTAWA	WINNIPEG
	PEEL	

U.S.A.

ALBUQUERQUE, NEW MEXICO	LANSING, MICHIGAN	READING, PENNSYLVANIA
ANN ARBOR, MICHIGAN	LAS VEGAS, NEVADA	RICHMOND, VIRGINIA
BAKERSFIELD, CALIFORNIA	LEXINGTON/FAYETTE URBAN	ROCHESTER, NEW YORK
BUFFALO, NEW YORK	COUNTY KENTUCKY	SAGINAW, MICHIGAN
CHATTANOOGA, TENNESSEE	LOS ANGELAS, CALIFORNIA	SYRACUSE, NEW YORK
EUGENE, OREGON	MACON, GEORGIA	TACOMA, WASHINGTON
FORT WAYNE, INDIANA	MADISON, WISCONSIN	WICHITA, KANSAS
KNOXVILLE, TENNESSEE		

UNITED KINGDOM

KENT COUNTY CONSTABULARY

CONSOLIDATED REPORT

In addition we would wish to acknowledge the assistance provided by the following individuals:

- Mr. Emil K. Pukacz, Special Consultant on Police and Other Services to the Administration of Justice, Province of Ontario

- Mr. Peter Engstad, Chief Law Enforcement, Research Division, Solicitor General of Canada

- Mr. Muir Adair, Advisor on Criminal Justice Systems and Adminstration

- Assistant Commissioner C.A. Naismith, Ontario Provincial Police

- Staff Superintendent Clarken, City of Ottawa Police

- Chief W.T. Johnson, City of London Police

- Chief J.E. Shilliday, Sudbury Regional Police

- Chief K. Skerrett, Halton Regional Police

- Mr. S.C. Fairweather, Ontario Police Commission.

In Exhibit 2, opposite, we note the police departments/forces in Canada, United States and United Kingdom who replied to our questionnaire and provided additional information in the form of job descriptions and organization charts for their own department/force.

In addition to the one response from the Kent County Constabulary, we received a consolidated report for the 41 police forces in the United Kingdom.

PEAT
MARWICK
AND PARTNERS

BACKGROUND TO THE EMPLOYMENT OF SUPPORT PERSONNEL
IN POLICE WORK

II - BACKGROUND TO THE EMPLOYMENT OF
CIVILIAN SUPPORT PERSONNEL IN POLICE WORK

INTRODUCTION

The accumulated experience of police departments/forces in the employment of support personnel has generally been good. Our survey indicated that the majority of police departments now view civilian support personnel as an integral part of their police force. With few exceptions the integration of support personnel at one level has been successfully achieved. We comment later in this report, however, on the potential to build on the satisfactory base of clerical, maintenance, communications and transportation staff. This will require the development of an adequate career structure and will result in the introduction of professional and technical, supervisory, middle and senior management positions for support personnel.

The Use of the Terms Sworn Police Personnel and Administrative and Technical Support Personnel

In this report we differentiate total police force complement into two categories:

- Sworn police personnel
- Administration and technical support personnel.

It is important to define each of these categories of employee.

Sworn Police Personnel

This phrase is used to refer to those individuals in a Police Department who are authorized to make arrests and have police officer status under the applicable provincial or federal law or act.

The Police Act of the Province of Ontario (Revised
Statutes of Ontario, 1970, Chapter 351 Section 64 -
Paragraph 1), requires that every person appointed to be
a Chief of Police, other Police Officer or Constable
"shall before entering on the duties of his office, and
every special Constable when thereonto required, take and
subscribe an oath of office."

Administrative and Technical Support Personnel

This phrase is used to indicate non-sworn personnel
and usually refers to all other personnel (other than
sworn police personnel) employed by a police department.

Traditionally the phrase Civilian has been used to designate
non-sworn personnel. We consider this phrase inadequate and
inappropriate as it is derived from a military, war-time environment.
Although the basic organizational model for police departments is based
on a structured, hierarchical chain of command, we suggest that the
phrase Administrative and Technical Support Personnel better defines the
role of non-sworn personnel in the day-to-day operation of a police
department. By definition the function performed by non-sworn personnel
is to support or assist in the primary function of a police department,
that of law enforcement.

We recommend that the term Administrative and Technical Support
Personnel be used to describe the non-sworn personnel complement of a
Police Force. This phrase is used consistently in the remainder of this
report.

THE EMPLOYMENT OF SUPPORT
PERSONNEL IN POLICE WORK

Before discussing the model approach to determining opportunities to employ support personnel, it is important to review five factors which have a direct bearing on the approach we have developed. These factors are:

- The historical perspective of employing support personnel
- The advantages of employing support personnel
- The general experiences of Police Departments/Forces
- Legal constraints
- The overall potential for the use of support personnel.

Discussion of each of these factors follows.

THE HISTORICAL PERSPECTIVE
OF EMPLOYING SUPPORT PERSONNEL

Although our research has identified a number of successful examples of support personnel working in police departments in the early 20th Century, the real progress has its origins in the Second World War and the immediate Post War period. The traditional historical role of Police Officers was in both pure policing/law enforcement, and support/administration. This often involved clerical support work and mechanical and maintenance functions. The post-war growth in the employment of support personnel was based directly on the role that civilians had played in the war-time emergency situation, when civilian personnel performed many of the duties previously performed by sworn police officers. This in turn freed up many police officers for active duty.

The continued interest in employing support personnel in the immediate post-war period was based on three factors:
- difficulties in the recruitment of police officers
- the positive experience of the employment of support personnel
- the need to improve operational efficiency in relation to escalating costs.

These reasons are still, in part, relevant today. The employment of support personnel in non-law enforcement functions is primarily intended to release sworn police officers from administrative duties not requiring the full exercise of police powers of arrest, training and physical capabilities.

In general, the successful experiences of the innovative police forces in the use of support personnel has resulted in many other Departments following and adapting these early examples. We are aware through the many references in the background literature and also as a result of our questionnaire of a number of successful programs and initiatives. We believe, however, that the overall success has been limited because there is no adequate method for developing a planned approach to the employment of support personnel. This has resulted in variations in the employment and utilization of support personnel. Few guidelines exist, and we have been able to review only one major, substantive work of reference in the area of the employment of support personnel. This is a report entitled "Employing Civilians for Police Work," prepared by the Urban Institute, Washington D.C. This report, produced in May 1975, refers to the use of support personnel in two types of activity:

- support functions of communication, identification and detention

- community service officer programs.

Undoubtedly other studies exist and other methods have been developed. Many Police Departments have successfully determined their own requirement for support personnel through the careful analysis of their operations.

In general the use of support personnel has increased rapidly in the last twenty-five years. The Urban Development Institute study showed that in 1950 7.5% of the total complement of police forces in the U.S. was comprised of support personnel compared with 13.2% in 1972.

Our survey has indicated a changing pattern in the use of support personnel. Increasingly the opportunities to achieve significant cost savings are disappearing as many police forces have already replaced sworn officers by support personnel in such functions as communications, records and accounting. We have determined two major recent trends. These are:

We have determined two major recent trends in the employment of support personnel:

- the introduction of professional and technical personnel into law enforcement support functions

- the appointment of support personnel to supervisory, middle, and senior management administrative positions.

In the context of this report the term professional and technical is used to designate personnel who received additional training beyond high school graduation. Examples would be that of a professional accountant, a graduate planner, or a graduate in business administration.

Structure of a Police Force

Exhibit 3, opposite, illustrates the basic structure of a police department. In this report we examine the opportunity to hire support personnel to work in each of the three functions shown: pure police, related support and pure support.

EXHIBIT 3

STRUCTURE OF A POLICE DEPARTMENT

PURE POLICE FUNCTIONS	RELATED SUPPORT	PURE SUPPORT FUNCTIONS
• Patrol	• Research	• Records
• Intelligence	• Property	• Administration
• Investigation	• Indentification	• Accounting
• Operations	• Communications	• Data Processing
	• Courts and Summons	• Personnel
	• Prisoner Escorts	• Maintenance - Building and Plant
	• Planning	• Maintenance - Fleet

EXHIBIT 4

RELATIONSHIP OF SIZE OF FORCE POPULATION SERVED
AND USE OF SUPPORT PERSONNEL

POPULATION GROUPING	POLICE DEPARTMENT	SUPPORT PERSONNEL AS % OF TOTAL COMPLEMENT	POPULATION
500,000	Metropolitan Toronto	19.9	2.2 Million
200,000- 500,000	Durham Region	14.6	243,800
	Halton Region	21.4	226,145
	Hamilton - Wentworth Region	16.3	408,466
	Niagara Region	17.3	362,388
	Peel Region	17.9	401,300
	Waterloo Region	16.9	291,164
	York Region	13.0	208,701
	London	29.8	251,146
0-200,000	Sudbury Region	16.8	166,767
	Windsor	11.5	196,069
	Brantford	22.0	68,809
	North Bay	20.5	50,818
	Peterborough	14.6	59,500
	Sarnia	10.2	56,000
	Sault Ste. Marie	16.0	82,000
	Thunder Bay	13.8	109,558

The specific structure of each police department will vary in that the actual division of functions may report to the chief of police through either 2 or 3 deputy chiefs. Alternatively some functions shown in the related support group may be considered as part of the operations function while some other functions in related support may be included in pure support.

The essential factor underlying Exhibit 3 is, however, to show that there are areas which are directly related to the day to day functioning of the operations branch where a support person may effectively be used. Traditionally support personnel will be found in the clerical and manual trades areas of the pure support functions. As the creditability of support personnel has grown, and senior officers in the operational function have established a level of confidence in support personnel, so the range of potential duties has increased. Most forces responding to our questionnaire had successfully introduced clerical support personnel into the basic pure support functions shown in Exhibit 3.

Future Trends in the Employment of Support Personnel

In the future many police departments will increase the number of support personnel working in each of the three areas outlined above. Our research has indicated that the one key variable controlling the opportunity to employ support personnel is the size of the police force. Exhibit 4, opposite, illustrates the relationship between size of police force and the population served and the current use of support personnel.

The figures contained in exhibit 4 are based on the Annual Report (1977) of the Ministry of the Solicitor General, Province of Ontario. It should be noted, however, that these figures identify total support personnel on police department complement. No consistent

PEAT
MARWICK
AND PARTNERS

pattern has been developed for the use of support personnel and these figures include different functions and occupations. For example the City of London and Hamilton/ Wentworth figures include a garage/fleet maintenance function within the Police department. Equally the City of London and City of Brantford police departments currently utilize support personnel in the court security/prisoner escort functions.

Pressures Facing Police Force Management

Generally the larger the police department is, the more opportunity there is for specialization of functions. The increasing complexity of the management issues facing police departments will result in the need for additional management resources. The pressures on modern police managers are primarily related:

- the need to control and limit the operational costs of police departments
- the increasing complexity of crime, and the growing social pressures on the police department.

Both of these factors will require new management initiatives. The increased emphasis on sound financial management will require greater sophistication in financial planning and control and general administration. In addition the operating budgets for many police departments are now rigidly controlled, and increases in manpower complement are limited. Many police departments are currently changing from a reactive form of policing to preventative methods. There is therefore a very real need to free as many highly trained, skilled and experienced sworn officers from adminstrative duties to allow them to concentrate on law enforcement responsibilities.

These factors will, in our opinion, result in increased opportunities to employ support personnel in management, technical and professional functions in the police department. In addition we believe that police officers, in general, are now prepared to accept support personnel in many of the related support functions shown in Exhibit 3. Later in this report we discuss the opportunities for support personnel to work in identification, prisoner escorts and planning. Until very recently these functions had been considered exclusive to sworn police personnel.

PEAT
MARWICK
AND PARTNERS

THE ADVANTAGES OF EMPLOYING
SUPPORT PERSONNEL

The traditional advantage in employing support personnel has been one of economics. In many instances professional police officers had been performing duties which did not require their level of expertise or training. In addition the recent increases in sworn police officers salaries and related benefit costs focused attention on improving productivity and reducing overhead operating cost.

Although this basic, underlying principle is still partially valid, it is debatable whether significant savings can now be realized in the majority of police departments. The major opportunites for large scale employment of support personnel have already been realized by replacing sworn officers in communications, records and the major clerical functions in adminstration. The future potential for the employment of support personnel lie in the limited number of professional and technical, and supervisory, middle and senior appointments. We have determined that potential cost savings, which had traditionally been seen as the major reason for replacing sworn officers with support personnel, are now seen as a secondary benefit.

The single, most significant advantage identified during our survey was that the use of support personnel freed sworn police officers from routine administrative tasks and enabled them to concentrate on their true professional role in law enforcement. This clearly has an important benefit in that it will improve the morale and motivation of the professional police officer.

Another significant advantage is that the specific skills and expertise required in certain specialist support

functions may be better developed in adminstrative and technical support personnel. Support personnel could, potentially, have received extensive training in a specific skill in a number of other business environments. This related skill and experience could be very beneficial to police management. A specific example might be in the area of budget and financial planning where a number of new techniques could greatly assist police management in the preparation of their annual budget package.

Equally the employment of support personnel may result in improved operational effectiveness. There is some evidence to suggest, for example, that female radio dispatch personnel perform better in dispatching than male police officers. Several police communication experts have commented that the female voice carries more clearly over the airways.

In summary there would appear to be four major advantages in employing support personnel:

- freeing of sworn police officers from routine adminstrative tasks to enable to them to concentrate on law enforcement responsiblities

- the potential to reduce overall costs

- the potential to improve the skill and expertise of available manpower by employing specialists in all areas

- the resultant improvement in service levels to the community.

EXHIBIT 5: RANKING OF PROBLEMS EXPERIENCED

PROBLEMS	CANADA SAMPLE SIZE – 28			U.S.A. SAMPLE SIZE – 20			TOTAL SAMPLE SIZE – 48			TOTAL SAMPLE SIZE – 48	
	Significant	Limited	None	Significant	Limited	None	Significant	Limited	None	Significant and Limited	None
1. Staff Turnover	10.6	67.8	21.4	20.0	65.0	15.0	14.6	66.7	18.7	81.3	18.7
2. Career Advancement	10.8	60.6	28.6	25.0	65.0	10.0	16.7	62.5	20.8	79.2	20.8
3. Absenteeism	–	71.4	28.6	20.0	65.0	15.0	8.3	66.8	22.9	77.1	22.9
4. Pay	10.0	53.6	35.6	25.0	60.0	15.0	16.8	56.0	27.2	72.8	27.2
5a. Morale	–	53.6	46.4	15.0	60.0	25.0	6.2	56.3	37.5	62.5	37.5
5b. Training	3.6	57.1	39.3	15.0	50.0	35.0	8.3	54.2	37.5	62.5	37.5
7. Relationship with sworn Officers	3.6	46.4	50.0	20.0	50.0	30.0	10.4	47.9	41.7	58.3	41.7
8. Conflicts Between Civilians	–	50.0	50.0	–	60.0	40.0	–	54.2	45.8	54.2	45.8

PEAT
MARWICK
AND PARTNERS

THE GENERAL EXPERIENCES OF POLICE DEPARTMENTS

Both the review of the literature and the analysis of the questionnaires clearly showed that police departments have generally had good experiences in employing support personnel.

In our survey we asked respondents to indicate the problems that they have experienced in the use of civilian personnel. We identified 8 factors which traditionally have been seen as problems in the employment of support personnel. These factors are:

- staff turnover

- absenteeism

- morale of support staff

- relationship with sworn police officers

- pay

- conflicts between support personnel

- training

- potential for career advancement

Exhibit 5, opposite, illustrates the response to the survey. We asked each respondent to indicate their experience in terms of 3 levels; significant, limited or no problem.

In Exhibit 5 we have shown the survey response in percentage terms for these 3 levels for each problem. The table is divided between respondents from Canada and respondents from the U.S.A. (It should be noted that the consolidated report received from United Kingdom did not identify specific problems.) Exhibit 5 shows that 81.3% of respondents experienced staff turnover problems, 79.2% experienced problems regarding career advancement.

Discussion of Problems Associated
with the Employment of Support Personnel

Later in this report we discuss in detail specific issues and recommendations to overcome the related problems in a number of areas. It is, however, important to discuss in general terms each of these problems as they directly reflect the experiences of police departments.

1. Staff Turnover - Many police departments have indicated that they have experienced significant problems with staff turnover of support personnel. Several reasons have been discussed by members of the police community for this turnover including:
   - shift work
   - the employment of low level clerical employees
   - problems associated with mobility of employment
   - problems associated with pay.

Police departments have compared staff turnover for support personnel with the traditional low rate of turnover or attrition for sworn police personnel. By the very nature of police work, the stringent recruitment standards and testing, and also as a result of the probationary period, staff turnover of sworn police personnel is relatively low. This has been further emphasized by the recent advances in pay levels for professional police officers. An estimate obtained from one police department indicated that above 5% annual turnover of of sworn police personnel (including retirements and termination for disability reasons) would be unusual.

The turnover of support personnel, particularly in the clerical level, cannot be measured by the same criteria. While we were impressed by the level of interest and commitment of support personnel, few of the clerical support personnel regard police work as a long term career. To date they see limited opportunity for career advancement.

The turnover rates for support personnel identified in the Waterloo Regional Police Force were consistent with the experiences for clerical staff turnover in industry and commerce. It should also be remembered police force experience with support personnel is relatively new and the nucleus of long service employees is still being developed. Thus we were able to identify a number of employees with three - five years of service with the force and a decreasing percentage of employees who had short length of service.

This indicates that a police department experimenting with the employment of support personnel must anticipate an initial high rate of staff turnover. We anticipate some normalization of turnover after a number of years. It must be accepted, however, that the turnover rate of support personnel will potentially always be higher than that of sworn police officers. It is also apparent that with experience police departments are better able to recruit and supervise support personnel which in turn leads to a lower turnover rate.

2. <u>Career Advancement</u> - This problem is closely related to the problem of staff turnover and also to the tradional role of support personnel in police service. The study in the United Kingdom indicated that 85% of all support personnel are in the lower clerical grades. Traditionally in the majority of police departments few clerical supervisory or section supervisor positions have been developed and made available to support personnel. Thus in many instances the records or accounting section will be headed by a sworn police officer. Only recently have police departments identified senior support personnel to perform a supervisory role. We believe that the problem of career advancement can be overcome but that this will only happen when a potential career path is available and accepted by senior police personnel. We have already commented that we see this issue as one of the major factors in the next phase of employment of support personnel.

3. <u>Absenteeism</u> - Many of the comments already made in the area of staff turnover are also directly relevant to the problem of absenteeism. Traditonally absenteeism rates for sickness and personal reasons have been low for

professional police officers. In contrast many of the problems identified in absenteeism of support personnel reflect the experiences of industry and commerce with clerical employees. The concerns of police officers reflect their awareness of the need to improve the sense of commitment and interest of support personnel in police work. This is one of the major challanges facing the police community in employing support personnel. We deal later in the report with the need for improved training and greater sense of involvement for support personnel.

4. Pay - Problems related to pay are derived from two basic issues. These are the relationship of support personnel pay levels with the pay levels for professional police officers and also the relationship of pay scales in the police department and the community at large.

The pay scales for support personnel must reflect the basic duties and responsibilities of each job. Few police departments have developed effective job evaluation methods and comprehensive job descriptions to adequately determine effective pay scales. Traditionally the salaries for support personnel have been negotiated independently and little attempt has been made to relate levels of salary with corresponding positions in industry. As support personnel have achieved reasonable and satisfactory levels of compensation the major problem in attracting qualified manpower has been overcome. The majority of police departments, however, lack the means and experience in conducting salary surveys for equivalent positions in the clerical and management work force. In the majority of instances the pay scales for support personnel are related, however indirectly, to the pay scales for sworn police officers. This is inappropriate

in that the market for relevant skills lies outside of the police department, in equivalent positions in industry and the public service sector.

Support Personnel pay is also directly related to the traditional reason for employing support personnel. That is to reduce operating overhead costs. This has inevitably resulted in a feeling of dissatisfaction amongst support personnel.

5. <u>Morale</u> - The review of literature on support personnel, and the results of our survey, indicate that the issue of morale of support personnel is directly related to the role that support personnel play in police departments. Equally the morale of support personnel can be improved by a level of acceptance amongst police officers. Only 5 police departments in our survey indicated that there was a problem in the relationship of sworn police personnel and support personnel. In discussion with many police officers we have encountered a genuine acceptance of the role of support personnel. Obviously there will be exceptions. In general, however, we anticipate few major problems in broadening the scope of responsibility for support personnel. A gradual process of change will result in broadening acceptance.

The morale of support personnel that we talked with during our study was excellent. Our major concern in this study has been to review the potential for support personnel to function in police departments. In subsequent sections of this report we discuss ways in

which the morale of support personnel can be improved and
an even greater sense of integration can be developed.

6. Training - Training of support personnel has traditionally
    been inadequate. With a few exceptions, the majority of
    police departments have provided basic "on the job"
    training. Few police departments have developed adequate
    induction training programs for support personnel and
    very little emphasis has been placed on explaining the
    overall function of the police department in the law
    enforcement process. Equally, with the exception of
    their own department and responsibility, few support
    personnel that we met understood the various functions
    and responsiblities of other departments in the police
    force.

7. Relationship with Sworn Officers - Several aspects of
    this issue have already been discussed under number 5 -
    morale. The majority of civilian personnel that we talked
    with felt a great sense of pride in the police
    department. They enjoyed working with sworn police
    personnel and felt that they were well accepted. Our
    survey supports this basic belief, and indicated few
    real areas of conflict.

    There are certain basic issues within the relationship
    between sworn police personnel and support personnel that
    must be resolved. Three major issues affect the
    relationship of sworn personnel and support personnel.
    These are:

    •   The issue of light duty assignments for injured police
        officers.

- The problem of job security for sworn police personnel.

- The potential for disruption of operations and police services by the withdrawal of support personnel through third party intervention.

As with all change, the acceptance of employing support personnel depends on time. Many of the early changes in police departments are now accepted as matter of fact. An example would be the use of female support personnel in dispatch. It is now common for police departments to use female dispatchers and the majority of police officers accept this development.

8. Conflict Between Support Personnel - None of the respondents to our survey indicated any significant problems between support personnel.

Summary of General Experiences of Police Departments

In summary it would appear that the majority of police departments are well satisfied with the job performance of support personnel. The problems encountered are primarily management problems. The employment of support personnel requires that police departments adopt different management style for support personnel. The traditional rank structure and para-militaristic disciplinary processes used for sworn personnel have not proven to be effective in motivating and controlling support personnel.

The unsuccessful examples of employment of support personnel have all shown indications of inadequate management policies and procedures. The Urban Development Institute study illustrates a number of key issues related to training, supervision, selection criteria, low pay levels and inadequate definition of job responsibilities. These inevitably result in high turnover

and performance-related issues such as absenteeism and high incidence of sick days. A number of our survey respondents indicated that that there were inadequate procedures for discipline and performance management of staff support personnel. The trials procedure governed under Regulation 680 under the Police Act of the Province of Ontario affects only sworn police personnel.

Supervision and Management of Support Personnel

We believe that the experiences of many police departments indicate that the current supervision and management processes and procedures are inadequate. In order to effectively supervise support personnel a different management style must be used and new human resource management programs developed. These include:

- comprehensive job descriptions and an adequate method of job evaluation

- a defined disciplinary process and performance management program

- new standards of performance and appraisal.

For several reasons we believe that staff support personnel in clerical and manual functions should be supervised by other support personnel. This provides both an adequate career progression route and also experienced clerical supervision. It is possible to suggest that sworn police officers lack experience in supervising clerical employees. Although many police officers have proven ability, adequate supervisory training and a genuine

interest in supervision and management of other police officers, few sworn officer supervisors have supervised clerical employees. The management style and skills required to supervise support personnel will be different from supervising sworn police officers. We consider that individual and group unit productivity will improve if clerical support supervisors are introduced.

LEGAL CONSTRAINTS

The major determining factor in the use of support personnel is whether the specific job responsiblities require the full exercise of police authority as defined under the Federal, Provincial or Local law. The definitions contained in this section of the report are based on the Police Act of the Province of Ontario. It is relevant to briefly summarize a number of points within this Act. These points will be discussed later in this report.

Composition of a Police Force

Section 23 - 1 of the Act states that every person employed in a police force is deemed to be a member of that force. Under Part 2 of the Act, Section 8, every municipality that provides and maintains a police force and has a population of more than 15,000 people according to the last municipal census should have a Board of Commissioners of Police. Section 14 - 1 defines the structure of a police force in a municipality having a board as:

> "The police force...shall consist of a chief of police
> and such other police officers and such constables
> assistants and civilian employees as the Board
> considers adequate, and shall provide with such
> accomodation, arms, equipment, clothing and other

things as the Board considers adequate."

All members of the police department are subject to the Board of Commissioners of Police. Section 17 - 1 of the Act defines the Board as being :

> "Responsible for the policing and maintenance of law and order in the municipality and the members of the police force are subject to the government of the Board and shall obey its lawful direction.

> Every member of the police force of a municipality however appointed, is, from and after the passing of a by-law establishing a Board, subject to the government of the Board to the same extent as if it were appointed by the Board."

Powers of a Police Officer

The powers of a police officer are defined under Part 6 of the Act. Section 54 defines the constable's power to act through the Province of Ontario.

> "Every Chief of Police, other police officer and constable except a special constable or by-law enforcement officer, has the authority to act as a constable throughout Ontario.

> Section 55

> "The members of police forces appointed under part 2, except assistants and civilian employees, are charged with the duty of preserving the peace, preventing robberies and other crimes and offences, including offences against by-laws of the Municipality, and

apprending offenders, and laying information before
the proper tribunal, and prosecuting and aiding
in the prosecuting of offenders, and having generally
all the powers and privileges and are liable to all
the duties and responsibilities that belong to
constables."

Under Section 64 - 1 of the Act every person appointed to
be a Chief of Police, other police officer or constable shall
before entering on the duties of his office, and every special
constable, take and subscribe an oath of office.

Special Constables

Under Section 67 of the Act a county court judge, a
district court judge or a provincial judge may, by written
authority appoint any person to act as a special constable for such
period, area and purpose as he considers expediant. Under Clause
3 Section 67 every appointment as a special constable is subject to the
approval of the Ontario Police Commission.

Bargaining and Representation

In Part 2 of the Act, Section 28 membership in a trade
union is forbidden.

"A member of a police force shall not remain, or become a
member of any trade union or any organization that is
affiliated directly or indirectly with a trade union."

As already defined under Section 23 - 1 every person
employed in a police force is deemed to be a member thereof. Under
Section 29 a majority of members of a police force may express the desire
to enter into bargaining with either a Board or the Council of the

Municipality with a view to make an agreement in writing to define, determine and provide for remuneration, pensions, sick leave credit gratuities, grievance procedures or working conditions of the members of the police force other than the Chief of Police and any Deputy Chief of Police, except for such working conditions as are governed by regulations made by the Lieutenant Governor in Council under this Act. Where not less than 50% of the members of a police force belong to an Association notice of intent or desire to bargain shall be given by that Association. In terms of the Police Act an Association is defined as a association limited to one police force and having amongst its objectives the improvement of conditions of service or remuneration of members of that force.

Section 69 of the Police Act deals with any individual attempting or causing disaffection amongst members of a force.

"Every person, including a member of a police force who
(a) causes or attempts to cause or does any act calculated to cause, disaffection amongst members of a police force;
(b) induces or attempts to induce, or does any act calculated to induce a member of a police force to withhold services or commit a breach of discipline; or
(c) being a member of a police force, withholds his services, is guilty of an offense and on summary conviction is liable to a fine or not more than $500.00 or to imprisonment for a term of not more than one year or to both."

Section 71 of the Police Act defines police cadets as members of a police force.

Section 72 of the Act outlines the scope of regulations for the control of police forces in Ontario. These regulations may be made by the Lieutenant Governor in Council and influence

(a) The Government of police forces and governing of the conduct, duties, suspensions and dismissal of members of the police force.

(c) Governing the qualifications for the appointment of persons to police forces for their promotion.

(f) Prescribing the minimum salary or other remuneration and allowances to be paid to members of police forces.

The regulations to the act are:

Regulation 678 - Arbitration

Regulation 679 - Equipment

Regulation 680 - Discipline and Trials

Regulation 681 - Responsiblity for policing

Regulation 780/73 - Rank, structure and insignia

The discipline and trial procedure defined under Regulation 680 of the Police Act appears to be limited to sworn personnel. Section 51 reads:

"Where a constable or other police officer
is charged with an offense against the
code"

And Section 6 reads:

"Any constable or other police officer may lay
a complaint before a Chief of Police or any
other officer designated by him under Section 3."

The inference of these two statements is that the disciplinary process defined under Regulation 680 is not designed for all members of a police force. It would therefore appear that either each individual police force should develop an adequate disciplinary process for support personnel or alternatively the Police Act of the Province of Ontario should be modified to include an additional regulation outlining disciplinary processes for support personnel.

Summary of Legal Constraints

We have selected the key sections of the Police Act as they affect the employment of support personnel in the Province of Ontario. As defined only a serving sworn police officer, or a special constable who has also sworn a similar oath, has the powers of arrest and apprehension. Members of a police force in the Province of Ontario are restricted in their ability to join a trade union but may be represented in the bargaining process by an association. This association will represent all employees of the police force, whether sworn personnel or support personnel. All employees of the police force are defined as members of that police force. The Police Act as currently structured prevents many of the potential risks of employing support personnel. One major concern expressed by many police officers is the potential risk of operational breakdown as a result of the withdrawal of support personnel from key areas. This would not appear to be legally possible within the Province of Ontario.

There are three major legal considerations in the employment of support personnel. These are the definition of job

responsiblities and the requirement for full law enforcement powers
including

- the power of arrest
- the limitation of the right to strike
- the admissability of evidence as a key witness

We have already dealt with issues related to the first
two factors. As the scope of responsibilities of support personnel
broadens into law enforcement support functions such as
identification, research and surveillance it is likely that
non-sworn personnel will be required to appear as expert witnesses
in a court of law. Legal precedents already exist for non-sworn
personnel appearing as expert witness in the prosecution process.

Assuming that a support person holds an approved,
authorized certificate of proficiency from an accredited police
college we see no reason within the Criminal Code of Canada to
prevent that person from presenting evidence before a court of law.
As the individual acquires experience and training we believe that,
assuming competency, their evidence will be accepted. This issue is
discussed later in Volume II of our report with particular reference
to the area of identification technicians.

THE OVERALL POTENTIAL FOR
THE USE OF SUPPORT PERSONNEL

In summary we believe that there is considerable poten-
tial to broaden the scope of support personnel in police work. In
the future we anticipate a growing acceptance of, and commitment to
the idea of employing non-sworn personnel in senior positions within
the police force. Throughout this section of the report we have
stressed the wide acceptance of non-sworn personnel in basic cleri-

cal support functions. The overwhelming evidence as a result of our study is that the successful and gradual integration of support personnel into the police community will result in the further broadening of their responsibilities.

It is important to briefly summarize areas where we believe civilians could, and should, be employed. We have divided these into clerical and manual, professional and technical and management positions. In addition we comment on the relationship of pure administration, related support functions and pure policing functions.

We realize, and accept, that many of the opinions contained in this section are open to discussion. It is also evident that any of the positions outlined in this section will depend on the size of police department/force and also on the available skills within the community. In addition the manpower requirements and needs of every police department are varied, although the central law enforcement core activities will be common. For example some police departments may be actively developing computer and EDP systems and may potentially be of sufficient size to employ a full time systems analyst and programmer. Conversely other police deparatments may be using external consultants or government centralized agencies to assist in the development of similar systems and may rely totally on external resources.

Clerical and Manual

The following clerical and manual skills could effectively be provided by a civilian support personnel:

- secretarial and stenographic

- records maintenance and computer terminal operators
- radio dispatch
- receptionist responsibilities
- manual trades (carpenter, plumber, electrician)
- cleaning and janitorial services
- vehicle maintenance
- cooking
- gardening
- accounting and purchasing
- payroll
- jail orderlies
- store keeping property and supply
- purchasing
- station security guard, police facility guards
- prisoner transportation
- traffic control duties
- traffic operations and parking tickets
- keypunch operators
- computer operations personnel

Professional and Technical

With a few notable exceptions police departments have been reluctant to hire support personnel in the professional and technical areas. We have identified, however, an increasing trend in the larger police departments towards hiring professionally qualified support personnel. These include:

- accounting and budget officers
- personnel officers
- systems analysts
- computer programmers
- planning analysts

- research analysts
- management systems specialists
- helicopter pilots

Identification Technicians

The majority of the professional and technical personnel are directly related to pure administration. We suggest that there is real potential to use support personnel in a number of related support functions. We anticipate support personnel performing many of the responsibilities currently performed by sworn police officers. This will result in freeing these police officers to concentrate on pure policing resonsibilities.

The Waterloo Regional Police Force has already hired support personnel to work as identification technicians responsible for dark room and fingerprint filing and analysis. It is anticipated that in time, and with sufficient training and experience, the identification technicians, will work with existing identification officers in the field in scene of crime and investigatory work. The non-sworn identification technicians were recently accepted into the identification course at the Ontario Police College. With this level of specialist expertise and skill training, and with the gradual development of a sound basis of case experience work we believe that support personnel can develop into fully qualified field identification officers.

We accept, however, that this will take time and we do not recommend staffing of the identification function exclusively with non-sworn support personnel. For career progression reasons we recommend that sworn officers should still have the potential for working in the identification function prior to placement in the detective function

Domestic Crisis Intervention Counsellors

Another interesting, and significant, use of professional and technical support personnel is in the area of community domestic

crisis intervention counsellors. The use of qualified, professional social workers to assist sworn officers in the important area of domestic crisis represents an ideal example of the potential to use support personnel effectively. The domestic crisis intervention counsellors should normally be full-time members of the police department and work on a 24 hour shift basis supplementing the efforts of sworn police officers.

We recommend that in order to achieve the complete integration the crisis intervention counsellor should attend all briefing meetings prior to the beginning of a shift. Also the role of the crisis intervention officer should be fully explained to all members of the force. In the example in London, Ontario and in the research for the new Waterloo Regional Police Force Pilot Project the level of acceptance of crisis intervention counsellors by sworn police personnel has been very high. Their role is seen to be complementary to that of the law enforcement officer.

Management Positions

Management positions in general divide into three levels:

- supervisory management
- middle management
- senior management

We consider that there is the potential to employ non-sworn support personnel in each of these levels. This will, in part, introduce potential career advancement for non-sworn personnel. We have determined a number of potential supervisory positions including records supervision, accounting function supervision, communication dispatch supervision and supervisory positions in prisoner escort security and summons and warrant service.

We also anticipate the appointment of a number of middle management support personnel in police departments. We have identified, dependent on the size of force, a range of functional head positions which would include accounting manager, personnel manager, EDP manager, transportation and maintenance manager, stores manager.

By definition the number of senior management appointments will be limited. We are aware that a number of police departments have already appointed senior administrative support personnel. We anticipate that in medium and large size police departments (i.e. total complement of 250+) a non-sworn administrator could replace the Deputy Chief of Police - Administration. The management and administrative skills necessary to effectively control a modern police department are, to a large extent, similar to the skills needed in industry and commerce. Sworn police personnel have often made excellent administrators but, by virtue of their career training and progression, they have lacked adequate exposure to sophisticated management procedures and systems. Senior police officers have only recently been exposed to modern management training techniques. It is our opinion that the majority of senior police personnel would welcome the assistance of a senior management administrator in their force. We believe that this individual should have equal status to the Deputy Chief Operations.

Positions Requiring More Extensive Study

There are a number of positions in the majority of police departments which we believe could be filled by support personnel. These positions are:

- chief of police
- community relations
- communication personnel (complaints handlers)
- front desk receptionist
- court security and assignment officers
- cadets
- planning and crime analysis
- use of support personnel in law enforcement investigation
- use of external resources

PEAT
MARWICK
AND PARTNERS

There remains however, some concern and debate within the police community about the future of these positions. Briefly we will discuss each and express an opinion.

Chief of Police

Technically our interpretation of the Police Act for the Province of Ontario indicates that the Chief of Police should have the power of arrest. We believe that, in time, it will be possible to appoint a non-police officer as a Chief of Police. This would require that the individual swear an oath as a special constable. We anticipate the appointment of a non-police officer as Chief in medium to large size police departments. The peculiar requirements of the Chief of Police include administrative ability, public and community involvement and leadership and an understanding of the law enforcement process. We believe that, with adequate training and experience, a "civilian" could function effectively as Chief of Police.

Community Relations

As the emphasis in law enforcement shifts from reactive to preventative policing the relationship between the police and the community it serves changes. We recommend that community relations should remain the exclusive responsibility of sworn personnel. The community expects, and anticipates, that the police force be represented by a professional police officer. This is particularly true in junior and high school education programs where the power of the uniform is a major factor in acceptance. We see little advantage in non-sworn personnel acting as an intermediary between the community and the police force. If the community is to trust and accept its police department it must have direct contact with law enforcement representatives. We recommend, however, that the administrative and clerical support of all community relations programs (i.e. the processing of block parent applications, the scheduling of school visits) should be performed by clerical support personnel.

The comments in the above paragraph do not limit the potential for a civilian Chief of Police. We realize and accept that this development is realistic within a 5 - 10 year future and during this time period we expect both the general community and also the police community to accept the idea of a civilian head of the police department.

Communications Personnel - Complaints Handler

The idea of support personnel in radio dispatch is now generally accepted. With a few notable exceptions this works well. In discussions with members of the police community differing views were expressed on the potential to employ support personnel in complaints handling. At the one extreme it was considered that the experience of police officers in handling calls was essential in certain instances. Thus it is quite common for long service police officers and sergeants commanders to operate as complaint handlers alongside support personnel. We believe, however, that with complete and full training and a number of years of experience civilian complaint handlers can function as effectively as police officers. We also suggest that a civilian supervisor could function as a shift leader. We would not recommend, however, that the communications function be made exclusive to support personnel.

Communications can be considered as an ideal light-duty assignment for an injured officer. We would therefore anticipate that police officers could be assigned to complaint handling on a temporary basis.

Front-Desk Reception Duties

Whether in a headquarters or a detachment location the front desk reception area is a focal point of contact between the police and the community. In the majority of instances, the public uses the front desk as an information point. Depending on the con-

figuration and layout of the detachment or headquarters building
the front desk duties may also be integrated with the control of the
holding cells. We believe that non-sworn personnel could be used as a
receptionist/information clerk. Normally the duty detachment staff
sergeant will have an office adjacent to the main reception area, and the
non-sworn personnel have direct access to an officer with the power of arrest
if needed. We believe that the incidence of individuals presenting them-
selves for arrest is relatively low. Dependent on the proven needs, a non-
sworn security officer could be present in the reception area.

Dependent on the analysis of workload statistics, we
believe that the support personnel should work only during the day
shift, i.e. 8:00 A.M. to 4:00 P.M. The balance of the 24 hour
period should be handled by sworn personnel.

Court Security and Assignment Officers

We are aware of the current study of the relationship of
the law enforcement agencies and the judicial process in the province
of Ontario. We have discussed the potential for employment of support
personnel in the court system with a number of individuals. We believe
that police officers should be replaced by support personnel in prisoner
transportation between the detention center and the courts and also in the
area of court security. We recognize that in certain extreme cases the
police may be required to provide additional court security. We also
believe that, in time, support personnel should replace police officers as
court officers assisting the crown prosecutor and that support personnel
should act at the intermediary between the Police Department and the court
system to allow for the effective scheduling of court appearance times. We
believe that these changes should be made over the next two years. This
will have the important effect of reducing costs and also freeing up a
number of professionally qualified police officers.

Cadets

Under the Police Act of the Province of Ontario a cadet
is considered to be support personnel. Dependent on the anticipated future
manpower requirements for professional police officers, cadets provide
a useful and effective source of recruits. There are a number of
functions where a cadet, serving as support personnel, can acquire
considerable exposure and experience to law enforcement methods and
also develop a working understanding of the local police force. We
anticipate cadets functioning in communications, summons and warrant
serving, front desk reception duties, detention and holding center,
crime analysis and statistical section.

Planning and Crime Analysis

We believe that support personnel should perform many of
the functions currently involved in research, planning and crime
analysis. Basically these functions exist at two levels. These
are clerical and analytical. Depending on the data base arrangement
statistical clerks should be used to extract and compile basic
crime statistics. A statistical analyst/planner should also be em-
ployed by the police department to analyse patterns of crime and to
determine workload variables.

The research function in the majority of police departments
is open-ended. There appears to be no consistent definition of the
role of a research officer and the duties and resonsibilities vary
greatly. Research in the broadest concept is a very necessary
function for any police department. The rapid changing technology,
and the significant changes in law enforcement methodology suggest
that each police department must have a capability of remaining up
to date. To a considerable degree the need for a research function
is directly related to the availability of technical expertise from
a central government agency (whether provincial or federal). The in-

force research capability will also depend on the availability of specialist technical resources in the community. Many police departments use technical experts on a part time basis. An example might be the use of a lawyer to provide legal interpretation of changed legislation or alternatively of a qualified psychologist to provide input on a behavioral issue.

We believe that the role of a research officer can be adequately performed by non-sworn personnel and that the necessary understanding and appreciation of law enforcement matters can be gathered by working in the police community.

The Use of Support Personnel
in Law Enforcement Investigation

In addition to the potential for support personnel to work in related support functions like communications, transportation and identification, we believe that there is some potential for non-sworn police officers to work in investigatory aspects of law enforcement. Support personnel are used in some police forces for wire tap surveillance and transcription. In addition, we see some potential, dependent on the size of the force, for non-sworn expertise in the area of fraud invest- igation. As fraud crimes become more complex, and with the advent of complex computer fraud, we believe that there may be sufficient case work demand to justify a police department hiring a qualified accountant and systems expert to assist in investigations.

Use of External Resources

There is considerable potential for police departments to use external services on a contract base. This will assist in freeing professional police officers from routine administrative tasks and therefore in reducing costs. An example would be the use of an external drafting service to develop brochures and communications packages for police department programs.

SUMMARY OF THIS SECTION OF THE REPORT

In this section of the report we have reviewed a number of background issues and concerns related to the employment of support personnel in police work. This section forms the basis for our discussion of the model approach to determining opportunities for employing support personnel, Section III, and for the final section of the report where we discuss a number of key considerations in the decision to hire support personnel.

A MODEL APPROACH TO IDENTIFYING POTENTIAL
AREAS FOR EMPLOYMENT OF SUPPORT PERSONNEL

III – A MODEL APPROACH TO IDENTIFYING
POTENTIAL AREAS OF EMPLOYMENT OF SUPPORT PERSONNEL

INTRODUCTION

In this section of the report we discuss an approach to assist in determining whether non-sworn support personnel can effectively be utilized to replace professional law enforcement personnel. In developing this approach we have attempted to define a structured, analytical process which each police department can use, and modify. Our approach takes into account the issues and problems discussed in Section II.

Our approach is built around analysing each position, in terms of specific job responsibilities, against a number of predefined criteria. These criteria are in four areas:

- community considerations
- professional issues
- operational factors
- economic considerations.

An essential stage in the analysis of potential for employment of support personnel is to fully document and analyse each position within the police department. This will enable senior management to adequately determine the range of job responsiblities. It is possible to categorize job responsibilities into three groupings:

- routine administrative tasks
- specialist skilled tasks in administration and police support functions
- law enforcement responsibilities.

PEAT
MARWICK
ANDPARTNERS

This method has been particularly useful in identifying the specific responsibilities of an individual police officer. In our analysis of jobs in the Waterloo Regional Police Force, we divided each job into:

- pure policing
- administration
- non policing functions.

The approach also enabled us to identify the specialist functions within the force to determine the necessary skills required and also the potential training needs.

STEPS IN THE ANALYSIS OF THE POTENTIAL TO EMPLOY SUPPORT PERSONNEL

Before discussing the specific criteria we applied it is necessary to review the steps in determining where to employ support personnel. These steps are essential to ensure that the introduction of support personnel is planned, analyzed, managed and implemented effectively. Members of the police department should be involved in all stages of this process.

Step 1 - Arriving at a Policy Decision

The senior officers together with the Board of Police Commissioners should review the overall goals and objectives in increasing the number of support personnel. They should jointly review major issues related to the legal constraints, the potential for disruption of service, the availability of experienced trained manpower in the local labour market and the direct and indirect costs of employing support personnel.

The decision to hire support personnel may involve a major shift in the police department policies and priorities. It is extremely important to determine limits to the size and scope of the civilian

activity and to agree upon a common approach. The most important single factor must be to develop a common attitude or acceptance of employing support personnel. The unsuccessful experiments showed a common lack of commitment by senior officers in the police department.

.Step 2 - Determining the
Tasks to be Performed

In this step members of the police force must determine what tasks are feasible for support personnel to perform and what training will be required. We actively assisted Waterloo Regional Police Force in this phase of their study. It is important to note however, that the police department had already conducted an internal task force approach to analysing immediate opportunities. This comprehensive approach formed the basis for our study, and was a major factor in our approach. The idea of broadening the scope of support personnel had been widely discussed in the force and a definite commitment existed to further integrating support personnel.

CRITERIA TO BE USED IN DETERMINING THE
POTENTIAL TO EMPLOY SUPPORT PERSONNEL

The overriding criteria in the decision to employ support personnel is whether the job responsibility requires that an individual have the power of arrest and the extensive and thorough training and experience of an individual police officer. In addition to this underlying principle, we examined the following criteria.

Community Considerations

We were primarily concerned about the effect on two communities, the police and the public. We believe that the police community in principle has accepted the concept of employment of support personnel. The gradual process of "civilianization" has, in part, removed any major fears. The speed of change and the process of introduction are important. The major issue in the community is to determine the potential impact of a non-sworn

person performing police duties. How will a member of the public, whose expectation is to meet a sworn police officer, accept a non uniform person? An example of this would be in the use of a non-sworn employee in the reception in a headquarters or detachment location. Traditionally the first point of contact for a member of the public is with the uniformed officer. If our recommendation is adopted the first point of contact would be with a civilian receptionist. We believe that, in general, members of the public would accept a civilian.

As with all the criteria discussed in this section we applied basic questions around community acceptance (by both the police and by members of the public) to each position in the police force. For example:

- How would members of the community react to a non-sworn head of a police department?

- How would members of the police force react to a non-sworn head of the police department?

In both instances, we believe that there will be a period of readjustment, but that ultimately this concept is acceptable to both communities.

Professional Issues

In this criteria we are primarily concerned with the effect of employing support personnel on both serving police officers and also support personnel. We examined a number of issues within the professional criteria. Discussion of each follows:

1. **Quality/Service**

   We were primarily concerned with the effect on the quality of service of the department as a result of introducing support personnel. We attempted to evaluate the impact on the overall performance of the function if non-sworn personnel were introduced. We particularly examined the central issue of the quality of specialist services and the impacts on performance of other functions.

2. __Career Considerations__

In this criteria we were primarily concerned with the overall effects on the professional police officer and also on support personnel. The changes in job structure have a number of important implications and we attempted to assess the effect on career training, recognition and involvement of professional police officers. We also examined the potential impacts of appointing specialist personnel in terms of broadening their future career interests, and long-term career developmental potential.

3. __Sworn Police Officer - Acceptance__

We examined issues related to the acceptance of the appointment of support personnel by professional police officers. We considered matters related to trust, security of employment, perceived impact on career progression and the potential limitation on each individual police officers opportunity to specialize in certain aspects of the police function.

4. __Organization Structure__

We attempted to assess the impact of appointment of support personnel on the overall organization structure of the police department. In this instance we reviewed the impact on the senior officer complement and also on the supervisory management structure. We reviewed existing range of responsiblities of supervisory, middle and senior management personnel and attempted to assess the re-definition of responsibility subsequent to the appointment of non-sworn management personnel.

EXHIBIT 6

MATCHING OF JOBS TO CRITERIA FOR CIVILIANIZATION - BY POSITION

Position	Community Public	Police	Quality/ Service Level	Career	Specialization	Organizational	Training	Economics	Operational	Legal Implications	TOTAL
Chief of Police	0	0	1	0	2	0	2	0	0	0	5
Professional Standards	1	0	0	0	2	0	1	0	0	0	5
Deputy Chief - Administrative	1	1	2	0	3	1	2	0	2	2	14
Admin Services	2	1	2	0	3	2	3	0	2	-	15
Admin Technical Support	0	1	0	1	1	1	1	0	0	0	5
Communications (sgts)	0	1	1	0	0	0	0	0	0	0	2
Identification	2	2	3	1	3	3	3	2	3	3	25 *
Summons and Warrants	2	2	3	2	2	2	1	2	2	2	20 *
Admin Support - Courts and Security	3	2	3	3	3	2	3	3	3	3	28 *
Public Services - Program Support	3	3	3	3	3	3	2	3	3	3	29 *
- Domestic Intervention	3	3	3	3	3	3	3	3	3	3	30 *
Operations - Word Processing	3	3	3	3	3	3	3	3	3	3	30 *

5. Training Programs

We reviewed the existing training programs available for support personnel and estimated the additional training requirement to develop an overall effective level of performance.

Economic Considerations

In assessing the economic criteria we analyzed potential cost savings and also potential cost increases resulting from the appointment of support personnel. We also reviewed the potential impact of improved individual performance in terms of increased productivity and equivalent man years freed up for sworn police officers.

Operational Factors

We evaluated the impact of introducing support personnel on the overall operation of each specific job. We reviewed the impact of shift work on labour turnover and also the potential problems that could be generated by a disruption of service resulting from external third party intervention. It should be remembered that this is illegal in the Province of Ontario.

THE USE OF CRITERIA
TO EVALUATE POSITIONS

Exhibit 6 opposite illustrates our analysis of a typical police department. We developed four levels of potential to be applied to each criteria. These levels were:

- 0. No potential to civilianize this position
- 1. Limited potential to civilianize this position
- 2. Some potential to civilianize this position
- 3. Full potential to civilianize this position.

In our assessment of each position in the police department we applied these levels to each criteria. The high scores indicate a high potential to introduce support personnel into that position. An example of this basic method would be our analysis of the position of Chief of Police. We have already used the example of the community acceptance by both the police and by members of the public. We believe that immediately there would be limited impact on the quality of service resulting from the introduction of a professional manager as Chief of Police. We also consider that there will be career limitation in terms of members of the police force and their promotional expectations which will make it difficult for them to accept the idea of a non-sworn chief. This example illustrates how we objectively evaluated each criteria based on the experience of other police departments, our review of literature and our own assessment of the situation.

THE RESULTS OF OUR ANALYSIS

As the result of the analysis of each job against each criteria we were able to identify jobs with the potential for immediate, direct replacement of sworn police officers by support personnel. In addition we were able to identify other jobs where a significantly large proportion of the job could be performed by a support person and the balance by a sworn police officer. By combining job responsibilities we were able to arrive at a balanced workload and develop positions which should, subject to the rearrangement of responsibilities, be filled by either support or sworn personnel.

The final stages of our approach involved developing priorities for implementation and an implementation schedule. This schedule included timing, responsibility, an approach, and the development of adequate pay scales for the new position. The definition of priority was made by members of the police management group and also by review with the Board of Commissioners.

IMPLEMENTATION OF SUPPORT PERSONNEL PROGRAM

Having determined where, potentially, support personnel could effectively work in a police department, and having determined the priorities for hiring, there are a number of tasks that a police department must undertake:

- the development of detailed position descriptions
  to assist in recruitment, of adequate pay scales,
  and the definition of training needs

- the definition of routine operational procedures
  and the preparation of manuals

- the development of training programs to include
  job orientation training and specific job related
  training.

The final task, or activity, is to develop an effective monitoring and evaluation process to determine the success, and/or failure of each appointment. This should include issues related to the measurement of job performance, cost criteria, job satisfaction and morale of newly appointed personnel, and a review of the labour turnover and exit interview notes. It is essential to evaluate the results of employing support personnel after the first six months of operation and again at the completion of the first year. At this time the management of the police department and the Board of Commissioners should review progress against the original objectives using comparative performance data.

KEY CONSIDERATIONS IN THE DECISION TO HIRE
SUPPORT PERSONNEL

IV - KEY CONSIDERATIONS IN THE DECISION
TO HIRE SUPPORT PERSONNEL

INTRODUCTION

In this section of the report we discuss 6 key issues, identified as a result of our study, which directly affect the effectiveness of support personnel in the police service. These are:

- Career Issues
- Training
- Size of Police Force/Organization of Policing
- Light Duty Assignments
- Morale and Involvement of Police Support Personnel
- Police Officers Career Considerations.

CAREER ISSUES

Throughout this report we have emphasized the changing pattern of employment of support personnel. The traditional emphasis on clerical and manual skills is gradually being replaced by a regonition that support personnel can function in professional and technical and management positions. In Section II of the report we commented on reasons for staff turnover and indicated that one important factor in staff turnover was the limited potential for career advancement.

We believe that the development of supervisory, middle management and senior management positions in mid to large size police forces will, to a great extent, provide adequate career progression opportunities. We have also identified a growing need for support personnel to be involved in the communication and management decision making within a police department. We expect and anticipate that functional and department head managers will become involved in regular planning meetings, and review and discuss

the operation of the police department. We believe that support
personnel should ultimately be involved in the senior management level
descision making.

We recognize that the potential for advancement within
one single police department will be limited. This presents three
potential career progression routes for support personnel:

- advancement into a senior career position
  in another police department/force

- transfer to a career position in local
  municipal or provincial government

- leave police work and seek alternative employment.

Career Structures

To date we have been unable to identify any inter-department/
force career progression for support personnel. This may, in part,
reflect the relatively recent employment of professional and technical
and management support personnel. It does indicate, however, the need
for greater standardization and coordination of support personnel
responsibilities to develop a formal career structure for non-sworn
personnel in the police work. Ultimately we anticipate a career
structure where it would be possible to join in a junior, analytical
position and progress through training and experience in police
administration into senior management responsibility. This career
structure implies a rational approach to career development planning,
and training programs for support personnel with appropriate
administrative, professional and technical qualifications. The
development of an adequate career structure also implies some form
centralized direction for the employment of support personnel.

This may be an appropriate role for a central Provincial or Federal Government police manpower planning system.

TRAINING

The training of support personnel remains a matter of priority. We have already commented on the inadequate programs currently available for the majority of support personnel. Most training is "on-the-job" skill related. We recommend that all support personnel undertake a basic one week induction program to develop a complete and thorough appreciation of the functioning of a police department. This would include a review of law enforcement legislation, the role of the police in the total enforcement process, the functions of the various departments within a police force and an appreciation of the role of sworn personnel and the range of their duties and contacts. We would hope that support personnel would participate in the same program with new sworn recruits.

We also believe that to function effectively in a police environment support personnel must understand the importance of their role relative to the uniformed and plain-clothed officer. In the Waterloo Regional Police Force radio dispatch personnel accompany police officers on patrol in a squad car for a one-week period. They learn the basic lay-out of the zone/sector structure to develop an appreciation of the importance of radio contact to the sworn officer.

In addition to in-force training there is the major need to upgrade skills and provide technical specialist skill training through centralized police college facilities. We are encouraged

by the leadership shown by the Ontario Police College, in opening
the identification course to civilian identification technicians.
We believe that this shows a very real acceptance of the role of
support personnel in related support functions. We would also
expect that support personnel be encouraged to upgrade professional
skills and further their knowledge by participating in specialist
training activities external to the police community. This would
include professional accounting courses, management studies and
typing and clerical skill improvement.

SIZE OF POLICE FORCE - ORGANIZATION
OF POLICING

During our study we have demonstrated that the oppor-
tunity and potential of employing support personnel are directly
related to the size of police department. This fact determines the
need for specialist skills and also determines the potential to
develop an adequate structure for career progression. The potential
for consolidation of existing police departments into larger, more
centralized units has many long term implications in the employment
of support personnel. We believe that the future structure of
policing will vary greatly from the current situation. It is diffi-
cult to estimate time scales but the pattern which has emerged over
the last 10 - 15 years indicates a gradual process of amalgamation
and consolidation. Besides the obvious implications in terms of
operating efficiency and the range of services provided we believe
that this trend is consistant with our view of a changing pattern in
the use of support personnel. We also believe that the changing
environment of policing, with the increasing emphasis on cost con-
tainment and preventative policing will require police management to
develop modern management control and administrative procedures.

This is turn will lead to the appointment of senior management administrative personnel.

LIGHT DUTY ASSIGNMENTS

A major concern of the police community is that the appointment of support personnel in administration and police support functions will remove a number of light duty assignment positions. Traditionally these posts have been maintained for officers who are either injured during policing duties or were considered medically unfit for a limited period of time. We believe that an adequate number of such positions must be provided by a police force but that the careful control and monitoring of performance will limit the number of individual officers placed on light assignment. The challenge facing police management is to identify likely positions in the police force. These will potentially be in:

- desk duty
- communication complaint handling
- adminstration
- court assignment officers

In addition the potential for early retirement on medical ground should also be fully explored. Recent improvements in benefits (pension plan and life insurance) now make early retirement an alternative solution for long term or permanent disability.

The management of performance remains one of the major problem areas for senior police management. The development of adequate standards of performance and the potential for re-training

and re-deployment present other options. Our recommendations for broadening the range and scope for employing support personnel are not intended to limit the opportunities for light duty assignment. Clearly every police force has a commitment to all members of that force. In fact our recommendations are made to enhance the role of the professional police officer by identifying opportunity to develop the specialist skills and expertise as a law enforcement officer.

MORALE/INVOLVEMENT OF POLICE SUPPORT PERSONNEL

Although our study indicates that civilian personnel are, in general, well received by the police community we are concerned that they be totally integrated into the police force. As with all change acceptance is gradual. Many civilian personnel we have spoken with have indicated that they believe they must perform 100+% to gain acceptance. As professional, technical, and management support personnel are appointed, the need for greater acceptance will be accentuated. To a great extent non-sworn personnel must make every effort to integrate into the police community. They should be prepared to attend church parades social functions and participate in police sport activities. Female employees should work with police women to develop parallel sports and social activities.

The tendency to view "civilians" as a separate, lesser section of the police department can be overcome. In Waterloo Regional Police Force non-sworn personnel are shown to be part of their operating unit. There is a large board containing photographs of all members of the police force in the entrance to the

HQ building. This board is divided into HQ and the three detach-
ments. Employees are shown in alphabetic order irrespective of
rank and status. Thus non-sworn employees appear alongside police
officers. This is just one example of real integration.

Our recommendation on training is also made to improve
the level of morale and involvement of support personnel. We
believe that performance is directly related to involvement and
that until individuals understand the overall functioning of a
police department their job performance will be limited.

POLICE OFFICERS'
CAREER CONSIDERATONS

Potentially the employment of support personnel could
pose threats to the career progression of individual police offi-
cers. Police management must be aware of this issue and must be
prepared to place sworn officers in developmental positions in
administration. We do not see any incompatibility between career
development, rotation for sworn officers and the hiring of prof-
essional and technical and management support personnel. We
believe that it is possible to balance the need for developmental
positions for promotable junior officers to gain adminstrative
experience with the need to provide career opportunities for
support personnel.

SUMMARY

In this section of the report we have provided guidance
on the major issues and considerations in the employment of support
personnel. Inevitably there will be much discussion on a number of

opinions expressed in this report. We believe that this discussion
will be constructive and that the ideas and opinions reviewed above
will be carefully analyzed and examined by the police community.

BIBLIOGRAPHY

APPENDIX A

BIBLIOGRAPHY ON THE USE OF SUPPORT

PERSONNEL IN POLICE WORK

APPENDIX A - BIBLIOGRAPHY

INTRODUCTION

In the research phase of this study we reviewed a range of literature and articles reviewing the use of support personnel in police departments/forces. These reference sources included:

- Ministry of the Solicitor General - Annual Report 1974-77 Government of Ontario

- The Police Act (Revised Statutes of Ontario, 1970 Chapter 351) December 1976

- Employing Civilians for Police Work - Urban Institute Study
  Authors: Alfred I. Schwartz   Ref.   5012-03-1
          Alease M. Vaughan
          John D. Waller
          Joseph S. Wholley
  May 1975   Library of Congress   Reference HV8143.E45
                                     362.2'2   75-619204

  Also available as a Monograph from:
       U.S. Department of Justice
       Law Enforcement Assistance Administration
       National Institute of Law Enforcement and
       Criminal Justice

- Annual Report of Waterloo Regional Police Force - 1977

- Task Force on Policing in Ontario - February 1974

- Provincial Offences Procedure - Ministry of the Attorney General
  Province of Ontario - April 1978

- Report of Her Majesty's Chief Inspector of Constabulary-1971-76
  Her Majesty's Stationery Office, United Kingdom

- Report of the Commissioner of Police of the Metropolis for the
  Year 1976
  - London - Her Majesty's Stationery Office, United Kingdom

- Civilians in the Police Service - June 1975, Nov. 1977
  - A Report by The Association of Chief Police Officers
    of England, Wales and Northern Ireland

- Civilians - Trade Union Membership - March 1977
  - A Report by the Council of the Association of Chief
    Police Officers of England, Wales and Northern Ireland

- Civilianization - Notes by the Home Office - December 1974
  - Police Advisory Board for England & Wales

- Police - National Advisory Commission on Criminal Justice
  Standards and Goals
  - Chapter 10 - Manpower Alternatives
    - 10-1 Assignment of Civilian Police Personnel
    - 10-2 Selection and Assignment of Reserve
      Police Officers
  - Chapter 11 - Professional Assistance
    - 11-1 Use of Professional Expertise
    - 11-2 Legal Assistance
    - 11-3 Management Consultation & Technical
      Assistance

SURVEY QUESTIONNAIRE

APPENDIX B

SURVEY QUESTIONNAIRE

QUESTIONNAIRE: ON THE USE
OF CIVILIAN PERSONNEL IN POLICE FORCES/DEPARTMENTS

April 1978

Prepared by:

Peat, Marwick and Partners

USE OF CIVILIAN PERSONNEL IN POLICE WORK

Please return this sheet with your completed questionnaire
in the enclosed envelope no later than May 8, 1978, to:

Mr. Simon Allen
Peat, Marwick and Partners
P.O. Box 31
Commerce Court West
Toronto, Ontario
M5L 1B2
Canada

Phone: (416) 863-3596

who should be contacted if you would like further information or advice
on completing the questionnaire.

Your comments and suggestions to help in this project will
be very useful.

USE OF CIVILIAN PERSONNEL IN POLICE WORK

Please complete and comment, where relevant, on the following questions.

1. DETAILS OF YOUR FORCE

Name of the Force: _____

Area served (Please name City, State/Area):

_____

Population base for area served: _____

Urban – Residential		
– Industrial		
Rural		

Type of Community:

Address (in full): _____

_____

_____

Name of Chief of Police: _____

Name of person completing this survey: _____

Telephone No. (for reference) Area Code: _____

Please include any information that you think will help us in our survey, i.e.:

- organization charts/job descriptions
- reports
- references for previous published material.

2. What percentage (%) of the existing total complement of your Police Force/Department is comprised of civilian personnel?

	Your Force/Department	Example
Total Complement on Budget:		365
Civilians:		38
% Civilians:	%	10.4%

3. What jobs do civilians currently perform?

Please list all responsibilities and indicate the number of personnel involved, and the pay scale or pay range applicable to that job:

Function/Job	No. of Civilian Employees	Pay Range/Scale (Specify per Week/Month/Season)	Example
Dispatch			11 $150-180 per week range
Communications			
Secretarial (all functions)			7
Community Services			3
Identification			
Records			4
Accounting and Payroll			2

3. (continued)

Function/Job	No. of Civilian Employees	Pay Range/Scale (Specify per Week/Month/Season)	Example
Systems and EDP			
Stores			4
Property			1
Transportation			2
Mechanics (Garage)			
Personnel and Training			2
Public Relations			
Supervision			
Management			
(Additional Categories not Included — Please Specify)			
TOTAL:			38

Note: Please subdivide as far as possible, e.g.:

Accounting and Payroll — 2
subdivides
         — 1 Accounting Clerk - $200/week
         — 1 Budget Officer - $300/week.

4. For each of the jobs which you identified in question 3 as being performed by civilians, please attach job descriptions or details of specific responsibilities.

5. What were the objectives of introducing civilian personnel into your police force/department? Please list.

Please indicate with a (✓)

Cost Savings	
Civilians easier to recruit	
Some jobs better performed by civilians	
Others (please specify)	

6. What factors or criteria were used to determine whether or not a particular job could be performed by civilians? Please list.

_____

_____

_____

7. What training is provided for civilian personnel?

Please specify by department/function and by type of training i.e., Orientation, skills specific to job content, duration.

_____

_____

_____

8. Who supervises civilian personnel?

_____

_____

_____

9. What problems have been experienced in the use of civilian personnel?

Please indicate with a (✓)

PROBLEM	SIGNIFICANT	LIMITED	NONE
Staff Turnover			
Absenteeism			
Morale of Civilian Staff			
Relationship with Officers			
Pay			
Conflicts between Civilians			
Training			
Potential for Career Advancement			
Other Problems Encountered			

Please comment on any of these problems if you believe they are relevant to our study.

_____

_____

_____

_____

10. Are civilian staff represented by any labour/negotiating agency/body?

Please indicate with a (✓)

Yes	
No	

If yes:

(a) Who negotiates?

Please indicate with a (✓)	
Member of force	
Commissioners	
Chief of Police	
External Consultants	
Local Government	
Other	
_____	

If other, please specify:

(b) Name of agency/body representing civilian employees?

	Name	Group of employee represented
1.	_____	_____
2.	_____	_____
3.	_____	_____

11. What are civilian staff fringe benefits? Pension, vacation,
health, insurance. Please specify.

_____

_____

_____

(a) How do these compare with police officers?

_____

_____

_____

12. From the experience of your force/department how would you evaluate the effectiveness of using civilian personnel in police department activities?

Please indicate with a (✓)
IN GENERAL

Very Successful	
Successful	
Limited Success	
Failure	

Please comment on your views:

_____

_____

_____

Any particular success/problem areas/functions/jobs?

_____

_____

_____

13. In general, how has the introduction of civilian personnel into your force/department been received: by?

Please indicate with a (✓)

	Well	Adequate	Problems
By: Management and Senior Officers in force			
Uniformed officers			
Plain Clothes Officers			
Existing civilian support personnel			
Members of the community			

CONTINUED

1 OF 2

Please comment on your assessment.

_____

_____

_____

_____

14. How have civilian personnel performed in each of the following jobs (see Question 3 above)?

Function/Job	Well	Adequate	Problems	Year Civilians First Used Approx.
Dispatch				
Communications				
Secretarial (all functions)				
Community services				
Identification				
Records				
Accounting and Payroll				
Systems and EDP				
Stores				
Property				
Transportation				
Mechanics (garage)				
Personnel and Training				
Public Relations				
Supervision				
– Dispatch				
– Records				
Management				
Additional categories not included (please specify				

15. What types of legal/statutory limitations are imposed on the use of civilian personnel?

Please indicate with a (✔)

Federal/National	
Provincial/State	
Municipal	
County/Regional Municipality	

Please list major limitations?

(e.g., summons' must be delivered by sworn officers?)

_____

_____

_____

_____

16. In what additional jobs do you plan to use civilian personnel in the next 2 to 3 years? List in order of priority.

_____

_____

_____

_____

_____

THANK YOU FOR YOUR HELP IN COMPLETING THIS QUESTIONNAIRE.