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# VOLUNTEER AUGMENTATION

## of the

# CINCINNATI POLICE DIVISION

by

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# ABSTRACT

The Cincinnati Police Division, as with all other local, county, state, and federal law enforcement agencies throughout the United States in the last two decades, has become increasingly burdened with violent and drug related crime, calls for service, and rising expectations of the communities served. Simultaneously, the cost of doing business is rising at a rate greater than the taxpayers' ability to keep up. As such, the division is required to do more with less. We are quickly approaching the point where the two lines will meet and providing adequate services will become impossible. Other agencies, both public and private, have long used volunteers to supplement their output. This paper researches those programs with an eye toward increasing the division's performance through the use of volunteers.

Four types of volunteer programs for law enforcement agencies are identified. Internal volunteers work within the offices and facilities of the agency. They can be from almost any profession, blue collar and white collar, students, homemakers, retired persons, or even retire police officers. They fill in for or augment staff functions so that the paid staff currently assigned their may perform the more specialized function more in line with their training. The most significant of these would be to place sworn officers on the street. External volunteers work outside the agency performing mostly expert functions similar to their occupational functions. These include medical professionals responding to situations involving mentally impaired individuals, mechanics responding to disabled automobiles and lockouts, and others. Community volunteers are typified by Block Watchers, Guardian Angels, Citizens on Patrol, and the like. They take back some of the onus of providing their own eyes and ears to prevent crime in their neighborhoods. Auxiliary police officers are fully authorized officers who work on weekend nights, at special events, and other times and places where additional manpower is indicated.

Several factors were researched and are discussed. These include executive commitment, needs assessment, roles of volunteers, benefits, organizational placement, costs, union concerns, legalities, confidentiality, security, staff acceptance, and common assumptions about volunteers.

Also discussed are factors for managing the program. Policies and procedures were identified for alteration. Office space and equipment will have to be appropriated. Transportation and parking problems will have to be resolved. Recommendations are discussed concerning job descriptions, organizational placement, recruiting, screening, volunteer placement, training, scheduling, discipline, motivation, evaluation, and termination. Publicity, awards, and recognition are identified as being extremely important to the success of the program.

Finally, I recommend the formation of a task force consisting of several units likely to be involved in these processes. This task force should begin by recruiting volunteers and identifying and filling several internal volunteer positions within the division. If successful, the division should expand to external and community volunteer programs and then to an auxiliary police force.

# TABLE OF CONTENTS

## FACTS AND PROBLEMS

In 1975 the Cincinnati Police Division employed 1,506 persons (1,160 sworn, 346 nonsworn). There were 33,671 Part I offenses (the primary measurement for officer complement at the time). The next year, over 200 police officers were laid off. While they were eventually rehired, the complement never rose. In 1985 we began seriously looking at calls for service, which had been averaging a little over 200,000 per year, as a primary measurement for personnel requirements. As they started to rise, we gave our E.M.T. responsibilities and calls for service over to the Fire Division. We began the first phase of Community Oriented Police (COP) in 1989. In 1993 we began the Telephone Crime Reporting Unit. We expanded COP to all neighborhoods at the beginning of this year. All these were intended or expected to reduce calls for service. Though each may have helped, calls for service to August 1994 indicate a possible record year (up almost 40% over 1987) and no sign of abatement. Part I offenses are still in the low thirty thousand range annually, and more of them are crimes of violence. Our complement is 1,175 (947 sworn, 228 nonsworn), 22 percent less than in 1975. Further compounding the problems, the division has found it necessary to divert assets to implement and/or expand DARE, the Street Corner Unit, Public Information Office, and other units that did not exist in 1975.

The 1990s will certainly be a decade that should go down in police history as the most expenditure-conscious period in the twentieth century. Local, county, state, and federal agency heads are all being given the task of accomplishing more and more, with less and less resources. This pattern of extreme cost-cutting has become a nationwide event (Aragon, 1993).

Community Oriented Policing may, in the end, reduce the load for sworn personnel, but currently the program is merely taking more of our resources. The police officers promised by the

1

Congress through the "Crime Bill" may be more costly than beneficial and of little use for the next three years. Civilianization, while less expensive than hiring sworn officers, is still a cost we cannot afford.

The problem therefore is that the division needs more resources but does not have the funds to hire them. The old adage is, "you can't get something for nothing." Perhaps not, but there may be a way to get a lot for a little. Volunteerism may be an answer.

## VOLUNTEERS - OVERVIEW

A survey conducted by the National Association of Counties in 1993 found that volunteers provided an estimated $1.8 billion worth of service to all U.S. county governments. The top ten areas of volunteer service identified included Police/Corrections at 35% (Markwood, 1994). In another survey, by the American Association of Retired Persons (AARP) of law enforcement agencies, personnel, and volunteers in five states, including Ohio, in 1986, it was ascertained that each volunteer averages a mean average of 2.3 days of work (10.6 hours) per week. More than 40 percent of them had already served longer than three years. Ninety one percent intended to stay in law enforcement as long as possible. Of the supervisors surveyed, 93% considered volunteers reliable and 84% considered them productive. Maybe most important, they served in virtually every capacity law enforcement had to offer (Nash, 1992).

Authorization for the use of volunteer police dates to the middle of the 17th century, when the British government provided legislation for the appointment of "special parish constables" by local justices of the peace and other early law enforcement officers of that era. The "specials" were a compulsory arm of the justice system that could be called upon to handle local

2

disturbances. Today, more than 15,000 special constables volunteer their time to augment local police patrols throughout the United Kingdom.

In the United States, citizens have been temporarily deputized to assist local law enforcement ever since the Western Gold Rush era. Today, hundreds of volunteer auxiliary and reserve police units are performing patrol and emergency service functions throughout the United States (Greenberg, 1991).

As the division moves toward community-based policing, it should be recognized that a volunteer program could be the natural link between the community and the department. The more the community and volunteers are involved, the more support inures to the agency, in both tangible and intangible terms (American Association of Retired Persons [AARP], 1994)

Volunteers have shown to be considerably beneficial to police departments. The Colorado Springs, Colorado Police Department's Volunteer Program has about 300 volunteers who, during 1993, worked over 42,000 hours (R. A. Myers, personal communication, September 20, 1994) The Tempe, Arizona Volunteers in Policing (VIP) program has over 150 volunteers who donate approximately 1800 hours per month. Tempe has 150,000 residents plus 40,000 Arizona State University students (Tempe, 1994a). They began their Volunteers in Policing (VIP) program in 1988. The first year they had sixty volunteers, and 113 by the end of the second. Today the numbers ranges from 150-160 (Bottorf, 1992).

**Categories of Volunteers**

*Community Volunteers*

By far the most well-known community safety programs are Neighborhood Watch and the

Guardian Angels. It is estimated that in Detroit alone there are over 200,000 volunteers involved in watch activities. The typical Neighborhood Watch program is commenced through citizen or police initiatives. Neighbors hold meetings, select a watch leader, exchange telephone numbers, and agree to keep an eye on each other's property. Members are encourage to attend police-run classes on safety and self-protection. Some communities also organize neighborhood patrols in order to help guard residents (Greenberg, 1991). The National Sheriffs' Association estimates that there are roughly ten million people in neighborhood watches.

One disadvantage to Neighborhood Watch programs may be a potential for such groups to evolve into vigilantes. In particular, the rising incidents of handgun possession might increase the chance for violence by neighborhood watch groups.

The Guardian Angels boast about five thousand members in sixty separate chapters throughout the United States and other nations. They carry a pad, pen, whistle, and - sometimes - handcuffs. Although they carry no weapons, they do attempt to arrest felony suspects and hold them for police. There are three practical problems with the Guardian Angels: (1) they are not accountable to elected officials and voters as are police; (2) a considerable amount of their training is conducted by amateurs; and (3) the Angels are uninsured. (Greenberg, 1991).

A relatively new idea (or perhaps a resurgence of the ancient "hue and cry") is Citizens on Patrol and variations thereof. Fort Worth, Texas, which is similar in size to Cincinnati, began Citizens on Patrol to encourage community residents to patrol their own neighborhoods and be directly responsible for reducing crimes of opportunity. It began in October 1991 with 105 citizens in eleven neighborhoods. Each attends a 12-hour training session conducted by the Fort Worth Police Academy. The training covers legal liabilities, patrol procedures, communications,

and the penal code. Members are given caps, T-shirts and windbreakers bearing the Citizens on Patrol emblem. Each group selects a leader who handles scheduling, interfacing with the police department and recruiting additional members from the community. The groups are provided with two portable radios which serve as a base station and mobile patrol communications device. Patrollers report any suspicious activity back to the base operator, who, in turn, contacts the police department. These patrols have significantly reduced instances of theft, auto theft, illegal dumping, and gang graffiti. Fort Worth had 16,000 fewer Part I offenses in 1993 than in 1992 (-24%) and 27,000 less than in 1991. They also assist the elderly and physically challenged in their neighborhoods, search for missing children and other miscellaneous duties. Currently, membership exceeds 2000 members in more than 87 neighborhoods across the city (Ely and Windham, 1994).

Napersville, Illinois has a similar program they call Community Radio Watch. They claim a sixty percent reduction in burglaries from 8.8 per 1000 residents in 1981 to 3.2 in 1991 (Gustin, 1994). Rancho Bernardo, an upscale suburb of San Diego, California has a program called the Retired Senior Volunteer Patrol (RSVP). It employs retired business executives, military service veterans, housewives, and retired police officers. They patrol the neighborhood in a marked patrol vehicle and they are issued uniforms, identification cards, and badges by the police department (Bragg, 1993).

On a different slant, Glynn County, Georgia, in response to complaints by disabled residents, the county police chief and mayor's Council on the Disabled lobbied for legislation before the Georgia Assembly to allow people with disabilities to enforce the proper use of disabled parking spaces. Once the legislation passed, disabled volunteers were recruited and

trained as parking enforcers. The program has resulted in a 75% decrease in the abuse of handicapped parking restrictions (Markwood, 1994).

### Reserves

The International Association of Chiefs of Police (IACP) defines *reserve officer* as "the term... usually applied to a non-regular, sworn member of the police department who has regular police powers while functioning as a department's representative, and who is required to participate in a department's activities on a regular basis. A reserve officer may or may not be compensated for his [or her] services, depending on each department's policy." These officers are often used for assistance at special events and supplementing the patrol force (Aragon, 1993).

### Auxiliaries

Depending on the source, the definitions for *auxiliary* and *reserve* officers are nearly interchangeable. For purposes of this study, we will consider them synonymous. Statutes in Ohio authorize auxiliaries. Section 4A of the Cincinnati Municipal Administrative Code authorizes "special" police officers which are also synonymous with auxiliaries.

A 1969 survey conducted by the Arlington County, Virginia, Police Department reported that at least 34 major U.S. cities maintain auxiliary or reserve units. A California survey found that 89 percent of police departments in the Los Angeles area had reserve officers and local police chiefs regarded these personnel as a critical component of the law enforcement mission. The Florida Department of Law Enforcement estimates there were approximately 14,180 volunteer police officers in that state as of June 1986, a sum equal to one-third the state's total sworn complement (Berg & Doerner, 1988). It is plausible that reserve officers within the United States may now total near 75,000 (Aragon, 1993).

Several departments in Ohio use auxiliary officers. The Columbus, Ohio Division of Police uses auxiliary officers to provide a second officer to patrol units that would normally be staffed with only one officer. These officers undergo a background investigation, physical, oral review board, and training equal to that of a regular police officer. To remain in the unit, they must attend ten training sessions and meetings a year, and donate eight hours service a month, all on a voluntary basis (York, 1994).

An ordinance in the village of Elida, Ohio has authorizes an auxiliary force and grants all police powers, as limited by the Chief of Police, to its officers while wearing the prescribed uniform. They take orders from all regular appointed officers (Elida Ordinance, 1992). Similar ordinances have been passed in the villages of Cadiz, Ohio (Cadiz Ordinance, 1976) and Crooksville, Ohio (Crooksville ordinance, 1992). The villages differ somewhat in their hiring practices and responsibilities, but are otherwise similar. Reserve officers usually must pay for their own basic training, uniforms, and equipment. These initial costs in Reynoldsburg, Ohio sometimes exceed $2,000.

Sworn peace officers, whether full time, part time, or auxiliary, must successfully complete peace officer basic training and complete a 200-question state certification examination. As of May 9, 1994, the required number of hours for peace officer basic training is 445, in minimum increments as designated in the Ohio Peace Officer Basic Training Curriculum (Ohio Peace Officer Training Council [OPOTC], 1994). These requirements are spelled out in Ohio State law (O.R.C. § 109.71-109.803). Private police officers require only 180 hours except that if they are going to go armed, they must complete 205 hours of training (OPOTC, 1994). If private police are utilized with and/or as police officers then they are required to have satisfactorily completed

an approved basic peace officer training program (Hanselman, 1994). Few, if any, Cincinnati Private Police Association members have the qualifications to supplement the Police Division.

Persons not appointed to a peace officer position but who wish to attend peace officer basic training can do so on their own and at their own expense. Three area institutions offer the OPOTC approved curriculum, the Cincinnati Police Academy, Hamilton County Sheriff's Department, and Great Oaks Police Academy. Of those, the latter is the only one which will accept open enrollment students (OPOTC, 1994).

Auxiliary officers must also receive in-service training. Failure to train them could result in a finding of "deliberate indifference" in a civil suit if it is shown the auxiliary officer received less training in a certain aspects of the job. Deliberate indifference is the legal standard that courts require to establish the municipal policy as the "moving force" behind a constitutional violation (City of Canton v. Harris). Training may need to be scheduled during times when reserve officers are available (Peter and Wallace, 1994) and should be mandatory. The 6th Circuit Court of Appeals has held that a municipality does not automatically shield itself from liability or failure to train police officers simply by offering a course covering a subject. Furthermore, the training has to be adequate in content, as well as in quality (Russo v. Cincinnati).

Before engaging in the business of auxiliary police officers, the division should research legal considerations by contacting the Ohio Attorney General's office for further regulations.

*External Volunteers*

External volunteers serve external to an agency, e.g. Hamilton County Underwater Rescue. They are probably the easiest to acquire and the least responsive/responsible to the agency needs (AARP, 1994). Examples include the following:

8

With financial support from the city of Eugene, Oregon, the White Bird Sociomedical Aid Station establish the CAHOOTS (Crisis Assistance Helping Out On The Streets) program. White Bird had been an established clinic of sorts providing mental health service to indigent and transient clients. Using a van provided by the city and dispatched by police radio, trained White Bird crisis counsellors staffed the van twelve hours a day, five days a week, responding to calls involving alcohol, drug, or mental health problems (Cooke, 1993).

In Tempe, Arizona, the Motorist Assist Patrol (MAP) consists of thirty volunteers that assist stranded motorists, retrieve found bicycles, tag abandoned vehicles, and issue citations for violations of handicapped and fire lane parking violations. Not only are they bringing in approximately $6000 in revenue to the city each month, they are also freeing up patrol officers for other duties. (Bottorf, 1992). This particular group handled more than three hundred calls in March 1991, dealing with locked-out motorists and dead batteries alone (Marquez, October 1992).

Tempe also has a victim assistance team to provide support to victims of crime (usually at the scene) upon request of the investigating officer. The Victim Assistance Coordinator is also a volunteer and responsible for selection, training, and scheduling volunteers. They also have a Spirit Line consisting of tenth, eleventh, and twelfth grade students who cheer at police department basketball games and perform at special events in support of substance abuse prevention. The coach and managers are also volunteer positions and conduct cheer/dance training (Tempe, 1994a, Bottorf, 1992)

### Internal Volunteers

Internal volunteers work along with paid staff and undergo processes similar to those used

9

when hiring an employee (AARP, 1994).

Montgomery County, Ohio Department of Police uses volunteers in warrant service, abandoned/stolen auto units, crime analysis, investigations, community relations, crime prevention, and victim assistance (Montgomery County, 1992)

St. Mary's, Maryland Sheriff's Office has a program called REVIVE (Re-Examination of Victim Information by Volunteer Effort) whereby volunteers make follow-up telephone calls to victims and sometimes witnesses of unresolved cases with a view toward obtaining new information. Cases selected for review are assigned to volunteers who make the calls and ask questions which appear on a checklist-type supplemental report form. If, after several attempts, the volunteer is unable to make contact, the volunteer mails to the victim/witness a post card requesting the victim/witness to call. If additional information is obtained, that information is referred back to the investigator assigned the case (Petit, 1991).

The Eugene, Oregon Police Department, in August 1990, opened a substation, naming it the Whiteaker Public Safety Station (WPSS). Whiteaker is an ethnically diverse portion of town and contains a shelter for the homeless, detox center, and resident alcohol treatment facility. The WPSS was established in partnership with the Whiteaker Neighborhood Association to provide an easy access point for citizens wanting to work more closely with police, as well as to merge law enforcement and social services into a single facility. The station provides many services for low-income neighborhood residents, such as information about and referrals to public and private programs, free local telephone calls and message-taking, use of WPSS as a mailing address and free bus tokens for job hunting, housing searches, and medical reasons or transportation to and from school, etc. The resources added to the division through WPSS include extensive use of

10

volunteers from a variety of sources. Local high school students have placed students at the station for work experience and school credit. College students also work at WPSS for experience and credit. The Lane Community College places Cooperative Work Experience students in various positions at the station. Also, the Lane County Adult Corrections Division, as an alternative to incarceration, places workers for limited job training and a chance to satisfy sentencing requirements (Cooke, 1993).

The Inglewood, California Police Department has a program consisting of technical reserves, including computer specialists working on software documentation, training, data entry, system design and evaluation, programming and systems maintenance and repair. They also have translators, gunsmiths, graphic artists, and radio repair specialists. They work for the department regularly and must donate at least 100 hours per year. This helps to ensure they are truly committed to the program (Brown, 1993).

Savannah, Georgia uses volunteers to write letters to the parole authority to explain why inmates recently sentenced in the city should not be released early (Swann, 1992). Columbus, Georgia uses volunteers even in the volunteer supervisor's office. One specific volunteer position has been created, that of Volunteer Leader, to work with the coordinator and fill in for the coordinator in his/her absence (Wetherington, 1991).

Tempe, Arizona has other innovative volunteer jobs including the following: Beat Office Assistant to aid the Beat (Neighborhood) Officer on community projects, POP projects, and school-based prevention programs; Central Point Officer to call off license plate numbers for cruising violations; Graffiti Removal Crew Leader to supervise youth offenders while they paint over graffiti; Bad Checks Investigative Assistant to compile a list of bad check cases for

11

prosecution; Librarian for the police academy library; Lobby Clerk to assist and direct citizens in the front lobby who desire police services; Safety City Instructor to teach five and six year olds in a one-week safety program; Sexual Assault Prevention Assistant to assist with a sexual assault prevention course by role playing, being a guide, or making presentations; and Tour Guide to conduct tours of the police department on a weekly basis (Tempe, 1994a).

An extensive list of volunteer activities throughout the country appears in Appendix B.

## FACTORS FOR A SUCCESSFUL PROGRAM

### Executive Commitment

In the survey of law enforcement agencies in five states (including Ohio) by AARP, participants agreed that demonstrated commitment by the chief executive officer is the single most important factor in starting a volunteer program (Nash, 1992). The Columbus, Georgia police chief sets his commitment in writing: "Chief William J. Wetherington is committed to the concept of a volunteer program in the Columbus Police Department. A large amount of time and support is being invested in the implementation of this program. In order to develop a successful volunteer program, a firm commitment should be prevalent among the staff and personnel and then the support must be placed behind the effort (Wetherington, 1991)."

### Needs Assessment

In considering the initiation of a volunteer augmentation program, the division may find it useful to think of what could be achieved given all of the resources and personnel it can ask for, with unlimited authority (AARP, 1994). Research came from cities all over the U.S. and, almost everywhere, the volunteer program got its start by supervisors "brainstorming" where volunteers

12

could be used. Decisions makers should be encouraged to look beyond the traditional stereotypes for volunteer position (Bottorf, 1992).

However, there should also be an assessment as to where these, as all other resources, will be placed for maximum effectiveness. It is important to plan the job before recruiting the volunteer. If a job is well planned to meet both the needs of the department and the volunteer, the attrition rate should be negligible and the program will become effective (Wetherington, 1991).

**Volunteer Roles**

Appropriate or suitable roles for volunteers are identified by; (1) soliciting managers for suggestions, (2) inquiring of other agencies having volunteers, (3) ascertaining skills of volunteers that could suggest new functions to meet needs, and (4) considering organizational revisions affected by acquiring volunteers (AARP, 1994). Most Cincinnati Police managers were solicited for opinions in 1993 (Snowden, 1993) and the results appear in Appendix A. Our research shows extensive use of volunteers throughout the U.S. as listed in Appendix B. Number Three and Four cannot be evaluated until we begin taking applications and implementing the program.

Considerations should include what tasks do not require specialized training or certification, what functions do not relate to confidentiality and what kinds of products volunteers can help produce.

**Benefits**

Probably the most significant benefit to establishing a volunteer program is subjective. We cannot calculate the benefit of having individuals who spread the message of the Police Division into the community. Volunteers become more thoughtful citizens because of their increased awareness of the problems facing law enforcement. Law enforcement personnel will also have the

13

opportunity to hear the viewpoint of the citizen-volunteers. This will strengthen the concept of the community and law enforcement working together (Wetherington, 1991).

More objective benefits are cost-effective operation, availability of professional skills and education, additional resources, stronger democracy and empowerment of the community, relief of sworn officers and other paid staff to other duties, and new doors opened in the community (Markwood, 1994: AARP, 1994).

**Organizational Placement**

Consideration must also be given to where volunteers are to best placed in the organization. Several considerations that may impact upon the decision are lines of command, inter-unit relationships resulting from volunteer placement, maximum public support achieved by placement, "off limit" activities, volunteers working across two or more organizational lines, and budgetary impact (AARP, 1994).

Most cities researched place the volunteer directly beneath a supervisor, but subordinate to all paid staff. We found no situation where paid staff was subordinate to a volunteer, though sometimes volunteers are subordinate to other volunteers. These relationships will vary depending on the job. Probably, many of the positions will be assistants to police officers (e.g., Warrant/Subpoena Clerk) or lower echelon civilians (e.g., Planning Section Clerk II Assistant). Administrative duties will probably still be best left to supervisors, however. Police officers and Clerk IIs are not trained for or experienced in evaluations and the like.

The other considerations are self-explanatory. A good start may be best realized if the first volunteers are assigned to interesting positions where significant cost savings can be had. The resulting publicity may have considerable impact on the future of the program.

## Costs

Volunteers are not free, but cost benefits to the taxpayer are estimated to be at least four to one over paid staff. Nationally, volunteers provide a minimum of $374 million in free time annually. In the 1986 AARP study of law enforcement agencies in Ohio and four other states, the average yearly expense per volunteer was $24.12. All but three agencies reported spending less that $200 per volunteer. Seventy-five percent reported they incurred no cost or that the costs were not comparable to that of paid staff members. Only six percent reported the costs to be between 25 and 75 percent that of paid employees.

The five biggest expense allocations were awards programs (unanticipated but necessary), supervisors' pay, space and equipment, reimbursement of out-of-pocket expenses, and training (Nash, 1992).

## Unions/Associations

Prospects for understanding and acceptance by union officials are greater with agreement discussed and reached before a volunteer program is implemented (AARP, 1994). When unions do object, they may complain about an auxiliary police program, or even a volunteer program creating a "change in working conditions" due to a perceived decrease in available overtime (Peter and Wallace, 1994).

It is difficult to gauge the local lodge of the Fraternal Order of Police as to their reactions. There is, however, nothing in the labor agreement preventing the use of volunteers in the division (Hanselman, 1994).

## Legal

### *Wages and Benefits*

U.S. Department of Labor rules and a recent Supreme Court ruling in *Alamo* clearly stipulate that individuals who donate their time and services, without expectation of payment, for humanitarian, public service, or religious reasons are not considered employees. Therefore, police departments that use such volunteer services need not comply with rules requiring payment of minimum wages and overtime. Police volunteers are engaged in civic, not commercial, functions. Therefore, as long as they are not paid, they are not employees and do not have to be paid in accordance with minimum wage and other labor law (Peter and Wallace, 1994).

### *Liability*

With respect to actions of volunteers and the liability incurred by the city, the city would be legally accountable for the actions of those functioning under city authority, whether those individuals are paid or unpaid (Hanselman, 1994).

### *ADA*

Research was lacking with respect to the effects of the Americans with Disabilities Act. Since volunteers are not considered employees and are not "hired" it would seem that several sections of ADA are moot. However, still other provisions of ADA that were rendered moot due to the lack of public access to police facility interiors may now be invoked. This problem should resolve itself in that we are currently making capital project modifications for ADA in nearly all police installations.

### *Workers' Compensation*

Workers' compensation is another item to be further researched, preferably by the Solicitor's Office and/or Risk Management. It is probable that workers' compensation for most of the volunteer categories is not required. It is also probable that not providing some insurance is potentially hazardous to the program. In some states, volunteers performing law enforcement duties are automatically covered under the workers' compensation system. If not in Ohio, there are still valid reasons for extending coverage to volunteers, especially auxiliary officers. It boosts morale and demonstrates the agency's concern for their welfare. It is also an effective way to limit civil liability and court judgements by seriously injured members (Peter & Wallace, 1994).

In Colorado Springs, the reserve officers and chaplains are covered by workers compensation. All other volunteers are covered by medical insurance of up to $2,500 per medical occurrence provided by the city (R. A. Myers, personal communication, September 20, 1994). In case of accident, the city of Tempe will reimburse an injured volunteer for whatever his/her personal medical insurance does not cover, not to exceed $5,000. (Tempe, 1994b)

### Confidentiality

If activities require volunteers to have access to confidential information the division should conduct the same background check as those required of paid staff. But they should also provide the same instructions and training and make it clear to the volunteer the items that are confidential. As a further check, it is advisable to assign classified materials only to volunteers manifesting unqualified commitment to the needs of the agency (AARP, 1994). Volunteers should also be advised they may be civilly, and perhaps criminally, liable if they disclose certain materials (Wetherington, 1991).

**Security**

Nearly universally, identification badges are issued to volunteers. Specific procedures are written designating the appropriate and proscribed uses of these badges. The badges are considered agency property and a volunteer is required to surrender their badge upon termination (Petit, 1991; Wetherington, 1991; Tempe, 1994b). Planning Section already has a prototype procedure written for volunteer identification badges.

**Staff Acceptance**

Success of a volunteer program is seriously influenced by the levels of acceptance by paid staff. The chief can aid acceptance by demonstrating his personal commitment. It is also advisable to make the staff aware of the proposed program at the earliest stages of planning, dealing forthrightly but sensitively with signs of opposition, involving the paid staff in the planning process, and relieving paid personnel of some tasks not requiring professional assignments (AARP, 1994).

**Common assumptions**

According to the AARP (1994) there are some common assumptions by paid staff about volunteers:

*Lead to elimination of paid positions* - A volunteer is not a replacement for, or an alternative to, a paid employee. His/her function is to enhance existing resources, not supplant them (Wetherington, 1991).

*Inhibit promotions* - Probably, the reverse is true. Cincinnati could end up with three hundred or more volunteers. One of the identified increases in costs is that of supervision. A successful program may require an increase in the sergeants' complement and, perhaps, one more

18

lieutenant.

*Interfere with sworn personnel* - On the contrary, volunteers assist and augment, and sometimes are nearly subservient to, paid personnel.

*Limit or reduce preferred assignments* - There is a likelihood, if successful, volunteers may fill in positions often sought after by marginal employees.

*Cause reductions in fringe benefits (overtime)* - Overtime may be reduced. Employees, however, do not have a right to overtime, only to overtime pay should they work beyond their scheduled hours.

*Leak internal information about agency operations to external organizations* - There is very little about the Cincinnati Police Division that cannot be ascertained through statute-mandated disclosures, listening to a scanner, or reading the newspaper. However, that confidential material that does exist is manageable (see "Confidentiality" above).

*Bring about undesirable agency reorganization* - The amount of reorganization will probably be commensurate to the success of the program. At first, there will likely be no changes at all in the Organizational Chart. Whatever changes later occur will likely be over a prolonged period of time.

## FACTORS FOR PROGRAM MANAGEMENT

### Policy and Procedures

The first major challenge will be the necessary alterations to applicable procedures, rules, and regulations. The St. Mary's County, Maryland Sheriff addressed the issue by merely adding to their rules and regulations a passage stipulating that "volunteers are official representatives of

the Sheriff" and, as such, "they too are subject to all applicable agency rules, regulations, policies and procedures" (Petit, 1991).

While the Cincinnati Police Division will likely opt for similar wording in a general sense, specific changes will likely be necessary in those procedures covering, recruiting, screening, placement, training, reporting, confidential records and information, forms management, awards and recognition, staff assignments, use of equipment, inter-divisional relationships, emergency procedures, identification, and others. Community Services Section has already agreed to handle these issues, if volunteers are approved. Planning Section will assist.

**Office Support**

The number of potential volunteers is ultimately based solely on need, facilities, and equipment (Marquez, October 1992). It is another of the five major cost items identified in the AARP study (Nash, 1994). Supplies, equipment, and other office support facilities are necessary to program implementation. Necessary support items are usually dictated by the tasks to be performed and other logistical needs (AARP, 1994).

More than likely, the first "oversaturation" of office space will occur on the second and third floors of the Administration Building. This space is not only some of the most crowded of any in division facilities, it is also the most likely place to begin assigning volunteers. Some quick relocations may be required. Internal Investigations Section, Fiscal and Budget Section, and/or Detail Coordination Unit should be considered for relocation to available, inexpensive office space; perhaps in Centennial Plaza, Longworth's Hall, or the Linn Street building.

Equipment will probably require an emergency draw on a contingency fund. OTEA is already allotted for this year and it would be unwise to cut into next year's funds.

## Transportation and Parking

By the very nature of some of our prospective volunteer sources, we can expect transportation problems. While all our facilities are on major bus lines, depending on where the volunteer is coming from, the transferring from bus to bus may not be an acceptable situation. Volunteers may be unwilling to pay steep taxi fares in order to volunteer their time. Thoughtful assignments of volunteers should alleviate most of those problems. However, the door should be left open to using patrol units for transportation depending on the circumstances.

Parking is also a problem. At all but two or three facilities, parking is at a premium. Again, determinations are going to have to be made on a case-by-case basis.

## Forms

Tasks assigned, activities performed, daily operations and agency policy generally dictate the new forms required, or modifications to existing forms, for effective program maintenance and management (AARP, 1994). Again, Community Services Section has committed to handling the chore and Planning Section will assist.

## Records

As with employees, it is important to keep records on volunteers. Not all volunteers are good workers and some are extraordinary workers. In both cases, it is important to keep records of their worth to the Division and take action based on same.

Even though they are not paid it is very important to them, and should be important to us, how many service hours they have amassed. It could mean the difference of college and high school credit to volunteers recruited from schools. In some jobs, we may require a minimum of hours per month or year. Also, most awards and recognition programs are based on hours

worked.

In most cities, these records are kept by a volunteer coordinator or a combination of volunteer coordinator and personnel section.

**Position Descriptions**

Each volunteer receive a written job description (Tempe, 1994a). Job descriptions should include the position title, objectives of the position, major responsibilities, qualifications, and supervisory relationships.

Care should be given to writing descriptions that offer opportunities that are more meaningful than the traditional roles of filing reports and shredding paper (Marquez, December 1992). If a job is repetitious and can become boring or fatiguing, tasks can be combined to make the job interesting (Wetherington, 1991).

**Organization**

There are four alternatives in placing volunteers within the division's organizational chart:

1. Placed within a volunteer section and so identified on the organizational chart

2. Developed externally but with much the same structure as the police agency, and functioning at the discretion of the chief

3. No formal organizational structure with volunteers integrated with paid staff and serving in support roles

4. Almost no structure and functioning only with information supplied by the agency, e.g., Block Watch

Research indicated that the number of volunteers in a volunteer program is proportional to

the number of hours worked by the volunteer coordinator (Bottorf, 1992). At first, these administrative functions can be handled by a supervisor in the Community Relations Section. Eventually, a coordinator should be named. Virtually all the departments studied who had a significant number of volunteers created a position of coordinator. Sixty percent of these are sworn supervisor positions and forty percent are civilian, either paid or volunteers.

Colorado Springs has a paid coordinator responsible for record keeping and programs involving their 300 volunteers. Some programs are not under her supervision, but assigned to other personnel in the department. The coordinator's position is also responsible for the Internship Program and coordinating the special ceremonies of the department (R.A. Myers, personal communication, September 20, 1994). The St. Mary's Sheriff Office employs a volunteer coordinator who is involved in the receipt of inquires from citizens, records keeping, background investigation, and evaluations of volunteers (Petit, 1991). In Columbus, Georgia, the position is held by a sworn supervisor and "responsible for creating meaningful jobs, recruiting appropriate volunteers, keeping records, training, orientation, liaison between paid staff and volunteers, and management of all aspects of the volunteer program (Wetherington, 1991).

**Recruiting**

There are several possible sources for recruiting volunteers. Those and others are as follows:

*Existing city or county volunteer program coordinators*

One such program, called Volunteer Cincinnati, is operated by the city to coordinate volunteerism within city government.

*Federal, state, or local organizations using volunteers and willing to recruit for the law enforcement agency*

R.S.V.P. (Retired Senior Volunteer Program) is a federally-funded program under the auspices of ACTION. The volunteers must be older than sixty years in order to participate (Wetherington, 1991). In the experience of the Columbus, Georgia Police Department, the most successful volunteers have been retired people, 55 years and older who desire to stay active, and homemakers whose household and/or child duties have diminished (Wetherington, 1991).

*Local groups organized for specific purposes that can also be useful to the agency*

The United Way and Community Chest operate a volunteer program called the Voluntary Action Center. They distribute books listing hundreds of volunteer opportunities, including general qualifications needed (United Way, 1994).

*Hobby or activity clubs*

*The volunteers themselves tell other people about their involvement*

*Others*

The Cincinnati Police Division has started a Citizens Police Academy to provide citizens with an understanding of the science and art of policing. This experience will include optional ride-alongs and/or tours of police facilities (Gustavson, July 6, 1994). It is hard to imagine a better pool from which to recruit volunteers.

Another consideration, perhaps the first, should be the Fraternal Order of Police Association, Ladies Auxiliary, and Retired Mens Association. These groups have obvious interest in law enforcement.

Occasionally, a person with an extended commitment to community service do to a DUI

conviction or the like may be a prospect. However, these situations would be few.

Demographics of likely volunteers appear in Appendix C.

## Screening

Rapid and proper screening saves the time of both agency personnel and volunteers so that

placement planning can proceed without delay (AARP, 1994). The application process is most

critical because it is the initial step to either acceptance or rejections on the part of the agency and

the volunteer. The applicant often eliminates himself/herself between the initial interview and the

return of the paperwork (Wetherington, 1991). There should be certain disqualifiers, either

automatic or discretionary on the part of the coordinator. Those for Tempe, Arizona make for a

good model (see Appendix D).

All applicants for volunteers in nearly every municipality are checked through local and

state criminal information centers and NCIC. Fingerprints are taken with copies sent to the state

and FBI. Applicants for auxiliary police officers or sensitive positions should also undergo a

polygraph examination and other processes common to Police Recruits.

## Interview / Selection

Each volunteer applying for the division should undergo a background investigation.

During and interview, the interviewer should; (1) discuss the applicant's reason for volunteering,

(2) determine the applicant's time availability, (3) explain the volunteer program, (4) explain the

application procedures, (5) explain the background check, and (6) explain the importance of

confidentiality.

The interviewer should also look for maturity and reliability, enthusiasm, support for law

enforcement, flexibility, sense of humor, teamwork, skills needed by the unit, interests, and

25

hobbies. The final question in the interview should be, "is there any information in your background which might be of an embarrassing nature?"

Volunteering in a police department is a privilege, not a right. Any doubts about an applicant's suitability are sufficient to make the decision not to select that individual.

Upon acceptance, the internal volunteers should be invited to an interview with the job supervisor. During the interview, the volunteer will be shown his/her workplace and the job will be explained (Wetherington, 1991).

**Training**

Training requirements will differ depending on the category of volunteer. Auxiliary training is already discussed (see Auxiliaries). Community volunteer training will be held centrally and will be different based on the type of program decided upon.

Unless uniquely qualified in a specialized profession, internal volunteers will also require training (AARP, 1994). In most agencies this is accomplished by the volunteer's supervisor, though sometimes section commanders are made responsible for it. In a few, a general orientation is given, usually by the coordinator. Experienced volunteers can be involved in the training of new volunteers. Training usually consists of telephone techniques, report writing, computer operations, communications, dealing with the public, receptionist and secretarial duties, and record keeping and filing, depending on the job description (Petit, 1991). Be sure to retrain occasionally to reinforce the proper way to do the job (Wetherington, 1991)

**Scheduling**

Critical to the success of a volunteer program is the work scheduling and setting of priorities (AARP, 1994). Scheduling will generally be determined by the worksite supervisor.

Not only is it important to not expect to much of the volunteer, it is also important to schedule enough. No one likes to sit around with nothing to do, especially when the sole motivation is service.

**Discipline**

Problems with volunteers should be addressed in a routine way. Volunteers should be counseled after a problem is identified. In cases of personality conflicts, a good volunteer may be assigned to a new job, assigned to a new supervisor, or transferred to a new location (Wetherington, 1991). Isolating the volunteer or reducing/depriving him/her of his/her responsibilities is not effective discipline (AARP, 1994). Progressive discipline may include admonishment, probation, suspension/leave of absence, or termination (Wetherington, 1991).

**Publicity**

Publicity about the program and its effect upon agency operations should be a continuing activity. It aids in recruiting, motivates the volunteers, increases community recognition and support of the agency, enhances the agency image, increases internal support for the program, fosters expansion of community based programs in volunteerism, demonstrates cost-effectiveness efforts of the agency, and brings psychic rewards to the volunteers (AARP, 1994). Because of these facts, the Public Information Office should be very much involved in this program.

**Motivation / Retention**

Motivation and retention is important in a successful volunteer program. The best motivation is rooted in the acceptance of volunteers as part of the police family. Regard them as valuable workers and seriously consider their suggestions. Offer opportunities for growth or increased responsibilities. Assign tasks that are important and meaningful to the volunteer and

27

inform them of successes (AARP, 1994).

**Awards & Recognition**

An essential component of program implementation and maintenance is recognition of the volunteer. Formal recognition of volunteers is based upon records, commendations, performance, and sustained interest by the volunteer. Executive level recognition is essential and should be regular and sincere. Social functions recognizing volunteer accomplishments are excellent settings. Identification badges "earned" by volunteers are often motivational and they can allow unimpeded movement about the agency as authorized. Good award programs are fully explained and understood and are uniform and fair. Often "psychic rewards" are more meaningful that material rewards. Periodic reports to the chief about volunteer successes can gratify volunteers.

After 100 hours of service, Colorado Springs volunteers receive a silver lapel pin badge. From 200 to 2500 hours they receive certificates and, at 2500 hours, they receive a gold lapel pin badge. Those volunteers with over 5000 hours receive a personalized gift. These awards are made once a year in April at their Volunteer Appreciation Luncheon (R. A. Myers, personal communication, September 20, 1994). Columbus, Georgia has pin ceremonies after 100, 500, 1000, etc. hours of work. There is an annual recognition dinner and an outdoor cookout for the volunteer worker and their family (Wetherington, 1991). In Tempe, Arizona, volunteers are recognized for their contributions with birthday cards, awards, a monthly newsletter, luncheons, parties and personal thanks (Bottorf, 1992).

**Evaluation**

Processes for and the importance of evaluations is no different for the volunteer than they are for the paid staff. Proper evaluations give the volunteer a gauge as to his/her own production.

In several agencies studied, the volunteer also evaluates his/her position and makes recommendations for improvements. The coordinator should also evaluate the program annually and make recommendations for improvements.

**Termination**

Upon termination, voluntary, forced, or due to elimination of jobs, the identification badge should be returned and a short letter should be written describing why the termination has taken place and whether the volunteer is recommended for use at a later date. The letter should be filed in the volunteer's personnel jacket (Wetherington, 1991). Another letter should be written by the coordinator thanking him/her for his/her hours of service.


# RECOMMENDATIONS

There is little or no chance the drain on the division is going to decrease substantially, or even level off, in the next few years. Likewise, there is little chance our complement will substantially increase in that time. Whatever officers offered to us by the federal government will not affect division performance until 1998 or beyond. Even then, the increase, percentage-wise, will be small. Community Oriented Policing may or may not be successful by then and, if successful may or may not lead to an actual decrease in demands upon our patrol force. We have tried many strategies and we are just barely keeping out heads above water - and the water is rising.

Volunteers have been very valuable to many departments that have tried them. Our research found none that had volunteers and discontinued them. In all areas of study, performance measures ranged from good to great. Cincinnati has very limited experience with

volunteers, none of which, to our knowledge, has been regretted.

I therefore recommend a moderate foray into volunteerism. Some specific recommendations have already been implied above. In addition to those I would make the following general recommendations:

The division should form a task force to begin the process of recruiting and interviewing internal volunteers. The workload to begin the process is likely to be substantial. While the program should be based in Community Services Section, they obviously do not have the manpower to handle the initial thrust. The Public Information Office (PIO) will have considerable impact on the program and should be intimately involved. The Personnel Section, Recruiting Unit, and Training Section each have expertise which will prove beneficial to the project. They should be included. They should first focus on identifying and filling several internal volunteer positions. The experience of other cities would indicate that once the process is started, there will be a rash of requests from within the division and applications from without. Once underway, a coordinator's position should be created reducing the necessity for the other section and unit, other than PIO, involvement. PIO will likely always be involved.

At some point, consideration should be given to establishing external and community volunteer programs and/or and auxiliary force. These will be more complicated and should not be attempted until the internal volunteer process is normalized. Training for external and community volunteers will likely occur at the Training Section. Hiring auxiliary officers should be handled in the same way as regular officers. However, decisions will have to be made regarding training and recruitment. They can be trained at our academy or at Scarlet Oaks at their expense. The division can provide their uniforms and equipment or have them pay or partially pay for them.

Once these things are accomplished, administering the auxiliaries can be handled by volunteer coordinator.

## SUMMARY

The demands upon the Cincinnati Police Division are expected to continue to escalate and there is little prospect for the increased funding necessary to keep up with them. A volunteer program seems to be our only viable option.

There are several types of volunteers programs ranging from people coming in for a couple of hours a week for menial or repetitive tasks to fully authorized auxiliary police officers. The former require very little expense, training, or administration. The latter requires considerable training (as much as a regular police officer), more administration, and therefore more expense.

Similar programs in several cities throughout the country were researched. Factors needing consideration were identified and analyzed. Most of which included well founded and standardized methods of operation. Volunteerism has worked for many agencies. There was no reason found to indicate a volunteer program would not work in Cincinnati. There are indications that a volunteer program could be very beneficial to the overall performance of the division.

I recommend forming a task force to begin recruiting volunteers and identifying and filling positions within the division. If the program progresses as anticipated, I also recommend creating a full time coordinator's position in the Community Services Section. Finally, if successful, I recommend expanding the program to community and external volunteers and possibly auxiliary police officers.

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# APPENDIX A

On January 25, 1993, Colonel Michael Snowden, Cincinnati Police Chief, directed the commanders of each bureau to designate potential voluntary positions within their bureaus. The following is a list of those identified:

Accountant
Car Wash/Repair Shuttle
Clerical
Consultant
      Staff Studies
      Job Analysis
      Service Analysis
      Training
      Computer
      Security
Crime Analysis
Crime Prevention Appearances
Crime Prevention Surveys
DARE Teacher
Data Entry Operator
Desk
Detail Coordination Unit
Felon Registration
Firearms Maintenance
Grass Cutting - Target Range
Holster
Inventory (annual)
Janitorial
Junking Cars - Impound Lot
Major Offender Unit

Microfilming (annual)
Organize Files
Painter
Pawn Ticket Entry
Photographic Development
Physical Fitness Instructor
Project Research
Property Auction (semi annual)
Public Vehicle Inspector
Receptionist
Recruiting
Scan Files to Disk
Shredding - Records Unit
Status of Evidence Mailings
Supply Room
Telephone Crime Reporting Unit
Time Keeper
Transcribe Tapes
Translator
Uniform Repair/Alteration
Vehicle Inspection
Victim Callback
Video Production
Warrant/Subpoena Clerk
Yard Work

# APPENDIX B

A partial listing of jobs being successfully accomplished by volunteers in law enforcement agencies throughout the United States

Abandoned/Stolen Auto Units
Accounts Receivable Clerk
Advocacy Services
Alarm Coordinator Assistant
Armorer
Arson Prevention
Auxiliary Officer Records Clerk
Auxiliary Police Officer
Bad Check Investigator
Budget Assistant
Business Watch Coordinator
Call Back Assistant
Case Management Research Assistant
Chaplain
Chemist
Clerk Typist
Co-Editor
Communications Clerk
Community Relations Assistant
Computer Address File Maintainer
Computer Specialists
Control Point Officer
Counseling
Court Liaison Officer
Court Watch
Crime Analyst Assistant
Crime Stoppers Phone Technician
Crime Prevention Assistant
Crossing Guards
Data Entry Clerk
DUI Program Assistant
Educational Presentations
Emergency Shelters
Escorts for Seniors/Disabled/Women
Evidence Custodian Assistant
File Clerk
Fingerprint Technician

Firearms Safety Instructor
Forensics
Fraud Alerts
Graffiti Removal Crew Leader
Graphic Artists
Graphic Analysis Volunteer
Gunsmiths
Homicide Investigative Assistant
Identification Technician Assistant
Impound Lot Attendant
Information Desk Specialist
Lab Report Proofing
Legislative Watch
Librarian
Literature Distribution
Lobby Clerk
Mail Room Clerk
Marketing
Microfilm Operator
Missing Persons Investigator
Mobile Crisis Intervention Team
Motorist Service Team
Mounted Patrol Groomer
Neighborhood Officer Assistant
Neighborhood Watch Assistant
Parole Board Letter Writer
Pawn Shop Assistant
Payroll Clerk
Pedestrian Safety Training
Performance Measurement Specialist
Personal Security
Personnel Office Assistant
Photography
Pre-Trial Briefings
Premises Surveys
Public Information Specialist
Radio Repair Specialists

Range Officer Assistant
Rape Prevention Programs
Realtors Watch
Receptionist
Records Assistant
Researcher
Restitution Processes
Runaway Program Coordinator
Safety City Instructor
Search and Rescue
Sexual Assault Prevention Assistant
Special Project Assistant
Special Investigations Assistant
Spirit Line Coach, Member, Manager
Substation Receptionist
Supply Clerk
Telephone Crime Reporting Unit Assistant

Tour Guide
Traffic Accident Clerk
Traffic Management Information Specialist
Translators
Trial Date Notification
Vacant House Checks
Vacation Watch
Vehicle Transportation Operator
Vial of Life Program
Victim Assistance Caseworker, Coordinator
Victim Contact Caseworker
Volunteer Office Manager
Volunteer Coordinator
Volunteer Leader
Warrant Service
Youth Programs

# APPENDIX C

In 1986, the American Association of Retired Persons conducted a survey of every law enforcement agency in Colorado, Ohio, Pennsylvania, South Carolina, and Virginia. Questionnaires were completed by 2,255 agencies and individuals including 887 police and sheriff's departments, 1,106 volunteers, 34 chief law enforcement officers, and 102 supervisors of volunteers. This survey indicated the following demographic with reference to volunteers in those states:

| Age | Percentage |
|---|---|
| Under 20 | 8 |
| 21-35 | 17 |
| 36-54 | 20 |
| 55-64 | 21 |
| 65-74 | 28 |
| 75+ | 6 |

| Sex | |
|---|---|
| Male | 63 |
| Female | 35 |
| No Response | 2 |

| Ethnic Background | |
|---|---|
| White | 88 |
| Black | 9 |
| Hispanic | 1 |

| Work Background | Percentage |
|---|---|
| Unemployed | 7 |
| Laborer | 13 |
| Blue-collar skilled/ supervisor | 22 |
| Clerical/technical | 17 |
| Management | 21 |
| Executive | 5 |
| Professional | 15 |

| Education | |
|---|---|
| Less than high school | 18 |
| High school graduate | 20 |
| Some college | 31 |
| Technical/trade school | 11 |
| Master's/Doctorate | 8 |
| Not stated | 12 |

| Marital Status | |
|---|---|
| Married | 71 |
| Single | 21 |
| Widowed | 8 |

| Annual Income | Percentage |
|---|---|
| Below $5,000 | 6 |
| $5,000-$9,000 | 11 |
| $10,000-$19,000 | 30 |
| $Over $20,000 | 52 |
| No response | 1 |

| Current Status | |
|---|---|
| Student/homemaker | 2 |
| Working | 50 |
| Retired | 45 |
| Second/third career | 3 |

| Employer | |
|---|---|
| Private Sector | 61 |
| Government | 26 |
| Self-employed | 13 |

## APPENDIX D

Disqualifiers, automatic and discretionary, for Tempe AZ are the following (Tempe, 1994a)

### AUTOMATIC

1. Been convicted of a felony or any offense that would be a felony if committed in Arizona
2. Use ("tried") marijuana in the past six months or used marijuana other than for experimentation.
3. Sold marijuana
4. Used ("tried") any dangerous drugs or narcotics including cocaine, crack, heroin, LDS, etc.
5. Sold narcotics or dangerous drugs
6. Been dishonorably discharged from the United States armed forces
7. Had a pattern of abusing prescription medication
8. Had excessive traffic violations with the past three years
9. Been previously employed as a law enforcement agent and since has committed or violated federal, state, or city laws pertaining to criminal activity.
10. Lied during any state of the hiring process
11. Falsified questionnaire or applications

### DISCRETIONARY DISQUALIFIERS

12. Physical or mental disability that would substantially impair an individual's ability to perform his/her duties.
13. Alcohol misuse and/or abuse
14. Excessive traffic violations
15. Commission of a felony
16. And discharge from the United States armed forces other than an honorable discharge
17. Debts - a demonstrated unwillingness to honor fiscal contracts or just debts.
18. Any other conduct or pattern of conduct that would tend to disrupt, diminish, or otherwise jeopardize public trust in the law enforcement profession.