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WHAT IS THE FUTURE OF INCENTIVE PROGRAMS
FOR MID-CAREER LAW ENFORCEMENT OFFICERS?

by

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Command College Class IV
Lieutenant
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EXECUTIVE SUMMARY

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

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

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

"WHAT IS THE FUTURE OF INCENTIVE PROGRAM
FOR MID-CAREER LAW ENFORCEMENT OFFICERS?"

Robert E. Brooks

Examines the impact of future trends and events on the motivation and performance of mid-career police officers, and then projects that forecast on the ability of traditional reward systems to effectively motivate the work force of the future.

The "Futures forecast" was developed by using an extensive computer-assisted literature search and a "Nominal Group Technique" involving subject matter experts from the public and private sector. A survey of 243 mid-career officers is utilized to determine the scope of the problem and expert interviews focusing on exemplary private and governmental programs are included as part of this analysis.

A model incentive program designed to meet the needs of mid-career officers on the basis of the nature of the problem as defined by the survey and "Futures" projection is included. The model program incorporates the following components: Management training, performance evaluation methodology, monetary and non-monetary incentives, and employee developmental counseling.

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WHAT IS THE FUTURE OF INCENTIVE PROGRAMS FOR MID-CAREER LAW ENFORCEMENT OFFICERS?

Can traditional methods of rewarding superior employees continue to effectively motivate a changing workforce that may have greater expectations, but fewer promotional opportunities in the future? This question is the focus of this research project which attempts to identify trends and possible events which could impact the management of human resources by California's law enforcement executives during the next 15 years.

It has been demonstrated that veteran officers, who have not been promoted or assigned to a specialized function, tend to suffer a decrease in both motivation and performance. If government's ability to generate revenue is further restricted in the future, opportunities for promotion or reassignment can be expected to decrease. In addition, the length of an officer's career could increase as retirement systems adjust to increased longevity and the shrinking workforce. These among other changes could complicate the problem of dealing with the "Blocked Opportunity Syndrome" at a time when fiscal, technological and legislative changes force agencies to rely on their officers knowledge and productivity as never before.

A forecast of future trends and events was developed using an extensive literature search and a "Nominal Group Technique" involving subject matter experts from the private and public sector. A survey of 243 mid-career officers was utilized to determine the scope of the problem and expert interviews were conducted to analyze the success of exemplary federal and private programs related to this topic.

A model program has been designed to offer suggestions for providing meaningful incentives for performance. This program includes the following components which were intended to meet the needs of a diverse workforce in an environment of fiscal restraint:

- * Training in motivational concepts for the managers and supervisors responsible for program implementation. This would include an explanation of the standards for employee evaluation and recognition.
- * An evaluation methodology that fosters communication between supervisors and employees, while conveying a clear understanding of expectations and rewards.

- * Incentives for sustained superior performance which would consist of an award of up to five days of annual leave for each evaluation period. The time awarded could be used, saved or converted to cash.
- * Non-monetary incentives for short-term performance in the form of awards and recognition for innovation, devotion or diligence.
- * Monetary awards for individuals or units that propose and implement a program which is recognized by an oversight committee as having significantly enhanced revenues or reduced expenditures.
- * Mid-career counseling to assist officers in dealing with the frustration of unrealized expectations and to help them formalize a plan for continued personal and professional growth.

"THE FUTURE OF INCENTIVE PROGRAMS FOR
MID-CAREER LAW ENFORCEMENT OFFICERS"

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PROJECT BACKGROUND

INTRODUCTION

A. PURPOSE

California's law enforcement executives are facing challenges from several present and emerging trends that will require innovative solutions in the next decade. One of those challenges is the need to ensure the motivation and productivity of officers and first-line supervisors in an environment where traditional incentives are less attainable. Current literature shows that many private sector enterprises have resorted to eliminating management and support positions or negotiating temporary salary reductions to remain in operation. In the public sector, a survey conducted by the International City Management Association¹ reveals that of the 875 law enforcement agencies polled, almost 300 had suffered budget cuts. Fifteen percent of these agencies responded by laying off officers and 75% chose to not fill vacancies in positions considered to be unrelated to providing vital services. The reduction in non-essential positions obviously means that promotional and lateral mobility opportunities will be reduced to some degree. If promotional prospects and salary increases are not to be the incentives that they were in the past, other creative technologies will have to

be examined if agencies expect to continue to rely on a highly motivated workforce.

Another challenge to law enforcement administrators is that the expectations of today's workforce have changed dramatically over the past 15 years and will likely continue to change at an accelerated rate over the next 15 years. Traditional human resource programs must be evaluated within the context of these new and varied expectations to determine whether they still accomplish the desired result.

The intent of this study is to examine these issues and to determine whether a program can be developed which motivates line level police officers by rewarding exceptional performance in a manner that is meaningful to the individual and contributes to their personal and professional development. The product of this research will be a list of generic program elements intended to be flexible enough to be adaptable to mid-sized California agencies. The program will also offer suggestions which take into consideration the financial limitations projected by the research. The objectives of this project will be to:

1. Conduct a literature search on the topics of mid-career employees and exemplary incentive programs.
2. To administer a survey designed to evaluate the concerns - expectations of mid-career officers.
3. To forecast future trends and events and incorporate them into futures scenarios.
4. To design a strategic plan for a model motivational program for future mid-career officers.
5. To develop transitional management plan to facilitate implementation of the model program.

B. ORGANIZATION OF STUDY

This research paper has been organized into the following major sections:

1. Executive Summary.
2. Introduction.

3. A review of literature on the theoretical basis for incentive programs. This section will also include summaries of private and public sector incentive programs.
4. A summary of literature on the future of the law enforcement workforce.
5. Development of turbulent and desired future scenarios that will be based on trends, events and impacts identified during a Nominal Group Process.
6. A strategic plan, including a description of the proposed program model.
7. A transition management plan intended to identify and deal with the obstacles to implementation.
8. Summary and conclusions.

C. PROGRAM LIMITATIONS

The interviews used in this project were conducted between December 1, 1986 and April 1, 1987. The proposed program was designed to be general enough to be adaptable to any

medium to large California law enforcement agency. Attempts were also made to live within the fiscal and legal limitations indicated by the research or anticipated in the futures forecasting.

FORMULATION AND DESIGN

THE THEORETICAL BASIS FOR EMPLOYEE INCENTIVE PROGRAMS

A. INTRODUCTION

Performance is a function of both ability and motivation. The entry level qualifications of civil service employment and the successful completion of a probationary period theoretically ensure that an acceptable degree of both ability and motivation initially existed in the mid-career group which is the object of this study.

Assuming that the level of ability has been determined to be at least satisfactory, improvements in performance must primarily come through increased motivation. In order to increase employee motivation, organizations must alter some or all of the following characteristics:

- Individual employee characteristics, such as skills, abilities, interests, attitudes, and needs;
- Job characteristics, such as variety in tasks, degree of autonomy, amount of direct feedback and other intrinsic rewards;

- Work environment characteristics, such as relationships with peers and supervisors, and organizational policies and practices as reflected in organizational culture and reward systems; and
- External environment characteristics, such as overall employee demographics, technology, economic influences, and the general socio-political environment.

B. HIERARCHY OF NEEDS

The most widely recognized motivational theory is the hierarchy model proposed by Abraham Maslow.² Maslow argues that there are two primary needs. Deficiency needs are needs which must be satisfied if the individual is to remain safe and secure. If these needs are not met, the individual fails to develop a healthy personality. Growth needs refer to those needs which relate to the development and achievement of one's potential.

Maslow suggests that individuals are motivated by the following needs arranged in order of ascendant:

1. Deficiency Needs

- a. Psychological Needs - These needs are thought to be the most basic needs and include the needs for food, water, and sex.
- b. Safety Needs - The second level of needs centers around the need to provide a safe and secure physical and emotional environment, one that is free from threats to continued existence.
- c. Belongingness Needs - The third level consists of those needs relating to one's desire to be accepted by one's peers, to have friendships, to be loved.

2. Growth Needs

- a. Esteem Needs - These needs focus on one's desire to have a worthy self image and to receive recognition, attention, and appreciation from others for one's contributions.

- b. Self-actualization Needs - The highest need category is the need for self fulfillment. Here the individual is concerned with developing his or her full potential as a person and of becoming all it is possible to become.

Maslow felt that growth came from a process of deprivation when a need is recognized and becomes an individual's focus, and intensifies into gratification.³ He also felt that the need for self actualization was a process which intensified as one approached self fulfillment.

Others, such as Robert White⁴ built on Maslow's model by adding that the basis of need is a strong need to develop mastery over one's environment. Clayton Alderfer⁵ reformatted Maslow's theory by reducing it to the following three general needs:

1. Existence Needs - Those needs required to sustain human existence.
2. Relatedness Needs - Those needs concerning the relationship of an individual to his social surroundings.

3. Growth Needs - Those needs relating to the development of human potential.

This theory also adds that an individual can have needs on several levels and that if they are routinely frustrated at one level they will regress to the next lower level and search for satisfaction.

C. EXPECTANCY THEORY

The U.S. Office of Personnel Management bases its pilot incentive program on the Expectancy Theory. This theory is credited to Richard Copeland of Harvard University. All of the current motivational theories contain variations of the primary elements of this theory. According to this theory, there are four requirements for a successful performance-based compensation system as described below:

1. Employees must perceive that they are capable of better performance through their own efforts. An employee must also believe that the factors determining performance are under their control.

2. Employees must perceive that good performance will be recognized. If the performance appraisal process is not viewed as fair, the perception of a pay-performance link will also be threatened.
3. Employees must perceive that recognition of performance must lead to rewards.
4. Employees must perceive that the reward is worth the increased effort. Satisfaction is based on an equity link between the reward and the effort expended.

D. PERCEPTUAL DIFFERENCES

One of the problems encountered in examining issues related to employee motivation and performance is that superiors and subordinates tend to view situations differently. These different perspectives often distort their perception of each others competence and motives.

In one of the earliest studies on this issue, Likert⁶ examined the perceptions of superiors and subordinates in an attempt to determine the type and amounts of recognition subordinates received for good performance.

Supervisors and employees were asked how frequently privileges, responsibility, praise, training, more interesting work or a pat on the back were given on the basis of performance. Supervisors felt that they gave these rewards most of the time with the average response being 63% of the time. Subordinates on the other hand perceived that they received these rewards only 11% of the time.

Studies by Webber⁷ show that the same misperceptions exist in the area of communications. Supervisors indicated that they spent 2.8 hours per week initiating conversations with subordinates, while subordinates held that communications were only initiated on an average of 1.6 hours per week.

Barriers to accurate perceptions were listed as: stereotyping, halo effects, personality, selective perception, projecting traits, first impressions, and defense mechanisms. In order to avoid managerial misperceptions, a survey was conducted to investigate how line level employees perceived the impact of promotional opportunities and their reaction to different incentives program elements. This survey is discussed in the section on organizational assessment.

E. ONE-MINUTE MANAGING

Ken Blanchard, in his best-selling book, "The One-Minute Manager,"⁸ emphasizes the use of specific agreed upon goals as vital to supervisor-employee interaction. He states that employees benefit when they are sincerely praised for accomplishment and reprimanded for lack of effort. The emphasis is on clarity of communication and frequent feedback, re-evaluation of objectives, and always concluding interaction on a positive note with a renewed sense on direction. The main contribution made by Blanchard to the area of training managers to impact employee morale and performance is the simplicity of his system. He incorporates elements of many of the classical concepts of organizational behavioral science and reduces them to a functional format.

In a sequel to this popular work,⁹ Blanchard expands this concept by saying that employee performance can be enhanced by pinpointing an area of performance, measuring current performance, agreeing on goals for improvement, managing consequences of performance by praising or reprimanding, and tracking progress so that new strategies can be adopted.

F. MID-CAREER FRUSTRATION

Chief Karel Swanson¹⁰ of the Walnut Creek Police Department describes the typical career path of a mid-career police officer who has not been promoted.

The police recruit begins with an intoxicating pattern of success. He successfully completes a demanding multi-faceted selection process that eliminated 90% of his competition. He then graduates from an academy that again proves his superiority over an additional 50% of his peers.

The salary is more than they are accustomed to and they value the protection and security of civil service employment. Passing probation with the approval of his superiors and training officers is a rewarding experience. During this time, he is gaining the approval of his peers and finding a camaraderie that he has not experienced, except on high school athletic teams or in the military. Every experience is new. Every situation is a challenge. Every contact is an opportunity for action and recognition. As the new officer is tested, he finds he is capable of performing what he thought was unlikely and of displaying courage. He finds he is respected and sometimes

held in awe by the community, and he has more authority and responsibility than most people ever experience. What used to be a way of earning a living has become a way of life.

After the first two or three years, the job is still interesting but is not as exciting as it was. Some of the newness is gone and with it has disappeared much of the challenge and learning. The officer now begins to look around for opportunities within his organization for further professional growth. He realizes that he needs something more to continue to stimulate him.

The first couple of attempts to promote or be reassigned based on a desire for experience not a strong expectation that they will be successful. After the end of the sixth year, the officer feels they are experienced enough to deserve promotion. Lack of success brings frustration, self doubt, and a growing cynicism towards the department and people in general.

Between the sixth and ninth years, if the officer has not been promoted or received a long-term special assignment, it is likely that he will experience a career crisis that bears many similarities to a mid-life crisis. He feels that he has lost the respect of his peers and the public

because his status has not been changed. He feels locked in because he has no marketable skills and has such an interest in his retirement system that he cannot leave without considerable risk. The novelty of dealing with people and their problems has lost its interest and he is more concerned with his own problems. He begins to examine opportunities outside of the agency, and begins to question his vocational choice, marriage, and education. He becomes less effective, less productive, and more critical. Both his tolerance level and his ability to deal with people effectively is severely inhibited. In less than ten years, a career that was expected to satisfy for 25 years has lost its importance, challenge and excitement.

After ten years, an officer is likely to accept the fact that he may have found his niche. The risk involved in a career change is seen as less desirable than accepting his fate. He begins to consider the value of his investment in the retirement system and the organization, and also begins to focus his attention on the benefits of early retirement. His acceptance of his position has provided him with the means to accommodate the reality he has been forced to accept.

G. CAREER PLATEAU

In an article addressing managers, Professor Jay Lorsch¹¹ of the Harvard Business School makes several observations that would apply to any mid-career employee. He states that private industry recognizes that most of their long-term employees remain at a plateau for the last 10-20 years of their careers. Some managers and professionals leave voluntarily for greener pastures, but they are a minority. Others are asked to leave because of poor performance. Regardless, the general broad adherence to long-term employment leads inevitably to many employees reaching a plateau. This phenomena must be at least as common in the public sector where commitment to a retirement system and the civil service protection prevent a great many unfulfilled employees from seeking employment in the private sector where they may have few marketable skills.

The author attributes much of the mid-career lack of motivation to a feeling of insignificance and being left out of the mainstream. This perception is exacerbated when the employees were involved in the organizational mainstream earlier in his career. They now miss a sense of importance, of being in a position that counts. On the

shelf, they become passive and disinterested, and make contributions that are far below their potential.

Two actions are recommended for executives who want to minimize the impact of this part of the organization's culture. The first is that executives need to have routine, frank conversations with their subordinates about performance, prospects, and the expectations on both sides. If two people maintain such a dialogue for an extended period of time, sufficient mutual trust will be established to make the giving or receiving of difficult news more acceptable. Such a relationship can be an important preventative against the loss of employee commitment.

In addition to candor, the employee also requires challenge to fuel his motivation. Meaningful work that takes advantage of the employee's knowledge and experience must be provided. The mid-career employee should be encouraged to be a teacher and a coach to younger employees. Assignments, such as training, consulting, participation in task forces or capital project development, make the individual feel necessary to the future of the organization.

H. BLOCKED OPPORTUNITY SYNDROME

The problem with mid-career employees has been aptly summarized by Richard Payne¹² who says that employees with between 12 and 20 years of seniority face the following problems:

1. Boredom resulting from performing the same job for too long. The job is performed by rote. Performance has slipped because the job is not perceived as interesting or meaningful.
2. Lack of challenge because they can meet the expectations of their superiors with minimum mental involvement.
3. Managers who fail to inspire them to live up to their potential, and who fail to provide the appropriate encouragement and support.
4. Success backlash that occurs when an employee realizes that after 10 to 15 years with the organization, their career has stymied. These individuals have been motivated since childhood by parents, teachers, employers and spouses to reach for greater

achievement. When the mid-career employee realizes these opportunities for further advancement have vanished, it can become a powerful demotivating force.

Payne continues to illustrate how employees who face the "Blocked Opportunity Syndrome" react:

1. Loyal employees blame themselves for not measuring up to the competition. The symptoms of these reactions are an absence of initiative and risk-taking. This employee will blend into the shadows and perform just well enough to avoid unsatisfactory evaluations.
2. Some employees blame the system for allowing favoritism and politics to thwart their personal growth. They are convinced that extra performance is not rewarded and act accordingly.
3. Other employees become disenchanted with a success system that they believe only works to a certain point. This again results in minimal performance and occasionally in bending the organizational rule for personal gain. Recognition is sought from sources outside the organization. This can lead to moonlighting or job shopping as well as civic or recreational involvement.

4. Embittered employees may attack the organization that they perceive as unfairly restricting them. The anger and frustration which results may be expressed in many negative actions.

I. EXPERIENCE AS A RESOURCE

William Tack¹³ points out that "Older and wise cultures, less caught up in technology and a fast pace, foster, venerate and utilize the wisdom born of experience. While they flourish, we flounder. Our unique lack of respect for accumulated wisdom arose no doubt during the rapid, but in retrospect, relatively slow pace of America's evolution into an industrial society. Resource-rich, we often overwhelmed, rather than outmanaged those less well-endowed." Cycling experienced managers to the supervisory level and back to the top levels will be a response to an apparent, but still dimly perceived need. The selected cycling of a seasoned few who have the developed human relations skills plus an ability and temperament to relate and communicate at all levels appears a strategy worth pursuing.

EMPLOYEE INCENTIVE PROGRAMS IN THE PUBLIC SECTOR

A. ICMA MODEL PROGRAMS

The International City Management Association's Handbook on Excellence in Local Government Management¹⁴ applies the principles outlined in Tom Peters' and Waterman's In Search of Excellence and makes recommendations related to employee performance. The first suggestion is that organizations establish and use performance monitoring systems that provide regular feedback, and joint development of objectives. Secondly, the organization should provide a variety of reward programs and incentives to reward excellent performance, including non-monetary incentives. In order to change traditional compensation programs, obstacles, such as negative public attitudes, restrictive personnel rules and labor agreements, archaic management views, and lack of funds may have to be overcome.

The City of Skokie, Illinois, allows managers to nominate up to 5% of their employees for performance rewards of \$1,000, and up to 10% of their employees for rewards of \$500. In Lewiston, Idaho, employees can nominate one of their peers from each City department each quarter for a service award. The final selection is made by a committee

which awards \$100, and a letter of commendation. Fayetteville, Arkansas, uses a similar program to recognize an employee of the month.

Livermore, California, uses a more complex point factor rating analysis system to determine the level of merit pay for each of its managers. Cleveland, Texas, utilized financial incentive to reduce its employee absentee rate by 48%, and Laconia, New Hampshire, similarly reduced its accident rate by 87% since 1979. Incentive programs have also been used to foster innovation and entrepreneurship.

The ICMA publication states that "A common tendency in the private sector is to argue that creativity and innovation are no longer possible, given the tax ceilings, spending limitations and other resource limitations local governments face today." Ted Gaebler,¹⁵ the former City Manager of Visalia, California, points out that today's managers are being challenged - "To change our attitude and our approach to management, to unlock different and hopefully more exciting solutions to new and pressing problems. I think we are being challenged to be more entrepreneurial."

An example of government agencies that encourage this risk taking approach among its employees is the City of Baltimore, Maryland, which offers financial incentives for innovative money saving suggestions. The City of Walnut Creek, California, awards special "Bright Idea Awards" to its employees for similar suggestions. The City of Dayton, Ohio, created a \$600,000 technology improvement fund which was made available to agencies who could identify new equipment which will reduce costs or improve efficiency.

Palo Alto, California, encourages and supports innovation by employees by inviting proposals from staff for programs which may lead to organizational improvements or financial savings. Employees whose proposals are accepted by a panel of judges, receive staff support, resources, a place to work, and release time from their regular assignment.

B. NEW YORK CITY

Peter Allan,¹⁶ the former director of personnel and research for the City of New York, administered the City's Managerial Performance Evaluation system from 1979 until 1982. This merit pay based system was adopted for 2,000 managerial employees in an attempt to create a meaningful evaluation program which could be used as a basis from which to make personnel decisions.

Each agency was given an 8% merit pool and the discretion to grant increases from 0-10% per employee. The following guidelines were established for distributing the merit pay based on individual evaluations:

UNEXCEPTABLE	0%
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MARGINAL	0-5%
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GOOD-OUTSTANDING	6-10%
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Allan says that the following lessons were learned during New York's three-year adjustment period:

1. Allocate enough funds to provide meaningful, not token, performance based pay increases.
2. Award merit pay only to meritorious performers; separate economic adjustments (cost of living) should be given to all employees.

3. Separate from the merit pay system, the process for correcting inequities in pay between comparable management positions.
4. Divide the performance evaluation system into two separate systems - one for performance improvement and the other for pay.
5. Provide periodic re-training for the raters in the philosophy, purposes and administration of the performance evaluation system.
6. Allow for at least a five-point rating scale for evaluation of performance.

In summary, Allan indicates that the pay-for-performance concept is now an accepted part of the City's organizational culture and although the program requires occasional review and adjustment, it had become a permanent fixture on the merit of its subjectivity and impact on performance.

C. CITY OF MILPITAS, CALIFORNIA

The Milpitas Employee Association and the City of Milpitas entered into an arrangement by which the 2% of the City employees salary was set aside to fund a Performance Incentive Plan.¹⁷ In 1980-81, an additional 4% was added to this fund. The goals of the plans were to:

1. Motivate employees to work to their fullest potential.
2. Provide a basis for rewarding employees in accordance with their individual performance.
3. Assist employees with below-standard performance to improve the quality of their work.

The employees are given an annual salary adjustment based on a bay-area market survey. In addition, they may also receive performance incentive pay at the end of each fiscal year. This incentive is based on the amount of rating points accumulated by each employee. The points are given a dollar value by dividing the total points given to all employees by the amount in the compensation pool.

In the aftermath of Proposition 13, the city was forced to eliminate 25 positions in spite of being one of the fastest growing cities in the state. Despite the reduction of staff and the pressure of new growth, the city has been able to meet the demand for services by developing pay plans which reward increased productivity and efficiency.

D. LARGO POLICE DEPARTMENT, FLORIDA

Chief Jerald Vaughn of the Largo Police Department¹⁸ in Florida adopted a graduated pay scale based on objective quality and quantity measurements coupled with an examination of job knowledge. Based on the officer's rating, he can receive an salary increase from 3%-10%.

E. METRO-DADE POLICE DEPARTMENT, FLORIDA

Metro-Dade Police Department in Florida¹⁹ has expanded the traditional recognition awarded to the officer of the year and officers involved in heroic conduct into the following program:

1. Gold Medal of Valor - Awarded to sworn employees exhibiting bravery in the face of danger.

2. Silver Medal of Valor - Awarded to non-sworn employees or citizens who exhibit bravery in the face of danger.
3. Exceptional Service Award - Awarded to employees who exemplify bravery or devotion to duty.
4. Employee Excellence Award - Awarded for diligence, innovation, or devotion.
5. Certificate of Commendation - Awarded for selfless service to the department and the public.
6. Certificate of Appreciation - Awarded for other commendable acts.

F. FEDERAL PERSONNEL MANAGEMENT SYSTEM

The Civil Service Reform Act of 1978 formally established pay-for-performance in Federal Government.²⁰ Management employees were evaluated on objective performance measurements and merit pay was calculated by formula. The merit pay fund was established by using one-half of each employee's comparability increase. The pay-for-performance provision did not extend to white and blue collar workers, although in 1983, the Office of

Personnel Management attempted to extend this provision by regulation. The Congress put an embargo on implementation until July, 1985, which is when the Navy Demonstration Pilot Program was enacted.

Currently, the Personnel Management and Recognition system provides that all senior executives and managers are eligible to receive a 5%-20% annual bonus if justified by performance. The merit pay fund is established at 15% of the annual average salaries paid to career appointees during the preceding fiscal year. Mid-level managers are eligible to receive a bonus ranging from 2%-10% of their salary with exceptional cases eligible for up to 20%. Final regulations for performance awards for rank and file workers are still in the congressional clearing process.

G. WALNUT CREEK POLICE DEPARTMENT, CALIFORNIA

The Walnut Creek Police Department designed a motivational program intended to attempt to meet the self-esteem and self-actualization needs primarily of their officers with over six years of service.²¹ The basis of the program is to enhance the role of the police officer, and secondarily, the roles of supervisors so that they seem as "different" rather than "better." The choice to seek promotion becomes

a choice to do a different job. The program has the following seven components:

1. Returning to the generalist-officer approach, and expanding the job of the officer as much as possible. Officers perform most of the investigative follow-up and are supported by a de-emphasized Detective Bureau.
2. Officers are involved in the management of the department through preparation of individual projects, participation on operational committees, and involvement with project-oriented task forces. Officers participate in the development and decision-making process of most major changes in the organization.
3. The service orientation and community involvement role of the officers is enhanced by specialized training directed towards the individual needs and interests of the officers. Group training is focused to improve the investigative and service skills of the patrol force.

4. A program of goal setting which emphasizes work planning and supervisor-to-officer support was developed.
5. The importance of the officer's role in the organization was recognized and articulated. All other roles were acknowledged as being supportive of the primary function of patrol.
6. Dissatisfiers, such as unfair compensation, inappropriate equipment, and inflexible scheduling were eliminated where possible.
7. Special assignments were made available to all officers on a rotational basis. These assignments are viewed as developmental opportunities which should be made available to all who have the interest and capability to perform them.
8. The fact that the organization cannot satisfy all of the expectations of its members was recognized. Allowing officers to fully develop is seen as a way to enhance their opportunities in other organizations. Officers seeking such opportunities are encouraged and supported to the extent of granting a one-year leave of absence for vocational experimentation.

9. Finally, an incentive program was designed for officers with over six years experience who have not applied or been selected for promotion. An officer with over 4-1/2 years experience who meets the standards and criteria is designated as a corporal. This position carries recognition and a salary incentive. The corporal must maintain a satisfactory performance record to maintain this position.

After 12 years of experience, an officer may receive the designation of Career Officer. In a ceremony, he is recognized for his contribution to the police profession. His uniform designation is changed to one similar to his supervisors, and he awarded with a personalized gold badge. Unique training opportunities, such as the F.B.I. National Academy, are made available to the Career Officers.

At 18 years, a Career Officer may be eligible to become a Master Officer. This designation is recognized again by appropriate emblems and the officer has the opportunity to select specialized assignments, such as investigations and traffic according to preference.

Career counseling is also provided to all officers at critical stages of their careers. Each stage of the program is built on a belief in the following three assumptions: (1) that a police career lasts 20-25 years, (2) that promotion is the indication of success, and (3) that treating symptoms reduces employee problems. These assumptions have limited most police incentive programs.

H. PASSION FOR EXCELLENCE

Tom Peters' and Nancy Austin's recent book, A Passion for Excellence,²² describes several employee-recognition programs which compensate the employees not with merit pay, but with merit-related compensation of a more festive nature. Scandinavian Air Lines celebrated their remarkable turnaround by awarding each of their 16,000 employees with a gold watch, holding simultaneous parties in Norway, Sweden and Denmark, and afterwards driving those who attended, home in limousines.

The Limited Stores have a full-time manager of non-monetary incentives, who among other things, generates a contest a week and is editor of an employee-recognition magazine called "Applause Applause." IBM hosts an annual

celebration for the top 80% of its salesmen. The top 3% are flown to exotic sites such as Majorca or Bermuda.

Paul Revere insurance companies have a program titled, "Program for Ensuring that Everybody is Thanked." The company executives meet weekly to review the accomplishments of several sales teams. They schedule visits to express their appreciation to team members and keep a schedule of their progress. As an example of this, a manager of several of Paul Revere's facilities in the South took one day off a week to work on ways to make his factories more desirable places to work.

I. GENERAL ELECTRIC SPACE SYSTEMS

Al Rosenberg, Vice President of General Electric Space Systems Division,²³ initiated a program in 1982 which was intended to improve his organization's ability to meet customer needs in spite of very real budget constraints. They began utilizing quality circles to give the employees a sense of participation and to benefit from their participation. The reward for suggestions coming from individuals or groups was public recognition and financial rewards based on the monetary value of the suggestion. The outcome of this facet of the program was a 39% increase in employee suggestions and a cost savings of \$69 million.

A similar phase of the program was established to recognize performance/achievement. The most meritorious of the employees would be recognized at a company dinner, given a \$1,000 cash award, and have their portraits placed in the headquarters lobby for one year.

Communications were improved by shortening the chain of command and launching a paperwork reduction drive. Employees were also provided with optional off-duty training and a sophisticated employee assistance program. Among the tangible benefits of this program were a 30% reduction in absenteeism and the previously mentioned cost-saving attributable to employee suggestions. The organizational culture was also affected as demonstrated in a survey of their 8,000 employees which revealed a statistically significant improvement in the employees' awareness of the importance of quality and pride in the work place.

J. CONTINGENCY - TIME-OFF

Diane Lockwood described the use of "Contingent Time Off" in a recent article in Management Review.²⁴ A contingent time off plan is defined as an informal employer-employee

contract in which the firm promises its workers that if they perform at an agreed upon level, they will receive an agreed upon amount of time off. This type of plan is considered a win-win strategy because the company receives increased performance at no extra cost, and employees get the desired time off and a sense of accomplishment.

Contingency time off plans can be monitored on a daily, weekly, monthly, or annual basis. In each plan, management and labor agree on a challenging but attainable performance target, which can be quantified in terms of quality and quantity. When performance standards are met, the employees take the remainder of the evaluation time off. In the test cases cited, a production increase of 20% with maintenance or improvement of quality measurements was achieved.

K. LOCKHEED

A variation of this concept was utilized by Lockheed Shipbuilding and Construction Company in Seattle.²⁵ The organization's safety-related expenses were costing \$15.15 per \$100 of payroll per year. Employees were told that if they reduced injury-related costs by two-thirds, they would receive two additional vacation days. The goal was

successfully reached and resulted in a savings to the company of \$4.2 million.

Although this type of motivational program would not apply to minimum deployment assignments, it may have merit for selective administrative, investigative and clerical functions. The following conditions are considered essential to the successful implementation of a Contingency Time Off plan:

1. There must be a demand for the increased productivity.
2. Reasonable goal setting and work standards must be incorporated into the plan, along with equitable rewards.
3. Mechanisms to ensure the maintenance of quality must accompany the plan.
4. Daily feedback on goal/standard achievement and time earned must be provided.
5. Total commitment of management, employees and labor organizations must be secured.

6. All interdependent groups must be included.

This program is based on the premise that salary is not the only attractive reward available to the creative organization. These concepts are most effective when altered to suit the need of an individual agency and employee group.

L. XEROX APPRAISAL SYSTEM

In 1983, Xerox discovered that its traditional employee appraisal system was leaving many employees feeling discouraged and disgruntled despite the fact that the system awarded several million dollars annually in salary increases.²⁶ The dissatisfaction came from the fact that managers and subordinates seldom agreed on what constituted above-average performance.

Another problem was that 95% of the ratings awarded were 3 or 4 on a scale of 1 to 5. The many employees that received a 3 felt like second-class citizens. Xerox established a task force to address these concerns and they proposed a system titled, "Performance Feedback and Development." The following are highlights of this program:

1. At the beginning of the evaluation period, the supervisor and the employee agree upon objectives for the year. These documented objectives are reviewed and approved by a second level manager.
2. After six months, an interim review takes place during which the supervisor and the employee discuss progress against objectives, performance strengths and weaknesses, and update objective rating forms which are signed by both parties.
3. At the end of the year, a final written appraisal of progress towards the objectives takes place and is discussed with the employee. This written summary replaces numerical ratings and is the basis for salary adjustments.
4. The supervisor and employee agree on new personal and professional goals for the upcoming year along with task objectives. Training options are discussed and provided, when appropriate.

Surveys on the new evaluation system showed that 81% of the employees felt that they better understood their work group objectives and 84% felt that the evaluation system was fair. This compares with only 54% of the employees involved in the naval demonstration project described on page 46 who felt that their system was fair. Seventy-two percent felt that they understood how their merit increase was determined and 77% believed that the new system was a step in the right direction.

Managers also had favorable reactions to this program. This is possibly the result of the extensive training they received on setting objectives, interviewing employees, and establishing employee improvement plans. The primary advantage to this system was the increased level of communication between supervisors and employees along with a better understanding of management expectations. Employees also commented that they appreciated not being subjected to the stigma associated with numerical scores.

EXPERT INTERVIEWS

A. PAYNE-LENDMAN MOTIVATIONAL CONSULTANTS

I discussed this project with Paul Williams, Vice-President of Payne-Lendman. Mr. Williams' firm designs motivational programs for such organizations as Ford Motor Company, Citicorp, General Electric, Blue Cross/Blue Shield, and the Tennessee Valley Authority.

Although Payne-Lendman has worked with firms that utilize both financial and non-financial incentive programs, they emphasize that these are ineffectual if the management staff is not trained to recognize employee contributions and is accountable to their superiors for effectiveness in that area. They believe that properly equipped managers can add significance and importance to routine tasks and assignments. They also propose that managers can create excitement and interest even in employees who have reached a career block and are suffering a motivational decline.

The emphasis of their program is the use of challenging personal development programs designed to meet the needs or desires of the individual employee. This is coupled with managers who are trained and motivated to encourage

and stimulate employees to perform to their potential and reach their goals. Payne-Lendman's experience has been that these primary ingredients will achieve the desired result whether they are assisted by other incentives. They do not minimize the value of additional incentives, but believe that recognition and a sense that the job can assist them to achieve personal goals, are the keys to employee motivation and productivity.

The basis for these observations is the firm's interaction with primarily private firms. The problems encountered by these organizations and the strategies to counteract them can be considered a forecast of what the next ten years may bring to law enforcement. Even though these are primarily successful companies, many are forced to resort to lay-offs, early retirement programs, and elimination of positions mostly in the middle management and administrative ranks.

B. PERSONNEL MANAGEMENT RECOGNITION SYSTEM

I interviewed Jim Waddell of the U.S. Office of Personnel Management on the benefits and difficulties associated with the Federal Government's Personnel Management Recognition System. This merit pay system has been in effect since

1978 and is reflected as having primarily favorable consequences in federal publications. While the merit pay program has advantages, Waddel pointed out that its funding and evaluation mechanisms have been the source of employee dissatisfaction and grievances that have prompted the Congress to direct the Office of Personnel Management to re-evaluate the program. The primary sources of dissatisfaction are that the limited award pool is often given to the employees at the top of the pay scale. Lower level employees do not have merit pay available, and cannot receive the type of ratings that would justify additional pay. This results in a forced distribution of ratings. While the evaluation component is based on a philosophy that states that employees compete against an objective performance standard that can be reached by all employees, the limited merit pool actually means that employees compete against each other both for the ratings and the cash award.

Another funding problem is that the merit pay program was partially intended to reduce payroll expenses. The merit pay pool comes from the money that previously went to employees in the form of cost of living increases. Although in a given year employees can be awarded a merit increase considerably larger than what they would have

received through an annual salary increase, their base pay does not increase. This means that the base upon which future increases or retirement is computed is frozen. While the outstanding employees in any given year may benefit, they do it at the expense of satisfactory employees who do not receive a cost-of-living increase. The secondary goal of this program was to eliminate marginal employees. This does not appear to have been effective since the marginal employees tend to remain on the job but with a greater level of dissatisfaction than before the program was instituted.

The Office of Personnel Management recently convinced Congress to allocate an additional 1% of the salary pool to increases so that the satisfactory employees would at least break even. It is apparent, however, that significant additional funding which does not effect base pay will be needed to make this a program accepted by the employees.

Waddell said that more attention should be given to non-monetary incentives such as awards and recognition from the department head, special parking or office spaces, and compensatory time off. A special unit is currently looking

at utilizing these options as a part of the Performance Recognition System.

Each department designs their own evaluation and rewards system within the guidelines of this plan.

C. EXPERIMENTAL NAVY PROGRAM

In an interview with Joe Ceiro of the federal Navy demonstration project, he discussed a pilot program which examines the feasibility of moving employees within a band of pay ranges based on performance and the difficulty of the assignment. This project is intended to reduce attrition among hard to recruit classifications or those which suffer from accelerated attrition. The initial impact of the program after a two-year trial involving two demonstration naval bases and two control facilities is that attrition has been reduced and some productivity gains experienced.

The combination of 3-5 general service ratings and 10 steps per rating give a manager a range of 30-50 potential pay levels in which to place an employee. These employees are also eligible for the lump sum merit pay previously

mentioned. Once an employee has been placed, they can still advance through the pay steps at an accelerated fashion at the manager's request. Employees can also be reduced in grade if their performance is no longer satisfactory and they fail to respond to an employee improvement plan. Reductions can be appealed to a civilian board and through the federal court system.

Other features of this program are that gain saving programs or suggestions are rewarded by giving half of the demonstrated savings to the individual or group responsible and half going to the agency. Salaries are also adjusted for regionalized cost-of-living. One of the limitations of this and the Personnel Management Recognition System (PMRS) program is that management training is not uniformly provided. When merit of advanced pay is not granted, supervisory counseling and a performance improvement plan should be the mechanism for improving the employee's level of productivity. As a practical matter this often does not occur because of the reluctance of supervisors to confront this difficult situation.

It is likely that this program will be extended to the federal workforce as a whole. This program has been well accepted by the workforce and the employee unions.

Modifications to the PMRS system should make this a more attractive program as well. The primary advantage of this program is that the rewards are reflected in the employee's base pay.

THE FUTURE OF LAW ENFORCEMENT AS IT
RELATES TO THE MID-CAREER EMPLOYEE

A. FUTURE WORKFORCE

Several future-oriented writers, such as Alvin Toffler²⁷ and John Naisbitt,²⁸ have identified the following organizational trends which could indicate that traditional methods of employee compensation may not be sufficient for the future workforce:

1. There will be fewer traditional male breadwinner employees and a greater number of women in the workforce.
2. The percentage of service and information-related positions will increase dramatically.
3. Workers will demand more participation, equity, and self-development.
4. Employees will question traditional authority roles and established practices.

5. Changes in technology, organizations and the relationship with international events will make the nature of work more complex.

B. COMMITTEE ON 21

The International City Management Association's, "Committee on 21," forecasts the following trends as those that would impact California government employee relations in the next century:²⁹

1. Decline of personal income as lower paying service and trade jobs supplant manufacturing employment.
2. Citizens will attempt to reduce the cost of government to keep pace with their reduced income.
3. Maturation of the workforce.
4. Demand for particularized public services.
5. Feminization of the workforce.
6. Potential conflict between generations and races.

7. Emerging strategy of public entrepreneurship which requires changes in personal attitudes, personal skills, organizational design, program design and styles of political leadership.
8. Policy changes regarding the traditional delivery of services.
9. Emergence of "Demand Management" which suggests that government provides the right incentives rather than the right programs or services.

C. JAMIESON'S FORECAST

Dave Jamieson, as quoted in "Interchange,"³⁰ offered his projections of the following trends would characterize the changes in the workforce in the near future:

1. The distribution of the workforce by age has changed drastically in the last twenty years, and will continue to do so as the baby boomers increase in age. This will influence the workforce in the area of values, ethics, and work styles.

2. Jamieson quotes John Naisbitt who stated that the feminization of the workforce is the greatest social change of this century. The fact that women are entering the workforce at a ratio of 2 to 1 compared to men, has implications in terms of career paths, geographic mobility, child care and other issues.
3. Immigration from exotic countries will continue and will bring changing values, life experiences and ethics.
4. In an information-rich society, the workforce will have an increasingly higher level of education which, in many cases, will surpass that of their superiors.
5. A trend towards continued diversity in lifestyles, values attitudes, desires and preferences. This trend is inevitable given the preceding changes in the composition of the workforce in terms of age, sex, culture and education.

Jamieson suggested that organizations will have to adopt a system of flex management to enable them to utilize this changing workforce. The first element of his recommendation

is the matching of people and jobs through a system of selection, orientation and job design. Performance should be evaluated by clearly defined roles and goals. Employees should receive coaching and feedback geared towards reinforcing expectations. The future workforce will need to be informed and participate in the decision-making process when possible. They will also expect their organizations to support their lifestyle needs and reward good performance.

D. FUTURE POLICING

James Metts,³¹ the Sheriff of Lexington County, South Carolina, created the following scenario of the routine of a future officer. In his scenario, Metts envisions an environment where officers communicate with headquarters primarily through teleconferencing. Calls are dispatched to the officer's home computer terminal and reports are submitted in the same manner. Property crimes would be primarily white collar and computer fraud related. Detection of suspects would be frequently credited to technological surveillance or computerized crime analysis.

The primary preventive patrol vehicles will be propane, three-wheeled units with traditional four-wheel patrol cars reserved for moving surveillances. Helicopters will be

used for pursuits and prisoner transport because of their speed and monitoring equipment which made evasion by vehicle highly unlikely. All units will be computer and telescreen equipped. Telephonic search and arrest warrants can be obtained in written form while actually pursuing a suspect because of the ability to talk directly to the judge.

Commercial burglaries were greatly reduced in the year 2001 because of extensive video surveillance coupled with private security firms who can provide greater coverage because of their reduced employee costs.

Formal education and departmental training would be offered to employees by video at home, with tests being taken by home computers linked to headquarters or an educational institution. Incentives for meritorious performance would be granted in the form of compensatory time made available in close proximity to the action taken.

Metts bases his scenario on the fact that cops are gadget oriented by nature, and technology is becoming cheaper and more accessible. The ability to move information rather than people is a cheaper and more effective strategy. The officer of the future will obviously have to be computer

literate and sophisticated in the use of modern technology along with all phases of law enforcement.

E. SUPERCOPS

In an accompanying article, Metts described future police officers as "Extensively trained and qualified professionals. Well Educated, certified in their trade, qualified in their job tasks. They will be tomorrow's supercops."³² He anticipates a degree requirement at entry level and possibly a law degree by early in the 21st century. Recruiting will occur primarily on college campuses, and pay will be commensurate with these requirements.

As specialization is recognized as being cost-ineffective, cross training in the paramedical and firefighting disciplines will become a part of the curriculum in full service public safety academies.

Metts believes that future officers will be trained to handle investigations at all levels and will be asked to act as a combination marriage counselor, psychologist, sociologist, and attorney. A knowledge of computer operations and accounting procedures will be an essential

technical skill in an environment where white collar crime is more common and increasingly complex.

Technological advances in non-lethal weapons and robotics will make these tools a routine part of the law enforcement arsenal. Forensics, information retrieval and communications systems will be areas that should also experience significant advances.

Programs will be enacted to handle the growing problem of crime against the elderly. Specialized training will cover such threats as nuclear terrorism, computer theft, and genetic extortion. Promotions will be based on performance during computerized simulations rather than seniority.

Law enforcement will be exposed to greater vulnerability to litigation and the level of accountability demanded by the public will also increase. Regional agencies will be responsible for traffic, local and criminal violations, wildlife and marine resources, alcohol, tobacco and firearms regulations, firefighting and paramedical services. The police will assume a caretaker role of assuring that a wide variety of public and private services

are coordinated to provide the best level of service to the public.

F. FUTURE WORK ENVIRONMENT

Arthur Clarke's look at the 21st century gives us a view of the world in 2019.³³ In Clarke's scenario, books are published as optical disks, and telephones present you with a holographic representation of the party at the other end of the line.

Education is available at low cost to the masses because of teleconferenced instruction and computer networking for assignments and feedback. Clarke projects that education will be a lifetime pursuit because of the rapidly changing information and technological base. The workforce of the future will not be employed in factory or clerical positions. They will also have more time and money to devote to leisure.

Architectural design will have incorporated central computers in facilities that will control access, security, music, scents, and temperature and humidity. Electronic sensors will also read the occupant's mood and adjust the environment to calm or stimulate him. The environment will

be able to adjust to the mood most appropriate for the type of movie disk selected. In the area of law enforcement, this type of design could greatly reduce the number of correctional staff required to maintain a jail facility as we increasingly rely on design and technology for security.

Offices of the future will be devoid of clerical staff according to Clarke. Computers will assume word processing, accounting, scheduling, and many administrative duties. The impersonal environment created a mechanical staff will not be a problem because the human employees will wear electronically sensitive caps that will record their neurological impulses. The digital signals converted from these impulses will give the computer its assignments without a word being spoken. They will also give employees the option of designing an office of their creation and even a customized staff that serves as a holographic representation of a human image for the inanimate computer through the use of intelligence amplifiers.

G. FUTURE ORGANIZATIONAL TRENDS

Alvin Toffler,³⁴ in a presentation at the F.B.I. Academy, suggested that the rapid change being experienced in our society will produce tremendous social pressures which will

continue to foment and explode unless opportunities are created to relieve those pressures. Toffler went on to say that law enforcement agencies have two possible courses of action. The first is to retain a traditional role of suppressing change.

The second is to facilitate social change. By protecting civil rights and the opportunity for lawful dissent, the transition to a third wave society will be accomplished in an orderly fashion and the maintenance of democracy ensured. The author forecasts that the driving force behind change in law enforcement in the next 20 years will be the economy. He forecasts that the following six trends, along with cost cutting initiatives, will shape the future:

1. Societal Norms and Values

Because of the reduction in new employees who possess a military background, many new employees are asking "Why?" -- a question that is very unsettling to traditional managers. Increases can be expected in the area of personnel problems and officers leaving to find less bureaucratic organizations.

2. Specialization

The same thrust that promoted professionalism also spawned specialization. The level of expertise required to effectively function in a number of law enforcement assignments requires a full-time specialist or team. Smaller jurisdictions without the staff to support these functions will find it increasingly difficult to maintain operations.

3. High Technology

The great advantages brought about by computerized networking of information and other technological advances require significant capital expenditures. This will again force smaller agencies to evaluate whether they can bear the cost alone.

4. Shared Support Services

In the future, agencies will have to take a closer look at sharing support services, such as training centers, communications, jails, forensic labs, and computer and records systems.

5. Accreditation

As more agencies apply for and are granted accreditation, pressure from taxpayers will be brought to bear on the agencies that have not applied or who have been rejected.

6. Education and Training

While a greater emphasis is placed on higher education and futures orientation in the name of professionalism, studies show that educated officers are more likely to become dissatisfied with the nature of the work, the lack of promotional opportunities, and the minimal opportunities for self expression and personal growth.

7. Consolidation

Consolidation will become the rule rather than the exception as smaller agencies are no longer able to provide the best quality police services with shrinking revenues. The threat of vicarious liability makes reducing the quality of service a less desirable choice than consolidation. A state or even

a national police force patterned after those of western Europe could be a possibility.

SUMMARY OF COMMAND COLLEGE STUDIES
ON THE FUTURE MIDDLE MANAGER

A. THE FUTURE WORKFORCE

Craig Steckler, who is currently a Deputy Chief with the Fremont Police Department, completed a Command College project titled, "The Future of the Middle Manager," in June of 1986.³⁵ Steckler identified 15 trends which could impact the middle manager of the future. He listed the following 13 trends which would also impact the journeyman and supervisory ranks of law enforcement. The two trends exclusively related to managers are omitted.

1. Increased unrest in the workforce due to lack of respect for authority.
2. Increased interest in leisure activities.
3. Union and management unrest; executive demand for increased productivity, coupled with decreased costs and increased accountability.
4. Sixty percent of the workforce chemically dependent.

5. Increased age of world-wide population.
6. Availability of computerized information decreases the need for middle management.
7. Technology will make work in the home a reality.
8. Increased employee rights.
9. Recentralization of decision making.
10. Deregulation laws will continue to change and be driven by the marketplace.
11. Greater reliance on computerization, technology, and artificial intelligence.
12. The me-generation will become middle managers and create organizational conflict.
13. Increase in specializations.

Steckler summarized his results by forecasting that there would be a reduction in the number of middle managers. He attributes this change to the computerization of the work environment, and the growth of participative management.

The most likely scenario developed by Steckler projects that three challenges will be faced by the future workforce.

The first challenge will be coping with changing technology. Future officers will have telecommunications, home computer terminals, robots, cellular phones, and many other electronic and chemical tools at their disposal which will require the acquisition of new skills.

The second challenge is the organizational conflict caused by rapid change in culture and employee rights along with the nature of the work itself. Work will be viewed as a means to self-fulfillment.

Thirdly, law enforcement personnel will have to cope with an increasingly complex physical environment. The need to protect the environment and the human rights of an increasingly diverse population will force police organizations to be flexible, far-sighted and reactive.

Future managers are profiled by Steckler as (1) having a greater representation of women, (2) having a sophisticated understanding of technology, (3) basing decisions on direct

participation and better information, (4) having a growing concern for the quality of life. Each of these elements of the profile could also be applied to the line level officers and supervisors who are the subject of this study.

B. THE FUTURE OF INCENTIVE PROGRAMS

Captain Darrell Fifield of the Fresno Police Department completed a Command College project titled, "Management Incentive Programs and The Future of Law Enforcement," in December of 1986.³⁶ Fifield identified the following trends which will impact law enforcement officers in the future:

1. Improved employee commitment.
2. Genuine concern for wellness.
3. Entrepreneurship.
4. Participative management.
5. Pay for performance.
6. Demassing.

7. Broader responsibilities (generalist approach).
8. Futures oriented planning.
9. Defining cooperative cultures.
10. Computerization/new technology.

In addition to these trends which would also apply to the group that is the subject of this study, the following events were identified which would also apply to mid-career, line-level employees:

1. More progressive leadership in organizations.
2. Reduction of middle manager positions.
3. Implementing pay-for-performance programs.
4. Stricter guidelines for resource accountability.

Fifield's most likely scenario states that the priorities of future managers would be children, then spouse, followed by work. The most important incentives would be rewards,

salary, followed by security. He depicts that future agencies will be hit by fiscal restraints that will reduce the number of middle managers, and force decision making down to the lowest possible level. Promotional opportunities at every level will be so few as to be unattainable.

The obvious impact of these trends and forecasts is that officers and supervisors will assume more decision making and administrative responsibilities. They will have to find job satisfaction outside of the traditional promotional system. In addition, because of the increasing demands, they will have to possess a higher level of education and training. They will also have to be motivated by programs not employing the traditional devices, which will no longer ensure productivity.

NOMINAL GROUP INPUT

A. INTRODUCTION

In order to gather relevant information on the future incentive programs for law enforcement's mid-career employees, a panel of public and private personnel specialists was selected to participate in an exercise to determine consensus. The group was composed of a personnel director for the Simi Valley School District, a personnel manager and a crime analyst from the Ventura County Sheriff's Department, an administrative lieutenant from the Simi Valley Police Department, a personnel analyst from the County of Ventura, and a captain and lieutenant from the Buena Park Police Department. All of the participants were males in their 30's and 40's.

The question that was posed to the group was, "What significant human resource-related trends and events could impact incentive programs for law enforcement officers and supervisors in the year 2000?"

B. TRENDS FORECASTED

The following five trends were selected by the group from the 73 candidate trends identified as having the potential to impact mid-career officers (Appendix #1).

Illegal Immigration

1. The first trend was an increase in illegal immigration which the panel believed would be composed not only of Central Americans, but also of Southeast Asians. The Immigration and Naturalization Service's inability to acquire sufficient resources to control the border, coupled with the economic troubles of the Third World and the acquisition of Hong Kong by the Peoples Republic of China in 1997, all contribute to the increase in this trend. As the immigrants filter into the workforce, the diversity of expectations among mid-career employees should increase (Appendix #2).

Ratio of Management to Staff

2. The reduction in the ratio of supervisors and support personnel to patrol officers was seen as the logical extension of the trend already evident in the private

sector. Corporations, such as IBM and United Airlines have initiated cost-reduction programs based on the elimination of positions in the middle of the organizational chart. The group felt that the anticipated reductions in government revenue without a willingness on the part of the public to live with a reduction in service, would place law enforcement in a similar position. The impact on mid-career employees would be that both promotional opportunities and lateral mobility would decrease (Appendix #3).

Technological Advances

3. The trend towards technological advances was projected to increase as competition for the marketplace intensified along the pacific rim. The second driving force will be the arms race that moves towards the control of space as a battleground. Scientific breakthroughs were expected to occur in the areas of genetic engineering, nuclear power, alternative fuel sources, and artificial intelligence-based robotics. Law enforcement agencies will expect a greater level of proficiency from its mid-career officers (Appendix #4).

Economic Accountability

4. The group anticipated a trend towards relying almost exclusively on economic measurements and justifications for law enforcement programs and activities. The panel felt that non-mandated activities would only be continued if they were found to be justified by cost effectiveness or recovery. Private contractors were seen as taking a greater role in traffic and crime enforcement along with many traditional reporting and crime prevention duties. Many traditional programs will only be maintained by communities affluent enough to afford the private services or special use fees or assessments. Staffing reductions may increase the problem of limited advancement and mobility.(Appendix #5).

Changing Worker Expectations

5. The final trend is the change in worker expectations and the work ethic. The trend towards self actualization and achievement through promotion is expected to reverse as opportunities diminish and the value of secure employment increases. Officers will

appreciate civil service employment as unemployment grows in response to technological advances and the decline of the petroleum industry. The resulting drop in attrition will mean that officers will spend their career with fewer, if any, promotions but with a need for some form of tangible recognition (Appendix #6).

C. FORECASTED EVENTS

The nominal group selected the following five events from 27 candidate trends which might affect mid-career officers (Appendix #1):

1. Reduction in Government Services

The first event forecast by the panel was a drastic reduction in the level of government services. The loss of federal and state revenue sharing was projected to lead to the elimination of subsidies for programs, such as health care and transportation. Taxpayer support of revenue initiatives was expected to dwindle because of the rise in unemployment during a recession. As the economic health of the community suffers, the local agencies will experience the same plight that was recently experienced by a Northern

California county that was only able to budget to operate for 10 months of the calendar year. The impact on veteran police officers will be the loss not only of promotional opportunities, but also restriction on the growth of salaries and benefits (Appendix #7).

2. Central American War

The panel also believed that the United States would become involved in military action in Central America by 1989. The unstable condition of the Mexican economy and government make it urgent that the spread of communism is contained in Central America. The intervention by U.S. troops is expected to increase the flow of illegal immigration and the incumbent problems that would accompany that population shift to Southern California. Law enforcement is expected to be faced with greater drug and gang problems coupled with potential civil disobedience in response to the war (Appendix #8).

3. Alternative Fuel Source

By 1993, the panel felt that a single or series of alternative fuel sources would be developed or refined. Safer and less expensive nuclear power was seen as the primary alternative followed by solar power and an alcohol-based petroleum substitute. The main motivation for the development of these alternatives was not only financial. It was also based on a desire by the NATO alliance to free themselves from dependency on the unstable Middle East, especially with the threat of Soviet control of the Persian Gulf (Appendix #9).

4. Retirement Age Extension

The participants felt that the Social Security system would extend the retirement age in recognition of the increase in life expectancy, and as a method of keeping the system solvent. State and county retirement plans were expected to keep pace because of the reduced number of workers who were supporting the systems. With a career extension of up to ten years, officers would be forced to re-evaluate their expectations and career plans. Agencies would also

have to deal with employees who will remain at a career plateau for many years. This action, although very unpopular, will prove to save many retirement systems which would have otherwise become insolvent (Appendix #10).

5. Technological Breakthrough Increases Unemployment

The panel forecast that a series of technological breakthroughs will occur in and around 1995 which will displace a sizeable portion of the workforce. Computers and word processors with voice recognition capability will displace many clerical office workers. Robotics with artificial intelligence software will displace factory workers in many of the country's major industries. The impact on law enforcement is expected to be that agencies will be able to selectively recruit the most qualified candidates who will not only bring with them a higher level of skill and education, but also a higher level of expectation and desire for fulfillment. The accompanying unemployment will cause an escalation of property crimes, suicide and possibly urban rioting (Appendix #11).

6. Recession/Depression

The final event anticipated by the panel was a world-wide recession or depression which would occur around 1994. A world-wide financial reversal was seen as reducing this country's exports. The federal deficit coupled with the funding of the Strategic Defense initiative and the National Aeronautics and Space Administration programs by the further sale of bonds placed the government in an unstable economic position. The adverse impact of the production of alternative fuel sources crippled the economy of the southwest as did the influx of illegal aliens whose demands for services caused several local governments to declare bankruptcy. Although jobs in law enforcement are projected to be fewer and more stagnate, they will also become more desirable because of the insecurity and scarcity of private employment.

FUTURES SCENARIOS

The following futures scenarios were written on the basis of the trends and events previously identified. A cross impact analysis was used to chart the percentage of probability resulting from the interaction of trends and events (Appendix #12).

A. TURBULENT FUTURE SCENARIO

In the year 2000, California law enforcement has begun to stabilize after adapting to the fourth major evolutionary change in the past 50 years. In the 1940's and 1950's, law enforcement was jolted into modernization and professionalization by the infusion of new applicants and technology produced by World War II and the Korean War. In the 1960's, law enforcement was confronted with wide-scale civil disobedience and civil rights legislation. The mid-1970's presented the challenge of tax control initiatives which forced agencies to adopt new standards of efficiency and accountability. In the late 1980's through mid-1990's, the trend towards reduction in government services continued to escalate as a result of economic and technological changes.

The trend towards a reduction in government services increased until the end of the Reagan Administration in 1988 and was continued by his conservative successor. In 1989, the final remnants of state and federal revenue sharing had vanished. As public agencies eliminated non-mandated functions, private security organizations were quick to fill the void. The state is now grappling with the issue of training and professional standards for security contractors because of the expanding scope and nature of this industry which is competing for traditional law enforcement services.

The U.S. Border Patrol reduced its staffing level along the Mexican border. This contributed to dramatic increases existing trend towards illegal immigration. Other agencies forced to impose staff reductions above those provided by natural attrition cut the level of support services and managerial staff, following the example of several of the leading private corporations. Agencies also were forced to apply their resources devoted to the enforcement of property crimes only on a cost recovery basis.

In 1989, the United States formally declared war on the Sandinista government in Nicaragua after the Sandinista forces attacked Contra forces in Guatemala and Costa Rica.

The Selective Service reinstituted the draft in order to supplement the volunteer army as hostilities spread throughout the Central American region. The law enforcement community was effected by further increases in the rate of illegal immigration which had reached alarming proportions and had resulted in intercultural conflicts in the southwest region of the United States. Police agencies were also faced not only with the recruiting difficulties resulting from the effects of a declining birth rate, but also now had to recruit in a labor pool diluted by the draft.

The Congress passed legislation in 1993 which raised the age at which individuals could qualify for social security retirement benefits. Many independent private and public retirement systems, including the Public Employees Retirement System and counties covered by the 1937 Retirement Act, quickly followed suit. The primary justification for this legislation was that the portion of the working population that contributed to these plans continued to decrease to the point that it could no longer support the growing number of retirees.

A growing portion of the workforce was composed of immigrants who did not contribute to the tax base but still placed a drain on government services. Retirees' life expectancy was growing far beyond what was anticipated when the system was designed. It was actually advantageous to retain them in the workforce since the younger labor pool had been depleted by the war. The promotional expectations of career law enforcement officers changed as a result of this legislation. The delay in the normal retirement based attrition forced many upwardly mobile officers and supervisors to face elimination of their promotional opportunities. Other officers more interested in early retirement than promotion were similarly impacted by the prospect of having to extend their careers by several years more than they had planned in order to bring their retirement compensation to a sufficient level.

During the same period of time, the Standard Oil Corporation announced that it was beginning distribution of an alcohol-based petroleum substitute that was developed as a result of the war effort. The effects were wide-reaching and felt differently in each region of the country. The domestic oil industry was devastated as it tried to quickly adapt to the new product. Unemployment increased

in this industry, but the farm economy benefited from this new market. The stock market went through a period of adjustment which included a turbulent shifting of capital.

The world economy also responded to this announcement as the economic power base of the Middle East was dealt a severe blow. Western nations expected to be only three years away from energy self-sufficiency. The economies of many Third World countries were in jeopardy of losing their primary export and several coups were attempted as the balance of power changed. The Soviet Union withdrew their support of the Sandinistas because the nearby Mexican oil fields had lost their attraction. The United States quickly withdrew from the unpopular war and left the area in the charge of a newly formed republic in Nicaragua.

In 1995, Chrysler and Mitsubishi announced the release of a robotic innovation that coupled the latest breakthroughs in artificial intelligence and audio-recognition to produce a model that could perform almost all manufacturing and clerical functions with the appropriate adaptation. Competition for this new market came from many other major domestic and foreign manufactures, but the ultimate result was that near panic spread through the workforce and the stock market as the specter of unemployment grew. The end

of the war and the increase in unemployment gave law enforcement a large, highly qualified labor pool from which to recruit. On the other hand, government resources were negatively impacted as the economy turned for the worse. Employee expectations changed during this period of time as the prospect of secure employment replaced self actualization as the primary motivational force. Career employees experienced less frustration due to reaching a career plateau, and fewer employees seriously considered early retirements.

The combination of these factors caused the country to experience a deep recession in late 1995 which has continued to the present day. Only the cooperation of international economic communities forestalled a complete depression. The emergence of the United States as the major exporter of robotics and synthetic fuel also helped the country to survive in what has become a crisis for the eastern block and the Third World.

Law enforcement has had to further reduce support functions and prune its supervisory and management ranks. Only vital functions are maintained and all programs are evaluated in terms of economic benefit or cost recovery. Many jurisdictions with insufficient tax bases have either

contracted with Sheriff's departments, contracted for specific services with adjoining jurisdictions, or have formed regional consortiums for expensive support services. Despite a steady trend of fiscal reversals, California law enforcement continued to adapt and provide an acceptable level of mandated services even though its structure would not be recognizable to an observer from the 1980's. Regionalization has proven to be such a popular emerging trend that the formation of a state police force is expected to be the key issue in the upcoming gubernatorial election.

B. DESIRED FUTURE SCENARIO

Southern California law enforcement agencies have not only survived but profited from social and financial changes in the 1990's. This evolution has resulted in a leaner and more versatile police staff that has finally reached the standard of professional recognition which has been the goal of the Commission on Peace Officer Standards and Training guidelines since the 1950's.

The expected reduction of government services caused by the loss of federal and state subsidies occurred in 1989. Law enforcement took advantage of the opportunity to focus its

resources on the most effective programs. The non-mandated programs, which were not greatly prized as assignments by police officers, have been relegated to private contractors. Traditional services, such as preventative patrol, traffic control and enforcement, crime prevention, custody, and many phases of report writing have been reassigned to private or public civilian employees under the supervision of local law enforcement agencies.

The local police agency now has adopted an structure patterned more after the F.B.I. model than the highly visible police presence of the 1980's. Other jurisdictions in recognition of the fact that they could no longer afford the luxury of 24-hour, on-call fire stations, have combined their public safety functions. Technology has also helped the modern officer to avoid many adverse citizen contacts, as surveillances are conducted electronically and traffic enforcement is largely performed by photographic citation generators mounted at key locations. This technology captures the evidence of the violation on film and generate citation information based on Department of Motor Vehicles' information on the registered owner.

The United States' brief military involvement in Central America in 1989 resulted in the Congress voting to fund a substantial economic support package to the Central American republics. A portion of that money was designated to sponsor the tuition of thousands of foreign students to attend college in the United States. Many of these students applied for citizenship upon graduation and because of their military backgrounds have provided a new labor pool from which law enforcement recruiters have benefited. The new infusion of U.S. military veterans and war-based technology has also provided the same momentum to police agencies that was experienced following the Korean and Vietnam wars.

The trend towards illegal immigration continued until the Congress authorized the army and the coast guard to secure the Mexican border in 1989. This effectively reduced not only the flow of illegal immigration, but also the traffic of narcotics. This unexpected assistance came at a time when law enforcement staffing suffered from cutbacks and stagnation. Resources previously assigned to narcotics and immigration problems have been reassigned to upgrade the level of training and the staffing levels of white collar and computer crime units.

In 1993, the Congress extended the eligibility standards for public retirement systems by seven years. This action ensured the solvency of the retirement systems and also reduced individual retirement contributions. The extended career span for law enforcement officers changed the approach to career planning. The number of police officers choosing a second public service career in their 40's and 50's escalated as they found they could apply their years of service to other public agencies. Many chose to exercise their option of a sabbatical to complete their education in a field such as law or medicine. Law enforcement also received a sizeable portion second career public servants from other fields, who chose to complete the final 20 years of their career as a police officer and brought with them valuable training and expertise.

The development of low cost alternative fuel sources reduced overhead costs for many agencies. A portion of the displaced workers from the petroleum industry found their way to law enforcement employers. The new industries created by this breakthrough absorbed the greatest number of displaced workers and although there was some civil unrest initially in the southwestern states, it subsided once the new employers became established and unemployment again came under control. The stock market also adjusted to the relocation of investment capital.

The robotic revolution of the mid-1990's rivaled the computer revolution of the 1980's in terms of impact on the domestic economy. The displacement of factory and clerical workers was partially mitigated by the fact that the United States became the world export leader in robotic technology. The military quickly adapted the versatility and intelligence of the robotic units to combat applications. Police agencies were able to benefit from this research by utilizing robotic units for hazardous or tedious assignments, ranging from bomb disposal to traffic control. This upgraded the type of work assigned to sworn officers and also allowed administrators to focus their staffing where their experience and training could be put to optimal use.

The recession of 1995 forced law enforcement to revise operations only slightly since the reduction in government services in 1989 had already eliminated non-essential services. The recession did contribute to period of slow salary growth. Agencies responded with incentive and recognition programs designed to ensure the productivity of officers who for the most part were looking forward to neither salary increases or promotions. The extended

career span also contributed to the importance of such programs. Career counseling, merit pay, cafeteria compensation, job/person match and contingency time-off were examples of the type of programs developed by the law enforcement community to cope with the problem of having to increase productivity while meeting the expectations of its veteran officers who faced career prospects considerably different than those of the 1980's.

Regionalized services, which have become the rule in all but the most affluent jurisdictions, have afforded officers far greater opportunities for relocation, lateral mobility, and career development. The influence of technology, robotics, and civilian contractors allowed departments to reduce the number of hazardous or undesirable law enforcement functions. Law enforcement officers received a greater degree of training in consideration of their extended usefulness to their agency. Many agencies carried this to the extent of cross training police officers to be public safety officers trained in law enforcement and fire prevention and control. This contributed to the overall job satisfaction of officers as it provided additional variety and mobility.

The creativity and imagination of law enforcement executives proved equal to the challenges of the future and law enforcement gained in stature as a profession. The entry-level and supervisory law enforcement positions also achieved a greater level of recognition as belonging to a vocation worthy of respect for the quality of personnel and their contribution to the community.

STRATEGIC PLAN

"The meaning of man's work is the satisfaction of the instinct for adventure that God has implanted in his heart."

- Paul Tournier³⁷

A. INTRODUCTION

The previous sections have demonstrated the need for California law enforcement agencies to consider creative programs to recognize and encourage excellent performance from their officers. Based on the desired future, reductions in promotional and administrative opportunities make it apparent that any successful program will have to be available to officers at the stage of their career when the effect of blocked opportunities could adversely affect performance.

The focus of this plan will be for line level officers with over six years of experience with a medium to large California law enforcement agency. The Ventura County Sheriff's Department will be used as a model for some of the phases of resource and situation assessment because it is a medium sized agency with not only the traditional Sheriff's functions of custody, court security and unincorporated area patrol, but also operates four contract

cities ranging from 8,000 to 96,000 in population. This alignment of functions gives this agency not only the perspective of a Sheriff's Department with 500 sworn deputies but also insight into the operation of small, medium and large police departments.

B. SITUATION

1. Environment

The Ventura County Sheriff's Department has a service area of approximately 300,000, including contract services provided to four municipalities ranging from 8,000 to 96,000 in size. The department has an annual budget of \$44.8 million and is anticipating the construction of a large correctional facility and a contract city police station within the next two years.

In 1976, the department went through a major reorganization which included the elimination of the ranks of captain and deputy chief. This attempt to reduce the layers in the chain of command and operate with a lean management staff has proven to be successful over time. A by-product of this move,

however, is that the number of promotional opportunities were reduced. The overall prospect is that the department will continue to increase staffing based primarily on the growth of its contract cities and the prospect of adding a fifth contract within the next year. The jurisdiction has a strong tax base and should experience continued economic growth during the next 15 years.

2. Organizational Assessment

Dr. Reuben Harris's evaluation instrument (Appendix #13) on organizational excellence was administered using a diagonal slice sampling of department staff from deputy to commander. The results of the instrument show that greatest strengths of the agency were that:

- a. Consistent and high quality and service are emphasized within the department.
- b. Management practices an open door policy.
- c. Management demonstrates respect for the individual and treats people as adults.

d. The organization maintains firm discipline while allowing flexibility within the organization at the same time.

e. The organization has a simple organizational form with relatively few people at staff levels.

The areas in which the participants rated as seldom true were that:

a. Failure is seen as an opportunity to learn and a natural part of innovation and creativity.

b. The organization encourages autonomy and an entrepreneurial spirit among its people in order to achieve innovation and creativity.

c. An effort is made to inspire people at the very bottom of the organization.

d. Organizational leaders create an exciting working environment through personal attention, persistence, and direct intervention at every level.

C. PRESENT CAPABILITY ANALYSIS

In order to evaluate the department's ability to respond to emerging trends, a present and future capability analysis was conducted.

A ten-member panel of law enforcement managers, supervisors and officers responded to a survey on the Ventura County Sheriff's Department's present capability and responded based on the criteria reflected below. An average of those scores follows:

1. Criteria

- a. (25-30) Superior. Better than anyone else.
Beyond present need.
- b. (20-24) Better than average. Suitable
performance. No problems.
- c. (15-19) Average. Acceptable. Equal to
competition. Not good, not bad.
- d. (10-14) Problems here. Not as good as it should
be. Deteriorating. Must be improved.
- e. (0-9) Real cause for concern. Situation bad.
Crisis. Must take action to improve.

2. Capability Average of the Participants' Responses

Manpower	1.6
Technology	2
Equipment	2.1
Facility	2
Money	2.6
Calls for service	1.6
Supplies	2.3
Management skills	1.8
Peace Officer skills	1.8
Supervisory skills	2
Training	2.6
Attitudes	2
Image	1.8
Board of Supervisors support	2.3
C.A.O. support	2.5
Growth potential	1.6
Specialties	1.8
Management flexibility	2.1
Sworn/non-sworn ratio	2.3
Pay scale	3.3
Benefits	2.8
Turnover	2.6
Community support	2
Complaints received	2.5
Enforcement index	2.1
Traffic index	2.3
Sick leave rates	2.3
Morale	2.1

D. FUTURE CAPABILITY ANALYSIS

The ten respondents also rated the Sheriff's Department on the type of activity it encourages based on the following criteria contained in the "Capability Analysis Survey." An average of their responses follows:

1. Criteria

- a. Custodial (1) - Rejects Change
- b. Production (2) - Adapts to Minor Changes
- c. Marketing (3) - Seeks Familiar Change
- d. Strategic (4) - Seeks Related Change
- e. Flexible (5) - Seeks Novel Change

2. Category

TOP MANAGERS

Mentality Personality	4.3
Skills/Talents	4.2
Knowledge/Education	4

ORGANIZATION CLIMATE

Culture/Norms	3.1
Rewards/Incentives	3.1
Power Structure	3.3

ORGANIZATION COMPETENCE

Structure	3.5
Resources	3.8
Middle Management	3.6
Line Personnel	2.8

The result of the trend extrapolation and the capability analysis have been reflected in the following diagram illustrating weaknesses, opportunities, threats and strengths.

E. WOTS-UP ANALYSIS

OPPORTUNITIES

Increase in available training
Feminization of the workforce
Regional population growth
Maturation of workforce
Commitment of command staff to
employee development

STRENGTHS

Technological support
Manpower levels
Level of officer skills
Professional image
Level of experience
Growth potential
Security of employment
Regional economic solvency

WEAKNESSES

Pay scale not tied to
performance
Protection of civil
service
Limited lateral
mobility
Few promotional
opportunities
Employees question
authority roles
Over-specialization

THREATS

Cost of higher education
Increase in substance abuse
Inter/cultural conflicts
Decreasing fiscal resources
Private sector competition
Reduction in management and support functions
Jail overcrowding

F. ASSESSMENT OF KEY LEADERS

An instrument designed to evaluate department's executives' awareness regarding change, motivation to change and resource to execute change was given to the same ten managers, supervisors and officers. The areas that the participants felt reflected leadership qualities that would facilitate change were (Appendix #14):

1. Possesses interpersonal skills to effectively employ non-authority based power and influence.
2. Possesses personal relationships with other key leaders in government.
3. Possesses access to resources (time, people, money).
4. Willingness to express a detailed picture of the future.
5. Understanding of the nature of inter-relation between people, culture, structure, and technology.

The leadership traits that were perceived as not being strong enough to facilitate change were:

1. Willingness to increase organizational dissatisfaction with the current situation.
2. Willingness to use non-authority bases of power and influence.
3. Willingness to share responsibility for managing change with other key leaders in the organization.
4. Willingness to assess own theory of organizational behavior.

The leadership traits of awareness, motivation and skill that were conducive to change far outweighed the resistant traits in the responses of the participants. The organization's overall capacity for change is certainly above average among law enforcement agencies and should not pose an obstacle to change. The degree of flexibility, innovation, and delegation found in the most creative private companies is lacking. This is likely attributed to

the vulnerability to criticism and liability in the public sector.

G. ATTITUDE SURVEY

A survey (Appendix #15) was conducted to evaluate how mid-career line officers and supervisors felt about their promotional opportunities and how that perception affected their morale and performance. It also gave the respondents the chance to express their opinions regarding incentive program options and components. The surveys were sent to 243 officers and supervisors with between 6 and 15 years seniority with their respective agencies. The following percentages reflect the opinions of the 129 respondents.

1. Self Appraisal

Sixteen percent of the officers surveyed were sergeants and 84% were officers or senior officers. Thirty-nine percent of those officers had between 6-10 years of seniority with the remainder having under 5 years in law enforcement.

Twenty-four percent of the participants felt that they had a less than 50% chance of promotion and 24% believed that they had between a 50%-75% chance. Twelve percent, of the officers that felt that they had a poor to marginal opportunity to promote, believed that their prospects damaged their motivation. Sixty percent were not sure if their situation impacted their motivation.

When asked about their current level of motivation compared to that of five years ago, 43% said it was the same, while 22% said it had decreased. Fifty-three percent stated that they felt that promotions were not a sufficient incentive to encourage employees to improve their performance.

2. Program Evaluation

When asked to rate the three incentive options they would like to see granted to excellent performers, the respondents rated them in the following order of preference. Percentages reflect those surveyed that selected the incentive as one of their three selections:

1.	Promotion	58%
2.	Choice of assignment	52%
3.	Salary adjustment	41%
4.	Additional training	34%
5.	Awards and recognition	31%
6.	Lump sum bonus	31%
7.	Additional responsibility	21%
8.	Additional time off	19%
9.	Other	2%

The group was slightly in favor of uniform awards when compared to individual options, while 75% of the group would like to see the incentives based on a combination of seniority and performance. Sixty-three percent also felt that loss of rewards in the event of poor performance would be an appropriate element in an incentive program. Those responding to the survey rated the criteria for evaluating employees for incentives in the following order of preference:

1. Evaluations
2. Special skills
3. Education
4. Absence of disciplinary action
5. Community involvement
6. Sick time usage
7. Physical condition
8. Cost savings
9. Driving record
10. Acts of bravery
11. Non-reimbursed training
12. Shooting proficiency
13. Self-defense proficiency
14. Level of education

Respondents were given the opportunity to add comments at the conclusion of the survey. The common thread that ran through the comment section was that although employees valued tangible incentives, their greatest desire was to receive feedback on their performance and recognition for their positive contributions. The results of this survey will be discussed further in the strategic plan.

3. Cross Tabulations

A comparison of some of the survey elements reveals that only 12% of the sergeants, 39% of the corporals or senior deputies, and 34% of the responding deputies felt that their level of motivation had increased during the past 5 years. In the same group, 29% of the sergeants, 21% of the senior deputies and 22% of the deputies believed that they were less motivated than in 1982. At least half of the sergeants who began their law enforcement careers between 11 and 14 years ago felt that their level of motivation had decreased in the last 5 years. Among the responding deputies, the only identifiable group

with a decrease in motivation were those hired 8 years ago with a lesser pattern noted for those with 6 to 9 years of seniority. These figures agree with the premise contained in the previous article by Chief Karel Swanson. When rank was disregarded, the range of seniority when decreasing motivation was the most evident was from 6 to 14 years. Responses indicated that reduction in motivation ranged from 25%-40%.

In response to the question directed at whether the opportunity for promotion was a sufficient incentive to improve performance, the responses gave the impression that the higher rank possessed by the respondent, the less they felt that the performance would improve fueled solely by the hope of future promotion. Seventy-one percent of the sergeants, 56% of the senior deputies, and 47% of the deputies did not feel that promotions were a sufficient incentive to affect performance.

The level of education did not significantly impact the respondent's motivation over the five-year period. The educational level also did not appear to influence the respondent's view on the motivational impact of promotions.

MISSION STATEMENT

Any successful strategic plan must align itself with the overall law enforcement mission. If it cannot be shown to contribute to improving the level of public service then it should be re-evaluated. The premise of this project is that by assisting individual officers to achieve their personal goals, law enforcement agencies will improve their ability to effectively deliver public safety services.

A. LAW ENFORCEMENT MISSION

The primary mission of law enforcement is to protect lives and property by maximizing the use of available resources in the most efficient manner.

B. SPECIFIC AGENCY MISSION

To manage human resources in a manner that encourages productivity and innovation so that the greatest possible level of law enforcement services can be delivered with existing resources.

EXECUTION

A. STRATEGIC ALTERNATIVES

The following alternatives were considered as options which could realistically meet the objectives of the mission statement. Each was evaluated on the basis of the information gleaned from the research represented in the previous chapters, and based on the forecast of the desired future.

1. Alternative 1: Continue with the traditional approach of rewarding performance and competence with promotions and favorable job assignments. Rely on self-motivation to ensure a satisfactory level of performance. Utilize the disciplinary process to deal with unsatisfactory performance and depend upon attrition prompted by dissatisfaction and frustration to eliminate marginal performers. If marginal performers chose to remain within the system, deal with the individual problems by reassignment to less sensitive positions.

2. Alternative 2: Implement a merit program designed for line level and supervisory staff that has reached top step. The level of merit increase would be based on the individual's evaluation which would take into consideration objective measurements of the quality and quantity of performance. Marginal or unsatisfactory workers would not qualify for salary increases, but would receive a performance improvement plan and be re-evaluated on a periodic basis. The merit increases would be funded by the salary pool that previously funded negotiated salary increases. Negotiations would still determine the size of the salary pool, but distribution would be on the basis of the evaluation system.
3. Recommended Alternative: Implement a comprehensive employee recognition and reward program based on a feedback-oriented evaluation system. This program should not impact the regularly scheduled salary increases which impact the employee's retirement rate. Instead a broad basis of options reflective of the diversity of the employees' expectations should be incorporated. The incentive and evaluation components of this plan should be supplemented by periodic career counseling at the critical stages of an employee's

career. This counseling should emphasize not only advancement, but also the attainment of professional and personal goals.

MODEL INCENTIVE PROGRAM

I designed the following program to address the needs of agencies and officers in light of the future trends previously forecast. It will therefore be assumed that agencies will continue to struggle with shrinking revenues and will therefore offer fewer promotional opportunities. It is also assumed that the program will have to appeal to a workforce that will have more diverse expectations in keeping with the polarization of society and the changing cultural demographics of the region.

The program is composed of five primary elements. All of these have been described in general terms to facilitate adaptation by specific agencies. Although the program is presented as a whole, certain elements can be eliminated or replaced with more specific components without affecting the viability of the following plan:

A. MANAGEMENT AND SUPERVISORY TRAINING

A crucial part of any human resource program is the enthusiastic participation of managers and supervisors, based on a foundational understanding of the program's function and intent. The managers and supervisors must

receive initial and periodic follow-up training on methods for implementing the program in a fashion designed to achieve the motivational and performance objectives. A uniform understanding of the evaluation standards is the single most important part of this training. Instruction on employee counseling, performance improvement plans, goal setting, and employee recognition are also vital areas requiring specific instruction.

Managers and supervisors must also be encouraged to view the program as a personal benefit. Proper execution of the program should reduce the number and degree of employee relations problems with which they have to deal. The productivity of their units should also improve, which will reflect favorably on their ability. This should offset any concern they might have regarding the additional time required of them in the evaluation process. The active participation of these essential participants in the program may be further ensured by making the quality and consistency of their evaluations and the performance of their units criteria by which supervisors are evaluated. If a merit program for managers exists, and these areas were considered as performance objectives, the supervisors and managers would have a greater personal stake in the success of the program.

B. EVALUATION

It is not the purpose of this project to recommend a detailed evaluation format. Some guidelines are offered which will facilitate the process of qualifying employees for incentives. These guidelines will also ensure regular communication between supervisors and employees, which has been identified as one the employee's greatest perceived needs.

The first stage of the evaluation process would be an informal conference between the supervisor and the employee. Performance-based objectives along with goals for professional and personal development should be discussed and agreed upon for the upcoming year. The second stage should occur at mid-year and should include a review of the previously stated objectives and the employee's progress. If the employee's progress is satisfactory, they should be congratulated and possibly encouraged to increase the difficulty of their objectives. If the employee's progress is less than satisfactory, a written performance improvement plan should be developed. This plan should include specific performance expectations and provisions for remedial training or any other necessary

support. The final stage is conducted at the end of the year during which the evaluation is reviewed with the employee. Objectives for the next year are again agreed upon and a performance improvement plan is utilized when needed.

The evaluation should not primarily rely on numerical ratings which often communicate negative connotations when they are intended to reflect satisfactory work. A narrative explanation of the employee's major areas of performance and a comparison to the prescribed objectives is a more accurate method of communicating with an employee. The only numerical rating which may be appropriate is an overall score in which eligibility for incentives can be based. In order to ensure the consistency of evaluations and ratings, all performance appraisals must be approved by the second level manager. Ratings which potentially qualify for incentives must be endorsed by the division commander and the personnel director.

C. INCENTIVES FOR SUSTAINED PERFORMANCE

Direct merit pay has been avoided in this proposal because the workforce of the future is expected to have more diverse needs than could be addressed through a purely

monetary reward. On the other hand, a variety of rewards would unnecessarily complicate the program methodology. Merit pay tends to always be directly or indirectly funded through the salary pool and thereby would incite opposition from employee unions. It is suggested that annual leave or vacation time be awarded because in most jurisdictions, it can be converted to cash, added to the existing bank or used to allow the employee to pursue their interests.

The following guideline is proposed as a model performance recognition program:

1. Ratings of "Above Average" qualify for:

An annual leave award of three days.

Eligibility for career development assignments.

2. Ratings of "Outstanding" qualify for:

An annual leave award of five days.

Preferential consideration for career development positions.

The career development positions should include at least one allocation from each specialized detail with over five positions. Assignments should be for a period of 18 months in order to allow the officer to develop a measure of expertise and should also include the foundational training that would be given to a permanent transferee. At the end of the 18-month period, it should be mandatory that the officer be reassigned, in order to keep career development positions from becoming a training ground for officers who are in line to be selected for the permanent positions.

D. INCENTIVES FOR SHORT-TERM PERFORMANCE

Incentives should also be made available for those officers who may not sustain above-average performance for an entire year, but still make significant contributions. The following suggestions also assume that agencies will continue to experience fiscal restraints. The one consistent incentive that should not be affected by changing expectations in the workforce is the need to have performance recognized by those who represent the leadership of the organization.

Agencies traditionally offer recognition for acts of unusual bravery and for officer-of-the-year awards often sponsored by civic groups. This program would also include awards for performance on specific projects or assignments, acts of devotion, and implementation of a creative solution to law enforcement problems. The awards should be given in a public setting preferably by the agency head. The awards should be publicized and the employee should be given a plaque or certificate that could serve as a permanent reminder of the agency's appreciation. Candidates for these awards should be presented to the agency head by the division commanders on a quarterly basis.

The second recommendation for recognition of a specific contribution does involve a monetary award, but it does not drain the salary pool or necessarily the agency's budget. It is proposed that employees or units which suggest ideas that are adopted and proven to save the county significant amounts of money receive a monetary award. The award should be taken from the direct cost savings as determined by a committee composed of representatives of the department administration, the employee association and the chief administrator's office. The amount on which the award would be based would be the

amount returned to the general fund by the agency at the end of the year as a result of the suggestion. Twenty-five percent of the amount would be awarded to the employee or unit, 50% would be returned to the agency, and 25% would be placed in the general fund. The general fund would receive the benefits of the suggestion in subsequent years. To a degree this element of the plan will begin to reverse the inclination by individuals and agencies to spend every allocated dollar in the agency budget. Public safety agencies have been emphasizing revenue enhancements for the past several years but in the future they will also have to tap the resource of their employees to find new avenues of cost reduction.

E. CAREER COUNSELING

It has been determined that employees predictably tend to encounter a career crisis at 6-9 years if they have not been promoted and again at approximately 15 years. As a part of this program, career counseling with the department psychologist or a contract psychologist will be offered to officers who have participated in three promotional processes for Senior Deputy or Corporal without being promoted. In most agencies this would occur during the 7th or 8th year of employment when the officer could begin

to feel the frustration of unrealized expectations. The content of these sessions would not be shared with the department except at the request of the officer. The counseling would include at least the following areas:

1. A review of current performance.
2. Discussion of personal or professional goals and frustrations.
3. Establishing individual incentives.
4. Developing a program to help the employee reach his goals.
5. Encouraging the employee to channel their energies towards satisfying projects and assignments, rather than allowing dissatisfaction to lead to a reduction in productivity or bitterness.
6. Testing for "Job-Person" match to determine the type of assignments which would best suit the attributes of the employee.

7. Referrals for psychological assistance could be made at this time at the request of the employee.

A second career counseling interview should be scheduled for employees with between 15 and 18 years of seniority. This session could be geared to pre-retirement planning or second stage career planning depending on the employee's plans. The following topics could be a part of this session:

1. Personal asset inventory.
2. Re-evaluation of personal and professional goals.
3. Specific plan development to achieve those goals.
4. A discussion of retirement planning topics, such as finances, vocational rehabilitation, relocation and identity adjustment for employees planning for separation from the department.

The evaluation and incentive portions of this model would require consultation with the principles, approval by the elected officials, and negotiations with the employee labor organization.

ADMINISTRATION AND LOGISTICS

The nature of this program necessitates that the administrator be of sufficient rank to be able to enforce the consistent application of standards by division commanders. The administrator must also have open and convenient access to the agency head so that policy decisions can be reached or revised without unnecessary delay.

In the structure of many Sheriff's Departments, this responsibility would rest with the Assistant Sheriff responsible for the operations of the Administrative or Support Services Division. The actual program monitoring would be conducted by the division commander. The responsibility of the program administrator would be to ensure that the managers and supervisors were properly trained in the philosophy and application of the program. He would also monitor evaluations and rewards to provide a quality control mechanism designed to verify the consistent application of standards and ratings throughout the department. The administrator should quantify any productivity or motivational benefits of the plan and communicate them to the administration, the officers, and possibly the community. His final task would be to investigate and arbitrate any grievances regarding evaluations and rewards.

Each employee's evaluation schedule should be based on their anniversary date to equally distribute the workload throughout the year. The eligibility of candidates for recognition should be reviewed and presentations made on a quarterly basis. A computerized personnel system would greatly facilitate the operation of such a complex program. The computer could not only notify supervisors of due dates for interviews and evaluations, it could also be used for the tracking of certificates, mandated training compliance, equipment recycling, and a multitude of list-keeping functions from the same data base.

COMMAND

The planning method suggested for this project is "Periodic Planning" with occasional reliance on "Signal Surprise Planning." The program and planning methodology should be reviewed by the administrative staff on at least an annual basis. The planning group should have the flexibility to quickly convene to resolve unforeseen occurrences which require policy adjustments or interpretation.

In an evaluation of the program's potential turbulence (number of changes expected) and future visibility, it is anticipated that this program will at least initially experience change on a regular basis that will require that the planning system be designed with a bias for action. The future threats and opportunities associated with this program were seen as predictable and appropriate for a more conventional planning technique.

As a part of the planning effort, a "Confrontational/Goal Setting" meeting would be an effective method of soliciting input from a diagonal cross section of the department. Problems and opposition can then be quickly identified and hopefully resolved. This exercise also may produce the secondary benefit of increasing the participants' buy-in to the program.

A. IMPLEMENTATION

Once the goal setting exercise is completed, the participants should break the project into sub units which can be assigned specifically to individuals. The names of the responsible individuals should then be placed on a "responsibility chart" so that each participant understands their role and is accountable for his performance. The following major implementation steps should be addressed and responsibility attached by the planning group:

1. Assign overall responsibility to a department administrator.
2. Assign functional responsibility to a department manager.
3. Present the program's objectives and proposed methodology to the major stakeholders.
4. Define the evaluation standards with participation of the major stakeholders.

5. Design an evaluation instrument which reflects the agreed upon standards.
6. Identify the incentives, employee's options and limitations in regarding conversion of time to cash.
7. Determine the criteria for incentive eligibility in terms of evaluations and seniority, with the input of the major stakeholders.
8. Project the estimated cost of the project in terms of rewards and the time requirements for implementation.
9. Forecast possible cost savings and improvements in service levels.
10. Define the criteria for evaluating the program's value, and determine what performance will be required to renew or discontinue the program.
11. Schedule a periodic review of the program's costs, difficulties and accomplishments.
12. Computerize the personnel appraisal and reward system in a location accessible to the administrator.

13. Formalize the grievance procedure for this project with input from the employee union or association and county personnel.
14. Document the procedures for program implementation and review it with the major stakeholders prior to distribution.
15. Provide an orientation and training session for managers and supervisors.
16. Provide an orientation session for interested stakeholders.
17. Release program information to the press.
18. Implement program.
19. Monitor results through objective measurements and attitude surveys.
20. Review results on a periodic basis, and make adjustments or recommendations for policy change.

PROCEDURE

CRITICAL MASS

A. INTRODUCTION

In order to successfully implement any major organizational change, it must be determined who the principles are that have the ability to kill the project by their opposition, or whose support must be ensured in order to proceed to completion. This critical mass must then be considered in the transition management plan. The opposition of critical mass members must be mitigated and the existing support must be strengthened.

B. PRINCIPLES

The critical mass principles and a brief description of their assumed positions are itemized below:

1. Department Head - The department head should support any program designed to improve morale and productivity. He would solidify his support from the officers and the council if the program was successful. Even if the program is discontinued at some later date or negotiated away for other benefits,

he would be viewed by the officers as being both willing and creative enough to attempt to meet their needs. The department head might oppose any program which would be funded at the expense of existing position, programs or equipment. He would also be concerned about any program which would limit his prerogative as a manager.

2. Managers and Supervisors - The lieutenants and sergeants must believe in and support the program if it is to be successful. The potential weakness of any incentive program is the quality and consistency of evaluations and counseling given to the employee. If the lieutenants and sergeants are convinced that the program will improve morale and productivity they will support it because they will indirectly benefit. Any lack of support will come from those who feel that the program places demands on them which they feel are not worth gains in motivation or productivity.
3. Police Officers Association - Employee associations could be expected to express reserved support. They obviously endorse the goals of the incentive program, but are concerned about the logistics. The first area

of concern is that the program would be funded out of the same salary pool as their negotiated salary increases. This would mean that the marginal employees would be bearing the financial burden of the program. The second concern is that the evaluation would be objective, consistent and not subject to a forced distribution of scores.

4. Motivated Senior Officers - Officers who would expect to qualify for the incentives would support the program if they felt that the incentives were worth the effort that it would take to qualify. If the incentives were being funded at the expense of other benefits, their support would be based on comparative worth.
5. Unmotivated Senior Officers - Would be expected to oppose the program if they did not expect to qualify for the benefits. Their opposition would be based on the stigma associated with not being rewarded and would grow in intensity if the incentives were funded from their salary pool. Serious opposition could be expressed by grievances, court action or voicing their discontent through the media.

6. City Manager/C.A.O. - The Chief Administrative Officer would be expected to support any program which would increase performance without having a negative impact on the agency's budget. He might try to use a proposed program as a bargaining chip in upcoming salary negotiations if he believed that the program was important to the employee association. He would also be very sensitive to the stance of the Board of Supervisors or City Council.
7. City Council/Board of Supervisors - The governing body would support a program that was not opposed by the chief administrator on financial or legal grounds. They could anticipate public support for a low-cost method of improving productivity. If the program was later shown to support itself they would benefit even more. If the program was also supported by the employee association they could also benefit by receiving political support from this body.
8. News Media - The news media should be neutral on the issues and only concerned about the news value of the program. The newsworthiness can be positive or negative. Their support is important because they could incite public and therefore political opposition

if they attacked the program. On the other hand they could dispel public doubts and reduce opposition with favorable coverage.

C. STAKEHOLDER ASSUMPTIONS

As a part of the strategic plan for change, sources of support and opposition must be identified. An awareness of those individuals and groups that have an obvious stake in the implementation of the plan and who will benefit or be adversely impacted is the initial step. When these stakeholders have been identified, assumptions regarding their potential support or resistance can be a valuable planning tool. A stakeholder analysis was prepared with a emphasis on the general stakeholder that might be involved in any department's attempt to introduce an incentive program for line level personnel. The following list of stakeholders were identified and their assumptions noted below. A force field assumption analysis (Appendix #16) and commitment planning chart (Appendix #17) were developed on the basis of these assumptions:

1. Law Enforcement

a.	Agency Head	SUPPORT
b.	Middle Management	SUPPORT
c.	Employee Association	SUPPORT
d.	Civilian Employees	OPPOSED
e.	Civilian Employee Association	OPPOSED
f.	Potential Applicants	SUPPORT
g.	Junior Officers (less than six years)	SUPPORT
h.	Motivated Senior Officers	SUPPORT
i.	Unmotivated Senior Officers	OPPOSED

2. Local Government

a.	City Manager/C.A.O.	SUPPORT
b.	Other Government Employees	MIXED
c.	City Council/Board of Supervisors	MIXED
d.	City Attorney/County Council	MIXED
e.	City or County Personnel	MIXED
f.	Other Police Jurisdictions	MIXED
g.	District Attorney	SUPPORT
h.	State Law Enforcement Agencies	SUPPORT
i.	Probation Department	OPPOSED
j.	Judges	SUPPORT

3. Media

a.	Television	MIXED
b.	Newspapers	MIXED

4. Citizens

a.	Taxpayer Organizations	SUPPORT
b.	Service Clubs	SUPPORT
c.	Volunteers	SUPPORT
d.	Religious Organizations	SUPPORT
e.	Business Organizations	SUPPORT
f.	Senior Citizens	SUPPORT
g.	Women's Groups	MIXED
h.	Political Organizations	SUPPORT
i.	Major Employers	SUPPORT
j.	Developers	SUPPORT
k.	Major Landholders	MIXED

D. SNAILDARTERS

In every planning effort the possibility of unexpected opposition from individuals or groups, often referred to as "snaildarters," must be considered. The following list of potential snaildarters was developed so that they could be considered in the transitional management plan with the intent of diluting or forestalling their opposition:

1. Law Enforcement
 - a. Individual Association Board Members
 - b. Administrative Staff Members
 - c. Informal Leaders
2. Local Government
 - a. Individual Council or Board Members
 - b. Other Agency Heads
 - c. Personnel Analyst
 - d. C.A.O. Analyst
 - e. Auditor
 - f. Affirmative Action Officers
3. Media
 - a. Editorial Writer
 - b. Investigative Reporter
 - c. Government Watchdog
4. Citizens
 - a. Minority Groups
 - b. Political Crusaders
 - c. Potential Candidates for Elected Office
 - d. Special Interest Groups

NEGOTIATION STRATEGY

The first step in negotiating with the principles is to establish a climate of cooperation in achieving mutually desired objectives. By focusing on the primary issue of recognizing employee performance in order to enhance both motivation and productivity, common ground should be established. The next step would be to agree on the issues that would have to be addressed to satisfy each of the primary stakeholders. Objective measurements, rewards, and evaluation standards will need to be defined to reduce potential conflicts resulting from semantics.

The goals and objectives of each stakeholder should be identified as early as possible in the process. Until the real needs are understood, negotiating will be relatively fruitless. Obstacles to implementation should be countered with positive suggestions that provide a win-win possibility for all the principles. A defensive posture to questions raised regarding the plan should not be the attitude of the program administrator.

The strategy for directing the timing of the negotiations should be one of "forbearance." A rash or arbitrary action would alarm the employee association and cause them to react defensively. This is not an urgent program in terms of timing, so a slow non-confrontive schedule would be best suited to the department's objectives. A technique of "participation" should also be employed if the department and the association are on good terms. Approaching problem resolution as a team committed to working towards a mutually acceptable program is an effective approach. It may also be wise to impress the managers and supervisors with the fact that the agency head is supportive of the plan as an exercise of the technique of "association."

Although I have mentioned both motivated and unmotivated senior officers as critical mass members, it would be beneficial to treat the association as an agent acting in their behalf. It must be understood by all participants that the program will not be perfect when first attempted. A concept of "bracketing" will be the approach used to sell this inevitability. When it is agreed that the plan is targeted in the right direction, the participants must also be convinced that the margin of error will be reduced through periodic re-evaluation.

The City Manager/Chief Administrative Officer will be easier to deal with if he believes that association exists between key elected officials and the project. Because this administrator is acting as an agent of the Council, some prior lobbying by the department and/or the association should precede serious negotiations.

SUMMARY

The purpose of this project was to forecast the future of motivational programs for mid-career officers, and to develop a model program which would increase the productivity and motivation of line level mid-career police officers. The initial objective in this process was to gather information on the motivational needs of mid-career employees. A second element of this objective was to examine successful public and private sector programs that had a potential application to public safety agencies.

A. LITERATURE

Literature in this area was obtained through computerized searches of academic, military and periodical data banks. The services of the P.O.S.T. Librarian and the Police Specialists at the National Criminal Justice Research Center were also utilized. The articles identified by this search were examined and evaluated at several college and public libraries, including the NCJRC library in Rockville, Maryland. The most promising of the programs were summarized in the chapters on public and private sector incentive programs.

B. ATTITUDE SURVEY

The second objective was to identify existing attitudes and perceptions that may provide insight into future issues related to incentive programs. This was accomplished by distributing surveys to 243 officers with between 6-15 years of experience. The majority of these officers were deputies with the Ventura County Sheriff's Department. One hundred and twenty-nine of the surveys were returned and the results are documented in the body of this report. A sample of the survey has been included in the attachments (Appendix #15). Several respondents were also interviewed and their input reflected in the narrative summary of survey results.

C. FUTURE FORECASTING

The third major objective was to forecast trends and events which could impact the future law enforcement workforce within the next 15 years. Research in the field was reviewed and is summarized under the heading of "The Futurist's Perspective." Information from this research was shared with the nominal group participants to orient them to the topic. Five experts in the fields of human resource management and police administration then

participated in a nominal group process. The group identified the following trends and events as those which may significantly affect the mid-career officer of the year 2000:

1. Trends Forecast

- a. An increase in illegal immigration.
- b. A reduction in the ratio of supervisors and support personnel to patrol officers.
- c. Technological advances increase under the pressure of the arms race and Third World competition.
- d. Judging the success of law enforcement programs almost exclusively by economic measurements.
- e. Diversification of worker expectations and a return to the traditional work ethic.

2. Events Forecast

- a. A drastic reduction in the level of government services.
- b. U.S. involvement in a Central American war.
- c. Marketing of cost-effective alternatives to fossil fuels.
- d. Increased unemployment as a result of technology in the work place.
- e. World-wide recession or depression.

3. Scenarios

These trends and events were analyzed to determine their potential impact on each other. The results of this process were the basis for writing two future scenarios based on differing levels of probability. The first scenario describes a turbulent future typified by a domestic and international depression, high unemployment, reinstitution of the draft as the result of the Central American war and a flood of

illegal immigrants. Regionalization proved to be an essential survival mechanism for most small to mid-sized municipal agencies.

The second scenario presents a future during which many of the same events occur but to a lesser degree. Law enforcement used the imposition of fiscal restraints to rid themselves of low priority programs. The reduction of some positions meant that agencies had to rely on better trained generalist officers who contributed to greater professional recognition. Technological advances were often adapted to law enforcement functions previously considered too mundane or dangerous to be suited to officers. Regionalization proved to offer officers greater opportunities for relocation, lateral mobility and variety.

D. STRATEGIC PLAN

Prior to developing a program intended to meet the needs of the future workforce, an assessment of the Ventura County Sheriff's Department's readiness for change was conducted. The situation was further examined in terms of the organizational culture.

A mission statement addressing this topic was developed for the department and for law enforcement in general. Stakeholders and snaildarters were identified and their assumed positions summarized and their weaknesses, threats, opportunities and strengths investigated. Three strategic alternatives were suggested.

The recommended plan was based on the following components:

- * Training in motivational concepts for the managers and supervisors responsible for program implementation, including an explanation of the standards for employee evaluation and recognition.
- * An evaluation methodology that fosters communication between supervisors and employees, while conveying a clear understanding of expectations and rewards.
- * Incentives for sustained superior performance which would consist of an award of up to five days of annual leave for each evaluation period. The time awarded could be used, saved or converted to cash.

- * Non-monetary incentives for short-term performance in the form of awards and recognition for innovation, devotion or diligence.
- * Monetary awards for individuals or units that propose and implement a program which is recognized by an oversight committee as having significantly enhanced revenues or reduced expenditures.
- * Mid-career counseling to assist officers in dealing with the frustration of unrealized expectations and to help them formalize a plan for continued personal and professional growth.

Specific plans for the administration of this project were devised with implementation steps. The composition of the planning group was specified and the methodology stipulated. This planning function included a mechanism for reviewing the progress of the plan according to agreed upon criteria. During the review, procedures could be revised, as necessary, or the merit of continuing with the program re-evaluated.

E. TRANSITION MANAGEMENT

Once the model program was developed, the stakeholders whose support or opposition was crucial to the project were identified. A strategic negotiating plan was developed to solidify the support of this critical mass or mitigate their opposition. Key elements of this strategy were assuring the principles that incentives would not be funded from the salary pool, and that the program's benefits outweighed the limited expenditures. A commitment plan and force field analysis were utilized to assist in clarifying both the assumptions regarding the critical mass and the most appropriate techniques for working with them.

F. CONCLUSIONS

After completing this project, I believe that it can be safely assumed that the ratio of sworn managerial and administrative assignments will decrease in the near future. Reduction in opportunities to compete for traditional rewards will come at a time during which agencies will demand more from their officers in terms of knowledge, technical expertise, and productivity. It becomes obvious that incentives will have to be offered to ensure that officers are motivated to meet these increasing

expectations. It is also evident that incentives will have to appeal to a workforce with far more diverse needs and wants than their predecessors.

While the model proposed in this paper is intended to provide general guidelines that should be adaptable to most mid-sized California police agencies, the primary goal is to stimulate thought among police administrators. Traditional mechanisms for rewarding performance may not be adequate in the near future. This study shows that many officers still feel that their efforts go unrecognized. Motivational programs of the future, regardless of their structure and the incentives used, must communicate appreciation and a sense of worth to the line level officer. The challenge is to replace the feeling of frustration encountered by many officers at the mid-point of their careers with a sense of accomplishment and well being resulting from earning meaningful rewards by achieving reasonable objectives.

END NOTES

END NOTES

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APPENDIXES

The following is a complete listing of the Trends and Events which were identified during the course of a Nominal Group Technique exercise which was held at the Simi Valley Police Department on January 6, 1987.

TRENDS AFFECTING LAW ENFORCEMENT

1. Illegal immigrants.
2. Increase in women in workforce approaching the 60% level.
3. Hispanic majority.
4. Shrinking revenue and allocation base because of age 55 retirement plans.
5. Regionalized law enforcement.
6. Increase in legal complexity of cases.
7. Re-establishment of U.S. industrial power.
8. Rise in population base of legal South American culture.
9. Aging workforce population.
10. Identification and preparation of an adequate law enforcement workforce.
11. Increase in frequency of public sector work actions.
12. Reconsideration and relaxing of hiring standards.
13. Changing work ethics and expectations.
14. Increased use of recreational drugs.
15. Decrease in turnover in middle and upper level jobs.
16. Retention of skilled, middle and upper level employees.
17. Reduction in ratio of management to staff.
18. Economic constraints requiring more civilianization in law enforcement.
19. Increased need for technologically oriented employees (competition with private industry).
20. Increasing cost of, and demand for, training.
21. Multiple careers due to increased longevity.
22. Increased competition from private security firms.
23. All civilian police agencies.
24. Paternal attitudes towards employees.

25. Fewer young people available in the workforce (increased competition for them).
26. Many employees attending continuing education courses which are not job or university related.
27. Alternative sentencing to produce revenue.
28. Merit (performance oriented) pay.
29. Disappearance of the generalist.
30. Employee dissatisfaction/no job fulfillment.
31. Increasing activities of legislative bodies.
32. More free time for employees.
33. Increasing judicial activity.
34. Increase in medical and stress retirements.
35. Employee demands for time and methods to reduce stress as part of work assignment.
36. Increased use of part-time employees - job sharing (benefits/spouses).
37. Increase in cost of housing and in transportation failures.
38. Dominance of television in every day life.
39. Increase in organized labor addressing trends.
40. Employee expectation of participative management.
41. Role of females in law enforcement (becomes a major issue).
42. Technological advances.
43. Money (salary) versus service (production).
44. Organizations expect to provide employee assistance programs/Wellness.
45. Technological progress of the criminal element.
46. Greater civil vulnerability.
47. Public will determine that police work is not cost effective.
48. Delayed birth of the first child for the professional woman.
49. Given an older population/redefine law enforcement services.
50. Socio-political polarization of the population.
51. Increased diversity of culture and language.

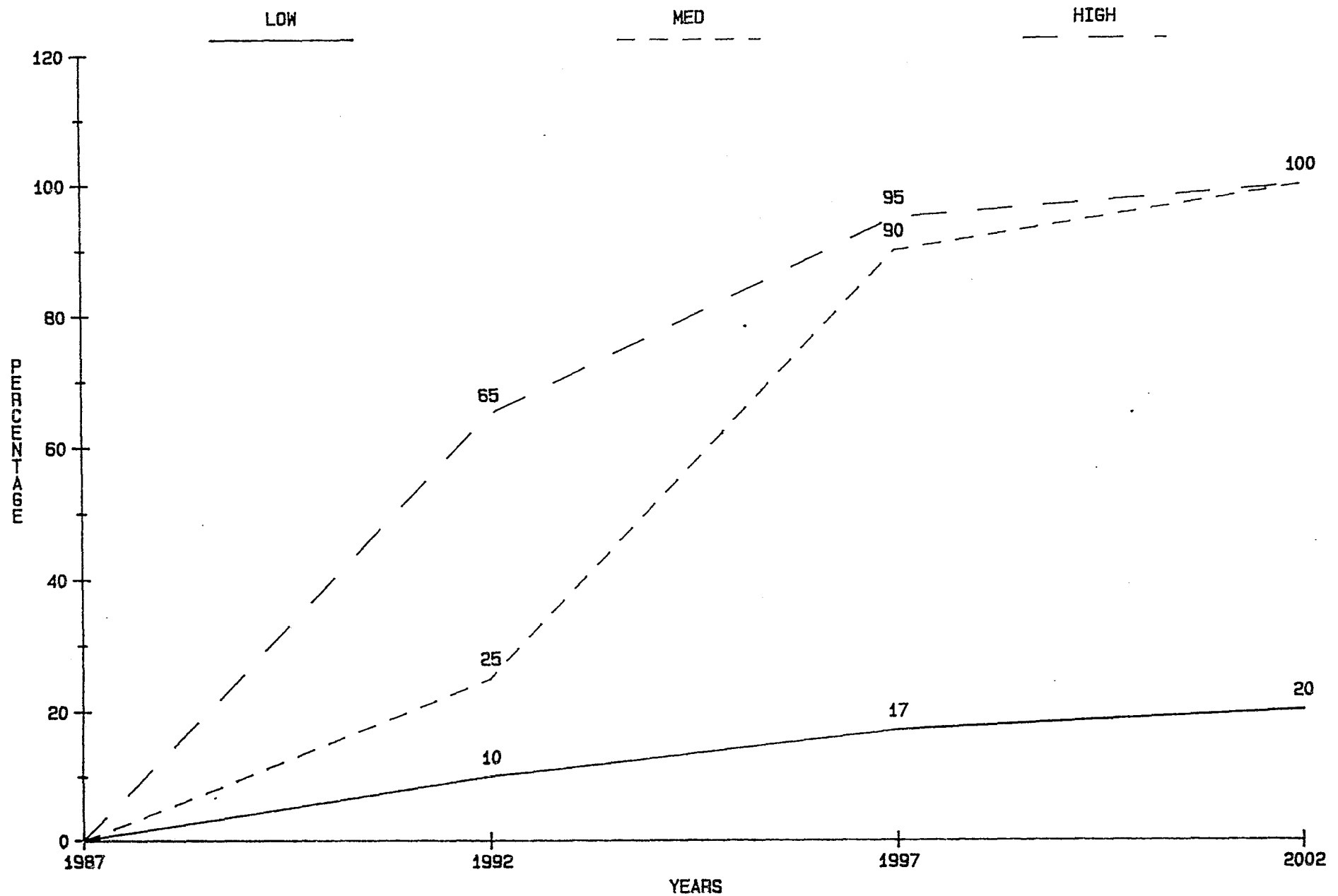
52. Cafeteria compensation programs.
53. Exodus of middle management.
54. Greater entry level educational requirements.
55. Strategies to reduce crime will be based on economics.
56. Dramatic increase in cost for higher education.
57. More accountability to taxpayers.
58. Death of affirmative action.
59. Automation increases accountability of management.
60. Increased sophistication of selection process.
61. Legislative control of local government salaries (state-wide salary schedule).
62. Renewed awareness of the (cost) impact of white collar crime.
63. Equal opportunity employment.
64. Greater portion of budget in recruiting.
65. Public comes to realize that every person jailed is involved in substance abuse.
66. More money to non-productive employees.
67. A need for greater technological sophistication of line level officers.
68. Cases handled by D.A. based on prosecutability and costs.
69. Tighter standards regarding drug usage.
70. Use of retired persons as volunteers.
71. Labor organization resistance to use of volunteers.
72. Difficulty in detection of drug usage by employees.
73. Fewer children (1/3 per household).

EVENTS AFFECTING LAW ENFORCEMENT

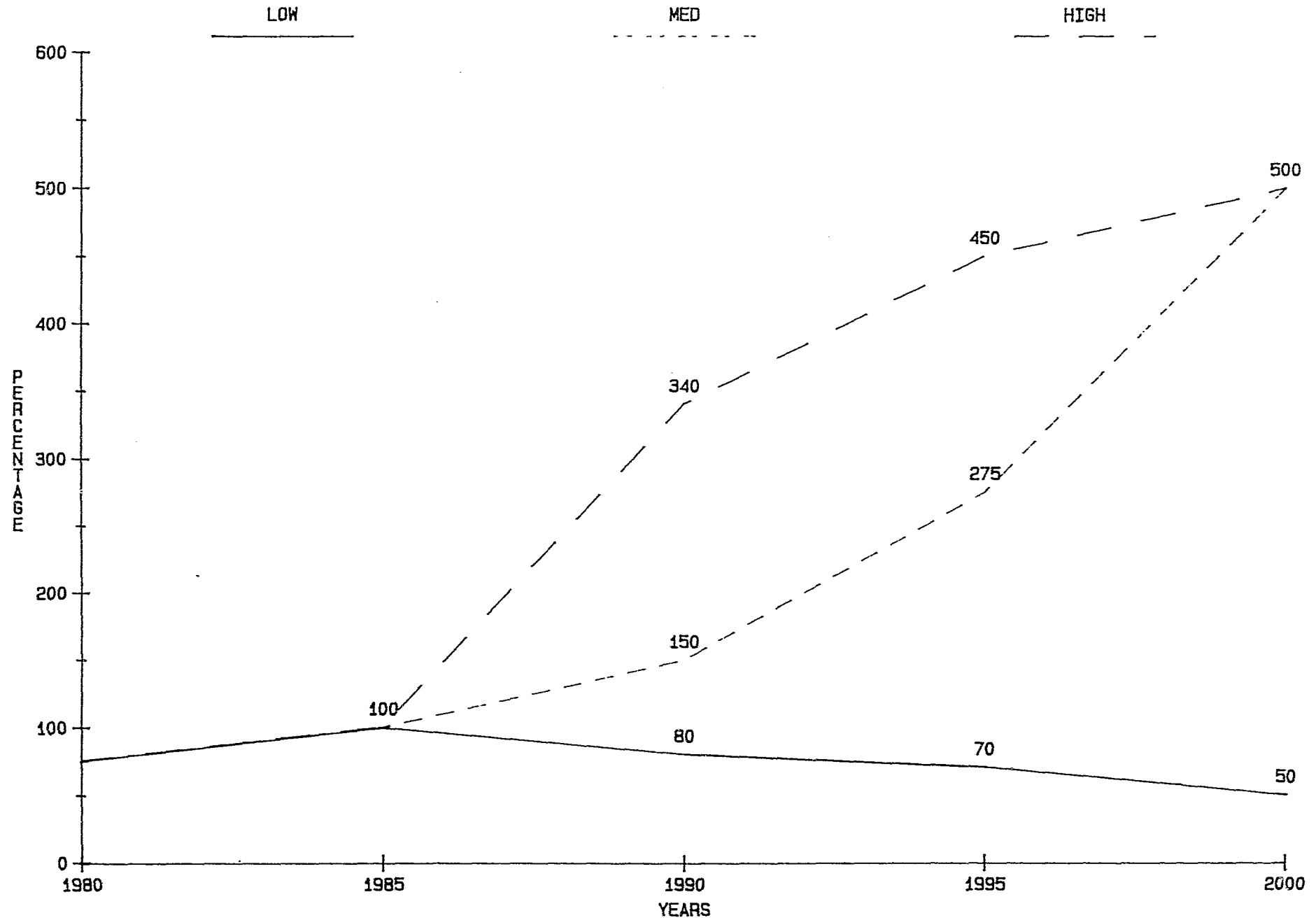
1. Recession/depression.
2. U.S. involvement in the middle east war.
3. DUI vehicles sold at public auction.
4. Major confrontation between the ethnic groups in U.S.

5. Social security prohibits retirement before age 75.
6. Every person issued a micro computer.
7. Drastic cut in government social services.
8. Voters pass salary control initiative.
9. South-Central American war.
10. Cardio-vascular/heart disease is cured.
11. State and federal law allowing undocumented alien employment.
12. Resurgence of industrial "Upswing in Economy."
13. Major earthquake in L.A. area.
14. Walled communities.
15. Alternate fuel sources.
16. Nuclear disarmament (conventional ground warfare).
17. Prostitution and AIDS.
18. Blue collar manufacturing layoffs.
19. Mexico develops healthy/rapid economic growth.
20. State forms state-wide police department.
21. Northern California/Southern California split resulting in major water/immigration problems.
22. Scanners on major freeway systems ('28's and 29's').
23. World-wide prosperity.
24. Technology reduces property crime by 80%.
25. Increase in unemployment (under employment due to technological advances). (Innovation and automation of office staff.)
26. Legislature forces open bidding for law enforcement services.
27. Re-initiation of the draft.

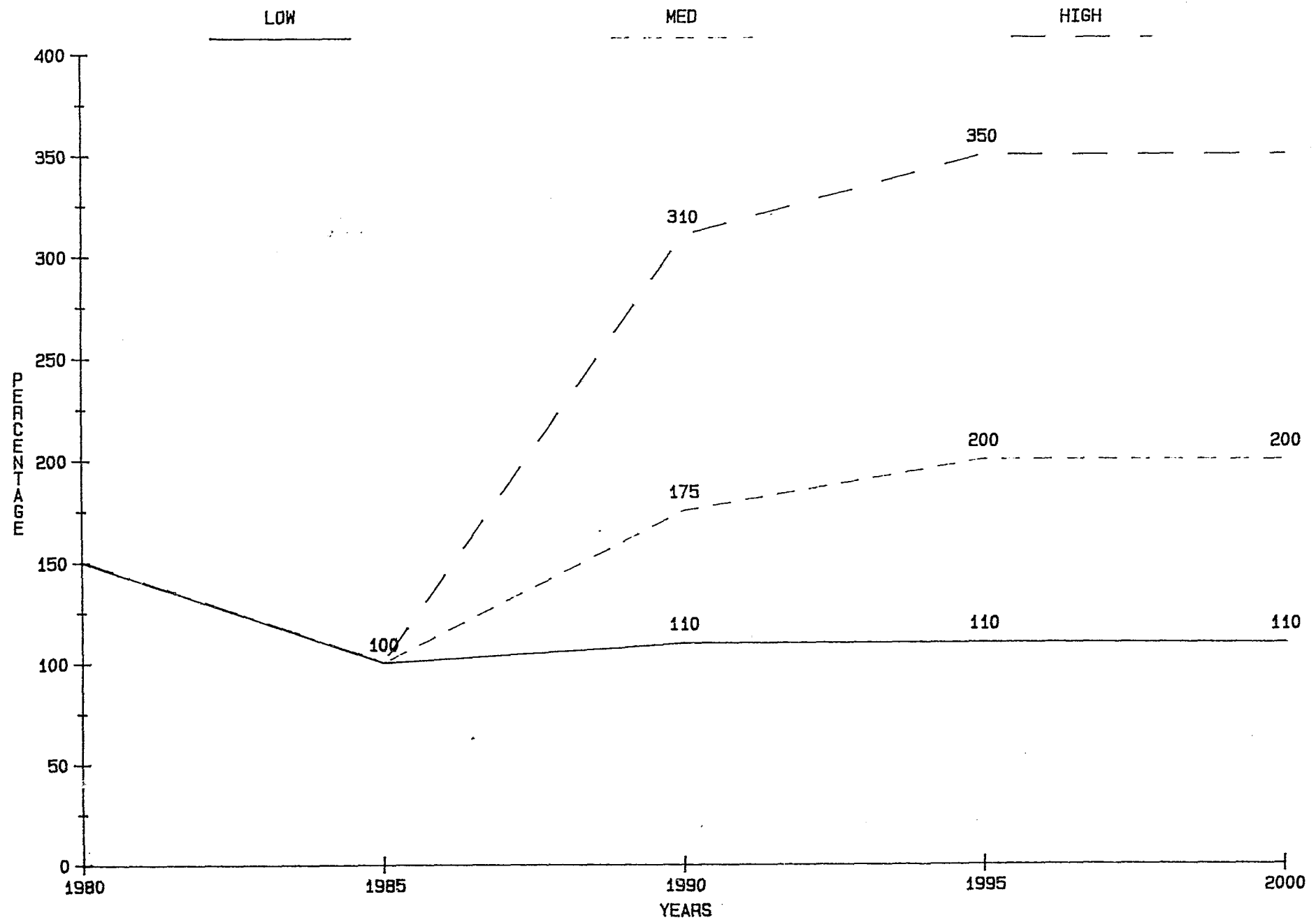
AN ALTERNATE FUEL SOURCE IS
DISCOVERED WHICH REPLACES PETROLEUM



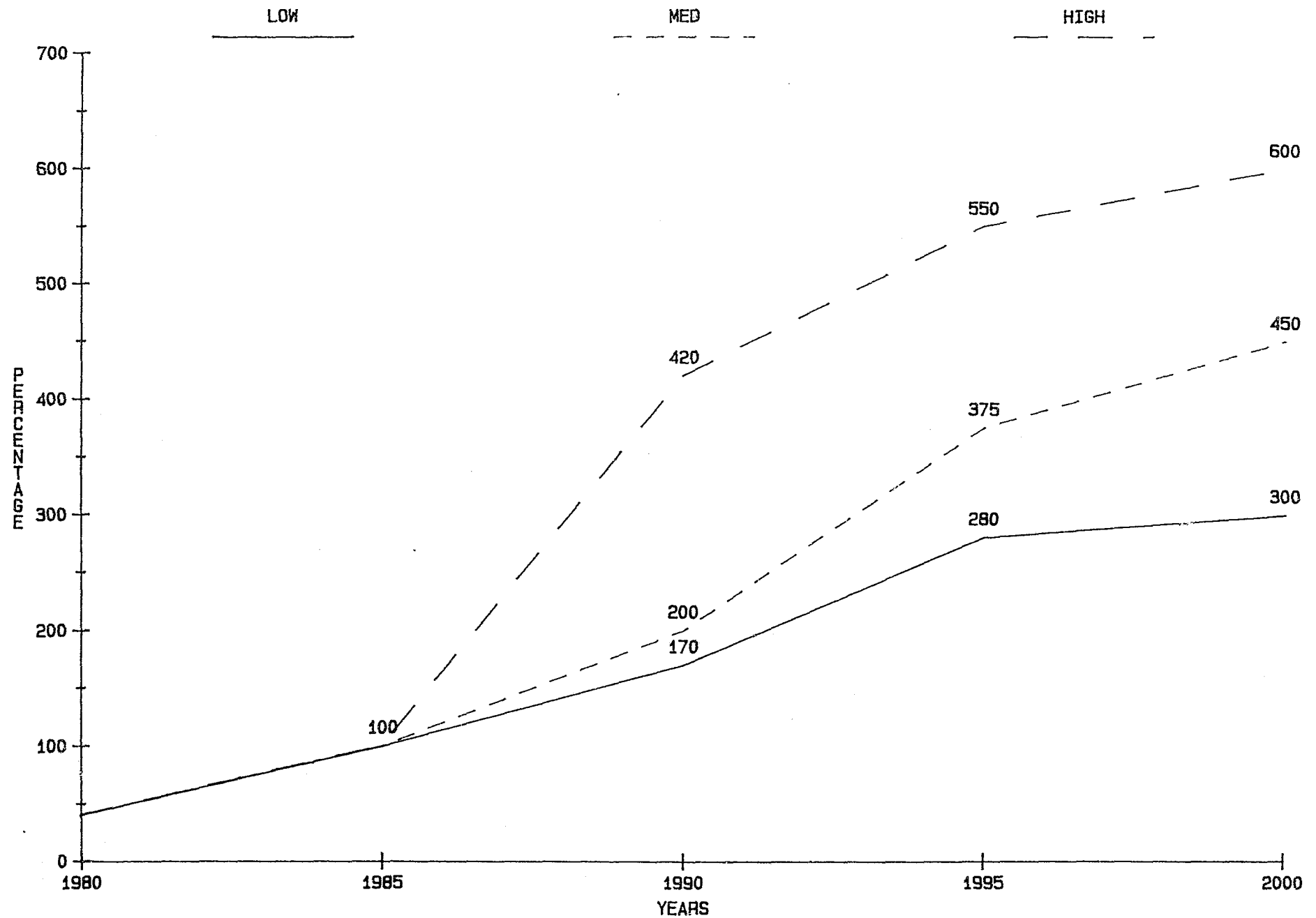
INCREASE IN ILLEGAL IMMIGRATION



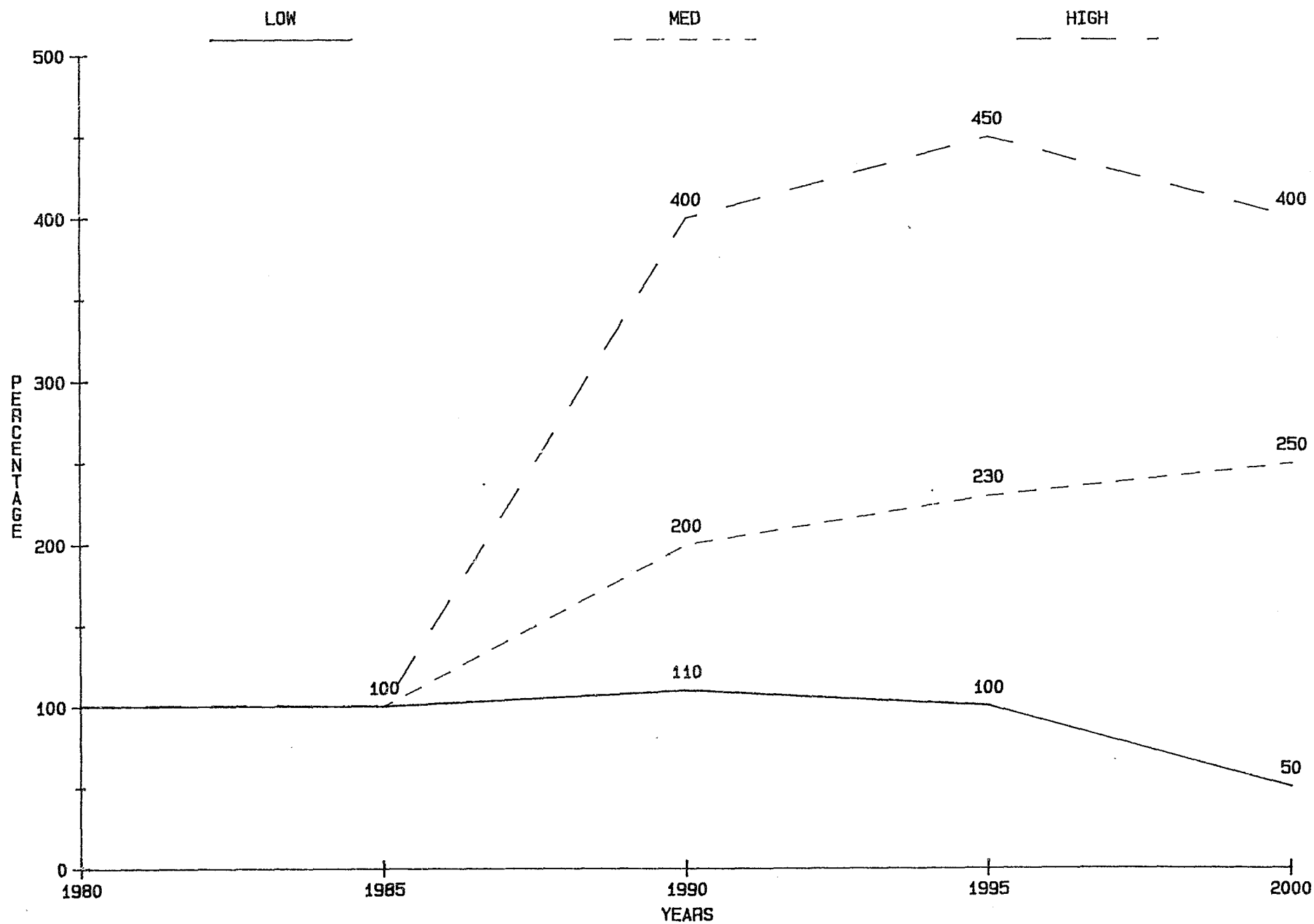
REDUCTION IN RATIO OF MANAGERS TO STAFF



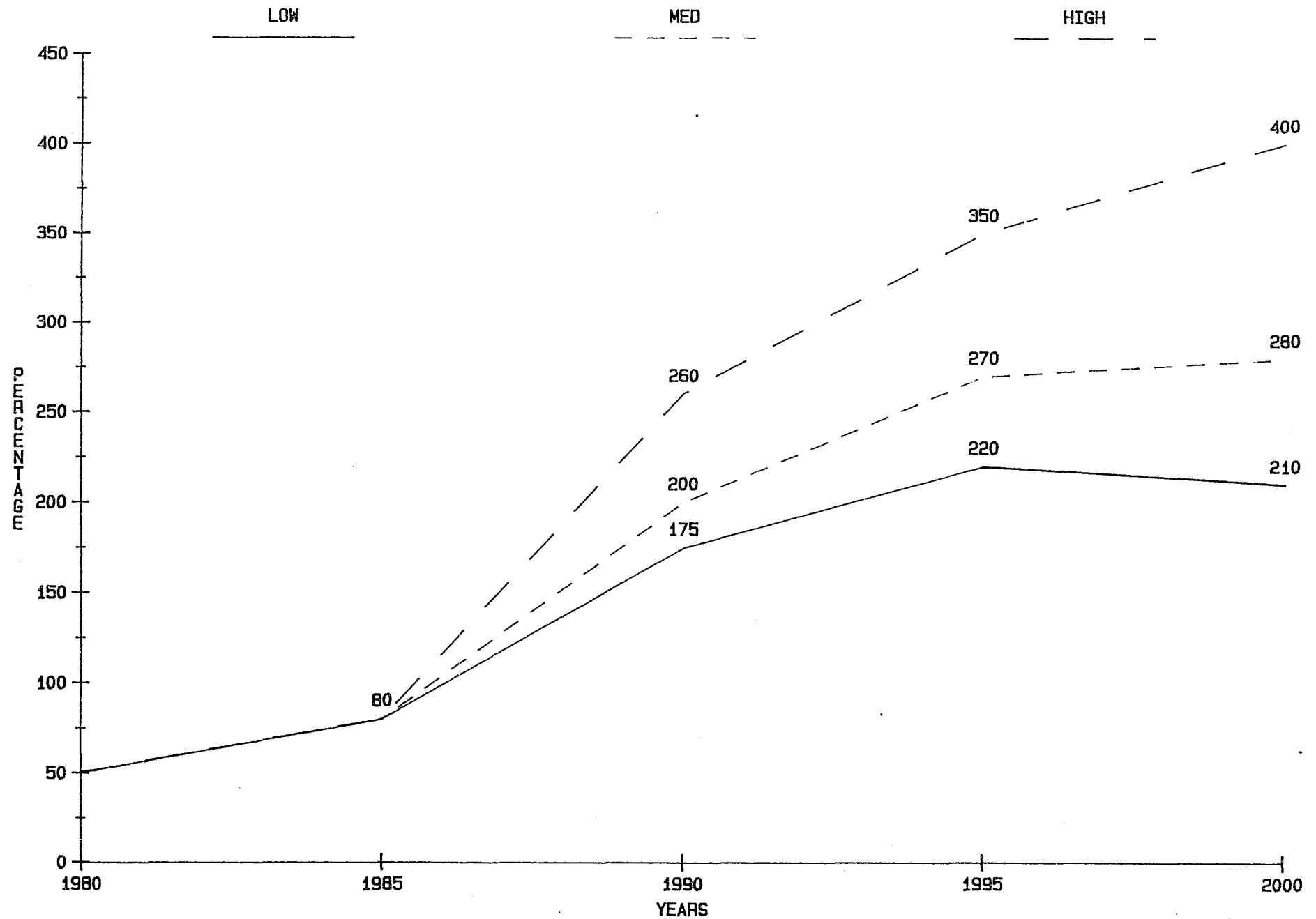
CONTINUING TECHNOLOGICAL ADVANCES



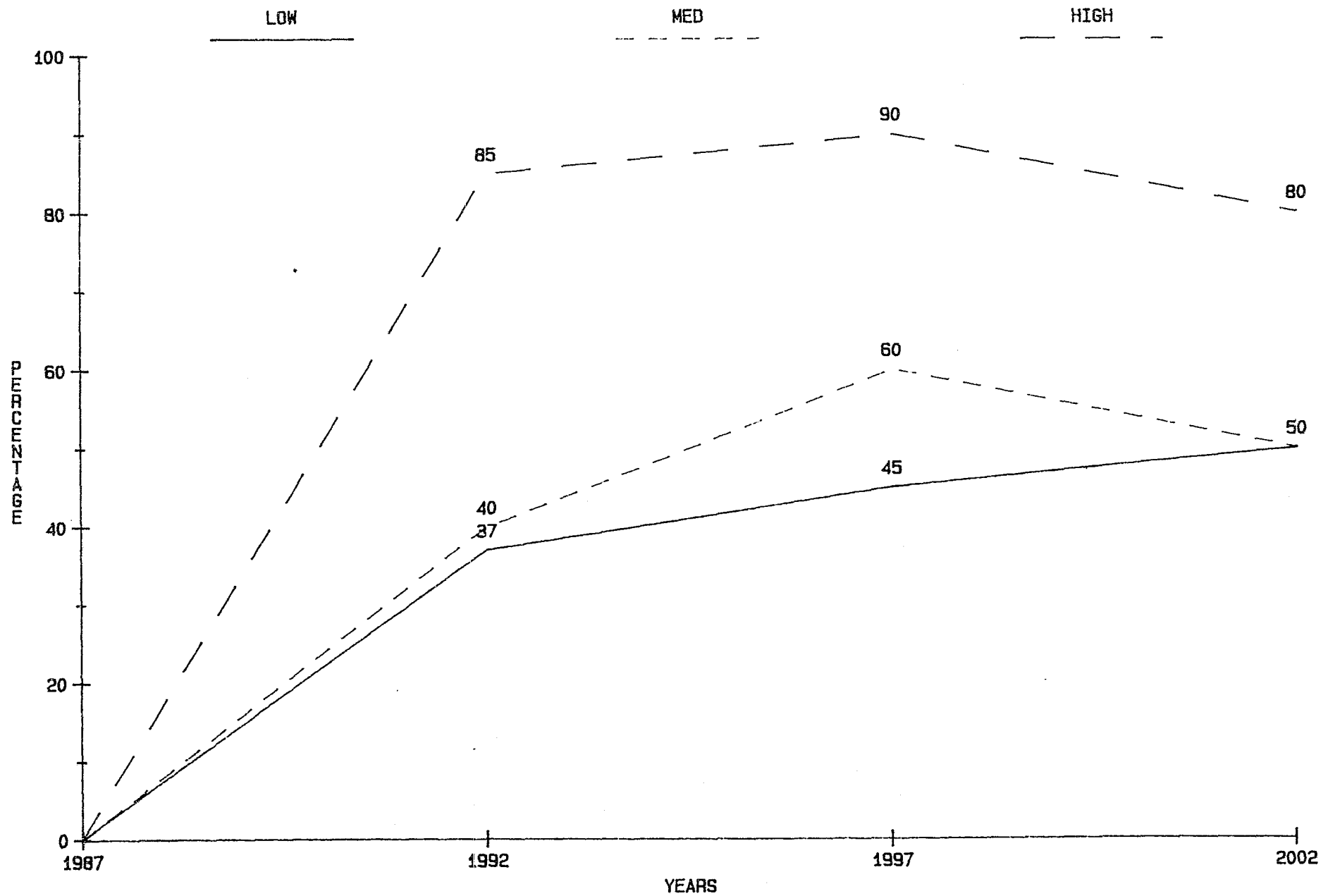
BASING CRIME REDUCTION STRATEGIES ON ECONOMIC IMPACT



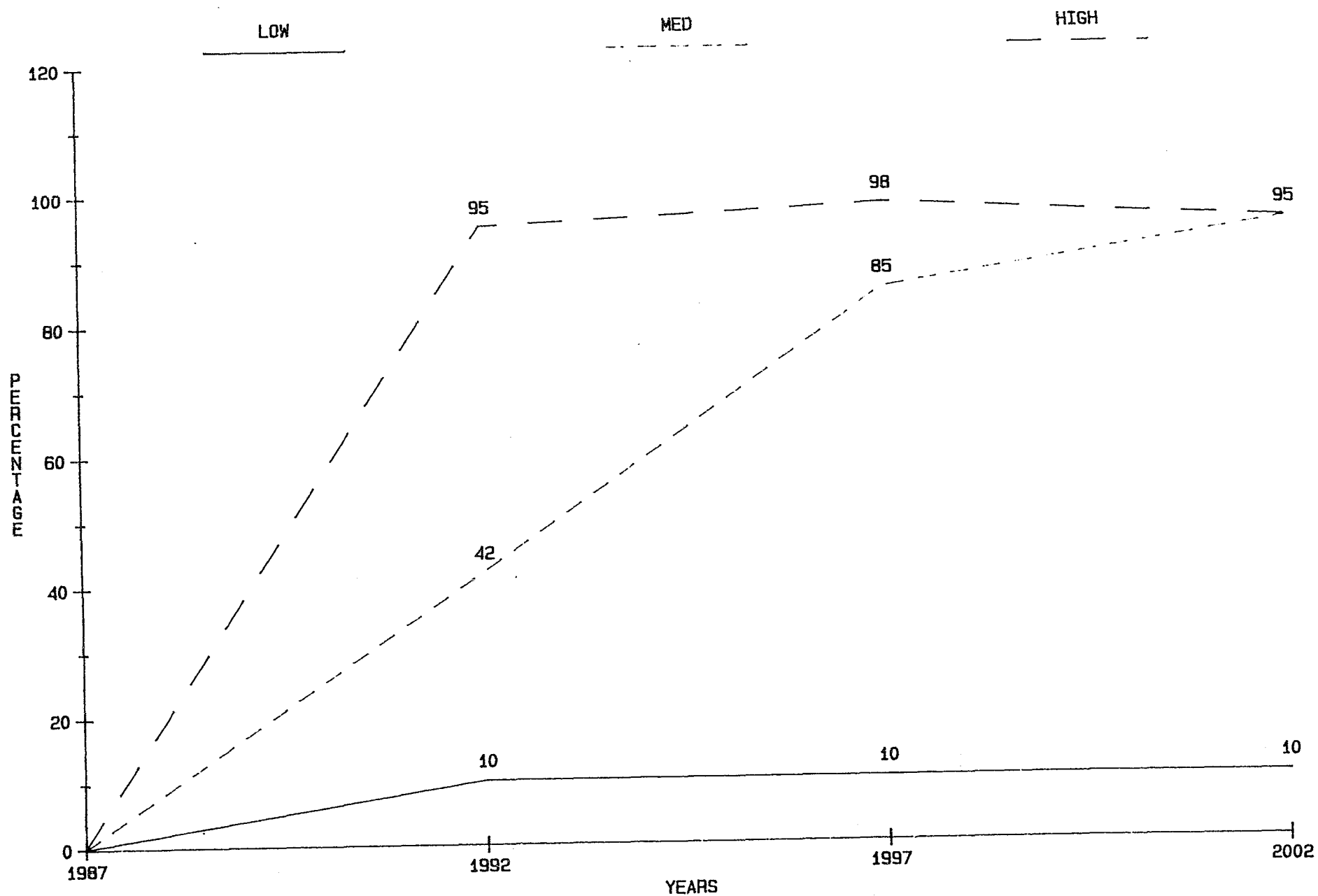
CHANGE IN WORK ETHIC AND EXPECTATIONS OF WORKERS



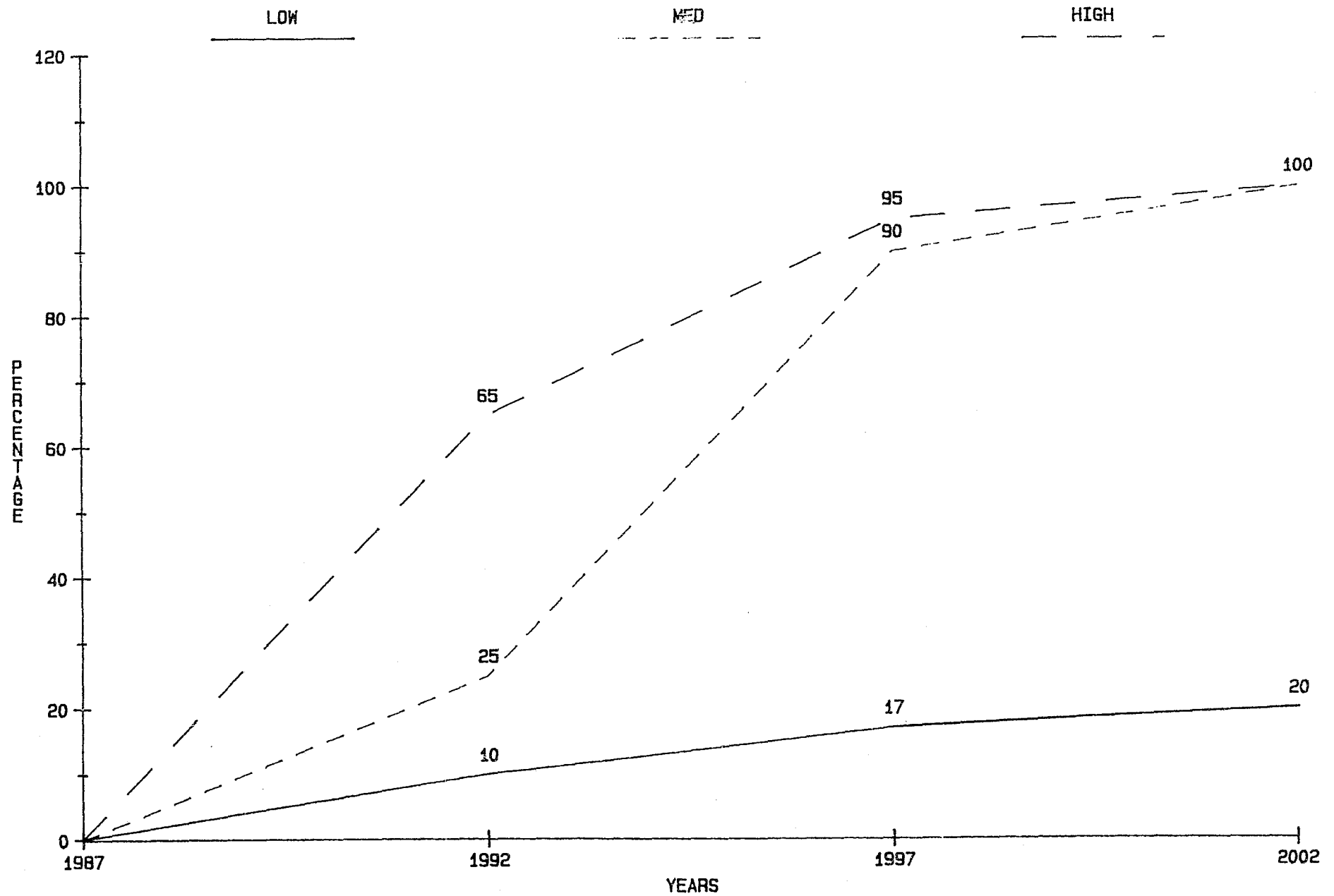
DRASTIC REDUCTION IN TRADITIONAL GOVERNMENT SERVICES



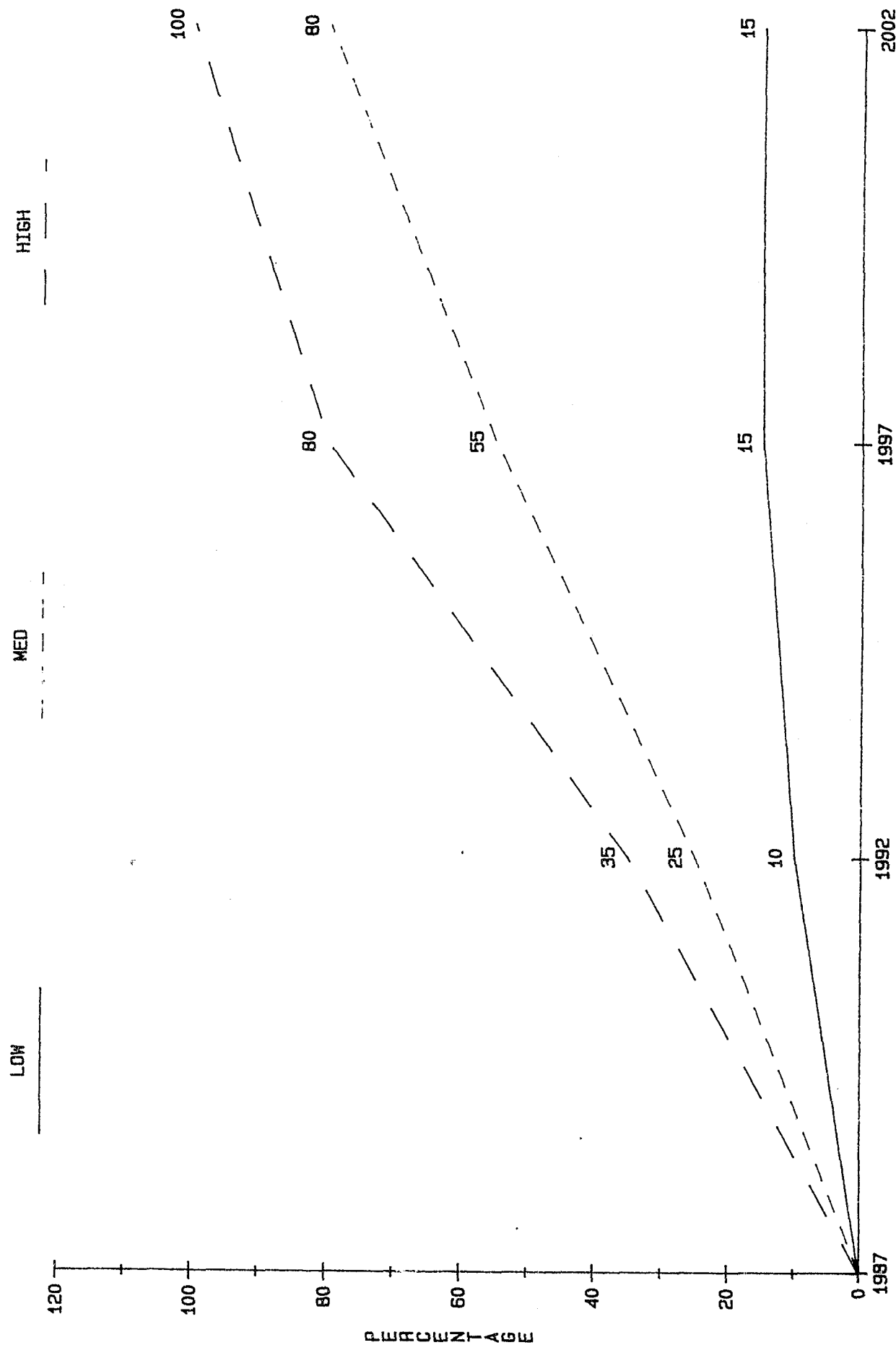
DIRECT US INVOLVEMENT IN CENTRAL AMERICAN WAR



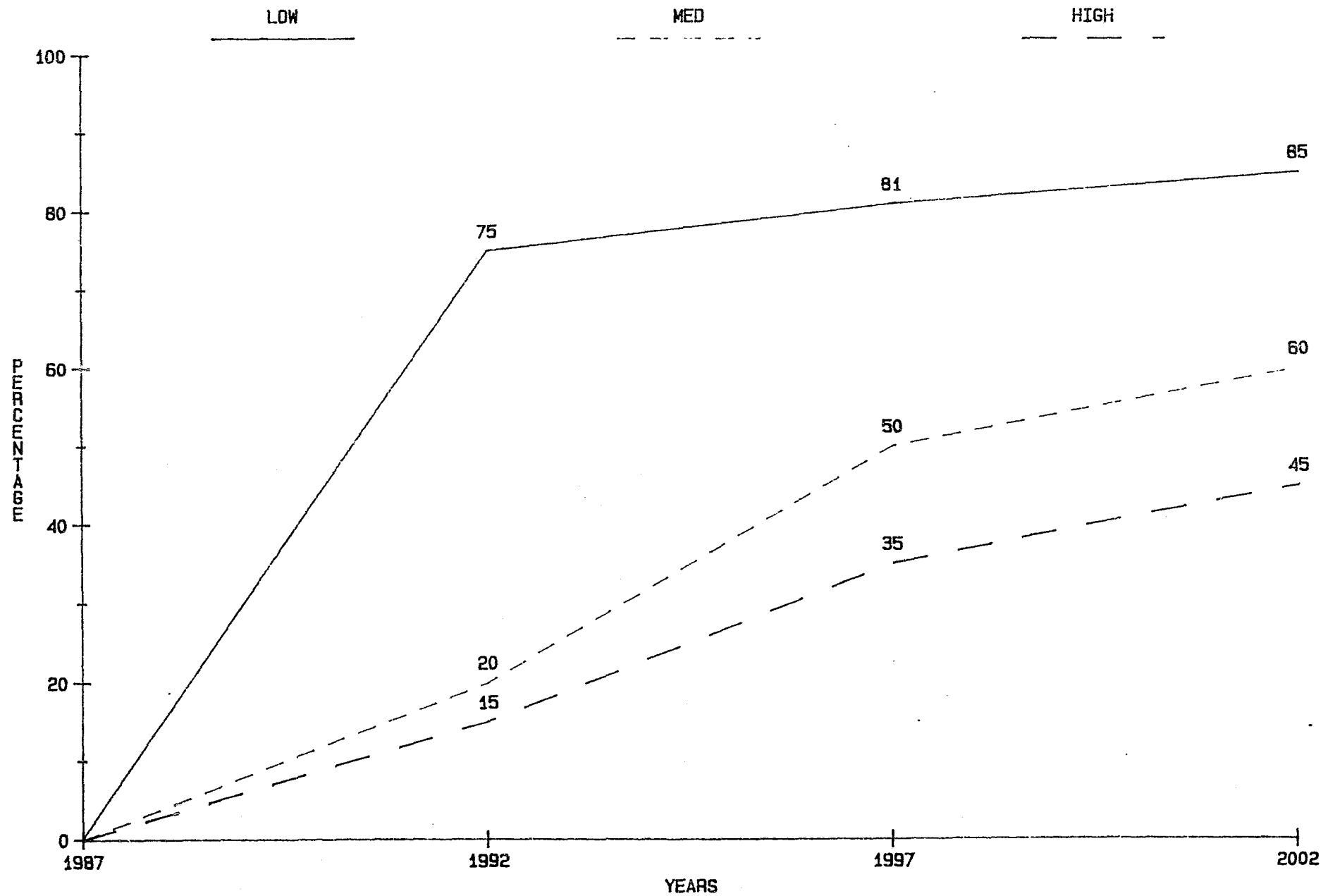
AN ALTERNATE FUEL SOURCE IS
DISCOVERED WHICH REPLACES PETROLEUM



SOCIAL SERVICE RETIREMENT ELIGIBILITY CHANGED TO AGE 75



TECHNOLOGICAL BREAKTHROUGH DISPLACES A SIGNIFICANT
PORTION OF THE WORKFORCE



CROSS IMPACT ANALYSIS

T1 INCREASE IN ILLEGAL IMMIGRATION
T2 REDUCTION IN RATIO OF MANAGERS TO STAFF
T3 CONTINUING TECHNOLOGICAL ADVANCES
T4 CRIME REDUCTION STRATEGIES BASED ON ECONOMICS
T5 CHANGING WORK ETHIC & EXPECTATIONS OF WORKERS

EVENTS	E1	E2	E3	E4	E5	E6	T1	T2	T3	T4	T5
E1 WORKFORCE DISPLACEMENT		--	+30	+60	+70	--	-25	+20	--	+35	-30
E2 ALTERNATE FUEL DISCOVERED	+30		+60	+50	+30	-10	+30	--	+60	-15	--
E3 GOVERNMENT SERVICE REDUCTION	--	- 20		-30	+40	--	+10	+70	-45	+55	-20
E4 RECESSION / DEPRESSION	--	+40	+80		+60	+20	-45	+65	-30	+70	-50
E5 RETIREMENT AGE EXTENDED	--	--	-20	-10		--	--	-15	--	-20	+40
E6 U.S. ENTERS CENTRAL AMERICAN WAR	+10	-20	+30	-20	--		+80	-10	+35	--	+20

IS YOUR ORGANIZATION EXCELLENT?

FOR EACH OF THE FOLLOWING STATEMENTS, WRITE THE NUMBER OF THE RESPONSE THAT MOST ACCURATELY DESCRIBES YOUR ORGANIZATION.

- 1 NEVER TRUE 3 OFTEN TRUE
2 SELDOM TRUE 4 ALWAYS TRUE

- 1. CASUAL, UNSTRUCTURED, SEEMINGLY RANDOM YET TASK-RELATED MEETINGS FREQUENTLY TAKE PLACE.
- 2. MANAGEMENT PRACTICES AN OPEN-DOOR POLICY.
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_____ SERVICE/COMMERCIAL (FINANCIAL, CONSULTING, RETAIL)
_____ SERVICE/NON-PROFIT (FOUNDATION, COMMUNITY ORGANIZATION)
_____ HEALTH CARE
_____ EDUCATIONAL
_____ GOVERNMENT (NON-MILITARY)
_____ MILITARY
_____ OTHER (SPECIFY, _____)

SIZE OF THE ORGANIZATION BEING RATED:

APPROXIMATE NUMBER OF EMPLOYEES _____

APPROXIMATE ANNUAL BUDGET \$ _____

HOW WOULD YOU RATE THIS ORGANIZATION IN TERMS OF EFFECTIVENESS?

- _____ EXTREMELY EFFECTIVE, ONE OF THE BEST
_____ VERY EFFECTIVE, BETTER THAN MOST
_____ EFFECTIVE, GENERALLY GETS THE JOB DONE
_____ EFFECTIVE IN SOME AREAS, NEEDS RE-VAMPING IN OTHERS
_____ marginally effective

ASSESSING YOUR ORGANIZATION'S (KEY LEADERS') READINESS FOR MAJOR CHANGE

	VERY LITTLE DEGREE	LITTLE DEGREE	SOME DEGREE	GREAT DEGREE	VERY GREAT DEGREE	DO NOT KNOW
	1	2	3	4	5	0
WARENESS DIMENSIONS						
Awareness of the nature of the organization's current environment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Understanding of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Appreciation that the change situation has some unique and anxiety-producing characteristics	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Appreciation of the complexity of the nature of inter-relationships among organizational dimensions (e.g. people, culture, structure, technology, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
MOTIVATIONAL DIMENSIONS						
Willingness to specify a detailed "vision" of the future for the organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Willingness to act under uncertainty	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Willingness to develop contingency plans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Willingness to activate (follow) contingency plans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Willingness to make achievement of the "vision" a top priority	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Willingness to assess own theory of organizational behavior	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Willingness to increase organizational dissatisfaction with current situation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Willingness to use non-authority bases of power and influence	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Willingness to share responsibility for managing change with other key leaders in organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
SKILL AND RESOURCE DIMENSIONS						
Possesses the conceptual skills to specify a detailed "vision" of the future for the organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Possesses assessment skills to know when to activate contingency plan(s)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Possesses interpersonal skills to effectively employ non-authority based power and influence	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Possesses personal relationships with other key leaders in the organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Possesses ready access to resources (time, budget, information, people, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



VENTURA COUNTY SHERIFF'S DEPARTMENT

800 SOUTH VICTORIA AVENUE, VENTURA, CA 93009

- JOHN V. GILLESPIE
SHERIFF
- LARRY CARPENTER
UNDERSHERIFF
- RICHARD S. BRYCE
ASSISTANT SHERIFF
- DENNIS C. GILLETTE
ASSISTANT SHERIFF

The following survey is part of a research project I am completing on "The Future of Incentive Programs for Mid-Career Employees" for the P.O.S.T. Command College. The results of this research will hopefully be published in a professional law enforcement journal. You are being asked to respond to this survey because your level of seniority falls within the parameters of this study and your perceptions will undoubtedly provide the single most valuable source of information. Please take a few minutes to answer the following questions. Your responses will be confidential.

1. What is your current rank?

Commander
Lieutenant
Sergeant
Senior Deputy
Deputy

2. What year did you join the department? _____

3. What is your level of education in years? _____

4. How long have you held your current rank?

0-5 years
6-10 years
11-15 years
16 or more

5. How do you evaluate your chances of being promoted to the next rank prior to leaving the department?

75% or better
50%-75%
25%-50%
Very unlikely

☐ WEST COUNTY DIVISION
800 S. Victoria
Ventura, CA 93009
(805) 654-2311

☐ CENTRAL COUNTY DIVISION
67 Palm Dr.
Camarillo, CA 93010-7995
(805) 482-9844

☐ EAST VALLEY DIVISION
2201 E. Olsen Rd.
Simi Valley, CA 93065-4043
(805) 494-8200

6. If you rated your chances as being 50% or less, has this prospect reduced your level of motivation?

Yes No

7. How does your level of motivation compare to that of five years ago?

Less motivated
Same
More motivated

8. Do you feel that the opportunity for promotion is a sufficient incentive to motivate employees to perform at a level close to their potential?

Yes No

9. If a program to recognize excellent performance was established, which three of the following options would you like to see included as a reward?

Salary rate adjustment _____
Annual bonus _____
Additional time-off _____
Choice of assignment _____
Awards and recognition _____
Promotion _____
More responsible work _____
Training or education _____
Other _____

10. Do you feel the same rewards or incentives should be offered to all officers, or would you rather have a variety of incentives from which each qualifying officer could choose?

Uniform rewards _____
Choice of rewards _____

11. In general do you favor compensation based on:

Seniority _____
Performance _____
Combination of
seniority and
performance _____

12. If a program to reward exemplary performance was adopted, do you feel it would also be appropriate to also include

provisions for a loss of rewards for sub-standard performance?

Yes No

13. Rank the following performance indicators in the order you would like to see them considered in evaluating a deputy's performance to determine if he/she is eligible for rewards or incentives:

Evaluations	_____
Education	_____
Special skill or assignment	_____
Driving record	_____
Shooting scores	_____
Community involvement	_____
Disciplinary action	_____
Physical conditioning exam	_____
Sick time usage	_____
Self-defense proficiency	_____
Significant proposals for operational improvement or cost savings	_____
Non-reimbursed training	_____
Awards for bravery or special recognition (Example: Officer of the Year or Medal of Valor)	_____

14. If you could make one change in the way the department rewards officers who perform their duties in a manner that far exceeds department expectations, what would you do?

Thank you for taking the time to respond to this survey. Please return it to me in Sheriff's Personnel by brown mail prior to March 15, 1987.



ROBERT BROOKS, Lieutenant
Personnel Bureau

SUPPORTING POSITIONS										<i>IMPORTANCE</i>										<i>IMPORTANCE</i>										RESISTING / MIXED POSITIONS																													
										9	8	7	6	5	4	3	2	1	0	1	2	3	4	5	6	7	8	9																															
AGENCY HEAD										9																				4	UNMOTIVATED VETS																												
EMPLOYEE ASSOC																													8																				2	CIVILIAN EMPLOYEES									
MIDDLE MGMT																													6																				3	CIVILIAN EMPLOYEE ASSOCIATIONS									
JUNIOR OFFICERS																													4																				5	MEDIA									
MOTIVATED VETS																													7																				6	CITY ATTORNEY									
CITY MGR / COA																													7																				6	COUNTY PERSONNEL									
CITY COUNCIL / BOARD																													8																				2	A.C.L.U.									
DISTRICT ATTORNEY																													5																				2	N.A.A.C.P.									
TAXPAYER ASSOC																													3																				1	AUDITOR									
SERVICE CLUBS																													3																														
DEVELOPERS																													4																														
JUDGES																													4																														
AFFIRMATIVE ACTION OFFICER																													3																														
																														ASSUMPTION FORCE FIELD ANALYSIS																													

ASSUMPTION FORCE FIELD
ANALYSIS

ACTOR	BLOCK CHANGE	ALLOW CHANGE	HELP CHANGE	MAKE CHANGE
AGENCY HEAD			X	X
P.O.A.				
MANAGERS			X	
C.A.O. / CITY MANAGER			X	
BOARD / COUNCIL			X	
MEDIA		X		
UNMOTIVATED OFFICERS	X			
PERSONNEL DIRECTOR			X	
MOTIVATED OFFICERS		X		

EMPLOYEE INCENTIVE PROGRAM
COMMITMENT PLANNING CHART

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