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THE USE OF SECOND-CAREER EMPLOYEES  
IN LAW ENFORCEMENT

by

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COMMAND COLLEGE CLASS 12

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

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

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

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

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

## **INTRODUCTION**

### **PART ONE - FUTURES STUDY**

Will the end of the baby boom have an impact on law enforcement staffing by the year 2000.

### **PART TWO - STRATEGIC MANAGEMENT**

A model plan for a medium size law enforcement agency in general, and the San Gabriel Police Department in particular.

### **PART THREE - TRANSITION MANAGEMENT**

Managing the transition to include second-career employees in the law enforcement workplace.

## **CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS**

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**EXECUTIVE SUMMARY**

**PART ONE - FUTURES STUDY**

Law enforcement has traditionally hired young persons to become police officers and fill most other entry level positions. Demographics indicate that the number of young persons entering the employment market is declining and will continue to decline to the year 2000 and beyond. Demographics also indicate that as population increases the majority of the growth in added workers will be in the 35 to 54 year old age group. Concurrently, some major employers are downsizing, some are closing, causing an influx of re-entrants into the employment market.

Medical experts predict that people will have ever increasing longer and healthier lives as we move into the future. Other researchers indicate that in the future it will be the norm for persons to have second and even third careers.

Trends that might affect the issue of second-career employment were forecast and include:

- 1) Longer and healthier lives due medical advances
- 2) Quantity of first career applicants
- 3) Early retirements in the private sector
- 4) Desirability of public sector employment
- 5) Employment opportunities for all applicants

Events that might affect the issue of second-career employment were also forecast and include:

- 1) Economic depression
- 2) E.E.O.C. mandates hiring older workers
- 3) Role of civilian assignments in police work

4) Social Security raises age for benefits

5) Local major employer closes

Trends and events were evaluated for further strategic planning and transition management and three scenarios of the future are presented.

## **PART TWO - STRATEGIC MANAGEMENT**

For the purpose of strategic planning, the model agency was analyzed to determine its weaknesses and strengths, and the threats and opportunities in relationship to the issue. Policy alternatives were developed and analyzed. The selected policy calls for the use of second-career employees as part of an employment pool that searches for the best available candidate for any position, irregardless of age or prior employment status. The policy also allows for existing employees to become a second career employee, with their present employer.

A strategy to implement second-career employment was developed and the stakeholders that are key to the issue are analyzed and discussed. For each stakeholder a negotiating strategy was developed.

## **PART THREE - TRANSITION MANAGEMENT**

A transition management plan allows an organization to move from the present to the desired future state. In the plan the key stakeholders are identified as the City Administrator, the City Council, The Police Officers Association, the Police Department Administration and the citizens. After analysis, it is determined that the City Administrator and the Police Department Administration will make the plan happen.

A structure was designed within the police department to accomplish the transition by using a members of the department representing various levels and functions. Implementation methods, to ease the resistance of transition, are discussed and include a pilot project, resistance management, feedback and evaluation.

## **CONCLUSION**

Second-career employees should be a part of future recruiting plans. Second-career employees should be a part of a comprehensive recruitment strategy to obtain the best available employee for any available position.

In examining the issues related to an aging population it was determined that in the next ten years there will be an increase in the number of 35-54 year olds. It was further determined that there will be a concurrent decrease in the number of 16-24 year olds, the age group that in the past has typically supplied entry level candidates for law enforcement. With these two factors in mind, it became apparent that hiring older workers might fill some of the void caused by the declining number of younger workers. Initial research also indicated that it will become more common for persons to have second and even third careers in their lifetime.

There is a variety of reasons that a person may be entering the job market for a second-career. Some people have actually retired from their first career and then embarked upon a second-career. Many persons retire from the military at a relatively young age. Others may opt for early retirements in industries that are restructuring. Some retirees find that retirement does not suit their lifestyle or that it is not economically feasible.

Some persons find themselves in the market for a second-career due to the desire to experience a new or different field of employment. Other workers may be forced into the job market due to jobs or entire industries being displaced or phased out by the rapid change of technological advancement and the competitive business environment.

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# **INTRODUCTION**

# INTRODUCTION

The provision of law enforcement service is very labor intensive. Competent human resource management is critical to the effective delivery of those law enforcement services. There is a need to explore a variety of approaches to solve current and projected future difficulties in the recruitment and retention of suitably qualified employees. This study will focus on one aspect of this crucial issue.

Law enforcement has traditionally emphasized recruiting young candidates, those men and women that are usually in their early twenties and are just beginning career employment. This study will examine an entirely different pool of candidates, the second-career employee. A second-career employee has already had career employment and has re-entered the job market.

This study evolved into the issue of second-career employment from the broader issue of the projected aging population in the state of California. In examining the aging population, several related issues were briefly examined. These issues included providing law enforcement service to an aging population and using retired persons for law enforcement volunteer programs.

In examining the issues related to an aging population it was determined that into the next ten years there will be an increase in the number of 35-54 year olds. It was further determined that there will be a concurrent decrease in the number of 16-24 year olds, the age group that in the past has typically supplied entry level candidates for law enforcement. With these two factors in mind, it became apparent that hiring older workers might fill some of the void caused by the declining number of younger workers. Initial research also indicated that it will become more common for persons to have second and even third careers in their lifetime.

There is a variety of reasons that a person may be entering the job market for a second-career. Some people have actually retired from their first career and then embarked upon a second-career. Many persons retire from the military at a relatively young age. Others may opt for early retirements in industries that are restructuring. Some retirees find that retirement does not suit their lifestyle or that it is not economically feasible.

Some persons find themselves in the market for a second-career due to the desire to experience a new or different field of employment. Other workers may be forced into the job market due to jobs or entire industries being displaced or phased out by the rapid change of technological advancement and the competitive business environment.

Medical researchers have indicated that life expectancy for Americans is increasing and that most people will have longer and healthier lives. This projection indicate that people will capable of being productive employees later in life. Many of these people may also have significant career experience or life experience that will benefit them in a second-career.

In the law enforcement profession, not all tasks require brute strength or youth to accomplish. Many second-career employees will be able to perform the duties inherent in non-sworn assignments. Some second-career employees will be suited to the rigors of sworn assignments. The deciding factor will be the individual capabilities and abilities of the individual second-career candidate.

This study will focus on the use of second-career employees in law enforcement as one aspect of the human resource management necessary to provide law enforcement services in the next ten years.

The first part of this study consists of futures forecasting. A group of experts were brought together and accomplished several tasks. This group examined previously identified trends and developed possible events that might effect the issue of second-career workers in law enforcement. The group then evaluated the trends and events using forecasting methods. Based upon the forecast data, three scenarios were prepared as a basis for further study.

The second-part of this study deals with the strategic management of the issue. The internal and external environments are assessed in the model organization that was used for this study. Finally alternative strategic policies are developed.

In the third part of the study, a transition management structure is designed to implement the proposed policies. Commitment and responsibility are assessed and the stakeholders are identified, in order to manage the transition and achieve the desired future.

The final part of this study contains conclusions recommendations and future implications of the study. The important points raised in the study will be reviewed and conclusions will be drawn regarding the issue and sub-issues.

# **PART ONE**

## **FUTURES STUDY**

## **FUTURES STUDY**

The purpose of this section is to "define the future," to determine what is to be studied and why it is of relevance. Several methods will be used to identify where law enforcement is now, where law enforcement is going and where law enforcement would like to be. Initial research lead to the identification of the issue to be studied and the sub-issues to be included in this study.

To conduct the futures study the issue was stated as follows:

### **WILL SECOND-CAREER EMPLOYEES BE USED IN LAW ENFORCEMENT BY THE YEAR 2000?**

In researching the issue, several sub-issues were determined to be relevant. For purposes of this study, three sub-issues were selected for further study:

- What duties are suitable for the second-career employee?
- How will second-career employees provide a cost effective pool of law enforcement employees?
- How will second-career employees enhance the ability of law enforcement agencies to provide service?

Other obvious sub-issues were deleted from the scope of this study due the constraint of time. The sub-issues that were considered and deleted include, volunteerism, training programs, compensation systems, organizational



enculturation and career paths. Some of these sub-issues have been studied elsewhere in similar context and others undoubtedly will be examined in the future.

### **Operational Definitions**

To provide a common understanding, the following key definitions are provided;

**Second-Career Employee-** An employee that has completed a career in one field of employment and is entering a new and different field due to retirement, job loss, job displacement, desire for change or any other reason that would lead to changing to a new career. Second-career employees may have accepted an early retirement package from prior employers or may have just tired of their existing career.

**Sworn personnel-** Persons that exercise full police powers pursuant to the applicable laws. In general sworn personnel are referred to as having police powers, such as arrest powers and are empowered with the ability and responsibility of using force to accomplish their duties.

**Non-sworn personnel-** Those employees having in general the same powers as the common citizen. They may be endowed with limited additional powers, such as the power to issue parking citations. This category of employee, includes all employees that are not included in the category of sworn personnel.

## **Methodology**

Futures research involves several methods to provide direction in addressing an issue. For this study, the following methods are used to facilitate futures research; a search of literature, a survey of law enforcement agencies and a nominal group technique. Each method will be described, as necessary, as it appears in this study. After the data from the research was gathered and analyzed, three scenarios were constructed for the purpose of strategic planning and transition management.

## **LITERATURE SEARCH**

A review of the general issue of human resources was conducted to identify current thinking in the areas of second-career employment and the use of older workers. It is necessary to review the subject of older workers because a second-career employee will almost always be an older worker.

Law enforcement is a very labor intensive profession and in general a law enforcement agency should reflect the demographic profile of the community it serves. Dramatic responses in hiring and administration will be necessary to respond as fewer entry level workers are available and private industry competes

for qualified applicants.<sup>1</sup> Law enforcement agencies that fail to respond will most likely be unable to meet their needs for staffing.

There will be a shortage of entry-level workers aged sixteen to twenty-four years which presently account for one-fifth of all workers but will fall to 16 percent by 1995.<sup>2</sup> The phenomena of the declining numbers of entry level workers has been labeled as the end of the baby boom or the beginning of the "birth dearth."

The end of the baby boom is noted frequently in the literature. According to Western City, "The baby boomers are getting older. The aging of the baby boom generation will have profound implications for the state."<sup>3</sup> The article goes on to state "the big growth in the 1990s and beyond will be in the 35-54 age group."<sup>4</sup> The median age will top thirty-six in the year 2000, in 1990 the median age was thirty-three.<sup>5</sup>

The end of the baby boom was also noted in the F.B.I. Law Enforcement Journal:

The U.S. population is aging. In 1996 the first wave of the "baby boomers" will turn 50, marking the start of a "senior boom" in the United States. By 2010 one in every four Americans will be 55 or older.<sup>6</sup>

In the same article the authors go on to state:

The labor force growth is slowing, and the number of "entry level" workers is decreasing. Between 1986 and the year 2000, the overall

growth of the labor force is projected to be 1.2 percent--the rate since the 1930s and about one-half the rate of U.S. labor growth experienced between 1972 and 1986. And in the 1990s the number of traditional entry level workers--those aged 16-34--will actually shrink.<sup>7</sup>

At the present 2-3 percent fewer 18-year olds are entering the workforce every year and the trend is expected to continue.<sup>8</sup> Dropping birth rates may bring a labor shortage.<sup>9</sup> These two trends indicate that there will be fewer entry level applicants for at least the next twenty years.

Many employers are already recruiting second-career employees and the trend is likely to continue;

We're going to see more and more second and third careers say's Dr. T. Franklin Williams, director of the National Institute on Aging. And as a greater portion of the population turns elderly, old age itself may lose much of its stigma.<sup>10</sup>

During the 1990s California's Labor force will grow by three million, nearly all the added workers will be in the 35-54 age group,<sup>11</sup> an age group that law enforcement has generally not recruited in the past.

Almost everyone at some point thinks of a second-career.<sup>12</sup> Many people don't want to stop working and employers beset with labor shortages will be eager to take them on.<sup>13</sup> Law enforcement will have to tap into this pool of applicants to fill vacancies.

By the year 2000, half of all manufacturing jobs in the United States will have disappeared, as will many of the remaining farm jobs and two-thirds of the openings for middle-level executives.<sup>14</sup> As many as 300,000 jobs could be eliminated in 1990, approximately 70 percent will be white collar jobs.<sup>15</sup>

An existing source of second-career employees is the military. Fourteen percent of all military retirees reside in California.<sup>16</sup> In the survey conducted for this study, it was found that several agencies presently recruit military retirees. See the following section for further details.

It has been forecast in the literature that people may soon find themselves cycling in and out of several different careers throughout life, each interspersed with periods of rest, recreation, retraining, and personal reflection.<sup>17</sup>

The average age of the population is increasing, in the year 2000, more than 28% of Americans will be over the age of 50. More Americans will be over the age of 65 than the entire population of Canada. People are living longer, the life expectancy today is 75 years and is expected to increase.<sup>18</sup> Longer life can be attributed to scientific research that has encouraged health maintenance and longer life through proper diet, adequate exercise, abstinence from smoking and moderation in drinking.<sup>19</sup> Older employees may stay in the workforce longer and early retirement may become unattainable.<sup>20</sup>

Older people are healthier now than they've ever been and will soon be healthier yet.<sup>21</sup> In a recent study, young people guessed that 50 percent of the elderly were suffering from serious health problems, yet only a little more than 20 percent of the older respondents said that they were debilitated by health problems.<sup>22</sup>

In the book, *American Renaissance* it was noted:

As more and more older Americans come to prefer work to early retirement-it will happen when the retirement age is raised to seventy in order to cut the cost of Social Security entitlement programs-we can expect a permanent group of perennially young elderlies to emerge.<sup>23</sup>

In the same book the authors noted:

...older workers will delay retirement or work part-time. They will take on second and even third careers. They will be able to do so because they will be healthier, and they will want to, because it will be financially necessary to work.<sup>24</sup>

Studies conducted by the Department of Labor; the Senate Committee on Human Resources; the Conference Board, an independent research organization; and independent sociologists reporting in such professional reviews as the "Journal of Gerontology" and "Industrial Gerontology" reveal that, except for a slight decline in productivity in jobs requiring substantial physical effort, older workers performed as well or better than younger workers.<sup>25</sup> Some employers have found that seniors make more reliable employees.<sup>26</sup>

## **SURVEY**

A survey, developed by the researcher after informal discussion with law enforcement administrators, was conducted to determine where police agencies stand today, and how they view the future, regarding the issue of second-career employment. The survey was sent to ninety-six California police departments that have between twenty-five and one-hundred and fifty total employees. Eighty-two surveys were returned for an eighty-five percent return rate. For complete details on the survey refer to the Appendix F and Appendix G.

Seventy-nine percent of the surveyed agencies indicated that they are presently experiencing declining pools of applicants. They estimated the trend continuing five years from now (seventy-one percent) and ten years from now (sixty-three percent). Most of the surveyed agencies also indicated that second-career employees would enhance the applicant pool now (sixty-four percent) and at five (eighty-one percent) and ten years from now (seventy-five percent).

Only thirteen percent of the surveyed agencies presently target second-career applicants. Judging from the comments received with the survey it appears that most of the agencies presently targeting second-career employees are located near a military installation providing a ready pool of applicants. Fifty-four percent of the

agencies surveyed indicate that recruiting methods targeted to second-career employees will be used in the future, with the average of three years being the estimate of when such methods will be used.

Most of the agencies presently provide a maximum age limit as a hiring criteria for sworn personnel, with forty-eight being the average age. Only one agency used a maximum age in the hiring of non-sworn personnel, that agency used sixty-five as the maximum.

When asked if they felt that age should be a factor in the selection of entry level applicants for sworn positions, forty-eight percent of the respondents said "yes" and fifty-two said "no". For non-sworn positions, only nine percent felt that age should be a factor in entry level applicants.

Comments from the respondents indicate that much of the present effort at attracting second-career employees is directed at military retirees. Agencies that are located near a military installation have found that military retirees and military personnel completing an enlistment provide a pool of applicants for all positions. These agencies recruit at career fairs and job fairs held at military installations. They also work with the separations section of military bases to locate applicants.



Additional comments received seemed to indicate that an applicants age should be a concern for sworn positions due to the rigorous nature of the position. One respondent wrote that age should not be a factor, but that the physical ability of the individual applicant should be the issue.

One respondent indicated from experience that older applicants are more "well rounded," apparently referring to having more life experience that are assets as an employee. Another respondent indicated that second-career applicants are not motivated or prepared for any law enforcement position.

## **FUTURE FORECASTING**

A panel of experts were recruited to study the issue by using the nominal group technique (NGT) and futures forecasting techniques (See Appendix K for further information on the panel). The panel was provided with the issue and sub-issue questions:

- Will second-career employees be used in law enforcement by the year 2000?

### **Sub-issues:**

- What duties are suitable for the second-career employee?
- How will second-career employees provide a cost effective pool of law enforcement employees?

- How will second-career employees enhance the ability of law enforcement agencies to provide service?

The panel began by identifying and defining trends that will impact the issue. From a list of eighteen candidate trends (refer to Appendix C) the panel screened the trends and then ranked them as follows:

- 1) Change in life span due to medical advances
- 2) Change in quantity of first career applicants
- 3) Change in early retirements in the private sector
- 4) Change in desirability of public sector employment
- 5) Level of employment opportunities for all applicants

Next the panel identified and defined events that will impact the subject issue. From the list of twenty-one candidate events (refer to Appendix D), the panel ranked the top five events as follows:

- 1) Severe inflation
- 2) E.E.O.C. mandates hiring older workers
- 3) The role of civilian assignments in police work
- 4) Social Security system changes age for benefits
- 5) Local major employer closes

### **Trend Evaluation**

The panel was instructed in the use of the trend evaluation form and was asked to forecast the level of the trends. The panel was instructed to estimate the value for

each trend five years ago, five years from today and ten years from today. The panel was told that today equals 100. In the two future forecasts the panel was instructed to forecast a nominal (will be) level and the normative (should be) level. The panel medians are reflected in Table One. The forecasts are displayed in graph form in the Appendix H.

**TABLE ONE**  
**Trend Evaluation**

Level of the Trend					
Trend#	Trend Statement (Abbreviated)	-5yrs	Today	+ 5yrs	+ 10yrs
T-1	Change in life span	75	100	105 110	125 135
T-2	Quantity first career applicants	120	100	90 95	80 75
T-3	Early retirements in private sector	85	100	95 90	105 115
T-4	Desirability of public sector	100	100	95 115	95 110
T-5	Employment opportunities	90	100	100 110	100 115

**\*\*Panel Medians                      \* + 5 & + 10 "will be"/"should be"**

Trend One Evaluation, Change in life span due to medical advances. The panel estimated that five years ago people did not have as long and healthy of a life as they do today. They estimated that the trend towards longer and healthier lives will

increase slightly in five years (105) and increase substantially in ten years (125).

This trend indicates that people may be more suitable employees at a greater age as time progresses from today out to ten years from now because of longer healthier lives (see graph in Appendix H).

Trend Two Evaluation, Change in quantity of first career applicants. The panel estimated that the quantity of first career applicants was higher five years ago than it is today. They estimated a continuing decline in the quantity of first career applicants throughout the evaluation period (90 at five years and 80 at ten years). This trend reflects a continuing decrease in the availability of entry level first career applicants and is most likely a reflection of the end of the baby boom (see graph in Appendix H).

Trend Three Evaluation, Change in early retirements in private sector. The panel projected that early retirements in the private sector were much less five years ago than they are today. The panel estimates indicate that they felt that the early retirements would continue at nearly the same rate throughout the rating period. It is interesting to note that in the normative (should be) mode, the panel felt that early retirements should decrease slightly five years from now and increase slightly from today's level ten years from now (see graph in Appendix H).

Trend Four Evaluation, Change in desirability of employment in public sector. The

panel estimated that the desirability of public sector employment was approximately the same five years ago as it is today. The panel projected a level experience in the desirability at five and ten years from today. In the normative (should be) mode the panel felt the desirability should increase at five (115) and ten years (110) from today (see graph in Appendix H).

Trend Five Evaluation, Level of employment opportunities for all applicants. The panel estimated that the level of employment opportunities was slightly less five years ago than it is today. The panel forecast that employment opportunities would remain roughly level throughout the evaluation period. In the ten years from now forecast, the range of forecasts is broad, ranging from 50 to 150, this indicates some uncertainty about the level of employment opportunities at that point (see graph in Appendix H).

### **Event Evaluation**

The top five events were evaluated by use of the event evaluation form. The panel estimated the probability of the event occurring five years from now and ten years from now in percentages. They estimated the years until the probability of the event occurring first exceeds zero. The panel also estimated the positive and negative impacts on a 1-10 scale in relation to the issue if the event actually occurred. Panel medians are reflected in Table Two. The forecasts are displayed in graph form in the Appendix I.

**TABLE TWO**  
**Event Evaluation**

Event	Event Statement (Abbreviated)	Yrs until exceeds zero	Probability + 5yrs/ + 10yrs	Impact +/-
E-1	Severe Inflation	4	30 / 40	6/4
E-2	E.E.O.C. mandates hiring older workers	6	35 / 50	6/4
E-3	Role of civilian assignments	4	45 / 55	7/3
E-4	Social Security changes benefit age	7	25 / 45	4/5
E-5	Local major employer closes	5	35 / 45	5/5

**\*\*Panel Medians**

Event One Evaluation, Severe Inflation. The panel estimated that it would be four years until the possibility of inflation first exceeded zero. They estimated the probability at thirty percent at five years and forty percent at ten years. If inflation occurred they felt that the impact on the issue would be more slightly more positive than negative. It appears that the panel felt that should inflation occur, a greater number of retirees would return to the job market in search of a second-career and that more persons would be forced out of their current careers and be searching for new careers (see graph in Appendix I).

Event Two Evaluation, E.E.O.C. mandates hiring older workers. Mandated hiring of older workers was viewed by the panel as having a moderately increasing

probability with thirty-five percent at five years, increasing to fifty percent at ten years from today. They estimated that it would be six years until the possibility of first exceeded zero. They felt that if the E.E.O.C. mandated the hiring of older workers that the impact on the issue would be slightly more positive than negative. The hiring of older workers would cause more second-career employees to enter law enforcement because many of the workers would have already had careers in other fields (see graph in Appendix I).

Event Three Evaluation, Role of civilian assignments. The panel estimated that the possibility of an increased role of civilian assignments in police work first exceeded zero in four years. They estimated a forty-five percent probability at five years and a fifty-five percent probability at ten years from today. They estimated the impact as much more positive than negative. If civilian assignments played an increasing role in police work it is likely that the assignments would be suitable for second-career employees that might not be interested in sworn positions (see graph in Appendix I).

Event Four Evaluation, Social Security changes benefit age. Raising the benefit age to receive Social Security was seen by the panel as having a twenty-five percent probability in five years, increasing to a forty-five percent probability in ten years. The panel estimated the probability would first exceed zero in seven years. The panel felt that the subject of raising the age limit for Social Security benefits has

been discussed in the context of reducing the federal deficit, but felt that it would be very difficult to pass such a measure. They estimated the impact on the issue as slightly more negative than positive. In discussing the impact forecast with the panel they indicated that they felt that if the age to receive benefits was increased, more people might stay in their present careers longer (see in Appendix I).

Event Five Evaluation. Local major employer closes. The panel estimated the probability of a major local employer closing at thirty-five percent in five years and forty-five percent in ten years. They estimated that the probability would first exceed zero in five years and that the impact on the issue would be equally positive and negative. They felt that if a local major employer closed the potential number of second-career employees may be offset by an increased number of first career applicants that would have gone to the now closed major employer (see graph in Appendix I).

### **Cross Impact Analysis**

The panel was instructed in the use of the Basic Cross-Impact Matrix. Using the Cross Impact Matrix the panel forecast the impact of each forecasted event upon the impact of each of the other forecasted events and trends. The Basic Cross-Impact Matrix also reveals which events are most active and have the most potential to impact the other events and trends. The panel medians are reflected in Table Three.



**TABLE THREE**  
**Cross Impact Matrix**

Maximum Impact (% change + or - )

	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	*
E-1	X	25	15	-40	-10	10	-15	-20	0	20	8
E-2	20	X	20	20	30	40	0	10	0	0	6
E-3	30	10	X	0	0	-10	0	30	30	20	6
E-4	10	20	10	X	0	0	0	-15	0	-10	5
E-5	10	-10	0	0	X	0	25	25	0	-20	5
*	4	4	3	2	2	3	2	5	1	4	

\*\* All numbers, except impact totals, are panel medians

\* = Impact Totals

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**LEGEND (Abbreviated)**

E-1 Severe Inflation

E-2 Mandated hiring of older worker

E-3 Role of civilian assignments

E-4 Social Security changes age

E-5 Local major employer closes

T-1 Change in life span

T-2 Quantity of first career applicants

T-3 Early retirements in private sector

T-4 Desirability of public sector

T-5 Employment opportunities

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Three of the events were clearly the most active of all the events. These events have the greatest potential to impact the other events and trends. These three events also possessed the highest levels of positive and negative impacts in the event evaluation phase of the future forecasting. The three events are as follows:

- Event One - Severe Inflation

If severe inflation occurred, retirees might re-enter the workforce to survive

financially. This would be especially true of those living on a fixed income. Severe inflation may also cause job displacement. These two factors would increase the number of second career employees.

- Event Two - E.E.O.C. mandates hiring older workers

Older workers are often second-career employees, therefore if the E.E.O.C. mandated the hiring of older workers, it is likely the number of second-career employees in the workforce would increase. Mandated hiring of older workers would allow dissatisfied workers to leave present jobs without the fear that they may not be able to find new employment due to age bias.

- Event Three - Role of civilian assignments

Most second-career employees would be employed in the ranks of the non-sworn or civilian assignments. If the number of civilian assignments increased or decreased it would impact the availability of assignments for second-career employees.

## **FUTURES SCENARIOS**

Three potential future scenarios have been prepared and are included here in this study. The purpose of preparing scenarios is to allow the examination of possible policy alternatives. The scenarios are constructed in three differing modes, the Exploratory Mode (nominal mode) where the events play out without intervention, the Normative Mode where the desired and attainable occur and the Hypothetical Mode presenting a "what if" future. For the purpose of strategic management and transition management, the Normative Mode scenario will be carried into those portions of this study.

## **Exploratory**

### **Business Magazine - July 2000 - Older Employees Fill Job Openings**

Correspondents covering the personnel departments of major employers have discovered that there aren't enough entry level applicants to fill existing vacancies. The correspondents have found that this situation also exists in city governments and it is most disturbing in police departments where vacancies make it difficult to maintain minimum staffing levels.

Major employers are sometimes successful in attracting entry level workers by paying wages that are well above the norm in the private sector. City governments have their hands tied, tax revenues cannot sustain competitive wages and therefore only applicants with a sense of civic duty, able to tolerate financial mediocrity, apply for vacant positions.

With the average adult living a longer and healthier life, many cities have turned to recruiting older employees to fill vacancies. Many of these new older worker employees already have had a prior career and are receiving a pension.

## **Normative**

### **Police Management News - July 2000 - Police Departments Find That Second-Career Workers Are Valuable**

Police departments throughout California, faced with declining numbers of youthful entry level applicants have discovered a new source of employees. Medical advances and more healthful lifestyles are now allowing most people to lead a longer and healthier life than just ten years ago. Many of these "young older" workers bring with them to the workplace significant work and life experience and are entering their second and sometimes third career.

The hiring of these second-careerists has also been hastened by the ruling four years ago by the Equal Employment Opportunity Commission (E.E.O.C.) mandating that all employers hire older workers. Most police departments have found that these second-career employees are ideal candidates for many of the increasing civilian positions that departments have instituted to allow the few available young workers to concentrate on sworn duties.

## **Hypothetical**

### **Daily Times Newspaper - July 2000 - Local Employment Situation in Dismal**

#### **Condition**

The inflation that began six years ago has wreaked havoc on the local employment picture. Many employers are in the position of having very few vacancies to fill. This situation was exacerbated when three years ago the age to obtain Social Security benefits was raised to seventy. One year before that the Equal Employment Opportunity Commission (E.E.O.C.) mandated hiring older workers. The E.E.O.C. perceived that older workers were being discriminated against due to their age and felt the mandate was an appropriate remedy.

Locally, the Behemoth Company, our largest employer closed five years ago as the depression began, idling over one thousand experienced workers. Many of these ex-Behemoth employees have been able to find work in entirely new fields of endeavor. Chief Smith of our police department has hired many ex-Behemoth employees to fill civilian and sworn positions that until now sat vacant due to the low levels of entry level applicants.

**PART TWO**

**STRATEGIC**

**MANAGEMENT**

# **STRATEGIC MANAGEMENT**

The first section of this study defined the future. Through the use of futures forecasting a scenario was developed that is desired and attainable. In this section of this study, the strategic management of the issue will be studied.

Strategic management is intended to bring order to the change process which otherwise might create chaos.

## **Methodology**

Strategic management will begin with the identification of a selected scenario for further study. Based on this scenario a mission statement will be formulated and an analysis will be conducted of the present situation.

The Strategic Assumption Surfacing Technique will be used to identify key stakeholders relevant to the issue. Alternative policies will be developed and analyzed. Finally, implementation strategies and negotiating strategies will be developed and discussed.



## **SELECTED SCENARIO**

The use of a scenario allows the development of strategic and transition management plans. For this purpose the normative, "desired and attainable" scenario will be used. This scenario appears realistic when compared with other futures data and allows reasonable realistic planning. Through proper strategic and transition management, it is possible that this scenario can be realized.

## **MISSION STATEMENT**

### **The Model**

In order to complete further study it is necessary to confine the research to a "model agency," therefore the research setting will be the City of San Gabriel Police Department. The City of San Gabriel has 37,120 residents living in 4.09 square miles and is situated in the Los Angeles Metropolitan area. The residents are roughly one-third Caucasian, one-third Hispanic and one-third Asian.

The police department consists of fifty-three sworn members and twelve civilians.

Traditionally, the police department has prided itself on providing a high level of personalized local law enforcement. There are forty-seven municipal law enforcement agencies in the county and the competition for entry level applicants is intense.

The city of San Gabriel is primarily a bedroom community and has a minimal tax base. In the present economic situation, the city's finances are increasingly becoming a problem and cutbacks in all city departments are anticipated in the immediate future.

#### **Mission Statement**

A mission statement provides direction and focus to an issue. The mission statement herein is a mission statement directed and developed specifically for the issue being studied.

The police department will ensure that the citizens of San Gabriel receive the highest levels of service by hiring the best and most qualified available candidates for all positions. A candidate's prior career experience will be considered as a positive enrichment to that candidate's potential to bring new skills and diversity to the workplace.

# **SITUATIONAL ANALYSIS**

Situational analysis provides a method of identifying and studying the opportunities and the threats in the environment as they relate to the mission within the context of the issue. It also provides a method of assessing the strengths and the weaknesses of the organization to achieve the mission in the context of the issue. When identified, the weaknesses, opportunities, strengths and threats can be considered in developing further plans. The process used for situational analysis is known as WOTS UP. The same panel used for prior analysis was reconvened to conduct the situational analysis.

## **Environment**

### **Opportunities**

1. A high level of community support for the police allows the department to operate without unnecessary interference in operational issues.
2. Being a culturally diverse community, there is a wide range of opinions on acceptable solutions to solving problems.
3. Shortages of applicants allow for in hiring new and different applicant pools.
4. Present low numbers of non-sworn personnel would allow expansion in the number of these positions which would be well suited for second-career applicants.
5. Good working relationship with other city departments would ease hiring concerns regarding second-career employees.

### **Threats**

1. Bleak financial condition of city may cause cutbacks in all categories of employees.
2. Unstable political condition may make city employment less than desirable.

3. Extremely high local housing costs make it hard for employees to own homes reasonably close to work.
4. Non-competitive salary for all positions cause other employment to look more attractive.
5. The lack of newspaper covering local issues makes it hard to build consensus regarding any issue.
6. The reluctance to update outdated civil service rules may make it difficult to fit second-career employees into current structure.

## **Organization**

### **Strengths**

1. Line officers operate as generalists and could easily accommodate the assistance of non-sworn field personnel.
2. Strong community service attitude at all levels could be enhanced with the addition of second-career employees.
3. Existing flexibility and innovation in addressing specific problems would be enhanced with the addition of second-career employees.
4. A computer system being installed for records management and dispatch may benefit from employees with prior computer experience.
5. The amount of Hispanic officers compares favorably to percentage of Hispanics in local population and the hiring of second-career employees should not change this percentage.

### **Weaknesses**

1. The low number of Asian and female officers in the workforce, may not be offset through the hiring of second-career employees.
2. A lack of support staff could be eased with the hiring of second-career employees.
3. A lack of lateral mobility within the police department may make it difficult to retain second-career employees.
4. The difficulty in competing for best entry applicants may make second-career applicants the best available candidate.
5. Middle managers that lack college education may be intimidated by educated second-career employees.

### **Situational Analysis Summary**

After identifying the opportunities, threats, strengths and weaknesses, the panel convened to conduct situational analysis engaged in a lengthy discussion. A summary of that discussion follows:

San Gabriel has been in a fluid condition for approximately three years. The demographic diversity of the community, although viewed as an opportunity, caused an anti-development backlash that is finally being put to rest. The city experienced a twenty percent increase in population the last ten years. The growth came primarily by replacing single family dwellings with multi-family dwellings. The city has not had any vacant land and has been "built up" for many years. This unprecedented growth is not likely to repeat due to new restrictive residential building ordinances, although it is likely the demographic composition will continue to change.

The financial infrastructure of the city is weak, leading to the threat of poor economic health and budget problems. This situation probably will continue into the future. The city has very little industry, the tax base is primarily resting in the commercial area. Being an old city, the commercial areas are located on the major thoroughfares in a strip development fashion. The majority of the commercial buildings are small and lack adequate parking. The city council recently formed a redevelopment agency, but it appears that the resolve to take residential property

to assemble large lots for commercial development is lacking, therefore redevelopment will probably not ease the budget problem in the near and mid-term future.

With budget problems the city has a difficult time competing salary and benefit wise with other cities. Capital outlays for equipment and facilities have often been deferred, leaving city workers, including the police department with old, overcrowded, facilities and outdated equipment. The budget problems are also seen in very low support staff levels, not only in the police department, but in all the city government operations. The city does not have a personnel department and this results in a reluctance to change outdated civil service rules.

The police department operates on a generalist concept, patrol officers are experienced and capable of handling almost anything that they might encounter. Community service is stressed and the department is innovative and flexible to address problems, within the confines of budget limitations.

The police department has no Asian officers, although the population of the city is one third Asian. Females are also underrepresented in the sworn ranks. Due the size of the department compared to surrounding departments and budget constraints the department struggles to remain competitive in attracting entry level applicants.

Educational achievement has historically not been stressed as a promotional factor. This has resulted in a situation where not one of the middle managers has a four year college degree. One half of the supervisors have four year college degrees. The middle managers and the supervisors are often at odds with the supervisors attempting to usurp the authority of the middle managers and exhibiting more innovation and creativity in problem solving.

# **STRATEGIC ASSUMPTION SURFACING TECHNIQUE**

The same panel that completed the situational analysis, agreed to participate in the Strategic Assumption Surfacing Technique (SAST). To develop and implement a strategy, the key stakeholders have to be identified. Stakeholders are people who either as individuals or as a group, impact what is done, are impacted by what is done, or care about what is done.

Once the stakeholders were identified, the panel was asked to articulate what they believe are the assumptions that the stakeholders hold regarding the issue.

Assumptions are basic, deep rooted, often unstated values and beliefs that individuals or groups have about the world.

The panel identified the following key stakeholders and the assumptions for each:

## **1. City Administrator**

He would support the hiring of second-career employees as a part of a comprehensive recruitment strategy. He would not support targeted job announcements directed specifically at second-career candidates.



## 2. City Council

The city council would be concerned about the productivity of second-career employees and will want a cost benefit analysis on the issue to ascertain the feasibility of using second-career employees.

## 3. Police Officers Association

They would support the concept of second-career employees if it can be proven to be directly beneficial to their members. They would not be supportive of replacing sworn employees with non-sworn employees.

## 4. Police Department Administration

The department administration would support any plan that results in the hiring of the most qualified personnel to fill positions. They would be concerned about the blanket suitability of second-career employees for department positions, just as they would have the same concerns regarding other candidates.

## 5. Citizens

The citizens would support the direction provided by the police department in how to staff the department. They would not want additional funds expended to hire additional employees beyond current allocation.

#### 6. Finance Department

The finance department administers the city's medical, disability and pension plans. They would fear that second career employees would cause costs to increase and would not be supportive of the plan.

#### 7. Police Department Non-Sworn Employees

The existing non-sworn employees would support the plan, providing their job status remained secure.

#### 8. Senior Citizen Special Interest Groups

Senior citizen special interest groups would be very supportive of plan, because it offers opportunities for their constituents. They would feel that second-career employees would bring new expertise to the department.

#### 9. First Career Applicants

The first career applicants would probably be silent on the plan because there is no organized group to speak for them. They might perceive that they were the recipients of hiring discrimination if more second-career candidates were hired than first career candidates.

The panel felt that the critical stakeholders were the existing department personnel. They felt that gaining the continuing support of the police officers

association and the non-sworn employees would be paramount to the success of the plan.

The panel was divided about the citizens assumptions. They felt that the citizens support could be very strong for or against the plan or the citizens might remain completely neutral. They viewed that the reaction and opinion of the citizens could be very crucial to the success of the plan if it went to either extreme. They felt that if the plan was handled properly, the citizens probably would support the plan.

The panel identified the first career applicants as a potential problem. They felt that if the plan was implemented properly the first career applicants might never complain, but if the plan was mishandled the first career applicants could initiate litigation on the basis of hiring discrimination.

The citizens and first career applicants are identified as "snaildarters," stakeholders that were either forgotten or initially assigned minimal importance to have impact.

A stakeholder assumption map depicts the level of certainty and the importance for each of the stakeholders (See appendix J).

## **ALTERNATIVE POLICY DEVELOPMENT**

The same panel that was used for the situational analysis and the strategic assumption surfacing technique participated in using the modified policy delphi process to identify and analyze alternative policies.

### **Suggested Policies**

#### **Policy One**

Recruit and hire only second-career employees for all non-sworn positions. Second-career employees would be used in both full and part-time capacities. Use the expertise developed in prior careers where applicable to available positions.

#### **Advantages:**

- Existing expertise would be used to benefit department
- May increase the pool of first career applicants for sworn positions due to the lack of availability of non-sworn assignments

#### **Disadvantages:**

- The best candidate for a position might be excluded if the candidate was a first career applicant
- Might subject department to discrimination lawsuit

### Policy Two

Recruit the best available applicant for all full time positions. To ensure that second-career employees are considered, recruitment efforts should include strategies to target second-career employees as well as other applicant pools. For sworn positions, consider the total abilities and capabilities of the individual applicant, not the applicant's age alone.

#### Advantages:

- A broad based recruitment effort to obtain the best applicants

#### Disadvantages:

- May not be flexible enough to attract many second-career applicants that do not desire full time work
- Except for targeted recruiting, is basically already being done

### Policy Three

Develop part-time positions, with prorated benefit packages, for all positions in the department. Allow employees to take extended leaves of absence based on time with the department to allow second-career employees leisure and travel time. Existing employees pending retirement could transition to new part-time position as a sort of "semi-retirement."

**Advantages:**

- Flexibility would be attractive to second-career applicants and existing personnel
- Would allow department use of expertise of existing personnel

**Disadvantages:**

- Sworn personnel would not be able to maintain POST certification if not employed full time
- Benefit packages might be difficult to administer
- Using numerous part-time employees might be difficult to schedule
- May require changes to retirement laws

**Policy Four**

Target existing sworn employees that are nearing retirement age and convince them to have a "second-career" in a non-sworn capacity with the same department as their first career.

**Advantages:**

- Uses already developed expertise
- Allows existing employees to continue employment in same field

**Disadvantages:**

- Excludes pool of applicants that are not already in the department
- Might cause conflict in retirement benefit compensation

### Positions of Stakeholders

The positions of the stakeholder for each policy were analyzed by the panel. The panel determined that the best policy would combine elements of Policy Two and Policy Three. The refined policy would be to recruit the best available applicant for all positions. A broad based recruitment effort would be used to include all applicant pools. Part-time positions would be developed, with pro-rated benefits the all positions. Existing employees would be allowed to transition to part-time status and leaves of absence would be granted based on time with the department.

## **IMPLEMENTATION STRATEGY**

Developing an implementation strategy is a necessary part of putting a policy into action. The implementation strategy will consist of the development of action steps, time lines, resource requirements, monitoring and feedback activities.

### **Action Steps:**

1. The appointment of a chairperson for committee to implement the strategy is necessary. This person has to be a respected person in the department and will have the authority needed to accomplish the tasks to

implement the strategy. This person will serve to "champion" the strategy.

2. Goals and objectives are developed for the implementation committee.

3. Appointment of implementation committee members. It is necessary for the selected persons to have a high level of interest in the strategy. The committee should be representative of all levels in the department and all categories of employees. The committee will be a cross section of the department.

4. The committee determines activities that will be needed to implement strategy. These activities include:

- a. Redefining job descriptions to include part time positions and determine which positions are suitable for second-career and part-time employees.
- b. Modifying the civil service rules to include part-time positions and eliminate barriers to hiring older workers.
- c. Developing recruitment strategies that will attract second-career applicants as well as all other pools of applicants.
- d. Determine method to "pro-rate" benefits for second-career and part-time employees.
- e. Develop method to evaluate and determine suitability of individual second-career applicants for sworn positions.
- f. Develop procedures to transition existing personnel to second-career.



- g. Determine method to allocate leave of absences equitably so that they are available and still allow sufficient staffing for the department.
- h. Revamp department organization and staffing charts as necessary.

### **Time Line**

- 1. Implementation committee meets bi-weekly.
- 2. Complete plan within six months, after this the committee meets monthly.
- 3. Implementation of plan to take approximately three years, depending on the rate of openings in the department.

### **Resources Required**

- 1. Committee chairperson and committee members will require duty time sufficient to accomplish committee activities.
- 2. Staff support for committee to conduct research, prepare plans, and conduct analysis as needed.
- 3. Secretarial support for committee and support staff.

### **Feedback, Monitoring, Evaluation**

- 1. Conduct long term monitoring of all second-career employees including level of commitment, skill levels, absenteeism, injuries on duty, productivity, complaints, commendations, discipline, training needs, cost effectiveness

and other indicators of overall performance.

2. Survey second-career employees to ascertain if programs are meeting their needs and determine factors that brought into the program initially and have kept them in the program.

3. Monitor performance of any other employees in positions developed pursuant to plan. Use criteria that was developed for monitoring second-career employees.

4. Perform analysis of impact of leaves of absence on service delivery, employee commitment, employee skill levels and other factors that might be impacted by employees being away from the work place for extended periods of time.

5. Monitor and evaluate performance and attitudes of all other employees to ascertain that hiring second-career employees has not caused the development of some unforeseen problem.

## **NEGOTIATING STRATEGY**

Implementing the selected strategy will require negotiating the acceptance of the strategy with the stakeholders. In order to negotiate, it is important to identify the key components of the strategy, including areas that cannot be negotiated away

and areas that are important, but can be modified.

#### Not Negotiable

1. Broad based recruitment, with elements to target second-career applicants.
2. Hiring the best available applicant for all positions.
3. Development of part-time positions as a method of using the talents of second-career employees.

#### Negotiable

1. Method of determining benefits for second-career employees, especially those in part-time positions.
2. Procedures for leaves of absence, amount of time allowed, how often allowed and eligibility.
3. Transition of existing employees into second-career positions.

#### **Stakeholder Positions**

Each of the stakeholders was deemed to be critical to the implementation of the strategy. The positions of each of the stakeholders were analyzed to determine the areas that they would be firm on and the areas that they would offer some flexibility.

Once the areas of firmness and flexibility were determined a negotiating strategy was developed for each of the stakeholders. The negotiating strategy includes both broad strategies and specific tactics to be employed in the negotiating phase to gain the acceptance of the strategy by each stakeholder.

#### 1. City Administrator -

- Areas of Firmness

The City Administrator would firmly support the hiring of second-career employees if they are the best candidate for the position. He would not find age, by itself, to be a disqualifying factor in the hiring of a candidate for any position.

- Areas of Flexibility

The City Administrator would be concerned about the financial impact of any selected plan and would base decisions on the cost.

- Negotiating Strategy

The negotiator would employ the rationality as leverage approach in negotiating with the City Administrator. This approach stresses knowledge, information and facts. Using this approach will allow the negotiator to assure the City Administrator of the viability of the plan.

#### 2. City Council -

- Areas of Firmness

The city council is a diverse group of five members. Certain individuals would

support any reasonable plan to hire second-career employees. Their primary concern is the levels of service provided to their constituents.

- Areas of Flexibility

The council would be flexible about the arrangement of part-time positions and benefits for second-career employees and part-time employees. It would be flexible about a plan that includes leaves of absence.

- Negotiating Strategy

The negotiator would use the mutual gain strategy to negotiate the plan with the city council. This strategy will allow the individual council members to each find a portion of the plan that they feel compelled to support. The tactic of participation might also be employed, this would allow the council members to claim some ownership of the plan.

### 3. Police Officers Association -

- Areas of Firmness

They would be strongly opposed to any plan that would cause a loss of jobs or increase the workload for their members. In concept they would support plans that would allow their members to transition into a second-career position.

- Areas of Flexibility

They would be flexible about adding non-sworn positions as long as their working conditions were not adversely affected. They would also be flexible about hiring second-career employees for sworn positions, providing they are qualified for the

position.

- **Negotiating Strategy**

The negotiator would employ the psychological influence as leverage strategy. The negotiator would stress the aspects of the plan that will meet the psychological needs of the association members and develop an open problem solving environment that leads to an understanding. The tactic of accommodating would also be used by the negotiator, who would give the appearance of neglecting his/her concerns to satisfy the needs of the association.

#### 4. Police Department Administration -

- **Areas of Firmness**

The department administration would firmly support the hiring of second-career employees to meet the staffing needs of the department. They would support the hiring of the best available candidate for all positions.

- **Areas of Flexibility**

Would be flexible in the establishing of part-time positions and benefit packages for second-career employees and part-time employees. Would be very cautious about plans that would allow for leaves of absence.

- **Negotiating Strategy**

The negotiator would be a person from the department administration. The few members of the administration that do not initially support the plan would initially be avoided and as the negotiations with other stakeholders progress the rationality

as leverage strategy would be employed to gain their support. This approach, based on facts, is very straight forward and would allow the negotiator to sell the staffing benefits of the plan.

#### 5. Citizens -

- Areas of Firmness

The citizens do not want costs to increase. They would not support any plan that increases costs without an increase in the level of service. They are satisfied with present levels of service and it would therefore be difficult to convince them to pay for additional services.

- Areas of Flexibility

The citizens would be flexible to the hiring of second-career employees, but not at the expense of denying employment to other groups.

- Negotiating Strategy

In negotiating the acceptance of the plan with the citizens the psychological influence as leverage strategy as it is a flexible approach that will build an understanding. Along with this strategy, the tactic of limiting will be applied, The negotiator will attempt to limit the discussion to problems the department is experiencing in hiring well qualified employees and stress the aspects of the plan that will ease this problem.

## 6. Finance Department -

- Areas of Firmness

The finance department is responsible for all the cities benefit programs including medical insurance, workmans compensation, sick leave and retirement. They would perceive that the hiring of second-career employees would increase benefit costs, not only for the individual second-career employee, but for all employees. For these reasons, they would be firmly opposed to a second-career employment plan.

- Areas of Flexibility

As long as they remain concerned about the costs of second-career employment programs, there does not appear to be any areas of flexibility.

- Negotiating Strategy

The finance department will be difficult to negotiate with and several approaches will have to be used. The negotiator would initially use the rationality as leverage strategy and let the facts speak for themselves. Along with this the negotiator should be prepared to accommodate the needs of the finance department in regards to their fears of increased costs. If the accommodating fails to succeed, the negotiator would employ the fait accompli tactic, indicating that the plan cannot succeed without some type of benefit package for second-career employees, that could also be given to other employees in similar job categories.



## 7. Police Department Non-Sworn Employees -

- Areas of Firmness

The non-sworn employees would support the plan, providing that their jobs remained secure and they receive any additional benefits developed for second-career employees.

- Areas of Flexibility

They would be flexible about the implementation of part-time positions and some employees may want to switch to part-time status.

- Negotiating Strategy

The negotiator would use the mutual gain approach and stress the beneficial elements of the plan and common interests of the group to gain a collaboration leading to acceptance of the plan.

## 8. Senior Citizen Special Interest Groups -

- Areas of Firmness

The senior citizen special interest groups would firmly support the hiring of second-career employees, especially if the programs provide employment opportunity for older workers. They would be firm in their support of special benefit packages for second-career and older workers. They feel that their members have experience and abilities that would enhance the departments ability to provide service.

- Areas of Flexibility

Being special interest oriented, they would be flexible in all areas that do not impact their constituents. Generally they want high levels of service and low levels of expenditures.

- Negotiating Strategy

To negotiate with the senior citizen special interest groups the negotiator would employ the employ the tactic of accommodating by stressing the elements of the strategy that will meet the needs of the group. The negotiator would stress that the plan would provide opportunities for senior citizens and help the department in providing service to the community, especially to senior citizens.

#### 9 First Career Applicants -

- Areas of Firmness

Would want to have equal consideration for entry level positions and may feel discriminated against if entry level positions are replaced with second-career positions.

- Areas of Flexibility

Would remain flexible in other areas provided that they have equal opportunity.

- Negotiating Strategy

The negotiator may be able to use the tactic of avoiding in dealing with first career applicants because, it is doubtful that they will come together as an identifiable

group. If they did materialize as a group the negotiator would use the strategy of rationality as leverage extolling the virtues of the plan. The negotiator would then compromise with group in order to gain their acceptance.

**PART THREE**  
**TRANSITION**  
**MANAGEMENT**

# **TRANSITION MANAGEMENT**

A properly executed transition management plan allows an organization to move from the present to the desired future state. Transition involves change and change can be a source of conflict, anxiety and uncertainty in an organization that could lead to the failure of a plan. The transition state overlaps the present state and the future state.

## **Methodology**

The development of a transition management plan will involve the following steps and processes:

- Identification of critical mass
- Commitment analysis
- Transition management structure design
- Responsibility charting
- Implementation methods in support of the change

## **IDENTIFICATION OF CRITICAL MASS**

The critical mass is the minimum number of key stakeholders necessary to successfully implement the plan. If the critical mass supports the change, it most likely will be successful, if they are against the change, it most likely will be unsuccessful.

Each of the critical mass individuals has differing constituencies and power bases and along with their support they should deliver the support of their constituencies. For purposes of implementing the second-career employment plan with success, the critical mass individuals were identified as follows:

1. City Administrator
2. City Council
3. Police Officers Association
4. Police Department Administration
5. Citizens

## COMMITMENT ANALYSIS

A commitment chart was developed to assess each individuals actual level of commitment to the second-career employment plan. The present level of commitment and the desired level of commitment are projected on the chart. The desired level is the minimum level of commitment necessary from each individual to make the change (Table Four). Following the commitment chart is a discussion of what approach might be used to achieve the necessary commitment from each member of the critical mass.

**TABLE FOUR**  
**Commitment Chart**

Critical Mass Individuals	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
City Administrator		X→	→	→0
City Council		X→	→0	
Police Officers Association	X→	→	→0	
Police Department Administration			X→	→0
Citizens	X→	→0		

(X = present level of commitment, 0 = desired level of commitment)

### 1. City Administrator -

The city administrator will have to be moved from letting the change happen to the position of making the change happen. Without this high level of commitment from the city administrator, the plan will not succeed due to opposition from the finance department. With this high level of commitment, the finance department will not be in a position to block the plan. The city administrator will have to be convinced of the need for the plan and that if he did not support the plan it might result in conflict with the city council.

### 2. City Council -

It will be necessary to move the city council from letting the change happen to a more active role of helping the change happen. The council will be responsible for directing the civil service commission to examine and modify civil service rules that are in conflict with the plan to hire second-career employees. The council is interested in providing high levels of service to the community. They will be informed of the limitations in the current pool of applicants. It will be stressed to the council that in implementing the plan to hire second-career employees the police department will be able to maintain high levels of service.



### 3. Police Officers Association -

The initial position of the police officers association will be to block the change. They are afraid that the hiring of second-career employees will cause a greater workload for their members and that police officer positions will be replaced with non-sworn positions. The association will have to be assured that the fears are groundless and that in fact the hiring of second-career employees might make their jobs easier because of the expertise and experience these employees will have. They should be informed that the plan does not entail a loss of police officer positions and in fact appropriate second-career candidates will be considered for the position of police officer. With a clearer understanding of the plan the association should move to the position of helping the change happen. When the association supports the plan, the department non-sworn employees will join in support of the plan.

### 4. Police Department Administration -

The police department administration will have to be moved from the position of helping the change happen to making the change happen. The administration developed and already supports the plan to hire second-career employees. With the city administrator in the position of making the change happen, the department administration should follow his lead and implement the plan pursuant to his direction. Also, the plan will be "championed" by a member of the administration.

#### **5. Citizens -**

The citizens will initially be in the position of blocking the change. This will be due to lack of information on the issue. The citizens will have to be informed about the diminishing pools of entry level applicants and the availability of the untapped pool of second-career applicants. Moving the citizens to a position of letting the change happen will assist in removing any initial opposition to the change from first career applicants who along with the citizens will be assured that the plan includes equal opportunity for first career applicants as well as second-career applicants.

## **TRANSITION MANAGEMENT STRUCTURE**

In moving from the present state, to the transition state and onto the desired future state, a transition management structure is required to manage the planned transition. The transition management structure needs to be flexible to meet the changing needs of the organization in implementing the change. The management structure should be designed to create the least anxiety and the most opportunity to facilitate the change.

The Chief of Police would be ultimately responsible for implementing the second-career employee plan, however it is not always possible or even desirable to have the Chief personally manage every effort undertaken by the department. For purposes of implementing the second-career plan, the Chief would hand pick a committee to oversee the implementation. The committee would be a diagonal slice of the organization.

A diagonal slice serves the need to get continuing input from many different levels, cultures and functions within the organization. The diagonal slice mode involves getting a representative sample of the various functions, locations, and levels, as opposed to formal representatives of the group.<sup>27</sup>

The diagonal slice committee will need one person that has sufficient organizational clout to ensure that the committee is able to achieve its goals and objectives. For this purpose the second-highest ranking person on the department a captain, will be assigned to serve on the committee. The other members of the committee will represent various functions and job classifications. The following persons would be assigned to serve on the second-career committee:

- Police Captain
- Patrol Watch Commander (Lieutenant)
- Services Division Commander (Lieutenant)
- Field Supervisor (Sergeant)
- Personnel and Training Sergeant
- President, Police Officer's Association

The Police Captain has sufficient status in the organization to liaison with other city departments and members of the city council. This will be important so that the issues of benefits can be worked out with the finance department.

The Patrol Watch Commander and Field Supervisor on the committee are involved in the day to day work of the department. They will be in a position to provide significant input as the plan proceeds.

The Services Division Commander manages the majority of the non-sworn assignments in the department, except for those assigned to the Patrol Division.

He is responsible for records, the jail, communications and facility maintenance.

The Personnel and Training Sergeant will be crucial to the successful implementation of the plan. He is responsible for recruiting and hiring efforts. He will be responsible for seeing that second-career employees are trained properly.

The President of the Police Officer's Association will provide input from the association and will also serve as a source of input from the line level. Having the President on the committee will also be beneficial in gaining the support of the members of the association.

## **RESPONSIBILITY CHARTING**

Responsibility charting clarifies behavior that is required to implement important change tasks, actions, or decisions. It helps reduce ambiguity, wasted energy and adverse emotional reactions between individuals or groups whose interrelationship is affected by change.<sup>28</sup> For the purpose of this study a responsibility chart is included (refer to Table Five).

**TABLE FIVE**  
**Responsibility Chart**

Decision or Action	Actors					
	Capt.	W.C.	Serv. Cmdr	Field Spvsnr	P&T Sgt	POA Pres
Second-Career Assignments	R	S	S	S	I	I
Second-Career Training Needs	A	S	S	S	R	I
Evaluation of Plan	R	S	S	S	S	S
Second-Career Recruiting	A	-	-	-	R	-
Integrating Plan to Existing Operations	R	S	S	S	S	-

**R** = Responsibility (not necessarily authority)  
**A** = Approval (right to veto)  
**S** = Support (put resources toward)  
**I** = Inform (to be consulted before action)  
**-** = Irrelevant to this item

As can be seen in the responsibility chart the Captain has the greatest level of responsibility for implementing the plan. The Personnel and Training Sergeant also has significant responsibilities. The other committee members fall primarily into the role of supporting the plan as it progresses. The President of the Police Officers Association is mainly in the position of being informed and supporting the overall evaluation of the plan. In this position the President will be able to keep his members informed and ensure their support.

## **IMPLEMENTATION METHODS**

Commitment is necessary to achieve the desired future state in a transition management plan. Resistance is a normal response to change efforts. Technologies and methods can be employed to support implementation in transition management. Implementation technologies and methods are used to temporarily neutralize resistance so that the resister can hear the other perspectives on the change issues. The transition manager will have to use these technologies and methods to manage the anxiety and uncertainty associated with change, in order for the change to be successful.

In the initial phase, the implementation committee will be responsible for preparing an educational intervention. The committee will ensure that members of the department are familiarized with the plan to use second-career employees, the reasons why the plan is necessary and how the plan will be implemented. The educational intervention will serve to communicate the plan to the organization and will lessen some of the resistance caused by a natural fear of the unknown.

After the educational intervention, the committee will begin a pilot project. The pilot project will involve hiring second-career employees and assigning them to highly visible positions. This pilot project will allow the committee to evaluate and refine implementation plans and will further introduce the second-career employee

plan to the organization. Great care will have to be used in hiring these initial second-career employees, if the wrong persons are selected it may cause a setback or even cause the plan to be abandoned.

The implementation committee will also engage in resistance management.

Resistance to change in an organization is a normal by-product of any change effort. Managers will have to carefully analyze resistance to determine the exact nature of the resistance. Careful analysis will allow effective mitigation of the various forms of resistance. The resistance can be caused by different issues, the level of dissatisfaction with the status quo, the level of the desirability of the proposed future state or the perceived feasibility of the change. By addressing each individual type of resistance, where it exists, managers will be able to work with the resistance, to reduce it, and gain the needed commitment.

Through the feedback and evaluation process, the committee will not only be able to gauge the effectiveness of the second-career plan, but will be able to gauge the resistance to the plan in the organization. The individual evaluations of the second-career employees may show where resistance to the plan exists. For example, if a certain evaluator consistently rates second-career employees less than satisfactory, though these same employees receive satisfactory ratings from all other raters, it is likely that the rater is resisting the plan and is attempting to cause the plan to fail.



Throughout the implementation period, the implementation committee will meet a minimum of monthly and more often if necessary. The committee will prepare reports on the progress of the plan for submission to the Chief of Police. The Chief will forward copies of these monthly reports to the City Administrator, who at his discretion can forward the reports to the city council.

When the plan is fully implemented and operating successfully, the implementation committee will be disbanded. The committee will probably suspect they have achieved this desired future state when they can no longer figure out why the meet.

**CONCLUSIONS  
RECOMMENDATIONS  
AND  
FUTURE IMPLICATIONS**

## **CONCLUSIONS, RECOMMENDATIONS AND FUTURE IMPLICATIONS**

Law enforcement leaders of today must begin now to prepare for the human resource needs of the future. Research clearly indicates that police departments will not be able to meet staffing needs without changing the methods currently in use. Innovation and flexibility will be the key to meeting the challenge of maintaining a stable and productive workforce.

Second-career employees will provide one source of employees in the future. Police departments will need to carefully examine their deployment and staffing in order to fully use second-career employees to the maximum benefit. Second-career employment plans will need the flexibility of sound part-time employment practices in order to be implemented successfully.

Departments will need to implement flexible benefit plans to meet the needs of the second-career employee. They will also need to meet the needs of existing personnel to keep them in the workforce for longer periods of time. This should help alleviate early retirements for employees that still have a productive role in the organization. Flexible benefit plans should include retirement plans that do not

conflict with benefits that second-career employees might already be receiving from previous employment, medical benefits and wellness plans to maintain the health of older workers. Leave will be an important aspect of the benefit package.

The availability of leaves of absence, will be an important consideration for implementing a second-career employment plan. The availability of leaves will allow the second-career employee time to travel or engage in other activities that he or she might be engaged in if fully retired. Leaves of absence should also be considered for all existing personnel to allow them some time away from the job to rejuvenate, hopefully avoiding job burnout and allowing them to stay in the workforce as a productive employee for a longer period of time.

For the existing employees, departments should develop plans that allow the employee to enter into a second-career employment situation with their existing employer. It is shame to lose the experience and expertise of an employee, just because he or she is no longer interested in or needs full-time employment. Existing full-time sworn or non-sworn personnel should be allowed to partially retire into a part time sworn or non-sworn positions with available leaves of absence.

In Part One of this study, the issue question was asked, "Will second-career employees be used in law enforcement by the year 2000?" The answer should be yes. They should be used like any other employee, to maximize the effectiveness

of the organization. In order to have an effective organization in the year 2000, law enforcement leaders will have to tap into every available applicant pool to find the best available candidates.

Also in Part One, three sub-issue questions were asked:

1. What duties are suitable for the second-career employee?
2. How will second-career employees provide a cost effective pool of law enforcement employees?
3. How will second-career employees enhance the ability of law enforcement agencies to provide service?

The answer to the first sub-issue question, is clearly that they are suitable for any duties that they have the capability and ability to perform. The unstated assumption in regards to second-career employees is that they are old and physically less capable than younger persons. This assumption is not necessarily correct and in fact might subject a department to an age discrimination law suit. A healthy, physically fit older person might be a better candidate for the position of sworn police officer, than an unhealthy, physically unfit young person. Some surveyed departments have had success hiring military retirees for sworn police officer positions. One surveyed agency reported that they hired, as a sworn police officer, a retired police officer from a nearby large department that had a local retirement system that did not penalize the employee for accepting new employment in the same job class.

The second and third sub-issue questions can not be as objectively answered, but in the opinion of this researcher, the answer to both questions is yes. With declining applicant pools, second-career employees will provide a needed addition to the applicant pool. This should be cost effective in the sense that it will provide a larger pool of applicants to select from so that the best possible candidate can be hired. With maturity and life experience, plus any technical experience, second-career employees should provide an enhanced ability for law enforcement agencies to provide service.

What issues need to be resolved in order to most effectively use second-career employees in law enforcement?

1. Age bias should be carefully examined by every administrator to ensure that it is not involved in any aspect of human resource management.
2. Benefit plans need to be made more flexible, not only to meet the needs of the second-career employee, but all employees. The list of employees with special needs is nearly endless, but it might include single parents, childless couples that may prefer compensation in lieu of family benefits, employees with aged parents that require care, etc. Cafeteria benefit plans seem to offer the greatest level of flexibility at this point.
3. Retirement plans should be examined and modified to allow a full-

time employee to transition into a part-time position (semi-retirement) without jeopardizing the payout amount upon final and complete retirement. It would be desirable to allow employees to draw a partial retirement allotment after they transition to a part-time second-career at their original employer. Employees should be allowed to continue receiving full retirement benefits if they accept second-career employment with a different employer.

4. Part-time employment options should be used more fully. Part-time employment will give second-career plans a greater opportunity for successful implementation and will draw more interested second-career applicants. Restrictions that might impede the use of part-time sworn employees should be modified to allow part-time sworn police officers.

5. Training programs will have to be developed to train second-career employees that do not have a law enforcement background. Methods will have to be developed to enculturate the second-career employee to the organization and existing employees to the second-career employee.

Law enforcement agencies are already hard pressed to meet staffing requirements. Implementing a second-career employment plan should be part of the approach to solve the problems of hiring the best available candidate for any law enforcement position.

# **APPENDIX**



## ENDNOTES

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## Candidate Trends

1. Retention rate of employees
2. City budget condition
3. Change in life span due to medical advances
4. Demand by public for police services
5. Technological skill level for employment
6. Employee benefit packages
7. Demographic make-up of applicant pool
8. Level of population in city
9. Crime rate
10. Police officer association cooperation
11. Change in early retirements in private sector
12. Private sector jobs eliminated by technology
13. Change in desirability of public sector employment
14. Change in quantity of first career applicants
15. Level of employment opportunities for all applicants
16. Rate of immigration
17. Rate of migration from other parts of the country
18. Unemployment

## Candidate Events

1. Military draft reinstituted
2. Major private pension fund fails
3. Social Security system changes age for benefits
4. Local major employer closes
5. Severe Inflation
6. Flextime mandated by state to ease gridlock
7. The role of civilian assignments in police work
8. Sabbaticals offered as employment benefit
9. Reduction in size of military
10. Medical procedure found to reverse aging
11. E.E.O.C. mandates hiring older workers
12. Technology replaces brute strength to do police work
13. Contracts for entry level police officers
14. State mandates employer provided child care
15. Flexible cafeteria benefit packages mandated
16. Jobsharing plan introduced by city
17. Major drought in California
18. Mandatory retirement at age 60
19. Mandatory retirement ages outlawed
20. Retirement "double-dipping" outlawed

### **RANKED TRENDS**

- 1) Change in life span due to medical advances
- 2) Change in quantity of first career applicants
- 3) Change in early retirements in the private sector
- 4) Change in desirability of public sector employment
- 5) Level of employment opportunities for all applicants

### **RANKED EVENTS**

- 1) Severe inflation
- 2) E.E.O.C. mandates hiring older workers
- 3) The role of civilian assignments in police work
- 4) Social Security system changes age for benefits
- 5) Local major employer closes

Questionnaire  
Second Career Employees

KEY CONCEPTS: For purposes of this study, a second career employee is a person entering employment subsequent to a career in a different field either by retirement or by other means including choice. For purposes of answering this questionnaire, assume that the applicant/employee is in good health and free from physical disability.

1) Please indicate your present rank:

- ☐ Chief
- ☐ Assistant/Deputy Chief
- ☐ Commander
- ☐ Captain
- ☐ Lieutenant
- ☐ Sergeant
- ☐ Officer
- ☐ Other: (please specify) \_\_\_\_\_

2) Please indicate the approximate number of employees in your agency including sworn and non-sworn:

- ☐ Less than 25
- ☐ 25 to 75
- ☐ 75 to 100
- ☐ 100 to 150
- ☐ 150 to 200
- ☐ More than 200

3) Do you feel that your department is experiencing declining pools of quality applicants?

Presently	yes _____ no _____
Will in five years	yes _____ no _____
Will in ten years	yes _____ no _____

4) Do you feel that in the job market of the future, that second career employees will be a needed enhancement to applicant pools for law enforcement?

It is presently                      yes \_\_\_\_\_ no \_\_\_\_\_

Five years from now                      yes \_\_\_\_\_ no \_\_\_\_\_

Ten years from now                      yes \_\_\_\_\_ no \_\_\_\_\_

5) Does your department presently use a maximum age limit as a hiring criteria?

For sworn personnel                      yes \_\_\_\_\_ no \_\_\_\_\_

If yes, what age? \_\_\_\_\_

For non-sworn                      yes \_\_\_\_\_ no \_\_\_\_\_

If yes, what age? \_\_\_\_\_

6) Do you feel that age should be a factor in the selection of entry level applicants?

For sworn personnel                      yes \_\_\_\_\_ no \_\_\_\_\_

If so, what age? \_\_\_\_\_

For non-sworn                      yes \_\_\_\_\_ no \_\_\_\_\_

If so, what age? \_\_\_\_\_

7) Does your department presently use recruiting methods targeted to hiring second career employees?

yes \_\_\_\_\_ no \_\_\_\_\_

If yes, for what type(s) of assignments? \_\_\_\_\_

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If yes, what targeting methods are used? \_\_\_\_\_



8) Do you anticipate using recruiting methods targeted to second career employees in the future?

yes \_\_\_\_\_ no \_\_\_\_\_

If yes, in approximately how many years? \_\_\_\_\_

9) COMMENTS:

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Survey Completed by (optional) \_\_\_\_\_ (name) \_\_\_\_\_ (title)

# Appendix G

## <<< SURVEY RESULTS >>>

in	1)	2)	75	10	3)	5y	10	4)	5y	10	5)	ag	no	ag	6)	ag	no	ag	7)	8)	yr	se
1	li	x			y	y	y	n	y	y	n		n		y	42	n		n	n		
2	co	x			y	y	?	y	y	y	n		n		y	35	n		y	y		
3	se	x			y	y	y	n	y	y	y	35	n		y	35	n		n	n		
4	ch	x			y	n	n	y	y	y	n		n		n		n		n	y	0	x
5	ch		x		n	n	n	y	y	y	n		n		n		n		n	n		
6	ch	x			y			y			y	35	n		y	35	n		n	n		
7	ch	x			y			y			n		n		y	35	n		n	n		
8	li	x			y						n		n		y	35	n		n	n		
9	ch			x	y			y			n		n		n		n		n	n		x
10	ch		x		y	y	y	y	y	y	n		n		n		n		y	y		x
11	co		x		y	y	y	n	y	y	y	70	n		y	70	n		n	y	4	
12	ca	x			y			y			n		n		y		y		n	y		
13	ch		x		y			n			n		n		n		n		n	n		
14	ch	x			y				y		n		n		y	45	n		n	n		
15	ch		x		n	n	n	n	n	n	n		n		n		n		n	n		
16	ch			x	n	n	n	y	y	y	n		n		n		n		n	n		
17	ch		x		y			y			n		n		n		n		y	y		x
18	ca		x		y	y	y	n	y	y	n		n		n		n		n	y	2	
19	ot	x			y				y		n		n		y	40	n		n	y	3	
20	ch		x		y	y	y	y	y	y	n		n		n		n		y	y	2	
21	ch			x		y			y		n		n		n		n		n	y	5	
22	ch		x		n	n	n	n	n	n	y	35	n		y	35	n		n	n		
23	co			x	y	y	y	y	y	y	n		n		y	40	n		y	y		
24	ch			x	n	n	n	n	n	n	n		n		y	40	y	55	n	n		x
25	ch			x	y	y	y	y	y	y	n		n		n		n		n	?		
26	ca		x		n	n	n	n	n	n	n		n		y	35	n		n	n		
27	ch			x	y				y		n		n		n		n		n	y		
28	ch			x	n	y			y		n		n		y	50	n		n	y	7	
29	ch	x			y				y		n		n		y		y		n	y	5	
30	li	x			y	y	y	n	y	y	n		n		y	50	y	60	n	n		
31	ch			x	n	n	n	y	y	y	n		n		n		n		n	y	1	
32	ch	x			y	y	?	y	y	?	y	60	n		n		n		n	n		
33	ca		x		y	y	y	y	y	y	n		n		n		n		n	y	5	
34	ch		x		y	y	y	y	y	y	n		n		n		n		n	y	1	
35	ch		x		y			y			n		n		n		n		y	y		
36	ch	x			y	y	y	y	y	y	n		n		y	46	n		n	y	1	
37	ch		x		n	y	y	n	n	?	n		n		y	37	n		n	n		
38	li	x			y	n	n	y	y	y	y	36	n		y	36	n		n	?		
39	ca	x			y	y	y	y	y	y	n		n		n		n		n	n		
40	ca			x	y	y	y	n	y	y	n		n		y	35	n		n	n		
41	ch			x	n	n	?	y	y	y	y	50	n		y		n		n	y		
42	li	x			y				y		n		n		y	50	n		n	n		
43	ca		x		y			n	y	y	y	65	y	65	y	50	n		n	y	2	
44	ch			x	y	y	y	n	y	y	n		n		n		n		n	y	4	
45	li	x			n	y	y	n	n	n	n		n		n		n		n	n		
46	ca			x	y	n	n	n	y	y	n		n		n		n		y	y		x
47	ca		x		y			n		n	n		n		n		n		n	n		
48	se	x			y			n	n	n	n		n		n		n		n	n		
49	ch		x		y			y			n		n		y	35	n		n	y	5	x
50	ch	x			y	y	y		y		n		n		n		n		n	y	5	
51	ch			x	y	y	y	n	y	y	n		n		n		n		n	n		
52	ch	x			y	y	y	n	y	y	n		n		y	40	n		n	y	5	x
53	ch			x	n	n	n	n	n	n	n		n		y	35	n		n	y	2	x
54	ch	x			y			y	y	y	n		n		n		n		n	y	0	

<<< SURVEY RESULTS >>>

in	1)	2)	75	10	3)	5y	10	4)	5y	10	5)	ag	no	ag	6)	ag	no	ag	7)	8)	yr	se
55	ch	x			n	n	n	n	n	y	n		n		y	35	y	50	n	y	8	
56	ch	x			y	y	y	n	y	y	y	45	n		y	45	n		n	y	5	
57	ca			x	y	y	y	y	y	y	n		n		y	35	n		n	y		
58	li	x			y			y			n		n		n		n		n	n		x
59	ca		x		y	y	y	y	y	y	n		n		n		n		n	y	2	
60	ch			x	y			y			n		n		y		n		n	y		
61	ch			x	y	y	y	n	n	n	n		n		y		y		n	n		
62	ch		x		y	y	y	y	y	y	n		n		n		n		n	n		
63	ch	x			y	y	y	n	?	?	n		n		y		n		n	n		
64	ch	x			y			y			n		n		n		n		y	y	0	x
65	as			x	n	n	n	y	y	y	n		n		y	37	n		n	y	5	
66	ch			x	n	y	y	y	y	y	n		n		n		n		n	y		
67	ch	x			y			y			n		n		n		n		n	n		
68	ch		x		n	y		y			n		n		y	40	y		n	y	4	x
69	ch	x			y			y	y	y	n		n		n		n		n	n		
70	ca		x		y	y	y	y	y	y	n		n		n		n		n	?		
71	li		x		y			y			n		n		n		n		n	n		
72	ch			x	n	y	y	y	y	y	n		n		y	35	n		n	n		x
73	ch	x			y	y	?	y	y	y	n		n		y	40	n		y	y	1	x
74	ca	x			y			y			n		n		y	50	n		n	n		
75	ch		x			y			y		y		n		y		n		n	y		
76	ch		x		y	y	y	y			n		n		n		n		n	n		
77	ot	x			y	n	y	y	y	y	n		n		n		n		y	y		x
78	ch			x	y	y	y	y	y	y	n		n		n		n		n	y	1	
79	ch		x		y			y			n		n		n		n		n	y	1	x
80	ch		x		y	y	?	y	y	?	n		n		n		n		n	y	1	x
81	se	x			y			y			n		n		n		n		n	n		
82	ch			x	y	?	?	n	?	?	n		n		n		n		y	y	1	x

Count:	82	82	33	26	23	80	55	51	72	62	53	82	9	82	1	82	32	82	3	82	82	30	18
Minimum:													35		65		35		50			0	
Maximum:													70		65		70		60			8	
Average:													48		65		41		55			3	

Questionnaire  
Second Career Employees

96 SURVEYS SENT OUT, 82 RETURNED, 85% RESPONSE RATE

1) Please indicate your present rank:

(52)	Chief	63%
( 1)	Assistant/Deputy Chief	1%
( 3)	Commander	4%
(13)	Captain	16%
( 8)	Lieutenant	10%
( 3)	Sergeant	4%
( )	Officer	
( 2)	Other: (please specify) _____	2%

2) Please indicate the approximate number of employees in your agency including sworn and non-sworn:

( )	Less than 25	
(33)	25 to 75	40%
(26)	75 to 100	32%
(23)	100 to 150	28%
( )	150 to 200	
( )	More than 200	

3) Do you feel that your department is experiencing declining pools of quality applicants?

(80)	Presently	yes 63	no 17	
		79%	21%	
(55)	Will in five years	yes 39	no 15	? 1
		71%	27%	2%
(51)	Will in ten years	yes 32	no 13	? 6
		63%	25%	12%

4) Do you feel that in the job market of the future, that second career employees will be a needed enhancement to applicant pools for law enforcement?

(72)	It is presently	yes 46	no 26	
		64%	36%	
(62)	Five years from now	yes 50	no 10	? 2
		81%	16%	3%
(53)	Ten years from now	yes 40	no 8	? 5
		75%	15%	9%

5) Does your department presently use a maximum age limit as a hiring criteria?

(82)	For sworn personnel	yes 72	no 10	
		88%	12%	
	If yes, what age?	Average 48		
		high 70/	low 35	
(82)	For non-sworn	yes 1	no 81	
		1%	99%	
	If yes, what age?	65		

6) Do you feel that age should be a factor in the selection of entry level applicants?

(82)	For sworn personnel	yes 39	no 43	
		48%	52%	
	If so, what age?	Average 41		
		high 70/	low 35	
(82)	For non-sworn	yes 7	no 75	
		9%	91%	
	If so, what age?	Average 55		
		high 60/	low 50	

7) Does your department presently use recruiting methods targeted to hiring second career employees?

(82)		yes 11	no 71	
		13%	87%	

If yes, for what type(s) of assignments? \_\_\_\_\_

\_\_\_\_\_  
If yes, what targeting methods are used? \_\_\_\_\_

(82)

If yes, in approximately how many years?      Average 3  
high 8/ low 0

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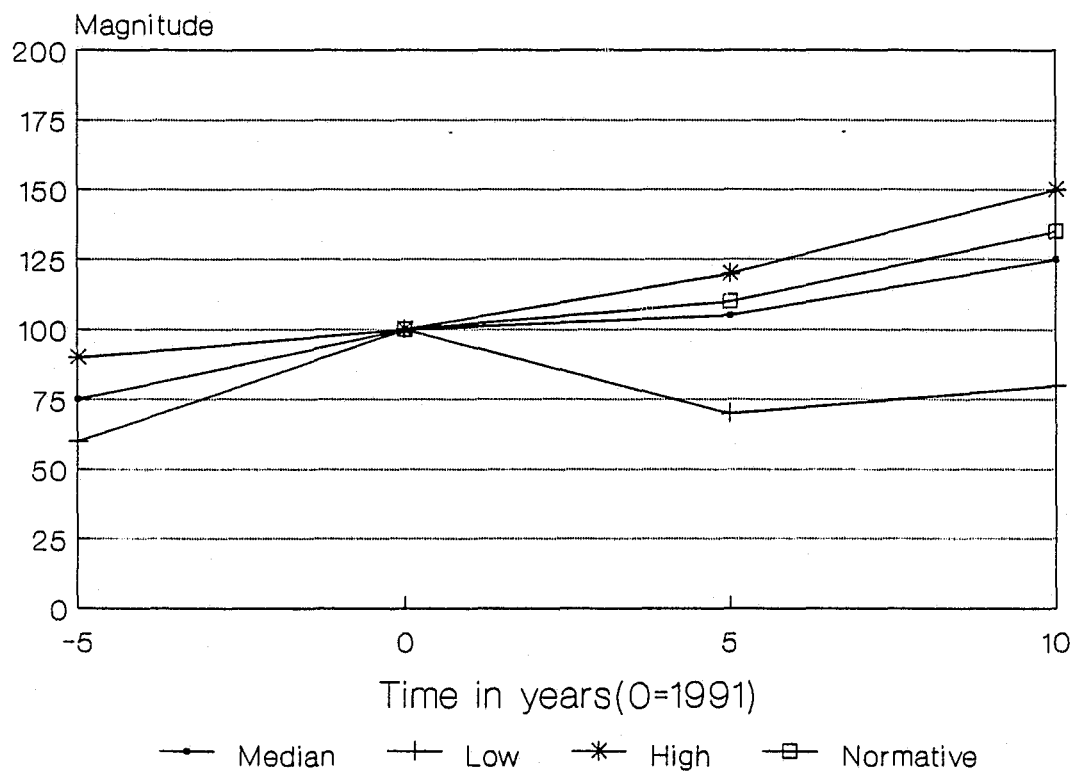
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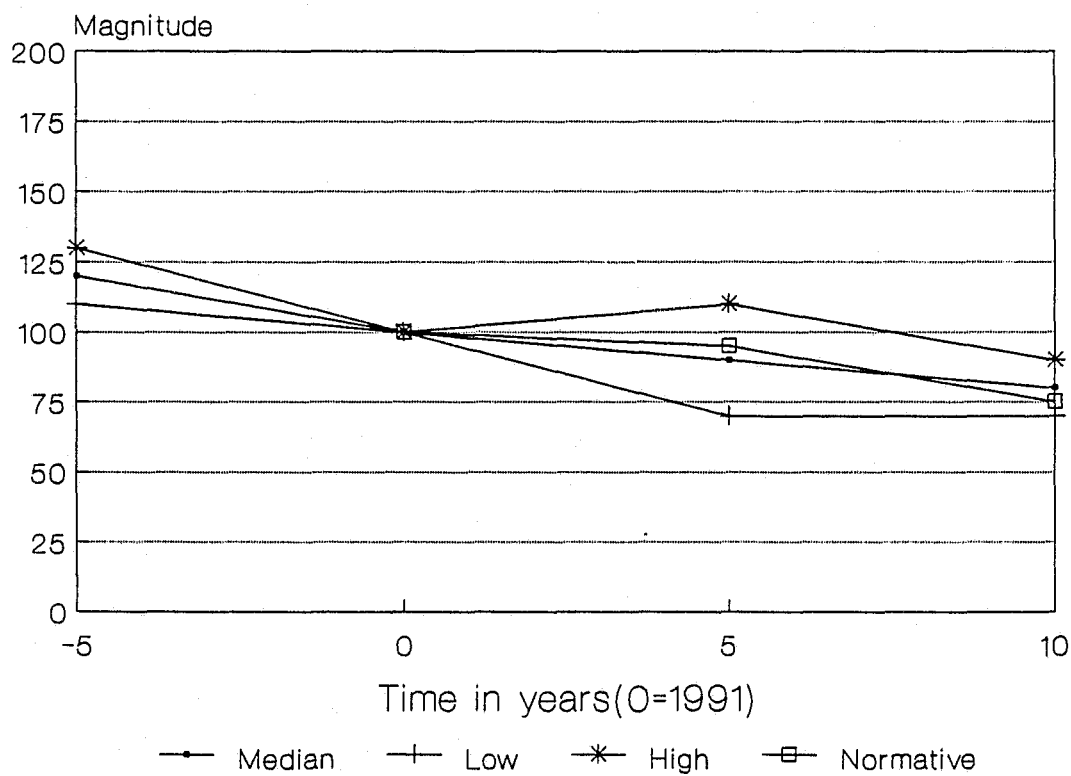
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## Appendix B

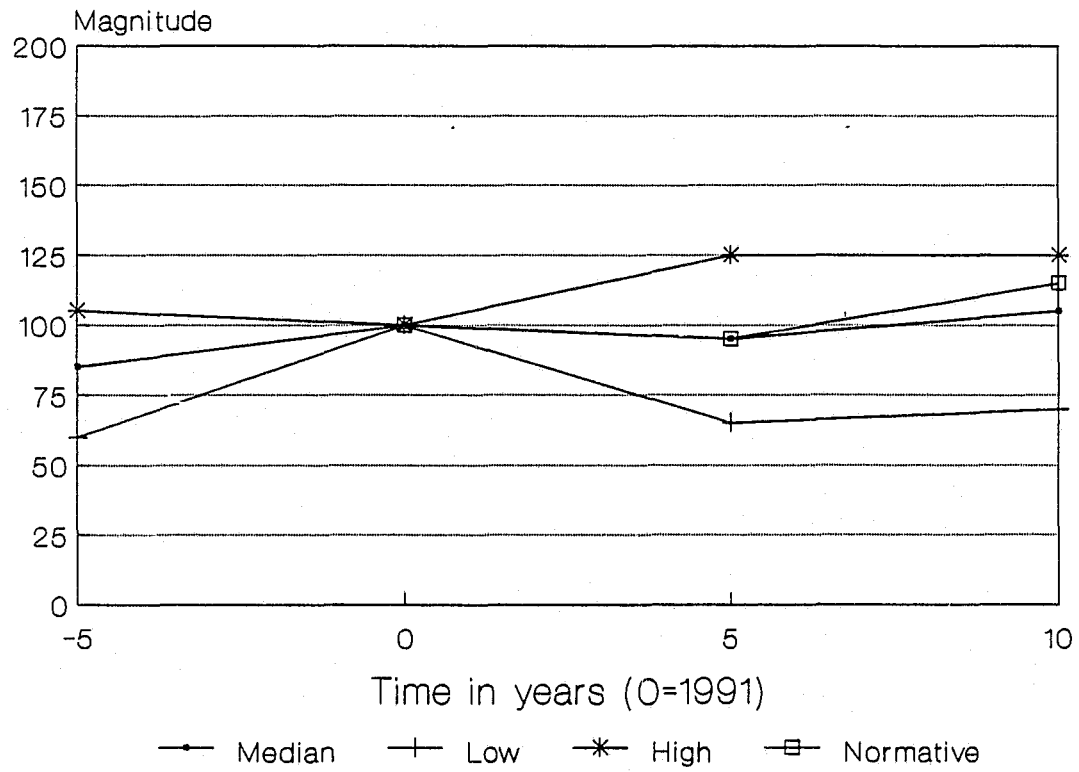
### TREND #1



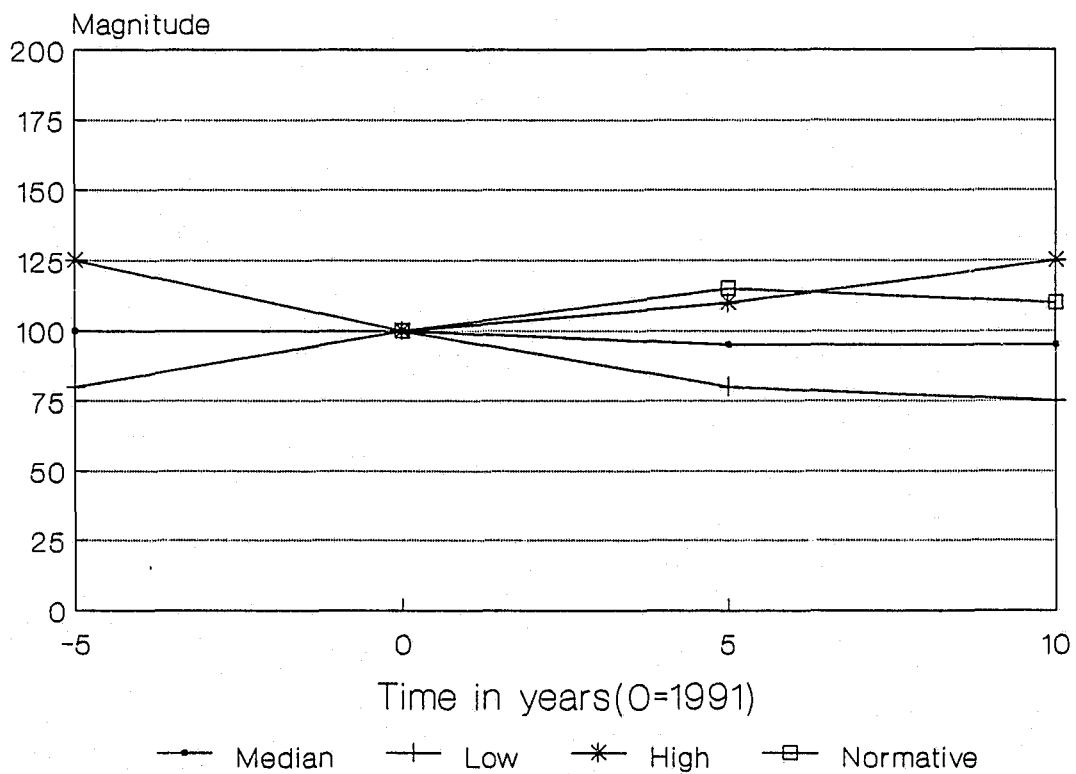
### TREND #2



## TREND #3

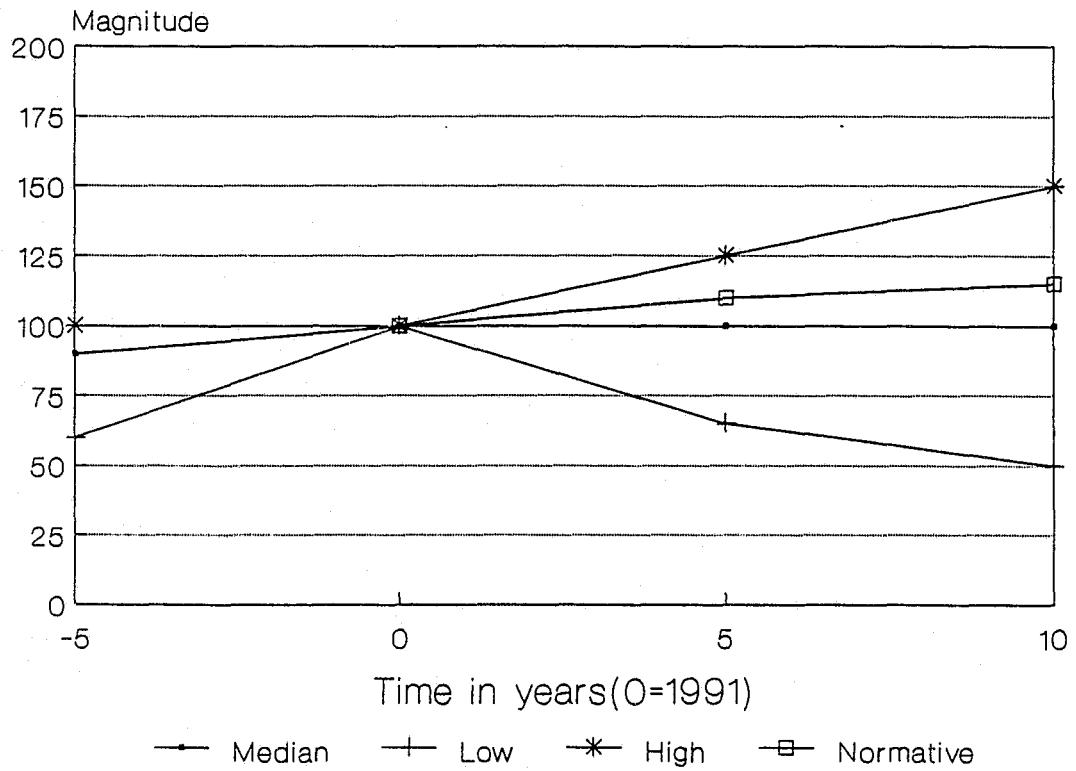


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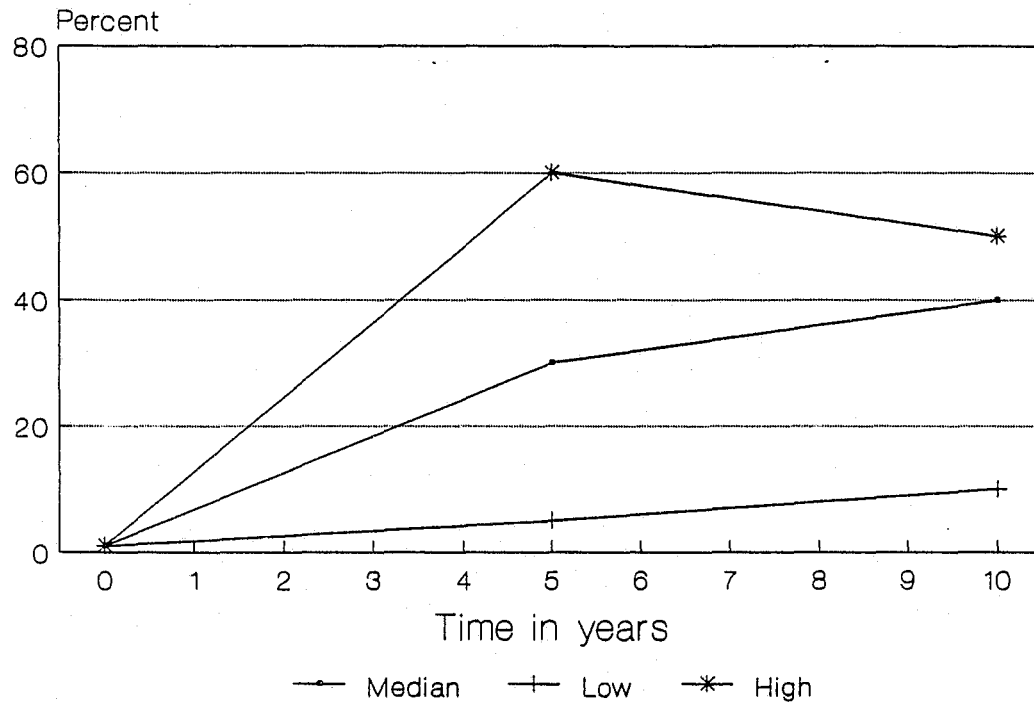


## TREND #5

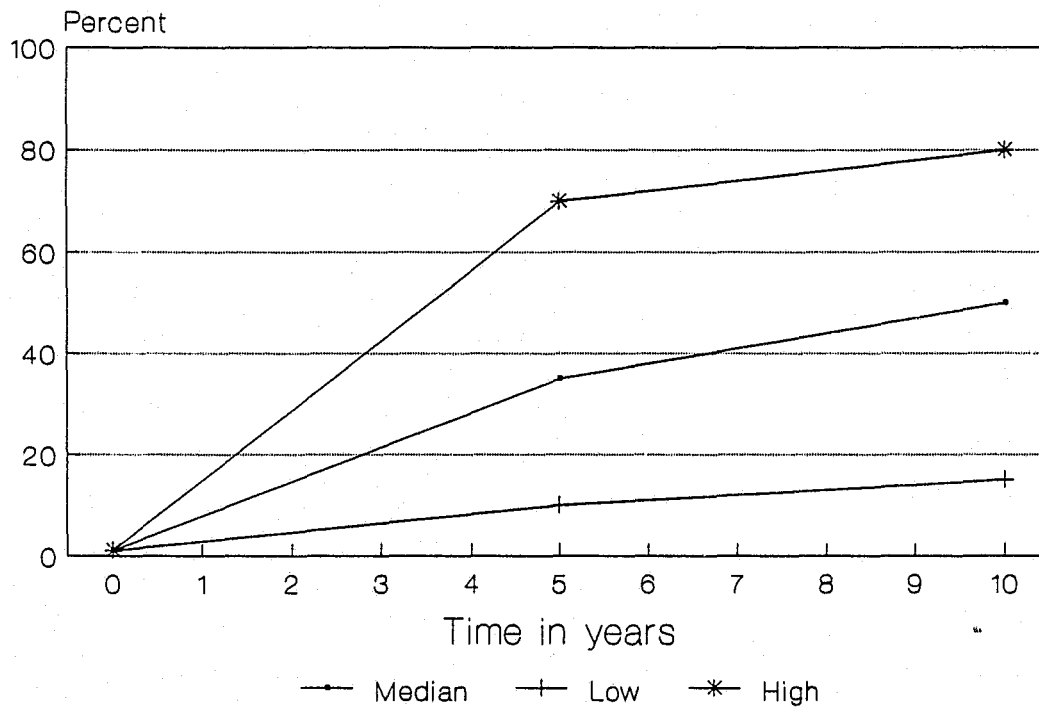


## Appendix I

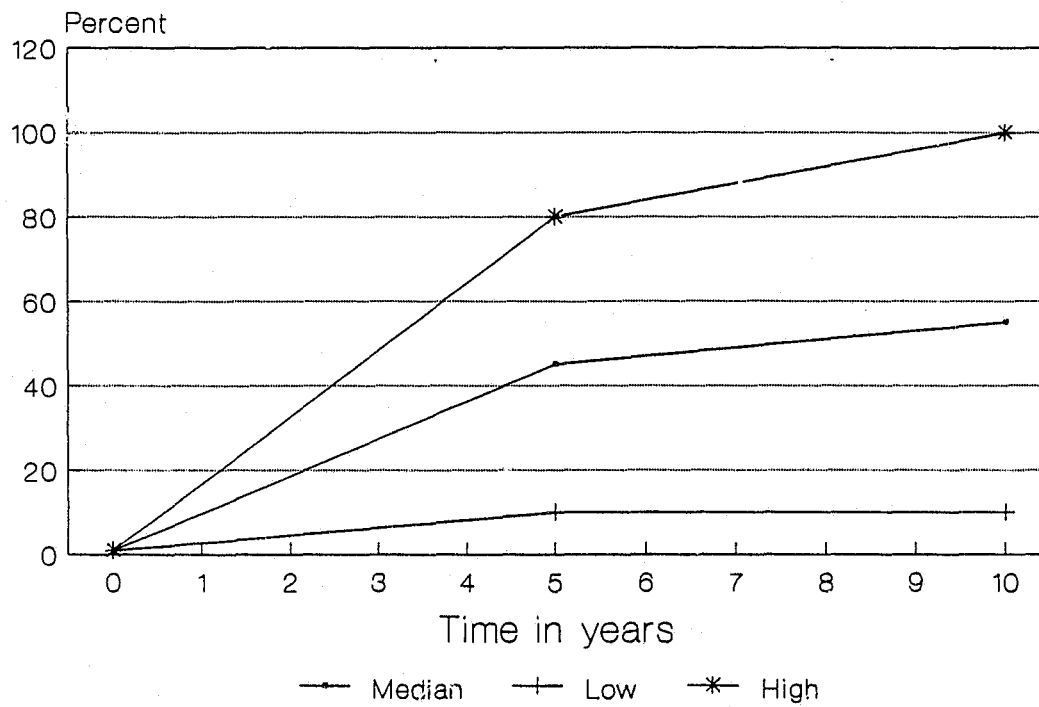
### EVENT #1 "Probability"



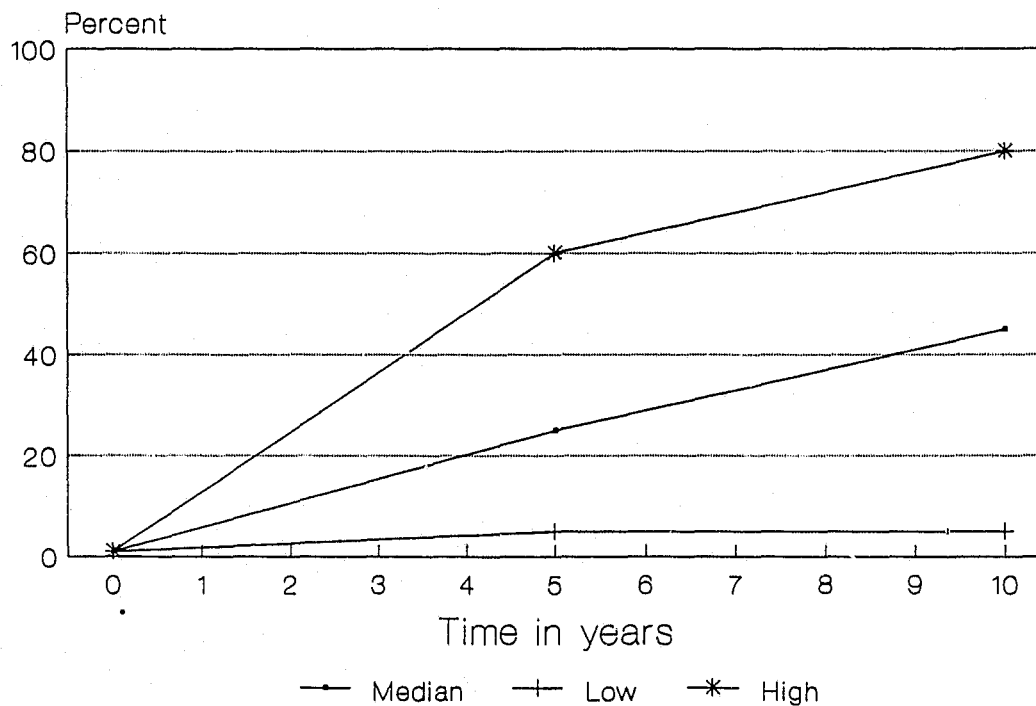
### EVENT #2 "Probability"



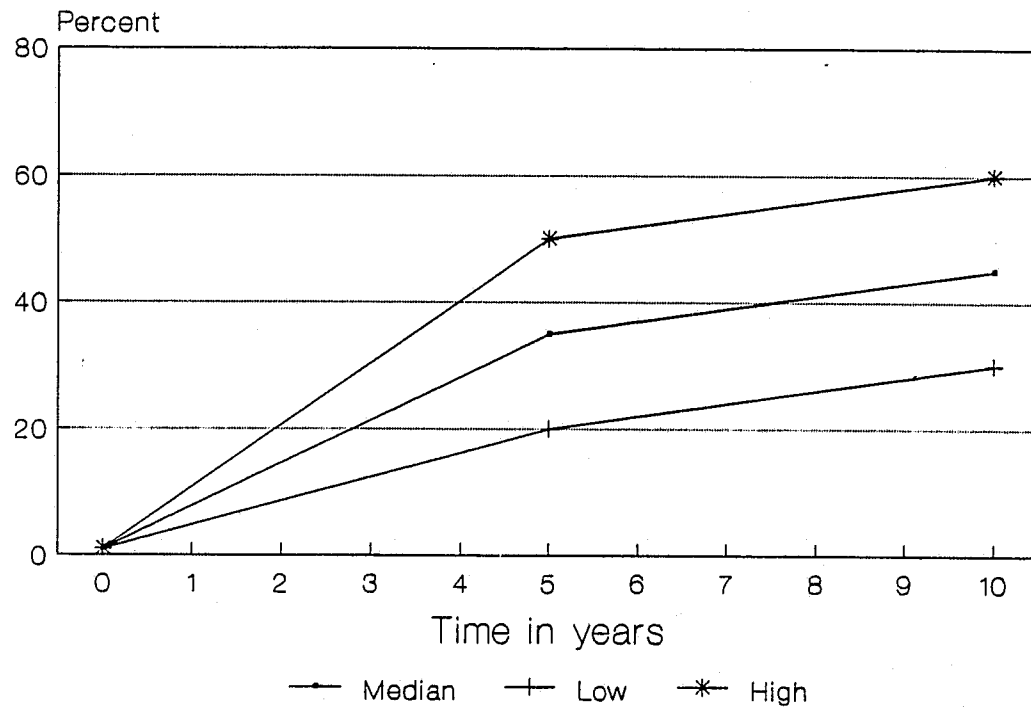
### EVENT #3 "Probability"



### EVENT #4 "Probability"

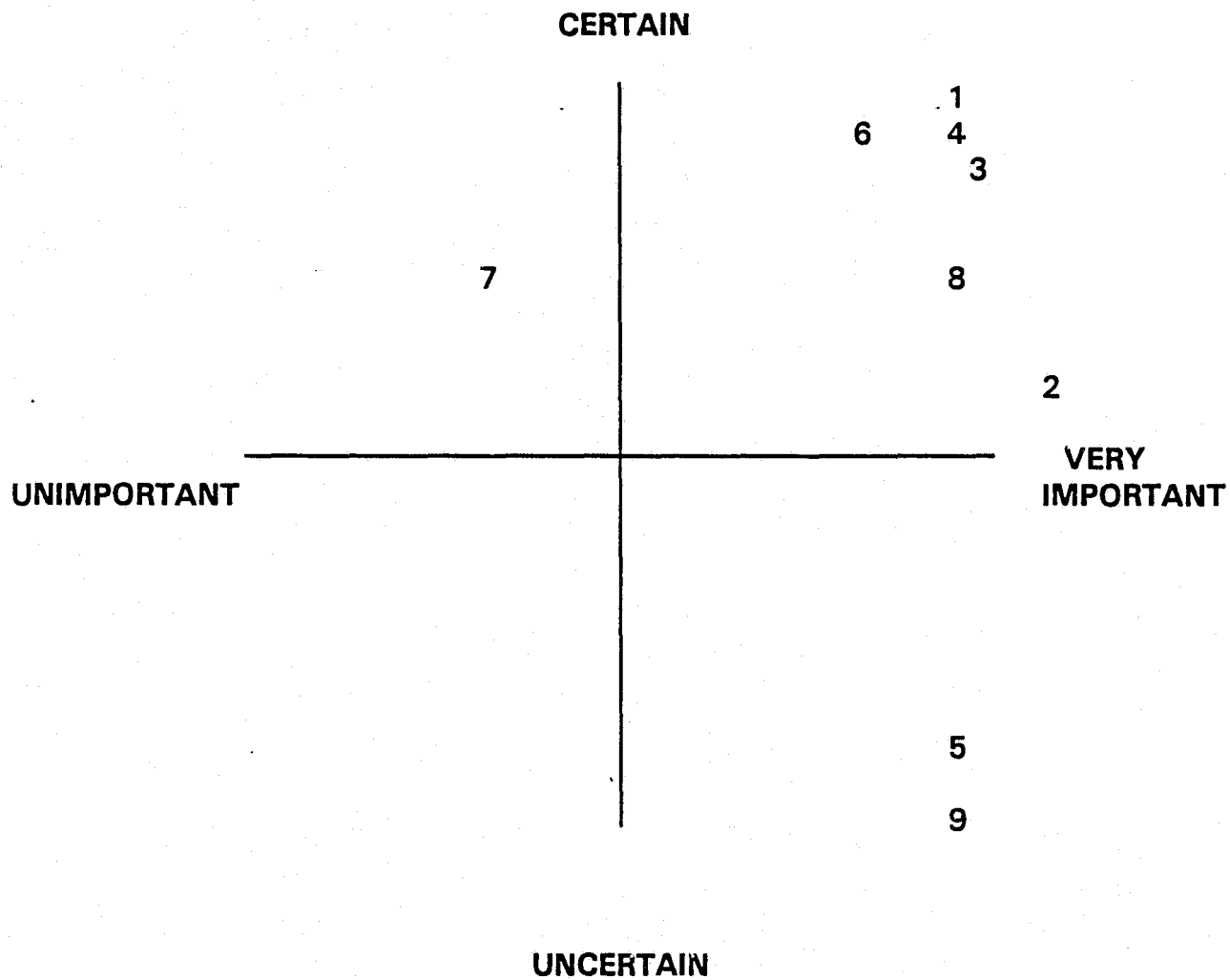


## EVENT #5 "Probability"



**CHART ONE**  
**Stakeholder Assumption Map**

**APPENDIX J**



1. City Administrator
2. City Council
3. Police Officers Association
4. Police Department Administration
5. Citizens
6. Finance Department
7. Police Department Non-Sworn Employees
8. Senior Citizen Special Interest Groups
9. First Career Applicants

## **APPENDIX K**

### **RESEARCH PANEL**

A panel of five persons assisted in several phases of preparing this study. The same group of persons was used at all times. Without their effort it would not have been possible to complete this project.

The panel was used in future forecasting and for the Nominal Group Technique. The panel assessed the environment in the situational analysis portion of the project. They also assisted in the alternative policy development and the Strategic Assumption Surfacing Technique.

Because a great deal of candor was required for situational analysis, the members of the panel were assured that they would remain anonymous. This much can be said about the panel; three of the members are in management positions in law enforcement and have considerable experience in all aspects of the field, one member is the owner of a private company and has experience in human resources management, the final member is a department head level city employee with experience in all aspects of human resource management.