



EMPLOYEE DEVELOPMENT COMMITTEE REPORT

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Montgomery County, Maryland Department of Police

Office of Community Policing

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EMPLOYEE DEVELOPMENT COMMITTEE

OFFICE OF COMMUNITY POLICING

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EMPLOYEE DEVELOPMENT COMMITTEE REPORT

I. PRELUDE

The Employee Development Committee was formed as an original sub-committee in the Office of Community Policing. The mandate of the committee was to examine the quality of work life of all police employees and to determine what, if any, voice they had in the establishment and implementation of policies which affect their jobs. The committee was to make recommendations concerning these issues which would be consistent with the goals, values and principles of community policing.

The work of the committee to this point has focused primarily on the following issues:

- Equitable treatment of all employees in the areas of promotion, transfers and career opportunities.
- Improved communications between employees at the same or differing levels in the department.
- Increasing levels of participation from all employees in the creation and implementation of policy.
- Development of a meaningful, constructive and fair evaluation system for all employees.
- Creation of a leadership philosophy for the department which emphasizes the benefits of encouraging all employees to reach their fullest potential.

The committee first met in August, 1992 to begin this project. While most of the members of the committee are sworn personnel, civilian employees and private citizens have played an active part in the creation of this report.

II. COMMUNICATION

The Employee Development Committee was directed to identify strategies that would enable the Department to achieve its goals and objectives for the successful implementation of community policing. The first of these objectives was to "develop and encourage a management structure of open communication at all levels of the department."

It is the policy of this department that the free, unrestricted flow of information and communications should be encouraged at all levels. Management will be as open and honest with subordinates as possible in all circumstances. As a general policy, communications should be as informal as the circumstances allow. In order to facilitate ease and efficiency in the communications process, certain procedures should be instituted and followed.

II.A *Types Of Communication*

- Lateral - whether the message is directed from officer to officer or bureau to bureau, lateral communication is essential to the concepts of teamwork and efficiency. Employees at all levels are directed to maintain open, honest and constructive lines of communication with employees at the same level. Such communication should generally be informal in nature.
- Vertical - communications from one level to another, upward or downward, are vital to the implementation of policies and procedures, the submission of complaints and suggestions and to the proper requisition of resources. Employees at all levels are directed to ensure that all such communications are directed to the proper office and that any barriers or impediments to the free flow of information are removed. Vertical communications may be either formal or informal in nature, as appropriate.

II.B *Methods of Communication*

- Personal - whether one-on-one or in a group meeting, personal communications are very effective for two-way flow of information. Supervisors are *directed* to hold frequent, regular meetings with all subordinates. The police chief should hold regular, weekly meetings with top departmental management to exchange views on current issues. Similarly, employees at the same level (working in the same office or beat) should meet often, informally, to discuss work issues and seek solutions to common problems.

- Memoranda - a memorandum is a more formal method of communication which would be appropriate when it is necessary to document an incident. Copies of the memorandum serve as a record of the communication for both the sender and the recipient. The use of memoranda for general communications should be discouraged because they are one-way, impersonal and relatively slow in nature.
- Written Directives - whether issued by the department, district or unit, directives are one-way communications which delineate policy and/or explain procedures.
- Newsletter - a departmental newsletter, distributed on a regular basis, can be of significant value to the communication process in any active organization. It should be a priority in this department. A well-prepared, quality newsletter could be an important element in the camaraderie and personal bonding essential to a successful organization. Newsletters serve to quell rumors, explain policies in a non-threatening manner and to remind employees that we are one team. Information concerning births, retirements and new employees put a human face on this large organization. Training topics, community policing successes and anecdotal information should be regular columns in the newsletter. District/unit commanders should be directed to assist the editors of the newsletter in the acquisition of information. This has already been addressed with the creation and circulation of the Chief's Weekly Bulletin and the bi-monthly Community Policing C.O.P. Report.
- News Releases - employees from this department should not learn about policy or personnel changes by reading about them in the newspaper. The Media Section should ensure that any such changes which are considered newsworthy have been disseminated to the entire department prior to issuing a press release. Employees should be encouraged to submit community policing "success stories" to the media as a means of establishing citizen support for the community policing principles as well as recognizing participating officers for their efforts.

- Video Presentations - It is the consensus of the committee that the department's video communications capability is vastly under-utilized. Obviously, video presentations are one-way communications which do not allow questions or comments but they are more informal and personal than memoranda or directives. As such, their use should be limited to training and other informational topics. Significant changes in policy, for example, should be announced by roll call video as well as by written directive. Video presentations should not be substituted for group meetings or teaching, in most circumstances, because they do not provide an opportunity for the viewer to ask clarifying questions or offer feedback.
- Beat books - due to the nature of the 24-hour police schedule, many officers who work the same patrol area have little or no contact with each other on a regular basis. The beat book is an excellent mechanism for these officers to relay important information to others. Beat books should be uniformly instituted at all districts. They should be "user friendly" so that employees will be encouraged to use them and they should be inspected on a regular basis by shift supervisors. The extent to which an officer uses his/her beat book should be noted in the performance evaluations.

II.C *Chain of Command*

Conscientious, motivated managers and supervisors need to know about communications directed between upper and lower levels of the department. In keeping with the department's desire to resolve conflicts and make decisions at the lowest possible level, it is imperative that managers have access to business correspondence which passes through their level.

The problem with the chain of command is that it has been, at best, a cumbersome maze and, at worst, a significant impediment to vertical communications.

As a solution to this problem, the committee recommends the following procedure to be implemented to enhance chain of command communications:

- Any memorandum directed from one employee to another through the chain of command should be duplicated by the originating employee (for his/her records). The original copy will be directed through the current chain of command for endorsement, comment or resolution.

- A common sense approach must be applied from that point on. Therefore, it will be the responsibility of the recipient of any memorandum to acknowledge to the sender receipt of same, either verbally or in writing, in a timely manner.
- If, after a reasonable time, no such acknowledgement has been received, the sender may contact the intended recipient directly to ascertain if the memorandum has gotten through.

III. PERFORMANCE EVALUATIONS

The committee was given the task of *developing a personnel appraisal system within the department consistent with the mission of community policing*. This became a very important issue when the recommendation was made to include work performance as a factor in the promotional process. The current performance appraisal system was examined and the following problems were identified:

- The current rating package is far too lengthy and cumbersome. Some personnel evaluations are 14 pages or longer and take hours to complete. This only serves to discourage the supervisor from using the system as it was intended.
- The content of the evaluation forms and the procedures for their completion vary from one district to the next. These inconsistencies cause confusion and may eventually lead to employee grievances.
- The current system does not provide any numerical scores and, therefore, cannot be used as an objective factor in a promotional system. Instead, supervisors are asked to judge whether the employee "exceeds", "meets" or falls "below" requirements in each performance dimension.
- New supervisors are given little real instruction on how to utilize the current personnel appraisal forms.
- Personnel development issues such as *career goals, training needs and work plans* are not addressed in the current evaluation system. These items are *essential* to a logical career development system.

The committee has designed the attached personnel appraisal forms as an *example* of what the new system should be like (Examples #1-4). If implemented, the forms should be accompanied by a *brief* rater's guide and training for all supervisors and managers.

The evaluator would assign a numerical score between one and seven in each of five categories. All scores must be accompanied by further explanation and/or documentation. Supervisors should be cautioned that they will be evaluated on how well they evaluate others. The supervisor will be responsible for developing a work plan with each employee which is designed to exploit the employee's strengths and improve areas of weakness.

The committee feels that the maintenance of a complete, well organized supervisor's log is essential to the completion of a proper and fair personnel evaluation. Currently, shift supervisors' log books are often incomplete, disorganized or simply non-existent. This is not solely the fault of the supervisors. Procedures proscribed under the LEOBR and accompanying labor agreements have made it very difficult and time consuming for a supervisor to keep a legally defensible notebook.

We have developed a Supervisor's Log sheet which should be "user friendly", consistent and legally correct (Example #5). It combines a simple documentation form with a "Memorandum of Notification". There is room for employee comments and signature. The committee recommends that the form be reproduced on carbon-less copy paper in duplicate so that the supervisor can give the employee a copy of the form on the spot.

Example 1

MONTGOMERY COUNTY, MARYLAND
DEPARTMENT OF POLICE
PERFORMANCE PLANNING AND APPRAISAL FORM

Employee's Name (last, first, mi.)

Rank

ID#

Assignment:

Bureau

Unit

Shift

Supervisor's Name

Rank

ID#

Appraisal Period

From:

To:

Reason for Appraisal:

Increment___

Prof. Advancement___

Work Plan___

Merit Status___

Anniversary___

Progress Review___

Today's Date:

Date of last evaluation:

Training during evaluation period:

Temporary assignments/Transfers
during evaluation period:

Awards/Commendations
during evaluation period:

Disciplinary actions taken
during evaluation period:

PROGRESS FROM PREVIOUS WORK PLAN:

NEW WORK PLAN:

PERFORMANCE PLANNING AND APPRAISAL FORM
PATROL OFFICER

EMPLOYEE: _____

PATROL ACTIVITIES: Response to calls Use of police radio Criminal law enforcement Traffic law enforcement Investigates suspicious activity Pro-active routine patrol Assists other officers	1 2 3 4 5 6 7 _____ Justification: _____ _____ _____ _____ _____
COMMUNICATION SKILLS: Oral communications skills Use of telephone Use of computer/CAD Report writing skills Other writing skills	1 2 3 4 5 6 7 _____ Justification: _____ _____ _____ _____
PROBLEM SOLVING: Problem identification/analysis Seeks creative solutions Effective use of resources Use of beat book	1 2 3 4 5 6 7 _____ Justification: _____ _____ _____
WORK HABITS: Dependability Personal appearance Officer safety Care and use of county equipment Punctuality Ability to work well with others	1 2 3 4 5 6 7 _____ Justification: _____ _____ _____ _____
COMMITMENT TO COUNTY/DEPARTMENT: Courtesy / sensitivity to public Crime prevention activities Non-discrimination toward others Personal initiative/job interest Dedication to citizens/businesses Willingness to accept directions, orders and constructive criticism	1 2 3 4 5 6 7 _____ Justification: _____ _____ _____ _____ _____

TOTAL EVALUATION SCORE _____

Example 3

PERFORMANCE PLANNING AND APPRAISAL FORM
SUPERVISORS AND MANAGERS

EMPLOYEE: _____

SUPERVISORY ACTIVITIES:	1	2	3	4	5	6	7
Response to important calls							
Monitoring police radio							
Reviewing/correcting documents							
Internal investigations							
Conducting roll call							
Evaluating employees							
Inspecting personnel							

COMMUNICATION SKILLS:	1	2	3	4	5	6	7
Oral communication skills							
Use of telephone							
Use of computer/CAD							
Effective writing skills							
Employee motivation skills							

PROBLEM SOLVING:	1	2	3	4	5	6	7
Problem identification/analysis							
Seeks creative solutions							
Effective use of resources							
Takes appropriate risks							

WORK HABITS:	1	2	3	4	5	6	7
Dependability							
Personal appearance							
Officer safety							
Care and use/county equipment							
Punctuality							
Effective team building skills							

COMMITMENT TO COUNTY/DEPARTMENT	1	2	3	4	5	6	7
Courtesy/sensitivity to public							
Ensure open communications							
Non-discrimination toward others							
Personal initiative/job interest							
Ability to take/give directions, orders and constructive criticism							
Dedication to citizens/businesses							

TOTAL EVALUATION SCORE _____

PERFORMANCE PLANNING AND APPRAISAL FORM

EMPLOYEE: _____

SUPERVISOR'S COMMENTS: _____

Supervisor's signature

Date

REVIEWER'S COMMENTS: _____

Reviewer's signature

Date

EMPLOYEE'S COMMENTS: _____

Employee's signature

Date

RECOMMENDED / REQUESTED TRAINING OR TEMPORARY ASSIGNMENTS: _____

EMPLOYEE'S CAREER GOALS: _____

IV. DECISION MAKING

The Employee Development Committee was directed to recommend ways to *decentralize department decision making to ensure that this process occurs at the lowest possible level*. This is the essence of employee *empowerment* - the delegation of authority and responsibility to analyze problems and determine solutions. For too long, decisions have been made and policies implemented at the top of the rank structure with little input from those employees who eventually carry out the procedures.

The top management of the department must realize that those employees nearest to the problem are best suited to make an accurate diagnosis and find the most workable solution. The officer on the street is the *expert* and he/she should be trusted to get the job done.

The current Field Operations Manual is approximately three inches thick and covers virtually any situation which may arise. It is *far* too much information to reasonably be retained by any officer and, as such, should be used only as a reference. Some policies, such as *Use of Force, Vehicular Pursuits* and *Criminal Arrest Policy and Procedures* should be locked into the memory of every officer. Many other directives, however, simply "legislate" common sense.

Employees should be encouraged to use their own common sense and initiative to solve problems - unfettered by restricting directives or micro-managers. If the officer should decide upon a particular course of action and it fails, his/her supervisor should ensure that the officer learns from that mistake and tries again. If such a decision is made in good faith and grounded in common sense, there should be no criticism of the employee. If it is determined that an employee cannot make a good decision without supervision, that fact should be noted in his/her personnel evaluation and remedial action should be undertaken.

Supervisors and managers must retain some degree of oversight, as they are ultimately responsible for actions of their subordinates. This in no way, however, should limit the degree to which supervisors encourage risk taking and promote empowerment of employees.

V. PROMOTIONS

No other issue has caused as much employee dissatisfaction and personnel grievances during the past decade as the promotion policies in this department. This committee was given the responsibility of developing *equitable hiring, promotional practices, and career opportunities within the department consistent with community characteristics and needs.*

We identified the following areas of concern:

- Lack of connection between performance quality and promotion
- Lack of adequate training for successful test taking
- Lack of feedback after testing process
- Lack of supervisory training
- Direct promotion from PO III to Sergeant
- Inconsistent/unfair selection process
- Affirmative Action procedures

The first recommendation of the committee would be to seek a contractor for a comprehensive job analysis which could be used for three purposes: (1) to ensure the validity of our performance appraisal plan; (2) set criteria for promotional eligibility; and, (3) develop a valid promotional examination.

The following recommendations have been made by the committee regarding promotions:

- Performance evaluations should be a factor in the promotional process. Many of the skills, abilities and attributes demonstrated by the candidate on a daily basis are directly applicable to his/her eligibility for increased responsibility. A candidate's performance in a two hour promotional process should not be the sole factor which determines whether or not he/she will be considered for promotion.

- The department should provide training and advanced instruction on *how* to compete in a promotional process. Some officers are highly qualified to assume the responsibilities of the next rank but simply do not do very well in the testing process. This will enable the serious candidate to prepare for the testing process in such a way as to present him/herself in the best possible light.
- Some consideration should be given to making length of service and/or time in grade a factor in the selection process. The committee was not able to reach a consensus as to what weight such experience should be given but it should be considered as a tie-breaker, at least.
- Once a candidate has competed in the promotional process for any rank and has received a score, he/she may retain that test score for that promotional process *plus two more processes at the same rank* without having to take the test again. The candidate *may* take the test again in order to improve his/her test score and standing on the promotional list but will risk attaining a lower score (and exclusion from the new list). The rationale behind this procedure is that once an employee's skills have been measured in a promotional process, it is unlikely that those skills would be significantly diminished a year or two later. An exception to this policy should be made if the basic requirements/KSA's for that rank change substantially.

If, after the third promotional process, the employee has still not been promoted, he/she would be required to take the test again to be included on the new promotional list.

The employee *will* receive a new promotional potential rating and performance evaluation for each promotional process so his/her *final promotional score* may change. This policy only affects the candidate's score in the promotional test, assessment center or interview process.

For example, a corporal participates in the promotional assessment center for sergeant and receives the following scores:

ASSESSMENT CENTER -	48 (out of a possible 50)
PERFORMANCE EVALUATION -	33 (out of a possible 35)
PROMOTIONAL POTENTIAL -	11 (out of a possible 15)
FINAL SCORE -	92 (out of a possible 100)

If, during the next two years, this candidate is not promoted, he may *retain* the assessment center score of 48 without having to go through another assessment center. He will, however, receive new performance evaluations and a promotional potential rating. His next final score may change:

ASSESSMENT CENTER -	48
PERFORMANCE EVALUATION -	34
PROMOTIONAL POTENTIAL -	13
FINAL SCORE -	95

V.A. *Selection Process*

The selection process is certainly the most controversial and criticized area of the promotional process. Under the existing County personnel regulations, the "appointing authority", in our case, the Police Chief, "may select any candidate from the highest rated category" for promotion. He is given a number of factors which he *may* consider. The problems associated with making promotional selections out of rank order include:

- Candidates with higher test scores are "passed over" without explanation. This can be devastating to the affected employee who generally has no idea why he/she was not selected.
- This practice gives the appearance of favoritism. Historically, personnel assigned to headquarters and other specialized units have been picked for promotion over those in the patrol units.

- Unless specific, articulable criteria was used for selection, the process has been judged as inappropriate by the Maryland Appeals Court. Those cases appealed and won by employees in the past decade have cost the county close to one million dollars. More importantly, scores of police officers "owe" their promotions to the courts, not the department. This has a negative effect on the morale and loyalty of those employees.

It is the recommendation of this committee that:

- Promotions for the ranks of Corporal, Sergeant and Lieutenant should be made in list order (final scores including combining any test scores, performance evaluations, seniority points, etc.) unless documented performance/discipline factors are present.
 - Corporal
 - multiple choice test - 65%
 - performance evaluation - 35%
 - tie breaker - protected class status
seniority
academy class standing
 - Sergeant
 - assessment center - 50%
 - performance evaluation - 35%
 - promotional potential - 15%
 - tie breaker - protected class status
time in grade
seniority
score in Basic Supervision class
 - Lieutenant
 - interview board - 50%
 - performance evaluation - 35%
 - promotional potential - 15%
 - tie breaker - protected class status
time in grade
seniority
score in Basic Management class

- Captain / Major
 - interview board - 50%
 - performance evaluation - 35%
 - promotional potential - 15%
 - tie breaker - protected class status
time in grade
seniority

 - Promotions to the ranks of Captain and Major should be made at the discretion of the Chief. Each candidate should be given the opportunity to submit a resume and the Chief should conduct a personal interview of all candidates, if practical. If the Chief decides to "pass" a candidate with a higher examination score in favor of one lower on the list, he should be *encouraged* to explain to the employees on the promotional list why the selection was made and what any "passed over" employee can do to improve his/her chance of being selected for the next opening. This is an essential element of career development and a responsibility of managers to develop subordinates.

 - There was some discussion that the department should attempt to remove the rank of Lieutenant Colonel from the Merit System by changing the current Merit Law. The Lieutenant Colonel serves as the Deputy Chief and, as such, should be appointed by and serve at the pleasure of the Chief. He/she should be selected from those executive officers at the rank of Captain and above. The committee was unable to reach a consensus on this point. One alternative was to create an appointed DEPUTY CHIEF position. This non-merit individual would serve as the Chief's representative and assistant. The Lieutenant Colonel would be the "Chief of Operations" and would manage the day-to-day operations of the department. Further exploration of this idea may be considered by a more appropriate Community Policing Sub-committee.
- In the interim, the procedure used for selecting Captains and Majors should be followed for Lieutenant Colonel.
- The "Promotional Potential Rating" should be jointly prepared by the candidate's two immediate supervisors. Factors which should be taken into consideration should include:
 - applicable training classes completed
 - leadership qualities displayed
 - input from subordinates

V.B. *Affirmative Action*

The Montgomery County Government and the Department of Police are committed to an affirmative action plan with specific emphasis on hiring and promotion. The committee feels that such a plan is vital to the concepts of fairness and equality to all employees. It is important that minority and female officers in the lower ranks realize that they have a chance to attain higher ranks and/or assignments to specialized units.

While there exists within the department and the county government a great deal of *policy* concerning affirmative action in promotional/career opportunities, there are no specific *procedures* set forth for implementation of those policies. Historically, "protected class" status has been used as a *tie-breaker* where all other factors are equal. The committee feels that the department should take a more aggressive stance toward our affirmative action policy. Our recommendations are two-fold:

- The Chief may deviate from the numerical order of the promotional list in order to select a candidate who is of a protected class. He/she may not, however, skip over more than 25% of the candidates on the list at any time. For example, if there are 40 candidates on the well qualified list for sergeant, the chief may select any candidate in the first ten for affirmative action reasons.
- Affirmative action considerations should be specific to each rank. That is, the actual representation of each protected class at each rank level should be considered during promotional selection. For example, if there are 25 lieutenants in the department and seven are African-American and only two are female. Greater consideration should be given in this case to promoting a woman even though both females and African-Americans would be *generally* considered "protected class" employees.

This affirmative action plan should remain in effect until such time as all "protected classes" are represented in all ranks of the police department to the same extent as they are represented in the community.

V.C. *Training Requirements*

The committee believes that quality training should be provided and *required* for promotional candidates. No employee should be promoted to a higher rank until such time as he/she has successfully completed this training. Currently, an employee is usually sent to supervisory training long after the promotional ceremony. While the committee could not reach a consensus on whether or not the training should be completed prior to *participating* in a promotional process, there was a firm agreement that the training must be completed prior to actual promotion.

The *quality* of the training should be improved. Traditionally, county officers have been sent to Maryland Police Training Commission mandated classes which are usually held at remote locations around the region. These classes are designed with the "generic" sergeant or lieutenant in mind and are, frankly, below the standards set by this department. The Training Section should invest the time and resources to offer supervisory training specifically designed for Montgomery County Police personnel.

There should be "Basic Supervision" and "Basic Management" courses held on a regular basis and available to any employee seeking advancement to those positions. In addition, there should be specialized classes on the following topics as *elective* classes for both prospective and existing supervisors/managers:

- Conflict Resolution
- Effective Communications Skills
- Team Building
- Handling Citizen Complaints
- Internal Investigations / Progressive Discipline
- Problem Identification and Solving Skills
- Career Counselling for Subordinates
- Public Speaking
- Sexual Harassment
- Supervisor's Role in Community Policing
- Tactical Decision-making
- Training and Development of Subordinates
- Effective Use of Employee Performance Appraisals
- Supervision in a Labor-Management Environment
- Effective Business Writing Skills

Successful completion of any of the above-listed classes should be considered as a factor in personnel evaluations and should play some part in the promotional selection process (see "Selection for Promotion" section).

VI. CAREER DEVELOPMENT

The current "career development" system was found to be haphazard, inadequate and susceptible to cronyism. Specifically, there is no "career map" which can direct an employee from his/her current position to the one he/she seeks. Under the current system, for example, a PO III in patrol is usually chosen for a specialized assignment on the basis of a recommendation of an officer in the unit. Another officer may be much more qualified for selection to the unit by virtue of his education, training and experience but, if he does not "know the right people", he will not be selected.

A recruit leaving the academy may have an interest in criminal investigations or K-9 but *no one* in this organization can accurately tell that recruit how to attain such a position.

The committee was also asked to make a recommendation concerning the mandatory rotation of patrol officers in this department. We debated the issue at length, examined the alternatives and set forth our suggestions in this section.

Affirmative action goals play an important part in career development, both in selection for promotion as well as selection for specialized assignments. In both cases, it should be considered as the *first* tie breaker when all other factors are equal.

We also made recommendations concerning career development for civilian police employees. We found that, due to their areas of specialization and differing employee classifications, this was not a simple task. Deficiencies were noted, however, and our recommendations are included in this section.

VI.A. *Career Development Proposal*

The purpose of this proposal is to recommend a new career path/rotation policy for this Department. This plan was designed by the Employee Development Committee (Office of Community Policing) and provides for structured horizontal and vertical mobility for sworn and civilian employees.

Essentially, the plan involves a four-tiered system through which an employee would move toward his/her chosen career goal. It is a step-by-step process which involves education and gradually increasing commitment to a specialized field.

Upon graduation from the Police Academy, the new PO I will spend his/her first two years on regular street patrol. During this period, the new officer will become comfortable in the police role, gain an understanding of the Department as a whole, and gravitate toward an area of special interest.

After advancement to PO II, the officer will be given the opportunity to explore a career path in a specialty field. The first step on this path would be to enroll in and attend an in-service training class developed and taught by officers from the specialty unit of choice. This class should be certified through the Police Training Commission to qualify for mandated in-service training credits. The training class would serve as an orientation and basic education course as well as satisfy in-service training requirements for the state.

Once the officer has completed the orientation class in a particular field, he/she would then be eligible for a 90-day temporary assignment in that unit. Selection for such temporary assignments would be based on several factors, including length of service, affirmative action goals, test scores from the training class, and recommendations from the officer's immediate supervisor. During this short term assignment, the officer will learn about the unit and judge his/her interest and aptitude in that field. At the end of the tour, the unit supervisor and the officer will evaluate the officer's ability and potential for future, longer term assignments in the unit.

Once the officer has completed the temporary assignment, he/she would be eligible for a rotating, three year position in the unit. Every specialized unit would have a pre-set number of rotating positions — perhaps 25% of the authorized positions should be rotating. Selections for these positions would be based on seniority, affirmative action goals, evaluations during the temporary assignment, and recommendations of supervisors/commanders.

Rotating assignments are important for several reasons. First, it gives the officer an opportunity to work in a specialized unit for an extended, specified period of time. The employee should be able to prove his/her worth to the unit during that time. When the rotation period expires, the officer will return to a patrol shift without grievance or complaint.

The knowledge, skills and professional contacts acquired during the rotation period will benefit the patrol shift. Over time, each shift should include on its roster specialists in several fields. This diversification of skills will serve to improve the patrol function in the department.

Additionally, rotating positions translate into regular, predictable openings in specialized units. This should encourage patrol officers who desire opportunities to move their careers in a specific direction.

Finally, when the officer completes the three year rotation, he/she will be eligible for a more permanent "regular" position in the unit. Again, seniority and previous evaluations from the rotating assignment will serve as the basis for selection.

An officer in one career track who wishes to pursue another path must return to patrol and begin at the training/orientation level.

There are some necessary alterations to this system in special cases. For example:

- The length of rotating assignments in the K-9 section will vary depending on the dog/handler team. We would not advocate rotating a successful K-9 team out just because three years had passed.
- The career paths to specialized investigative units (i.e. Homicide/Sex) should lead through the District Investigative Units first. A prerequisite for selection to one of the specialty detective units should be regular or rotating assignment in a District Investigative Section.
- There are no regular positions in S.I.D./Narcotics. Due to the nature of that assignment, all investigator positions are subject to a 1-5 year rotation. This should not change.

A recommendation of the Committee is that rotating positions be "grandfathered in" in most cases. An employee in a regular position should not be told suddenly that his/her position is now of a rotating variety. This would have a negative effect on morale.

Supervisors and executive officers should be included in this policy to a limited extent. While it would be impractical and unwise to create three-year rotating supervisory and management positions, the implementation of a training and temporary assignment policy for Sergeants and Lieutenants would be very beneficial. Currently, supervisors and managers can transfer from patrol assignments to specialized units having absolutely no experience in that area. Consequently, they lack credibility with their subordinates and have no basis upon which to judge the work of those they supervise.

A supervisor or executive officer who has completed a temporary assignment will return to his/her regular position with expertise to share as well as a more global appreciation for the work performed in the department.

Additionally, the added staffing at the supervisory/management level can serve to augment the department complement in unanticipated situations. For example, if a Lieutenant in charge of a specialized unit was suddenly disabled by a medical condition, a trained and experienced alternate could fill that position immediately from the "rotation pool".

Finally, such a reserve squad of supervisors and managers would enable the department to replace officers attending long term training assignments (i.e., FBI Academy).

A "vertical" career path may be selected by any officer which would lead to promotional opportunities via the competitive procedures. Any officer above the rank of PO II may, in lieu of in-service training in a specialty field, attend classes which prepare him/her for the next promotional level.

It should be noted that patrol is also a career path. "Patrol Specialists" will have training as field training officers, breathalyzer and radar operators, latent print technicians, etc. Upon completion of requisite training courses and field experience, he/she would receive special designation as a "Patrol Specialist", complete with uniform insignia and other privileges. (A more detailed explanation of the Patrol Specialist position is addressed separately in this proposal.)

Career Development for non-sworn police employees who are uniformed - Police Technicians in ECC plus Police Service Aides in TRU, Abandoned Auto Unit and at the Districts - is addressed separately in this proposal.

The advantages of the proposed system are significant:

- The current plan is very haphazard and unstructured. New employees have no idea how to pursue career goals. Selections for specialized units are made, in many cases, according to "who you know". This is contrary to merit system principles and detrimental to the mission and morale of the Department.

Under the proposed system, such decisions would be based on education, seniority, supervisor's recommendation and affirmative action goals.

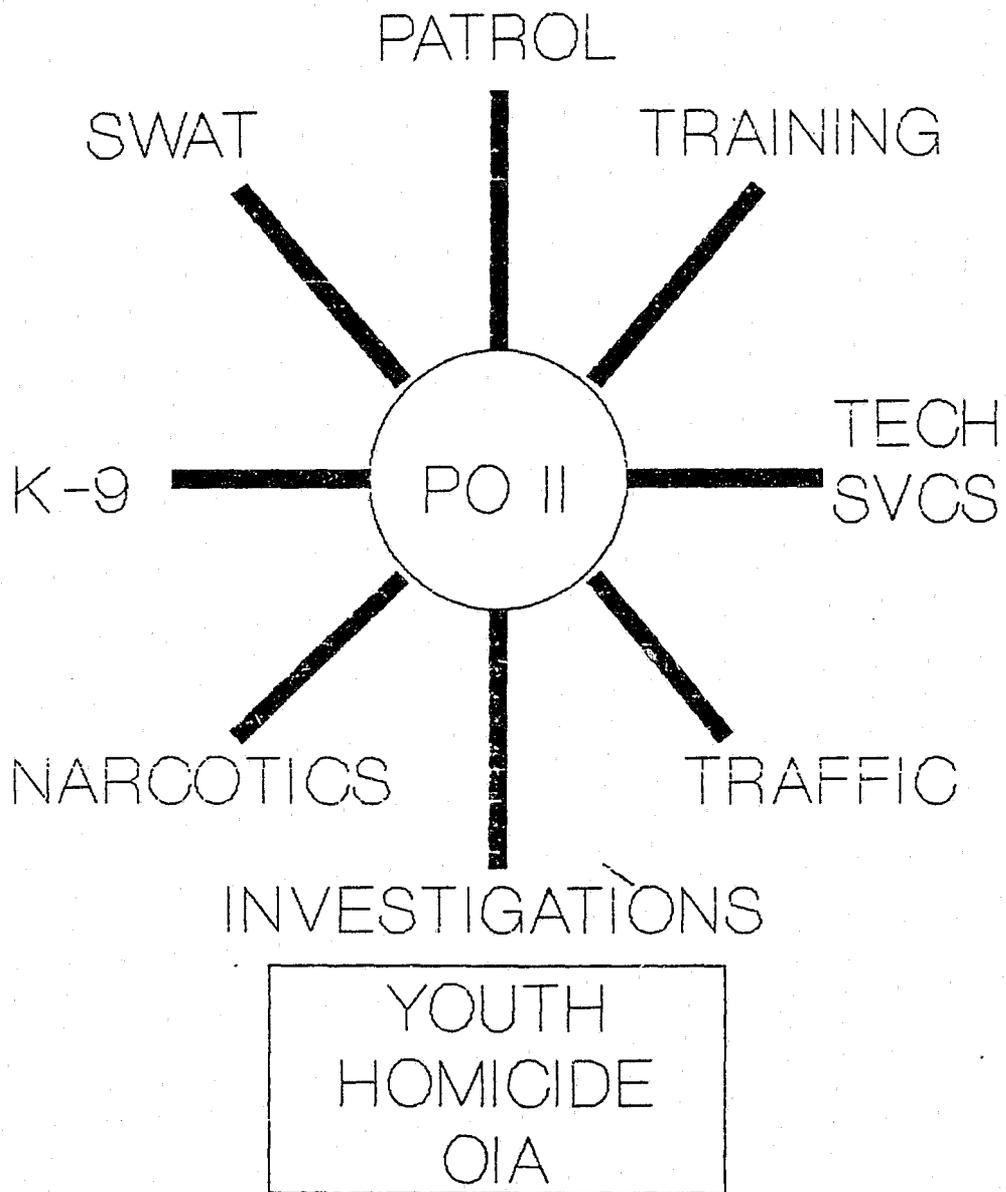
- With a strong rotation policy and more temporary assignments, officers will be returning to patrol with knowledge and experience to share with newer officers. This will serve to improve and encourage the uniform ranks.
- If part of the decision concerning suitability for transfer is based on a recommendation from the supervisor and/or performance evaluations, ambitious employees will be encouraged to work harder and be more productive.
- In virtually every police agency in the country, uniform patrol is considered the lowest, least respected rung on the career ladder. A "Patrol Specialist" designation should help change that image in Montgomery County. Furthermore, patrol officers will have added incentive to seek educational opportunities rather than wait for training assignments.
- The in-service training programs designed and run by officers in the specialty units will receive much of that state mandated responsibility from the PSTA staff.

The full cost of implementation of this career development system will be 35 patrol officers (one per patrol shift), five Sergeants (one per district), and two Lieutenants. This will allow for seven patrol officers and one Sergeant to be on temporary assignment from each district at any time. That computes to 32 three-month temporary assignments per station per year.

The supervisory/management "rotation pool" should include five Sergeants and two Lieutenants. That will allow each shift Sergeant and patrol Lieutenant the opportunity to fill one 90-day temporary assignment every two years.

Nothing in this plan would preclude the Chief from transferring an officer with special skills or knowledge into a specialized unit on a temporary basis in exigent circumstances.

CAREER PATH NETWORK



PROPOSED CAREER PATH PLAN
Employee Development Committee

SWAT	K-9	ACADEMY	TECH. SERV.	SAT	TRAFFIC	SID	INVEST.	PATROL	
			FIFTH LEVEL Advanced Specialty Position					HOM/SEX FRAUD YOUTH	
			FOURTH LEVEL Long-term (Permanent) Position					DIST. INVEST. SECTION	
			THIRD LEVEL Three Year Rotating Position						Minimum 5 Years Patrol Exper.
			SECOND LEVEL 90 Day Temporary Assignment						ID Sect. Traffic SAT Invest. Crim.Prv
			FIRST LEVEL Orientation / Basic Training Class						FTO Brthalyz POP Radar

PO II level - career path begins

VI.B *Career Development for Non-Sworn Personnel*

There are essentially three categories of non-sworn police employees:

- Professional/Technical Management
 - Police Psychologist
 - Chemist
 - Communications Director
 - Personnel Specialist
 - Budget Analyst
 - Volunteer Coordinator
 - Crime Analyst
 - Latent Print Examiner
 - Photo Aide
 - Informational Officer
 - Program Specialist

- Clerical
 - Office Services Manager
 - Principal Administrative Aide
 - Executive Administrative Aide
 - Automated Systems Manager

- Uniformed Non-Sworn
 - Police Technician
 - Police Service Aide (Desk Clerk/TRU)
 - Abandoned Vehicle Specialist
 - Supply Clerk

Members of the Professional/Technical/Management group are employees who have specialized skills and hold positions which are limited in number. Consequently, career development for these employees is basically limited to improving skills in their area of specialization. There is little room for advancement within this department.

Clerical employees have opportunities for career development through the county government infrastructure. A Principal Administrative Aide in the Police Department may compete for an Office Services Manager position in the Department of Recreation, for example. The required job skills in this class are essentially the same regardless of work location.

The uniformed, non-sworn employees of this department are, by far, the largest group and require more attention from the department for career development. Their jobs do not easily translate into positions in other county departments but, due to the large number of employees in this class, they are different from those in the Professional/Technical/Management group.

The main problem identified in the current career development system for these employees is a lack of mobility, either upward or laterally. A Police Officer III in patrol may transfer to a different bureau or office and perform a drastically different function, but he/she would still be a PO III. A Police Technician or Police Service Aide does not have that same opportunity. A employee who has no chance for advancement or improved duty assignment is more difficult to motivate and less likely to strive for excellence.

The recommendations of this committee are:

- Training
 - All non-sworn police employees should be required to attend a short training session at the PSTA. Training topics should include:
 - county geography
 - departmental structure and function
 - departmental policy and procedures
 - history of the department
 - introduction to community policing/POP
 - After this training, the employees will be sent to their duty assignment for additional, more specialized training. This training will be conducted by employees who have been certified as qualified trainers by the PSTA staff. They will follow an established curriculum and keep regular training records.

- Upward Mobility
 - As previously noted, Police Service Aides have no opportunity for upward mobility and their ability to move laterally within the department is limited to assignment to the Telephone Reporting Unit. The county should establish PSA I, PSA II, and PSA III positions at each district. Advancement to PSA II would be on the basis of experience and demonstrated proficiency while promotion to PSA III should be a competitive process. The PSA III would be an administrative assistant to the district command staff and fill the role of the recently abolished Administrative Sergeant position. It should be noted that certain positions in the Professional/Technical/Management category have been filled by PT's and PSA's such as Crime Analyst and Program Specialist. Such promotion is sporadic and unpredictable, however.
- Lateral mobility - Employees in ECC (below PT III level) and PSA's should be encouraged to seek temporary "job switches" so that each may gain a better understanding of the other's function. This will also help keep their careers fresh and interesting. That recommendation also applies to Supply Clerks and Abandoned Auto Specialists.

VII.

PROPOSED NON-RANK DESIGNATION: PATROL SPECIALIST

Background

Patrol has been described as the basic function and backbone of any police department and this includes the Montgomery County Department of Police. Patrol has also generally been viewed in the past as a "dead end" assignment in which officers wishing to enhance their careers must transfer from patrol to more promising, specialized units. Yet, the Employee Development Committee feels that Montgomery County could be better served and protected by having its most experienced officers in the patrol function.

Philosophy

Patrol officers are the central element of the Montgomery County Department of Police's philosophy of community policing. The Department has a strong commitment to the patrol function and should establish the goals of retaining officers in patrol and motivating them to advance their knowledge, skills, and techniques. These goals are consistent with the Department's philosophy of enhancing career and job satisfaction while improving the overall quality of service the Department provides the community.

Objective

To accomplish this goal the Employee Development Committee recommends that the designation of Patrol Specialist be created. This designation is designed to recognize and reward officers who choose patrol as a career path. This designation can be achieved through a combination of accumulated training, skills, and years of experience above and beyond the basic levels of training, skills, and knowledge needed to perform the patrol function. A Patrol Specialist is one who demonstrates a hard work ethic and a strong interest in applying acquired training and skills during their patrol career.

Eligibility for Designation

There are three levels of the Patrol Specialist designation that may be achieved. Each level of achievement requires an increased amount of training, skill, and experience. Each level of this designation is recognized by an insignia worn by the recipient to display the level of Patrol Specialist achieved. Eligibility for this designation requires that an officer be a Police Officer III or Corporal assigned to a uniformed position. Officers serving in specialized non-uniformed units are eligible for the Patrol Specialist designation once returning to a uniformed position and meeting all of the required criteria for the designation. Officers achieving a specific level of designation who take a permanent position in a specialized non-uniformed unit may continue to wear the Patrol Specialist designation. Officers promoted to Sergeant and above may continue to wear the insignia of the Patrol Specialist level achieved prior to that patrol officer's promotion.

PATROL SPECIALIST LEVEL OF DESIGNATION AND ACCUMULATED REQUIREMENTS OF ACHIEVEMENT

Patrol Specialist I

A minimum of 7 years of police experience
100 hours of training*
2 current skills from the list of Patrol Skills
2 credits for temporary assignments/specialized unit experience
satisfactory performance evaluations

Patrol Specialist II

11 years of police experience
200 hours of training*
4 current skills from the list of Patrol Skills - one must be FTO
3 credits for temporary assignments/specialized unit experience
satisfactory performance evaluations

Patrol Specialist III

15 years of police experience
300 hours of training*
6 current skills from the list of Patrol Skills - one must be FTO
5 credits for temporary assignments/specialized unit experience
satisfactory performance evaluations

*Training hours include all elective in-service training as well as outside-the-department training or schools attended. The required training hours exclude POC training, mandatory in-service and qualification classes (first responder, firearms NCIC, etc.) and re-certification training for previously attained skills. Training hours necessary to attain each skill will be credited towards the total number of training hours for each Patrol Specialist level as well.

PATROL SKILLS

Portable Breath Test Operator
Breathalyzer Operator
Standard Field Sobriety Test Certified
Drug Recognition Expert
Radar/Laser Certification
Shift Identification
De-centralized SWAT
Field Training Officer
Emergency Medical Technician

Commercial Motor Vehicle
Enforcement
Certified Truck Inspector
Fatal Accident Investigator
Accident Reconstruction Certification
Motorcycle/Scooter Certification
Hostage Negotiator
Md. Certified Instructor for
training/skills

Temporary assignment/specialized unit credits are awarded as follows:

- One credit for each 30 day to 6 month temporary assignment including temporary assignments in patrol in a district other than the district in which currently assigned
- One credit for each 6 months of permanent assignment in a specialized unit
- One credit for each permanent district transfer which is voluntary and not for disciplinary reasons

Officers with prior police experience can use previously acquired training, skills, and years of experience that can be documented by the applicant (certificate, prior employment personnel files, etc.) towards each Patrol Specialist level. However, each applicant must be a Police Officer III before any Patrol Specialist level can be attained.

The determination of which skills may qualify towards Patrol Specialist levels may be modified over time by the Patrol Specialist Review Board as skills are added or deleted within the Department of Police.

Application for Designation

Once an officer has met all the requirements for a particular level of Patrol Specialist, he or she should submit an application to the Patrol Specialist Review Board - a peer review board to be established by the Department in conjunction with this designation. The application should include documentation of the successful completion of each requirement including dates of training, temporary assignments, and skill accomplishments.

The Patrol Specialist Review Board will meet initially as demand dictates and semi-annually thereafter to review and approve or deny applications for each Patrol Specialist level. Initially to be composed of 5 Patrol Officers who serve on the Community Policing Employee Development Committee, this board will review each application to see that all the requirements of the level applied for have been met and grant or deny the level of designation applied for. Upon granting a level of designation as a Patrol Specialist, the board will notify each applicant's respective district commander/commanding officer who will present it to the officer. Any denial must be fully documented as to the reason(s) for denial and will be given to the applicant.

Appeals Procedure

The applicant will be given an opportunity to appeal the denial to the Patrol Specialist Review Board and present any documentation that refute the reason(s) for denial of the designation. The review board will consider the additional documentation and grant or deny the appeal and notify the officer of its decision.

Patrol Specialist Insignia

The Patrol Specialist insignia recognizes the level of Patrol Specialist achieved. Qualified officers may wear their insignia pin on the shirt collar and insignia arm patch on all field and dress uniform shirts and jackets on the right arm six inches below the top seam of the sleeve.

VIII. **POSITIVE WORK ENVIRONMENT**

The committee has been charged with the responsibility of developing "*an environment where creativity, innovative thought, risk taking and communication are encouraged and rewarded, so as to improve the quality of work life for all employees*". We believe that the institution of an equitable promotional system, a logical career development process and improved internal communication procedures should go a long way towards satisfying the needs of the employees. Proper recognition of good work, improved communication and additional training will benefit the employees and the department.

While financial rewards should not be the cornerstone of any personnel motivation plan, it cannot be ignored either. Obviously, in these lean fiscal times, we should look for other ways of recognizing outstanding efforts of employees. Since pay increases and other benefits are subject to the collective bargaining process, it would be inappropriate for this committee (which is composed of members of labor and management) to make any such recommendations.

We do feel, however, that *in some cases* financial rewards should be tied to performance. Members of this department have, in the past, received Outstanding Service Increments (OSI) and Extraordinary Performance Awards (EPA) for 2% and 4% of their annual salary. This practice has been discontinued in the face of the current fiscal crisis. It would be wise, however, to select less costly financial rewards such as mini-awards of cash from \$100-500 (mechanism already in place) to thank employees for a job well done. *Small* gifts to *many* employees will go much farther towards building morale than one costly gift to one individual.

There exists in the committee a strong feeling that executive officers in this department have "lost contact" with the street level employees. This sentiment was echoed in suggestions made via the committee's suggestion boxes. Consequently, the committee suggests that all executive officers be encouraged to periodically ride along and/or work with an employee at the service delivery level of his/her unit. The extent to which each executive officer participates in this program should be included in his/her personnel evaluation.

The committee has recommended other incentives as well as examined other factors which affect the work environment.

IX. **TRAINING**

Training is an essential element in the development of all employees. In order for any employee to feel comfortable with his/her position and to acquire skills necessary for the efficient, professional completion of any task, training must be provided. Appropriate training also lessens the danger of vicarious liability on the part of the county.

The committee is reluctant to travel too far in the area of training since there is another community policing committee which is specifically dealing with that subject. We do feel, however, that adequate training, especially for supervisors, can have a significant impact on the employees' work environment. It also is a crucial element in selection for promotion and career development.

While proper training is essential for any job, it is particularly crucial for those in supervisory roles. The responsibilities of a police sergeant range from evaluation of employees to supervising community policing projects to directing officers in high risk tactical situations. A patrol supervisor must learn how to communicate effectively, listen attentively and discipline fairly.

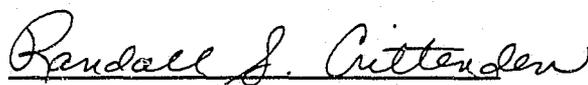
Until recently, officers were often promoted to the rank of sergeant with little or no applicable training. The Maryland Police Training Commission does require 40 hours of supervisory training for newly promoted sergeants but this training is, frankly, below county standards and was only provided *after* the promotion takes place. An individual who was promoted from POIII to sergeant was fortunate if he/she was assigned to a shift with a seasoned corporal to provide on-the-job training. Without such assistance, the new sergeant was usually left to acquire the necessary practical skills by trial and error.

Recognizing this deficiency, the department recently instituted a training program for newly-promoted and *potential* sergeants. This training is specifically designed to meet the needs of a Montgomery County Police sergeant and meets the high standards set by our training section. The committee applauds this development and feels that it should continue.

X. **CONCLUSION**

The Employee Development Committee stands ready to work with the Community Policing Steering Committee to explain, adjust, refine and implement the policies and procedures outlined in the preceding document. We fully realize that our job is not finished but the work of the department in this endeavor is just beginning. A great deal of thought, discussion and effort went into this document and we appreciate the assistance of Captains Ron Ricucci and James Taylor, Corporal Bill O'Toole and the Office of Community Policing staff. *I especially want to thank the members of the committee who worked tirelessly to complete this report.*

The committee awaits direction for our next task.


Randall S. Crittenden, Chairman