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WHAT STRATEGIES WILL BE EMPLOYED TO RETAIN POLICE OFFICERS ON SMALL LAW ENFORCEMENT AGENCIES BY THE YEAR 2004?

TECHNICAL REPORT

by

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CLASS 18

COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

CENTER FOR EXECUTIVE DEVELOPMENT

JULY 1994

18-0374

What strategies will be employed to retain police officers on small law enforcement agencies by the year 2004?

Abstract

This study examines strategies to help retain police officers on small law enforcement agencies in California by the year 2004. An expert panel was used to forecast relevant trends and events and a survey of literature was completed to identify factors contributing to job satisfaction and turnover in the public and private sectors. A theoretical plan was developed to increase job diversity by creating specialized assignments that were responsibilities in addition to normal job responsibilities and required nominal funding. Programs were developed to meet community needs, that are easily collapsible, would most likely not require the elimination of positions or re-assignments if the program was eliminated, and are expected to increase the quality of professional life thereby reducing voluntary turnover. A strategic plan and transition management plan were developed to implement the plan. Research data, graphics; non-extrapolative forecasted results; additional data in appendix; endnotes and bibliography.

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Journal Article

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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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

Introduction

The object of this project was to identify strategies that will be employed to retain police officers on small law enforcement agencies by the year 2004.

Problems associated with excessive voluntary turnover affect all types of organizations, both public and private. On small law enforcement agencies, the most notable result of constant turnover can be an agency's inability to maintain a high level of service. This may result in the reduction or elimination of some traditional services or an increase in response time, thereby providing a lower level of service than expected by the community. Service may become rushed, incomplete, and frustrating for civilians and officers alike. Either way, a community may lose confidence in its police department's ability to deliver basic services. In some cases, departments spend hundreds of thousands of continually dwindling dollars to recruit, hire, and train police officers only to lose them within a few years to other, larger law enforcement agencies. Since excessive voluntary turnover can be seen as a symptom, it is necessary to identify factors contributing to the decision to voluntarily terminate employment that are common on small law enforcement agencies.

SURVEY OF LITERATURE

Defining a Small Law Enforcement Agency

For the purpose of this study, a "small" police department is defined as one employing between sixteen and fifty police officers. Additionally, factors such as job diversity and promotional opportunities were also considered. It is commonly known than medium to large law enforcement agencies are generally able to offer a greater variety of job assignments and, conversely, that very small agencies offer fewer job assignments than small law enforcement agencies. According to the 1990 Employment Data for California Law Enforcement by the Commission on Peace Officer Standards and Training (POST), using the parameters established for this study, there are ninety-four very small, 122 small, and 131 medium to large law enforcement agencies.

A salary comparison of law enforcement agencies in a five county area in Southern California was completed using the counties of Ventura, Los Angeles, Orange, San Bernardino, and Riverside. There are ninety-seven law enforcement agencies in these counties. Each county also has a sheriff's department which was not included in this study. The assumption, valid or not, has been that the larger the agency, the better the wages, benefits, and job opportunities. Since it appears that most of the peace officers leaving small agencies go to larger ones, a comparison of starting and top step salaries was made between the small and medium to large agencies.

Illustration #1
Salary Comparison

The following table is a comparison of officers, population, entry level salary, and top step salary between small and larger law enforcement agencies.

	Small Departments	Large Departments	Small Departments compared to larger Departments
Number of Departments	29	65	36 less departments
Officers (total)	961	8,523	7,562 less officers
Offices (avg)	33	131	average 98 less officers per department
Total Population Served	594,000	5,783,000	5,189,000 less people served
Average Population Served	20,482	88,969	average 68,487 less people served per agency
Salary			
Bottom Step (LOW)	2,061	2,390	earn $329.00 less at lowest starting salary
Bottom Step (HIGH)	3,014	3,383	earn $369.00 less at highest starting salary
Bottom Step Average	2,537.50	2,886.50	**earn an average of $349.00 less at bottom step**
Top Step (LOW)	2,633	3,012	earn $379.00 less at lowest top step
Top Step (HIGH)	3,663	4,108	earn $445.00 less at highest top step
Top Step Average	3,148	3,560	**earn an average of $412.00 less at top step**

Police Officer Selection Procedures

Current selection practices for police officers used by most law enforcement agencies in California are "....very little different from the one first employed in London, England, in the year 1829, which was a character check, medical examination, (including some estimate of the applicant's intelligence), and a personal interview."[1] Gradual changes came about in the early 1960's with the use of physical agility tests, personality tests, psychiatric and psychological evaluations, and assessment centers.

"The traditional police personnel selection process is performed for one essential goal: to provide the highest level of police service to the local community through the selection of the most qualified applicants."[2] A survey of forty-nine state police departments and the departments in the fifty largest cities in the United States revealed that "...91.9 percent of the departments surveyed included tests of knowledge, skills, aptitudes (cognitive tests) as part of the selection process."[3] The second most frequently used test was the personality-type test.

An area that has not been tested is the likelihood that once hired, will the employee stay with that law enforcement agency and not look for new employment once the employee has been trained. Assessment centers for entry level police officers are used "...to reduce the cost and other problems

incurred due to newly hired personnel failing to complete the initial training or probationary process."[4] Although a step in the right direction, the emphasis is on passing probation, not employee retention. In a survey conducted in 1990 regarding the peace officer selection process, the respondents recommended development of a "Valid procedures for predicting permanency of the candidate for employment, without adverse impact."[5]

Community Expectations

While protection from the criminal element has historically been the primary expectation of the public from its law enforcement agency, people today also expect "...professional police behavior, respectful treatment, maintenance of human dignity, responsiveness, and value added to life."[6] Equally as important is that organizations operate with maximum effectiveness and efficiency.

"Today, government suffers a loss of respect and credibility, loss of financial support, and intolerance for error."[7] While slow to respond, law enforcement has recognized that they must meet the expectations of the public. Quality of service, responsiveness to the needs of the public, and maintenance of human dignity are in high order.

The Employee

"Too often in the past, companies have tended to view their employees as a cost item..."[8] Companies, whether they supply a product or service, generally pay little attention to their strongest and most important asset, their employees. The ability for an organization to adapt is critical to its ability to respond to the needs of today and tomorrow. Companies that plan for, develop, and implement strategies to satisfy the changing needs of their employees are investing not only in the future of the employees, but that of the organization. Employers who value their employees value their input and make "...a conscious effort to find out directly from employees at all levels exactly what sort of actions the company should take to make it easier for them to do their jobs well and take pride in what they are doing."[9] Recognizing and meeting an employee's needs, both at and away from the organization, will have positive impacts on the employee's performance. Such investments may result in higher morale, improved employee retention, and higher productivity.

> Human resources personnel have found that external factors often frustrated workers, adversely affecting productivity on the job. As a result, several innovative company-sponsored plans were implemented, providing specialized education and family programs to make it easier for single parents and others to accept constructive employment opportunities while fulfilling the needs for children and other dependents. Some of the incentives include a "cafeteria" benefits plan that has been in place for more than a decade, maternity leave and paternity leave, child and elder care referral programs, flexible hours and job-sharing, sick child care, and adoption assistance.[10]

Stress in the Workplace

Stress claims are found most frequently in the service industry, and law enforcement is a service industry. Stress in the workplace is believed to account for lost time, poor work performance, and increased medical costs. Examples of such stressors include; noise, harassment, rumors, job pressures, poor policies and procedures, reporting to more than one boss, lack of control of one's job in terms of pace and work methods, limited or inadequate support from supervisors and peers, and lifestyle or family problems in combination with any other stressors. "NIOSH (National Institute for Occupational Safety and Health) studies indicate that the lack of employee control or "say" concerning workplace demands is a significant risk factor affecting psychological well-being."[11] And, "In California, mental stress claims experienced a 700 percent growth rate between 1979 and 1988 and are now the leading type of occupational disease claim."[12]

The work place is becoming more diversified and priorities are changing. "Money alone is no longer enough to satisfy employees. Social inflation is affecting expectations. These factors all contribute to stress in the workplace."[13] Employers need to continually identify and address employee needs. It is suggested to "...randomly poll employees to assess managerial or "people" problems, and to review the management climate in terms of

management style and "people skills," and for its policies on hiring, promotion, and termination."[14]

Job Satisfaction and Employee Retention

The American Academy of Nursing conducted a survey in 1982 to find the best strategies for retaining and satisfying nurses. Certain magnet hospitals were identified because of their ability to attract and retain nurses, that were good places to work, and delivered quality nursing care. A comparison was made between magnet and non-magnet hospital nurses regarding the importance of and how satisfied they were with the existence of these aspects in their hospital:

1. organizational structure (staffing, salary, work schedules, fringe benefits, support services, environment, and staffing mix),
2. professional practice (relationships with doctors and other professionals, amount of job-related independence, nursing-care delivery system, opportunity for specialization, perception of importance, and significance of nursing),
3. management style (the way in which the organization and nursing department was run - style, climate, milieu, participative management, visibility, and accessibility of leaders),
4. quality of leadership (attributes and qualities of leader behavior such as administrative support, responsiveness and expectations of leaders, quality of nurse-managers, formal and informal interaction opportunities), and
5. professional development (orientation, staff development, and formal education opportunities for career development.[15]

Both groups agreed in the order of importance of the aspects. In all five categories, an average of sixteen percent more magnet than panel hospital nurses were somewhat to very satisfied that these aspects existed at their hospitals. Salaried status, self-managed work teams, empowerment, de-bureaucratization, visionary leadership, and a risk-taking environment create a concept of the staff nurse role as one of competence, power, pride, and worth. With this view of themselves, nurses are happy and productive in their jobs and tend to remain in them.

Commuting

The results of a Los Angeles Police Department 1991 Ad Hoc Committee on Personnel revealed that their salary and benefits were becoming less competitive. And, because more employees are moving farther away from the Los Angeles, area due to the high cost of housing, there are more job opportunities available outside of the Los Angeles County area and therefore less reasons for employees to commute long distances.

In 1990, twenty-three percent of the peace officers on the Los Angeles Police Department did not live in Los Angeles County. Although not the only factor, the flight from Los Angeles County to find affordable housing is considered to be a major problem for employee recruitment and retention. "The problems

associated with long commutes will affect the recruitment and retention of sworn and non-sworn Department employees."[16]

"If you want to own a house in California today, you either have to have the cash or the time to commute. At least eighty percent of the new residents now commute more than one hour and fifteen minutes each way on the already clogged Antelope Valley Freeway to jobs in metropolitan Los Angeles."[17] A house that costs $85,000 in the high desert of Antelope Valley may sell for $350,000 in some parts of Los Angeles County. The population in the community of Palmdale has more than doubled in between 1986 and 1990. In the same period of time, the population in Lancaster rose nearly forty-six percent.

Although the Ad Hoc Committee recognized that they were no longer as competitive in the area of salary and benefits, they knew that salary was no longer "...the most important factor in determining whether or not an employee stays at the job."[18] And they still offered many more opportunities for career advancement and job diversity than smaller agencies.

To attract and retain employees, they incentives such as "...job-sharing and telecommuting were considered. Also, as more women enter the workforce, job shifts may be restructured to allow women (and men) to work shifts

matching their children's school schedule and/or their other child care schedules."[19] Flex benefit plans were also considered to allow employees to choose which benefit or combination of benefit plans best suited his/her situation.

Changing Workforce

Another factor to consider in employee selection and retention in the changing workforce. "In the 1990's, two of every three new workers will be women. By the year 2000, experts project that eighty percent of women from twenty-five to fifty-four years old will be employed, comprising nearly half (forty-seven percent) of the paid labor force."[20] With this at hand, child care will be a critical issue in the next decade, and childcare is not an issue restricted to women. "The critical outcomes of recruitment, retention, and productivity are affected by understanding and accommodating employees' outside needs."[21]

"Today's entry-level employees are nothing like those who joined police forces in the 1960's."[22] One example is that very few recruits today have military experience. They also may have limited work experience and fewer responsibilities. As each generation enters the workforce, they will be just a little different from those of the past. They will continue to bring with them a new set of values and ethics. "It is important to recognize new recruits as individuals and to realize that they do not share the same values, ethics, goals, or objectives of the recruits of the past."[23]

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Organizational Size and Tenure

A study of private sector employees showed a strong relationship between organizational size and tenure. Smaller organizations were losing employees at a higher rate than their larger counterparts. The most significant factors contributing to voluntary turnover was job diversity. The study suggested that "...turnover would be less in larger organizations due to this benefit because personnel would not have to look elsewhere for such opportunities."[24]

The work environment has a major influence on one's intention to stay or leave. "In examining various aspects of the work environment, researchers have shown that general dissatisfaction (Hulin, 1966), dissatisfaction with supervisors Ley, 1966; Skinner, 1969), and dissatisfaction with the size of the work unit (Mandell 1956; Potter & Lawler, 1965) all influence voluntary turnover."[25]

It was thought that job knowledge would play a role in one's decision to leave. Job knowledge may "...be defined as either the technical body of job-related facts..."[26] or the extent to which an employee knows what is to be done. However, the results of a study on eighty MBA students in their first year of the AACSB accreditation program suggested that training does not influence satisfaction or intention to stay.

Job Performance and Absenteeism

Absenteeism can be used to avoid the stressors of work. In a study of communication equipment manufacturing employees, it was found that "...lower performers and higher absenteeism were predictive of turnover...In addition, perceived job stress, an internal health locus of control, competitiveness, lack of children, and intention to leave were predictors of turnover."[27] Absenteeism plays a significant role in turnover once the employee has made the decision to leave. The U.S. Department of Labor Statistics gives a conservative estimation of forty-six lost hours in the two week period between giving notice and actual separation.

Family Responsibilities

It has been found that among other factors leading to turnover, "...those who had limited family responsibilities for children..." were prime candidates to leave the job situation.[28] This is an interesting factor when directing efforts for recruitment.

Denmark Police Department

A case study on turnover was found comparing American law enforcement agencies of various sizes to Denmark's single Police Department. It was contended that "An excessive "dropout" rate among police officers - quitting prior to retirement age - wastes resources and may result in a low level of

experience."[29] These may include waste of investment in training, an excess of vacancies, and a resultant low level of experience among the working officers. This study revealed that Danish police officers faced low stress and high "need" fulfillment, factors that should lead to high job satisfaction and low "early" turnover. However, the conditions of employment on the Denmark Police Department cannot be compared to that in California because it does not have a single law enforcement agency.

When a Danish police officer transfers to another area, that officer is still employed by the Denmark Police Department. In contrast, in most California law enforcement agencies, such a transfers generally mean that the officer has resigned form one agency and is hired by a completely separate law enforcement agency. One possible solution to the excessive voluntary turnover may be establishing a single state law enforcement agency instead of having hundreds of separate law enforcement agencies as we have in California.

Turnover of Prison Guards

High turnover for correctional workers was studied 1987. The results of the study revealed that "...the most important dimension for distinguishing continuing officers from turnovers was their satisfaction with intrinsic working conditions (index of perceived variety, autonomy, authority, and learning opportunities)."[30]

Conclusion

Much effort has been expended in an attempt to predict turnover in an effort to provide managers with a better understanding of the process by which employees leave and provide them with a direction for managerial action. More emphasis must be placed on better understanding the precursors of intention to quit so employers can make changes to affect this intention. It is obvious that once an employee has quit, there is little that can be done except incur the expense of recruitment and training. If an employer makes no effort to identify the reason employees are quitting, the cycle will most likely continue.

Forecasting the Future - Nominal Group Technique (NGT)

Trend and Event Identification

The NGT panel identified trends and events related to the issue and sub-issues being studied. The panel was familiarized with the S.T.E.E.P. (Social, Technological, Educational, Economic, and Political) process of trend and event categorization. Forty-four trends and thirty-three events relevant to the issue were identified and the ten most significant in each category were identified to be analyzed and forecasted.

Trends Selected for Forecasting

1. Ethnic diversity in California
    Ethnic diversity in California has changed about nine percent over the last ten years reducing the white majority to fifty-eight percent. The increase in diversity is expected to additionally tax a small police

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department's ability to provide service thereby making employment on such and agency less desirable.

2. Violence against police officers
    Contrary to the eight percent decrease in violence against police officers between 1988 and 1992, the panel felt that violence against police officers would increase by the year 2004 making a law enforcement career less desirable.

3. Organizational emphasis on employee retention
    Because of the shrinking pool of applicants and higher expectations from the public from its police officers, administrators are expected to place a much higher emphasis on employee retention.

4. Privatization of police services
    Because of the State and municipal budget crises and since private sector employers can provide some services cheaper than most public counterparts, they are expected to continue to take over services traditional handled by law enforcement agencies.

5. Number of career changes for police officers
    The panel felt those entering the job market today are less likely to stay with a single career than their predecessors. And, as law enforcement career becomes less attractive and less rewarding, more officers will leave law enforcement.

6. Sophistication of job, equipment, and training
    Shrinking budgets make small municipalities less able to compete for highly educated and qualified applicants.

7. Education requirements for entry level officers
    Educational requirements should increase due to job complexity and having to understand and work with a more culturally diverse society. Again, dwindling funds will impact a small law enforcement agency's ability to attract applicants.

8. Litigation against cities/police departments
    Although costly initially, suits might be discouraged if vigorously contested instead of being settled as a nuisance.

9. Scope of benefit package for police officers
    The forecast showed a "roller coaster" ride for this trend due to the economy. Benefits were believed to have a large impact on job satisfaction.

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10. <u>Modified work schedules</u>
    This was considered a benefit and is believed to play a significant role in job satisfaction and is a key factor in job selection.

<u>Events Selected for Forecasting</u>
Included is the probability of the event occurring by 2004.

1. <u>Law to give tax increase by simple majority vote (100% probability)</u>
   Because of the current budget crises, the panel strongly felt a simple majority vote enabling municipalities to raise taxes would be a reality by 1998. If this does not occur some municipalities may be forced to contract many services.

2. <u>Police agency licensing requirements (50% probability)</u>
   This may be demanded by the public if there are more incidents like that which lead to the 1992 riots in Los Angeles. However, it would take years to implement such a plan.

3. <u>Los Angeles County 9.0 earthquake (20% probability)</u>
   An earthquake of this magnitude would cause some people to chose to reside in areas (or states) that are not prone to earthquakes. Also, some municipalities may not be able to survive the economic impact of such an disaster.

4. <u>Privatization of a small L. E. agency (50% probability)</u>
   The panel felt that because of the increasing demands on municipalities and shrinking budgets, a private sector supplier of law enforcement type services could successfully compete with a city police or county sheriff for contract safety services. The panel also felt that small police departments would be more vulnerable to privatization efforts.

5. <u>Major southern California riot (100% probability)</u>
   Such an occurrence might make a law enforcement career less attractive since small agencies may be more vulnerable.

6. <u>Unification of gangs against police (probability - 60%)</u>
   This event was felt to have a more negative impact than a civil disturbance since small agencies may be more vulnerable. Unification was compared to the SLA and Black Panthers of the sixties and seventies and the obvious target would be law enforcement officers, not profit from looting.

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7. 100% effective non-lethal weapon (probability - 80%)
    The technology was believed to be "just around the corner.". However, the panel felt that there might be some negative impact to such a weapon from police officers since lethal weapons would still be used against the police.

8. City bankrupt - officer pays full liability judgment (probability - 70%)
    In light of the current budget crises and bleak prospects for recovery in the near future, there is believed to be a strong possibility, especially in a small municipality.

9. Agency of all part-time officers (probability - 20%)
    Reliance on reserve police officers is expected to increase with worsening budgets and the inability to increase revenue. This is more likely to occur on a small law enforcement agency and may negatively impact retention.

10. City manager hires civilian Police Chief (no law enforcement experience) (probability - 100%)
    Dwindling budgets may cause such an event to occur. The panel felt it was more likely to occur on a small law enforcement agency. This may negatively impact retention due to decreasing career development.

Selected Strategy

The strategy selected is to increase job diversity by creating specialized assignments that are responsibilities in addition to normal patrol assignments and require nominal funding for equipment and supplies. It is intended to expand and adapt existing programs and create new programs to serve the maximum number of residents. Also, if necessary, such programs are easily collapsible and will most likely not require the elimination of positions or re-assignments.

It was also recommended that grants be explored to help reduce expenditures and provide full-time personnel for such programs. The use of full-time personnel will enable the participants of the program to reach a larger portion of the target population. It is also understood that by accepting grants, the Department (in most cases) will be required to agree to make an effort to continue the program once the funding has ceased. This strategy was selected because:

* It will most likely have a wide range of support from stakeholders.
* It will have no or minimal financial impact on the city.
* The vast majority of the sworn personnel (most likely everyone at and below the rank of sergeant) will be able to participate.
* Programs can be an ongoing, updated, or repeated as demand and opportunity are identified.
* A larger portion of the community will receive the benefits of the programs.

Conclusion

The results of the literature review and NGT went in two distinct and separate directions. The overwhelming emphasis of the literature review stressed factors contributing to job satisfaction which was believed to increase employee retention and productivity while the NGT panel predicted severe budget crises, an inability to pay for services, and law enforcement careers becoming less attractive and less rewarding. There was also a prediction that employee benefits would have to be reduced due to impending financial crises. The most severe crunch is expected to occur within the next five years. I

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Since it is believed that peace officers on small law enforcement agencies who voluntarily terminate employment go to larger agencies, a review of law enforcement agencies and their salary in a selected geographic area of Southern California was completed. Nearly seventy percent of the law enforcement agencies in this area were medium to large in size. It also showed that, on an average, peace officers working on small law enforcement agencies earn about $412 less monthly than officers working for larger agencies. A general comparison of fringe benefits was done, but without specific cost figures, the true differences could not be determined. The NGT did not mention salaries, but predicted a "roller coaster" ride for benefits. One NGT panel member, a city council person, did not agree with the up-swing for benefits by the year 2004. Instead, he felt that dwindling funds would continue beyond 1999 and the only recourse was to reduce the cost of employee benefits. This posture supports the belief that some employers view employees as a liability, not an asset.

During the selection process, little attention is paid to employee retention. The primary goal of the process is to select the most qualified candidate who can provide a high level of service to the community. Community expectations have changed, however. While still important, protection is no longer the only concern. City government is expected to be effective and efficient and they demand professionalism, maintenance of human dignity, and responsiveness

from their law enforcement agency. Although not specifically related to recruitment and retention, the NGT panel felt that, due to the impact of limited financial resources, small law enforcement agencies would become less attractive than their larger counterparts, and a law enforcement career would be less rewarding than in past years. If this is the correct, it may result in high turnover and communities may receive a lower level of service because those who supply the services will have less experience.

Both internal and external stressors impact job satisfaction and productivity. Since money is no longer the primary motivator, it is recommended that employers identify and address employee needs. This is especially important in light of the changing values, ethics, and goals of those entering the workforce today. Small law enforcement agencies are inherently unable to offer a wide variety of job assignments, as such, larger agencies have a natural appeal for those desiring diversity. Because of dwindling budgets, to attract and retain employees, small law enforcement agencies need to identify non-cost benefits that appeal to new and more the tenured employees.

Even the selected strategy has some built-in flaws. It is based on "duties in addition to normal responsibilities" and the possible procurement of "grants" to aid with the funding special assignments. If small law enforcement agencies are not competitive in the area of wages and benefits, it might not be feasible

to expect personnel to "do more." And, since grants are only a temporary method of funding special programs, municipalities may not be able to incur the costs of such programs once funding has ceased, thereby causing the elimination of such programs.

Small law enforcement agencies who are not able to become competitive with their larger counterparts in those areas contributing to job satisfaction may be relegated to becoming a training ground for larger law enforcement agencies. This will result in the inability to compete for and retain qualified applicants which may result in a lower level of service to the community. In the end, communities must be willing (and able) to pay for the services they desires from their law enforcement agency.

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INTRODUCTION

Background

Problems associated with excessive voluntary turnover affect all types of organizations, whether they are small or large, public or private. In law enforcement, the product is service and the most notable result of constant turnover is an agency's inability to maintain as high a level of service as possible. This may result in an increase in response time to calls for service, an inability to respond to some non-emergency calls for service, victims of some crimes may be required to respond to a law enforcement facility to make reports, reducing the number of crimes reported, or eliminating various types of non-emergency/non-essential services. When this occurs, a law enforcement agency may be forced to curtail traditional services and responses, thereby providing lower level of service than expected by the community or service may become rushed, incomplete and frustrating for civilians and officers alike. Either way, a community may lose confidence in its police department's ability to deliver basic services.

Some small California law enforcement agencies have experienced a "revolving door syndrome" with their personnel. Administrators and managers are deeply concerned and looking for ways to understand the causes of and prevent excessive voluntary turnover from occurring. Departments are spending hundreds, of

thousands of continually dwindling dollars to train police officers only to lose them within a few years to larger law enforcement agencies. At the same time, the number of qualified applicants for police officer positions, for a number of reasons, has been dwindling. Since excessive voluntary turnover is a symptom, it is necessary to identify factors contributing to the decision to voluntarily terminate employment that are common on small law enforcement agencies.

Defining A Small Law Enforcement Agency

Captain James D. Enslen of the Mountain View Police Department, in his Command College Independent Study Project, "How Will the Smaller Police Department Meet Its Recruitment Needs in the Next Ten Years?," defined a small law enforcement agency as employing between twenty-five to seventy-five peace officers. He did not say how he arrived at this conclusion. In a telephone interview, Captain Enslen explained that he was unable to find any statistical data or professional literature establishing the parameters of a small police department. He therefore relied on his more than twenty years of law enforcement experience and input from numerous law enforcement administrators and managers from northern California. Captain Enslen used only the number of peace officers employed by the law enforcement agency to define a "small" agency.

The only other reference to agency size was found in the June 1992 edition of The California Peace Officer Association Magazine in a report on mid-management benefits. The survey conducted by the CPOA Mid-Management Committee defined small law enforcement agencies as having one to forty-nine officers.

The top end of Captain Enslen's range of seventy-five police officers was higher and the bottom end of the CPOA Mid-Management Committee Survey of one police officer was lower than the writer expected. With eighteen years of law enforcement experience and interaction with police officers, supervisors, managers, and administrators from law enforcement agencies throughout the State of California it has been this writer's experience that law enforcement agencies employing between fifteen and fifty peace officers are generally considered a small law enforcement agency. Aside from the number of police officers, the common belief is that small law enforcement agencies offer less job diversity than their larger counterparts. And, agencies employing fewer than fifteen police officers are not able to offer as many job opportunities than those offered by small agencies. For these reasons, for the purpose of this study, the range for a small police department is placed from sixteen to fifty police officers.

California Law Enforcement Agencies

The 1990 Employment Data for California Law Enforcement by the Commission on Peace Officer Standards and Training (POST) contained the most recent data available for all California law enforcement agencies. The report identified 574 separate law enforcement agencies in the State employing 71,569 full-time peace officers. Of the 574 law enforcement agencies, 347 are police and public safety agencies employing a total of 34,670 peace officers. The remaining 227 agencies are county sheriff departments, university and community college police, county marshal departments, State agencies, and other departments in the POST Program. By using the previously described definition, it was determined that there are ninety-four very small, 122 "small," and 131 medium to large law enforcement agencies in California.

A salary comparison of law enforcement agencies in a five county area in Southern California was completed. The counties of Ventura, Los Angeles, Orange, San Bernardino, and Riverside were used. There are ninety-seven police and public safety departments in these counties. Each county also has a sheriff's department employing from 601 (Ventura County) to 7,622 (Los Angeles County) deputies which were not included in this study. The assumption, valid or not, has been that the larger the agency, the better the wages, benefits, and job opportunities. Since it is believed that most of the peace officers leaving small agencies go to larger ones, a

comparison of starting and top step salaries was made between the small and medium to large agencies confirming the assumption that police officers on small law enforcement agencies earn less than those employed by larger agencies.

Illustration #1
Salary Comparison

The following table is a comparison of officers, population, entry level salary, and top step salary between small and larger law enforcement agencies.

	Small Departments	Large Departments	Small compared to larger Departments
Number of Departments	29	65	36 less departments
Officers (total)	961	8,523	7,562 less officers
Offices (avg.)	33	131	average 98 less officers per department
Total Population Served	594,000	5,783,000	5,189,000 less people served
Average Population Served	20,482	88,969	average 68,487 less people served per agency
Salary			
Bottom Step (LOW)	2,061	2,390	earn $329.00 less at lowest starting salary
Bottom Step (HIGH)	3,014	3,383	earn $369.00 less at highest starting salary
Bottom Step Average	**2,537.50**	**2,886.50**	**earn an average of $349.00 less at bottom step**
Top Step (LOW)	2,633	3,012	earn $379.00 less at lowest top step
Top Step (HIGH)	3,663	4,108	earn $445.00 less at highest top step
Top Step Average	**3,148**	**3,560**	**earn an average of $412.00 less at top step**

SURVEY OF LITERATURE

Police Officer Selection Procedures

The current selection practices for police officers used by most California law enforcement agencies "....is very little different from the one first employed in London, England, in the year 1829, which was a character check, medical examination, (including some estimate of the applicant's intelligence), and a personal interview"[1] In the 1960s, gradual changes came about with the introduction of physical agility tests, personality profiles, psychiatric and psychological evaluations, polygraphs, and assessment centers. As Kolpak wrote in 1991, "The traditional police personnel selection process is performed for one essential goal: to provide the highest level of police service to the local community through the selection of the most qualified applicants."[2]

Written tests to determine knowledge, skills, and aptitudes are not mandatory at the initial screening phase, but become part of every selection process as mandated by the POST The tests are generally given in an "...assembled examination format where all candidates take the examination at the same time."[3] These tests may be exams developed by department staff, civil service examinations, exams prepared by private firms, or published exams.

A survey of forty-nine state police departments and the departments in the fifty largest cities in the United States revealed that "...91.9 percent of the departments surveyed included tests of knowledge, skills, aptitudes (cognitive tests) as part of the selection process."[4] The second most frequently used test was the personality-type test. There are a number of other procedures aside from written tests that are included in the selection process. They included assessment centers, background investigations, and medical examinations. Assessment centers were found to be the least used selection procedure for entry-level police officers.

None of the police applicant screening procedures located during this research tested, in any way, the aspect of job longevity potential. In a survey conducted in 1990, all participants were asked what techniques or procedures they would like to see developed and included as part of the police officer selection process. One of the suggestions made was the development of a "...valid procedure for predicting permanency of the candidate for employment, without adverse impact."[5]

For all the emphasis currently being placed on police officer selection and qualification, it appears that no one has been looking at job longevity potential. All emphasis has been placed on suitability for employment and the likelihood that the candidate will most likely be successful on the job. One of the two reasons cited for looking at assessment centers for entry level police officer selection was "...to

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reduce the cost and other problems incurred due to newly hired personnel failing to complete the initial training or probationary process."[6] Although a step in the right direction, the emphasis is on passing probation, not employee retention. This still does not address job longevity potential.

Community Expectations

The primary expectation of a community from its law enforcement agency has historically been protection from the criminal element. The role of police agencies, and their employees, has evolved significantly in the past ten years, and continues to do so. People today expect "...professional police behavior, respectful treatment, maintenance of human dignity, responsiveness, and value added to life."[7] Equally as important is the presumption that organizations operate with maximum effectiveness and efficiency. "Doing more with less," has become the mandate for public sector agencies from their civilian "watchdogs."

"Today, government suffers a loss of respect and credibility, loss of financial support, and intolerance for error."[8] The private sector has recognized that they are vulnerable to and must meet, as much as possible, the expectations of the customer. Contemporary law enforcement agencies recognize that they too must understand and meet these expectations in order to continue receiving financial and political

support. Quality of service, responsiveness to the needs of the public, and respect of human dignity are in high demand.

The Employee

"Too often in the past, companies have tended to view their employees as a cost item..."[9] Companies, whether they supply a product or service, when emphasizing their assets frequently pay scant attention to their strongest and most important asset, their employees. Some public sector employers are no stranger to this way of thinking.

The ability of an organization to change and adapt is a critical one to evolve and have the ability to respond to the realities of today and the needs of tomorrow. Companies that plan for, develop, and implement strategies to satisfy the changing needs of their employees and environment are investing not only in the future of the employees, but the survival of the organization. Employers who recognize what their employees have to offer and value their input make "...a conscious effort to find out directly from employees at all levels exactly what sort of actions the company should take to make it easier for them to do their jobs well and take pride in what they are doing."[10]

> Human resources personnel have found that external factors often frustrated workers, adversely affecting productivity on the job. As a result, several innovative company-sponsored plans were implemented, providing specialized education and

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family programs to make it easier for single parents and others to accept constructive employment opportunities while fulfilling the needs for children and other dependents. Some of the incentives include a "cafeteria" benefits plan that has been in place for more than a decade, maternity leave and paternity leave, child and elder care referral programs, flexible hours and job-sharing, sick child care, and adoption assistance.[11]

To succeed in today's competitive environment, organizations must draw upon the skills, knowledge, and abilities each employee brings to the work place. Recognizing and meeting an employee's needs, both at and away from the organization, will have positive impacts on the employee's overall job performance. Such investments should result in higher morale, higher productivity, and improved employee retention.

Stress in the Workplace

Stress claims are found most frequently in the service industry and, as already mentioned, law enforcement is a service industry. Stress in the workplace is believed to account for lost time, poor work performance, and increased medical costs. According to the National Council of Compensation Insurance, between 1973 and 1990, "...the number of lost workday cases, or frequency per 100 full-time workers, has increased more than twelve percent."[12] The types of stressors include; physical and environmental, psychological organizational, work setting, sociocultural, and interpersonal. Some examples of such stressors include; harassment, rumors, job pressures, poor policies and procedures, reporting to more than

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one boss, lack of control of one's job in terms of pace and work methods, limited or inadequate support from supervisors and peers, and lifestyle or family problems in combination with any other stressors. "NIOSH (National Institute for Occupational Safety and Health) studies indicate that the lack of employee control or "say" concerning workplace demands is a significant risk factor affecting psychological well-being."[13]

Job characteristics such as loyalty to the company have eroded. The work place is becoming more diversified and priorities are changing. "Money alone is no longer enough to satisfy employees. Social inflation is affecting expectations. These factors all contribute to stress in the workplace."[14] And, stress in the workplace may be an underlying factor to employee retention.

Employers need to continually identify and address employee needs. In doing so, they may reduce stress and lay a foundation for higher productivity, employee retention, and ensure their competitiveness. It is suggested to "Randomly poll employees to assess managerial or 'people' problems, and to review the management climate in terms of management style and 'people skills,' and for its policies on hiring, promotion, and termination."[15]

While there is no specific dollar amount that can be attributed to stress related medical costs or productivity, it is estimated to be in the tens of

billions of dollars annually in the United States. And, "In California, mental stress claims experienced a 700 percent growth rate between 1979 and 1988 and are now the leading type of occupational disease claim."[16] The estimated cost per claim in California for 1988 was $13,200.

Job Satisfaction and Employee Retention

The American Academy of Nursing conducted a survey in 1982 to find the best strategies for retaining and satisfying nurses. Certain "magnet" hospitals were identified because of their ability to attract and retain nurses, that were good places to work, and delivered quality nursing care. A comparison was made between magnet and non-magnet (or panel) hospital nurses regarding the importance of and how satisfied they were with the existence of these aspects in their hospital:

1. organizational structure (staffing, salary, work schedules, fringe benefits, support services, environment, and staffing mix);
2. professional practice (relationships with doctors and other professionals, amount of job-related independence, nursing-care delivery system, opportunity for specialization, perception of importance, and significance of nursing),
3. management style (the way in which the organization and nursing department was run - style, climate, milieu, participative management, visibility, and accessibility of leaders),
4. quality of leadership (attributes and qualities of leader behavior such as administrative support, responsiveness and expectations of leaders, quality of nurse-managers, formal and informal interaction opportunities), and
5. professional development (orientation, staff development, and formal education opportunities for career development.[17]

Both groups agreed in the order of importance of the aspects as shown. In all five categories, an average of sixteen percent more magnet than panel hospital nurses were somewhat to very satisfied that these aspects existed at their hospitals. Other characteristics that were found in magnet hospitals included; a proactive approach to problem solving, rapid feedback both up and down the hierarchical ladder, staff personnel were recognized as having their own area of specialization and expertise, empowerment, a feeling of belonging because the hospital cared about the nurses, nursing leaders were visionary, moral was high because people were enthusiastic about their work, the quality of nursing practice is evaluated at the unit level, and people were free to experiment and try new things.

The study showed that salaried status, self-managed work teams, empowerment, de-bureaucratization, visionary leadership, and a risk-taking environment create a concept of the staff nurse role as one of competence, power, pride, and worth. With this view of themselves, nurses are happy and productive in their jobs and tend to remain in them.

Commuting

In the early part of 1991, the Los Angeles Police Department formed an Ad Hoc Committee on Personnel. The issue was the importance of attracting and retaining quality employees.

The Los Angeles Police Department, which employs more than 8,000 peace officers, has a top step monthly salary of $3,533. This step would rank twenty-sixth out of the sixty-five agencies in the medium to large category and would rank second out of the twenty-nine agencies in the small police department category of the five counties surveyed in the salary comparison. The officers also enjoy an above average benefit package and a wide variety of special assignments.

The committee recognized that their salary, benefits, and retirement system were becoming less competitive. Also, because more employees are moving farther away from the Los Angeles area due to the high cost of housing, there are more job opportunities available outside of the Los Angeles County area and therefore less reasons for employees to commute long distances.

The committee considered incentives, such as the restructuring of jobs, to attract and retain employees. Some examples of job restructuring included job-sharing, telecommuting, and restructuring of job shifts for the purposes of child care schedules. Flex benefit plans were also considered. This would allow employees to choose which benefit or combination of benefit plans best suit his/her situation. This is particularly attractive to the municipality since they are usually less expensive than traditional benefit plans.

Although the Los Angeles Police Department recognized that they are no longer as competitive in the area of salary and benefits, they also knew that "..salary was not the most important factor in determining whether or not an employee stays at the job."[18] And, they recognized that they still offered more opportunities for career advancement and job diversity than smaller agencies.

In 1990, twenty-three percent of the peace officers on the Los Angeles Police Department did not live in Los Angeles County. Although this is not the only factor, the flight to the Ventura, San Bernardino, and Riverside Counties to find affordable housing was considered to be a major problem for employee recruitment and retention. "The problems associated with long commutes will affect the recruitment and retention of sworn and non-sworn Department employees."[19]

A house that costs $85,000 in the high desert of Antelope Valley may sell for $350,000 in some parts of Los Angeles County. First-time home buyers and homeowners that wish to up-grade are fleeing from the inner city. They are more than willing to spend two to four hours in their daily commute. "If you want to own a house in California today, you either have to have the cash or the time to commute. At least eighty percent of the new residents now commute more than one hour and fifteen minutes each way on the already clogged Antelope Valley Freeway to jobs in metropolitan Los Angeles."[20]

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Between 1986 and 1990, nearly 85,000 people moved to Antelope Valley raising the population to more than 250,000 residents where summer temperatures often reach in excess of 100 degrees. Palmdale's population has more than doubled in the same period of time. And the population in Lancaster rose nearly forty-six percent. With so many people fleeing the Los Angeles metropolitan area, the demand for jobs in these new communities is growing rapidly. As private sector companies and other law enforcement agencies begin to offer competitive salaries and benefit packages, employees will become less willing to spend hours on their daily commute driving great distances and enduring constant gridlock.

Changing Workforce

A factor to consider in employee selection and retention is the changing workforce. "In the 1990's, two of every three new workers will be women. By the year 2000, experts project that eighty percent of women from twenty-five to fifty-four years old will be employed, comprising nearly half (forty-seven percent) of the paid labor force."[21] With this at hand, child care could become a critical issue in the next decade. What must be understood is that, while more women are entering the workforce, childcare is not an issue restricted to women. "The critical outcomes of recruitment, retention, and productivity are affected by understanding and accommodating employees' outside needs."[22] As already mentioned in the Ad Hoc Committee on Personnel, such changes as modified shifts, job-

sharing, restructuring jobs, flex benefits, and telecommuting should be considered.

Another factor to consider in the changing workforce is the changing values. A common statement from the more seasoned police officers, particularly supervisors and managers, is that the officers entering the workforce today cannot follow orders and question everything. They seem to have specific timetables for achievements and are very willing to "pack up and leave" if their goals are not met. They also seem to be less committed to work and place much more value on their free time away from work than past generations.

"Today's entry-level employees are nothing like those who joined police forces in the 1960's."[23] One example is that very few recruits today have military experience. They also may have limited work experience and fewer responsibilities. As each generation enters the workforce, they will be just a little different from those of the past. They will continue to bring with them a new set of values and ethics. "It is important to recognize new recruits as individuals and to realize that they do not share the same values, ethics, goals, or objectives of the recruits of the past."[24]

Volunteers

We can no longer afford to sit and wait for prospective employees to come to us. Although it was adequate in the past, the pool of qualified applicants

·for entry-level police officers is shrinking. This is even more critical for small police agencies because they generally have less to offer. New methods of finding and attracting potential employees must be found.

The City of Willows, a small rural community with a population of 5,500 in Northern California, employs nine police officers and one civilian employee. To help with constant budgetary constraints, an Intern Program was established where college students are recruited as volunteers to perform mundane, but necessary, tasks that would normally keep officers out of the field. Aside from the obvious benefit of having non-priority work done by unpaid civilians, "...for those who plan to enter law enforcement, the· program provides practical experience in the less adventurous duties of a law enforcement career."[25] This has also become a pool from which employers can draw from for employees with some law enforcement experience..

Other police departments have started volunteer entry level programs. "The Concord Police Department has an explorer unit, Inglewood Police Department has volunteers, Salinas Police Department has Community Service Officers, Irvine Police Department has Public Safety Assistants; many departments, like the Fairfield Police Department, have cadet, intern, or reserve programs which serve as way to interest young people in public safety careers."[26] The believed advantage of such programs is that the individual becomes a part of that organization, acclimated to the

organizational philosophy, aware of what the organization has to offer, and, as a result, may be more likely to stay with that organization when hired as a police officer.

Organizational Size and Tenure

A study of private sector employees showed a strong relationship between organizational size and tenure. Smaller organizations were losing employees at a higher rate than their larger counterparts. The most significant factors contributing to voluntary turnover was job diversity. As suggested by March and Simon (1958), "...turnover would be less in larger organizations due to this benefit because personnel would not have to look elsewhere for such opportunities."[27]

The work environment has a major influence on one's intention to stay or leave. "In examining various aspects of the work environment, researchers have shown a connection between turnover and general job dissatisfaction (Hulin, 1966), dissatisfaction with supervisors (Ley, 1966; Skinner 1969), organizational commitment (Dougherty et al., 1985), and with the size of the work unit (Mandell, 1956, Potter & Lawler, 1965)."[28]

Physical Fitness Programs

The physical fitness of employees has become an issue in recent years. "In Canada approximately 1,000 companies are involved in employee fitness, and in the US it is estimated that 5,000 business firms promote physical

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activity (Cox, 1984; Driver and Ratliff, 1982)."[29] Although the value of fitness programs has not been proven as yet, corporations believe the expected benefit will be an increase in one's ability to attract competent employees, improved attitudes and loyalty, reflect the organization's concern for the non-work aspects of the employees' lives, and indirectly increase production. The scope of this benefit ranges from paid membership in private facilities to on-site facilities.

Job Performance and Absenteeism

Poor job performance and excessive absenteeism may be indicators of potential turnover. In a study of communication equipment manufacturing employees, it was found that "...lower performers and higher absenteeism were predictive of turnover... In addition, perceived job stress, an internal health locus of control, competitiveness, lack of children, and intention to leave were predictors of turnover."[30]

Absenteeism also plays a significant role in turnover once the employee has made the decision to leave. An area of expense that is often overlooked is lost time between when an employee notifies the employer that he/she is leaving and the time of actual separation from the organization. The US Department of Labor Statistics gives a conservative estimation of forty-six lost hours in the two week period between giving notice and actual separation.

Denmark Police Department

One case study was found that compared American law enforcement agencies of various sizes to Denmark's single police department. It was contended that "An excessive 'dropout' rate among police officers - quitting prior to retirement age - wastes resources and may result in a low level of experience."[31] Although a "dropout" rate is very different from changing law enforcement agencies, the impact is the same. It may include a waste of investment in training, an excess of vacancies, and a resultant low level of experience among the working officers. The study revealed that Danish police officers faced low stress and high "need" fulfillment, factors that should lead to high job satisfaction and low "early" turnover. However, the conditions of employment on the Denmark Police Department may not be comparable to those in California because Denmark has a single police department and California has nearly 600 separate law enforcement agencies.

Also, when a police officer in Denmark chooses to transfer to another area, that person is still employed by the Denmark Police Department. In contrast, in most California law enforcement agencies, such a transfer means that the peace officer has resigned form his or her agency and is hired by a completely separate law enforcement agency. One possible solution to the excessive voluntary turnover being experienced might be in establishing a single state law enforcement agency, such as the California

Highway Patrol or California State Police, in lieu of having hundreds of separate law enforcement agencies as we have in California.

Turnover of Prison Guards

High turnover also appears to be a chronic problem with correctional workers. Three factors were believed to be predictors for turnover. They were; race, ability to influence policy decisions, and satisfaction with perceived working conditions.

The results of the study revealed that "By far, the most important dimension for distinguishing continuing officers from turnovers was their satisfaction with intrinsic working conditions (index of perceived variety, autonomy, authority, and learning opportunities)."[32] It was also found that members of ethnic minority groups were more likely candidates for turnover than other employees.

Cost of Excessive Turnover

The cost of excessive voluntary turnover can be a serious problem in any organization. This is especially true in the field of public safety due to the very nature of the service and the fact that it can easily take from six months to one year to complete the recruitment and hiring process. Once a new peace officer has been hired, and upon the successful completion of a four to six month police academy, there is usually an additional in-house training period lasting three to four months. There is also a mandatory

minimum twelve month probationary training period which begins from the date of appointment as a peace officer during which the employee must demonstrate he or she can attain the minimum requirements for job performance established by the organization. In the event the employee fails to meet these standards at any point in the process the employee may be terminated and the costly cycle starts over again. This is another significant reason for understanding why employees consider leaving.

Section Conclusion

The cost in dollars and time to replace a single officer who has left a law enforcement agency can easily exceed thousands of dollars. In agencies where there is considerable turnover, the cost can become a severe burden on already strained budgets. Since small law enforcement agencies generally do not have extensive discretionary funds, the cost incurred as a result of excessive voluntary turnover can become a heavy burden. And as law enforcement agencies are public sector employers, the taxpayer is ultimately forced to shoulder the expense of recruitment and training.

The expense of recruitment and training is not the only impact of excessive voluntary turnover. Community safety, officer safety, and overall service are also affected. Because of the length of time it takes to replace a police officer, the community can easily be without the services of that officer for one year or more. This becomes both a community service and safety issue. Short-handed agencies can suffer increased emergency response time, and

the overall quality of enforcement and investigations can diminish noticeably.

It would seem, therefore, imperative to identify the factors contributing to job satisfaction for peace officers working for small police departments in an urban environment. By identifying these factors, municipalities, budgets and organizational philosophy permitting, might be able to develop strategies to prevent excessive voluntary turnover from occurring. It might also be beneficial to identify a profile of individuals who would be satisfied with the working environment of and job opportunities offered by small law enforcement agencies.

FORECASTING THE FUTURE

A Futures Study identified ten related trends and ten possible future events that could have an impact on the issue and sub-issues. These trends and events are used as the foundation for the development of possible future scenarios.

Issue

What strategies will be employed to retain police officers on small law enforcement agencies by the year 2004?

Sub-issues

1.   What practices will be required to overcome the impact of limited job diversity common on such sized agencies?

2.   What will be the relationship of quality of professional life to retention on small police departments?

3.   What recruitment practices should be implemented to employ people who are more likely to remain on small police departments?

Futures Wheel

A futures wheel was developed to provide the reader with a diagram explaining the relevance of the sub-issues to the main issue. A focus group was used to developed the futures wheel.

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Illustration #2
Futures Wheel
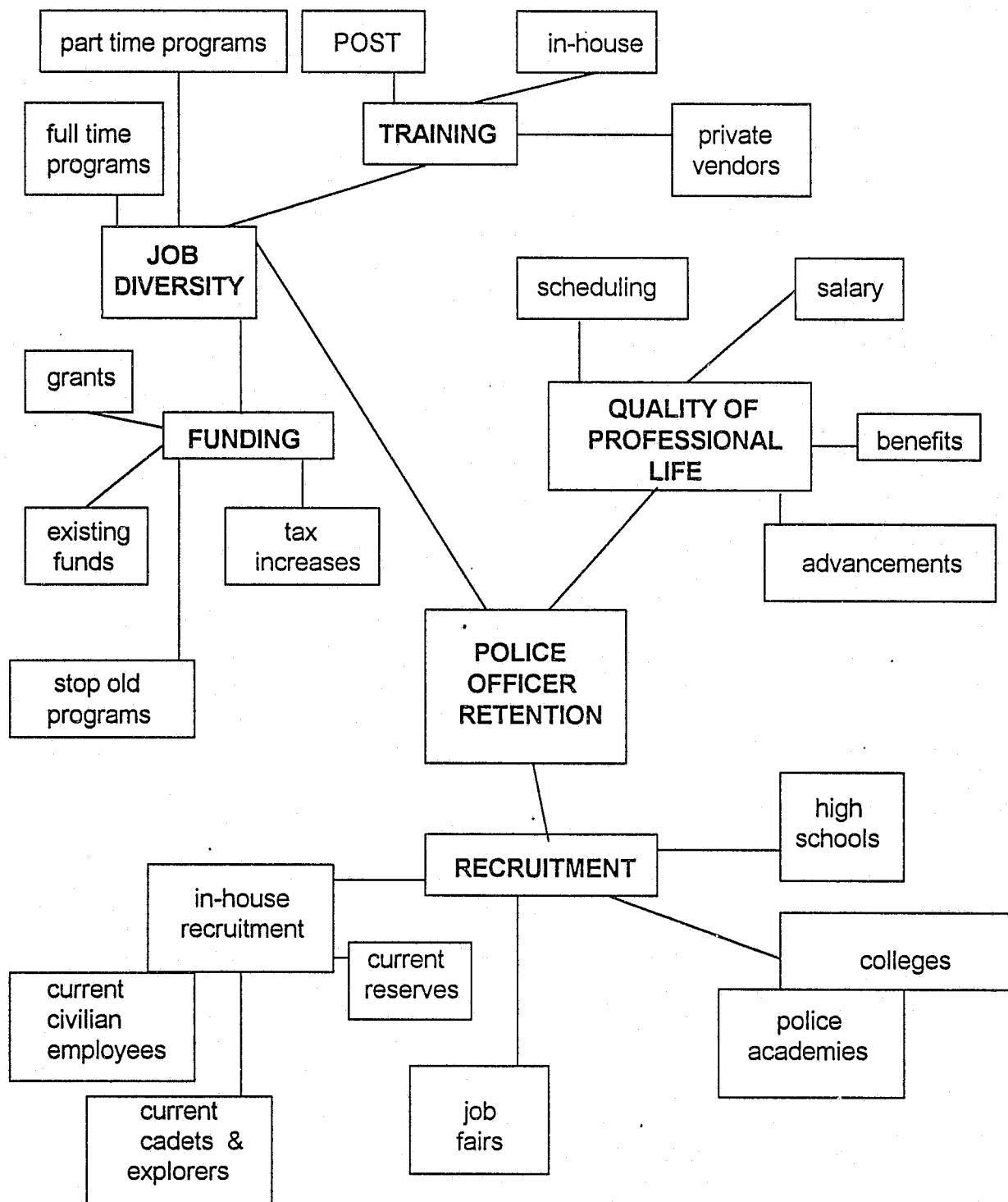
Trend and Event Identification (NGT)

The author met with a panel of nine professionals (Appendix A) to identify trends and events related to the issue and sub-issues being studied. Before the candidate list was developed, the group was familiarized with the S.T.E.E.P. (Social, Technological, Educational, Economical, and Political) process of trend and event categorization. Using the Nominal Group Technique (NGT), forty-four trends (Appendix B) and thirty-three events (Appendix C) relevant to the issue question were identified. From the complete list of trends and events, the ten most significant in each category were identified to be analyzed and forecast. These trends and events will form the basis for three futures scenarios.

Trends Selected for Forecasting

The NGT panel used a silent voting process to identify ten of the forty-four trends as those most important to forecast for future study. The trends are:

1.   Ethnic diversity in California.
3.   Violence against police officers.
3.   Organizational emphasis on employee retention.
4.   Privatization of police services.
5.   Number of career changes for police officers.
6.   Sophistication of job, equipment, and training.
7.   Education requirements for entry level officers.
8.   Litigation against cities/police departments.
9.   Scope of benefit package for police officers.
10.   Modified work schedules.

Trend Forecasting

A trend evaluation form was used to obtain the group's estimate of the level of each trend five years ago and what each "will be" in five and ten years. Each trend was given a present day level of 100. The group's upper and lower estimates of the trend levels were identified and will be charted on the graphs, along with the median estimate. The following table represents the trend level estimates, with median forecasts, for the ten selected trends.

Illustration #3
Trend Evaluation Table

		5 years ago	1994	5 years from today	10 years from today
T#1	Degree of ethnic diversity in California	85	100	115	120
T#2	Number of incidents of violence against police officers	85	100	125	120
T#3	Degree of organizational emphasis on employee retention	90	100	110	125
T#4	Amount of privatization of police services	90	100	110	120
T#5	Number of career changes for police officers	80	100	100	120
T#6	Level of sophistication of job, equipment, and training	80	100	120	150
T#7	Level of educational requirements for entry level police officers	100	100	100	115
T#8	Number of litigations against Cities/Police offices	80	100	100	115
T#9	Scope of benefit package for police officers	90	100	95	110
T#10	Number of modified work schedules	80	100	120	125

Median forecasts, n=9

The following charts provide a visual illustration of the panel's forecasts for the ten selected trends.

Illustration #4

Trend #1 - Ethnic Diversity in California

Ethnic diversity in California has changed about nine percent over the last ten years reducing the white majority to fifty-eight percent. The panel believed that California will continue to have people from foreign countries immigrate into the state bringing about a more diverse population and thereby changing demands on law enforcement. This increase in diversity and ultimate loss of <u>any</u> ethnic majority of fifty percent is expected to bring greater demands on a small police department's ability to provide service.
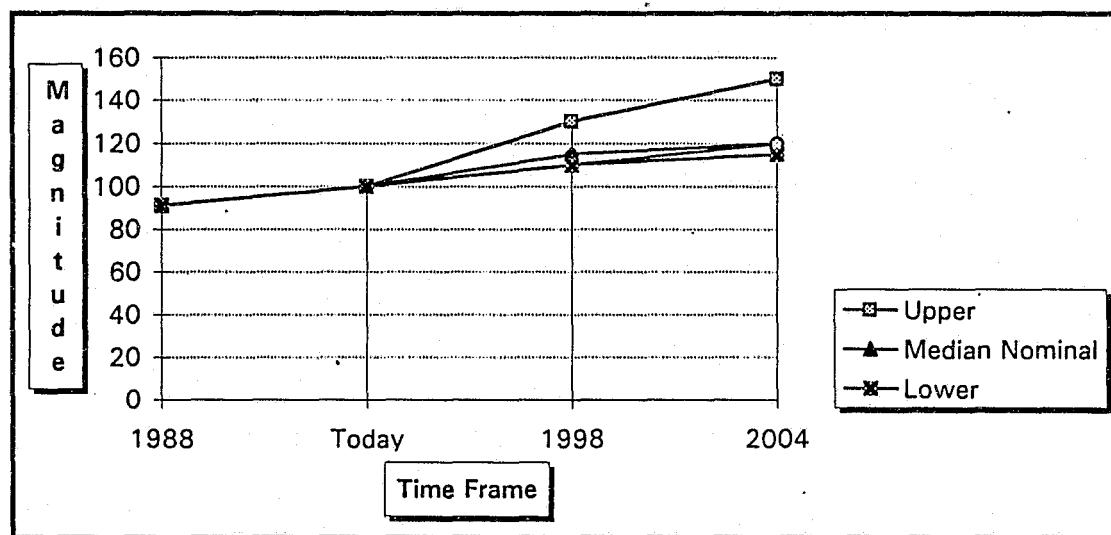
Illustration #5

Trend #2 - Violence Against Police Officers

Although, according to DOJ records, there was an eight percent decrease in violent crimes against police officers between 1988 and 1992, the panel felt violence against police officers would increase. Increased violence against police officers is expected to make a law enforcement career less attractive and make recruitment more difficult.
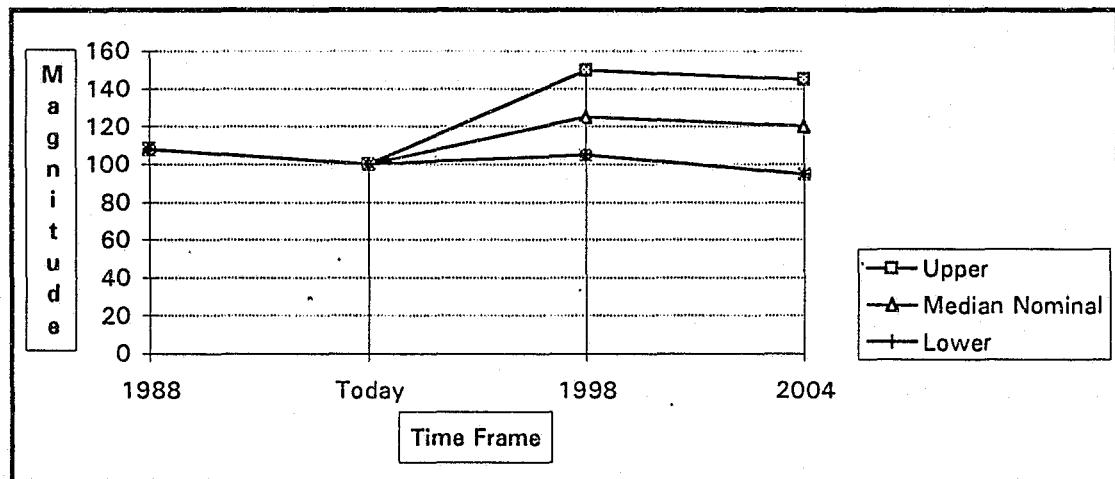
Illustration #6

Trend #3 - Organizational Emphasis on Employee Retention

The panel felt that because of the seemingly endless pool of police officer applicants in the early 1980's, organizational emphasis on employee retention may have been as low as fifty percent in comparison to what it is seen as today. However, because of the dwindling supply of qualified police officer applicants and a higher emphasis on quality of service, it is believed that a much higher emphasis will be placed on employee retention.
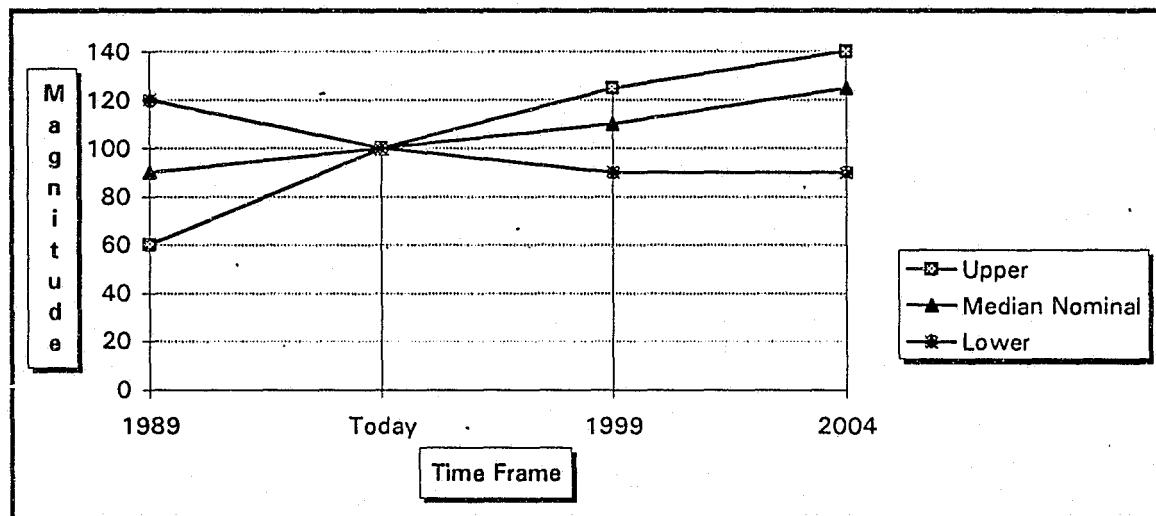
Illustration #7

Trend - #4 Privatization of Police Services

It was strongly felt that the private sector would continue to take bits and pieces of the services traditional handled by law enforcement. It was anticipated that this trend would continue as long as the State and municipalities are experiencing financial difficulties. It was also felt that this partial takeover of traditional police services would be in the area of non-emergent services (this in spite of the fact that some private security companies already provide "armed" response).
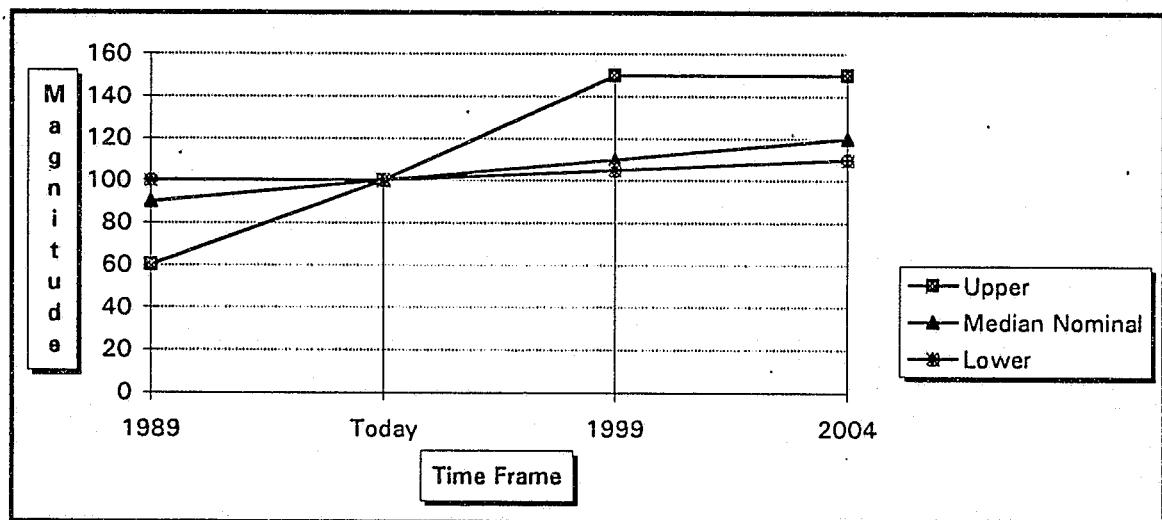
Illustration #8

<u>Trend #5 - Number of Career Changes</u>

The panel believed that fewer people entering the job force plan to stay with a single employer for their entire career. The number of career changes for a single employee are expected to increase and this increase would add to other factors already contributing to voluntary turnover. This may further impact small police departments because it is believed that the pool of qualified applicants is shrinking.
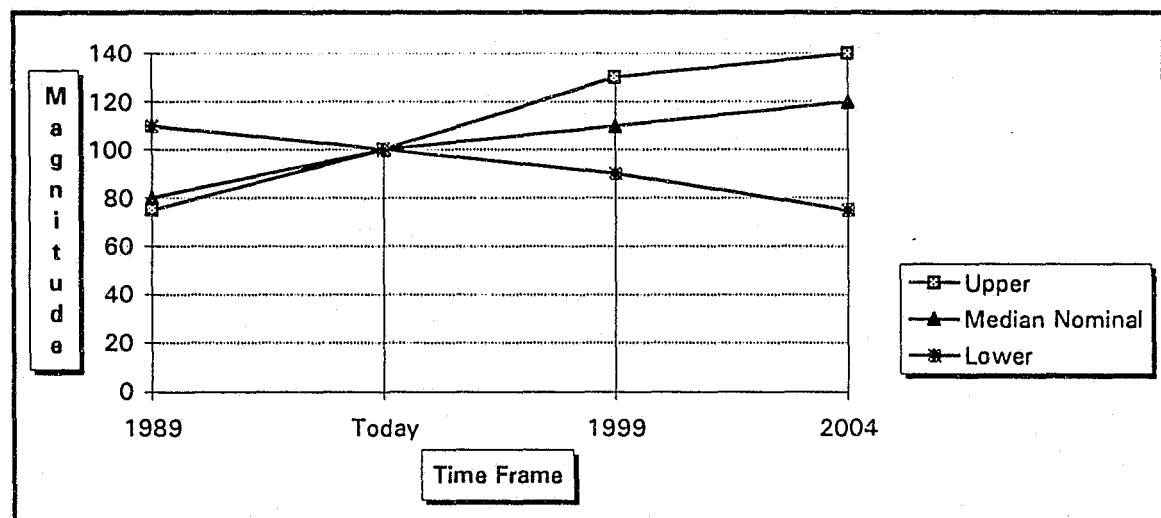
Illustration #9

Trend #6 - Sophistication of Job, Equipment, and Training

This trend was expected to have the most dramatic change over the next ten years. Most of the panel members felt its impact may be intensified because the pool of qualified police officer applicants is expected to be a smaller. Also, with shrinking budgets, municipalities will be less able to compete with private sector employers for highly educated and qualified applicants. Some panel members, however, felt that sophistication of the job, equipment, and training had reached its peak. This was primarily due to limited funding. Although technology is expected to improve, municipalities will most likely not be able to afford it.
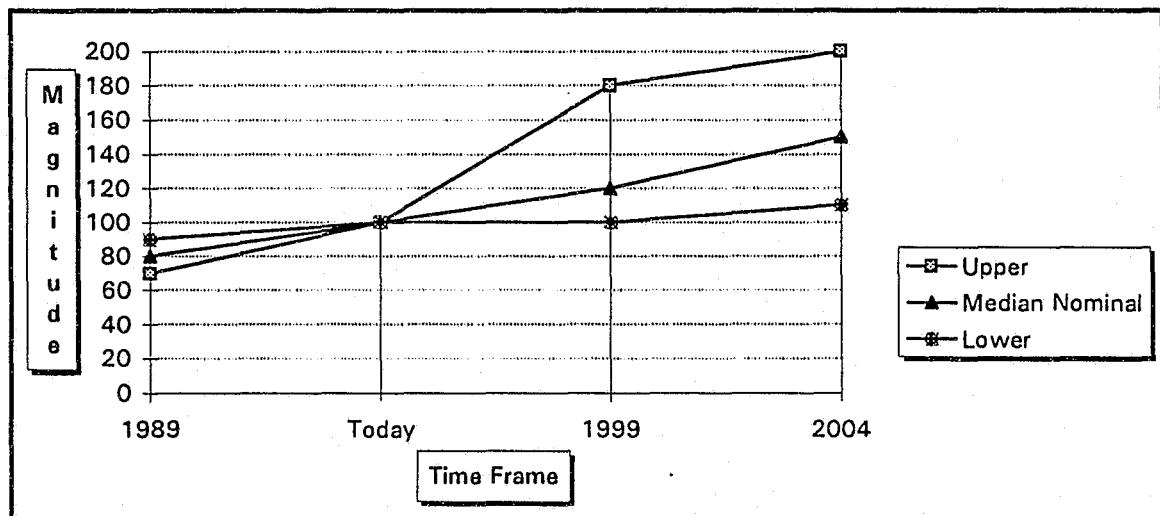
Illustration #10

Trend #7 - Educational Requirements for Entry Level Officers

While individual law enforcement agencies may have raised or lowered their educational requirements for entry level police officers, POST's standards have not changed over the last five years. The panel felt that an associate degree should be the minimum level of education for police officer positions due to factors such as increased job complexity, having to understand and work with a more culturally diverse society, and an overall raising of the quality of police personnel and services. However, it was also felt that the shrinking pool of qualified applicants and the inability to attract applicants may not permit the raising of educational requirements.
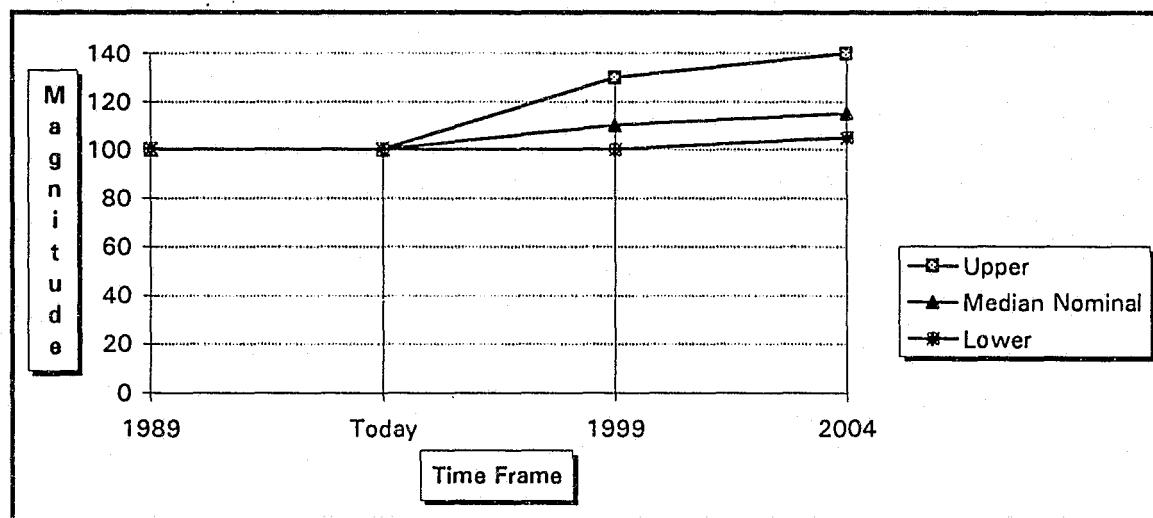
Illustration #11

Trend #8 - Litigation Against Cities/Police Departments

The term "cities/police departments" was used because suits filed against police departments are jointly filed against the city. Some panel members felt that municipalities have made themselves easy targets for law suits and that this detracts from a law enforcement career. It also gives the impression, whether true or not, that the municipality does not trust or believe their officers. The panel believed that the number of suits might be reduced if each suit was vigorously contested instead of being settled as a nuisance.
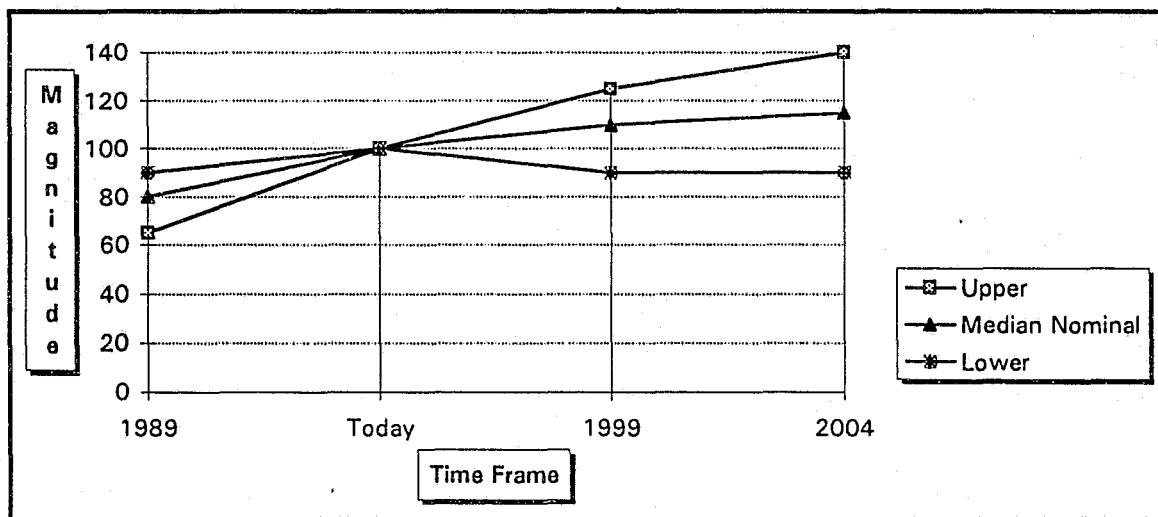
Illustration #12

Trend #9 - Scope of Benefits Packages for Police Officers

Benefit packages are viewed as having a major impact on job satisfaction and voluntary termination of employment. The forecast showed a "roller coaster" ride for benefits due to the uncertainty of the economy. The ultimate increase in benefits was attributed to the competition between private and public sector employers for a limited number of qualified applicants.
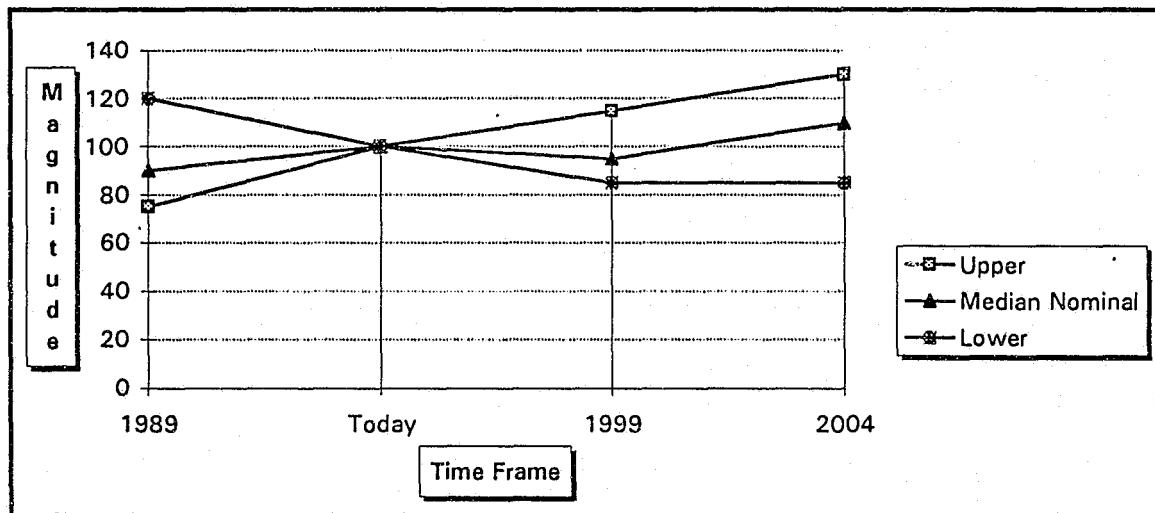
Illustration #13

Trend #10 - Modified Work Schedules

Modified work schedules are believed to play a significant role in job satisfaction. They are also believed to be a key factor when an applicant chooses a department where he or she decides to work. The panel felt that modified work schedules benefited both the employee and employer.
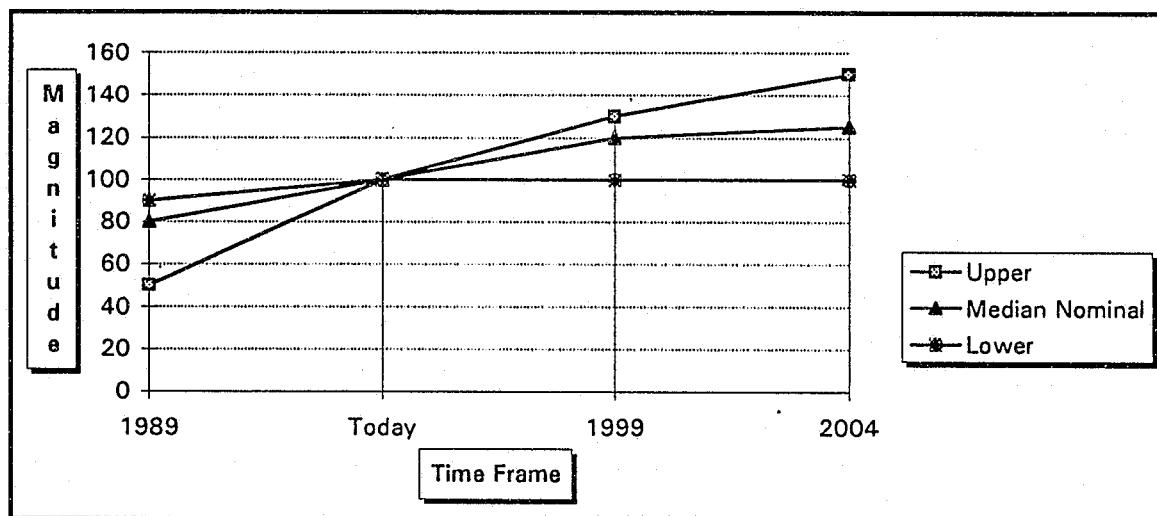
Events Selected for Forecasting

The NGT panel, using the silent voting process, identified ten of the thirty-three events as those most important to forecast for future study. The events are:

1. Law to give tax increase by simple majority vote (not 2/3).
2. Licensing requirements for police agencies.
3. Los Angeles County 9.0 earthquake.
4. Privatization of a small L. E. agency.
5. Major southern California civil disturbance (riot).
6. Unification of gangs against police.
7. Development of 100% effective non-lethal weapon.
8. City goes bankrupt - officer pays full liability judgment.
9. Agency of all part time officers.
10. City manager hires civilian Police Chief (no law enforcement experience).

Event Forecasting

An event evaluation form was used to obtain the group's forecast of the ten selected events. Each event was evaluated as to:

1. Years until probability of occurrence first exceeds zero.
2. Probability of occurrence in five years.
3. Probability of occurrence in ten years.
4. Positive and/or negative levels of impact if the event occurred.

Upper, median, , and lower forecasts were made for each event. The following table represents the forecasts for the selected events:

Illustration #14

Event Evaluation Table

Event		Probability 0-100%			Impact on the Issue if Event Occurs	
		Years until probability first exceeds zero	5 years from 1994	10 years from 1994	Positive 0-10	Negative 0-10
E#1	Tax increase by simple majority vote	3	100	100	+9	0
E#2	Licensing requirements for police agencies	5	5	50	+2	0
E#3	9.0 earthquake in L.A. County	5	10	20	0	-2
E#4	Privatization of a small police agency	2	40	50	0	-8
E#5	Major Southern California riot	2	70	100	0	-2
E#6	Gangs unify against police	3	20	60	0	-6
E#7	Development of 100% effective non-lethal weapon	5	40	80	+8	-2
E#8	City goes bankrupt - officers pays full liability judgment	3	40	70	0	-9
E#9	Agency of all part-time officers	5	0	20	0	-4
E#10	Civilian police chief (no law enforcement experience	2	75	100	0	-7

The following charts illustrate the panel's forecast probability of occurrences for each of the selected events. The median, lower, and upper forecasts are shown. The designations of zero between 1993 and 1998 represent the point when the event might first occur.

Illustration #15

Event #1 - Law Allowing Tax Increase By Simple Majority Vote

It was strongly felt that, because of the current condition of the State's budget, the ability municipalities to raise taxes by a simple majority vote would be a reality by 1998.   If this event occurred, it enable municipalities to increase revenues which could be used for public safety. Such revenues could be used for salary and benefits, for the implementation of new programs, or the hiring of personnel which could have an impact on job satisfaction.
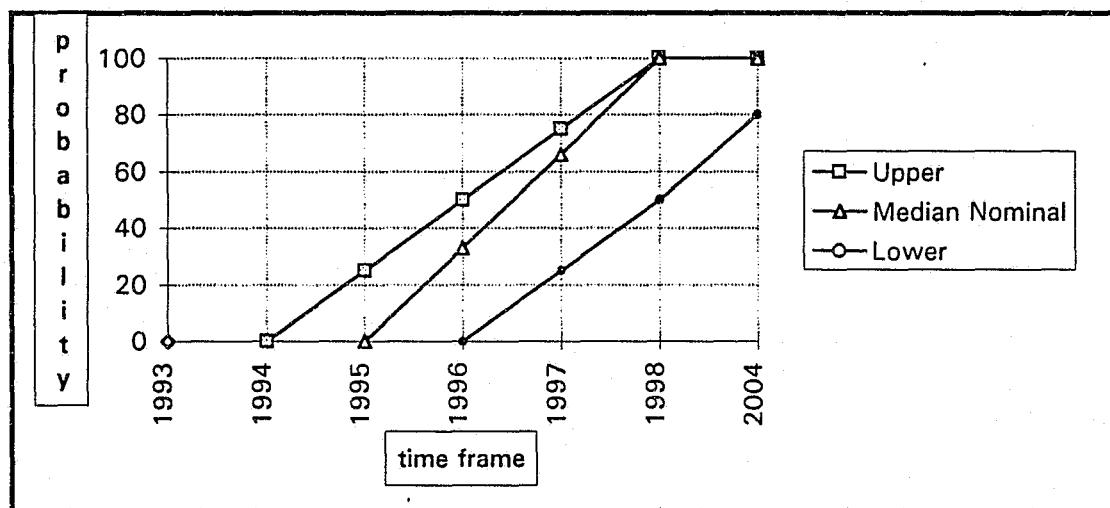
Illustration #16

Event #2 - Licensing Requirements For Police Agencies

Licensing requirements may be demanded by the public if there are more incidents similar to the one that lead to the 1992 riots in Los Angeles. However, even if there is a major push for licensing, it could take years before such a plan can be formalized and implemented.
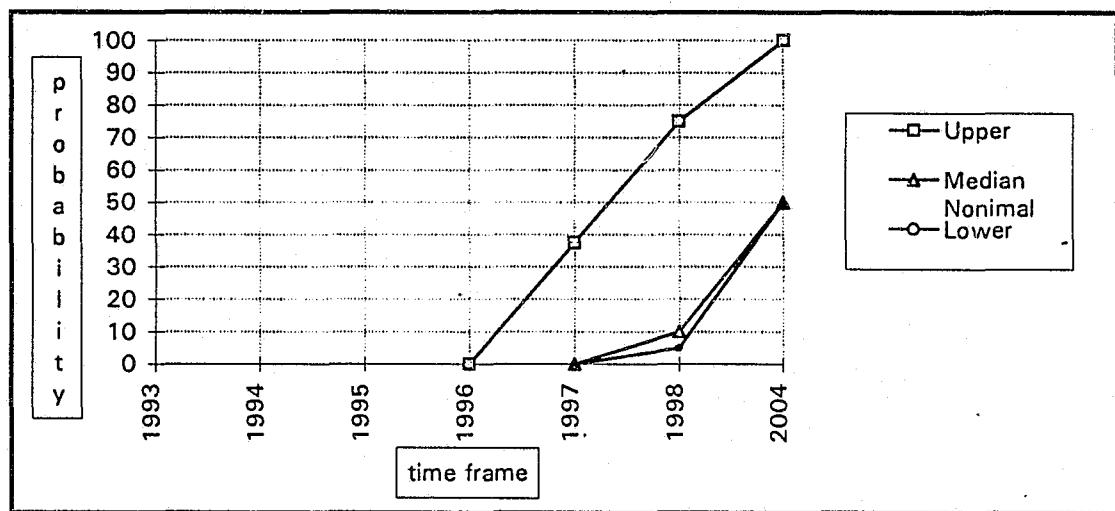
Illustration #17

Event #3 - Los Angeles County 9.0 Earthquake

An earthquake of this magnitude might cause some police officers and/or their families to choose to reside in areas (or states) that are not prone to earthquakes. The panel also felt that another factor which must be considered was the municipalities ability to survive the economic impact of a major earthquake.

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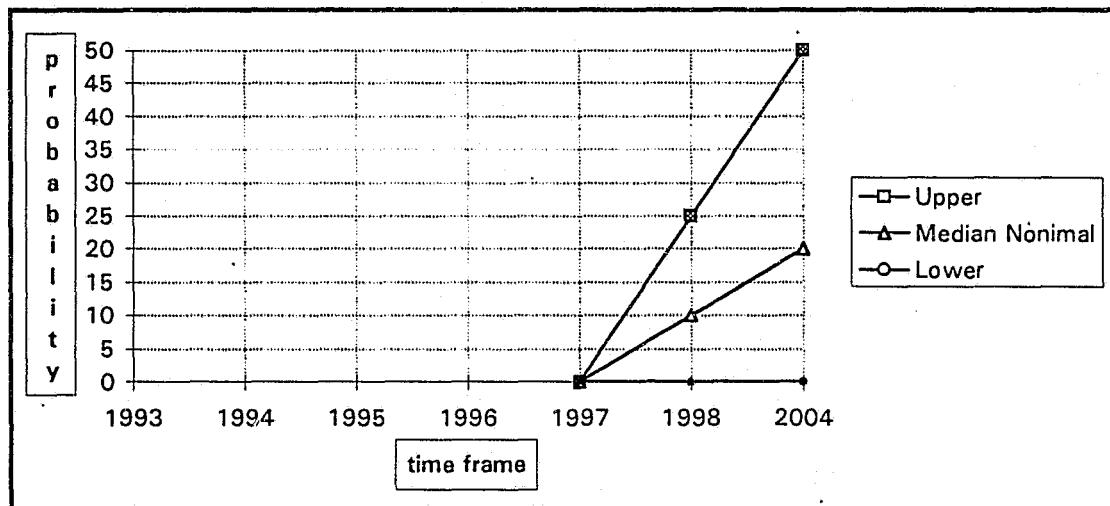
Illustration #18

Event #4 - Privatization Of A Small Law Enforcement Agency

Due to the increasing demands on municipalities and shrinking budgets, a private sector supplier of law enforcement type services could successfully compete with a city police or county sheriff for contract safety services. It was strongly felt that this event would have a negative impact on employee retention and that small police departments would be more vulnerable to privatization efforts.
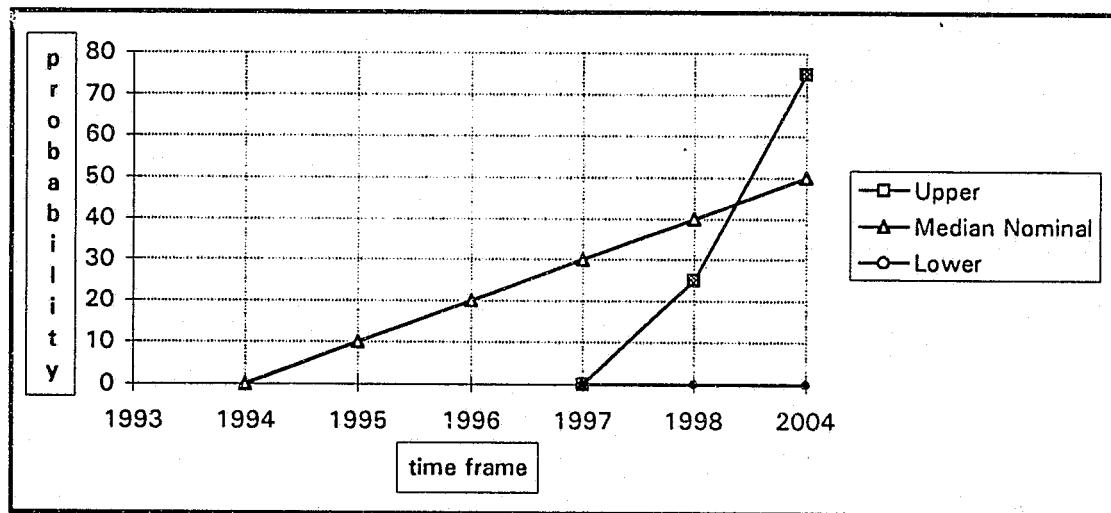
Illustration #19

Event #5 - Major Southern California Civil Disturbance (Riot)

The occurrence of a major riot could make a law enforcement career less attractive.

45
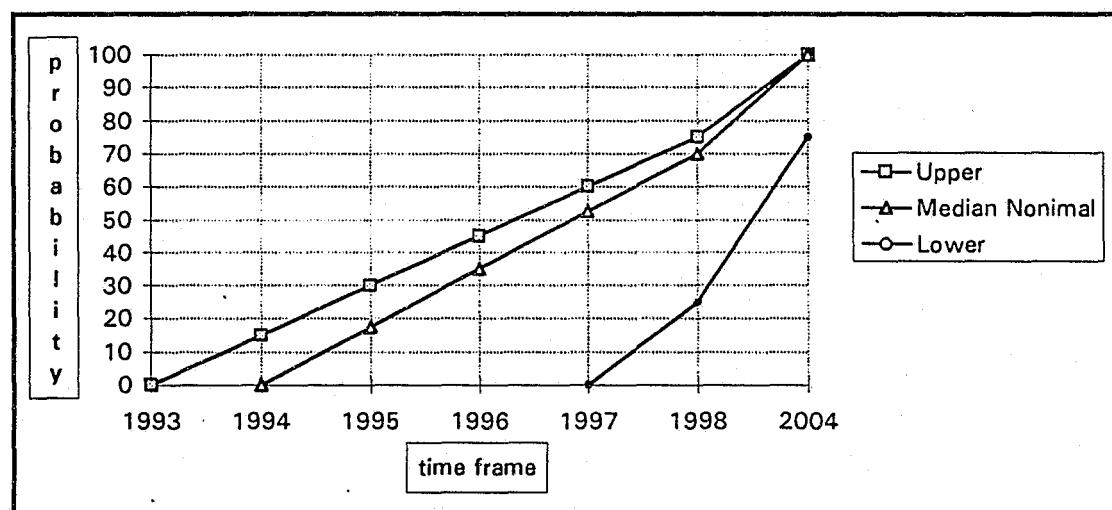
Illustration #20

Event #6 - Unification Of Gangs Against Police

The unification of gangs against police was compared to the SLA and Black Panthers of the sixties and seventies. It was felt that small agencies would be easier targets and that this could impact retention.
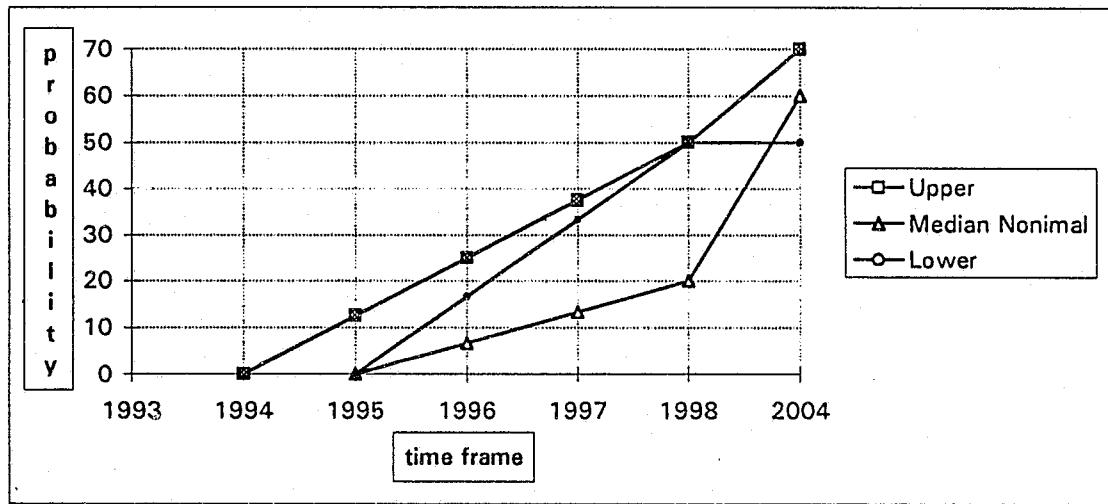
Illustration #21

Event #7 - Development Of 100% Effective Non-Lethal Weapon

The technology for such a weapon was believed to be "just around the corner" and, in light of the recent outcry about alleged excessive force by police officers, it was felt that the public could create a demand for the development of such a weapon. It was also felt that there might be a negative impact to such a weapon from police officers since lethal weapons would still be used against them. The possibility of injury/death to officers would not be reduced. The negative impact was felt to be very slight.
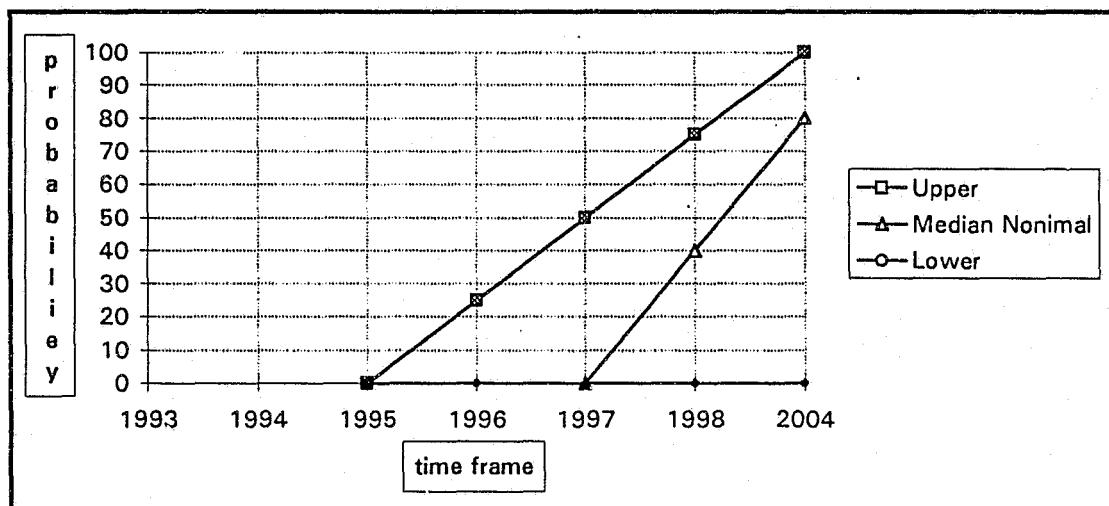
Illustration #22

Event #8 - City Goes Bankrupt (Officer Pays Full Liability Judgment)

In light of the current budget crises and the bleak prospects for recovery in the near future, it was felt that there was a forty percent chance that this could occur by 1999 and a seventy percent chance by the year 2004. If such an event occurred, it could be the beginning of the end for small police departments.
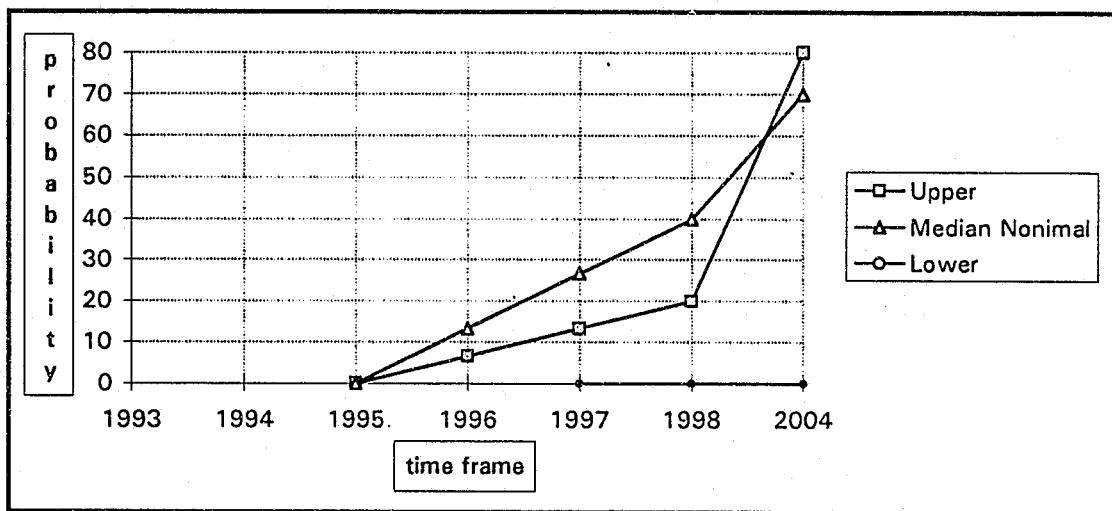
Illustration #23

Event #9 - Agency of all part time officers

While there are many volunteer fire departments and reserve police organizations in existence today, the panel felt there would not be an all part-time police agency in existence for many years. A few of the panel members , however, felt that in a worse case scenario, such as a worsening of the state and municipal budgets, an inability to raise taxes to support municipal governments, or a municipality going bankrupt, the likelihood of the event occurring would increase dramatically.
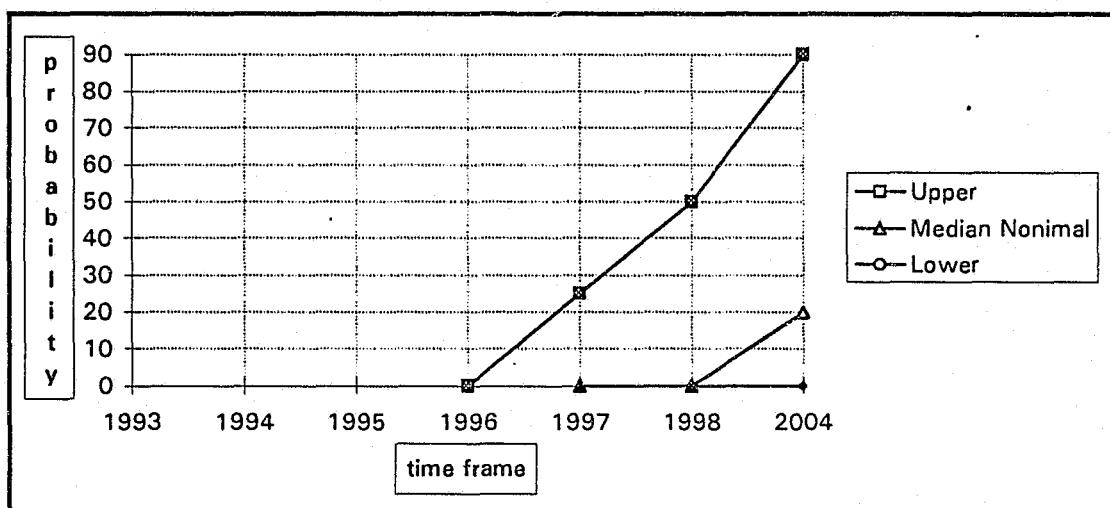
Illustration #24

Event #10 - Civilian Police Chief Hired
(police chief that has never served as a sworn peace officer)

The panel felt that there was 100 percent chance that this event would occur by the year 2004 and it received a negative seven rating. This rating was given for two reasons; first because the idea of a non-sworn person administrating a police department and might not be accepted by police officers and managers and would negatively impact career development. It was also felt that this would be very demoralize and show disloyalty from the city towards their employees.
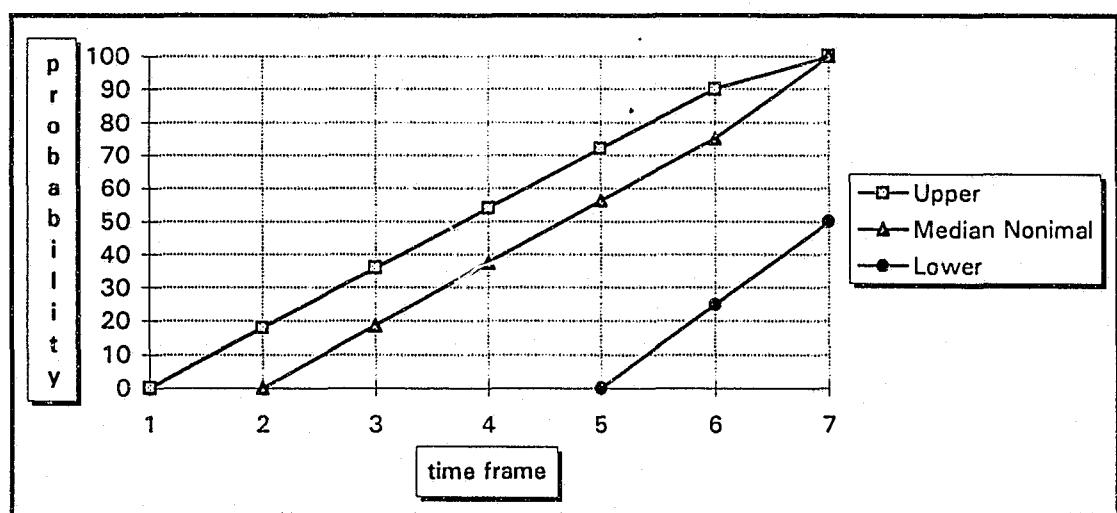
Illustration #25

Cross Impact Evaluation

The cross impact analysis was completed to determine the final probability of each event in the forecast set assuming that all events occurred by 2004. This was done using software provided by The Policy Analysis Company, Inc. (X-Impact). The following chart shows the results of the computations.

10 = Number of Events												
Initial		E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Final
Probability	100	5	10	40	70	20	40	40	0	75	Probability	
E1	100	X	0	0	-10	-5	-5	5	0	0	0	E1	94
E2	5	0	X	0	5	0	0	0	-10	0	0	E2	3
E3	10	0	5	X	0	25	30	0	10	0	0	E3	38
E4	40	0	30	0	X	5	5	10	-20	15	0	E4	42
E5	70	-20	25	0	10	X	20	20	15	5	0	E5	73
E6	20	0	25	0	0	50	X	20	20	0	0	E6	72
E7	40	-20	-5	0	-5	-15	0	X	-15	0	0	E7	1
E8	40	-40	40	0	25	0	20	5	X	60	0	E7	18
E9	0	-20	70	0	25	30	30	20	15	X	-15	E9	23
E10	75	0	10	0	15	10	5	15	0	25	X	E10	96

Legend: Probability of event occurring by ten years from today (median probability as forecasted by the panel).

1. Law to give tax increase by simple majority vote. (probability 100)
2. Licensing requirements for police agencies. (probability 5)
3. Los Angeles County 9.0 earthquake. (probability 10)
4. Privatization of a small L. E. agency. (probability 40)
5. Major southern California civil disturbance (riot). (probability 70)
6. Unification of gangs against police. (probability 20)
7. Development of 100% effective non-lethal weapon. (probability 40)
8. City goes bankrupt - officer pays full liability judgment. (probability 40)
9. Agency of all part time officers. (probability 0)
10. Civilian Police Chief hired (no law enforcement experience). (probability 75)

FUTURES SCENARIOS

Futures scenarios are written to provide the reader with a picture of the future if certain events forecast by the NGT Panel occurred. They are intended to identify causes and outcomes of significant events so as to assist in the evaluation of existing and development and implementation of new policies. Three such scenarios have been prepared using trends and events forecast by the NGT Panel to provide a view of the future. Each scenario is written around the Small Police Department in the year 2004. This is a fictional police department employing thirty-one sworn and twenty civilian personnel and is located near the Los Angeles Metropolitan area in what is considered a "bedroom" community.

Scenario #1 - Median Forecast

This is the most frequently occurring scenario as generated by SIGMA. The following forecast events occur:

E7.   March 1995 - Development of 100% effective non-lethal weapon.
E1.   July 1997 - Law to give tax increase by simple majority vote (not 2/3)
E5.   April 2002 - Major southern California civil disturbance (riot).
E10. June 2003 - City manager hires civilian Police Chief (no law enforcement experience)

T1.   Changing ethnic diversity in California.
T5.   Increase in number of career changes.
T8.   Increase litigation against Cities/Police Departments.
T10. Increase in modified work schedules.

Lindsay Bosch took a deep breath, and tried to steady her shaking hands as she looked at herself in the mirror for the hundredth time. "Steady yourself, Lin," she told her self out loud . "This isn't the first time you've appeared in public. You'll do just fine. Just don't screw up the first part of the speech and everything will fall into place."

A short attractive woman in her mid forties, Lindsay Bosch was just about to take the biggest career step of her life. It was June 28, 2004 and, in fifteen minutes, she was scheduled to be sworn in as the first female Police Chief for the City of Small, California. To add to her anxiety, she was also to be the first Chief of Police in California that never worked a single day as a police officer.

Reactions to Lindsay's selection were mixed. Some senior officers and managers were threatening a mass exodus ("I'll be damned if I'm going to work for a woman, much less someone who has never worn the uniform.") Most of the seasoned officers took a "wait and see" attitude while some of the newer officers now questioned their decision about seeking employment on a small police department. Two of the newer "non probationary" officers had already placed applications at a larger neighboring agency. Other City staff members, however, were eager to see what Lindsay could contribute and stood solidly the new department head.

Lindsay's husband of twenty-six years, Michael, and their adult son, Jon, supported her and were very proud of her accomplishments. Michael, a retired naval officer, had always encouraged Lindsay when it came to her career even though her goals were at times in conflict with his own. In fact, just five years earlier, when Michael was transferred to a two-year tour of duty at the Beaufort, North Carolina, Naval Air Station, Lindsay was in line for a significant promotion to Assistant City Manager in Kady, California. The promotion would be a huge boost in her career, but would require her to commit to at least three years of employment. They agreed that it would be best to have Lindsay take the promotion. Although times were difficult being separated and with Jeff just finishing high school in California, the thirty days annual vacation for Michael, spread out over the year, made the separation more tolerable.

As for Lindsay's promotion to Police Chief, although Michael or Jon never voiced their concerns to Lindsay, both were glad that the civil unrest in April of 2002 ended primarily as a result of efforts by church and community leaders in identifying the problems that fueled the riot and a viable solutions to those problems. Although Lindsay would not be a field officer, the development of a totally non-lethal weapon for law enforcement use in the early part 1993 made them a bit less anxious about her career change.

Lindsay thought to herself for a moment about one of her first challenges that was not personnel related, the upgrading of the fiber optic communications network in the police department. She immediately recalled what the city manager had said, "Although we may not be able to purchase a new system immediately, we do have some monies set aside for new equipment because a tax increase was approved by the community in 1997." Lindsay was still somewhat apprehensive about finances because of the increased litigation against cities and police departments over the last decade. One large judgment against the city could wipe out any hopes for upgrading the communications system. This could also become a personnel issue. If such a judgment was rendered against the city, technological advances could be halted making the police department a less desirable place to work. This could cause employees to look elsewhere for a more challenging work environment.

Time passed quickly and Michael walked into the room saying, "It's time to go." Lindsay's hands were no longer shaking. With a last quick glance into the mirror she told herself, "I wouldn't miss this challenge for the world." Her speech was over a short time later. Lindsay returned to her office and started thinking about her career and the many career changes she had made in her life. She recalled reading about the trend for police officers making career changes and getting out of law enforcement all together. The article mentioned that exit interviews

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pointed towards the need to make police work more challenging and rewarding. The trend of law enforcement switching to modified work schedules to aid employees with long commutes and adjustments with their spouse's work schedules was not enough to stop officers from leaving law enforcement. She knew she had a significant challenge on her hands, especially in times of an already strained budgets.

The changing ethnic diversity in California still needed to be addressed further. It isn't enough to just recruit for police officers, Lindsay thought to herself. I need more officers that understand the special needs of the diverse members of our community. And, this meant having to change current recruitment methods. As Lindsay got up to leave, she said out loud, "This is going to be an opportunity, not a challenge!"

Scenario #2 - Lower Forecast

This is a worst case scenario as generated by SIGMA. The following forecast events occur:

E9.   November 1994   Agency of all part time officers.
E1.   August 1997 Law to give tax increase by simple majority vote (not 2/3).
E8.   December 1997   City goes bankrupt - officer pays full liability judgment.
E10. December 1997   City manager hires civilian Police Chief (no law enforcement experience).

T8.   Increase in violence against police officers.
T3.   Increased privatization of police services.
T4.   Increase scope of benefits packages for police officers.
T7.   Increase in modified work schedules.

Bob stepped out of the locker room at the end of his shift, turned off the lights, and locked the door behind him. He seemed a bit more tired than normal. Some of the other officers noticed that Bob, usually very jovial and a prankster, just hadn't been himself for some time now.

Bob is a two year officer on the Small Police Department. He was hired out of the academy where he was a pre-service cadet. Bob always spoke positively about the Small Police Department and saw law enforcement as a profession, not just a job. He couldn't say enough about how good he felt when he was hired on graduation day. But his outlook appeared to be changing.

As Bob slowly walked to his car, he was lost in thought. Although he passed several other officers in the hallways, he didn't even notice that they were there. As he sat down in his car he thought to himself, "Can I do this for twenty-three more years?" Bob immediately turned on his radio and pushed in a cassette of his favorite 60's music, the Doors. He was too young to have seen many of the bands from the sixties, but the music was always playing in his home as he was growing up and learned to love it. No sooner had he pulled away from the curb and he was again caught up in thoughts..

"Volunteer police departments, civilian police chiefs, and cities going bankrupt!" It seemed that the only good that happened to law enforcement over the last ten years has been the change in the law allowing municipalities to increase taxes with a simple majority vote. And that's no simple chore anymore. What else can go wrong? Who am I kidding? Bob usually liked being challenged. But, for some reason he was letting things get to him lately. He was also somewhat disillusioned about the lack of opportunity on the department. He didn't see much of an opportunity to do different things like his friends on larger agencies. Many of them had already been used for undercover work and he hadn't done anything different than driving a black and white patrol car. In fact, the only other opportunities he had were being assigned to the detective bureau and being promoted. And, neither appeared to be a likely in the near future.

The last ten years had been difficult for law enforcement in California, and small police departments in particular. One small Southern California agency lost three major law suits and their financial reserves were entirely depleted. The City was bankrupt. The officer in the last case ended up worth more than the city and the officer was held to pay the entire liability judgment. That sent a shock through the law enforcement community like none other before. Bob thought to himself, this could happen to me. One of his best friends on the department quit police work and went back to his old job of driving a truck. The pay was almost the same and the stress was far less. Bob thought to himself, better keep your options open. Law enforcement may not be worth it, especially with the increased violence against police officers over the last five years.

There was also the police department in Northern California that couldn't survive the budget crunch of the early 90's. They privatized many of the services normally provided by police departments, but it didn't help. The City laid off all members of the police department and started a police department of all part time officers. Their all volunteer fire department was used as a model. Although the department was still running well after nine years, no one had copied them yet. Bob thought that the passing of the "simple majority tax increase" law in 1997 would help law enforcement get back on it's feet, but that didn't help much.

The State and its people were in such poor shape that no one dared ask for more money. Everyone had to do with what they had, and less in many cases.

Bob was about half way home now and had driven onto the freeway on ramp. He glanced to his right and saw the remains of some old condemned apartments that had been unable to withstand the devastating 9.0 earthquake centered some fifty miles to the north. The quake had occurred about five years ago but they were just now getting to tearing down the buildings. How long will it take them to rebuild? Would they rebuild?

A car zipped past Bob as he was getting onto the freeway. He heard some loud rap music and saw, what appeared to him as, street gang members in a lowered Toyota. In defiance, Bob turned his stereo louder to drown out the annoying music coming from the other car. Bob immediately thought about his new family. The thought of quitting meant the loss of medical insurance for his family and he might not be able to find work that offered modified work schedules like he had on the police department. Bob knew a couple of police officers on a small neighboring police department that laterally transferred to San Bernardino Sheriff's Department. They didn't leave law enforcement at all, just took a chance and relocated. Bob didn't want to leave the Small Police Department

after they gave him a chance when he needed employment, but he promised himself he'd look into leaving the L.A. area for more security and opportunity.

Bob turned into his driveway. He saw his wife and daughter playing on the lawn. He immediately thought, "Oh my God. I've just driven fifteen miles in thirty minutes and don't remember a thing!

Scenario #3 - Most Optimistic Scenario

This is a best case scenario as generated by SIGMA. The following forecast events occur:

E5   July 1994 - Major Southern California civil disturbance (riot).

E10 November 1996 - City manager hires civilian Police Chief (no law enforcement experience)

E2   August 1997 - Licensing requirements for police agencies.

E1   August 2001 - Law to give tax increase by simple majority vote (not 2/3)

T3   Increase in violence against police officers.

T5   More organizational emphasis on employee retention.

T7   Increased privatization of police services.

T11 Increase education requirements for entry level officers.

Mike was sitting at his desk staring at his notes as he waited to speak to the City Council at a closed session. He was going to inform them about the state of the Police Department. Mike has been the police chief for about eight years and is scheduled to retire in two months. The city council asked him to give them an update as to the condition of the Department. "Why am I even looking at these notes? This is going to be a short and sweet," he thought to himself. "Things have been good for us. I'll give a brief review of what we've done over the last five years, a more detailed version of our plans for the next five years, and then a brief outline of our long range plans."

Mike was glad that they hadn't had any more major riots like the one in July of 1994. Increased violence against police should have been an indicator of what was to come, but everyone missed it. The good thing was that the situation calmed down quickly after the riots and California seemed to get serious about addressing the problems that had ignited and fueled the riots. As a result, mayors and city managers throughout California began questioning whether a law enforcement paramilitary style of leadership background was necessary to make a good police chief.

Because of the quelling of the riots by civilian leaders, not law enforcement, a civilian police chief without any law enforcement experience whatsoever was hired by a major Southern California law enforcement agency shortly after the riots. Although the reception of this "new breed" of Police Chief had been mixed in the law enforcement community, many existing chiefs endorsed this bold move. Mike was not opposed to the hiring of a civilian police chief. He was, however, somewhat concerned about the impact of such a move on personnel within law enforcement working to ultimately become a police chief. He had worked hard over the years to create more job diversity and make the professional life for police officers more rewarding. He felt that while this could discourage some from seeking the position, or a career in law enforcement, it would ultimately make law enforcement stronger.

A move to standardize educational requirements for entry level police officers throughout California started early in 1995 This was started when a few law enforcement agencies agreed to voluntarily increase educational requirements for entry level police officers. Mike was at the forefront of this movement by implementing the recommended changes at the Small Police Department. He saw this as increasing the professionalism of law enforcement, thereby making law enforcement a more desirable career. Mike also felt that this could also create a larger recruitment pool in the community college and university system. He believed that those who took the time to learn about law enforcement and the career opportunities it has to offer would be more likely to "stay put" and not make as many career changes.

Only a few agencies took part at first. But once the benefits of having more educated police officers was realized, most agencies increased their entry level requirements. The next step for increasing the professionalism of law enforcement in California occurred when the State mandated licensing requirements for police officers in 1996. When licensing was mandated, Mike strongly felt it would only make law enforcement more professional and accountable, as did the increasing of entry level educational requirements. This also made law enforcement a more attractive career thereby reducing the desire to make a career change. Mike felt these overt moves towards more

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accountability and professionalism helped stimulate the passage of the law that authorized tax increases by a simple majority vote, not the two-thirds majority as had been required in the past. He also believed this helped open other sources of revenue which enabled the Small Police Department to obtain funding for most of its specialized programs. Without this funding the Small Police Department would have become a training ground for other law enforcement agencies that could offer more diversity in the area of job opportunities.

Another factor that contributed to increasing the attractiveness of law enforcement on small police departments was the trend to increase privatization of some police services. Mike knew that officers did not like performing mundane duties such as issuing parking citations, towing cars, serving subpoenas, and responding to alarm calls. When these services were contracted to private companies, many of the officers were satisfied that they could now focus on more important duties relating to law enforcement.

As Mike stood up to go into closed session, he said to his secretary, "Well, it's time to get in there. Why did I even bother to make notes?" After Mike delivered his presentation to the council and city manager, he answered their questions. Mike then made one more statement, "I hope this assures you that we have not only done well, but that we are well prepared for whatever happens in the future.

only done well, but that we are well prepared for whatever happens in the future. My staff has done an excellent job over the years. They are well trained with an eye towards the future. The changes that have been made on the Small Police Department were designed to improve service to the community by hiring the most qualified employee and emphasizing employee retention by creating a challenging and rewarding work environment.

POLICY CONSIDERATIONS

The proposed policies are intended to help create a more effectively managed and rewarding small law enforcement agency. A focus group was used to develop, policies for the (fictional) Small Police Department in the Los Angeles Metropolitan area.

It will be the policy of the Small Police Department to:

1. Value the diverse interests of all employees and to use those special interests to accomplish the goals of the department and needs of the community.

2. Have personnel at all levels of the hierarchy that possess the knowledge and skills necessary to provide career development counseling.

3. Encourage personnel to look beyond the "status quo" and dare them to find new and different ways of getting the job done better will challenging and satisfying the needs of the employee.

4. Teach supervisors and managers to not take the question "Why?" as an affront to their authority and recognize that this question will not only cause them to re-evaluate the way we do things but will also create a more satisfying work environment where everyone can be heard without fear of being debauched.

The criterion for selecting these policies was their potential benefit to the employee, the organization, the community, and to stimulate retention.

STRATEGIC PLAN

The Small Police Department is a suburban law enforcement agency which borders the Los Angeles metropolitan area. It has a work force of fifty-one employees, thirty-one of them sworn. The population for the City of Small has remained relatively constant over the last decade, and growth is not expected.

Between 1985 and 1990 the department averaged an annual turnover rate of thirteen percent for officers. After 1990, turnover almost stopped with only one officer leaving in three years. This was attributed to the resignation of the police chief; the resignation of the City Manager one year later; the implementation of the modified work schedule (the 3/12 Plan); and the poor condition of the State and municipal budgets.

The 3/12 Plan is seen as a major benefit and many agencies are now modifying their work schedules to meet the needs of their employees. Small City employees had not received pay increases for two years and received a nominal increase in 1993, the City Council was threatening pay and benefit reductions, and nothing has been done to increase job diversity. The low turnover that is being experienced may only be temporary and excessive voluntary turnover may be again looming on the horizon.

MISSION STATEMENT

Macro Mission Statement

The mission of the Small Police Department is to provide the community with the safest possible environment using interactive crime prevention methods, public education programs, and the equitable and professional application of the law.

Micro Mission Statement

The Small Police Department is committed to recruiting personnel with the "right fit." Due to the size of our agency, the needs and demands of the community, and limited financial resources, the Department is not able to offer the wide variety of job assignments that are traditionally available on larger sized agencies. We value the diversity of all our members and recognize that there is strength within your differences. While suitability for employment and the likelihood of being successful on the job are critical when selecting the most qualified applicant, by matching the needs of the organization with the goals of the employees, a healthy and rewarding working environment is created making it easier for the employees to do their jobs well and take pride in what they are doing. It is the duty of staff to, whenever possible, help meet the needs and expectations of all Department members when such goals do not conflict with Department policies and not give false hopes or create aspirations that the organization cannot satisfy.

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SITUATIONAL ANALYSIS

An audit was conducted to examine the external and internal climate concerning the issue and sub-issue questions by using the 'STEEP" (social, technical, economic, environmental, and political) process and the 'WOTS UP"(weakness, opportunities, threats, and strengths) analysis. This audit is used as a guide for the organization's development of the selected strategy. A situational analysis was developed and stakeholders and stakeholder assumptions were identified with the assistance of a consensus group (Appendix D) of four law enforcement colleagues, one Personnel Department Assistant, and one educator.

External Environment

Social

Threats - While law enforcement, in general, is suffering from a loss of respect and credibility, there are no threats seen at this time from the community as a whole. There are, however, a few individuals and groups who have had a tremendous amount of influence on the daily operations of the police department and the lives and careers of individual members of the organization. In some cases, these individuals or groups have influenced who was or was not promoted. Since 1990, this unethical practice has disappeared.

There are also a few community members and leaders who believe that employees are merely a cost item. When emphasizing assets, no attention is paid to employees.

Opportunities - In a survey conducted in November of 1992, the Small Police Department received an eighty-seven percent favorable rating from the community. This is a stark contrast from just three years earlier when community members used council meetings as a forum to voice their complaints about the police department.

Technical

Threats - Technology directly affects the ease at which a task can be performed and the amount of time it takes to complete a task. The department, while always open minded when it came to safety equipment, was exactly the opposite when it came to technology relating to essential but mundane every-day tasks such as report writing, records management, dispatching. The lack of progress over the last decade, when money was available for such improvements, has left .the department in the "dark ages" in the area of office automation. This is an area of considerable frustration for both sworn and civilian personnel and makes the Department less competitive with other agencies when it comes to recruitment.

Opportunities - As already mentioned, the department has always been very open minded when it comes to safety equipment. Management has always been receptive to new technology, particularly as it relates to "less-than-lethal" use of force. This is seen as a strong selling point during recruitment.

Economic

Threats - The continued decline in local revenues, due in part to the State's economic recession and lack of a strong city tax base, has had a dreadful impact on the City of Small. The council-adopted 1993-94 budget included nearly a $200,000 deficit. Finally, the City has extended, but did not increase, the five percent utility tax. The council considered, but ultimately chose not to balance the budget through salaries and benefits reductions and by reducing the size of the work force. Unless the current economic situation gets better, cuts may be seen as the only way to balance the budget.

Small Police Department employees are normally at or near at the bottom of salary surveys used for the purpose of wage and benefit negotiations. Although the City Manager has promised to make every effort to raise the employees to median salary levels, this does not appear possible in the near future unless the economic picture changes dramatically.

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Opportunities - There appears to be no help in this area in the near future for the City of Small. However, other municipalities are also feeling the impact of the cuts being made by the State. There may be light at the end of the tunnel when the State has taken back all bail-out funds and the community determines the level of protection and service it desires and is willing to pay for.

Environment

Threats - No environmental threats were identified for this issue.

Opportunities - Aside from meeting employee needs with the implementation of modified work schedules, they reduce the number of commutes to and from work and may have a positive impact on air quality.

Political

Threats - Some political leaders in the City feel that police department employees are over paid, have a better benefit package than private sector employees, and should be thankful for having jobs in these poor economic times. While calls for service have increased roughly sixteen percent over the last eight years, they have recommended laying off personnel while insisting the department could still maintain the current level of service.

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Since 1972, when the motor officer program was eliminated, each council has refused to consider any recommendations which would increase the number of police officers on the Department or that would increase job diversity. Political leaders feel that other issues facing the City are far more serious and have not implemented any recommendations to increase employee retention that would increase the budget. One former city manager suggested that all police officers should be fired before they reach the highest payroll range and then hire new officers in their place at a savings of thousands of dollars.

Opportunities - As already mentioned, in 1993, the police department received an eighty-seven percent favorable rating from the community. These community members may have considerable influence on political leaders on issues that would impact service levels and quality of life issues.

Organizational Capability

The organization's strengths and weaknesses are assessed to eliminate (or at least minimize) the impact of the threats and to maximize the benefits gained from the opportunities.

Strength - The Small Police Department has been described, at times, as a "family." With only fifty-one employees, they all know each other by their first

name. In most cases, they also know each other's family members by their first names and interact socially.

The Department places a high emphasis on service, recognizing that the community expects more from them than protection from the criminal element. As such, the police department also receives much support from the community. Much of the interaction with community members is positive and they are appreciative of the police.

As for the Department, the benefit package is very good and officers are allowed considerable latitude when performing the duties of their position (giving officers more responsibility). There is also considerable flexibility in terms of coordinating personal life with job responsibilities and the department has two modified work schedules (3/12 and 4/10 plans).

There is comparatively little activity in the City of Small. While this is seen as a weakness for some, it is seen as a benefit to others. The City of Small is geographically small and considered to be a "bedroom" community where most of the calls for service are low profile in nature and are service oriented. This is considered a benefit for those officers or applicants who desire a "low profile" community where the work is not overwhelming and they can feel safe.

Weaknesses - Budget concerns due to dwindling tax revenues have caused the city council to consider reductions in salary and benefits. Yet, the council still expects existing levels and quality of service to remain the same. Educational reimbursement, a current negotiated benefit, has already been eliminated without the benefit of meet and confer for two fiscal years. This is in contrast with the Chief's emphasis on college education for promotion. Also, no effort is being placed on making the Small Police Department more attractive for potential applicants or more satisfying and challenging for existing employees.

Exit interviews conducted prior to 1991 revealed that non-competitive salary, lack of job diversity, and limited promotional opportunities have been major factors when police officers have decided to leave the Department. Another factor, although not as important, was the lack of automation such as computers in police vehicles, automated records management, and computers for the purpose of report writing.

Stakeholders Identification and Analysis

A stakeholder is identified as any vested special interest group or person whose behavior could have an impact on the issue. Twenty-three stakeholders were identified (Appendix F). From that list, eleven individuals, groups, or entities have been identified as the most significant stakeholders. The stakeholders, along with the assumption(s) they may have about the issues are listed.

* = SNAILDARTERS: Unanticipated stakeholders who may have an impact on the strategy.

Stakeholder

1. COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING

    A) May be forced to reduce or eliminate reimbursement for training costs due to budgetary constraints.

    B) Could play important role if increase in time (experience) requirements for the issuance of Basic POST Certificate became an issue (a key requisite for lateral transfers).

2. STATE LEGISLATURE

    A) Is in the mode of eliminating funding to municipalities to help balance State budget.

    B) Wants municipalities to pay own way.

3. SMALL CITY COUNCIL

    A) Feel that employees are overpaid and over benefited.

    B) Believe employees should be grateful to have jobs and are not concerned about meeting employee needs and expectations.

4. PEACE OFFICER'S ASSOCIATION

A) Unyielding commitment for increased job diversity, comparable salary, and maintenance of benefit package is critical.

B) Strong belief that City is responsible for maintaining high quality of professional life for employees.

C) Believes that community should get involved to help maintain quality of service.

5. COMMUNITY MEMBERS OF THE CITY OF SMALL

A) Insists on maintaining a high quality and level of police services.

B) Is very pleased with quality and current level of service from the police department, but rarely get involved when service is not affected.

6. CITY GOVERNMENT MANAGERS (CITY MANAGER & ASSISTANT CITY MANAGER)

A) Continually looking at ways to identify sources where monies can be saved that will not reduce the department's ability to provide high level of service to the community.

B) Believes that both City leaders and employees must recognize each other's needs and that both sides must give a little.

C) Recognize that employees are an asset, not a cost factor.

7. ASSOCIATION OF TAX PAYERS

A) Believes police department employees are overpaid and have a "Fortune 500" benefit package.

B) Adamantly opposed to any tax increases or new taxes.

8. CHAMBER OF COMMERCE

A) Has historically supported the police department.

B) Has been known to apply pressure onto council to maintain high level of safety services.

9. RESERVE POLICE OFFICER PROGRAM

A) Many reserve officers use the reserve organization as a stepping stone to becoming a full time police officer.

B) Some reserve police would like to work details normally assigned to full time police officers on an overtime basis. (Currently reserve officers do not receive payment for their services)

C) Rarely get involved in City government when it does not involve them directly.

10. DEPARTMENT STAFF

A) Have valuable information on recruitment and retention.

B) May not support program if they are not allowed to have input in its development.

11. CHIEF OF POLICE

A) Committed to increasing job assignment diversity.
B) Support for specialized programs is critical.
C) Committed to improving quality of professional life.

12. PARENTS/TEACHERS ASSOCIATION (*)

A) Very fond of police, especially the "DARE" and MC GRUFF" programs.

B) Will get involved if issues impact the safety of children.

Illustration #26
Stakeholder Assumption Map

Certain

```
                                                        11a/b/c
                                  4a            4b      2/3/7b
U                                          5a      10b    4c
n
I                                                      12b    I
m        10a                                                  m
p   9c  9a                              7a        2a          p
o                                                             o
r _____  r
t                                8a            6b     12a     t
a            · 9b  ·                                          a
n                               8c    5b                      n
t                                                      6c     t
         ·                                          6a
                              1a
                              1b
                                                         3a
```
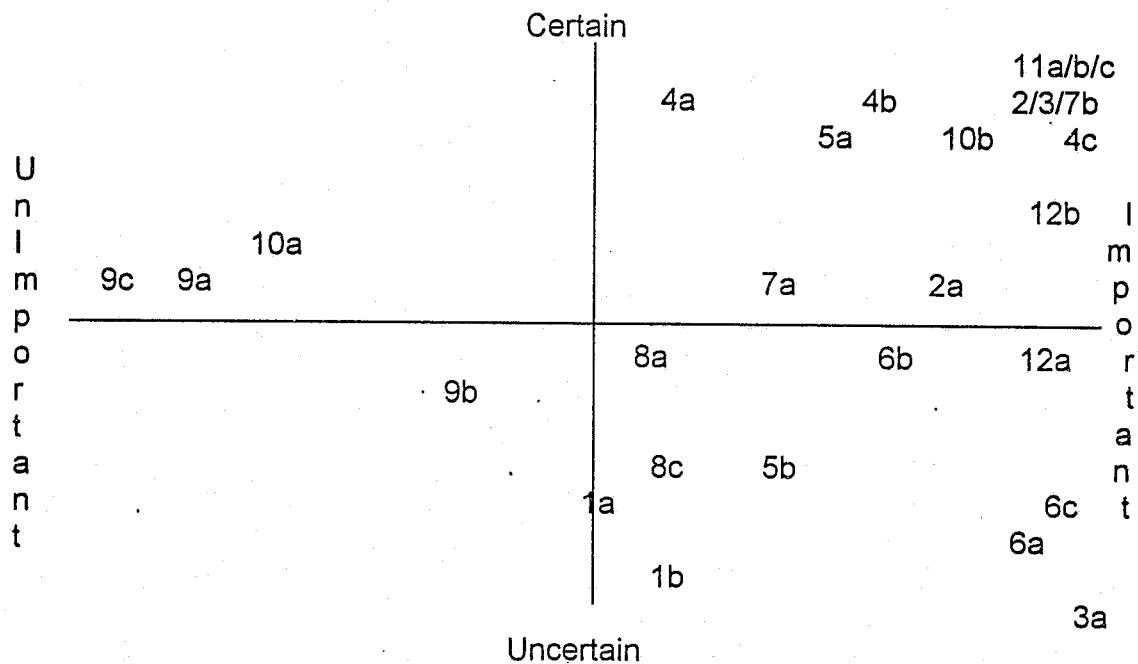
Uncertain

Legend of Stakeholders

"X" axis: Importance of the stakeholder's assumption to the department's management of the issue.

"Y" axis: Certainty/uncertainty of the stakeholder's assumption.

(*)   Snaildarter

1.   Commission on Peace Officer Standards and Training
2.   State Legislature
3.   Small City Council
4.   Peace Officer's Association
5.   Community Members of the City Of Small
6.   City Government Managers
7.   Association of Tax Payers
8.   Chamber of Commerce
9.   Department Staff
10.   Reserve Police Officer Program
11.   Chief of f Police
12.   Parents/Teachers Association (*)

Developing Alternative Strategies

The author met with a group of colleagues (Appendix D) to develop a list of strategies that could be used to achieve the Small Police Department's mission. The group, comprised of law enforcement personnel, reserve police personnel, one municipal personnel manager, and one educator. A Modified Policy Delphi process was used to generate a list of possible strategies. The complete list was reduced to three alternatives. The alternatives were then analyzed and pros and cons for each were identified.

Strategy 1 - Increase job diversity by exploring non-traditional approaches to law enforcement and by creating specialized assignments that are responsibilities in addition to normal patrol assignments and require no or nominal funding for equipment, supplies, and training.

Most of the stakeholders are likely to perceive this strategy as being favorable. Two stakeholders, POST and the State Legislature, have no impact on or impact from the implementation of this strategy. They could, however, have considerable impact on the possible success of the strategy because they control monies and establish many of the requirements under which law enforcement agencies operate. The Peace Officer's Association would benefit the most because more job diversity is

created. And, if the specialized programs impacted the community's youth, the PTA, a snaildarter, could play a big role in the implementation of the strategy.

Advantages

* Offers diversity beyond patrol, detectives, and promotions.
* Some specialized programs generate enough revenue to help or completely fund the program.
* Specialized programs can be tailored to meet the department's current and future needs.
* Increase morale.
* Increase attractiveness of organization to applicants.
* Organization is better able to meet the needs of the community.
* Some programs may generate revenue beyond that required to fund the specific program.

Disadvantages

* The current budget crisis limits capital expenditures to replacement of equipment, not new ventures.
* Requiring personnel to work specialized assignments along with normal patrol duties reduces the impact of the program.
* Officers not assigned to specialized programs will be required to perform more of the routine patrol duties.
* As funds become more limited, special programs are the first to be eliminated.
* Officers assigned to specialized assignments must perform at a level that is "above and beyond" what is normally expected.
* Not able to provide full-time officer and service.
* Programs are under utilized and only a fraction of the target populations are reached.

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Strategy 2 - Form an agreement with neighboring law enforcement agencies to trade officers for a specified amount of time (such as six months to one year). As with strategy one, POST and the State Legislature have no impact on or impact from the implementation of this strategy. The Police Officer's Association would most likely view this strategy as having limited potential because, while it would create some job diversity, it would be limited in type and the number of officers that would be able to participate. The remaining stakeholders would most likely not oppose this strategy, but have a wait and see attitude. The stakeholder having the most apprehensive attitude is the department staff. This because of a the great unknown as to what type of employee are they receiving from the other agency.

Advantages

* Exposure to new assignments not available at agency.
* Exposure to methods and procedures of other organization.
* Can return to agency and introduce new ideas/training.
* Personal career development.
* May attract personnel to organization.

Disadvantages

* The officers may have difficulty assimilating into the new organization.
* The officers will be required to learn the policies and procedures of the new agency.
* In the event there are differences in salary and benefits between the two agencies, there may be some difficulties with co-workers earning more or less monies for performing the same tasks.
* May lead to officers leaving the organization.

Strategy 3 - Maintain a "status quo." There has been only one officer that has laterally transferred to another law enforcement agency and one that has made a career change and left law enforcement all together in three years. Other municipalities are also experiencing budget woes, and the current condition of municipal budgets, job security is considered very important. Since only two officers have left over the last three years, some of the stakeholders may not be looking for change. The community is also very satisfied with the level of service they are receiving.

Advantages

* Gives the department additional time to study and identify a profile of officers suited for the work environment offered by the Small Police Department.
* Will not have the disruption within the organization that sometimes occurs when selecting personnel for specialized assignments.
* Eliminates the disruption and disappointments that occurs when specialized programs are eliminated.

Disadvantages

* The department remains reactive instead of becoming proactive.
* May lose officers due to lack of job diversity.
* The department may become a training ground for new officers and average experience level would decrease.
* Less experienced officers could increase liability.
* As turnover increases, promotional pool is decreased.
* Lower morale.
* Agency may become less attractive to new applicants.
* Because of the tight job market, officers are not laterally transferring as much. The lack of promotional opportunities and job diversity may increase disability retirements.

Selected Strategy

The strategy selected is to increase job diversity by creating specialized assignments that are responsibilities in addition to normal patrol assignments and require nominal funding for equipment and supplies. It is intended to expand and adapt existing programs and create new programs to serve the maximum number of residents. Also, if necessary, such programs are easily collapsible and will most likely not require the elimination of positions or re-assignments.

It was also recommended that grants be explored to help reduce expenditures and provide full-time personnel for such programs. The use of full-time personnel will enable the participants of the program to reach a larger portion of the target population. It is also understood that by accepting grants, the Department (in most cases) will be required to agree to make an effort to continue the program once the funding has ceased.

This strategy was selected because:

* It will most likely have a wide range of support from stakeholders.
* It will have no or minimal financial impact on the city.
* The vast majority of the sworn personnel (most likely everyone at and below the rank of sergeant) will be able to participate.
* Programs can be an ongoing, updated, or repeated as demand and opportunity are identified.
* A larger portion of the community will receive the benefits of the programs.

Implementation Plan

A project manager will be assigned by the Chief of Police to head a team of volunteers to identify goals and objectives of this program. The project manager will also team with appropriate city personnel to identify and acquire suitable grants. Police department personnel will function as experts in the police culture and city personnel will function as experts in acquiring grants. The goals of the partnership will be as follows:

* Identify community needs and suitable programs.
* Identify programs that are desired by department personnel and match participant to program.
* Determine if funding is available through grants for the programs identified.
* Determine if agency will seek grant funding or be able to implement program without financial assistance. (Grant funding may not be desirable due to limitations and excessive requirements.)
* Select personnel for the program.
* Implement program.
* Monitor and evaluate the program.

Job diversity is obviously not the only factor that causes voluntary turnover. However, a stress-free and rewarding work environment does improve employee morale. This strategy is intended to create such an environment by creating job diversity and matching employee expectations with community needs.

SECTION IV

TRANSITION MANAGEMENT PLAN

The Transition Management Plan will act as the blueprint for administering the implementation plan. The plan has been designed for a fictional law enforcement agency. It is intended to serve as a model for similar sized agency that may be experiencing similar needs.

Transition Management Situation and Strategy

The target organization is the Small Police Department, a fictional law enforcement agency. Chief Michael Brian has been the Chief of Police for three years and has served with the Department for twenty-five years. He has seen many changes in the organization during those years. James was promoted to Chief of Police at a time when it appeared that morale could not get any lower and voluntary turnover left the patrol force with an average experience level of thirteen months.

The Department was turned around. For the last three years only two officers have left voluntarily, and no one had been fired. Chief Brian attributed this in part to a change in management style, salary and benefits were now comparable to surrounding agencies, the implementation of modified work schedules, and the poor state of the economy. Although employee retention is not currently an issue, he

fears it could again become a problem, similar to what was experienced between 1977 and 1991.

The work environment was again changing and Chief Brian felt that the Small Police Department was becoming less competitive. Salaries were not keeping pace with those of surrounding agencies, cuts in employee benefits were being threatened, many of the larger agencies surrounding the City of Small now offered modified work schedules, job diversity had still not increased significantly, and the economy was still in a poor condition. The Small Police Department was again becoming less attractive.

A future study had been conducted. As a result, ten relevant trends and events were identified that were believed to impact the issue of employee retention by the year 2004. A hypothetical scenario was developed based on the impact of the trends and events and a strategy was developed to manage the situation. The key element of this strategy was increased job diversity by creating specialized assignments that were responsibilities in addition to normal patrol assignments and required nominal funding for equipment and supplies. Another part of this strategy was to identify and apply for grants to help reduce the financial impact of such programs on the Department and provide full-time personnel for specialized programs. It was believed that by having full-time personnel assigned to specialized

programs, participants of the program would be able to reach a larger portion of the target population. The strategy is expected to be implemented by July, 1 1994.

The Critical Mass

Four colleagues were consulted to identify a critical mass for this project (Appendix E). The key players were selected because of their positions on and influence within the community and the Department. They were also rated on their readiness and capability to support this strategy. The key players and their positions are:

1. ### Chief Michael Brian

    Chief Brian is ultimately responsible for determining the types of services that will be necessary to accomplish the mission of the Department. As such, he will determine what, if any, specialized programs will be sought. He is enthusiastic about this project. His "readiness" is high while his "capability" is medium. The reason for the lower rating in the "capability" area is that he does not have the authority to implement programs that cost additional monies without approval from the City Manager.

2. ### City Manager

    The City Manager is responsible for ensuring that the entire city, not just one department, is meeting its goals. It will be necessary to receive his approval for any programs requiring additional funding. His "readiness" is medium and his "capability" is high. While his rating in the "capability" area is high, he too

must gain approval for additional expenditures (from the City Council). However, he does have more considerable authority than department heads such as the Chief of Police.

3.   **The Small City Council**

The City Council has the ultimate authority over the implementation of programs and the responsibility for approving additional expenditures. Their "readiness" is low and their "capability" is high.

4.   **The Tax Payers' Association**

The Tax Payers' Association is a self-appointed watchdog of the City. They have historically opposed most requests to increased expenditures and preach volunteerism. Their "readiness" is medium and their "capability" is also medium.

5.   **Small Police Department Staff**

The Small Police Department Staff consists of two captains and three lieutenants. Regardless of who has been in this group, they have historically fought amongst themselves for position and power. This has created an environment in which few efforts to change have survived. Their "readiness" is medium and their "capability" is low.

6.   The Small Peace Officers' Association

The primary responsibility of the POA is to represent its members on all issues relating to salary, benefits, and working conditions.   The implementation of a new program would fall into these areas.   Their "readiness" is high and their "capability" is low.

Illustration #1 represents each Key Players' readiness/capability to support this strategy.

Illustration #27

Critical Mass Readiness/Capability Chart

Key Players	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
Police Chief	X				X	
City Manager		X		X		
City Council			X	X		
Tax Payer's Assoc		X		X		
P.D. Staff		X				X
P.O.A.	X					X

The critical mass was again evaluated to determine each key player's commitment to the project. First each player's current position was identified. Once this was completed, to help achieve the desired scenario, their desired position was then determined.

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1.   **Chief Michael Brian**

Chief Brian has continuously worked to create as healthy and rewarding a work environment as possible while still meeting the expectations of the community and working within the parameters established by the city government. He feels that this project is one of the best vehicles available to create such a work environment and is in a position to "help" make the project happen. For this project to succeed, his commitment must remain the same because any less of an effort would diminish the credibility and importance of the project.

2.   **City Manager**

The City Manager does not "micro manage" and demands that each department head manage his or her respective department. It is his responsibility to determine if the desired project is financially feasible. And if it is, how it "fits" into the big picture for the entire City. At present, the City Manager is in the "let happen" position. It is believed that he must be moved to the "help happen" position for this project to get off the ground.

3.   **The City Council**

The City Council has the ultimate responsibility of determining whether funds will be allocated for the desired program. Due to the current economic crunch, they are very apprehensive about increasing the budget. The City Manager has been directed to find every possible means of decreasing, not

increasing, expenditures. Currently the City Council is in the "block change" position and must be moved to the "make happen" position.

4. **Association of Tax Payers**

The Association of Tax Payers is a self-appointed watchdog of the City. They can be a very powerful opponent if they are opposed to a project and may have enough influence to defeat its implementation. However, in the past, they usually have not had enough clout to help get a project approved. The Association is currently in a "block change" position. Because they often have a negative or undesired influence on issues that they support, it is believed that they should not enter the "help happen" position, but move to the lessor profile "let happen" position.

5. **Small Police Department Staff**

With the history of bickering, they have created an environment where few efforts to change have survived. The staff has little influence in regards to the implementation of a project, but may have considerable power once a project has been approved. This is because they are usually responsible for the operation of most programs. Staff can impact how the project will operate and, thereby, may be able to influence whether the project will succeed or fail. Currently the Small Police Department staff is in the "let happen" position. For the project to be a success, they need to be moved to the "help happen" position.

6. The Small Peace Officers' Association

For the last three years the peace officers' association has been instrumental in effecting change. This is because they have been kept informed and/or consulted with in all aspects of the process when the change involves association personnel. In most every instance, however, the POA has not been opposed to any of the recommended changes. A true test of their influence or power will be if they oppose a proposed change.

In this situation the POA will most likely be in favor of the project. Although it will impact working conditions by requiring personnel to perform additional tasks or duties, the desired outcome will be increased job diversity which will most likely please everyone. The POA is in the "let happen" position and this is also their desired position.

Illustration #2 indicates the CURRENT (C) and DESIRED (D) commitment positions of the key players.

Illustration #28

Critical Mass Commitment Chart

Key Player	Block Change	Let Happen	Help Happen	Make Happen
Police Chief			C>	D
City Manager		C>		D
City Council				D
Tax Payer's Assoc	C>	D		
P.D. Staff	C>	C>	D	
P.O.A.		C/D		

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Management Structure

A team will be appointed to implement the plan working with the critical mass members to achieve their desired types of commitment. The team will have a project manager who will be appointed by the Chief of Police. One member of the City Council will be asked to participate on the team and, with the approval of the City manager, the Assistant City Manager will also be a participant. The remaining team members will be from the Police Department and will consist of senior staff and a representative from the POA.

Issues such as the selection of specialized programs, grant writing, personnel, training, and finance will be covered. Work done by the team will be responsibilities added to their regular duties. Each position on the team should be voluntary and the members must be knowledgeable in the area of managing change. The recommended Project Manager is the Administrative Captain. He has been chosen since his daily responsibilities include specialized programs, training, and recruitment.

The team will address several issues including:

1.   Identify specialized programs that are needed and/or desired by the community, Department, and department personnel. The programs must

then be prioritized based on the probability of successful implementation and the likelihood of a successful outcome from the program.

2. Determine if these specialized programs can be successfully implemented by utilizing existing personnel and assigning these specialized programs as additional duties or if additional full-time personnel will be required. It must also be determined if personnel are adequately trained or if additional training will be required.

3. Once the desired specialized programs have been identified, it will be necessary to determine if they can be implemented under our current budget or if additional funding is required. In the event additional monies are necessary and the City cannot fund the program or programs, it will be necessary to find funding. In this case, the possibility of attaining grants will be researched.

4. If it is determined that it will be necessary to fund the selected specialized program (or programs) through grants, the grant writer will determine which, if any, grants are available and recommend the most suitable grants.

5. Finally, after the program (or programs) have been implemented and been in service for a specified period of time, the suitability of the program will be assessed. A survey instrument will be designed to determine the effectiveness of the specialized programs (or programs).

Illustrates #29 shows structure of the Management Team. The Chief of Police be responsible for facilitating the meetings.

Illustration #29

Transition Management Team

Chairman (Administrative Captain)

2	Bureau Captains
2	Watch Commanders (AM & PM Shift Representatives)
1	Assistant City Manager
1	Police Officers' Association Representative
1	Grant Writer
1	Member of the City Council

Techniques to Support Implementation

A variety of methods can be used to implement the recommended changes. For the purpose of this section, the researcher will look at the implementation of a single specialized program. The methods include:

1. Assigning Specialized Programs to a specific division within the Department so as to identify the ultimate responsibility for the project.
2. Seek volunteers for the specialized program and make the appointment(s).
3. With the assistance of the person or persons assigned to participate in the specialized program and the stakeholders, identify the desired outcome and a method to adequately measure results.
4. Set time tables for implementation of the specialized program.
5. Ongoing monitoring of the specialized program.
6. Conduct a survey after a specified period of time to assess the program.
7. Maintain records to account for all expenditures to determine the total cost of the program.

Illustration #30 shows how the Project Management Team may set its responsibilities. It is also designed to aid group members by identifying and assigning responsibilities. As a result, there should be no doubt as to the roles and responsibilities of each group member.

Illustration #30
Responsibility Chart

	Proj. Mngr.	Op. Capt.	Asst. Mngr.	A.M. WC	P.M. WC	Grant Writer	C.C. Mbr.
ID Programs	A	R	I	R	R	S	S
Prioritize Programs	A	R	S	R	R	I	S
ID Training Needs	A	I	R	R	R	I	I
Select Grants	A	R	I	I	I	R	I
Develop Effectiveness Survey	A	I	S	I	I	R	S
Select Program Participants	A	R	I	S	S	I	I

R = Responsibility (not necessarily authority)
A = Approval (right to veto)
S = Support (put resources toward)
I = Inform (to be consulted)

Section Summary

The summary covers all aspects of the project's transition management. It includes transition management situation and strategy, an assessment of the readiness and capability of the critical mass, the analysis of the critical mass, the current and desired commitment of the critical mass, management structure, and techniques to support implementation and change.

Conclusion and Recommendations

For the purpose of this section, the researcher will look at the implementation of a single specialized program. The conclusions that may be reached with respect to the sub-issues are as follows:

1.　Specialized programs will be developed to meet the needs of both the community and the employees. It is expected that this will increase the quality of professional life of police officers. The structure of these specialized programs may include:

The strategic plan involves three possible variations. The first is to implement a specialized program where the new duties are responsibilities in addition to existing duties. That is, the special assignment will be worked on a "part-time" basis. The second is a "full-time" assignment to the specialized program. Participants relieved from their normal duties or responsibilities and are assigned to the specialized program. The third is a combination of the two possibilities already mentioned. Some participants receive new assignments while others receive additional duties.

2.　How will such programs be funded?

As already mentioned, the economy is still in poor condition and all department heads have been directed to reduce expenditures. There are four possibilities to resolving the problem of limited funds. They include:

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1.   Identify and implement a specialized program that can meet its objectives with part-time participation and require no or minimal funds for equipment and supplies.

2.   Identifying current assignments that can be eliminated and the re-assignment of existing personnel a specialized program.

3.   Find and apply for suitable grants.

4.   Use of asset seizure funds (if available).

The third alternative is not a totally "cost free" venture for the municipality receiving the grant. In some cases, grants require matching funds and an agreement that once the grant ends, attempts be made to continue the program with the expense being the sole responsibility the municipality.

3.   How will the effectiveness of specialized programs be measured?

A combination of methods would be necessary to determine the effectiveness of the specialized program. Since employee retention is the base issue, a survey must be conducted to determine the level of job satisfaction as it relates to voluntary turnover. After the specialized program has been in place for a specified period of time, another survey of the work force should be conducted to determine whether the goals and objectives of the program have been met. Concurrently, if there are voluntary resignations, exit

interviews should be conducted to determine if job diversity was a factor in the decision to leave. In addition to the above, recruitment efforts should emphasize identifying applicants who might be more suited to the working environment of a small law enforcement agency.

The issue question remains:

> What organizational practices will be required to retain police personnel on small law enforcement agencies by the year 2004?

A review of the literature related to turnover and job satisfaction and interviews with individuals at all levels of the work force on small law enforcement agencies point to six important areas that must be addressed. These areas are:

1. Providing Job diversity.
2. Matching employee needs and skills to specialized programs.
3. Including the work force in identifying organizational goals.
4. Entrusting the work force to achieve the organization's vision.
5. Knowing the goals and objectives of the employees.
6. Mentoring and coaching to help achieve goals and expectations.

Recommendations

The focus of this work has been employee retention. Some of the law enforcement managers that were interviewed said that voluntary turnover has slowed significantly over the last few years. It was their belief that the poor condition of the economy

made some people apprehensive about leaving the job and that salaries and benefits on some small law enforcement agencies were getting competitive with larger agencies. Future studies in this area are recommended. They should focus on a specific geographical area, such as a set of bordering counties. They should also include factors such as gender, age, commuting, and dependents as they relate to voluntary turnover on small law enforcement agencies.

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Nominal Group Panel Members:

<u>Thomas Mahoney</u>, Chief of Police, South Pasadena Police Department.
Twenty years of law enforcement experience, former Captain of the Culver City Police department, graduate of Command College Class # 7, and graduate of the National Academy.

<u>Frank Wills</u>, Chief of Police, San Marino Police Department.
Fifteen years of law enforcement experience, former Lieutenant of the Pasadena Police Department, graduate of the National Academy, and is enrolled in Command College Class #20.

<u>Joseph Lunnon</u>, Sergeant, South Pasadena Police Department.
Fifteen years of law enforcement, all with South Pasadena. Graduate of DCI. .

<u>Joseph Flannagan</u>, Agent, Alhambra Police Department.
Ten years of law enforcement experience, all with the City of Alhambra.

<u>Ward Jensen</u>, Retired - Licensed Psychologist, Owner of a marketing firm.

<u>Roger Clark</u>, Retired Lieutenant, Los Angeles County Sheriff's Department.

<u>Lou Josephs</u>, Ph.D, Superintendent of the South Pasadena Unified School District.

<u>Amadee (Dick) Richards</u>, City Council Member, City of South Pasadena. Two term member of the Council having served as Mayor two years. Retired FBI with thirty years of service.

<u>Norma Lavalle</u>, Writer, Pasadena Review.

Appendix B

List of TRENDS identified by the NGT panel in June 10, 1993. The top ten TRENDS selected for forecasting are underlined.

1. Decrease in the number of small agencies.
2. Ethnic diversity of California.
3. Violence against police officers.
4. Decrease of total human resource systems.
5. Organizational emphasis on employee retention.
6. Increased city rural movement.
7. Privatization of police services.
8. Increased in state-mandated training.
9. Number of career changes for police officers.
10. Sophistication of job, equipment and training.
11. Education requirements for entry level officers..
12. More emphasis on people skills and communication.
13. Police organizations becoming less militaristic.
14. Increased media responsibility.
15. Discrimination; of use/possession of drugs.
16. Increased emphasis on "Community oriented policing".
17. Increase in number of jobs in the work force.
18. Increase Community review of police departments.
19. Growth of Gangs/influence on community.
20. Increase cooperation/teamwork with police - city council - city managers
21. Increase in sexual harassment complaints.
22. Decrease loyalty by employees to organization.
23. Decrease to incarcerate crooks.
24. Decreased money available for juvenile programs statewide.
25. Litigation against Cities/Police Departments.
26. Increased specialization of large police agencies.
27. Scope of benefit packages for officers.
28. Advent of "information superhighway" - decrease in employee record privacy.
29. Increase job specialty rotation/Police officer
30. Increase language (multi) for entry lever Police Officer.
31. Increase attractiveness of smaller agencies for Police Officer.
32. Affect (increase) of communicable diseases.
33. Increase percentage of women in law enforcement.
34. Increase acceptance of openly-gay police officers.
35. Increase replacement of police officers by free labor.
36. Increase complexity of legal procedures/requirements.
37. Increase in violent crime in small "quiet" communities.

38. Increase in civil disobedience.
39. Increase diversity in L. E. agency styles/techniques.
40. Improved state of the economy.
41. Continued change of "traditional family values".
42. Increase in government crisis management/municipal hysteria.
43. Modified work schedules.
44. Breakdown of criminal justice system.

Appendix C

List of EVENTS identified by the NGT panel in June 10, 1993. The top ten EVENTS selected for forecasting are underlined.

1. 1997 Hong Kong to China
2. Military accepts open gays
3. Major war
5. Legislature limits non-economic damage awards
6. Law to give tax increase by simple majority vote (not 2/3)
7. Voucher system for private schools approved
8. Licensing requirements for police agencies.
9. Republicans gain majority in both houses
10. Police officer gets death penalty for officer-involved shooting.
11. Los Angeles County 9.0 earthquake
12. Crash of stock exchanges.
13. Privatization of a small L. E. agency.
14. Major Southern California Civil disturbance. (riot)
15. Enforced closure of border to illegal immigration
16. Unification of gangs against police.
17. Loss of any single ethnic majority in California.
18. Police MOU with merit pay - no seniority
19. California splits into 2 states..
20. Contact with extraterrestrial sentient beings.
21. Election of United States President from 3rd political party.
22. California Sheriff's Office refuses a contract with local municipality.
23. Final approval of NA free Trade agreement.
24. Development of 100% effective non-lethal weapon.
25. Cure for AIDS.
26. Criminal jury from 12 to simple majority of 7.
27. City goes bankrupt - officer pays full liability judgment.
28. Elimination of immigration restrictions. (open borders)
29. Agency of all part time officers.
30. California attains national average of employment
31. California secedes as independent nation.
32. Law change to allow convicted felon as police officer.
33. City manager hires civilian Police Chief (no law enforcement experience)

Modified Delphi Participants

Sergeant Joseph Lunnon
Sergeant Michael Neff
Agent Joseph Flannagan
Reserve Lieutenant Peggy Grangetto
Jack Roberts, Asst. Principal Huntington Park High School (Retired)
Lynette Berk, Administrative Assistant to Assistant City Manager

Appendix E

Critical Mass Development Team

Sergeant Joseph Lunnon
Sergeant Michael Neff
Sergeant Jeremy Kitabjian
Reserve Lieutenant Peggy Grangetto

Appendix F

STAKEHOLDERS

1. Commission On Peace Officer Standards And Training
2. State Legislature
3. Small City Council
4. Peace Officer's Association
5. Community Members Of The City Of Small
6. City Government Managers (City Manager & Assistant City Manager)
7. Tax Payer's Association
8. Chamber Of Commerce
9. PTA
10. Reserve Police Officer Program
11. The Community
12. Police Department Staff
13. Department Police Officers
14. Surrounding Law Enforcement Agencies
15. Personnel Department
16. Other City Departments
17. Training Coordinator
18. Asian Community
19. Local News
20. Local Service Clubs
21. Fire Department
22. District Attorneys Office
23. Neighboring Police Departments