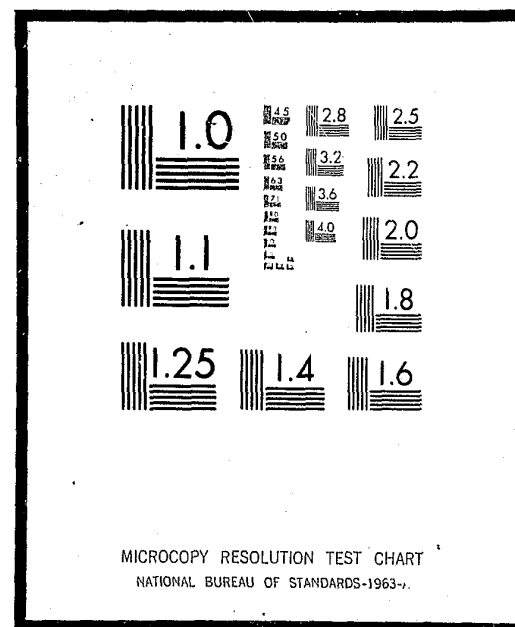


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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT

Implementation of A Career Development System:
A Feasibility Study

REPORT NUMBER

75-066-013

FOR

Albuquerque, New Mexico, Police Department

Population: 244,000

Police Strength: (Sworn): 486

Total: 647

Square Mile Area: 1,169 (county)

CONTRACTOR

PUBLIC ADMINISTRATION SERVICE
1776 Massachusetts Avenue, N.W.
Washington, D.C. 20036

CONSULTANT

Mr. Paul M. Whisenand

CONTRACT NUMBER

J-LEAA-002-76

DATE

December 30, 1975

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FORWARD

The City of Albuquerque Police Department has generated considerable interest in the design and implementation of a career development system for its personnel. As a consequence the Department submitted in August, 1975 a formal request for technical assistance to the U. S. Department of Justice, Law Enforcement Assistance Administration/Dallas Region VI. Subsequently, approval was granted and the Public Administration Service informed that one of their technical consultants should be assigned to conduct a feasibility study. In turn, I was selected to perform a seven man-day study. Three days were expended on-site in Albuquerque, and the remaining four in data analysis and report writing.

On arrival I was greeted with spirited enthusiasm, sincere cordiality, and a high level of cooperation. The following police personnel were most helpful in formulating this document.

- . Bob V. Stover, Chief of Police
- . L. A. Powell, Deputy Chief of Police, Services Division
- . Don Thompson, Deputy Chief of Police, Admin. Division
- . L. D. Barnett, Lieutenant, Field Services Division
- . M. L. Ward, Lieutenant, Employee Relations Officer
- . Cara N. Romano, Program Analyst, Planning Section
- . Arnold M. Bernstein, Police Officer, Training Section
- . Joseph M. Williamson, Police Officer, President,
Albuquerque Police Officers Association.

Additionally, certain members of the City's Administrative office and Personnel Department provided useful insight and support:

- . Archie Garcia, Assistant City Administrative Officer
- . Bill Giron, Personnel Director
- . Diana Smith, Testing Coordinator.

A warm and particular word of appreciation is due to Cara Romano, and Larry Ward for their interest and assistance.

Paul M. Whisenand, Ph.D.
Technical Consultant
Costa Mesa, California
December 1, 1975

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SECTION ONE

INTRODUCTION

The City of Albuquerque Police Department (APD) has profoundly and prudently assessed various avenues of organizational improvement. As a consequence, the APD identified a career development system (CDS) as possibly being of major significance in furthering crime reduction and officer job enrichment. To this end, the APD carefully analyzed the literature and research pertaining to CDS's. The APD, as a result of their inquiry concluded that a well designed CDS may inhere paramount benefits for the community as well as its police.

The technical consultant admits to an underlying bias in favor of CDS's. For, a CDS seems to be the most preferable of alternatives in "integrating the individual with the organization." In this case, a police officer with a police agency. A CDS may, however, present more problems than it resolves. It all depends on the intent, design, and usage of the CDS. Most basically, the APD is to be commended on a professional and dedicated interest in operationalizing a CDS. Clearly it appears feasible based on earlier endeavors and state-of-the-art innovations in the delivery of police services. Hence, tentative feasibility has been previously confirmed by earlier studies -- in concept and, in a limited way, practice. Whether a CPS is of use in the APD remains a question only to be decided by study and trial rather than conjecture.

SECTION TWO

STATEMENT OF THE PROBLEM

Any consideration of a CDS, whether in the public or private sector, automatically involves two interdependent problem areas. The first encompasses "end's" or conceptual parameters. In other words, what are the intended products and benefits to be derived from a CDS. The second deals with "means" or program design. Hence, this latter area focuses on the process in an operational sense. Each of the two problem areas are reviewed below.

CDS: Conceptual Parameters

Career development, like the majority of innovations, is an amorphous concept. (This section is condensed from my monograph entitled Police Career Development Washington, D.C.: Government Printing Office, 1973). Hence it is a most difficult practice to discern when looking for it in "practice." Some would wrongfully, look upon career development as a self-aggrandizing means for building one's upward mobility in a social organization. This may be in part, valid. Nonetheless, a CDS for the continual self-renewal of all personnel remains a most effective mechanism for individual and organizational development.

Peter Pitchess, Sheriff of the Los Angeles County Sheriff's Department, offers firm testimony to the urgent need for implementing a career development program when he writes:

Due to the multitude of complex and dynamic demands upon contemporary law enforcement and the corresponding need for increasing the professional nature of the police system, programs of executive and career development are of the utmost importance and urgency The establishment of standards, delineation of job requirements, recruitments of

qualified personnel, and formulation of effective training programs are all of paramount importance, and are most effectively realized through a program of career development.

Anyone who continues to doubt that the constant updating of professional abilities for police officers through a career system is not really that important should read Alvin Toffler's Future Shock. His account of accelerating pace, transience, human mobility, urban transformation, and various fundamental changes in the characteristics of our population are not just shocking but actually frightening. We return to Sheriff Pitchess for a definition of a CDS.

It is

a continuing scientific and judicious program for achieving solutions to the long range problems of executive, managerial and line-function development within the organization. Further, it involves the expedient application of on-the-job instruction, job rotation, and other techniques to assist employees within the organization to increase competent work performance which will benefit both the individual and the group. To that end, the career development structure requires a plurality of small workable individual components, all established within the more general framework of a unified system.

Normally an officer develops his career in order to advance in rank. With improved status and economic rewards assigned to supervisory and managerial positions in the police organization, there is a tendency for police officers to seek career advancement via the promotional system. As a result, police officers often express interest in being promoted out of police work and into upper-level positions. Goldner and Ritti described this situation as follows:

The professional because of his background, training, and psychological needs, is dedicated to the utilization and application of his technical knowledge. However, the hierarchical organization usually provides rewards and status for the professional who moves away from this technical role performance into a managerial function. In short, the professional may perceive that the only way to "get ahead" is through giving up those professional and technical skills which he achieved through long training and dedication.

Promotion of the competent police officer into a potentially ineffective or dissatisfied supervisor can be tragic for the department. Equally tragic for the individual is the dead-end status assigned to the competent officer whose lack of management potential has been recognized. How many have stated, or at least thought, "Cliff has twenty years on the job and is still a patrol officer. Too bad he can't get ahead."

Sheldon Krantz writes:

Obviously related to the need to revamp personnel structures and broaden the recruitment base is the need to broaden career opportunities within the police profession. Currently, the police officer is a captive not only of his profession but of the individual police department he initially selects. Often, because of restrictive preemployment residency laws, he does not have a choice among police departments (although this is becoming less a problem for a man interested in larger urban departments). Since advancement possibilities in any one police department are limited by existing personnel structures, the police profession does not offer good career opportunities.

Frankly, police agencies currently have but one career path available to their sworn personnel/management. With the growing responsibility for the delivery of more and improved police services, the police organization must develop additional career paths. To sum up at this point, the position of

police officer as presently constituted does not appear to their sworn personnel-management. With the growing responsibility or five pay steps, minimal in-service training, and low intra-departmental status, scarcely qualifies as a professional career path for a police officer. Once again the "Too bad Cliff can't get ahead" syndrome is evident; its cause is the lack of a valid career path for all police personnel -- officers, supervisors and managers alike.

CDS: Operational Design

Some have suggested that police agencies establish three systematic and distinct career paths to accommodate the careers of their sworn and civilian personnel.

Number one in this tripartite path would be a career ladder with at least twenty rungs for professional police officers. This career path would serve to reduce the strong drive of many officers to be promoted into management and would simultaneously elevate their motivation and satisfaction in continued service as a police officer.

Number two in this tripartite system is the supervisory-management career path that already exists. It is the path that commences with supervision over a small group and expands in area of coverage and diversification of functions. Rising through this track would impart experience necessary to handle the greatest number of employees under any conditions foreseeable in a police manager's career. Unlike existing police tracks, however, this

path should be considerably modified so that advancement is directly linked to increased degrees of professionalism in managing a police agency.

The last track in the tripartite system should be a civilian career path that permits paraprofessional and professional civilian employees of a police agency to experience career growth. The term paraprofessionals, as used in this context, applies to typists, automobile mechanics, telephone operators, cadets, and community service officers. Professional civilian employees include systems analysts, computer operators, business managers, legal advisers, and others. The significance of a career development program that contains a tripartite path was alluded to by the National Advisory Commission on Criminal Justice Standards and Goals (1973):

Every police agency should screen all personnel in order to identify their individual potential and to guide them toward achieving their full potential. Every employee should be developed to his full potential as an effective patrol officer, a competent detective, a supervisor or manager, or as a specialist capable of handling any of the other tasks with a police agency.

It is emphasized that there is not a single best way to design a CDS. At best the above proposed design will serve as a guide or may assist in creating one that meets specific organizational needs. As noted previously, the basic framework of a CDS can be comprised of three career tracks: police official, police management, and professional civilian.

Often a CDS makes it possible for professional police officers or civilians to earn a higher salary than many police managers.

Although some may consider such an arrangement to be bureaucratic heresy, parallel situations can be found in both private and public organizations such as hospitals, educational institutions, and numerous segments of the military service.

Successful implementation of a CDS will rest largely with a career development unit (CDU) located initially within the office of the police chief. This unit ought to contain a small group of police and professional civilian employees and one specialist responsible for recruitment, selection, training-education, planning, counseling, assessment, and advancement. The CDU staff would act as advisers to other related departments- personnel, finance, human resources, and so forth. Most important, the CDU would be the center for perpetuating professionalization of the department. As implied above, a CDS and thus a CDU should be responsible for:

Recruitment

Selection

Training and education

Career Planning

Counseling

Assessment (performance evaluation)

Advancement of human resources

SECTION THREE

ANALYSIS OF THE PROBLEM

Section Two examined in broad terms, problems associated with CDS's. Most basically, they indeed present a large hurdle for the best of organizations to surmount. Yet we can observe early signs of success in doing so (e.g. Dayton, Ohio and Fremont, California). Moreover, it looks as if the anticipated results can be well worth the required effort.

In addressing potential CDS problems as they may be experienced by the APD, one should be prepared to meet the following requirements.

- . Requirement: Understanding. To create a mechanism for the development of an agency-wide consensus on the scope and infra-structure of a CDS.
- . Requirement: Commitment. To promulgate a course of action directed toward the establishment of a CDS.
- . Requirement: Task Force. To appoint a CDS Task Force similar to the Task Force on Police Administration.
- . Requirement: CDU. To organize a Career Development Unit within the Office of the Chief of Police.
- . Requirement: City-Wide Support. To garner City political/administrative, and budgetary backing for building a CDS.
- . Requirement: Federal Support. To elicit multi-year Federal funding assistance for building a CDS.

. Requirement: Fundamental Steps. To selectively implement those CDS components that are readily available for action (e.g. management and supervisory development training program).

SECTION FOUR

FINDINGS AND CONCLUSIONS

The following findings and singular conclusion are derived from on-site personal interviews, observations, and prior related consulting experiences.

Findings

- . The APD has mounted and made a major commitment to a problem identifying and solving ad-hoc Task Force on Police Administration.
- . The Task Force, under the direction of a Deputy Chief of Police, has initiated corrective and positive policies and procedures in the area of disciplinary action.
- . The APD-Police Officers Association appears most enthusiastic over the possibility of implementing a CDS.
- . Similarly, APD management share in a concern for studying the benefits and costs associated with a CDS.
- . The APD recently suffered the consequences of a work stoppage. It presently appears that the usual acrimony and suspicion connected with management-labor disputes has dissipated to the point that the requisite degree of mutual trust so necessary to the design and operationalizing of a CDS is beginning to emerge.
- . The APD is both willing and prepared to proceed on a number of projects dealing with fundamental components of a CDS. Those of immediate and specific interest include: planned job rotation; quarterly supervisory and management development

training sessions; and improvement of the promotion procedures.

- . The City of Albuquerque's central administration, in particular the Personnel Department, has expressed a willingness to assist the APD in the study of a police-oriented CDS.

CONCLUSION

The administrative setting in the City of Albuquerque is currently propitious for the design and development of a CDS for the APD.

SECTION FIVE
RECOMMENDATIONS

This Section is comprised of six recommended courses of action. While all are deemed to be of importance relative to a CDS, the final recommendation serves as the nucleus for meaningful and enduring program developments.

1. Task Force on Police Administration

The Task Force on Police Administration should at once embody in its purview CDS considerations. Further, when the original time-frame for the Task Force is completed (ninety-days), it should be reconstituted as a Task Force on Career Development.

2. Policy Setting

The Chief of Police, along with the formal approbation of the APD Police Association, should formally announce that the APD has a goal to study the benefits and expenses of a CDS.

3. Career Development Unit (CDU)

The APD should establish a CDU within the Office of the Chief of Police. While directly accountable to the Chief of Police, the CDU would also act as staff to the Task Force on Career Development. The CDU would subsume most, if not all, of the Planning, Personnel, Training, and Community Services units.

4. Supportive Programmatic Changes

The current commitment to exploring a CDS for the APD should be exploited. The programs proposed below should be implemented by the CDU: Each fosters career enhancement, and likewise the

eventuality of formalizing a CDS.

- . Career counseling
- . Planned job rotation
- . Proactive entry-level recruitment
- . Annual inservice advanced officer's training (forty hours).
- . Annual inservice supervisory development training (forty hours).
- . Annual inservice management development training (forty hours).
- . Pre-supervisory and pre-management inservice training for all recently promoted personnel.
- . The use of assessment centers for supervisory and managerial promotions.

5. City Personnel Department

The City Personnel Department should be consulted with regarding proposed programmatic changes that relate to their expertise. Clearly changes in recruitment procedures and promotional processes must involve their assistance. Also, a CDS, in general, must include their advice and support.

6. CDS Design Specifications

The APD should continue and accelerate their pursuance of funds to conduct a comprehensive study devoted to the potential application of a CDS. The recent steps taken in this direction are well intended. (This comment in particular references the "Preapplication for Federal Assistance " LEAA, July 10, 1975.) In this instance the consultant strongly recommends that the APD's request for funding support be positively acted upon. The reason being, briefly, a highly significant concept such as CDS would find an objective and tractable study base in

Albuquerque. Moreover, the study along with its design specifications will prove of profound interest to numerous local police agencies throughout the United States.

END