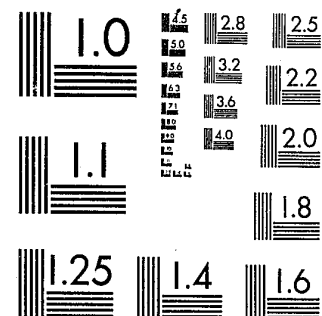


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THE COMPRESSED WORK WEEK

U.S. Department of Justice
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Prepared by:
Special Projects Unit
Research & Analysis Section
Bureau of Planning & Development

October 1980

NCJRS

MAY 6 1981

ACQUISITIONS

THE COMPRESSED WORK WEEK

INTRODUCTION

A suggestion that was received by the Suggestion System Section, Bureau of Planning and Development, Division of Administration, on May 1, 1980, recommended that the State Police adopt a 10 hour day/4 day work week. The suggestion was sent to various District Commanders, the Bureau Chief of Personnel, and the Bureau Chief of Logistics. Of the responses received, only one recommended that further research be done to actually determine the feasibility of an alternative work schedule.

During the beginning of this research, it was requested that the compressed work week be examined for use by code employees as well as sworn officers.

FACTS

SWORN

1. DLE Officers are not governed by the State of Illinois Department of Personnel.
2. DLE Officers may be assigned to any workshift that will benefit the goals and objectives of their Divisions.
3. The 4/10 work week for sworn officers would be based upon a 40 hour week.

CODE

1. Over 700 code employees in DLE are covered by a contract which does not permit a 4 day/10 hour day work week without further negotiations.
2. The 4/10 plan is, by definition from the Department of Personnel, an extension of the flex-time program.
3. DLE would have to justify and receive approval from the Department of Personnel for the implementation of a 4/10 work week.
4. Merit compensation employees may apply to work a 4/10 week after approval is received.
5. Up to 20% of DLE's employees (n=236) may work on flex-time hours.

6. The 4/10 work week is based upon a 37 1/2 hour week for code employees.

BOTH CODE AND SWORN

1. Many agencies have tried it and dropped the 4/10 work week.
2. Many agencies have tried and continue to use the 4/10 work week.

ASSUMPTIONS

1. The implementation of a 4/10 work week would result in a manpower shortage.
2. A 4/10 work week will reduce overtime.
3. A 4/10 work week will reduce absenteeism.
4. A 4/10 work week will affect productivity by either increasing or decreasing desired results.
5. A 4/10 work week will increase stress and fatigue.
6. Everyone will want to work a 4/10 work week.
7. Management will have no control over their subordinates on a 4/10 work week.
8. Timekeeping problems are insurmountable.
9. Communications within a District should improve because of an overlap in shifts.

DISCUSSION

In 1929, the National Industrial Conference Board (NICB) published a book entitled "The Five-Day Week in Manufacturing Industries." Henry Ford had introduced the shorter week (from the six-day to the five-day work week) and explained, "We believe that in order to live properly, every man should have more time to spend with his family." United States Steel Chairman Elbert H. Gary opposed the five-day work week on its practicality and on its violation of the Biblical exhortation, "Six days shalt thou labor."

The NICB study considered the five-day work week more as an experiment than as an established and general policy. Only 270 companies (representing 2.6% of the

industrial wage earners) were using the five-day work week in 1929. Many of the same questions were asked about the five-day work week that are being asked today about the four-day work week:

Who is using it? What are the effects on absenteeism, production, and turnover? Is it economical? What are the attitudes of employees and employers?

Acceptance was overwhelming. Improved morale and reduced travel time to and from work were two of the most widely mentioned benefits. It is interesting to note that in 1929 the NICB did not predict that the five-day work week would be extended to industry generally. Its study documented only its practicality and usefulness.

In researching the four-day work week, it has been found that the 4/10 plan is in similar status to that of the five-day work week in 1929. However, there are additional incentives for the four-day work week including energy consumption, both spouses working, and the desire for increased leisure time. Not only have a great many businesses and industries gone to a five-day work week, but so have the doctors, dentists, realtors, and bankers. This means that employees must take time off from work when attending to physical, fiscal, or administrative matters. By implementing a four-day work week, employees may schedule appointments many weeks in advance and not interrupt their work schedule. Even if businessmen, doctors, bankers, etc. go to the four-day work week, the services they provide will still be available during the five-day period.

IMPLEMENTATION OF A 4/10 WORK WEEK FOR DLE OFFICERS

With the approval of Superintendent R. J. Miller and Deputy Director William O'Sullivan, District and Zone Commanders and their staff could establish a 4/10 work week for their sworn officers. Utilizing activity reports based upon hours of the day and days of the week, management could discern when their peak activity occurs. Appendix A plots the enforcement and accident activity of one DSP District. As revealed in many studies, activity follows a pattern from day to day, week to week, and month to month. For example, in areas where there is heavy commuter traffic there is an increase in the number

of accidents during rush hour times, i.e., 7 a.m. to 10 a.m. and 3 p.m. to 6 p.m., Monday through Friday. In other areas where there are many tourist attractions, the peak for activity would probably be weekends and holidays.

Shifts based upon a 10-hour day would provide an overlap of six (6) hours. This overlap could be divided equally between the three shifts or could be utilized during two shifts, for example, 9 p.m. to 3 a.m. Increased coverage would be provided during the high activity periods, with sufficient manpower to patrol during the slack hours. As mentioned before, officers would have an opportunity to keep up to date on activities occurring before their shifts and would be able to better inform the next shift of events and needs in the District.

Each district and zone would have to determine their own shifts as is done now, based upon the activities that are most important in meeting their goals and objectives.

RESEARCH

Ten law enforcement agencies that have implemented an alternative work week were requested to forward information related to costs, problems, and reasons for maintaining or abandoning the modified work schedule. (See Appendix B.)

Mr. Ron Sistowski, State and Provincial Section, International Association of Chiefs of Police, was also contacted for research or feasibility studies performed for agencies interested in an alternative work schedule.

Many municipal agencies have attempted to use an alternative work schedule; however, the only state agency known to have tested an alternative to the eight-hour day is Louisiana. The following section explains the work schedules utilized by the various agencies:

Stockton P. D., CA - Utilizes a modified 40-hour work week, eight-hour day that is based on a 21 day cycle. Officers work eight days, are off four days, work seven days, and then are off two days. The schedule then starts over. There are three (3) rotating shifts. Each officer has every third weekend off. No officers are off on Friday, and that day is used for training. An officer may take Friday off prior to the beginning of a long weekend.

Arlington County, P. D., VA - Utilizes a four-day, ten-hour day work week. The three (3) days off are consecutive. Prior to July 1, 1979, a rotating shift, rotating days off schedule was used. Effective July 1, 1979, the department established a fixed shift, fixed days off schedule. The Research Unit conducted a survey of the officers and supervisors who worked the 4/10 week. The results of the survey revealed that there was better allocation of resources based upon workload, increased accountability of supervisors, and a lessening of psychological and physiological stress on officers working the fixed shift, fixed days off schedule. It was also discerned that there was no affect on leave earned or used on the 4/10 plan.

Based upon any change in calls for service, the schedule will be adjusted, if needed, from year to year.

Inglewood, P. D., CA - The 4/10 plan has been used since 1976. The plan was written into the contract between the police officers and the city. At first there many implementation problems, with an increase of sick time used and compensatory time earned. These problems are being resolved, and the greatest concern at the present time is the fatigue of those officers on the "graveyard" shift who report to court during the day.

A survey of the police officers demonstrated that they prefer the 4/10 work week and do not want to go back to the 5-day/8-hour day week.

Jacksonville Beach P.D., Florida - Since February, 1971, the Jacksonville Beach P.D. has utilized a 10-hour day schedule based on a 28-day cycle. The officers work five days, have four days off, work five days, have four days off, work six days, and have four days off. There are three (3) shifts, 7 a.m. - 5 p.m., 5 p.m. to 3 a.m., and 9 p.m. to 7 a.m. Supervisors work the same days and hours as their subordinates. The evening shift (9 p.m. to 7 a.m.) may be moved up if there are needs for increased manpower the following day. Areas of concern have been follow-up on assigned cases after a four-day break, the designation of supervisory responsibility during shift overlap, and the increase of supervisory officers. Benefits from the schedule are: less use of sick time, less accumulation of overtime, and increased productivity.

Louisiana State Police - Three Troops participated in a pilot project in which officers worked twelve (12) hour shifts. Based upon a 28 day cycle, an employee works 36 hours one week and 48 hours the following week. For example:

	<u>S</u>	<u>M</u>	<u>T</u>	<u>W</u>	<u>T</u>	<u>F</u>	<u>S</u>
Week 1	O	X	X	O	O	X	X
Week 2	O	O	X	X	O	O	X
Week 3	X	O	O	X	X	O	O
Week 4	X	X	O	O	X	X	O

(X = Off, O = On)

Eight hours of overtime per month are scheduled for each officer since the officer works 168 hours each month rather than 160 hours. The advantages include:

- reduction in unscheduled overtime;
- reduction in sick leave;
- reduction in compensatory time accrual;
- increase in number of arrests; and
- improved employee morale.

There has been a concern with fatigue, although most officers have patrolled more aggressively to combat the fatigue problem. Desk personnel seemed to suffer more from the long hours. The command structure changed slightly to accommodate the two shifts. Instead of three (3) Lieutenants and nine (9) Sergeants, they utilize four (4) Lieutenants and eight (8) Sergeants.

Beloit, P. D., Wisconsin - The Beloit Police Department tried the 4/10 plan for 105 days in the summer of 1971. A survey was sent out after the trial period to the officers on the 4/10 plan. Ninety-eight percent (98%) of the respondents favored the plan.

Management felt that the disadvantages were:

- reduction of patrol during single shift coverage, and
- "severe disruption in the command of the patrol force. . .";

and as a result, the program was dropped.

Cook County S. O. - The 4/10 plan was terminated after 90 days because of conflict with Cook County's payroll and timekeeping policies.

Based upon the information received, it is possible to establish a work schedule different from the traditional five-day week. Concerns within DSP and DCI should not be timekeeping and payroll policies. Concerns should be:

1. Adequate patrol coverage/investigations;
2. Ensurance of "chain of command"; and
3. Compensatory/overtime accumulation.

It appears, from the synopses of the alternative plans used and dropped, that management could not adjust their needs to that of the patrol officer. Supervisors should

work the same shift as their subordinates. If there are two supervisors on at the same time (with a shift overlap, for example), one officer should be put in charge as determined by seniority, the district commander, or because that officer is just starting to work.

Compensatory/overtime accrual should be based only upon time earned after the shift, regardless of length, is completed. For example, an officer who works an eight-hour day would accumulate overtime if the individual works longer than eight (8) hours. An individual on a ten-hour day would not accumulate time until/unless more than ten (10) hours were worked in one day.

The "Justification of Manpower" study is to determine the number of officers needed for DLE. The variables utilized can also determine the "least" number of officers needed. At the present time, we have no way of justifying the need for one (1) officer or fifteen (15) officers at any certain time. Command personnel, however, should be able to establish, at this time, minimum and maximum numbers based upon experience.

IMPLEMENTATION OF THE FOUR DAY WORK WEEK FOR CODE EMPLOYEES

The Illinois Environmental Protection Agency (EPA) has established the four-day work week for its employees on the five-day, 37 1/2 hour week. Other State agencies are presently studying the plan to determine the feasibility of implementation.

The EPA developed and sent a survey to its employees on the four-day work week and a survey to the supervisors and managers on the four-day work week. All employees favored retention of the four-day work week and said it should be continued or continued and expanded. Seventy-five percent (75%) of the managers said it should be continued or continued and expanded. Only 9% said it should be discontinued.

While the benefits of the four-day work week for employees are obvious, i.e., more time off to spend on personal business, recreational activities, and families, it was interesting to note that both employees and managers saw an improvement in working conditions, quality of work, supervisory needs, and communications. There were no changes or fewer occurrences of absences, late arrivals, and observed and reported abuses of the

system. Management reported no change in overtime accrual, employee fatigue during work hours, and the efficiency and productivity of the work unit. Management reported that the need to supervise has moderately increased (25%), and to plan, organize, and distribute work in advance has increased (34%). It was also the opinion of 34% of the management respondents that it was more difficult to call meetings.

Overall, there is a positive feeling about the four-day work week and the majority of both desire to see the program continued.

DLE is faced with different problems than most other agencies because there are code employees who work shifts and weekends. However, there are the same preliminary areas that must be resolved. They are:

1. Approval from the Department of Personnel.
2. The provision for the four-day week as part of the supplemental agreement for those employees covered by one of the union contracts.

The Department of Personnel considers the four-day week to be an extension of the flex-time program. As such, the establishment of this plan must be justified and must be renewed from time to time (every six (6) months, each year, etc.).

Since there have been no requests from contract employees to work a four-day week, there has been no supplemental agreement drawn up. Therefore, the four-day work week could, at this time, be requested only by those employees covered by the Merit Compensation Plan. In most cases, those employees who work Monday through Friday, 8:30 a.m. to 5:00 p.m., would be eligible. Justification should reveal some benefit to the Department as well as ensuring coverage of all areas for the five-day week as required by law.

The four-day work week consists of three (3) 9.5-hour days and one (1) 9.0-hour day. Time is accumulated and used on an hourly basis. An employee may start as early as 6:00 a.m. or as late as 8:00 a.m., working to 4:00 p.m. - 6:30 p.m., depending on lunch hours. (See Appendix C.)

DLE administrators should consider the needs of the organization when determining who may work the four-day work week. Many employees would be able to be more productive before or after regular hours, only because of the distracting influences of visitors and telephones.

The greatest concern has been the adjustment period (approximately three weeks) for employees to adapt to the longer day.

IMPLEMENTATION OF THE FOUR-DAY WORK WEEK FOR DLE OFFICERS IN ADMINISTRATIVE POSITIONS

Department of Law Enforcement Officers who work a five (5) day, Monday through Friday work week could change to the 4/10 plan along with code employees. Benefits for both the Department and the sworn officers would be the same as those previously mentioned. An added advantage would be the reduction in gasoline consumption, since all DLE Officers drive State cars to work.

RECOMMENDATION

Establish a four-day work week for both sworn and code employees.

Since sworn officers may work any shift deemed beneficial to the needs of the Department, a 4/10 work week may be implemented upon receipt of approval from the Director and appropriate Division Head. Division Heads should examine the jobs held by those code employees under the Merit Compensation System and determine those that could be adapted to the four-day week.

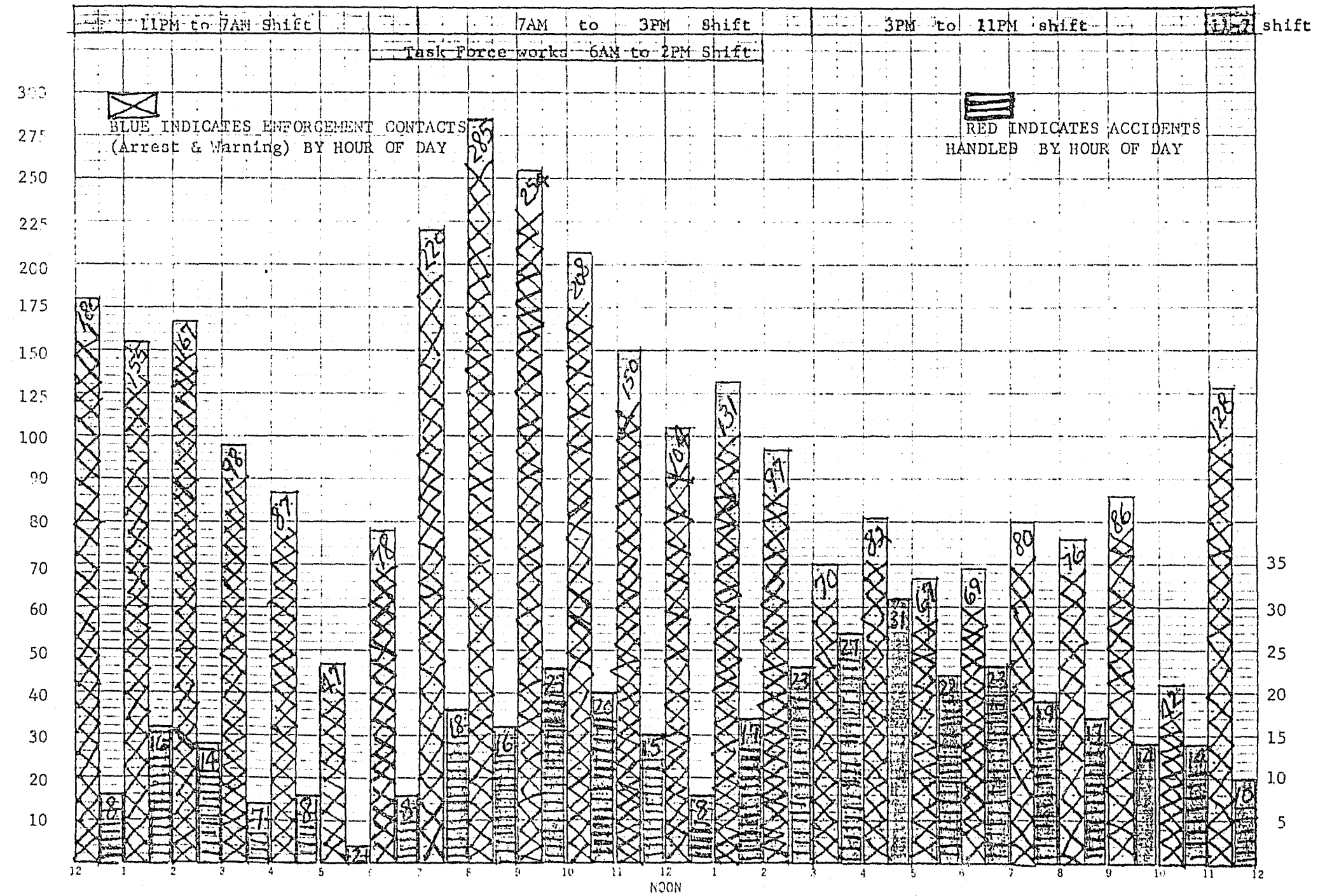
Those districts/zones/bureaus that implement a four-day week should have, at a minimum, a six (6) month trial period. Any length of time less than six months does not permit resolution of problem areas before the trial period is completed.

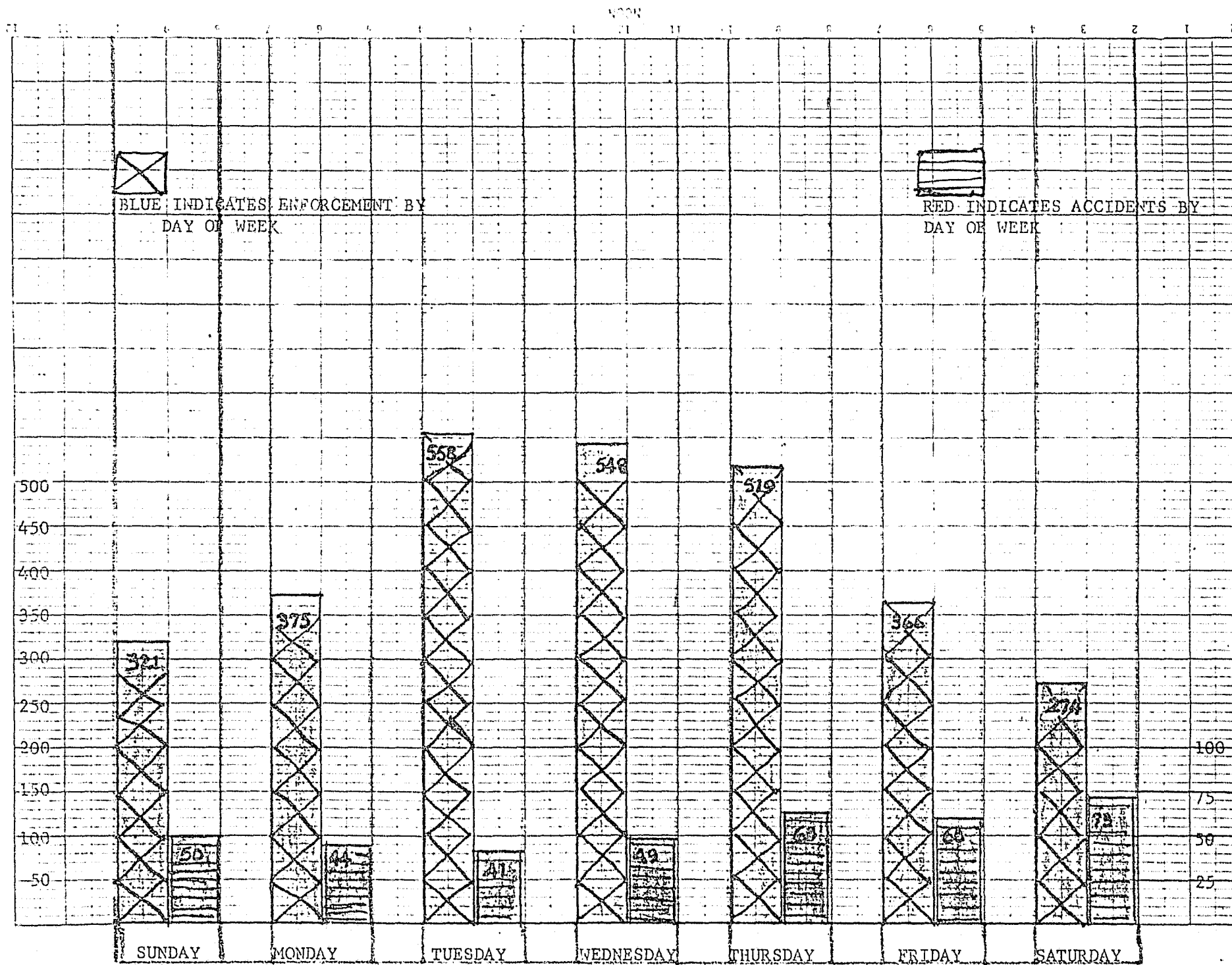
ALTERNATIVE

Remain with the five-day week.

Since DLE is already on a five-day work week, it would probably be easier to maintain the status quo. There would be no timekeeping/payroll changes or concerns about adequate supervision.

PATROL SHIFTS





APPENDIX B



DEPARTMENT OF LAW ENFORCEMENT
DIVISION OF ADMINISTRATION

JOSEPH E. GINTER - DEPUTY DIRECTOR

August 25, 1980

Dear :

The Illinois Department of Law Enforcement is currently researching the feasibility of establishing a four (4) day/ten (10) hour day work week for the officers in the Division of State Police. Through our research, it has been determined that your agency has utilized a work schedule different than the traditional five (5) day/eight (8) hour day work week.

We would appreciate receiving information relating to implementation costs, resulting problems, both expected and unexpected, and the reasons for maintaining or abandoning the modified work schedule.

If you are aware of other law enforcement agencies that have utilized an alternative work schedule, we would also appreciate receiving those names so that we may contact them.

Please send your responses to:

Illinois Department of Law Enforcement
Division of Administration
Bureau of Planning and Development
Room 400, Armory Building
Springfield, Illinois 62706

Attn: Barbara Patterson

If you have any question or concerns, please contact Barbara Patterson at (217) 782-5227.

Thank you for your assistance in this matter.

Very truly yours,

James B. Zagel
Director

By: Joseph E. Ginter
Deputy Director

JBZ:pc

200 ARMORY BUILDING * SPRINGFIELD ILLINOIS * 62706

APPENDIX C

WORK DAY

Individuals may select only one of the following
to be their official work day:

Starting Time

6:00 a.m.
6:30 a.m.
7:00 a.m.
7:30 a.m.
8:00 a.m.

Ending Time
3 Days/4th Day

(1-hour meal period)

4:30 p.m./4:00 p.m.
5:00 p.m./4:30 p.m.
5:30 p.m./5:00 p.m.
6:00 p.m./5:30 p.m.
6:30 p.m./6:00 p.m.

Ending Time
3 Days/4th Day

(1/2 hour meal period)

4:00 p.m./4:30 p.m.
4:30 p.m./4:00 p.m.
5:00 p.m./4:30 p.m.
5:30 p.m./5:00 p.m.
6:00 p.m./5:30 p.m.

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