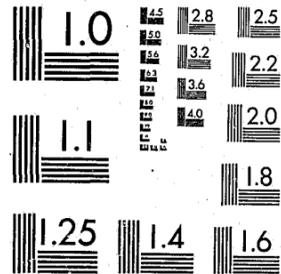


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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Organization and Management Analysis  
of the South Dakota Highway Patrol

REPORT NUMBER: 79-052-209

FOR: Office of the Governor,  
State of South Dakota

Population	675,000 (est.)
Police Strength (Sworn)	177
(Civilian)	38
Total	215

Square Mile Area: 70,000

CONTRACTOR: Public Administration Service  
1776 Massachusetts Avenue, N. W.  
Washington, D. C. 20036

CONTACT: Bernard L. Garmire, Jo Jo Hunt,  
Jeffrey Slovak, and Lee Weber

FILE NUMBER: J-LEAA-002-76

JUNE 29, 1979

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I. INTRODUCTION

This report was prepared in response to a request from the Office of the Governor of the State of South Dakota for technical assistance in assessing the management practices and operations of the Division of Highway Patrol.

The Public Administration Service consultants assigned were Bernard L. Garmire, Lee Weber, Jo Jo Hunt, and Jeffrey Slovak. Others involved in processing the request were:

Requesting Agency: The Honorable William J. Janklow  
Governor, State of South Dakota  
Pierre, South Dakota

Mr. Elliott Nelson  
Division of Law Enforcement Assistance  
200 West Pleasant Drive  
Pierre, South Dakota 57501

Approving Agency: Mr. James G. Vetter  
Chief, Police Section  
Enforcement Division  
Office of Criminal Justice Programs  
Law Enforcement Assistance Administration

The on-site visit to collect necessary data was made June 4-8, 1979. While on site, the consultants 1) conferred with the Governor and the director of the state planning agency, 2) interviewed the Superintendent of the Highway Patrol and other headquarters staff, 3) interviewed personnel at the Sioux Falls and Rapid City district offices, 4) interviewed the director of the state's Criminal Investigation Division and state radio personnel, 5) observed headquarters operations and procedures, 6) developed a survey instrument to determine sworn employee attitudes, 7) rode with officers to observe trooper procedures, attitudes, and conduct, and 8) interviewed various Department of Public Safety personnel.

Persons contacted during the study are identified in Appendix A.

The report which follows represents the various findings and recommendations of the four consultants assigned to the project. The analysis on which these findings and recommendations are based involved the various data obtained, observations, and other pertinent information collected during the five-day site visit; therefore, the study is not a comprehensive review of all elements involved in the management and organization of a complex law enforcement agency. However, the study does generally assess operations and management practices and procedures, identify and analyze problems found, and provide recommendations for improvement. Specific problems identified and discussed may indicate the need for in-depth

studies in those areas at some point in the future. The findings and recommendations provided herein should therefore be viewed in this context.

## II. STATEMENT OF THE PROBLEM

The Office of the Governor of the State of South Dakota has implemented a government services improvement program which at this stage involves the review of all state departments. It was found that the state lacked personnel with the necessary skills and resources to make a professional and objective examination of the State Highway Patrol. To that end, the newly elected Governor, the Honorable William J. Janklow, requested technical assistance in assessing the management practices and operations of the Highway Patrol. The Governor requested as a minimum "a management and operations analysis, complemented by an employee morale survey, followed by clear, concise recommendations on directions and actions [he] should consider in making decisions regarding improving the efficiency and effectiveness of the patrol."

### III. ANALYSIS, FINDINGS, AND SPECIFIC RECOMMENDATIONS

#### A. Background

The South Dakota Highway Patrol was established by state statute in the mid-1930s. The Patrol has the statutory duty to:

- 1) Place violators of any of the laws or police regulations of the state, governing operation of motor vehicles or motor carriers, under arrest without warrant for criminal offenses committed in the presence of a patrolman and take any such violator and any vehicle which does not conform to such laws and regulations to the nearest convenient circuit court or magistrate court for trial at the earliest opportunity,<sup>1/</sup>
- 2) Prevent and detect crime, to apprehend criminals, to enforce the criminal and traffic laws of the state, and to perform such other related duties as may be legally imposed upon them, and to such end such patrolmen shall be officers and shall have the same powers with respect to the enforcement of law as sheriffs, constables, and police officers, including execution of any warrant of arrest by any magistrate in any part of the state according to the tenor thereof without endorsement; <sup>2/</sup> and
- 3) Except as otherwise specifically provided, enforce all laws, police regulations, and rules governing the operation of motor vehicles and motor carriers.<sup>3/</sup>

The South Dakota Highway Patrol is a division of the Department of Public Safety, which is directed by a Secretary appointed by the Governor. The Director of the Division of Highway Patrol is appointed by the Governor after consultation with the secretary of the Department. Actually, the Director serves at the will and pleasure of the Governor. Although the Governor has the latitude, by law, of appointing anyone he may choose from throughout the country, the appointment of a Director has, with three exceptions, during the Patrol's 40-year history, been from the classified ranks of the patrol. All positions in the patrol from Trooper up through the rank of Captain are classified. The ranks of Director and Deputy Director are not classified. Deputy Directors are selected and appointed by the Director and serve at his will and pleasure. If, however, the Governor or Director elect to replace the Director or Deputy Directors, the persons replaced revert to their regular classified rank. According to Civil Service regulations, the Director must select his Deputies from those who have attained the rank of Captain.

The Civil Service Commission is established by statute and exercises policymaking, administrative Authority and acts as an appellate body in all matters affecting members of the Highway Patrol in the personnel management area from selection through promotion. It provides

<sup>1/</sup> South Dakota Code, Section 32-2-8.  
<sup>2/</sup> South Dakota Code, Section 32-2-9.  
<sup>3/</sup> South Dakota Code, Section 32-2-12.

the eligibility lists from which the Director must select Trooper recruits and persons to be promoted to ranks through Sergeant and Captain. The Director has the latitude of selecting anyone whose name appears in the first five of the eligible list.

The current authorized strength of the Highway Patrol is 177 sworn personnel: 9 Captains, 7 Lieutenants, 25 Sergeants, and 136 Troopers. In addition to sworn personnel, 38 civilian personnel, including both clerical and Port of Entry Inspectors, bring the authorized gross strength to 215 people.

The State of South Dakota consists of 77,000 square miles of land area in which approximately 675,000 people reside: the density factor is 8.75 persons per square mile. However, the population is considerably denser in the southeastern corner than in other areas. Sioux Falls is estimated to have approximately 100,000 people in its immediate area.

There are 80,071 total miles of roads throughout the state, of which 8,830 are state trunk, 29,492 county roads, 48,962 township, and 1,787 reservation or park roads. The State Highway Patrol has overall jurisdiction, but as a matter of practicality troopers apply most of their effort to the state and county roads.

The Highway Patrol has, by statute, complete police power and authority over any violation. By policy established by the current Director, personnel are directed to refrain from overt activity in the field of criminal investigation. Instead, they are told to adopt a cooperative and assistance posture where local units of law enforcement are concerned. The policy is quite clear in stating that the Patrol's basic responsibility is in the area of traffic control and motor carrier control. This has been done for two reasons. The political climate is such that local law enforcement agencies, especially sheriff's offices, resent the patrol becoming active in criminal investigation areas. The other reason is that while doing an effective job in traffic and motor carrier areas, the Patrol lacks the manpower and other resources needed for criminal investigative work.

## B. Organization, Management, and Operations

The Highway Patrol is organized along traditional, classical military lines. Military titles are used, and the continuity of command is closely adhered to, with the span extending from the Director (Colonel) down to the Deputy Director (Major), to the District Commanders (Captain), to the Lieutenants, to the Sergeants, and to the Troopers.

The Patrol includes a headquarters unit which, for all practical purposes, is strictly nonenforcement in its activity and managerial in its concept. Since February 1, 1978, there have been three Districts, situated in Sioux Falls, Aberdeen, and Rapid City. Each of these, except headquarters, is commanded by a Captain who has two Lieutenants. One Lieutenant is designated a Field Lieutenant and the other an Administrative Lieutenant. Each of the districts has seven squads which are commanded by a Sergeant. The span of control varies between squads of from five to eight troopers, as determined by the assignment. In remote areas, a sergeant may have only five people because of the vast area he has to cover, compared with squad assignments in the urban areas such as Sioux Falls and Rapid City.

In addition to sworn personnel, each district has two civilian clerks called Administrative Clerks I and II. Also, the Sioux Falls district operates a radio dispatch service 24 hours a day, 7 days a week, employing four civilians who are under the direction of the Administrative Lieutenant.

Each district office is responsible for coverage of its area according to the perceived needs of the commander; consequently, there is a wide disparity in the application of manpower.

In headquarters, the Director, Deputy Director of Field Operations, and Deputy Director of Management Services have their offices. In addition, the administrative services, training director, chemical test director, internal affairs, aviation section, records, and computer applications are housed there.

In theory the Port of Entry program is directed from the Office of the Deputy Director of Field Operations. This program consists of 20 civilian employees, Port of Entry Inspectors who are referred to as POE's. They are under the command of three captains who were displaced when the patrol reduced the number of districts from six to three in 1978. It is the responsibility of this group to use the 10 mobile vans containing portable scales throughout the state in order to check motor carriers. Unfortunately, the district area lines are not consistent with district areas of the patrol, and there seems to be little consistency or unanimity of approach or scheduling. There is some evidence that the Captains assigned to the Port of Entry program consider it a demeaning assignment and therefore are not giving the program the attention, and direction it needs.

There is a very rigid approach to the management aspects of the functions of the patrol, and directives and standard operating procedures are promulgated at the headquarters level and sent down for district

compliance. This extends from fiscal control to the application of air patrol coverage and to speeding and noncompliance control. The district commanders have virtually no control over fiscal matters and are not meaningfully consulted in budget preparation. Conversely, they are not held responsible for the application of fiscal control. This is done from the headquarters office in Pierre.

The South Dakota Highway Patrol has an excellent and very complete operational and procedures manual that also contains the Civil Service rules and regulations. It is very comprehensive and leaves little unsaid in its approach to the complex problem of control. If it is followed by all personnel, many discretionary areas are being handled in a uniform way.

The distribution of manpower over large areas of territory is very diversified. In order that necessary information can be regularly relayed and inspections of equipment conducted, the squad sergeant is required to have monthly meetings with his personnel. Twice annually, in April and October, each district has a meeting, which starts shortly after noon. During that afternoon and the following morning, a very structured informational and training session is conducted. In order that the personnel may return to their regular post of duty, they are released by noon.

Inspections of property and equipment are conducted by the sergeant each month; however, neither inspections to determine compliance with policies and procedures nor inspections of the district headquarters facilities are conducted. In fact, there is no standard schedule of inspections. As a result, there appears to be some variance in the application of effort in the various districts. Although this area was not specifically surveyed because of time and distance constraints, interviews with personnel who have worked in more than one district indicate there is very little uniformity among the three districts. This could be corrected by a viable inspections program carried out at least annually.

Research and planning is a necessary part of any organization. This is especially true for a police department, which must contend with many variables as well as with a dynamic society. These, combined with court decisions, annual changes in the statutes by the legislative body, and other developments make a constant effort of research and planning imperative. Research and planning for the South Dakota Highway Patrol for the most part is done by the Deputy Director of Field Operations or under his direction. Generally, however, this office is too busy with the daily conduct of field operations to be able to devote the necessary time and effort to this function. In spite of this, the effort expended in developing the plan to reduce the district headquarters from six to three appears to have been done thoroughly and meaningfully.

### The 1978 Reorganization

The Highway Patrol was organized in 1938, and at that time it consisted of the Director and eight men. From this inception, it has grown to its present strength of 215 authorized personnel. Until

February 1, 1978, the patrol operated six district headquarters, which apparently were too many from the standpoint of economics and control. Much study went into the plan that resulted in the reduction to the present three, located at Aberdeen, Sioux Falls, and Rapid City. Population distribution, major highway location, traffic congestion, collisions, registration counts, and other elements were carefully weighed before the decision was made. Once the decision was made, elaborate efforts were made to consult with high echelon patrol people, the state legislature, local sheriffs, and other interested and influential people throughout the state before the new three-district plan was implemented on February 1, 1978. Analysis indicates that the plan is working quite well and seems to be accomplishing its planned goals from the economic and efficiency standpoints. From the practical and political standpoints, it seems to leave something to be desired.

For example, the new three-district plan does not provide for a headquarters district office in Pierre. This latter is very unusual, and Pierre is probably the only state capital in the country without a State Police or Patrol field complement based there.

The three captains who became surplus when their districts were phased out were relegated to posts which are relatively insignificant by comparison. They are in charge of the Port of Entry Inspectors, the nonpolice personnel whose primary function is checking the weight of trucks and examining them for compliance with motor carrier regulations. The three captains are given little to do, have scant supervision, and consider their tasks boring and mundane.

The theory behind the new organization cannot logically be disputed, but its practical aspects leave something to be desired.

Patrol Operations

It must be reemphasized that the Patrol is limited to two basic areas of responsibility: traffic control and motor carrier compliance. Any other effort in the area of law enforcement must be considered incidental and undertaken to assist those agencies who traditionally exercise full police responsibility. Because of this, patrol activities are designed and distributed according to existing needs in the traffic and motor carrier areas. There are heavy concentrations of manpower and equipment facilities in the three district areas centered on Sioux Falls, Aberdeen, and Rapid City. Elsewhere, the distribution concentrates on truck highways, with token assignments throughout the sparsely settled areas of the state. The road patrol is augmented by an aircraft which flies over certain areas on dates scheduled well in advance. This patrol concentrates on speed checks which are done with a stop watch. On all major state and county systems, the roads are marked with broad white lines at intervals of predetermined segments of a mile. Checking of speed becomes a simple matter, and once a car's speed has been determined as exceeding the limit, the information is radioed to the patrol car so that the driver can be apprehended and cited.

A substantial amount of work is accomplished by the Patrol in attempting to control the traffic situation. The magnitude of the situation is as follows:

		Number of Traffic-Related Activities Per Year				
		1975	1976	1977	1978	(1st four months 1979)
Type of Activity	Rural Collisions	6,266	6,419	6,743	7,075	+13%
	Registration	528,294	548,330	569,222	576,527	+11%
	Warnings	50,705	60,378	60,837	62,417	72,146 up 20% through 1978
	Arrests	32,411	39,529	38,493	37,720	44,513
Patrol Strength		171	181	177	177	

Projected figures for 1979 indicate 216,438 warnings and 133,539 arrests, an extraordinary rise in activity. It is explained by the fact the U.S. Department of Transportation is exerting influence on states to secure compliance with the speed limit of 55 miles per hour as well as stricter compliance with the motor carrier regulations. Regardless of the reason, it is a phenomenal increase and speaks well for the command structure and the dedication and response of the trooper on the road. These projections were provided by the Deputy Director of Operations.

For all practical purposes, there are 161 people assigned to field patrol duty: 136 Troopers and 25 Sergeants who are working supervisors. The rate of recorded contacts with the driving public (arrests and warnings) thus has been:

1975	1976	1977	1978	1979 (Projected)
517	627	617	621	2,174

If the contact rate continues throughout 1979 as in the first four months, it will represent nearly a 350% increase in unit activity.

Two things are evident from this: first, there is obviously a great deal of pressure being brought to bear for increased activity; second, both the quality of arrests and warnings may be inferior in that little or no attention is being paid to a selective enforcement program. Such traditional measures as enforcement indices and conviction ratios are being abandoned. Complete data was not available, but policy indicates a 93 percent conviction rate is acceptable. In short, it appears that a strict quota of traffic warnings and arrests must be met if the current rate of contacts is to be sustained. This is not to be construed as a criticism but rather is an objective observation. Although the existence of quotas is usually denied by administrators and deplored by the unknowledgeable public and laity, they are fundamentally

necessary if the mission is to be accomplished. Under current conditions, the quota policy becomes an economic necessity because of the threat of withdrawal of funds by the federal government if certain rules are not followed. Withdrawal of highway funds would seriously threaten the highway maintenance and construction programs of the average state.

In South Dakota, this results a difficult situation. Much of the state's revenue depends upon transient traffic generated by tourists visiting the Black Hills and Mount Rushmore. The current fuel shortage coupled with the admonition to travel less has, even at this early date, resulted an appreciable decline in that transient travel. Because of this, there may be a considerable reduction in revenues from gasoline tax, sales tax, and other intangible sources. This loss of revenue coupled with the demand for greatly increased pressure for traffic regulation compliance creates a dilemma for the Highway Patrol administration. Despite these pressures, patrol operations appear well managed, very productive, and a credit to the State of South Dakota.

### Analysis and Recommendations

#### 1. Port of Entry Inspectors

Control of personnel should be transferred to the Civil Service Commission, and present personnel should be disposed of either through attrition or termination unless they can qualify to become troopers. Future POE employees should be over 21 years of age and possess prerequisites now required for becoming a trooper.

As Port of Entry employees, they should not be given tenure, but their salaries should be adjusted upward to the degree that a POE career becomes attractive.

These future employees should be given a chance to attain additional education through an incentive program. Port of Entry districts should be rearranged to conform to Highway Patrol districts, and District commanders should be held responsible for POE activities.

Finally, Lieutenants or Sergeants should be assigned as POE supervisors instead of Captains.

#### 2. Research and Planning

For all practical purposes, there is no real effort at long-range planning in the patrol. This has resulted in a "brush fire" approach to the solution of problems or crisis situations and has contributed to the fact that districts are allowed to do their own way, so that things are done differently in each district.

In Patrol headquarters, a unit of qualified personnel should be established to be responsible for research and planning.

#### 3. Internal Affairs and Inspections

The current approach to complaints is to react to the receipt of a complaint. There is no proactive posture, and there is no overall attention to compliance with rules, regulations, policies, or procedures.

Internal affairs activities as they now exist should be expanded to include an inspections program, and a proactive internal affairs program should be developed.

#### 4. Administrative Lieutenants

Each district headquarters has a commander and two lieutenants. While there is a definite need for a field lieutenant, the need for a lieutenant as an administrative aide to the district commander is questionable. Essentially, the current administrative lieutenant is an office manager who schedules personnel, a position that could very well be handled by a qualified civilian. This would release three lieutenants for assignment to more meaningful and responsible positions.

#### 5. Staff Assistants and Headquarters Specialists

The current practice of assigning persons to very sensitive and important positions as "headquarters specialists" appears to be working quite well. It is, however, a subterfuge and creates a morale problem. If people possessing expertise and commensurate rank are available, they should be assigned to these positions.

#### 6. The Three-District Concept

This program was implemented 1 February 1978 after an appreciable amount of research and planning by a limited number of headquarters staff. Patrol personnel were consulted and a majority concur in the proposal. Unfortunately, the plan appears to have had as its prime motivation economy, and it probably was not as practical as it should have been, since South Dakota is probably the only state in the nation not having an acceptable headquarters for its State Patrol or a complement of personnel assigned to a headquarters unit in the state capital.

The current three-district program requires that one district (Rapid City) cover about 3,650 miles of road compared to the average of 2,566 miles. Conversely, the two districts east of the Missouri River have a much greater preponderance of population, 180,000 in Rapid City district compared to 225,000 in Aberdeen district and about 265,000 in the Sioux Falls District. The area in square miles covered by District 3 (Rapid City) is larger than that covered by District 1 (Aberdeen) or District 2 (Sioux Falls).

The present districts are too large and not conducive to a cohesive management posture. Distances are so great there is a reluctance to hold reasonably frequent meetings, training sessions, or inspections simply because of economies of time and money. Therefore, it is recommended that consideration be given to creating a fourth district comprising the following countries: Brule, Buffalo, Campbell, Corson, Dewey, Gregory, Hughes, Hyde, Jones, Lyman, Mellette, Potter, Stanley, Sully, Todd, Tripp, Walworth.

#### 7. Captains

There are nine Captains in the Highway Patrol, seven of whom are currently eligible for 20-year retirement. Under the current table of organization only six are actually performing in positions requiring the rank of Captain. The other three are being used in capacities which should be filled by Sergeants or Lieutenants, thereby creating a serious morale problem. An effort should be made to persuade the three excess Captains to retire or move laterally to comparable positions outside the Highway Patrol.

#### 8. Participatory Management

During the on-site visit and interviews it became evident the patrol has many fine intelligent people. They are confident, dedicated, and for the most part, capable. They are, however, becoming restless and believe they are being ignored. They contend the people directing the

the patrol have "lost touch" with the dynamics and realities of patrol life on the road and that their own input and suggestions are being ignored.

It is recommended that more frequent district and squad meetings be held. The very regimented and structured agenda should be modified to provide for give-and-take discussions, and the task force approach to problem solving should be considered.

### C. Support Services

Adequate support services are integral to the effective and efficient operation of any law enforcement agency. Support services reviewed during the site visit are discussed in this report under the headings: Communications, Records, Financial Management, Training and Education, Community Relations, Legal Resources, and Equipment and Vehicle Maintenance.

#### 1. Communications

The communications function for the South Dakota Highway Patrol is provided by the State Radio Communications System. Only Highway Patrol District 2 (Sioux Falls) has its own 24-hour dispatch service.

State statute provides authority to the State Attorney General to purchase necessary apparatus and equipment to establish a radio broadcasting station at Pierre, South Dakota,<sup>4/</sup> and such towers, repeater stations, and subheadquarters as may be necessary<sup>5/</sup>, to be used solely for the transmission of state business and information. The statute further authorizes the Attorney General to purchase low wave receiving sets and to equip certain state-owned cars with them; it also charges him with the operation and maintenance of the radio broadcasting station.<sup>6/</sup>

The Department of Public Safety has the authority by statute to purchase equipment for the Highway Patrol, including vehicles and radios; <sup>7/</sup> and the State, through the Attorney General, is required to furnish the patrol with teleprinters and other necessary equipment.

The State Radio Communications System has been merged with the Division of Criminal Investigation <sup>8/</sup>, and State Radio headquarters is housed at the Division's headquarters and training facility. State Radio operates six stations across the state, providing 24-hour dispatch. The stations are located at Pierre, Rapid City, Huron, Webster, Parker, and Kimball. There are 16 repeaters which cover all areas of the state; however, there are some dead spots and other areas of interference due to location between two stations. There are three such areas which are causing major problems, but it is anticipated that three two-way repeaters will be installed to transmit into Kimball, Webster, and Rapid City, respectively, to alleviate these major communications problem areas.

The State Radio Communications System employs more than 40 people. Each station has five regular operators and two relief operators to provide dispatch services 24 hours per day, 7 days per week. Stations are equipped with communications consoles and teletype. The Pierre station has an additional teletype which logs everything going in and out of the state. Other stations manually log their use of the teletype.

<sup>4/</sup> South Dakota Code Section 1-13-1.

<sup>5/</sup> South Dakota Code Section 1-13-2.

<sup>6/</sup> South Dakota Code Section 1-13-1.

<sup>7/</sup> South Dakota Code Section 32-2-4.

<sup>8/</sup> The merger was recent according to Mr. Don Licht, Director of the Division of Criminal Investigation, Communications and Identification. Mr. Licht was expecting a letter from the Attorney General confirming the merge.

State Radio uses four channels and utilizes the channels in the following manner:<sup>9/</sup>

Channel 1 - Government - 39.1MHZ- utilized by all non-law enforcement agencies and may be used as a local channel for law enforcement agencies not having their own designated channel.

Channel 2 - Local - should be set up with a local or regional frequency for departmental use, such as the use by many sheriff's departments of 39.36MHZ as a local channel.

Channel 3 - Law - 39.32MHZ - utilized for all car-to-car and car-to-base station traffic where there is no local channel. Law channel is primarily a point-to-point frequency utilized for inteagency communications and to contact State Radio from base stations.

Channel 4A or 4B - State - 39.16 Transmit, 39.24(A) or 39.28(B) Receive - utilized for car-to-State Radio communications throughout the state.

The new Channel 4 was implemented in January, 1979, to alleviate congestion on Law Channel. Prior to this time, State Radio transmitted on Law Channel to all mobile and base stations, but the additional channel was provided to eliminate interference between state radio stations and to provide a clear channel used only by State Radio. As indicated above, all channel 4 users transmit to State Radio on 39.16MHZ from anywhere in the state. To receive on Channel 4, the mobile unit must be equipped with either a 39.24(A) or a 39.28(B) crystal. Each area of the state is assigned either Channel 4A or 4B. Mobile units which have Rapid City, Webster, or Parker as home stations are assigned Channel 4B for receiving. If a mobile unit is out of its home area and communicates through a State Radio center not having the same Channel 4 frequency, State Radio transmits back to the unit on Law Channel, and the mobile unit's scanner will automatically switch to Law Channel when State Radio is transmitting.

All incoming calls for service and radio traffic are electronically recorded on one unit; another recording unit records ambulance-to-hospital communications.

All tapes are retained for 30 days but may be kept longer if an officer so requests. Individual status cards are also used to record officer activity and status, including the time a citizen requests service, the time an officer is dispatched, the time the officer arrives on scene, and the time the officer completes the assignment. A typewriter log is used to record activity for agencies which do not have status cards.

<sup>9/</sup>South Dakota State Radio Communications Call Book, p.1.

State Radio dispatchers receive training in communications and are provided with systems and procedures manuals. Standard policies govern the number of cars to be dispatched and the agencies to be utilized for certain kinds of incidents. For example, sheriff's departments and the Highway Patrol are notified of all accidents which occur outside city limits.

The dispatchers can contact a trooper through a public address system on the mobile unit when the officer is not in his car. Although some units which use State Radio have repeaters in their vehicles, the Highway Patrol units do not have this capability to contact the dispatcher when the officer is not in his car. This may be done only by telephone.

State Radio personnel indicated that a field officer could contact the dispatcher without frequent delay and that 95-100 percent of the time State Radio transmissions to field units were clear but that incoming radio calls were not as clear. Highway Patrol officers have complained that communications services were not always available through State Radio without delay.

2. Records -- Time in which to do a complete records management survey was not available, and therefore the Highway Patrol records and filing system will be described in only general terms. The five clerical personnel in Headquarters, one of whom is a DECCA student who works half-days during the school year, handle the manual records and filing system there; each district has two clerks who do its filing. The records section is open from 8 a.m. to noon and from 1 to 5 p.m. on Monday through Friday of the week. The clerical personnel are supervised by Administrative Assistant Shirley A. July, who is also the Acting Administrative Services Officer. To avoid extraneous detail, the files maintained in Headquarters are briefly described below.

a. Personnel Files

Personnel files on troopers and employees are kept in Major Russell's office. These include personnel records of disciplinary actions, transfers, promotions, commendatory correspondence, and appointment papers. These records are arranged alphabetically, by name; duplicate files are maintained by the district to which the officer is assigned.

Other related files include those for retired and terminated officers, trooper photographs, historical photographs, leave requests (for compensatory time), and miscellaneous reports and studies. Internal affairs files which deal with complaints and investigations of them are retained by the Internal Affairs Officer; only he and the Colonel have the combination to this file cabinet.

b. Ticket Files

A copy of each traffic ticket written by a trooper is kept in the field and another is sent to Headquarters, where it is filed by the

trooper's name for a 28-day summary period. At the end of that period, tickets are sent to State Records storage, where they are kept for between 5 and 7 years before being shredded. Warning tickets are similarly filed, kept for 28 days and sent to storage.

c. Car Files

Car file folders for each Patrol vehicle contain its complete record, pursuit vehicle inspection, predelivery checklist and affidavit, and extra credit card. Folders are filed by vehicle number, and when a car is replaced, the letter preceding the number is changed, A to B for the second car, C for the third car, O for the fourth car, then back to A, etc.

d. Accident Files

Folders on patrol cars contain a copy of the trooper's accident report describing its involvement, a copy of the State Accident Report, any supplemental reports, and findings of the Accident Review Board. These folders are filed by years and given sequential numbers based on the year, as 78-1, 78-2, etc.; they are purged every two years.

e. Time Sheet Files

Time sheets coming in from the field are filed alphabetically by the employee's name. Eventually, time sheets are stapled together and filed by summary period for each district.

f. Voucher File

Vouchers are filed numerically by the identifying number and assigned by the Patrol. Ordinarily, they are purged after audit has been completed, but this has not been done recently, and vouchers on file date back to FY77.

g. Direct Requisition File

A chronological file of direct requisitions filled out by officers goes back to November, 1976. They are batched by month.

h. Non-cash Voucher File

These vouchers, for purchases at state stores, are filed numerically and kept for about a year until audited. Credit card records are kept by each district, and bills are broken down by district into gas, oil, antifreeze, etc.

i. Bus Inspections

School bus inspections and other non-profit bus inspection reports are divided according to district, then filed alphabetically, by inspecting officer's name, by year.

j. Training Files

Several types of training files are maintained. Recruit files are kept in folders by each recruit's name and purged to storage when a new recruit class reports. Individual trooper training files list all courses taken, including field training and evaluations. Files are also kept on emergency vehicle training courses given, by year and course.

k. Federal Grants File

All Federal grant programs are assigned a file number, by which they are filed.

l. Liaison File

Tab separate agencies with which the Highway Patrol has liaison; various topics are filed individually behind those tabs.

m. Administrative Files

These are filed by subject in separate folders and are not alphabetized.

n. Field Operations Files

This set of files is arranged by districts and includes work plans, work plan evaluations, selective enforcement, correspondence with commanders, district management meeting notes and agenda, civil disorders and natural disasters, reports of tear gas used and shots fired by officers, and various enforcement subjects.

Recommendations

To assist the Highway Patrol in any future realignment of its files, it is recommended that a copy of the police records management manual prepared by PAS with LEAA support be sent to the Administrative Assistant. Not all of it is pertinent in light of the Patrol's limited mission, but much of the procedures described therein should be useful.

3. Financial Management -- Highway Patrol administrators begin preparation of the budget for the next fiscal year around July 15, just a few weeks after the start of the current fiscal year. Using Bureau of Finance and Management guidelines on inflation, the Patrol budget is expanded to meet anticipated growth as well as currency decline, after which it goes to the Department of Public Safety for review, usually around Labor Day. It then goes along with the rest of the Department's budget to the Bureau for the Governor's review, computation of pay raises in accordance with the Governor's pay policy, and a Bureau hearing in early October.

Justification testimony and additional information are presented at that time, and if major changes appear to be in order, the budget goes back to the Highway Patrol. If cuts are minor, they are made by the Bureau, and the Department's budget becomes part of the Governor's budget.

Following printing, the budget then goes to the Joint Appropriations Committee of the South Dakota House and Senate for sub-committee hearings in December and January. After hearing testimony, the sub-committee makes its recommendations for the Department's funding to the full committee, which adjusts the budget to its own salary policy. The General Appropriations Bill that is worked out by the committees must then pass in both houses and be signed by the Governor.

Departments are advised by letter if cuts are made so that cut areas can be pinpointed. Approved amounts go into the computer by line item.

A continuing effort has been made to get District Commanders and other supervisors involved in the budget process. Money is neither allocated to the districts nor loaded by districts, but is charged back to the districts and they get accounting reports for their line items. Allocation to the districts in the budget is in the foreseeable future. So far, all they have been doing is submitting requests in August for all capital items for the coming year to be included in the Division budget.

The FY80 budget was loaded into the computer by May 25 this year; this is essential if the Patrol is to start spending against it on July 1.

The Highway Patrol budget is in two parts--personal services (covering salaries and benefits) and operating expenses (covering travel, capital assets, supply items, contractual services). Funds allocated for one part cannot be taken to pay for items in the other part. The Patrol has never had to go back to Interim Appropriations to get more money, historically turning back between 2% and 5% each year, but the machinery for obtaining relief is there. Unlike the Patrol, the Department of Transportation has a revolving account; reversions, recovered damages, money from sale of items, etc., go to the Department rather than to General Funds.

4. Education and Training -- Only in the last four years has the Highway Patrol had a full-time training officer, and Sgt. Keith Christensen still holds that post, whose responsibilities are increasing each year. At the time he was assigned, a trooper's initial training period lasted 8 weeks; it has since gone to 16, then 18, and now 14 weeks plus 12 weeks of field training. The Patrol has had its own training facility since 1973 with dormitory space for 52 people; breakfast and lunch are brought in, and officers are sent out for their evening meals. Details on the types of training offered by the Patrol are as follows:

a. Recruit Training

Trooper recruits receive their training in three basic phases. After a week of orientation, indoctrination, and administrative details, the recruit enters a 12-week basic training program in which the segments

of instruction equal or surpass the standards set by the Law Enforcement Standards and Training Commission. He must maintain a minimum score of 70% in each subject or be terminated.

The recruit's 14th week consists of a practical exercise involving the subjects taught in the basic training course; these must be applied to an investigative situation. This is followed by a week of field training under the supervision of any experienced trooper, again maintaining an acceptance level of competency, and this field training and followup must be completed during the first six months a recruit is on duty. His third and final training segment consists of his performance of duties as a field trooper under the indirect supervision of his squad sergeant, who submits periodic reports on the recruit's progress.

After the final six months of field training while performing trooper duties, the recruit will either be continued in the Patrol or terminated. Graduation for a recruit officer usually takes place during the last week of his 12-month probationary period, and at that time he receives his permanent assignment.

b. Specialized Training

A number of in-service training courses are available to Highway Patrol personnel. After 8 years of service, any trooper is eligible to take the optional intermediate supervisor's course, which is a prerequisite for promotion. Also not mandatory are the command certification and executive certification courses that have been offered the past two years. To date, four Captains and two Lieutenants have completed the executive course and two Lieutenants and four Sergeants the command course.

Other courses include the following:

- Emergency Vehicle Driver's Training -- completed by all Highway Patrol officers over the past year.
- Emergency Medical Treatment -- each officer gets 7 hours of this training per year, including a 4-hour CPR refresher.
- Weapons qualification - twice a year required for each officer.
- Baton Instruction - also required twice a year.
- Breathalyzer -- for those officers who use it, including local police officers from the 25 localities in the state that use the instrument.
- DWI - given by Northwestern Traffic Institute; 13 troopers attended this year (the Institute is also brought in to teach Selective Enforcement, Basic Accident Investigation, Technical Accident Investigation, and Stress).
- Physical Training Program-- All officers over 35 take a physical

exam and stress test, then undertake individually designed physical fitness training program. This program will be expanded to include those under 35.

In addition, officers are familiarized with pertinent new laws that have been passed by means of a bulletin sent out at the end of each legislative session. The semiannual District meetings also provide 12 hours of up-to-date in-service training.

The state Division of Criminal Investigation, whose personnel have full police power, sends out weekly bulletins that go to all troopers. These list active cases, stolen cars, Attorney General's opinions on cases or general topics, and results of trials and parole hearings.

c. Training Policy

Highway Patrol officers are allowed to spend 5.6% of their time in training, which means they could receive up to 80 hours per year. They actually get about 40 hours each year, basically the required courses listed above, plus optional courses in some instances. High on the list of the Training Officer's concerns are improvements in recruit, in-service, and supervisory/management training; training schedule development and program staffing; curriculum development; program evaluation; and, improvements in the training facility.

5. Community Relations -- The Highway Patrol's community relations program is based on promoting safe driving and on carrying out a public relations-type campaign on behalf of the Patrol for both recruiting and informational purposes. Troopers show films and give slide presentations on highway safety as well as on the history of the Patrol. Target groups are civic clubs, high schools, women's groups, and similar organizations. The Patrol's safety van is taken to state fairs, county fairs, local gatherings, and other public events; a semi-trailer holds photo exhibits of personnel, equipment, and accident scenes, and recorded talks are repeated as the public walks through the van.

Troopers also teach an 8-hour defensive driving course sponsored by the National Safety Council; the course is presented to groups that request the training. Emergency medical treatment techniques are also taught by qualified Patrol members, and troopers work on their own with boys' clubs and their baseball and basketball teams.

6. Legal Resources -- The Highway Patrol apparently has had no problem with obtaining whatever legal assistance it needs. The Attorney General is the chief law enforcement officer, of course, and has always played a major role in the legal aspects of the Patrol's functions, but actual legal assistance is obtained from the Assistant Attorney General. The districts bring their legal matters to Headquarters, which refers them to the Assistant Attorney General.

7. Equipment and Vehicle Maintenance -- From the day a trooper first draws his equipment, he is supplied with the items and tools he needs to carry out his duties, from uniforms to firearms to tools carried in

patrol cars. As a matter of policy, any item that is issued as a fixed asset such as a uniform or a pistol must be turned in if a replacement is to be furnished. Line inspections are conducted twice yearly by a field lieutenant to make sure that each trooper has the equipment issued to him and that it is in good condition.

Equipment requests come from the districts to Headquarters to be filled, usually by mail, but there are sometimes delays in sending out requested items, giving rise to frequent complaints. There is no state government system of transporting items on trucks belonging to other departments, and delivery must often wait for someone going out from Headquarters to the district originating the request.

Some supplies are available in the districts, e.g., scale tickets used by Port of Entry Inspectors; when POE personnel need other items, they contact their captains, who keep some supplies in their cars. Captains are also able to repair the scales used in weighing carriers. Parts for scales and related equipment have to come out from Headquarters, usually through the POE coordinator there.

Vehicle maintenance is handled in the districts, although repair of damage done in accidents requires estimates, which go to the Finance Officer in Headquarters. When a vehicle is damaged in an accident, the regular state accident form and an additional Highway Patrol form must be submitted, along with a supervisor's report confirming the trooper's version. These are reviewed at Headquarters, where a file is set up and records updated (the accident report is put in the trooper's vehicle file; repair work is recorded on the vehicle maintenance form). Determination of whether or not the accident was preventable is made by the Accident Review Board, and if it is found preventable, the trooper receives a warning letter. He then has 10 days to reply and furnish additional information for the Board's consideration, if any (if not, the trooper signs off on the warning, which becomes a matter of the record).

The Accident Review Board is made up of troopers elected from the three districts, plus a non-voting Headquarters observer. Its authority is limited to recommendations, since any decision as to disciplinary action following a preventable accident is made by the Superintendent.

As far as repairs to damaged vehicles are concerned, those costing up to \$100 can be authorized by Sergeants. Those up to \$300 must be approved by the District Commander, and anything above that has to have Division authorization. Repair is ordinarily done in commercial garages, after the authorization is received. When the other driver is at fault, Headquarters will make contact with him and his insurance company.

Estimates are not required for mechanical repairs, except in the case of major work or overhaul where there may be a question as to whether it would be better to replace the vehicle.

One problem in this connection is that when a car is taken off the road and sold rather than repaired, the money for its replacement has to come out of that year's budget. As unforeseen problems, accidents are not budgeted for. If, as anticipated, the legislature proceeds to fund the Highway Patrol from the General Fund rather than through the Department of Transportation, a revolving fund would probably handle such problems adequately.

Gasoline, oil, antifreeze, minor mechanical repairs, etc., are usually put on credit cards, which are sent to the districts to be issued. Credit cards carry the unit number of the vehicle assigned, and records are maintained of amounts of gas, oil, etc., purchased monthly.

#### D. Personnel Management

The broadly defined purpose of personnel management is the recruitment and retention of qualified employees through the development and maintenance of a comprehensive system of interrelated elements. These personnel system elements include, but are not limited to, recruitment, selection, promotion, training, classification and compensation, employee motivation, performance evaluation, and discipline.

The purpose of this chapter is to review and evaluate designated specific programs within these broader elements. The programs to be reviewed include classification and career development, compensation and benefit practices, the physical fitness program, and performance evaluation. Finally, some comments about the role of the Law Enforcement Civil Service Commission are included as they were found to affect the implementation of a modern comprehensive personnel system.

#### Classification and Career Development

Some minor specific classification problems are reviewed following a general discussion of the problems of career development in police departments. Because of the self-imposed role of the South Dakota Highway Patrol, normally involving only traffic enforcement, many of the types and approaches to career development outlined in this general discussion are not in fact presently viable options for the Highway Patrol. Nevertheless, the discussion should serve to provide a common understanding of accepted law enforcement career development techniques.

#### General Police Career Development

There is wide concern among police officials and public authorities about two closely interrelated problems: effective utilization of police manpower and police morale. Typically, most American police departments have followed a quasi-military rank structure and within this framework manpower is graded, segregated, assigned, and controlled. Because the rank pyramid sharply peaks, there are two undesirable limitations on manpower utilization and development. From the top, rigid adherence to a practice of rank-to-rank promotion means that the area of free choice available to the appointing authority becomes sharply reduced as one ascends into the command areas. While a chief may have 50 candidates to select from for a lieutenant vacancy, he may have only 15 for a vacant job of captain and often 2 to 4 candidates for a vacancy above the level of captain. Indeed, this practice places too much faith in the rank ladder as a selection device and historically has undoubtedly contributed to police leadership problems.

From the bottom of the rank structure, personnel utilization and morale problems are even more severe. In such an organizational setting, a police officer soon realizes that self-improvement is only through the rank structure

and that the chances for promotions are reduced almost geometrically with each ascending rank. Hence, the vast body of persons are at the base of the pyramid and are destined to remain there until separation or retirement. Unless the employment setting and conditions for this group are satisfactory, there is an unavoidable deterioration of morale.

But the problem is not as simple as the modification of the rank structure. Today, the organization of a typical police department exercising full police powers resembles a highly corrugated rank structure. The pyramid is pocked with cul-de-sacs and niches representing various responses to technological changes in communications, data processing, planning and operations analysis, laboratory science, and financial and general administration. Some of these niches and cul-de-sacs are filled by civilians, others by police officers with special training or talents. Typically, these services are ad hoc additions to the appendages of the basic rank structure. From the standpoint of the law enforcement officer, this structure is likely to provide two types of frustration: 1) the specialized niche may already be filled by a civilian, thereby blocking entry; or 2) if he or she is assigned to a specialty, it is likely to be a dead-end promotion which has taken the officer out of the mainstream of the rank structure. Thus, the ingredients of organizational complexity and confusion are added to the deterioration of morale arising not only from these new service arrangements but from the regular law enforcement rank structure.

#### Highway Patrol Career Development

The preceding discussion suggests problems which are found in police agencies nationwide but which are even more compounded in the South Dakota Highway Patrol. The self-imposed constraints upon the statute-authorized general police authority of Highway Patrol officers results in eliminating most of the police specialties found in general law enforcement situations. With traffic as the basic enforcement duty and troopers thinly spread over broad geographical areas, even specialization within the traffic area is difficult to achieve.

In an attempt to provide for some of the loss of per diem allowances and limited use of a car, which results when a field officer is assigned to headquarters in Pierre, a pay rank of "headquarters specialist" is designated for each officer serving at headquarters and applied so long as the officer remains in Pierre. All officers, regardless of rank, are paid in a pay range 15--the pay range designated for Captains. Each officer is guaranteed a minimum 5 percent increase, so as a practical matter the lower ranking officer may be paid only at the entry of range 15. Aside from this blanket "headquarters specialist" designation, no other specialist pay assignments exist within the department.

#### Classification Considerations

Specific classification questions relating to Trooper I, Trooper II, Port of Entry Inspector and Supervisor, and Dispatching personnel follow.

Trooper--Two classes of trooper exist in the present classification plan. Trooper I is the entry-level class. The promotion to Trooper II is automatic, usually after approximately three years of service. Trooper I is assigned to pay range 10, and Trooper II utilizes pay range 11, approximately 9 percent above range 10.

Port of Entry Inspector--The existing class description for Port of Entry Inspector is essentially correct. However, a class description for Port of Entry Supervisor describes a job that does not exist in the Highway Patrol. Supervision of the Port of Entry Inspectors is provided by a Captain in charge of motor carrier enforcement in each district. Despite the chain of command and enforcement nature of their duties, the Port of Entry Inspectors currently fall under the jurisdiction of the general state personnel rules rather than the Law Enforcement Civil Service Commission which governs sworn personnel. This matter is reviewed in the "Role of the Civil Service Commission" section of this chapter. Currently, Port of Entry Inspectors have no arrest authority. While their duties are being performed, troopers must be deployed at the site or immediately available to enforce the motor carrier laws.

Dispatching--As a result of the concentration of patrol staff in the Sioux Falls district, local police and sheriff's offices have asked the department to provide its own radio dispatching services. Because of the relative inaccessibility of state radio, located 30 miles away in Parker, the department has its own virtual 24-hour radio dispatching operation for district patrol personnel. The dispatchers are classified as Port of Entry Inspectors with one allocated to the Port of Entry Supervisor class. The Commission of Personnel said in an interview that no general class now exists for dispatchers.

#### Analysis and Recommendations

The pay designation of "headquarters specialist" carries with it a connotation of an elite headquarters force. A more acceptable designation might be sought for this admittedly desirable purpose. However, the use of one pay range for all ranks from trooper to lieutenant is inappropriate and in fact tends to obscure ranks up through the captain level.

A captain who has extensive experience and has achieved three competitive promotions should not expect to be paid in the same pay range as a trooper representing some specialty field who is assigned to headquarters. Each "headquarters specialist" should be compensated in the pay range immediately above the one assigned his rank for the length of time he serves in that capacity. Further, pay should be set in the next higher range in the exact same relationship to the entry step of that range as the officer was receiving in his base pay range at the time of assignment. Thus, an officer being paid 12 percent above the entry step of his range would receive a "headquarters specialist" pay assignment at 12 percent above the entry step of the next higher range--normally an increase of between 8 and 9 percent.

Additional compensation should be provided the two aircraft troopers, one Sergeant and one Trooper II. The recommended basis for payment would maintain an appropriate pay distinction between these two ranks but not

recognize the appropriate pay differential for this highly specialized skill. A separate designation with a two pay range differential would be more appropriate for these assignments.

It is recommended that only one classification of Trooper be utilized replacing the existing Trooper I and Trooper II. There is no distinction in the duties and responsibilities assigned that would permit this class distinction. The major benefit of the current automatic promotion, more pay, is addressed in the "Compensation and Benefit Practices" section of this chapter. Combining these classes will also result in a more attractive entrance salary.

The Port of Entry Inspector, and Supervisor class if needed, should be transferred to become the responsibility of the Law Enforcement Civil Service Commission as recommended in another section of this chapter. Following this transfer, the pay and entrance requirements for the entry-level class should be given limited enforcement and arrest authority. This additional authority would permit more flexible deployment of troopers and better traffic enforcement coverage without requiring additional manpower. The better POE Inspector pay and increased training should create a pool of future potential trooper recruits whose training would be far simpler than that required for an outside recruit.

The State Personnel Office should be asked to review the Sioux Falls positions performing radio dispatching work and prepare appropriate class descriptions and pay range assignments.

## Compensation and Benefit Practices

The appropriateness of pay assignments for various ranks cannot be reviewed without understanding the basic pay schedule, how it works, supplemental pay provisions, and employee benefit practices. Following these reviews, the existing pay range assignments are compared with other state highway patrols and local law enforcement personnel within South Dakota.

### General Salary Schedule

The fiscal year 1979 and proposed 1980 State General Salary Schedules were reviewed. In the pay ranges applicable to Highway Patrol sworn personnel, range 10 or above, each pay range has a length from entry to maximum rate of 49 percent or more. Pay range 10 has a 49 percent length while pay range 19 offers a 59 percent entry-maximum spread. A growth of approximately 1 percent in the spread of each higher range is fairly consistent.

How it Works--Unlike most other public jurisdictions, the South Dakota pay ranges offer no fixed "salary steps" or predictable annual increases. Neither are salary increases within the range always granted to all employees based on evaluation of individual merit. In effect, the amount and types of raises available annually are determined by the Legislature based on available appropriations. While a 5 percent cost of living raise is contemplated for these pay ranges, little or no money can be expected to be available for general continuing increases within the ranges. Given the current federal wage-price guidelines and predicted state of the economy, this situation might be expected to continue in the near future.

Longevity Pay--By state statute, sworn officers receive longevity pay not provided general state employees. An additional \$48 per year for each year of service, beginning after the fifth year, is paid to a maximum of 25 years. Thus an employee with over five years of service may earn from \$240 to \$1,200 annually above the amounts shown on the General Salary Schedule.

Exemplary Performance Pay--The legislature appropriated 2 percent of total salaries as exemplary performance pay (EPP) to be paid to employees whose performance merits the extra reward. The pay, not to exceed \$77 extra per pay period, is to be provided for only six months at which time later qualifications will determine who receives how much for the following six-month period. The Highway Patrol has selected the top 25 percent of its officers based on a newly instituted performance evaluation system. Beginning July 1, 1979, these officers will begin to receive one-fourth of the department's annual EPP appropriation. Distribution of the remaining three-fourths will be determined at mid-year.

### Employee Benefits

Major employee benefits, including vacation and sick leave, holidays, insurance, and retirement programs, were reviewed and compared to those of other state employees and the prevailing practices of other public jurisdictions.

Except for minor variations in group insurance and special problems on holiday days because of the nature of the work, the Highway Patrol enjoys benefits virtually identical to those of other State employees--except in the area of retirement.

Retirement benefits are significantly better for sworn Highway Patrol personnel than for most other State employees. This pattern is common throughout the nation and is based on the desirability of earlier retirement for persons engaged in active police-type work. The statewide Public Employees Retirement System is divided into Class A (general employees) and Class B, to which Highway Patrol Officers belong.

Class A employees normally retire at age 65 and receive 2 percent of their average salary of the last three years times the number of years of service when combined with social security benefits. Class B employees may retire after 25 years of service when they have reached age 55. Each employee receives 2 percent of the average salary of the last three years times the number of years of service in addition to any social security benefits. For this retirement package, each officer contributes social security payments and 8 percent of gross pay to PERS. Both contributions are matched by the state.

### Salary Comparisons

Comparative salary data was gathered from South Dakota local law enforcement agencies and from other state highway patrol agencies.

Local Law Enforcement--Generally the pay provided State Troopers is equal to or above that paid by local law enforcement agencies in South Dakota. The major exception exists in comparing the Trooper I starting salary (\$10,366.55) and the Trooper II pay range (\$11,269.70 - \$16,870.73) to the 1979 pay schedule for a Sioux Falls police officer of \$12,974.52 to \$15,294.50. All increases occur automatically. Because of the lack of regular in-range increases for State Troopers, most have seen only the lower portion of the assigned pay range. The result is that the actual salary of most Sioux Falls police officers should be above that of most District 2 State Troopers stationed in the Sioux Falls area in the 1979-80 budget year.

Other States' Data--When comparing South Dakota trooper salaries to other neighboring states' highway patrols, a clearly inferior pay pattern is evident. Considering the lack of overtime pay and automatic in-range salary increases, it becomes apparent that the individual South Dakota trooper is paid at or near the very lowest of the ten comparative states. The averages show the South Dakota entry rate 21.4 percent below the average and the top rate only 8.5 percent below. The problem is that not one trooper in South Dakota draws the top rate--a situation not likely to be found in other states. All salary data listed below is for the 1978-79 fiscal year. Each state is ranked from the highest to the lowest for both its entrance and its maximum authorized pay for the State Trooper class. The 5 percent cost of living increase approved for July 1, 1979, will apparently be equaled or exceeded by the other states, resulting in no change or a slightly worse competitive position for South Dakota in the 1979-80 fiscal year.

Table 1

COMPARATIVE MONTHLY PATROL PAY IN 10 STATES

Entry Pay			Top Pay		
Rank	State	Amount	Rank	State	Amount
1	Minnesota	\$1,157	1	Missouri	\$1,912
2	Colorado	1,103	2	Minnesota	1,552
3	Wyoming	1,094	3	Iowa	1,536
4	Missouri	1,075	4	Kansas	1,503
5	Montana	1,022	5	Montana	1,489
6	Nebraska	1,010	6	Colorado	1,478
7	Iowa	1,001	7	Wyoming	1,468
8	North Dakota	994	8	South Dakota	1,405
9	Kansas	974	9	North Dakota	1,399
10	South Dakota	863	10	Nebraska	1,388
Average (less S. Dakota)		1,048			1,525

Analysis and Recommendations

The only recommendations in this section relate to salaries. South Dakota is considerably further behind other Midwestern and adjacent states than these data would suggest. The entry step, into which new troopers are hired, is a valid step and ranks lowest of all ten states. The top step, which ranks eighth, is not a realistic figure due to the lack of progression through the salary range.

Recommended salary range assignments are shown below for each rank using the 1978-79 General Salary Schedule. This schedule is used for comparison purposes, since all other state data is based on their 1978-79 salaries.

Table 2

RECOMMENDED SALARY RANGES, 1978-79 SCHEDULE

Title	Current		Recommended	
	Range #	Entry-Top	Range #	Entry-Top
Trooper I	10	\$ 863.86-\$1,283.35	- ABOLISH CLASS -	
Trooper II	11	939.12- 1,405.87	12	\$1,020.94-\$1,539.99
Sergeant	13	1,109.89- 1,686.81	14	1,206.58- 1,847.52
Lieutenant	14	1,206.58- 1,847.52	15	1,311.70- 2,023.48
Captain	15	1,311.70- 2,023.48	16	1,425.98- 2,215.97
Major	16	1,425.98- 2,215.97	17	1,550.21- 2,426.70
Superintendent	17	1,550.21- 2,426.70	18	1,685.27- 2,657.33

Following implementation of the Fiscal Year 1980 General Salary

Schedule, the following rates should apply.

Table 3

RECOMMENDED SALARY RANGES, 1980 SCHEDULE

Class Title	Range #	Entry - Top
Trooper	12	\$1,071.45 - \$1,617.57
Sergeant	14	1,266.51 - 1,940.42
Lieutenant	15	1,376.97 - 2,125.08
Captain	16	1,497.07 - 2,327.20
Major	17	1,627.65 - 2,548.41
Superintendent	18	1,769.61 - 2,790.50

Physical Fitness Program

Beginning in the 1978-79 fiscal year, the Highway Patrol instituted a physical fitness and counseling program through the Yankton Sacred Heart Hospital's cardiac rehabilitation program. The fitness consultant for the program is the Administrator for Rehabilitation and Therapy Programs at the Human Services Center and associated with the University of South Dakota.

The over-35 age group of sworn officers was selected as the beginning point with thorough tests and physical examinations provided prior to the administration of physical flexibility and treadmill stress testing. Officers were divided between those with primarily field and primarily office duties. Each age category was assigned different norms for the physical testing, and each officer was scored against the appropriate category.

Following the completion of all medical and physical flexibility testing, a report was prepared on the general condition of each officer. Each officer was then provided with an individual exercise prescription fitted to his condition and designed to gradually increase endurance and improve his cardio-vascular system. Each exercise prescription can be carried out without special exercise equipment or facilities.

Four hours of group training relating to the exercise programs was offered and the physical consultant's telephone number provided, with officers encouraged to call to discuss progress or any potential problem.

A similar program involving less thorough medical testing will soon be underway for the officers under 35 years of age. It is anticipated that each officer will be thoroughly tested each year and that there will be mid-year followup sessions when the fitness consultant attends district meetings.

Data relating to the program is being logged into a computer program by age and type of work. Based on these data, previously conducted task analyses, and additional job related data to be generated, it is expected that the

department will develop valid job-related physical norms for the South Dakota Highway Patrol.

The entire program is modeled after guidelines of the American Medical Association and the International Association of Chiefs of Police. It is described as a long-term "voluntary-educational" program in which voluntary adherence is sought. It is far too early to determine the degree of adherence, but to the extent the program succeeds, a reduction in early disability retirements and possible future limited duty assignments can be expected. Other similar programs consider a 60-70 percent rate of adherence for a total group to be good. Three factors which influence the adherence rate are: 1) spouse support; 2) ability to exercise without equipment; and, 3) availability of medical advice. Each of these factors has been addressed in the design of the program.

#### Analysis and Recommendations

The program appears to be well designed and comprehensive in nature. Its success rate cannot yet be determined. It does appear that it could possibly be expanded through essentially the same people and facilities to encompass on-going psychological services. In any time period, law officers suffer a high degree of job stress. Recent times especially have been unfavorable for law enforcement personnel whose public image and self-image have suffered. Law enforcement officers consistently have among the highest divorce rates of any group. During this on-going physical fitness program, there may be opportunities to coordinate the physical and mental health counseling at only a moderate increase in cost.

#### Performance Evaluation

The broad purposes of performance evaluation in a police agency are to standardize the nature of the personnel decision-making process while protecting the rights of the officer and to give the incumbent the necessary behavior modification information to maintain behavior which is appropriate from the organization's standpoint.

Many performance evaluation systems rely too heavily on such subjective factors as dependability, enthusiasm, expression, intelligence, loyalty, self-discipline, and sociability, to name a few. Each of these factors was included in the performance evaluation system used to rate sworn personnel until this year. If the supervisor evaluating an officer on all of these subjective points were correct, there should be a correlation with some objective productivity criteria. Further, if objective productivity criteria could be fairly evaluated and counted as a portion of the overall officer's performance evaluation, less reliance would need be placed on the subjective judgments of supervisors. Actual performance would become a more important element in performance evaluation. The department justifiably believes it has the beginnings of such a more objective performance evaluation system.

#### The EPP Influence

When the Legislature enacted a state employee Exemplary Performance Pay (EPP) program as described in the "Compensation and Benefit Practices" section of this chapter, the already serious performance evaluation problem became critical. Departmental administrative staff felt that extra pay granted some and denied other officers must be based on a more objective performance evaluation system than the one in effect.

#### Developing Objective Criteria

One administrative officer originally suggested an activity measure for troopers that would be based on the number of citizen contacts. Though this would be only one portion of a performance evaluation systems, it offered the most problems in attempting to establish an equitable base for comparison among officers. It is unrealistic to compare the number of citizen contacts for an officer stationed in Sioux Falls to one working out of Buffalo.

The administrative staff met repeatedly to establish different base levels of activity for each highway duty station. The plan called for each officer to receive points in relation to the base level established for his station. The activity was the total number of contacts--arrests and warnings--in the moving, non-moving, and non-traffic areas of the activity readout. The level of activity set took into consideration, but was not limited to, the following factors:

1. Traffic flow data.
2. Population.
3. Miles of highway.
4. Vehicle registrations.
5. Past historical data on contacts.

Then it was necessary to build into the formula adjustments to the base level for any type of leave, firearms, recruit and other training, special assignments, and a host of other factors which might reduce the officer's exposure to the public. Further adjustments were provided in the event of a change of duty stations. Finally, a totally different set of criteria was developed for Sergeants to reflect their decreased field time and increased supervisory and coordination responsibilities.

#### Performance Evaluation Form

The new performance evaluation form, used for the first time in 1979, lists 14 factors. The percentage weight which each factor contributes to the total score is shown. Each factor marked with an asterisk is determined through objective department reporting criteria. These five fully objective factors determine 45 percent of the total score. The remaining 55 percent is contributed

by the nine more subjective factors. However, well-defined degrees for each factor are furnished raters to standardize evaluations to the greatest extent possible.

<u>Factor</u>	<u>% of Total Score</u>
*Conviction Rate	1.5%
*Firearms Qualification	2.2
*Traffic Checks	3.6
*Activity (arrests/warnings)	28.4
*Motor Carrier	9.3
Work Habits	8.5
Accident Investigation	8.5
Public Relations	8.5
Citizen Relations	8.5
Inter-Department Relations	4.2
Intra-Department Relations	4.2
Reports and Report Writing	4.2
Appearance	4.2
Care of State Property	4.2
Total	100.0%

#### Analysis and Recommendations

The department appears to have the beginnings of an outstanding performance evaluation system prepared by administrative staff as a team project. Our contacts in headquarters and the district offices indicated that the system has been generally well received. A good reception is somewhat of a surprise since the system's very first application is being used to determine who receives Exemplary Performance Pay for the first six months of 1979-80. As the impact of this system becomes better understood, complaints about it should increase. These complaints should be listened to and the team effort to tune and adjust the new system expanded to bring in representatives of Troopers and Sergeants, but not only those who have fared well under the new system. Complaints should not become a basis of abandoning an excellent beginning but should be used for further refining the elements of the performance evaluation system.

The department should also consider less formal programs of peer and supervisor evaluation. Troopers often know which of their own might make the best Sergeants from first-hand observation not available to higher ranking administrative staff. Troopers certainly know better than administrative staff which Sergeants are providing effective field support.

#### Role of the Civil Service Commission

At the time of this review the Law Enforcement Civil Service Commission was one of several inoperative State Boards and Commissions as a result of an executive order issued by the Governor reorganizing state government. The active life of the Civil Service Commission expired in late April, and all positions were vacant pending new appointments by the Governor.

The authority of the Law Enforcement Civil Service Commission, as it relates to sworn personnel, is extensive. The Commission establishes policies through the adoption of Civil Service rules and regulations, administers policies in connection with the selection of new troopers and the promotion of uniformed officers, hears appeals, and makes judicial determinations. Thus, in at least some areas, the Commission performs legislative, administrative, and judicial functions.

Administratively, the Civil Service Commission has traditionally been deeply involved in the selection of trooper personnel. Civil Service rules require written examinations and oral interviews, each of which are weighted 50 percent to produce an eligible list of qualified applicants. Members of the Commission compose the oral interview panel and rate the applicants. Staff personnel may sit in on the orals and ask questions but not participate in rating the applicants.

Following the completion of these interviews, the Commission certifies a list of eligibles. The number of eligibles certified is based on three times the number of vacancies to be filled. At this point the legal provisions of the Civil Service rules have been satisfied and a list of three "qualified" candidates for every vacancy to be filled provided to the administration for its final selection. Generally recognized selection tests and procedures must then be administered, thus reducing the final eligible list to well under the original three candidates per vacancy.

The candidates certified by the Commission as eligible are administered psychological, medical, and physical agility tests. Those candidates successfully completing that screening are then subjected to a thorough background investigation. The remaining candidates actually compose the final list of eligibles from which vacancies must be filled.

Since the Civil Service Commission has no regular full-time support staff, the majority of staff work is done by Highway Patrol administrative staff. Since recruitment has not been a major problem, departmental personnel with other primary responsibilities have quite naturally not developed a comprehensive recruiting program. Recruitment efforts are further restricted by a Civil Service rule provision requiring at least 90 days of residency in South Dakota.

Recent changes have been made in the qualification of candidates for promotion within the department. Procedures for promotion, while not identical to those for initial selection, have been similar. The Civil Service Commission has, until recently, served as the oral interview board and thus continued to exercise direct influence over personnel matters within the department. In the most recent promotion examinations, the Civil Service Commission gave up their role as oral interviewers in favor of using outside assistance to establish an assessment center selection process. The procedural change was made without amending the rules, so that the commission could decide to resume its role in the next promotion process.

The recent addition of civilian Port of Entry Inspectors to the function of the Highway Patrol further complicated personnel programs relationships. Unlike the civilian clerical positions, also subject to general state personnel rules and regulations, these positions must work closely with sworn

personnel in the field in motor carrier enforcement situations. While Port of Entry Inspectors currently have no arrest power, the potential for this type of future growth does exist to ease field coordination and backup problems. All civilian personnel, including the Port of Entry Inspectors, are subject to the general state personnel system rules and regulations. The central personnel office recruits and screens candidates and prescribes rules, performance evaluation systems, pay, and fringe benefits.

#### Analysis and Recommendations

An overall review of the role of the Law Enforcement Civil Service Commission in the comprehensive personnel system should be undertaken. At the very least legislation should be proposed which would remove the Commission from its administrative role in the employee selection and promotion processes. The rating and selecting of personnel is simply not compatible with hearing and objectively judging the merits of appeals from those same employees. The hearing of appeals resulting from administrative decisions is central to the role of a Civil Service Commission while administrative involvement in personnel matters is neither necessary nor desirable.

Expanding upon the previous recommendation, all matters relating to recruitment and selection of sworn personnel should be made the responsibility of the Commissioner of Personnel in accordance with procedures established by the Law Enforcement Civil Service Commission. This change will immediately provide staff and expertise for the design and implementation of a comprehensive selection program to be conducted in close cooperation with the Highway Patrol administrative staff.

Civil service rules should be rewritten to include psychological, medical, and physical agility testing in the initial certification process. Use of these testing procedures should substantially reduce administrative time and expense related to oral interview or assessment center evaluations. The eligible list should be based on objective test criteria rather than the number of vacancies to be filled to avoid eliminating qualified candidates.

The addition of the motor carrier enforcement program to the Highway Patrol brings a unique class of Port of Entry Inspectors into the department. These inspectors work in a field command situation and potentially might be given limited law enforcement authority. The classification should become the responsibility of the Law Enforcement Civil Service Commission and its rules, regulations, pay, and benefits apply. Other rationale for this recommendation can be found above, under "Classification and Career Development."

#### E. Employee Turnover

Employee turnover in any organization is a matter well worth serious examination, for it has many important implications for the organization in which it occurs. For one, turnover can be an indicator of employee dissatisfaction, which in turn may point to broader managerial or administrative problems in the parent organization. For another, turnover can be costly, especially where the new employer requires extensive training prior to his or her achieving full operational effectiveness. Excessive turnover rates burden an organization with

excessive training costs and, at least in the short run, lowered levels of effectiveness. Finally, if turnover is a patterned and not a random phenomenon in the organization, its study facilitates planning for the future. More specifically, it allows the organization to anticipate future manpower problems and to build smooth transitions for those well in advance of their actual occurrence.

There are many ways to define turnover and to compute rates of employee movement into or out of an organization. In the pages that follow, these three methodological alternatives will be utilized:

- Rates of labor force transition will be computed by dividing the number of employees departing during two given time periods by the number of employees who have ever worked for the department during that same period. By virtue of this definition, rates of labor force transition can vary from a low of 0% to a high of 50% over a period studied, since the departing employees are replaced by new hires.
- Rates of cohort transition will be computed by determining for all employees hired during a specific period the percentages who depart in that or in subsequent periods. These rates can vary between 0 and 100%.
- Rates of turnover per authorized strength will be computed by dividing the number of employees departing during a given time period by the number of authorized positions in the organization during that same time period. These rates can vary (at least theoretically) between a low of 0% and a high of well over 100%.

All three calculating procedures will be used because each can tell something slightly different about the more general problem of attrition.

The data used in the analysis that follows were compiled and provided by the staff of the Highway Patrol from its personnel records. Data for the years prior to 1974 were unavailable; thus, the subsequent analysis cover turnover history in the South Dakota Highway Patrol between 1974 and April, 1979, a 5 1/3 year time span.

#### Uniformed Officers

Any way it is looked at, turnover among the Highway Patrol's sworn personnel since 1974 has been too low to constitute a problem. Consider the following:

- Since the beginning of 1974, 222 people have served for some length of time as uniformed Troopers or officers of the Patrol. As of April, 1979, 172 remain on the roster of the Patrol. This generates a rate of labor force transition of 22.5% over 5 1/3 years, or 4.2% per year of the study period.

- Since the beginning of 1974, the Patrol has hired 89 new sworn officers. As of April, 1979, 74 of those are still active patrol members. Thus, 16.9% of this cohort of employees have departed since their initial hiring, constituting a cohort loss of 3.2% of the cohort per year.
- Finally, as Table 4 below demonstrates, rates of turnover per authorized strength have varied between 2 and 8% for each year of the study period, with an overall average of 5.5%.

Table 4

TERMINATIONS PER AUTHORIZED STRENGTH OVER TIME

Fiscal Year	Authorized Strength	Total Terminations	
		Number	Rate
1974	156	11	7.1%
1975	171	6	3.5%
1976	181	5	2.8%
1977	177	13	7.3%
1978	177	11	6.2%
1979	177	11	6.2% to date; yearly equivalent at this rate=7.3%.

NOTE: Authorizations are made by fiscal year, so terminations were computed for this table using that same basis.

If 10% turnover (or more) is adopted as the sign of a notable problem, then in none of these instances does sworn Highway Patrol personnel turnover appear problematic.

Terminations of sworn personnel since early 1974 have numbered a total of 50; of those, 23 (56%) have come through resignation, 15 (30%) through retirement, 4 (8.0%) through dismissal, and 3 (6.0%) through death. However, those terminations were not distributed proportionally across the four main Patrol offices, as Table 5 below makes clear. Terminations through resignation are disproportionately concentrated in District 2; those through death and retirement are generally concentrated among Headquarters and District 1 officers; and dismissals are distributed evenly across all locations.

Table 5  
LOCATION UPON TERMINATION

Reason	Headquarters (7.5%)	District 1 (29.3%)	District 2 (32.2%)	District 3 (31.0%)
Resignation	0 (0.0%)	10 (35.7%)	15 (53.6%)	3 (10.7%)
Retirement	4 (26.7%)	6 (40.0%)	3 (20.0%)	2 (13.3%)
Dismissal	1 (25.0%)	1 (25.0%)	1 (25.0%)	1 (25.0%)
Death	2 (66.7%)	0 (0.0%)	1 (33.3%)	0 (0.0%)

Note: The figures under each location are the proportions of sworn manpower assigned to each.

Since resignations constitute so large a proportion of sworn personnel terminations, they deserve an extended comment. The first thing to be noted is that, over the time period studied, resignations appear to be on an upward secular trend. Five were recorded in 1974, two more in 1975, five again in 1976, and six in each of 1977 and 1978. During the first four months of 1979, four more officers resigned; if that rate should persist throughout the year, a total of twelve could be anticipated. Thus, it may well be that the non-problem of attrition in the past is fast becoming a problem for the future. On that point, only time will tell.<sup>10/</sup>

Secondly, an interesting pattern has begun to emerge with regard to the ages of sworn personnel at the time they were hired. As Table 6 below demonstrates, those resigning from each cohort of officers hired since 1973 have tended on the average to be progressively younger recruits. The average age of those in each cohort who, on the other hand, still serve as Troopers or officers has remained quite stable over time. Again, it is too early to establish a definitive trend; however, should this pattern continue into the future, it would support a recommendation to the Patrol to anticipate and to plan for attrition (through resignation) of the younger people whom it hires for sworn positions. If possible, the Patrol might look toward hiring recruits in their mid-twenties (or older), for they would appear increasingly more likely over time to cause less of an attrition problem than their younger colleagues.

<sup>10/</sup> According to Patrol records, in 1979 a total of 21 sworn personnel will become eligible for retirement. This group--should it exercise its retirement option--plus the projected resignations could leave a notable gap in Patrol strength.

Table 6

AVERAGE AGES OF SWORN EMPLOYEES  
BY YEAR HIRED AND CURRENT STATUS

Year Hired	Average Ages of:	
	Resigners	Current Employees
1973	29.1	25.1
1974	26.0	27.8
1975	25.5	25.6
1976	-----no one hired--	
1977	23.6	25.4
1978	-no resignations to date	25.8

Port of Entry Personnel

The turnover rates among Port of Entry employees in the recent past have been markedly higher than those among sworn officers. Consider the following details:

- Since the beginning of 1974, 32 people have served for varying lengths of time as Port of Entry personnel. Of those, 20 remain on the active roster to date. This constitutes a rate of labor force transition of 37.5 % over the 5 1/3 years examined, or an annual average of 7.0% per year.
- Since the beginning of 1974, the Highway Patrol has hired 30 Port of Entry personnel; of those, 12 have terminated their employment to date for cohort loss of 40% over the total study period, or 7.3% per year. Of those 12 terminations, 9 stemmed from resignations, 1 from an interdepartmental transfer, and 2 from dismissals.
- Finally, rates per authorized strength have been quite high, as demonstrated in Table 7 below:

Table 7

PORT OF ENTRY PERSONNEL:  
TERMINATIONS PER AUTHORIZED STRENGTH

Fiscal Year	Authorized POE Strength	Terminations	
		Number	Rate <sup>11/</sup>
1975	4	1	25.0
1976	5	2	40.0
1977	5	4	80.0
1978	5	1	20.0
1979	16	4	25.0 to date-- yearly rate=27.3%

The turnover problem among Port of Entry employees is made a bit more complex than it appears on the surface, for Port of Entry terminations are not distributed equally across all three of the Highway Patrol's districts. Quite to the contrary, they are heavily concentrated in District 2, as Table 8 demonstrates.

Table 8

POE TERMINATIONS BY DISTRICT

	Number	Percent
District 1	1	8.3
District 2	11	91.7
District 3	0	0.0
	12	100.0

In fact, Port of Entry employment in District 2 constitutes a revolving door, as demonstrated in Table 9.

<sup>11/</sup> These figures tend to make the picture bleaker than it is, for the Patrol has often run a larger-than-authorized actual roster of Port of Entry personnel.

Table 9

DISTRICT 2 POE PERSONNEL: YEAR HIRED  
AND CURRENT STATUS

Year Hired	Status	
	Terminated	Still Employed
1974	4	0
1975	0	0
1976	4	2
1977	1	0
1978	2	5
1979	0	1

Thus, Port of Entry personnel turnover is nonproblematic in Districts 1 and 3 but very much a dilemma in District 2.

In large measure, the turnover problem in District 2 is explicable in terms of age. Since 1974, 19 people have served as Port of Entry personnel in District 2. Those 19 vary quite widely in terms of their ages at the dates of their respective hirings; one, for example, was hired at the age of 19 while another was employed at age 61. As Table 10 demonstrates, age at initial employment makes quite a difference in terms of termination; the older the new employee, the more likely he or she will not stay on as a Port of Entry operator for the Highway Patrol.

Table 10

DISTRICT 2 POE PERSONNEL: CURRENT  
STATUS BY AGE AT EMPLOYMENT <sup>12/</sup>

Age Employment	Current Status	
	Terminated	Still Employed
Under 43	2	8
Over 43	6	3

$$\chi^2=4.234, p \leq .05$$

The statistics at the bottom of the table establish that the relationship between status and age at employment is statistically significant by the

<sup>12/</sup> Age 43 was chosen as a cutoff point because it is nearly the mid-point of the distribution of ages at employment of all past and present District personnel.

conventional standards of social science. What this means is simply that the distribution of cases in the table is too patterned to be attributed to chance or random occurrence.

The implication of this analysis seems fairly obvious. To bring the turnover problem among Port of Entry employees in District 2 to more manageable proportions, the Highway Patrol should hire employees in their mid-40's or older. One major caveat is in order, however; this recommendation holds only as long as the salaries, benefits, and status of the job of Port of Entry operator remain what they are to date. Any proposals to upgrade the position which are actually implemented will have their own implications for the most desirable ages for new employees. Those implications must and will override the results of this analysis, for they will undoubtedly affect employee motivations to stay or to leave. Thus, this recommendation on Port of Entry turnover must be a conditional one: if the position remains in the future essentially what it is today, hire older employees to fill it.

Career Service Personnel

The facts of turnover among the career service personnel<sup>13/</sup> of the Highway Patrol are as follows:

- Since the beginning of 1974, 37 different people have served the Highway Patrol as career service employees. To date, only 17 of those 33 remain with the patrol, for a labor force turnover rate of 54.1% of all workers since 1974. This constitutes an average turnover of 10.2% of the work force per year, a notable figure and a serious concern. (Of those 20 terminations, 3 came through retirement, 1 through dismissal, 2 through interdepartmental transfer, and 14 through resignation.)
- Twenty-one career service personnel have been hired by the Highway Patrol during or since 1974. Of those, 8 have been terminated (7 through resignation and 1 through dismissal). From this vantage point, the Patrol has lost 38.1% of its recent career service employees, or roughly 7.1% of its recent hires per year between 1974 and the present.
- Finally, turnover rates per authorized strength levels have varied between 0 and 39% since fiscal 1974 as Table 11 demonstrates.

<sup>13/</sup>This category of employees includes the four dispatchers located in the Sioux Falls district office.

Table 11  
CAREER SERVICE TERMINATIONS  
BY AUTHORIZED STRENGTH LEVELS

Fiscal Year	Authorized Strength	Terminations	
		Number	Rate
1974	18	2	11.1
1975	17	2	11.8
1976	18	0	0.0
1977	18	5	27.8
1978	18	7	38.5
1979	18	4	22.2 to date; yearly equivalent=24.2%

The problem here is similar to the one encountered in looking at Port of Entry employees; career service terminations are not distributed randomly across the sites where such personnel work. As Table 12 below demonstrates, career service terminations are concentrated in the Pierre Headquarters. Turnover is nonproblematic in the districts; it is a serious concern in the Headquarters.

Table 12  
CAREER SERVICE PERSONNEL AND  
TERMINATIONS BY LOCATION

	Current Personnel		All Terminations Since 1974		All Non-Retirement Terminations Since 1974	
	Number	%	Number	%	Number	%
	District 1	2	11.8	4	20.0	3
District 2	6	35.3	3	15.0	3	17.6
District 3	2	11.8	0	0.0	0	0.0
Headquarters	7	41.2	13	65.0	11	64.7
	17	100.1	20	100.0	17	99.9

A search for inferences about why the turnover rate is what it is must, then, focus specifically on career service personnel in the Pierre Headquarters. Consider, first of all, age of the employee at the time hired. As Table 13 below demonstrates, there is a weak relationship between age at hire and current status; older hires are more likely to have terminated than younger ones. This is, of course, in direct contrast to the situation discovered earlier among Port of Entry operators.

Table 13  
HQ CAREER SERVICE EMPLOYEES  
CURRENT STATUS BY AGE AT HIRING

Age at Employment	Status	
	Terminated	Still Employed
Under 22	5	5
22 or Older	8	2

$\chi^2 = 1.978, p \leq .15$

When the time period during which the career service personnel at Headquarters were hired is considered, the picture becomes a bit clearer still. Table 14 below provides the relevant data. For all headquarters personnel who have served the Patrol since 1974, average employee age at hiring has tended to rise over the two hiring eras (pre-1974 and post-1975) included in the table. In each of those periods, however, employees who subsequently were terminated tended on the average to be older than their colleagues who remained with the Patrol.

Table 14  
HEADQUARTERS CAREER SERVICE EMPLOYEES:  
AVERAGE AGE AT EMPLOYMENT BY PERIOD HIRED

Hiring Era	Mean Age at Time of Employment		
	All Personnel	Terminations	Still Employed
1974 or Earlier	25	27	20
1975 or Later	32	38	27

The recommendations to be derived from these data must, once, again, presume a caveat; they only hold if the position of career service employee at Pierre remains in the future largely what it is at present. To the extent that the job changes, so must the recommendation. Having made that point, the data suggest the Patrol should hire its career service personnel for the Pierre Headquarters as relatively young employees. "Relatively" is a key word here, since the average age of all employees at the time of their hiring seems to be rising over time. Granting that secular rise, it appears that those hired younger are more likely to stay than those hired older. For the future--the Patrol should hire from the younger end of its distribution of applicants.

Job Satisfaction and Future Plans:  
The Work-Related Attitudes of the Members of the  
South Dakota Highway Patrol

Students of formal organizations often find themselves prone to committing the error of excess "reification," of abstracting too far toward the concept of organization and away from the people who compose it. Our basic terms of reference about organizations often promote this error. The word itself conjures up images of organizational charts which depict the relationships between different positions in organizational hierarchies. In modern systems theories, organizations are "throughput" sectors which receive inputs from an environment, process them for action, and, as a result, deliver outputs of one sort or another. In all of this, it is relatively easy to forget that formal organizations--whatever their abstract properties or functions--are first and foremost collections of thinking, feeling human beings.

If we begin from this admittedly basic level of analysis, it becomes clear that assessing the organizationally relevant attitudes of those human beings is a crucial step in understanding the problems and prospects of the organizations they comprise. We do not suggest, as some have, that workers' attitudes are linked to their levels of daily job performance; in fact, what literature there is on the topic casts considerable doubt on that proposition. Rather, we would contend that the linkage is longer in perspective and broader in implication. That is we would suggest that employees' attitudes in the present help to determine the stances they will take toward the organization itself in the future.

Consistently dissatisfied members of an organization must sooner or later choose one of three paths for themselves. Some will become alienated dropouts and leave the organization altogether. Others will become sullen conformists to the directives of the organization's leaders. Still others will become internal revolutionaries seeking radical changes in the leadership and, perhaps, the goals of the organization. From the perspective of the organization, all these roles are problematic. The dropout cannot and the conformist will not contribute to the ongoing processes of change necessary to make any organization more effective; the organization faces rigidity and stagnation without them. Neither can the revolutionary contribute to those processes; by definition, he or she stands for radical change that threatens the survival of both all that is good and all that is bad about the existing organization.

In the paragraphs that follow, we will examine the job- and organization-related attitudes of nearly all the sworn members of the South Dakota Highway Patrol, as those were communicated on a formal questionnaire during June, 1979. Our goal in that examination will not be to distinguish conformists from revolutionaries from potential dropouts; after all, the responses to our survey measure attitudes at but one point in time, and not over the span necessary to

identify those various actors. Rather, our goal will be to identify current problems as perceived by the members of the Patrol, and the likely consequences to the overall organization if those problems are not resolved. That there are such problems, some of them quite serious, will become apparent as we go along. Nevertheless, we offer this analysis in the belief that the Patrol can move to notify its current problems and, in doing so, preclude its members from having to make the long-term role choice and itself from having to suffer the consequences.

1. The Survey and Its Respondents

During its review of the organization and management of the South Dakota Highway Patrol, Public Administration Service sought to tap the job- and organization-related attitudes of the Patrol's members by means of a survey instrument. The questionnaire itself (a copy of which is attached as Appendix B) was designed by PAS staff in consultation with a number of state administrators and criminal justice officials. The survey was disseminated to all of the sworn members of the Patrol between June 7 and June 12, 1979. Completed questionnaires were mailed back to PAS offices in Chicago directly by the respondents; all surveys were tabulated and analyzed in Chicago at the facilities of the Computation Center of the University of Chicago.

At the time the survey was distributed, the South Dakota Highway Patrol numbered 177 sworn officers in its ranks. Of those, 145 returned completed surveys, constituting a response rate of 81.9%. Our normal experience in returns of similar surveys from other jurisdictions is a response rate of approximately 65-70%. Thus, for all practical purposes, the returns from the South Dakota Patrol members constitute not a sample but the universe of that group; that response rate indicates that the survey tapped matters of deep and serious concern to those studied.

Who are the respondents to the survey? There is a slight degree of underreporting by Patrol members in the rank of sergeant. By the same token, there is a slight degree of underreporting from headquarters-based Patrol members. Nevertheless, these deviations (as depicted in Table 15) are too slight to seriously affect the reliability of the survey data. For all practical purposes, there are no rank-spaces or geography-based biases in the responses.

Table 15  
Sources of Underresponse

District	Number of Responses	Adjusted %'s of Survey Total	Actual %'s (June, 1979)
1 - Aberdeen	41	30.4	29.3
2 - Sioux Falls	43	31.9	32.2
3 - Rapid City	43	31.9	31.0
Headquarters (Pierre)	8	5.9	7.5
(No Response)	10	--	--
	135 (145)	100.1	100.0
<u>Rank</u>			
Trooper I	24	17.5	16.9
Trooper II	82	59.9	59.3
Sergeant	18	13.1	14.5
Lieutenant or Higher	13	9.5	9.3
(No Response)	8	--	--
	137 (145)	100.0	100.0

Like most other sizable organizations, the South Dakota Highway Patrol is composed of a diverse group of individuals. That diversity, however, is not so strong as to preclude us from offering a few empirical generalizations about the survey respondents. The vast majority (77.6%) are native South Dakotans; again, the vast majority (75.0%) have to date completed less than a full four-year college education. The central tendency in the survey data depicts the typical Patrol members as being a middle-aged (average age of all respondents = 36.8 years) officer who has put in nearly a decade in the ranks of the Patrol (average length of service=9.9 years). With regard to age and tenure, however, there is much variation about the average, so that our generalizations in these areas must be made somewhat tentatively. Table 16 presents the actual results on all of these background characteristics.

Table 16  
Respondent Background Characteristics

	Number	% of Total
<u>Birthplace</u>		
South Dakota	111	77.6%
Other	32	22.4%
<u>Education</u>		
High School or Less	50	40.3%
Some College	43	34.7%
College Graduate or Beyond	31	25.0%
<u>Age</u>		
25 and Under	12	8.8%
26-30	27	19.7%
31-35	31	22.6%
36-40	22	16.1%
41-45	21	15.3%
46 and Over	24	17.5%
Overall Average =	36.8 years	
Standard Deviation =	8.9 years	
<u>Length of Service</u>		
5 years or Less	52	37.7%
6-10 years	28	20.3%
11-15 years	24	17.4%
16-20 years	19	13.7%
21 or more years	15	10.8%

To some extent, these characteristics are interrelated--generally in the directions we might have expected prior to dissemination of the survey. Age of respondent and length of service are highly correlated ( $r=.91$ ), as are both of those with respondent's rank (.70 and .79, respectively). It is not unusual to discover that older officers tend to rank higher and to have served on the Patrol for longer than the younger officers; we should only note that these tendencies are quite strong among our Highway Patrol respondents. Similarly, we should note that formal education relates to these characteristics as well, but again in a way we might have expected. Older officers tend to have

completed fewer years of formal education than their younger counterparts ( $r=.39$ ), which is typical of most large law enforcement agencies.

With regard to background characteristics, there are no nativity biases among the respondents that achieve statistical significance. That is, non-South Dakotans on the Patrol are neither more nor less educated, more nor less veteran, higher nor lower in rank, nor older or younger than the South Dakota-born respondents. By the same token, geographic location of a respondent within a district makes no difference with regard to background variables. It is true that headquarters-based personnel tend to be more senior, higher-ranking officers than the district-based respondents. However, if we exclude for a moment the headquarters personnel, then the districts all look pretty much alike with regard to age, tenure, education, rank and nativity. No statistically significant differences emerge on these characteristics from one district to another.

## 2. Job Satisfaction

During the course of the survey, each respondent was asked to indicate his or her relative degree of satisfaction with each of 13 different aspects of the job of a South Dakota Highway Patrol member. (See question 3 in the survey for the exact format and wording of these queries.) Figure 1 depicts the responses of the overall set of respondents to each of these questions in percentage terms, so as to facilitate comparisons of responses across job aspects.

In very general terms, there are six major attitudinal "crises" facing the South Dakota Highway Patrol based on expressed levels of dissatisfaction. Two of those are compensation-related, clustering around Patrol member dissatisfaction with salaries and fringe benefits. Three others (dissatisfaction with executive leadership, promotional opportunities, and interdistrict communications) are related to the style and structure of the Patrol as an organization. The last crisis is a general one, relating to overall morale among the members of the Patrol. In light of the overriding importance of these six items in the eyes of the respondents, they should be examined a bit more closely.

First, consider morale. Given the fact that dissatisfaction with morale is as general as it is, it would be surprising to find any of the respondent background characteristics making any difference in this regard. In fact, the data confirm this expectation. While rank and satisfaction with morale are related in that higher-ranking officers are more satisfied with morale than lower-ranking ones, that relationship ( $r=.19$ ) is not particularly strong. None of the other background variables (education, nativity, age, or length of service) is significantly correlated with the morale item. For all practical purposes, a Patrol member's background is simply unrelated to his or her feelings about Patrol morale.

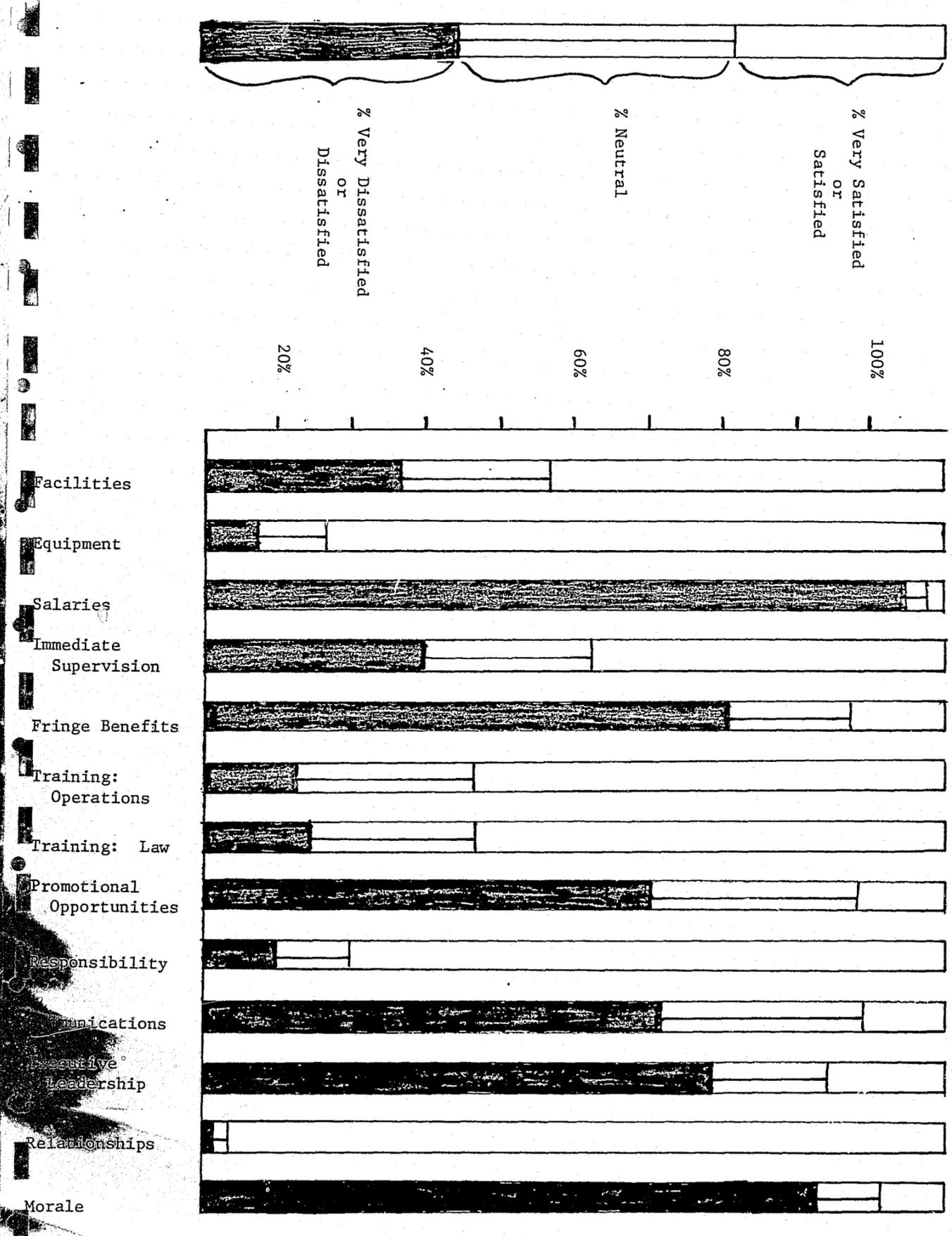


Figure 1 -- Levels of Satisfaction with 13 Job Aspects

Of what, then, is the morale problem composed? The answer is easily identified from the data. Of all of the more particularistic dissatisfactions that might be generalized into low morale, two--dissatisfaction with salaries and executive leadership--make all the difference, as Table 17 below demonstrates.

Table 17

Correlations of 12 Satisfaction Responses with Morale Satisfaction

Variable	Correlation Coefficient
Facilities	--
Equipment	.19
Salaries	.53
Immediate Supervision	.29
Fringe Benefits	.32
Training: Operations	.20
Training: Law	.12
Promotional Opportunities	.44
Responsibility	.28
Interdistrict Communications	.44
Executive Leadership	.68
Relationships with Colleagues	.21

Unfortunately for state and Patrol officials, solving one of the leadership or salary problems will not automatically solve the other, and thereby the overall morale problem. Consider the results of the satisfaction correlations with regard to these two items when we inject some statistical controls. When we control for the responses to the salary question, the relationship between satisfaction with executive leadership and satisfaction with morale shrinks only marginally, to a coefficient of  $r=.60$ . When we control for responses to the leadership item, the salary-morale correlation dips to a coefficient of  $.33$ . For all practical purposes, the state should consider the

problem of Highway Patrol morale a two-pronged dilemma composed of a salary component and a leadership component. The two will, in large measure, require independent solutions if overall morale is to be significantly improved.

### 3. Resolving Dissatisfaction Over Salaries

There are, in theory, two sources of dissatisfaction with salaries and their allocation. One of those centers on the amount to be allocated; the other, on the method of allocation. Our survey data do not allow us to speak directly to the former, but they do permit a discussion of the latter. The questionnaire completed by the Highway Patrol members did include one item on preferences for methods of making future pay increases; Table 18 below provides the distribution of responses to that question. (See question 6, final item in the Appendix for exact question wording and format.)

Table 18

Basis for Making Pay Raises

	Number	% of Total
Fair and impartial merit evaluations only	11	8.2
Combined merit evaluations and fixed percentages	67	50.0
Fixed percentages only	56	41.8
	134	100.0

It is always difficult to determine when a personnel evaluation system is "fair and impartial." Whether the new evaluation system being implemented in the Patrol will be so perceived is not clear at present. Even if it is, however, it will not meet the preferences of a sizable minority of Patrol members who would prefer a system of fixed percentage increases.

Would any one of those alternatives help to alleviate the general dissatisfaction with salary levels? The answer, unfortunately, is no. Table 19 below distributes the raise procedure preferences against the two categories of salary dissatisfaction and, in doing so, demonstrates that no relationship exists between relative salary dissatisfaction and raise procedure preference.

Table 19

Satisfaction with Salaries

Raise Procedure Preference	Very Dissatisfied	Dissatisfied
Merit Evaluations Only	8	3
Combination	41	21
Fixed Percentages Only	36	18

r = .03

All we can say from these data is that the salary dissatisfaction problem is one based on amounts and not on allocation methods. That problem and its substantial contribution to the more general morale problem cannot and will not be resolved until the state legislature raises the allocation for Highway Patrol compensation.

4. Resolving Dissatisfaction with Patrol Executive Leadership

When we turn to the problem of dissatisfaction with the executive leadership of the South Dakota Highway Patrol, we find that once again we face a problem unrelated to our survey respondents' background characteristics. Higher-ranking Patrol members tend to be less dissatisfied with their leadership than lower-ranking ones, but that relationship (r=.17) is hardly large enough to be of interest. Aside from rank, none of the other background items are correlated significantly with leadership satisfaction.

We can identify the source of this problem, however, by turning to another set of questions included in the survey. These items (see question 6 of Appendix B for exact wording and format) were included to help specify some of the more general satisfaction responses and, in the case of the topic of executive leadership, they serve that purpose quite well. The responses to four of those questions are substantially correlated with dissatisfaction over leadership. The actual responses to those four questions are depicted in Figure 2; the correlations of each with the leadership item are presented in Table 20 that follows.

Figure 2 - General Attitude Responses

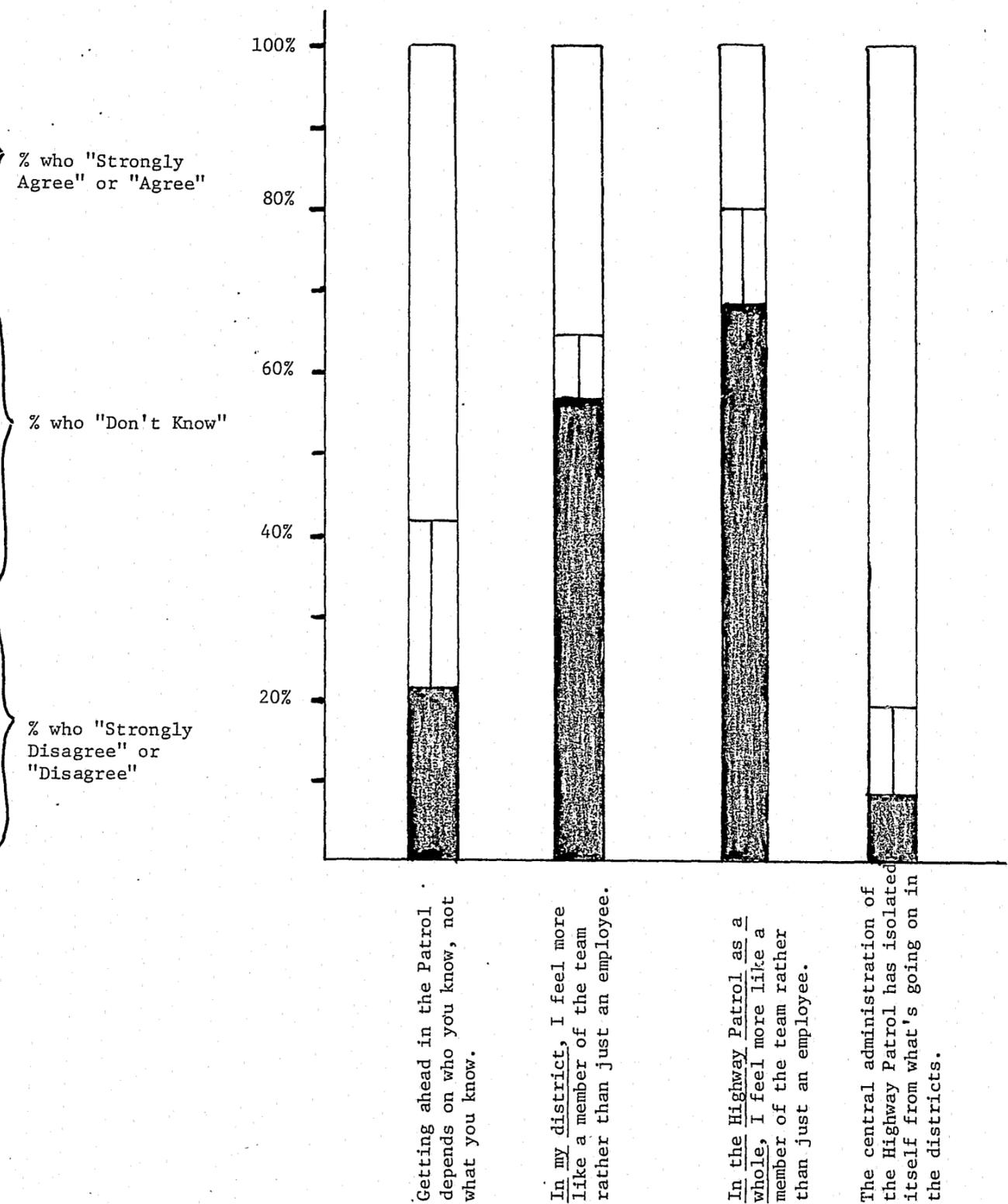


Table 20  
Correlations of General  
Attitudes with Satisfaction  
with Executive Leadership

Attitude Items	Correlation Coefficient
...who you know, not what you know	-.54
In my district, I feel more like a member of the team...	.50
In the Patrol as a whole, I feel more like a member of the team...	.60
The central administration... has isolated itself...	-.55

Favoritism, lack of ability to participate in Patrol affairs as a colleague, and central administration isolation--and especially the last of these--comprise the substantive content of the earlier noted dissatisfaction with the Patrol's executive leadership. Once again, we find that these perceived problems are in large measure independent of each other. Controlling for responses to the isolation question, the other correlations with leadership dissatisfaction listed in the above table decline to -.33, .44 and .46 respectively. In short, each of these problems is a distinct entity, which will require its own separate solution before the problem of dissatisfaction with the Patrol's leadership (and, in turn, the lion's share of the generalized morale problem) can be resolved.

##### 5. Satisfaction and Future Plans

We began with a hypothesis--that consistently high levels of dissatisfaction will sooner or later motivate an organization's members to play one of three roles vis-a-vis that organization. We further suggested that each of those roles was problematic from the organization's perspective--that the more of its members who played any one role, the less the organization could change itself and adapt to future problems and potentials. Our survey responses on job dissatisfaction and general attitudes among the members of the South Dakota Highway Patrol would be little more than research curiosities if we could not tie them to the future plans of our respondents. To be sure, our data are not such curiosities, for we can make that linkage clearly and unequivocally.

In the survey, we asked each respondent to indicate to the best of his or her ability what that respondent expected to be doing two years hence. (See question 5c in Appendix B for format and wording.) In all, 140 of our 145 respondents gave us such projections, distributed as follows:

	Number of Respondents	% of Total
Stay with Patrol in same rank	75	53.6
Stay with Patrol, with promotion	7	5.0
Leave for another law enforcement job	8	5.7
Leave for civilian career	29	20.7
Don't know	21	15.0
	140	100.0

If the respondents actually carry out their projected plans, then two years from now the South Dakota Highway Patrol will have lost at least one-quarter and perhaps as much as four-tenths of its present complement.

Of course, separations from any workplace can come for any number of reasons. The question facing us here, are the projections of our respondents--especially those of our projected dropouts--shaped to any considerable degree by their present feelings of dissatisfaction? The answer is a definite yes. Table 21 below presents the correlations between levels of satisfaction or degrees of favorable perceptions on the isolation, leadership, morale, team member and favoritism questions with the likelihood of a respondent's leaving the Patrol (for whatever future occupation). The lesson of that table is clear and consistent: the less satisfied a respondent, or the more a respondent sees favoritism, isolation, and lack of "team spirit" as problems, the more likely that respondent is to say he or she will leave the Patrol within the next two years.

Table 21

	Correlation with <u>"Planning to Leave"</u>
Satisfied with Leadership	-.37
Satisfied with Morale	-.32
...who you know, not what you know	.27
<u>In my district</u> , I feel more like a member of the team	-.33
<u>In the Patrol</u> , I feel more like a member of the team	-.35
Central administration has isolated itself	.31

What adds some power to these relationships is not the simple fact that they exist, but rather the fact that they are not larger in magnitude. If they were larger, state and Patrol officials might opt to "ride out the storm" and wait for the most dissatisfied Patrol members to leave. That, however, is not an option; a considerable number of dissatisfied people fully expect to remain with the Highway Patrol two years from now. Table 22 below bears this out. The upper numbers in each cell are the absolute numbers of respondents giving answers; the parenthetical numbers are the raw percentages for each part of the table. It is the case that larger proportions of the dissatisfied than of any other category plan to leave, as those percentages show. What is even more interesting, however, is the fact that even if everyone's projection proves to be accurate, the dissatisfied will still outnumber the neutral and the satisfied two years hence.

Table 22  
Future Plans

	<u>Probably Stay</u>	<u>Don't Know</u>	<u>Probably Leave</u>
<u>Feelings About Leadership</u>			
Dissatisfied	44 (46.8)	17 (18.1)	33 (35.1)
Neutral	18 (75.0)	4 (16.7)	2 ( 8.3)
Satisfied	18 (81.8)	1 ( 4.6)	3 (13.6)
<u>Feelings About Morale</u>			
Dissatisfied	59 (51.3)	21 (18.3)	35 (30.4)
Neutral	13 (92.9)	1 ( 7.1)	0 ( 0.0)
Satisfied	9 (81.8)	0 ( 0.0)	2 (18.2)

These findings bring us full circle to the point from which we began this analysis. Our survey responses point toward a process of dropout-creation within the Highway Patrol, based upon Patrol members' dissatisfactions with salaries (at their absolute levels) and with the current executive leadership (primarily with regard to its isolation from the districts and its failure to allow for real participation from the rank-and-file in the work process). But, even beyond this, there is more than ample reason to anticipate the creation of both conformists and revolutionaries from the large number of dissatisfied Patrol members who plan to stay in the organizations' ranks.

We qualified our introductory discussion of these matters by suggesting that consistently high levels of dissatisfaction would propel organization members into one or another of the dropout, conformist or revolutionary roles. It remains to be seen whether these high levels of dissatisfaction revealed in

this survey remain so over time. They need not do so. The Patrol's administration, the state's executives, and the South Dakota legislature can act to alleviate these problems. Without that action, the future seems clear--and relatively bleak--for both the Highway Patrol and its members.

#### IV. SUMMARY OF RECOMMENDATIONS

##### Organization, Management, and Operations

1. Significant changes should be made in the Port of Entry program, including requiring the same qualifications for POE inspectors as for Troopers and adjusting POE districts to conform to Patrol Districts.
2. A research and planning unit should be established in Headquarters.
3. A proactive internal affairs posture should be adopted and a regular inspection program undertaken.
4. The post of administrative lieutenant should be eliminated.
5. The practice of appointing "headquarters specialists" should be replaced by the creation of specialized billets that can be filled temporarily or permanently by qualified officers.
6. A fourth district should be created from portions of the other three.
7. The number of captains should be reduced to the number of available captain's billets.
8. District and squad meetings should be held more frequently, and greater emphasis should be given to participatory management.

##### Support Services

A copy of a newly-devised records management system manual should be supplied to the Headquarters records section.

##### Personnel Management

1. Some changes in designations are recommended, including reducing Trooper I and II to just one class, Trooper. Added compensation should be provided for personnel of all ranks serving as "headquarters specialists" or "aircraft troopers." POE Inspectors should come under the Law Enforcement Civil Service Commission and their pay and entrance requirements upgraded; similarly, job class description and pay ranges should be prepared for civilian dispatchers.

2. Salary ranges should be modified and upgraded as shown in Tables 2 and 3.
3. Continue the new physical fitness and counseling program begun in 1978.
4. Proceed with the new performance evaluation system, adjusting it in response to complaints as they are voiced. Less formal programs of peer evaluation should also be considered.
5. The role of the Law Enforcement Civil Service Commission should be reviewed, especially with regard to recruitment and selection. Civil service rules should be revised to include medical, psychological, and agility testing prior to an oral interview or assessment center.

#### Employee Turnover

1. Hire from the younger end of the applicant list, since troopers hired at a young age tend to stay longer.
2. Transmit reactions from the uniformed personnel survey to the appropriate offices for consideration and possible response.

#### V. FUTURE NEEDS

As indicated earlier in this report, this accelerated organization and management survey, conducted during a 5-day on-site visit by four consultants, must of necessity fall short of what could be expected from a full-scale effort requiring as much as 90 days. Nonetheless, it has identified a number of problem areas, particularly in the areas of personnel management and pay scales, and specific recommendations have been made covering those areas. It is conceivable that the State could require additional, in-depth study in order to produce more precise recommendations, provide needed on-site training, and detailed evaluations. Full-scale management and records system surveys are possible areas for further activity of a technical assistance nature.

List of Persons Interviewed

The Honorable William J. Janklow  
Governor, State of South Dakota.

Mr. Elliott M. Nelson  
Director, Division of Law Enforcement Assistance.

Mr. James Melgaard  
Deputy Secretary, Department of Public Safety.

Colonel Dennis Eisnach  
Superintendent, South Dakota Highway Patrol.

Major Eldon J. Russell  
Assistant Superintendent  
Deputy Director for Field Operations, SDHP.

Captain Roger C. Hoffman  
Fiscal Officer, Director of Administrative Services  
and Acting Director of Management Services, SDHP.

Captain John A. Anderson  
District 2 (Sioux Falls) Commander, SDHP.

Captain Jackson Kinney  
District 3 (Rapid City) Commander, SDHP.

Captain Duane Larson  
District 2 Motor Carrier Enforcement.

Captain Louis Fratzke  
District 3 Motor Carrier Enforcement.

Lieutenant Larry Zwemke  
District 2 Administrative Lieutenant.

Lieutenant Don Ahl  
District 3 Administrative Lieutenant.

Lieutenant Kenneth Rand  
District 3, SDHP.

Sergeant Keith Christensen  
Training Officer, SDHP.

List of Persons Interviewed (continued)

Sergeant Lyle Nelson  
District 2, SDHP.

Sergeant Vernon Sprague  
District 3, SDHP.

Sergeant C. Nelson  
District 3, SDHP.

Trooper II Milford Markus  
Chemical Testing Officer, SDHP.

HQ Spec. David Hansen  
Pilot, Aviation Section, SDHP.

Trooper Dennis Sand  
District 2, SDHP.

Trooper Bill Mickelson  
District 2, SDHP.

Trooper II Merlyn Muir  
District 3, SDHP.

Trooper II Mike Nitz  
District 3, SDHP.

Trooper II Quentin Van Orman  
District 3, SDHP.

Trooper I Jeffrey Talbot  
District 1, SDHP.

Administrative Assistant Shirley A. July  
Division Headquarters, SDHP.

POE I Geigel  
District 2 Motor Carrier Enforcement.

Administrative Secretary II C. Knight  
District 3, SDHP.

Administrative Secretary I J. Meyer  
District 3, SDHP.

Mr. Jon Gapa  
Patrol Physical Fitness Consultant  
Yankton, South Dakota

List of Persons Interviewed (continued)

Mr. Don Licht  
Director  
Division of Criminal Investigation, State of South Dakota.

Mr. Robert Hardwick  
Acting Administrator, State Radio.

DIAL 947-2121 AREA CODE 312 CABLE ADDRESS: PASHQ

PUBLIC ADMINISTRATION SERVICE

1313 EAST SIXTIETH STREET · CHICAGO, ILLINOIS · 60637

Dear Member of the South Dakota Highway Patrol:

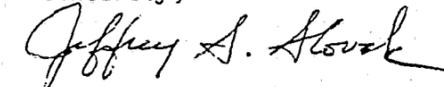
As you may already know, Public Administration Service is conducting a brief assessment of the organization and management of the South Dakota Highway Patrol. As a part of that study, we would like to solicit your ideas about the Patrol and its programs. Toward that end, we ask that you complete this survey and return it in the attached envelope.

Let me assure you that, in responding to these survey questions, your identity will remain strictly and completely confidential. Once you return your completed survey to us, that survey will be viewed by only one person--myself. Your responses will be put on a computer for statistical analysis. Our reporting of the results is done in a statistical fashion--answers to the questions are not (and will not be) attributed to the particular individuals who offered them.

If you would like to offer any comments relevant to our study that aren't covered in the survey, I encourage you to do so. They will be read quite seriously. I would only ask that you forward the survey and your comments to us by Friday, June 15.

Thank you in advance for your time and efforts in this. Your opinions and concerns are of great importance to us.

Sincerely,



Jeffrey S. Slovak  
Staff Associate

Enclosure

SOUTH DAKOTA HIGHWAY PATROL SURVEY

1. To which district or office are you presently assigned? (Check one).

- District 1 - Aberdeen
- District 2 - Sioux Falls
- District 3 - Rapid City
- Central Headquarters - Pierre

2. What is your present rank? (Check one).

- Trooper 1
- Trooper 2
- Sergeant
- Lieutenant or Higher

3. For each of the following items, please circle the response that best describes your own feelings about each of these aspects of your job as a member of the South Dakota Highway Patrol.

	Very Dissatisfied	Dissatisfied	Neutral	Satisfied	Very Satisfied
-- Facilities	1	2	3	4	5
-- Equipment	1	2	3	4	5
-- Salaries	1	2	3	4	5
-- Immediate Supervision	1	2	3	4	5
-- Fringe Benefits	1	2	3	4	5
-- Training in Patrol Operations and Procedures	1	2	3	4	5
-- Training in the Law and Legal Regulations	1	2	3	4	5
-- Promotional Opportunities	1	2	3	4	5
-- Amount of Responsibility You Exercise on the Job	1	2	3	4	5
-- Communications Between Headquarters and the Districts	1	2	3	4	5
-- Patrol Executive Leadership	1	2	3	4	5
-- Relationships With Your Fellow Troopers and Officers	1	2	3	4	5
-- Morale	1	2	3	4	5

4. With the district numbers presently used by the Highway Patrol (1 = Aberdeen, 2 = Sioux Falls, 3 = Rapid City,) please answer the following three questions:

Which district offers the most challenging and interesting problems for a member of the Patrol?

In which district are the citizens least helpful and cooperative?

If you could choose, to which district would you prefer to be assigned?

5: Our next few questions deal with your mobility in the Highway Patrol and with your expectations for the near future.

(a) In what year did you join the Patrol? \_\_\_\_\_

(b) (If your present rank is other than Trooper:)  
What is your present rank? \_\_\_\_\_  
In what year did you first attain that rank? \_\_\_\_\_

(c) As best you can now determine, which of the following statements best describes what you will be doing two years from now:

- \_\_\_\_\_ I'll probably be with the Highway Patrol in my present rank.
- \_\_\_\_\_ I'll probably be with the Highway Patrol in a higher rank from what I hold now.
- \_\_\_\_\_ I'll probably leave the Patrol for a position in another law enforcement agency.
- \_\_\_\_\_ I'll probably leave law enforcement altogether for a civilian occupation.
- \_\_\_\_\_ I really have no idea.

(d) Below is a list of the reasons some people give for taking new jobs. Suppose for a moment that you are planning to leave the Highway Patrol for another job. Rank order the importance to you that each of the reasons below would have in motivating you to take a new job.

(1 = most important reason, 2 = second most important, etc.)

- \_\_\_\_\_ More interesting and varied work
- \_\_\_\_\_ Better fringe benefits
- \_\_\_\_\_ More authority and responsibility
- \_\_\_\_\_ Better pay
- \_\_\_\_\_ Better hours or work schedules
- \_\_\_\_\_ Other (Please specify:)

\_\_\_\_\_  
\_\_\_\_\_

6. Please circle the number that is closest to your own opinion on each of the following questions:

	Strongly Agree	Agree	Don't Know	Disagree	Strongly Disagree
In general, the people of South Dakota appreciate the work of the Highway Patrol on their behalf.	5	4	3	2	1
Getting ahead in the Patrol depends on who you know, not what you know.	5	4	3	2	1
<u>In my district</u> , I feel more like a member of the team rather than just an employee.	5	4	3	2	1
<u>In the Highway Patrol as a whole</u> , I feel more like a member of the team rather than just an employee.	5	4	3	2	1
My immediate supervisor very frequently solicits my ideas and suggestions on matters concerning my role as a member of the Highway Patrol.	5	4	3	2	1
The central administration of the Highway Patrol has isolated itself from what's going on in the districts.	5	4	3	2	1
The changes the Colonel has made were "too much and too fast" for the Patrol to absorb.	5	4	3	2	1
The 1977 reorganization of Patrol districts was a bad idea because it severely limited promotional opportunities.	5	4	3	2	1
The 1977 reorganization of Patrol Districts was a good idea because it made the Patrol more streamlined and effective.	5	4	3	2	1
I feel cut off from what's happening in other Patrol districts.	5	4	3	2	1

