Alternative Career Paths: Application to Law Enforcement

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Abstract

An examination is conducted of the traditional definition of "success" in law enforcement - promotion. Alternatives are explored to allow a new definition - job satisfaction at any rank through the pursuit of excellence. By the year 2004, incentives are explored that would encourage the adoption of that new definition by law enforcement officers through the selection of alternative career paths (those other than promotion). Financial, non-financial, and status incentives are proposed. The study includes trend and event evaluations, references, and a bibliography.

ALTERNATIVE CAREER PATHS

JOURNAL ARTICLE

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ALTERNATIVE CAREER PATHS

INTRODUCTION

BACKGROUND

Ever since the beginning of "modern" police departments in America about a century ago, almost all have adopted a paramilitary orientation.[1] As a result, in those agencies, for the individual employee, "success" in police work has been synonymous with "promotion".[2] Anyone in law enforcement may be doing a good job, may be helping the department achieve its goals, and may be doing many of the things that officers are supposed to do including making arrests, answering calls, and helping the public. However, regardless of those efforts, the traditional view has been that if an officer has not received a promotion within the past few years, he or she has been a failure. In fact, even for those officers who have been transferred to new assignments, if they have remained at the basic police officer level throughout their career, they have been considered unmotivated, unable, or unsuccessful.

Unfortunately, for many law enforcement employees at every rank, promotion has taken a difficult turn. The budget reductions from "Proposition 13" types of initiatives, the difficulties caused by recession, and the trend to "flatten" organizations have made promotion difficult.[3] In addition, demographic changes and the emphasis on affirmative action for minorities and women have limited promotional opportunities for some employees.[4] Even some employees who had obtained a relatively high rank now find that their promotional opportunities are over.

As a result, in many agencies, opportunities for promotion have been few.[5] As one example, the ranks of captain and higher today comprise fewer than one percent of the total number of positions on some major police departments.[6] If the traditional definition

of success was to be retained, could these organizations really consider that 99% of their people had not reached a level of success? Could they really be considered failures?

The answer to those questions depend on each individual's personal definition of success. Law enforcement agencies have many promotional ranks. For some, success would be defined as attaining the rank of sergeant or lieutenant. For others, success would be considered no less than the attainment of the rank of deputy chief. However, because of human nature, for the vast majority of employees, success is defined as the attainment of a position higher than the one they currently occupy.[7] As a result, there is a tremendous pressure to promote -- even if the increased responsibility is not desired.

There is another reason that promotions are sought. In law enforcement, because of the very nature of the Civil Service system, promotions result in increased pay and status in addition to increased responsibility.[8] Unfortunately, in most cases, no other option has been available to obtain an increase in pay, benefits, and status. As a result, many candidates apply for promotion even when they do not desire the increased responsibility over others that comes with those promotions.

Why is this issue an important one for law enforcement during the next decade? The traditional definition of success demands that officers at all ranks seek promotion. However, promotions will be increasingly difficult for most. This "catch 22" has the potential to leave many employee unsatisfied, frustrated and disgruntled. Such a situation would present major problems. The challenge for effective managers and law enforcement administrators during the next decade is clear. Can a system of dual or multiple career paths be devised that will ensure job satisfaction for those employees while restricting the candidates for promotion to those that truly want the responsibility that comes with those positions?

KEY TERMS

What are Alternative Career Paths (ACP's)

To understand this issue, it must be clear what constitutes a traditional career path. The traditional career path for law enforcement officers has always been the promotional ladder. New police officers seek promotion to sergeant. Sergeants seek promotion to lieutenant. Lieutenants seek promotion to higher level positions. Managers in higher positions seek promotion to executive level positions. These promotions have been the principle method for obtaining increased financial rewards, non-financial benefits, and enhanced status.

Alternative Career Paths then, are any non-traditional methods for obtaining the financial, non-financial, and status benefits to assist employees in attaining job satisfaction without requiring promotion to higher levels. For example, a financial reward would be an incentive pay system providing a bonus for goal achievement at any rank. An example of a non-financial benefit would be a provision allowing alternative work schedules (such as flex time, the 4-10 plan, or the 9-80 plan) that are adaptable to meet the needs of the individual employee. Status benefits would be a reorganization that demonstrates the importance of a particular job and offers recognition to those who have done the most to assist in the accomplishment of the mission.

ISSUE QUESTION

The Issue Question can therefore be expressed as:

What alternative career paths will be available by the year 2004 for employees in large agencies.

SUB-ISSUES

While many possible sub-issues can be derived from the issue question, three have been selected. These three deal specifically with the incentive to compete for promotion by those who neither want the responsibility nor have the required leadership, background or experience.

(1) What financial incentives, not involving promotion, can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

(2) What non-financial incentives, not involving promotion, can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

(3) What status changes, not involving promotion can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

SOURCE OF THE ISSUE

The issue question arose from the researcher's experience with the promotional system utilized in the Los Angeles Police Department under the control of the Civil Service Commission and the Personnel Department. In addition, input was obtained from many other law enforcement administrators from agencies throughout California. Similar concerns were revealed from both sources.

By their very nature, promotional systems do not please everyone. After all, they are designed to identify those candidates who are best qualified for a position. Logically, such a system will leave other candidates (hopefully those less qualified) without promotion. The world cannot be composed of "all chiefs and no Indians." There must be those who do the job (workers) as well as those who have the responsibility to ensure that it gets done (management).

LITERATURE REVIEW

Leadership is essential for all major human endeavors. It offers the ability to coordinate efforts toward a unified goal. Without this factor, efforts, no matter how intense, will work in opposition to each other and eventually lead to failure.

Leaders have been selected in many different manners throughout history.[9] However, the most important factor for successful

leadership has been the ability to get the job done through subordinates. When that ability has been present, leaders have been lauded. When it has not, they have eventually been replaced.

Within law enforcement, the same principles have applied. To assist in this goal, civil service systems were created. Those systems sought to enhance the process for selecting leaders by making it more objective. These systems were developed in recognition of the importance of placing leaders in leadership positions by overcoming the difficulties historically presented by non-objective selection systems.[10]

Unfortunately, civil service systems were tied very strongly to the financial, benefit, and status rewards offered for promotion. This fact ignored the reality that many employees do not want the increased responsibility over others that leadership requires, but they do want increased responsibility in their positions.[11] Responsibility is directly related to the potential benefit that the organization can receive from that employee's contribution and that responsibility is related to job satisfaction, regardless of rank.

It is possible for pay, benefits, and status to be made available for employees who contribute effectively to the organization even if they do not seek promotion. "Success" in law enforcement can be redefined.

REASON FOR SELECTING JOURNAL FOCUS

This format for this journal article has been selected to provide an overview of the entire issue of Alternative Career Paths. ACP's are a futures issue for law enforcement that must be strategically managed to bring law enforcement into the twenty-first century.

THE FUTURE OF THE ISSUE

Forecasting the future has its risks. To minimize those, and to attempt to identify the trends and events that have the potential for impacting the issue of ACP's, a panel was convened. That panel, called an Nominal Group Technique Panel, selected dozens of potential trends and events. Ten were identified as the most significant. A few have been discussed here.

TRENDS RELATED TO ISSUE

Dozens of trends exist that have the potential for affecting the adoption of ACP's in law enforcement in California during the 1990's.

Obviously, the "level of the California economy" has had, and will continue to have, a major impact. As business prospers, or fails, funds become more or less available for all law enforcement functions. ACP's have the potential for being an expense that could be decided by the availability of dollars. However, it is important to note that the implementation of ACP's would not necessarily require increased funds. In fact, under some circumstances (such as compacting pay schedules) it would be possible that ACP's could reduce expenditures.

The "degree of decentralization of law enforcement work locations" also has an effect on ACP's. After all, decentralization may be considered one of the benefits sought by employees that could comprise a part of ACP's. With the increased use of fax machines, cellular telephones, and other communications equipment, and with the increased difficulty in commuting because of traffic congestion, this aspect of ACP's will certainly continue to expand.

"Employee empowerment," as one of the buzz words of the 1990's, can also be considered one of the benefits that could constitute a part of ACP's. This trend allows people at all ranks to feel

more successful because it grants them more control over their lives and work.

The "use of privatization in law enforcement" also affects the adoption of ACP's. Allowing traditional law enforcement functions to be handled by private business will leave fewer functions for the police. While that trend could result in simpler, less complicated jobs, it could, instead, result in the ability to do those remaining tasks well.

CRITICAL EVENTS RELATED TO ISSUE

In a similar manner, there are dozens of significant events that could have effects on ACP's. A few are discussed here.

The "elimination of civil service for all law enforcement managers of the rank of captain and higher" is an event that could be triggered by action of the California legislature. Anyone occupying such a position would "serve at the pleasure" of the appointing authority. Such an act would remove all protections and alter procedures. For many employees without the necessary political connections to get promoted, ACP's would be increasingly important.

A court decision requiring "mandatory ethnic and gender balance for all law enforcement ranks" would affect ACP's in a similar manner. Many employees (who comprised the majority in the past) would find few promotional opportunities available. ACP's would be very important for helping those employees find jobs.

An initiative or referendum imposing "a residency requirement for all law enforcement personnel" would also impact ACP's. In 1993, for some agencies, fewer than five percent of the employees lived within the jurisdiction for which they worked. To the degree that agencies would have difficulty finding qualified applicants, job dissatisfaction could increase and the need for ACP's would increase.

Physical standards have long been an accepted part of law enforcement entry requirements. Court action could suddenly declare the "elimination of physical standards" because they adversely impact the hiring of women and some minorities. Such a decision could result in an increase in the number of qualified applicants. More applicants would result in increased competition. Increased competition would result in more frustrated candidates who would be seeking alternatives - ACP's.

The adoption of "a universal law enforcement retirement plan" by Congress would increase the ability of employees to move from agency to agency throughout the country. This would be one type of benefit that could also be considered a part of ACP's. Such an event would dramatically alter the hiring practices of both large and small agencies. It could easily lead to the offering of other benefits to retain employees - ACP's.

STRATEGIC PLANNING

TARGET ORGANIZATION/SITUATION

The implementation of ACP's could be handled in any agency. However, for purpose of example, a hypothetical agency, the Police Department for La Ville Des Anges, has been identified. From the general description of La Ville Des Anges, the desired state, in 2004, has been proposed after the adoption of ACP's.

SCENARIO

La Ville Des Anges

In 2004

La Ville Des Anges, which often has its name shortened to "Des Anges", is a coastal city in California. It is the only large city with an ocean port midway between Los Angeles and San Francisco. As a result, shipping is a major industry with millions of tons of cargo arriving annually from throughout the

Pacific Rim. Of course, the shipping industry would never have been able to flourish without the supportive transportation provided by the Central California Railroad, which has its western terminus there, and without the interstate highway, I-50, which extends from Des Anges east to Richmond, Virginia.

Des Anges, in 2004, is a city of approximately four million people. The population has increased by 33 percent in one decade. Because of the jobs provided by the transportation industry, a diverse population has come to call it home. The Spanish influence has remained from its early days and from the pressure from immigration (both legal and illegal) that affected all of California during the 1980's and 90's. A substantial, but not majority, portion of the population is White. Asians and Blacks also comprise significant, but smaller percentages of the population.

The Des Anges Police Department (DAPD) was established in 1869. Today, it is organized into 24 geographic "Areas," each of which is operated to a certain extent as an independent police agency. This internal organization encourages independent actions by the Area commanding officers. Because of the foresight of department management during the 1990's, the Department as a whole adopted an attitude that was very receptive to change. Community-Based Policing had long ago been adopted as an organizational philosophy.

In 1993, the concept of ACP's was foreign to the Des Anges Police Department. The Department embraced the traditional view of "success" in law enforcement - the only successful people were those who had been promoted. Anyone remaining at the rank of police officer throughout their career or failing to receive a promotion - at any rank - was generally considered unmotivated or inept. Those employees were encouraged to retire early and to seek other employment. As a result, much of the expertise of the

Department was lost. Those who knew the most about effectively performing police work were ushered out of the organization.

Today, in 2004, the entire organization has a different vision. Each manager recognizes that providing meaningful financial, non-financial, and status rewards dramatically changes the organization. The result of ACP's is an organization in which people feel appreciated for the contributions that they make to the Department's mission - regardless of rank. Employees are able to find fulfilling rewards by doing their jobs well. Success has been redefined as becoming the best you can be. The organization chart has not been significantly changed, but the people in positions are dramatically different. People in management and leadership positions are there because they truly want that type of responsibility. Those in other positions do not feel compelled to seek promotion merely to increase their benefits or to attain job satisfaction.

MISSION STATEMENT

Development

To achieve the desired state (as described above) by the year 2004, the "mission" must be clear to the employees of the organization. Ordinarily, a mission statement is prepared by many people at every level of the organization. Unfortunately, because La Ville Des Anges is a hypothetical city, the real city workers were not available. However, the researcher and a panel of other law enforcement executives were able to arrive at a consensus on the type of statements those city workers might develop.

Statement

To achieve its mission, the Des Anges Police Department must develop ACP's for all employees at all levels that will redefine "success" in law enforcement and provide job satisfaction as reflected in the:

* financial rewards offered employees;
* employee benefits provided as a reflection of need and recognition for outstanding performance; and
* status recognition given reflecting the importance of their job and the value of their efforts to the department and to society.

These steps are essential for encouraging employee:

* Participation,
* Innovation,
* Creativity,
* Efficiency, and
* Accountability.

EXTERNAL ENVIRONMENT

WOTS-UP Analysis

In addition to a mission statement, the preparation for achieving a state in which ACP's are accepted requires an analysis of the current (1993) state. An analytical method called WOTS-UP has been used for this analysis. WOTS-UP is the acronym representing the examination of an issue with a focus on identifying organizational environmental factors regarding Weaknesses, Opportunities, Threats, and Strengths-Underlying Planning and addressing the desired future state.

Opportunities

The external environment has presented several opportunities for the adoption of ACP's throughout California law enforcement and specifically for La Ville Des Anges.

The popularity of Community-Based Policing has presented one such opportunity. One of the aspects of CBP in La Ville Des Anges is employee empowerment. As indicated above, empowerment is one aspect of ACP's. Therefore, CBP and ACP's mesh nicely.

The movement to improve the efficiency of government in Des Anges

presents another such opportunity. The adoption of ACP's has the potential for reducing costs, eliminating unnecessary high level positions, and encouraging employees to contribute all that they can. These factors allow the department to get "more bang for the buck" and appeal to the efficiency movement.

Improvements in technology provide an opportunity for ACP's. Many ACP concepts were mere dreams before the information age became a reality. It is now possible to have employees work at decentralized locations and still communicate and work effectively. Job satisfaction can result from the improved efficiency and the increased freedom.

Economic opportunities also exist. ACP's will help ensure that people are happier in their jobs. Happier people will have less of an incentive to move. Fewer moves cause fewer costs associated with moving and an increased availability of funding for ACP's.

Threats

A review of the external environment also reveals a significant number of threats to the implementation of ACP's.

One of those threats is the natural human tendency in Des Anges as well as throughout the rest of society to resist change. The City Council, the Unions, and even the public itself each have that same human tendency. Change must be introduced in a positive manner that will make it clear that the result is worth the effort.

Another threat is the potential loss of power for some special interest groups. The existing system in Des Anges has developed, in part, through the efforts of special interest groups. Change will certainly alter the power of some of those groups. With the adoption of ACP's, ideally, employees should be happier with their jobs. As a result, those happy employees will have less of

a need for special interest groups that would have assisted their advancement. With fewer aggressive participants, those groups could lose power.

Technology has the potential for threatening ACP's, as well. Technology will reduce the number of low level positions that handle routine tasks. For example, with the implementation of the information age, employees will be working at decentralized work locations. They will have much less of a need for the services of those who have supported, through their work, commuting. Routine jobs such as gas station attendants, bus drivers, highway workers, etc will require fewer employees. Those displaced employees will need to be directed into productive jobs or they will certainly harbor resentment toward the cause of their unemployment - ACP's.

The economic realities also pose a threat. Change requires money. ACP's would be a change. Even if ACP's were adopted in a manner that reduced long term costs (a possible but not essential course of action), there would be short term "start-up" costs that would need to be funded. Without the short term funds to implement ACP's, the long term savings would never be realized.

INTERNAL ORGANIZATION

Strengths

Within La Ville Des Anges, as in much of California, law enforcement is ready for a change. The lack of promotional opportunities and the inability to obtain financial, non-financial, and status benefits without promotion cause discontent. As a result, people are willing to look for a change and ACP's have been presented at an opportune time.

Also within Des Anges, as throughout California, communications problems have also "set the stage" for the adoption of ACP's. Bureaucratic organizations created decades ago simply have not had the ability to quickly exchange information that has been

necessary to perform effectively in the 1990's. ACP's have the potential for encouraging reorganizations that will reduce levels in the organization and empower employees. Those changes could greatly assist in resolving the communications problems.

The condition of the physical plant in DAPD as well as in other agencies also poses an opportunity for the adoption of ACP's. Many buildings were constructed during the "boom" days of the 1950's, '60's, and early '70's. They need remodeling and/or replacement. ACP's could take advantage of the major modifications of facilities or the development of new ones. The fact that existing facilities will need to be changed provides the opportunity to adapt them for a smoother transition to ACP's.

Weaknesses

Within the organization, people resist change. ACP's offer significant change. Resistance is almost certain. Effective management within the organization will be as important as "selling" the concept of ACP's outside of it.

Existing employee benefits will also pose a problem that will need to be overcome. For example, accrued pension benefits must be considered when benefits are considered for ACP's. These issues may be so complicated that the adoption of ACP's will be opposed by employees.

Another weakness is the fact that some ACP benefits do not specifically benefit the agency. Instead, they only indirectly benefit the agency by directly benefiting employees. For example, alternative work schedules (the 4-10 or 9-80) may be very highly desired by employees. However, some agencies have found little organizational benefit (and in some cases, disadvantages) to these schedules. These conflicts will need to be resolved.

KEY STAKEHOLDERS AND ASSUMPTIONS

More than a dozen groups or individuals were identified who had an interest in the implementation (or who were in opposition to the implementation) of ACP's. Those groups or individuals have been called stakeholders. Each stakeholder has assumptions regarding ACP's that could be either positive or negative.

The employee unions would clearly be a stakeholder. Common union assumptions regarding ACP's include the premise that unions do not agree to change (the adoption of ACP's?) without receiving compensation. Other assumptions would be that ACP's will result in a lowering of esteem for high ranking officials.

Of course, candidates for promotion would be stakeholders. Their assumptions could be that ACP's will reduce the incentive for some to seek promotion and that "success" in law enforcement would have to be redefined.

Department management would be a stakeholder. One assumption would be that ACP's could cause a lack of respect for management. Another could be that job interest would be enhanced.

Clearly, the public would be a stakeholder. A common assumption would be that ACP's will provide a better system for encouraging good work performance. Another would be that ACP's would result in a better allocation of tax dollars.

City politicians would also be a stakeholder. Their assumptions could include a belief that ACP's would create happier workers and that the public would be pleased.

KEY STRATEGIES

Three key strategies were identified for the implementation of ACP's in DAPD.

The first involved a request to the Chief of Police that the meet and confer process begin with the City, Department management, and the employee unions as participants. The process would implement the reward systems that would serve as the incentives to encourage employees to adopt ACP's.

The second involved exactly the same process but with a different origin. It was, to request that the employee unions begin the meet and confer process.

The third was a politically risky proposal that involved lobbying the City Council to request that they adopt, without the input of the Chief of Police or the employee unions, the reward systems that would serve as the incentives for ACP's.

Preferred Strategy

A preferred strategy was identified that contained the best portions of many strategies (including the those documented above). The preferred strategy had four parts: 1) obtaining the Chief of Police's commitment; 2) "selling" the concept to the unions; 3) preparing those in the political process; and 4) selecting a timetable that would provide clear guidance for the accomplishment of the issue over time.

STRATEGIC PLAN

Time line

Phase I - Plan and organize

Announce decision to change	January 1995
Build Commitment and Understanding	Summer 1995
Develop Communications Strategy	Spring 1996
Analyze New Organization	Summer 1996
Establish Interim Management Roles	Summer 1996
Design Selection Processes	Summer 1996

Phase II - Implement	
Implement Phases of Change	Spring 1996
Carry Out Required Studies	Summer 1998
Integrate New Systems and Processes	Fall 1998
Phase III - Formalize	
Formalize New Structure	Spring 2000
Evaluate	Fall 2004

TRANSITION MANAGEMENT

CRITICAL MASS ANALYSIS

Those stakeholders who comprise the critical mass are those who, if actively in support of the change, ensure that the change will take place. For the issue of ACP's, seven critical mass "actors" were identified:

Chief of Police
President, City Council
President, Employee Union (representing line level and lower ranking officers)
President, Employee Union (higher ranking officers)
Chairperson, City Council's Public Safety Committee (representing the communities from which elected)
Chairperson, City Council's Budget and Finance Committee (representing the communities from which elected)
Transition Team Manager

TRANSITION MANAGEMENT STRUCTURE

For the implementation of ACP's in La Ville Des Anges, a project manager of the rank of commander was assigned. That commander was given the implementation as a primary duty assignment. His personal staff, a secretary and an adjutant, were also devoted to the task. Under his control were four sections: 1) the benefit identification team; 2) the union liaison; 3) the council liaison; and 4) the media relations section.

The Project Manager was assigned directly to the office of the chief of police and was one of the COP's four immediate subordinates. The Deputy Chiefs in Operations, Administrative Services, and Staff Support were the Chief's other direct reports.

In addition, an executive steering committee was appointed. The members of the committee retained their usual duties but were requested to meet periodically to provide suggestions and comments on the implementation of ACP's. Part of their role was to serve as a conduit to provide information regarding the implementation to their chain of command.

CONCLUSION

FINDINGS

This article focused on the definition of "success" in law enforcement. Many tools and techniques were used to address the issue question and the three related sub-issues. A review of the related literature and discussions with line level officers and subject matter experts established a foundation. From that foundation eight panels were convened. Those panels ranged from the sub-issue subcommittee to the nominal Group Technique panel, to the Modified Policy Delphi panel. The following conclusions are a compilation of the opinions, forecasts, and recommendations of all eight of those panels based on the research techniques utilized during this project.

Issue: What alternative career paths will be available by the year 2004 for employees in large agencies.

Result: Many ACP's will be available.[12] They will not be the types of career paths designed by personnel departments or police managers, however. They will, instead, be career paths "plotted out" by the involved employees themselves based on the incentives provided by their city and the status allotted by department management. Each will be an individual effort reflecting the revised definition of "success" reinforced by those incentives and status changes. Employees will be free to pursue the goal of becoming the best employee that they are capable of becoming by specializing in those aspects of law enforcement that best adapt to their interests and abilities. For those who do have interests and abilities in seeking increased responsibility for supervising others, the promotional system will still be available. However, even at higher level positions, there will be no necessity to promote further to be considered successful. Employees at every level will be enabled to increase their benefits and status by improving their

performance without a requirement that they seek promotion. This system will indeed ensure that those candidates for promotion have no incentive for doing so other than their honest desire to seek the type of increased responsibility that those positions would provide.

Sub-issue 1: What financial incentives, not involving promotion, can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

Result: Several types of financial incentives can be provided to allow employees to increase their pay while remaining at their current rank. Pay schedules will be restructured to reflect higher pay for promotions only when the promotion actually results in increased responsibility over the performance of others. Superficial layers in organizations will have to be eliminated. Pay schedules may be compressed to correspond to responsibility. Organizations could be "flattened" to remove promotional levels that are not really required for supervision. The span of control for each manager may be increased - but increased with empowered employees who will be more self directed and responsible.

Within each rank, pay schedules will be reorganized. There is no reason that every employee of a certain rank should receive the same pay. The concept of ACP's mandates, in fact, that pay be commensurate with performance, responsibility, and a revised definition of "success." To use a management term, employees should be receiving the highest pay when they are "self-actualizing" - not when they reach the highest rank. This reorganization may well result in opportunities for employees to obtain higher pay than their supervisors. In fact, with the true adoption of ACP's, it should not be of concern if a line level police officer actually receives more pay than the chief of police. That scenario would require, of course, that the police

officer be performing at an exceptionally high level and accomplishing tasks that would have a high reaching impact on the entire department - as far reaching as those performed by the chief. For example, a line police officer who has developed an outstanding program that has served as a model for other agencies and who has been able to make that model work successfully for the department should be compensated appropriately. There should be no requirement for promotion (to a position for which the officer may not be qualified) to receive that extra compensation. Success should be rewarded - financially.

Sub-issue 2: What non-financial incentives, not involving promotion, can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

Result: Police agencies traditionally provide benefits on the basis of rank. The higher an employee is in the organization, the greater the benefits. For the purpose of this discussion, non-financial benefits are considered to be those other than pay. It is understood that all benefits have a cost to the organization (even the assignment of a parking stall requires expenditures for the lease, asphalt, paint, etc.). It is also understood that those non-financial benefits also impact the employee's financial situation to a minor degree (a parking stall may eliminate the need for paying for parking). However, for this discussion, all benefits other than those resulting in a change in the employee's paycheck have been considered non-financial. Unfortunately, additional non-financial benefits are often not even wanted by those who attain higher positions. ACP's will allow the allocation of benefits on the basis of need and position - not rank.

Few solutions offer more potential for resolving the sub-issue of non-financial benefits than do "cafeteria plan" benefit packages. Such a system of benefits would allow each employee to identify

those that have the greatest value to him or her. Such systems allow for benefits to be allocated to those who have the need or the desire. They eliminate the "push" for promotion merely to obtain the desired benefits. They help insure that candidates for promotion are truly seeking the increased responsibility offered by the promotion.

Sub-issue 3: What status changes, not involving promotion, can be provided to enhance job satisfaction for employees who are conscientiously performing their duties.

Result: Rank in law enforcement has always been associated with increased status. The higher the rank, the more "status." Unfortunately, that has been true even for employees who have not been performing well in their high ranking positions. Status changes can be made that will recognize employees for their outstanding performance and contributions to the department. Status will reflect the individual's value to the organization - not rank. The rank structure could become de-emphasized. It will not be necessary to seek promotion to receive those "rewards." Within each rank, it will be possible to allocate titles, insignia, and other acknowledgement to recognize performance. While this must be carefully constructed to avoid creating pseudo ranks from these additional status symbols, it can ensure that employees feel confident that they will be recognized, and appreciated, for their performance. There will be no need to seek promotion merely to obtain that recognition. The pursuit of promotion can be left to those actually seeking the increased responsibility of such a position.

ENDNOTES

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