

WHAT WILL BE THE IMPACT OF PART-TIME SWORN POSITIONS ON MID-SIZED  
CALIFORNIA LAW ENFORCEMENT AGENCIES BY 2006?

A project presented to  
California Commission on  
Peace Officer Standards and Training

by

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This Command College Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning considerations.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future; creating it, constraining it, adapting to it. A futures study points the way.

The view and conclusions expressed in this Command College project are those of the author and not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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## TABLE OF CONTENTS

	Page
LIST OF TABLES .....	iii
ACKNOWLEDGEMENTS.....	iv
CHAPTER I.....	1
ISSUE IDENTIFICATION .....	1
Introduction.....	1
Statement Of Issue .....	3
Overview of the Problem.....	4
Environmental Scan and Literature Review .....	5
Women In Law Enforcement .....	6
Impact of Generation X .....	16
Law Enforcement Retirees as a Future Workforce .....	21
Current Reality .....	26
Vanguards to Part-time in Law Enforcement.....	28
Part-time Work in the Private Sector.....	30
CHAPTER II.....	35
FUTURES STUDY .....	35
Introduction.....	35
Nominal Group Technique.....	37
Trends .....	38
Events .....	48
Cross Impact Analysis .....	53
Alternative Scenarios .....	58
Optimistic Scenario .....	58
Pessimistic Scenario .....	63
Normative Scenario .....	65
Conclusion .....	68
CHAPTER III .....	69
STRATEGIC PLAN .....	69
Introduction.....	69
Mission and Vision .....	71
Mission Statement .....	71
Vision Statement.....	71
Organizational Analysis.....	73
Weaknesses.....	74
Opportunities .....	75
Threats .....	75
Strengths .....	76
Stakeholder Analysis.....	76
Stakeholders.....	77
Snaildarters .....	84

Strategy Development.....	85
Strategy One .....	86
Strategy Two.....	87
Strategy Selection.....	88
Implementation Plan .....	89
Stakeholder or Snaildarter? .....	90
Cost Analysis .....	92
Wages .....	92
Training .....	93
Employee Benefits.....	94
Cost Savings .....	95
CHAPTER IV .....	96
TRANSITION MANAGEMENT.....	96
Introduction .....	96
Commitment Planning .....	98
Critical Mass Analysis.....	99
Management Structure .....	103
Responsibility Charting .....	103
CHAPTER V.....	108
CONCLUSION .....	108
Project Summary.....	108
Evaluation Activities.....	109
Recommendations for the Future Research .....	110
Implications for Leadership .....	110
Conclusion .....	113
THE APPENDICES.....	115
Appendix A .....	115
Agency Contact Chart .....	115
Appendix B .....	116
Part-Time Agreement, City of Portland & Portland Police Association .....	116
Appendix C .....	118
List of Nominal Group Technique Participants.....	118
Appendix D .....	119
List of Trends.....	119
Appendix E .....	120
List of Events.....	120
BIBLIOGRAPHY .....	121

## LIST OF TABLES

Tables		Page
1.1	Medium-sized Department Part-time Employee Table	27
2.1	Trend Evaluation Table	39
2.2	Event Evaluation Table	49
2.3	Cross Impact Analysis Matrix	55
4.1	Critical Mass Analysis Chart	100
4.2	Responsibility Chart	105

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## CHAPTER ONE

### ISSUE IDENTIFICATION

The art of leadership dwells a good deal in the future...

Max DePree<sup>1</sup>

#### Introduction

This project on the viability of part-time sworn peace officer positions was completed in fulfillment of the course requirements of the California Commission on Peace Officer Standards and Training (POST) Command College. The project seeks to identify whether or not a change in police management philosophy with regard to the necessity of full-time peace officers would affect recruitment and retention rates within mid-sized California law enforcement agencies into the future. The project explores some reasons for current attrition among women and members of Generation X, as well as the future loss of expertise as the 3% @ 50 retirement benefit becomes the industry standard.

By way of introduction to the issue, the project will present the stories of three people who recently left their employment with the Torrance (California) Police Department. The accounts of their employment as police officers will serve as a foundation upon which an environmental scan and literature search related to the recruitment and retention of women, members of Generation X, and pending retirees will build. The remainder of Chapter One will then look at the current state of part-time work within both law enforcement and the private sector, scanning for emerging models and indicators of the future.

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<sup>1</sup> Max DePree, Leadership is an Art (New York: Bantam Doubleday Dell Publishing Group, Inc., 1989), 129.

Chapter Two describes the Nominal Group Technique (NGT) process used for this project to identify trends and events that may affect the viability of part-time sworn law enforcement positions into the future. From the identified trends and events, a cross-impact analysis was completed to examine the interconnectedness of each trend with each event. Based on these trends, events, and the cross-impacts, three scenarios of possible futures are presented. The scenarios represent visions of an optimistic, pessimistic, and normative future.

The third chapter builds upon the scenarios developed in Chapter Two and offers a strategic plan for integrating part-time positions within a mid-sized policing agency. Agency values and mission are considered. An analysis of the weaknesses, opportunities, threats, and strengths underlying the planning effort is presented. Potential stakeholders are identified and their perspectives analyzed. As a result of this analysis, two implementation strategies are presented and the strengths and weaknesses of each approach are evaluated. Finally, an implementation plan is offered and costs are discussed.

The process of transitioning from the current state to the preferred future is explored in Chapter Four. Transition process models are offered and discussed. A Critical Mass Analysis is presented identifying the critical stakeholders, as well as their current level of commitment to the issue and the minimum level required to make the change a reality. The roles of the critical stakeholders in the change process are illustrated in a Responsibility Chart.

The final chapter brings the project to a close. The project is summarized, evaluation activities discussed, suggestions made for future research, and implications for

leadership are considered. Finally, conclusions are drawn and final recommendations made.

### Statement of the Issue

This project explores the following question: What will be the impact of part-time sworn positions on mid-sized California law enforcement agencies by 2006? Part-time is defined as at least twenty and less than forty hours per week, and will be inclusive of, but not limited to, various alternative work plans such as job sharing, flexible scheduling, and telecommuting. Sworn positions are those meeting the qualifications as defined within section 830 of the California Penal Code. Law enforcement agencies are defined as local and state entities whose primary mission is the maintenance of public safety. Mid-sized agencies are those having between one hundred and three hundred sworn employees. The year 2006 is considered the near future. This paper will focus on municipal police agencies but the concepts and processes apply equally to sheriff's departments and State agencies falling within the definition of a mid-sized law enforcement agency.

Additionally, the following terms will be used to identify generational cohorts currently present in the American workforce: Veterans, Baby Boomers, Generation Xers, and Nexters. Veterans describes people born between 1922 and 1943, Baby Boomers are those born between 1943 and 1960, Generation X between 1960 and 1980, and Nexters from 1980 to the present.<sup>2</sup>

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<sup>2</sup> Bob Filipczak, Claire Raines, and Ron Zemke, Generations at Work (New York, American Management Association, 2000), 18.

## Overview of the Problem

The viability of part-time sworn law enforcement positions into the future will be explored from three perspectives. Michelle's story raises the question of whether or not the availability of part-time positions could have a significant impact on the hiring and retention rate of women in law enforcement over the next five to ten years. The example of Kyle's resignation prompts the question as to what degree part-time work would increase the attractiveness of policing to current and potential Generation X police employees. And, finally, Ed's example offers insight into the near future as increasing numbers of sworn employees eligible to retire under the 3% @ 50 retirement benefit take their knowledge and go to work for the private-sector. Would at least some of these officers consider converting to part-time police work if such an option were available to them, allowing their agencies to retain the services of these proven, experienced, and valuable employees? And may others who currently do not, or cannot, consider policing a viable career choice, be attracted to a part-time option?

All three of the officers presented here represent a vacancy for the law enforcement community. Two of these vacancies may have been avoided, or, at least delayed. The third represents a significant loss of expertise that may have been retained within the profession for an extended period rather than being transferred to the private sector.

The following section presents an environmental scan and literature review exploring the current status of each of these three groups in California's mid-sized law enforcement agencies in relation to the viability of part-time sworn positions.

## Environmental Scan and Literature Review

Environmental scanning is a process of sensing, recording, storing, synthesizing, and analyzing emerging evidence of external and internal change. The purpose of scanning is to provide managers time to prepare for emerging trends and events by forecasting the impacts of these changes on their organizations.<sup>3</sup> Scanning focuses on five aspects of the environment as reflected in the acronym S.T.E.P.L. - social, technological, economic, political, and legal.<sup>4</sup> For this project, the environmental scanning largely focused on review of available literature in an effort to identify potential changes that may affect the viability of part-time sworn law enforcement positions into the near future. The results of the environmental scanning and literature form the basis for the information presented through the remainder of this chapter.

Prior to beginning this study, the California Commission on POST was contacted to determine whether or not any statutory prohibition against part-time sworn positions existed. According to Senior Consultant Bernie Homme, no such laws exist.<sup>5</sup> For purposes of training cost reimbursement, the POST Administrative Manual defines full-time as an employee who, “normally works in excess of 20 hours weekly or 87 hours monthly; is tenured or has a right to due process in personnel matters; and is entitled to workers compensation and retirement provisions as are other full-time employees of the

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<sup>3</sup> Jim Smith, “Environmental Scanning and Future Files,” Lecture to Command College Class 31, Lake San Marcos, May 15, 2000.

<sup>4</sup> Tom Esensten, “Building a Strategic Organization,” Lecture to Command College Class 31, Lake San Marcos, March 19, 2001.

<sup>5</sup> Bernie Homme, P.O.S.T. Senior Consultant, Interview, February 20, 2001.

same personnel classification in the department.”<sup>6</sup>

### Women In Law Enforcement

Inflexible workplaces guarantee that many women will have to cut back on, if not quit, their employment once they have children.

Ann Crittenden<sup>7</sup>

Michelle graduated from college with a Bachelor of Arts Degree in Behavioral Science and was soon hired by the Torrance Police Department. She completed the police academy, the field-training program, and, for the next three years, performed her duties in a highly competent manner. But then her life changed.

Michelle received the happy news that she would soon be a mother. Following maternity leave and the birth of her daughter, she faced a decision destined to be a turning point in her life. Her employment as a Torrance Police Officer required her to work a schedule consisting of sixteen ten-hour shifts over a twenty-eight day deployment cycle. All Torrance Police Officer assignments, including detectives and staff positions, are based on the four-ten work plan. Based on policy and past practice, the Department was unable to accommodate her needs in any other way.

As a result, Michelle’s choice came down to two options: continue her career as a police officer leaving her newborn child in the care of others, or resign to become a full-time mom. She made the very reasonable choice that her child should be her top priority. The outcome for the Torrance Police Department was the loss of an officer who clearly

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<sup>6</sup> State of California Department of Justice, POST Administrative Manual, Section B, 1001(p), October 2000, B-3.

<sup>7</sup> Crittenden, Ann, The Price Of Motherhood (New York, Metropolitan Books, Henry Holt and Company, 2001), 5.

represented the department's core values of Service, Pride, Integrity, Compassion, and Excellence.<sup>8</sup>

Michelle's experience is not atypical of women in the law enforcement profession. Had the alternative of part-time scheduling been available, Michelle indicates, she likely would have stayed. One can easily foresee that as her children aged, she could have chosen to increase her hours to full-time and the department would have retained a valuable employee.

Motherhood is a real possibility for women in law enforcement's recruitment pool, yet the only alternative offered by virtually all mid-sized California law enforcement agencies is full-time employment, creating, in effect, an all or nothing proposition. Could part-time sworn positions provide a reasonable career option to women with family responsibilities and transform law enforcement into a career of choice for members of this underrepresented group? This section will explore that question.

Because much has been written worldwide clearly establishing the value of women in policing, this paper will begin with the assumption that increasing the number of women in law enforcement is essential for police agencies and the communities they serve.

### Recruitment, Hiring, and Retention

While certainly not new to the profession, the number of women in policing has historically been low and if current hiring trends continue, women will remain significantly under-represented into the foreseeable future. To change that future, law

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<sup>8</sup> Interview with Michelle, March 1, 2001.

enforcement leaders must be willing to examine their policies and practices to make the job more flexible to reflect the very real demands and responsibilities facing women.<sup>9</sup>

Since 1968, when two women from the Indianapolis Police Department made U.S. history by entering patrol cars on an equal basis with their male counterparts, increasing numbers of women have applied for law enforcement positions.<sup>10</sup> Studies reflect, however, that their rate of increase within the ranks has been slow.<sup>11</sup>

A 1999 study on the status of women in municipal, county, and state law enforcement agencies within the United States, conducted by the National Center for Women and Policing (NCWP), reflects the current reality. Within the 126 agencies included in the study, women account for only 14.3 percent of the sworn workforce. Interestingly, this reflects an increase of just 5.3 percent over 1990 figures. Extracting from the survey the five California agencies that reported having between 100 and 300 sworn employees, female officers represented only 7.66 percent of the group's workforce.<sup>12</sup>

POST's records as of May 2001 are somewhat more encouraging as women comprise 10.21 percent of the sworn peace officers in all California agencies with between one hundred and three hundred sworn members. While better than the NCWP's

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<sup>9</sup> National Center For Women & Policing, "Recruiting and Retaining Women: A Self-Assessment Guide for Law Enforcement," Internet, <<http://www.ncjrs.org/pdffiles1/bja/185235.pdf>> Accessed April 4, 2001.

<sup>10</sup> Kimberly A. Lonsway, "Hiring and Retaining More Women: The Advantages to Law Enforcement Agencies," National Center For Women & Policing. Internet. <<http://www.feminist.org/police/HiringAdvantage.pdf>> Accessed: April 24, 2001.

<sup>11</sup> Ad Hoc Committee on Women in Policing, The Future of Women in Policing, Mandates for Action, International Association of Chiefs of Police, (November 1998), 1.

<sup>12</sup> Penny E. Harrington, et al, "Equality Denied, The Status of Women in Policing: 1999," National Center For Women And Policing. Internet. <[http://feminist.org/police/Final\\_1999StatusReport.htm](http://feminist.org/police/Final_1999StatusReport.htm)> Accessed: April 4, 2001.

California sample, the presence of women in California's mid-sized agencies is well below the 1999 national average for all law enforcement agencies.<sup>13</sup>

According to available statistics, then, over the past twenty to thirty years, California law enforcement has been largely unsuccessful in significantly increasing the representation of women in policing. The same does not seem to be true for women within the labor force in general as the Bureau of Labor Statistics forecasts that women are on track to make up fully half of the American workforce within the next decade.<sup>14</sup> So, assuming California's chief officers agree that the need exists for increased representation of women in law enforcement, and, as a result, have made recruitment of women a priority, the question must be asked whether law enforcement's lack of success is due to ineffective efforts to recruit and hire women, or if the answer could lie, at least in part, elsewhere.

A 1998 study conducted by the International Association of Chiefs of Police (IACP) provides a starting point in pursuit of the answer. The IACP's study focused on the state of women in policing and was based on a survey involving a random sampling of 800 of the IACP's 14 thousand members. Of the agencies surveyed, 28 percent indicated they had at least some difficulty retaining female officers, while 24 percent reported difficulty in retaining males. This was interpreted in the study to mean that retention is an important issue with regard to both genders, but that the agencies had greater difficulty retaining women.

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<sup>13</sup> Commission on Peace Officers Standards and Training, "Agencies in the Peace Officer Database Categorized by Number of Sworn Personnel 100-3: Gender Summary," May 2, 2001.

<sup>14</sup> Filipczak, 85.

In response to the question, “On average, at how many years of service are women typically resigning?” the IACP survey results showed the average was five years.<sup>15</sup> The majority of these, 57 percent, left their jobs with between two and five years of service. The survey committee viewed this time horizon as significant. If women were resigning shortly after being hired, the cause may have been poor recruitment or hiring practices and processes. Because the average length of service was five years, however, the reasons must be found elsewhere. According to the respondents, the number one reason women resigned was a category characterized as family/children/birth of a child.<sup>16</sup>

This same survey indicates that 75 percent of the respondents believed that by 2003, the number of women in law enforcement would increase. The most common reasons given were agency expansion, recruitment, and hiring efforts, followed by a belief that more women will apply. Some cited the fact that they had no female officers at present, so one could reasonably conclude they could only go up from there.<sup>17</sup> The surveyed agencies appear to be focusing their efforts on bringing more women into the profession, not in changing policies to retain those identified as leaving after five years of service.

Interestingly, the primary theme of the IACP report’s Recommendations for Action was the prevention of sexual harassment and gender discrimination. The family-focused issues, identified in the report as the primary reason women left law

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<sup>15</sup> IACP, 1-B, 9.

<sup>16</sup> Ibid., 8-9.

<sup>17</sup> Ibid., 17-18.

enforcement, were not addressed at all in the recommendations.<sup>18</sup> One can only wonder why these issues were ignored. Could it be that the committee was trying to apply management remedies to address a leadership issue? While preventing discrimination and harassment are critically important tasks and will certainly improve the lot of women in policing, such actions fall within the management role of doing things right. Recognizing the underlying flexibility issues and initiating the necessary changes in policy, however, seems the right thing to do; a function of leadership.<sup>19</sup>

In contrast to the IACP's conclusions, a somewhat different perspective was developed in a survey conducted by the New York State Police. The survey attempted to identify the aspects of the job of State Trooper that were of most concern to prospective female applicants. The survey identified a statistically significant difference between the perceptions of male and female respondents regarding two key issues. First, the women rated family-friendly policies as significantly less characteristic of the job of a State Trooper than did the men. Family-friendly policies were defined in the survey instrument to include scheduling flexibility for maternity and childcare concerns. Second, women respondents rated the opportunity to choose their work assignment as more important than did the men. Issues involved in this category included the number of work hours per day and week, starting and ending times, control over shift scheduling, and flexibility of hours.<sup>20</sup> Based on the survey results, the authors suggested law enforcement agencies create policies that provide the level of flexibility necessary to

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<sup>18</sup> Ibid., 22-24.

<sup>19</sup> Warren Bennis and Burt Nanus, Leaders: Strategies for Taking Charge, (New York: HarperBusiness, 1985), 20.

<sup>20</sup> Deborah J. Campbell and Bryon D. Christman, "Improving the Recruitment of Women in Policing," The Police Chief, November 2000, 23 - 24.

meet family obligations as a means to increase the attractiveness of law enforcement as a career choice for women.<sup>21</sup>

The National Center For Women and Policing also recommended establishing family-friendly policies to attract and retain women in law enforcement. Suggestions included offering part-time schedules, childcare facilities, job sharing, various types of leave, and flexibility with regard to work shifts. It is important to note that the Center points out that such policies will be attractive not only to women employees, but also to men.<sup>22</sup>

#### A Worldwide Concern?

Law enforcement agencies in the rest of the English-speaking world seem to agree and appear to be ahead of their California counterparts regarding family-friendly policies. A request for information sent to the International Association of Women Police resulted in several responses from Canada, Britain, and Australia. The following excerpts are representative.

From the United Kingdom:

...we have had part time police officers for a number of years now...In this country...it was recognised by the enlightened that much money was being wasted through the loss of very capable female officers who decide to have a family. I would say that the reverse is now starting to happen, and more and more revert to full time hours once their children reach a certain age...the Police service over here is at last waking up to the fact that it is benefiting [from having part-time positions]... In the future

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<sup>21</sup> Ibid., 28.

<sup>22</sup> National Center For Women & Policing, "Recruiting and Retaining Women. A Self-Assessment Guide for Law Enforcement," Internet. <<http://www.ncjrs.org/pdffiles1/bja/185235.pdf>> Accessed April 4, 2001.

they are also looking to allow new recruits to join straight onto part time hours.<sup>23</sup>

From Canada:

We noted...that we were in fact losing women during their child bearing years...once women have children, they often wanted more flexible working conditions - part-time work is very attractive in trying to ensure balance between work outside the home & family...[my agency] has recognized this & does have part-time policing available for child & elder care purposes. In many instances, when one works part-time, it means working at peak hours, i.e. Friday & Saturday evenings.

When flexibility is no longer an option, then women are forced to decide between work & family - and invariably family wins out...part-time positions to attract and retain women police officers...shouldn't be available only to women...should be available for any police officer for situations of child care, elder care and even pursuing post-secondary education.

We invest a great deal of time and money into training our officers. Why are we then so willing to throw out 5, 10, 20 years of expertise simply because of inflexible work arrangements? Regretfully, until women make up 50% of the management pool, I don't hold my breath on this one.<sup>24</sup>

### Other Issues Facing Working Women

Environmental scanning and literature review also identified the following realities that appear to have an impact on the issue of women and part-time work:

- Into the near future, women will provide the largest source of new workers.<sup>25</sup>
- The desire to balance work and life issues appears particularly important to part-

time workers, nearly two thirds of who are women.<sup>26</sup>

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<sup>23</sup> Interview by e-mail with anonymous officer from the British Association of Women Police.

<sup>24</sup> Interview by e-mail with anonymous officer from Ontario Provincial Police.

<sup>25</sup> Matt Bolch, "The Coming Crunch," *Training Magazine*, April 2001, 56.

<sup>26</sup> Leonard, Bill, "Recipes for Part-Time Benefits," *HR Magazine Homepage*, Internet. <<http://www.shrm.org/hrmagazine/articles/default.asp?page=0400leonard.htm>> Accessed: 17 May 01.

- The responsibility for raising children continues to rest disproportionately with women.<sup>27</sup>
- Over 28.4 percent of married mothers between twenty-five and fifty-four years of age, who have children under eighteen years of age, are staying home, effectively removing about 6.9 million women from the labor force.<sup>28</sup>
- A significant group of women, representing about twenty percent of married mothers with children at home, work part-time.<sup>29</sup>
- More women are leaving traditional jobs to start small businesses they can run from home.<sup>30</sup>
- Women are disproportionately impacted by elder care responsibilities.<sup>31</sup>
- According to the Radcliffe Public Policy Center at Harvard University, a flexible work schedule was identified as important to 83 percent of women surveyed. In addition, 53 percent of this same group indicated a preference for doing work that helps their community or society.<sup>32</sup>
- In a 1989 Harvard Business Review (HBR) article acknowledged a significant difference between male and female employees. Because they have

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<sup>27</sup> “Recruiting and Retaining Women. A Self-Assessment Guide for Law Enforcement,” National Center For Women & Policing. <<http://www.ncjrs.org/pdffiles1/bja/185235.pdf>> Accessed April 4, 2001.

<sup>28</sup> Ibid.

<sup>29</sup> Crittenden, 18.

<sup>30</sup> Marvin Cetron and Owen Davies, “Trends Now Changing the World: Technology, The Workplace, Management, and Institutions,” The Futurist, March-April, 2001, 39.

<sup>31</sup> Sam Ervin, “Fourteen Forecasts For an Aging Society,” The Futurist, November-December 2000, 27.

<sup>32</sup> “The New American Worker in the New American Economy,” California Parks and Recreation, Winter 2001, 48.

babies, many women desire a temporarily reduced, more flexible work schedule during their child raising years. The article acknowledged that providing such scheduling would increase hiring costs for women employees but believes that ultimately the employer would benefit because the cost of retaining capable women is less than the price of losing them.<sup>33</sup>

- The same HBR article also suggested that a conspiracy of silence existed in regards to mothers in the workplace, that business leaders hid from the fact that the rigidity of the personnel policies drive women away.<sup>34</sup>

- A 1997 study by Catalyst, a non-profit organization advocating the advancement of women in business, surveyed 2000 people from four major private sector firms. Eighty-two percent of part-time workers in the study were women. Of those, eighty-nine percent had children, and seventy-four percent had children under age eighteen.<sup>35</sup>

- Because women make up almost forty-seven percent of the workforce, Catalyst opined that offering flexible work arrangements was essential to an organization's viability.<sup>36</sup>

- A 1998 study conducted by Catalyst, showed that lack of flexibility was the top reason women left their jobs.<sup>37</sup>

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<sup>33</sup> Crittenden, 30-31.

<sup>34</sup> Ibid., 32.

<sup>35</sup> "Part-Time Work," Advancing Women Homepage. Internet. <[http://advancingwomen.com/wk\\_parttime.html](http://advancingwomen.com/wk_parttime.html)> Accessed: April 23, 2001

<sup>36</sup> Ibid.

<sup>37</sup> "Women Entrepreneurs: Why Companies Lose Female Talent and What They Can Do About It." Internet. <<http://www.catalystwomen.org/research/research11.html>> Accessed: April 23, 2001.

It would appear, then, that Michelle is indeed in very good company. Based on the foregoing, one can reasonably foresee that part-time sworn positions could be a viable method for increasing the attractiveness of law enforcement as a career choice for women into the future.

But, would part-time schedules benefit only women or do both sexes have concerns over the conflict between family responsibilities and their employment? With members of Generation X now solidly in their child bearing and raising years, could part-time scheduling be attractive to both sexes? Could there also be generational characteristics that explain why Xers choose to leave their careers in policing for reasons other than family issues? The following section will address these questions by exploring some of the characteristics of Generation X and their possible impact on the law enforcement workforce into the future.

### Impact of Generation X

We are more than willing to work hard and pay our dues, but work is only part of life, not the whole thing. We refuse to sacrifice the important things in life for the sake of work, and we do not want our personal identities tied to our jobs.

Michael Cotton<sup>38</sup>

Kyle joined the Torrance Police Department upon graduation from college with a Bachelor of the Arts degree in History. He spent the next five years as a productive member of the department. During this period, he also pursued outside economic interests that eventually grew to the point where he had to make a choice between law

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<sup>38</sup> Claire Raines, Beyond Generation X: A Practical Guide for Managers, (Menlo Park, CA: Crisp Publications, 1997), 5.

enforcement and his other endeavors. As with Michelle, he was faced with an either/or decision because the police department provided no alternative to full-time employment. Kyle chose to leave law enforcement and another valuable employee was lost. When asked if he would have transitioned to a part-time schedule rather than leave the department, he answered without hesitation, “Absolutely.”<sup>39</sup>

Kyle was born in 1967 and in many ways fits the stereotypical Gen Xer to a tee. He may have eventually left law enforcement altogether because police work could not offer the level of financial reward available through his other endeavors. But with two years having passed since he resigned, Kyle still misses police work, the camaraderie of his co-workers, and the sense of family he felt within the department. He is very supportive of the concept of part-time police positions.<sup>40</sup>

#### Characteristics of Generation X

So who is this new breed of police officer and why are they different? The label Generation X applies to the 51 million people born between 1960 and 1980.<sup>41</sup> Significantly fewer in number than the generation that preceded them, there is a real fear among employers that this group is simply too small to provide sufficient numbers of workers to fill both new jobs being created and those vacated as the Baby Boomers retire.<sup>42</sup> As a consequence, there will be real competition for the services of Xers, and

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<sup>39</sup> Interview with Kyle, April 24, 2001.

<sup>40</sup> Ibid.

<sup>41</sup> Filipczak, 3.

<sup>42</sup> Irv Gamal, “Implications and Application of New Leadership Thinking,” Lecture to Command College Class 31, Lake San Marcos, July 25, 2000.

they know it. Because this cohort will provide the main source of new employees through about the year 2006, law enforcement leaders must consider this generation's value set and be willing to make policy changes that may be necessary to attract and retain Xers as police officers.<sup>43</sup>

Generation X's values derive from their having faced a number of firsts. They were the first generation whose parents took pills to keep them from being born. They were the first latch key kids whose workaholic Veteran and early Boomer parents left them to fend for themselves before and after school.<sup>44</sup> Being the children of divorce with multiple families and homes is their norm. The Xers realize they will inherit a staggering national debt and will be required to give up a higher level of their income to support the glut of Boomers drawing Social Security than the Boomers will pay to support the Veterans. Gen X is the first to face the prospect of a lower standard of living than their parents. As a result of these firsts, they have developed a strong sense of independence and a survivor mentality.<sup>45</sup>

In contrast to their workaholic parent's example, the Xers' mantra is work-to-live rather than live-to-work. They are looking for balance in their lives, balance between work and other interests.<sup>46</sup> As employees, Gen Xers look for jobs that, according to Irv Gamal, provide, "flexible or oddball schedules," and their first priority is in maximizing the amount of time off.<sup>47</sup> At work, they tend to prefer an informal environment, the

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<sup>43</sup> Raines, 10.

<sup>44</sup> Ibid. 35-36.

<sup>45</sup> Filipczak, 94-103.

<sup>46</sup> Ibid., 99.

<sup>47</sup> Gamal.

freedom to do things their way, and opportunities to learn and grow. Xers look for a fun, flexible, varied, less managed work environment and thrive on change. They like to be shown what needs to be done and then have the boss go away so they can do it.<sup>48</sup>

Clearly, then, some of these Generation X characteristics fit squarely with a career in law enforcement, and some will require a level of give and take on the part of both the prospective officers and the employing police agencies. Overall, flexible scheduling appears to be an important key.

This generation has also seen parents lose jobs due to downsizing and other curses of the 1980s and 90s.<sup>49</sup> As a result, they aren't as blindly loyal to the company as their parents were, or are, and have developed a free-agent mindset. This generation places their loyalty in their personal marketable skills rather than in an organization.<sup>50</sup> They will work hard but when quitting time comes, they're gone.<sup>51</sup> Because there are comparatively few of them, they know they are in demand as workers and will leave a job when the grass appears greener elsewhere. They tend to job-hop, investing on average about two years in each job.<sup>52</sup> And not only are they willing to change jobs, but also to change locations and even careers.<sup>53</sup> With the high level of demand for their services now and into the foreseeable future, Gen X police candidates can be expected to

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<sup>48</sup> Filipczak, 118-120.

<sup>49</sup> Ibid., 103-104.

<sup>50</sup> Barron H. Harvey, "Technology, Diversity and Work Culture – Key Trends in the Next Millennium," HR Magazine, Volume 44, No. 11, 59.

<sup>51</sup> Filipczak, 111-113.

<sup>52</sup> Gamal.

<sup>53</sup> Matt Messer, "Generation X: Ready to Rock and Roll?", Police: The Law Enforcement Magazine, Volume 25, Number 1, January 2001, 15.

actively shop departments looking for the one that best suits their needs.<sup>54</sup> In addition, Gen X cops can be expected to lateral transfer between departments more frequently than was true for the Boomers. This free-agent mindset will cause employee retention issues to loom large on the near horizon and into the foreseeable future.

Flexible work policies have been identified as important to both sexes of Generation X. Gen X men and women are marrying later in life, at ages 26.5 and 24.4 respectively, and the issues related to balancing work with raising families are problematic for many Gen X couples.<sup>55</sup> If law enforcement agencies do not embrace flexible scheduling, including part-time work, many of these young parents, of necessity, will opt out of the profession. Offered part-time work, these same parents would be more likely to seek, and remain in, police work.<sup>56</sup>

So, given these characteristics, does this mean Gen Xers won't make good police officers or that they are in general worse employees than the Baby Boomers? The answer appears to be they are simply different and have a valid perspective for their value system based on their place and time in history.<sup>57</sup> Because, as noted above, this generational cohort is the largest labor pool through 2006, law enforcement's recruitment efforts will necessarily focus on the Xers. To attract and retain this group, flexible work policies, including part-time scheduling, will out of necessity become an increasingly critical issue for law enforcement managers into the future.

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<sup>54</sup> Kim Charrier, "Marketing Strategies for Attracting and Retaining Generation X Police Officers," The Police Chief, December 2000, 46.

<sup>55</sup> *Ibid.*, 46.

<sup>56</sup> Charrier, 48.

<sup>57</sup> Filipczak, 216.

Now that women and Gen Xers have been considered, how will the large group of Baby Boomer cops who are reaching their retirement years view the availability of part-time work?

### Law Enforcement Retirees as a Future Workforce

Generation X is not alone in calling for more balance. As the Boomers enter their fifties and people of all ages grow more aware of overwork issues, the generations may find they have moved toward a shared perspective on work and leisure.

Claire Raines<sup>58</sup>

Ed retired from the Torrance Police Department after nearly thirty-two years of service. Although not inclined to fully retire, he was ready to leave the full-time demands of police work. During his law enforcement career, Ed had developed an unusually high degree of expertise in the field of economic crimes. Shortly after retirement he found he was bored, so when recruited by a major financial institution, he went back to work as a forgery investigator. Ed said one reason he accepted the private sector offer was that, “We do best that which we already know how to do.” He was able to apply the knowledge he gained during his years as a police officer to his new job in the private sector.<sup>59</sup>

When asked if he would have entertained continuing with the police department if he could have done so part-time, Ed responded, “I certainly would have considered it.

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<sup>58</sup> Raines, 47.

<sup>59</sup> Interview with Ed, April 24, 2001.

Definitely.” He also told stories of other law enforcement retirees he knows who he believes would jump at the chance to return to their old jobs in a part-time status.

### To Work Or Not To Work

Ed and his friends do not appear to be alone. The vanguard of the Baby Boom generation has entered their retirement years and a recent survey indicates that over two-thirds of Boomers plan to work after retiring.<sup>60</sup> Rather than abruptly changing from working to not working, as was common in the past, the Boomers will phase from working full-time to working part-time, then reduce their hours over time with some never becoming fully retired.<sup>61</sup> Given law enforcement’s current personnel policies, however, police retirees will be looking for work somewhere else.

Retirees, including retired law enforcement officers, will represent a significant source of new labor in the future.<sup>62</sup> Due to the sheer mass of the Baby Boom generation, the number of retirement-aged Americans will grow dramatically through this decade. The Boomers began reaching age fifty in 1993 and the tail end of their cohort will reach that mark in 2010. By 2000, the number of people in the United States who were over age 50 had grown to 27.8 percent of the total population.<sup>63</sup> This was a significant increase over 1990 when this same group comprised 25.5 percent, but is only a small

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<sup>60</sup> Filipczak, 89.

<sup>61</sup> Cetron and Davies, “Trends Now Changing the World: Technology, The Workplace, Management, and Institutions,” 33.

<sup>62</sup> Administration on Aging, “Employment and the Older Worker,” Internet. <<http://www.aoa.dhhs.gov/factsheets/employolderworker.html>> Accessed May 7, 2001.

<sup>63</sup> Administration on Aging, “Resident Population of the United States: Estimates by Age,” Internet. <<http://www.aoa.dhhs.gov/aoa/stats/natlpop.html>> Accessed May 7, 2001.

indicator of what is yet to come. By 2005, those over 50 should reach 29.8 percent of the population, and by 2010, 32.4 percent.<sup>64</sup>

With their golden years just within their grasp, however, this generation has reached a quandary reminiscent of Hamlet's. But in their case it is: To work or not to work, that is the question. They want, and in fact many need, to work, but doing so full-time is no longer an attractive option. Long known as the group that defined the term workaholic, many now express a desire for more balance in their lives. As a result, workers currently in their late forties through early fifties are asking to work fewer hours and are willing to accept the corresponding loss of pay.<sup>65</sup> They are seeking more flexibility in their work schedules to enable them to pursue other life goals while maintaining a link to the security of a paycheck.<sup>66</sup> And in addition to their own desires for their retirement years, Boomers will find themselves becoming increasingly responsible for caring for their elderly parents.<sup>67</sup> So while it appears that work is no longer their top priority,<sup>68</sup> the Administration on Aging notes that greater numbers of older Americans are remaining in the workforce and the trend toward early retirement is now reversing.<sup>69</sup>

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<sup>64</sup> Administration on Aging, "Estimates and Projections of the Older Population, by Age Group: 1990-2050," Internet. <<http://www.aoa.dhhs.gov/aoa/stats/proj1tbl.html>> Accessed May 7, 2001.

<sup>65</sup> Filipczak, 85.

<sup>66</sup> Ibid., 87.

<sup>67</sup> Charrier, 48.

<sup>68</sup> Filipczak, 87.

<sup>69</sup> Administration on Aging, "Employment and the Older Worker."

## Impact of Three-At-Fifty

Law enforcement employees, in contrast to the societal norm, are retiring earlier as the 3% @ 50 retirement benefit quickly becomes the norm for California police agencies. For some Boomer cops, this will mean they have the ability to retire sooner at the same or greater rate of pay than under former systems. As a result, the number of Boomers retiring from law enforcement is expected to increase in the near future and a tremendous amount of experience and expertise will retire with them.<sup>70</sup> The Torrance Police Department, for instance, will implement 3% @ 50 in March of 2002. The day the program becomes effective nearly 20 percent of the department's 247 sworn personnel will immediately be eligible for retirement. This group represents top and middle managers, supervisors, and senior police officers. Torrance's situation appears fairly typical as, statewide, 17.84 percent of all sworn personnel in mid-sized agencies will be age fifty or older by July 1, 2001.<sup>71</sup> Clearly, California law enforcement will feel a loss of the people Max DePree refers to as watercarriers, those senior members who possess the organization's history, values, and culture.<sup>72</sup>

Part-time sworn positions appears to be a viable alternative to meet the needs of both retiring Boomers and law enforcement agencies. By retaining retirees part-time, valuable watercarriers are retained within the organization longer, the number of vacant positions is reduced, and the employees' needs are met.

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<sup>70</sup> Armand E.R. Mulder, "The Last Opportunity," Network: California Peace Officers' Association Newsletter, February 2001,12.

<sup>71</sup> Commission on Peace Officers Standards and Training, "Agencies in the Peace Officer Database Categorized by Number of Sworn Personnel 100-300: Sworn Personnel Who Will be at Least 50 by July 1, 2001," May 2, 2001.

<sup>72</sup> Max DePree, Leadership Jazz. (New York: Dell Publishing, 1992), 72-74.

Other retiree-related issues include:

- Twenty percent of Baby Boomers are forecast to live to at least ninety years of age.<sup>73</sup>
- The retirement age is expected to reach well into the seventies by 2010.<sup>74</sup>
- The shortage of entry-level workers will be offset somewhat by older workers remaining in the workforce.<sup>75</sup>
- Almost 90 percent of Baby Boomers rated caring for their aging parents as one of the top three priorities in their lives.<sup>76</sup>
- One third of the children of current senior citizens believe they will have to finance their parent's care, and half expect to move their parents in with them.<sup>77</sup>

With the forecast increases in life expectancy, age fifty will soon become much too young to quit working. Financial concerns will drive Boomers to remain in the workforce in at least some form, whether for their own well being or to provide support for their aged parents. While they will remain in the workforce longer, they will likely need flexibility in their work schedules to provide care for their parents, as well as to provide enough free time to pursue other life interests. Rather than to become rich, their post-retirement work goals will be to maintain lifestyles and keep active. Boomers in search of work will find employers waiting to take them in with open arms, offering various work plans to accommodate their personal needs. Law enforcement needs to prepare for this vision of the near future or lose access to this valuable workforce.

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<sup>73</sup> Ervin, 28.

<sup>74</sup> Cetron and Davies, "Trends Now Changing the World: Technology, The Workplace, Management, and Institutions," 33.

<sup>75</sup> Ibid

<sup>76</sup> Ervin, 28.

<sup>77</sup> Ibid.

Based on the foregoing, failure to provide scheduling flexibility, including part-time work, will decrease the attractiveness of law enforcement as a job option for women, members of Generation X, and retiring Baby Boomers into the near future. As a result, an overall reduction in numbers of these key components of the workforce can be foreseen further decreasing law enforcement's available workforce pool.

If the information presented above is reasonably foreseeable, one could expect to find indicators or models in the present pointing toward a future where part-time law enforcement work is an accepted norm. In an effort to identify part-time sworn positions within mid-sized California law enforcement agencies, the environment was scanned to determine the current status of such positions. The results are presented in the section that follows.

### Current Reality

In searching for the current state of part-time sworn positions in mid-sized California law enforcement agencies, a study conducted by the United States Department of Justice based on 1999 statistics was reviewed. The study identified fifty-nine California agencies falling within the operational definition of medium-sized law enforcement agencies. These departments employ a total of 9,732 sworn officers. Of these fifty-nine agencies, only fourteen reported having part-time sworn employees. The study shows that the fourteen agencies have a combined total of 2,393 sworn employees, 25 of who work part-time, as shown on Table 1.1.<sup>78</sup> Based on these figures, part-timers represent 1.05% of the combined sworn workforce of these fourteen agencies. When

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<sup>78</sup> Brian A. Reaves and Timothy C. Hart, "Law Enforcement Management and Administrative Statistics, 1999: Data for Individual State and Local Agencies with 100 or More Officers," U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, NCJ 184481, (November 2000), 13-14.

compared to the total number of sworn officers in the fifty-nine mid-sized California agencies, the part-timers represent a mere 0.26 percent of the workforce.

Between April 11 and April 19, 2001, each of these fourteen agencies was contacted and telephone interviews were conducted. Representatives of all but one asserted that they had no regular part-time sworn employees and were unsure how the USDOJ had obtained the figures represented in the study. Only the El Dorado County Sheriff's Department employs a single regular part-time sworn deputy. (Appendix A)

When the numbers are adjusted to reflect the results of the telephone survey, of the 14 agencies surveyed, El Dorado County's deputy represents a mere 0.04 percent of the 2,393 sworn members. Within the larger group of the 59 agencies' 9,732 sworn

Agency	Total Sworn Employees	Number of Part-time Employees	% of Employees Part-time
Fremont Police	201	3	1.49
El Dorado County Sheriff	162	1	0.62
Inglewood Police	183	2	1.09
Pasadena Police	242	4	1.65
Pomona Police	170	1	0.59
Brea Police	103	1	0.97
Costa Mesa Police	152	1	0.66
Garden Grove Police	155	1	0.65
Newport Beach Police	139	2	1.44
Orange Police	148	2	1.35
Placer County Sheriff	242	3	1.24
Corona Police	129	1	0.78
Shasta County Sheriff	145	1	0.69
Sonoma County Sheriff-Coroner	222	2	0.90
Total	2,393	25	1.05

Table 1.1

employees, he accounts for a paltry 0.01 percent. Clearly, then, part-time sworn positions are virtually nonexistent within mid-sized California law enforcement agencies.

## Vanguards to Part-time in Law Enforcement

Some indicators do exist within the law enforcement community that part-time sworn positions are feasible. Although limited in number and scope, these examples can be viewed as visions of a possible future that is friendly to part-time police officers.

### Extra Help

Of the agencies contacted above, some of the Sheriff's Departments offer positions referred to as "Extra Help" deputies. Sonoma County Sheriff's Department, for instance, employs twenty-six Extra Help personnel. Employees filling these positions work part-time, are considered recurrent rather than regular employees, and primarily work court services, transportation roles, or other specialized duties.

According to Sergeant Barry Morris, Personnel Services, the majority of the Extra Help employees are retired police officers or deputies. The number of hours they are eligible to work per year is controlled by the system under which each retired. Former Sonoma County employees are limited to 980 hours per year while officers who retired under other systems can work up to 1280 hours annually. Extra Help deputies start at the bottom step of the Deputy 2 pay scale unless they retired from Sonoma County in which case they continue at their pre-retirement rate of pay. These deputies average twenty hours of work per week.

The El Dorado County Sheriff's Department also employs a significant number of Extra Help deputies. These positions are considered temporary or on-call in nature, employees can work a maximum of one thousand hours per year, and they are not used to

fill regular sworn positions. Candidates are required to possess POST, CPR and First Aid certification, and maintain firearms qualification.

#### Reserve Peace Officers

According to James Lombardi, Chief Executive Officer of the California Reserve Peace Officers Association, there are currently about 9 thousand reserve officers employed by California law enforcement agencies, about half of whom receive some type of pay. He also estimates that about 40 percent of the total number are Level One Reserves, many of whom would meet POST standards for full-time employment with no, or minimal, additional training. When asked if he felt any of the Level One Reserves would convert to regular positions if part-time work were offered, Lombardi said he believed, "Most would."

C.E.O. Lombardi also shared information he developed through a survey conducted for the Los Angeles Police Department. The survey showed that the average LAPD Reserve Officer worked three days per month. When asked if they would work more often if paid, the average response indicated a rise to nine days per month.<sup>79</sup>

It would appear, then, that experienced Reserve Peace Officers would provide an instant workforce pool if part-time sworn positions were made a reality.

#### Out of State

The Portland (OR) Police Bureau currently offers the option of job-sharing and part-time work for sworn personnel. The terms and condition of such work require

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<sup>79</sup> Interview with James Lombardi, May 17, 2001.

concurrence of the department and the Portland Police Association.<sup>80</sup> Appendix B is an example of the department's part-time agreement.<sup>81</sup> After 174 hours of eligible service, permanent part-time officers are eligible for medical, dental, vision, and life insurance coverage paid at one-half of the City contribution for any permanent officer who works full-time.<sup>82</sup> While Portland provides a good model, these positions appear temporary rather than long-term in nature.

### Part-time Work in the Private Sector

Using the S.T.E.P.L. method, the environment and literature were scanned for trends related to part-time work within the private sector. Results suggest that losing employees, or perhaps worse, not being seen as a viable career option to a significant portion of the available employee pool, will have dramatic effects on employers and workers in the near future. As the following examples demonstrate, there appear to be trends emerging within the private sector toward flexible scheduling, increased numbers of part-time employees, and non-traditional access to employee benefits. These trends suggest possible futures with which law enforcement will have to compete for the best workers.

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<sup>80</sup> Portland Police Bureau, "Contract Between City of Portland and Portland Police Association," Section 54.1, 1999.

<sup>81</sup> Portland Police Bureau, "Part-time Agreement: City of Portland and Portland Police Association," 2001.

<sup>82</sup> Portland Police Bureau, "Contract Between City of Portland and Portland Police Association," Section 48.22, 1999.

- Part-time workers will provide an important source of workforce growth into the future.<sup>83</sup>
- Worker productivity does not suffer as a result of part-time status. In fact, the opposite appears to be true.<sup>84</sup>
- Recent studies show employers are planning to hire more part-time workers over the next five years and are increasing the benefits they provide these workers.<sup>85</sup>
- Families in which both parents work are now in the majority, increasing the demand to balance work and life's other responsibilities.<sup>86</sup>
- Of American wage and salaried workers, 85 percent have daily family responsibilities.<sup>87</sup>
- The availability of flexible work arrangements encourages employee retention according to 78 percent of full-time professionals and 98 percent of part-time professionals surveyed.<sup>88</sup>
- More than 75 percent of workers surveyed by Organizations Resources Counselors identified flexible work schedules as one of the most important factors for employee retention.<sup>89</sup>

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<sup>83</sup> Bolch, 58.

<sup>84</sup> "Part-Time Work," Advancing Women Homepage  
<[http://advancingwomen.com/wk\\_parttime.html](http://advancingwomen.com/wk_parttime.html)> Accessed: April 23, 2001

<sup>85</sup> Leonard, Bill, "Recipes for Part-Time Benefits," HR Magazine Homepage, Internet.  
<<http://www.shrm.org/hrmagazine/articles/default.asp?page=0400leonard.htm>> Accessed: 17 May 01.

<sup>86</sup> Bolch, 56.

<sup>87</sup> Ibid., 58.

<sup>88</sup> Ibid.

<sup>89</sup> Bolch, 58.

- Thirty-seven percent of professionals working part-time schedules indicated their work arrangement was essential to their continued employment.<sup>90</sup>
- Worker shortages will encourage rampant job-hopping into the near future.<sup>91</sup>
- A recent study conducted by Hewitt Associates of 1,020 employers in the United States revealed that 77 percent of the employers surveyed offer flexible scheduling. Of the flexible work arrangements, 66 percent included part-time employment, 44 percent had job sharing, 35 percent offered telecommuting, and 29 percent allowed employees to work compressed schedules.<sup>92</sup>
- Most women who work part-time have chosen to do so because of dependent care needs and many are single parents who need benefits.<sup>93</sup>
- Employers find their workforce's concerns include a diverse spectrum of needs from time to care for aging parents to dual-income family responsibilities such as balancing education, childcare, and work.<sup>94</sup>
- More than 70 percent of employers now offer part-time workers some level of health care. Additional benefits, such as telecommuting and alternative scheduling, will likely be seen.<sup>95</sup>

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<sup>90</sup> "Part-Time Work," Advancing Women Homepage.

<sup>91</sup> Bolch, 54.

<sup>92</sup> Salopek, Jennifer J., "Work/life benefits on the rise," American Society for Training & Development Web site, cited in Positive Leadership, sample issue, Lawrence Ragan Communications, 2000, 4.

<sup>93</sup> Leonard.

<sup>94</sup> Bolch, 54.

<sup>95</sup> Leonard.

- The Employee Benefit Research Institute (EBRI) reports that in 1994, 30 percent of part-time workers surveyed reported participating in a pension or other retirement plan offered by their employer or union.<sup>96</sup>
- Of 350 large corporations surveyed in 1999, 91 percent offered part-timers paid vacation days, 77 percent offered paid sick leave, 47 percent included flexible scheduling and telecommuting as work options, and 57 percent provided both short- and long-term disability coverage.<sup>97</sup>
- Organizations that offer health care coverage of some type to their part-time workers are looked on favorably by Generation Xers.<sup>98</sup>
- Generation X's values will increasingly become society's norm, replacing those of the Baby Boomers that have been the dominant force for nearly forty years.<sup>99</sup>
- While the need for flexible scheduling appears obvious, the majority of employers seem to prefer to stick with current, rigid work arrangements.<sup>100</sup>

It would appear that based on this environmental scan and literature review, law enforcement is facing a challenging future as an employer. Scenarios could be forecast related to the viability of creating part-time positions ranging from their simply making good sense to being absolutely essential for organizational survival. Almost certainly,

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<sup>96</sup> EBRI Issue Brief No. 149 Executive Summary, "Characteristics of the Part-Time Work Force Analysis of the March 1993 Current Population Survey, May 1994." Internet. <<http://www.ebri.org/ibex/ib149.htm>> Accessed: April 27, 2001.

<sup>97</sup> Devlin, Dory, adapted from "Family and Work" column, Newark Star-Ledger, cited in Positive Leadership, sample issue, Lawrence Ragan Communications, 2000, 5.

<sup>98</sup> Filipczak, 124.

<sup>99</sup> Marvin Cetron and Owen Davies, "Trends Now Changing the World: Economics and Society, Values and Concerns, Energy and Environment," The Futurist, January-February, 2001, 36.

<sup>100</sup> Bolch, 58.

mid-sized law enforcement agencies will need to modify their policies to compete for the limited number of available workers in the future.

To glimpse what the future may hold in relation to the viability of part-time sworn positions within mid-sized California law enforcement agencies, a panel of subject matter experts was assembled to participate in a Nominal Group Technique. The process and results of this futures forecasting method is the subject of the next chapter.

## CHAPTER TWO

### FUTURES STUDY

Foresight is... a human attribute that allows us to weigh up pros and cons, to evaluate different courses of action and to invest possible futures on every level with enough reality and meaning to use them as decision-making aids.

Richard A. Slaughter<sup>101</sup>

Foresight is the 'lead' that the leader has. Once leaders lose this lead and events start to force their hand, they are reacting to immediate events, and they probably will not long be leaders...loss of leadership...stem(s) from a failure to foresee what reasonably could have been foreseen, and from failure to act on that knowledge while the leader had freedom to act.

Robert Greenleaf<sup>102</sup>

#### Introduction

The art and science of futures forecasting is concerned with identifying critical trends and possible events that may impact an issue under study. While the future is, in a strictly rational sense, unknowable, the goal of futures study is to provide a means of expanding our paradigm of what the future may hold and to prepare us to meet the challenges of the future. The knowledge gained can even serve as a map to affect the course of the future through proactive means. Futures work does not seek to find a magical crystal ball capable of predicting the future. Instead, the purpose of forecasting is to identify a wide range of possibilities. From these possibilities, scenarios depicting

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<sup>101</sup> Richard A. Slaughter, The Foresight Principle: Cultural Recovery in the 21<sup>st</sup> Century, (Westport, Connecticut: Praeger Publishers, 1995), 1.

<sup>102</sup> Robert Greenleaf, Servant Leadership. (Mahwah: Paulist Press, 1977), 26.

alternative futures can be developed. Plans can then be formulated to move us toward preferred, or to avoid undesirable, futures.<sup>103</sup>

Trends are patterns of incidents or events taking place that seem to indicate a general direction of change. They can be estimated or measured over time, and are gradual and long term. Trends are based on the past, present, and future, and can be quantitative or qualitative.<sup>104</sup> They have social, technological, economic, environmental or political characteristics and can range from local to global in nature.<sup>105</sup>

Events are different from trends in that events are singular, unambiguous, occurrences that occur at a specific date and time. For example, an earthquake or flood on a certain date is an event. The passage of a new law that mandates a certain action is an event. While trends are identifiable in the present, for futures studies events must be forecast. As with trends, events can range from local to global, and can be identified within social, technological, economic, environmental or political spheres. Events are powerful in that when one occurs, the future is different.<sup>106</sup>

While several methods exist for futures forecasting, for this study the method employed was the Nominal Group Technique (NGT). The remainder of this chapter will highlight the NGT process and the panel's findings, as well as present three scenarios describing alternative futures.

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<sup>103</sup> Slaughter, xv-xvii.

<sup>104</sup> Tom Esensten, "A Little About Futures Research," Lecture to Command College Class 31, Lake San Marcos, November 15, 2000.

<sup>105</sup> James L. Morrison, "Anticipating the Future," Lecture to Command College Class 31, Lake San Marcos, November 14, 2000.

<sup>106</sup> Ibid.

## Nominal Group Technique

The Nominal Group Technique is a future forecasting methodology involving a diverse panel of subject matter of experts who engage in a round-robin discussion of trends and events likely to impact a particular issue. The NGT is a facilitated, structured process. After collectively identifying significant trends and events, mathematical processes are used to quantify the panel's findings. The results of the processes identify concurrence and disparities of opinion within the group on each of the trends and events, and lead to some interesting discussions among group members. The final portion of the process involves a cross-impact analysis during which the panelists assign numeric values to the impact of each event on each trend. The cross-impact provides insight as to the benefits and costs of the events in relation to the trends.

Members of the panel for this project were selected to provide diverse expertise related to the issue of part-time sworn police officer positions. In addition, a number of women were selected to ensure that the female perspective was represented in the discussions. The participants included:

- Certified Police Planner
- Therapist and Drug Counselor
- Police Captain
- POST Bureau Chief
- Recreation Services Administrator
- Human Resource Consultant
- Assistant Professor
- Chief of Police Services

- Director of Community Relations and Chamber of Commerce Vice President
- Human Resources Recruiter
- Police Lieutenant.

A complete list of participants may be found in Appendix C.

In preparation for the exercise, each participant was mailed a letter setting the date and time for the NGT exercise, describing the process, stating the issue, and providing a working definition of the terms trend, event, and cross-impact analysis. Each was asked to give some thought to possible trends and events prior to the meeting and to be prepared to present three to five of each in a round robin fashion.

The NGT was held at the Torrance Police Department on March 2, 2001. To begin the exercise, a short PowerPoint® presentation was made reinforcing the definitions of trend and event to be used throughout the NGT process. All participants expressed an understanding of the terms.

### Trends

Using a facilitated round-robin process, the group generated a list of fifty-four trends. Following the round robin, discussion was held to ensure all participants understood each concept as intended by the presenter. During the ensuing discussion, panel members identified that some of the proposed trends were related, or had common themes or elements. As a result, the list of trends was revised and pared down to the twenty-two listed in Appendix D. Each panelist was then asked to commit in writing via secret ballot to the six trends they believed would have the greatest impact on the future viability of part-time sworn positions in mid-sized California law enforcement agencies.

The votes were tallied and nine trends emerged as most significant in the minds of the panelists.

The numeric system to be used to rate each of the trends was explained. The panelists were told that for purposes of the exercise, each trend was to be assumed to have a value of 100 today. They were asked to provide a numeric value for the trend five years ago, five years into the future, and ten years into the future. They were also to provide a value on a scale of one to ten rating the impact of the trend on the issue, ten representing the greatest impact. All panelists affirmed their understanding of the rating process and each independently completed a written form on which they rated each trend. The individual ratings were compared and discussed. Each panelist then completed a second rating on the same form. The completed forms were collected by the facilitator and final computations completed. The outcome of the final rating, expressed in median values, is reflected in the table below. A brief discussion of each of these final trends follows.

<b>Trends</b>	<b>-5</b>	<b>Today</b>	<b>+5</b>	<b>+10</b>	<b>Concern 1-10</b>
T1: Multiple career orientation	75	100	120	140	8
T2: Use of technology	90	100	140	180	8
T3: Level of diversity in the workplace	90	100	120	150	7
T4: Balanced life issues	90	100	110	120	6
T5: Changes in recruitment procedures	90	100	125	150	10
T6: Employee retention	80	100	125	150	9
T7: Commitment to self	70	100	100	100	8
T8: Military/industrial view of work & Productivity	100	100	100	100	8
T9: Alternative staffing	60	100	150	175	9

Table 2.1

#### Trend One: Multiple Career Orientation.

The panel saw this trend as having a significant impact on the issue of the viability of part-time sworn police officer positions. They felt qualified folks who would otherwise not look to law enforcement as a long-term career would consider such work if they could do so part-time, allowing them to pursue other career aspirations simultaneously.

With the exception of three members, the panel saw this trend as increasing over the next ten years. One member believes the trend will peak in five years then decrease, two believe it has peaked now and will continue at the same level.

#### Trend Two: Use of Technology.

Technology was seen as having a significant impact on the issue under consideration. For instance, the group foresaw important uses for technology in training part-time cops. Rather than take time away from their already abbreviated work schedule, POST required training and testing could be provided via interactive Compact Disc (CD), Digital Video Disk (DVD), or Internet. The officer could complete the training from home at their convenience. While contract issues would need to be worked out, the group saw this use of technology as having the potential to eliminate some roadblocks to ensuring the on-going professional training of part-time officers.

Technology may also enable an agency to create part-time positions through which an officer could work from home. Such an arrangement may be completely appropriate for a part-time officer assigned to some investigative positions. Combined with visits to the police facility as necessary, a part-timer with access to a computer

linked to the agency's main system could do nearly all their work from anywhere such a connection could be established. A laptop computer and cell phone could replace their desk, phone, and cubicle.

The panel saw law enforcement's use of technology increasing through the next ten years.

#### Trend Three: Level of Diversity in the Workplace.

This trend was seen as encompassing several issues. The panel discussed age, generational paradigms, ethnicity, changing gender roles, women in management roles, and cultural work ethics. They also examined issues related to the possible impact of the 3% @ 50 retirement benefit, the number of women and ethnic minorities in law enforcement, the impact of Federal consent decrees, and more. Diversity issues are certainly nothing new within the law enforcement profession and the members felt this would not change significantly any time soon.

Of significance was a discussion regarding the presence of women in the field. The panel discussed their observation that women who choose to have children and a family sometimes do so at the cost of their law enforcement career. They also discussed their perception that proportionately fewer women make their way into management positions. With changing gender roles in society as a whole, this could change over the next decade. Part-time law enforcement positions may allow more women to balance home demands and work, thereby bringing more women into the field. When able, these employees may seek to convert to full-time and make their way into management ranks.

One panel member felt that workplace diversity was an important trend but felt it had peaked and would decrease in importance over the next ten years. Another member agrees the trend has peaked but believes it will remain at the same level of importance as it holds today. The remainder of the panel sees the trend as increasing during the period under consideration.

#### Trend Four: Desire for a Balanced Life.

The panel identified a desire on the part of younger workers for a more balanced life. They appear less devoted to work than their parents and grandparents. Included in the discussion were flexible work schedules, number of work hours versus non-work hours, ability to balance family and work demands, and more. The presence of women in law enforcement was also discussed in relation to balancing the demands of motherhood with work.

Interestingly, the women on the panel generally rated this trend as having a greater impact on the issue than did the men but the group foresaw this trend as increasing somewhat over the next ten years.

#### Trend Five: Changes in Recruitment Procedures.

The discussion of this trend centered on expected changes in recruitment procedures due to the impact of community policing, the number of eligible candidates available in the workforce pool, educational requirements, criteria for allowing employees to participate in part-time or job sharing programs, necessity to recruit from a

broader geographic area, impact of earlier retirements, eligibility standards, and pre-employment testing requirements.

A couple of panel members pointed out that prior to the past few years, recruitment was not a big concern to many law enforcement agencies. They offered what they offered and if people wanted the job they could jump through the required hoops. If a candidate did so satisfactorily, she was offered a job. The group acknowledged that things have changed and law enforcement is now competing with other professions for a shrinking candidate pool. The panel discussed the need to cast a wider net in recruiting from a broader geographical area noting that some California agencies are actively recruiting throughout the country.

The panelists identified the availability of part-time positions as a potentially significant recruitment tool. One member pointed out that Gen Xers express a desire to work other than traditional business hours and a willingness to do with less materially if the trade off is having more time for other pursuits. The discussion also included the potential for women with families to be able to juggle part-time work and family. The panel thought that both these groups may jump at the opportunity for the well paying part-time work law enforcement agencies could offer, especially if the part-time work included benefits.

Of all the trends they identified, the panel members identified recruitment as being the greatest concern in relation to the issue.

## Trend Six: Difficulty Retaining Employees.

Similar to recruitment, the panelists viewed retention as a critical trend over the next decade. The discussion on retention included promotional requirements and processes, evaluation processes, criteria for allowing people to work part-time or job sharing positions, earlier retirements based on the 3% @ 50 PERS benefit, employees' need to maintain benefits while working part-time, collective bargaining issues, and the concept of pay for performance.

Two panel members remarked that even five years ago, most organizations were not concerned with retention issues. The group agreed that times have changed. Employees now seem more ready to change employers or even careers for greener pastures as discussed above under Trend One. Retention has a direct monetary cost to an organization, as well as emotional costs.

The number of retirements that have occurred over the past five years, and the potential number that could occur over the next five years due to changes in the Public Employees Retirement System (CalPERS), was of concern to the panel. While the potential downside to the 3% @ 50 retirement benefit was feared, one panel member pointed out that to receive the maximum benefit many employees will have to work as long as they did before the change. With increases in the maximum percentage a distinct possibility, they may decide to work even longer. As a result, depending on personal choices, the benefit may or may not have a significant impact on the number of retirements and, consequently, employee retention.

One panelist pointed out that in some organizations, pay and benefits have not changed much in the past five years. As a result, those agencies may be less attractive to

current, as well as future, employees who are out actively searching for the best packages. Unless such agencies respond, they will find it increasingly difficult to staff their ranks.

While the median numbers for the panel indicate the trend will continue to grow in significance through the decade, a few panelists believe it has peaked and will remain at the same level or decrease. The group agrees, however, this trend is of great concern in relation to the issue.

#### Trend Seven: Commitment to Self.

This trend included employees' economic expectations, general job expectations, job satisfaction, sense of individualism, and a sense of need for immediate gratification. Various panel members agreed that some of the Gen X employees have somewhat unrealistic expectations of how quickly they will be promoted to higher levels of pay and responsibility. They pointed out that some young employees have expressed an expectation that they will be in a supervisory or management position within a year or two of being hired which in many organizations, especially law enforcement agencies, is fairly unrealistic.

The effect of television and movies on law enforcement candidates was discussed. Panelists felt that some new employees come into the field with unrealistic expectations of what the job really is and have a rude awakening once they are hired. They find that they will have to work various shifts, some of which cover the middle of the night. They find that they will be working weekends and evenings when their friends are partying.

As a result of these unrealistic expectations, the employees may experience job dissatisfaction.

The discussion also included the concept of loyalty. The panel saw loyalty to self emerging as the norm, as opposed to loyalty to the organization or even the profession. This commitment to self also relates directly to the multiple career orientation, Trend One, and retention, Trend Six.

The possible effect of Generation Next, also referred to as Generation Y, was offered as an antidote to what we're experiencing with Generation X. A panelist discussed the attributes of the Nexters' collective mindset and value system as more akin to their grandparents and great-grandparents rather than their late Boomer or early Gen X parents. Commitment to other than self may again emerge as a widely held value.

Trend Eight: Use of Traditional Organizational Structures.

This trend focused on hierarchical, command-and-control organizational structures. Such models were viewed as a negative. Four of the panel members believe this trend will decrease over the next decade due largely to the large amount of literature available promoting the benefits of more decentralized, post-industrial management structures. The panel identified that even with ample evidence that hierarchical structures have seen their day, many law enforcement agencies are stuck in the military model and see no reason to change.

The panel identified this trend as critical to the viability of any efforts to create part-time sworn officer positions. Unless the entrenched managerial paradigms can be overcome, a departure as radical as part-time officers cannot succeed. The group felt 3%

@ 50 retirements may provide an unexpected benefit as those who are most invested in the military model may soon leave the profession, thereby accelerating organizational change.

#### Trend Nine: Use of Alternative Staffing Approaches.

Discussion of this trend included law enforcement's historic use of reserve officers and volunteers, efforts toward civilianization and privatization, and the prospect of earlier retirements. The group pointed out that most law enforcement agencies have employed reserve police officers for many years. The panel discussed the differences between reserves and part-time officers and concluded the biggest difference was the level of pay and benefits. As a result, the panel believes the profession already has a success record with part-time officers, albeit largely unpaid ones.

Use of volunteers was related to reserve officer programs in that both attempt to relieve full-time employees of some of their burdens. Many agencies are very comfortable with their volunteer programs, providing another success to which we can point when broaching the concept of part-time sworn officers.

The group felt the trend of alternative staffing was a very significant concern related to the viability of creating part-time sworn police officer positions, on par with retention, Trend Six, and second only to changes in recruitment procedures, Trend Five. In addition, of the trends generated by the panel, this trend was forecast to show the greatest increase in five years, and second highest in ten.

## Events

After a review of the definition of an event, the panel tackled the second portion of the NGT process. The facilitator stressed that the events should be possible within the next 10 years. Using a facilitated round-robin process, the group generated a list of 36 events. Included in the list were events representing positive as well as negative impacts on the issue as found in Appendix E.

As with the process for trends, discussion was held to ensure all participants understood each event. The panelists were then asked to commit in writing via secret ballot to the six events they believed were most significant in relation to the viability of part-time sworn positions in mid-sized California law enforcement. The votes were tallied and nine events made the final list. While several of those selected are, by their nature, negative events, all were rated as having at least some positive impact on the viability of part-time sworn positions.

The numeric rating system for events was then explained. Panelists were told that they were to record the first year they estimate that an event could occur, the year that the probability exceeded zero. They were then to estimate the probability that the event would occur five years, then ten years, from now. Finally, they were to measure the impact of the event on the issue using a scale of negative ten, greatest negative impact, to positive ten, greatest positive impact. They were told a rating of zero indicates no impact. The group members communicated their understanding of the instructions.

The panelists each independently completed a written rating form. Completed forms were collected by the facilitator and final computations completed. The outcome

of the final rating, expressed in median values, is reflected in table 2.2. A brief discussion of each of the final events follows.

Events	Year(s) > 0	+5 Years	+10 Years	Impact -10 to +10
E1: OPEC establishes an oil embargo	2	50%	50%	1
E2: Federal legislation passes requiring peace officers to work neighborhoods of their ethnicity.	7	0	28%	6
E3: Stock Market crashes/economic depression	1	15%	23%	3
E4: Natural disaster strikes Los Angeles	2	50%	75%	5
E5: Legislature mandates that 50% of police personnel have to be part-time.	5	1%	10%	10
E6: Court decision mandates part-time employment as a reasonable accommodation under 14 <sup>th</sup> Amendment.	4	20%	50%	8
E7: Immigration laws are disbanded.	9	0	20%	5
E8: State law mandates a citizen review board.	3	30%	50%	2
E9: Legislation mandates fixed percentage of female officers.	5	6%	23%	6

Table 2.2

Event One: OPEC establishes an oil embargo.

The panel saw this event as a distinct possibility within the next five years. The median score, however, indicates that even if it did occur, it would have relatively little impact on the issue. Panel members did offer distinctly varied views on how, and how much, this event would impact the issue. Some saw a restriction on the availability of fuel as an economic incentive for employees to seek jobs within a close distance of where they live and foresaw this as having a fairly significant positive impact on the issue. Other panelists saw a fuel restriction as having a negative impact on the issue as part-time employees would be expending a disproportionately large percentage of their income simply to get to work. Unless they lived very close to work, they may then have to leave their jobs or go full-time to make ends meet.

Event Two: Federal legislation passes requiring peace officers to work neighborhoods of their ethnicity.

While agreeing that this event was possible within the next ten years, the group felt it was rather unlikely. Should it occur, however, the panel felt it would have a significant positive impact on the issue. The concept behind this event was a mandate that communities be policed by officers of the majority ethnicity in each neighborhood. If law enforcement agencies received such a mandate, they may see part-timers as a viable means to meet the mandate. Historically, women and ethnic minorities are under-represented in law enforcement, despite recruitment efforts. Part-time employment may be attractive to many people in under-represented groups.

Event Three: Stock Market crashes/economic depression.

The panel felt that while a stock market crash and economic depression was possible within the next year, such an extreme economic catastrophe was not very likely to occur within the next decade. Should this event occur, though, they saw it as having a positive effect on the issue. The private sector may suffer more than the public sector and people who lost their jobs may look to government for work. The availability of relatively well paying part-time sworn officer positions may be very attractive.

Two members disagreed with the majority and felt that a depression would negatively impact the issue. They suggested that workers would be fighting desperately to hold on to their jobs. Retirements, specifically, could radically decrease. As a result, law enforcement agencies would have little incentive to restructure to create part-time positions.

Event Four: Natural disaster strikes Los Angeles.

The panel chose Los Angeles as the site of a natural disaster because they felt the region was suitable for such an event and should one occur, large numbers of people would be affected. The group believed this event was possible within the next year and had a 75 percent probability of occurring within the next ten years.

Overall, they panel felt a major natural disaster would have a positive impact on the issue. Law enforcement agencies would desperately need personnel to deal with the disaster in the short term and part-time workers could be a viable resource to fill the ranks. Changes such as abbreviated training programs would be necessary. Hiring retired officers back part-time could also increase the manpower pool. For the longer term, successful use of part-timers during the disaster and recovery periods could establish a positive track record and demonstrate the viability of such workers.

Event Five: Legislature mandates that 50 percent of police personnel have to be part-time.

The panel believes such a mandate is possible within five years but assigned only a 10 percent probability that it would occur within ten years. Should it occur, however, the mandate would have a very positive impact on the issue. One reason that such a legislative mandate could occur would be a recognition that some protected classes are historically under-represented in law enforcement and that there may be good reasons that at least some members of these groups are unable to work full-time. Persons who are primary care givers to children or elderly relatives may be much more suited for part-time than full-time jobs.

Event Six: Court decision mandates part-time employment as a reasonable accommodation under the 14<sup>th</sup> Amendment.

Similar to the event above, a mandate under reasonable accommodation was viewed as having a positive impact on the viability of part-time sworn officer positions and was viewed as far more likely to occur. A reasonable argument could be made that law enforcement is closing its ranks to otherwise qualified persons simply because they have life commitments that prevent them from working full-time. Women who are mothers of young children are the most readily recognizable group that could fit this description.

Event Seven: Immigration laws are disbanded.

Three panelists felt that this event simply couldn't happen within the time frame covered by this project. The remainder, however, believed it possible within the next ten years, although relative unlikely. Should it occur, they believed the impact would be positive for the issue. The rationale behind this event was that such a change would provide a larger potential workforce. The number of workers currently available is shrinking and immigrants could help fill the manpower deficit.

California's Hispanic population is currently growing and would be sure to increase even faster if immigration laws were relaxed. Qualified candidates from Mexico and other Latin American countries could be recruited to help fill needs for policing California's Spanish speaking population. A change in laws requiring police officers to be U.S. citizens would also be necessary.

Event Eight: State law mandates a citizen review board.

The panel identified this event as possible within three years and assigned a 50 percent probability that it would occur within ten years. They felt that should it occur, the impact on the issue would be positive, but minimally so. Generally, the panel seemed to view citizen review as a positive for law enforcement agencies. One panelist, however, viewed such boards as having a very negative impact on the issue. The member felt that employees would leave the profession rather than put their careers in the hands of citizens who may be more concerned with politics than facts.

Event Nine: Legislation mandates fixed percentage of female officers.

The panel viewed women as a significant candidate pool from which to draw part-time officers. They felt that if law enforcement agencies do not increase the number of women in the profession within the near future, the legislature, or a court, could reasonably mandate such action. As with Events Five and Six, a mandate of this nature was viewed as having a positive impact on the issue, however, the panel rated the probability of this occurring within the period of this project as relatively low. Interestingly, the women on the panel rated this event as much more likely to occur than did the men.

### Cross Impact Analysis

After completion of the trends and events phases, six of the panel members agreed to remain and participate in a Cross-Impact Analysis. Because trends and events do not occur in isolation, a Cross-Impact Analysis was conducted to forecast the impacts of each

event on each trend. From these forecasts, choices can be made to pursue or avoid certain events. For those events that provide positive impacts in relation to the issue under consideration, proactive steps can be taken to encourage them to take place. Similarly, actions can be taken to prevent those from occurring that negatively impact the issue.<sup>107</sup>

The panelists were asked to consider the effect of the individual events on the trends and then assign a numeric value to each of the cross-impacts. The scale to be used ranged from a negative five, representing the greatest negative impact, to a positive five, representing the greatest positive impact. The panelists were told that a value of zero indicated no impact. Each panelist independently completed a rating chart equivalent to Table 2.3 below. The individual ratings were then combined and the median values are reflected in the table.

The panel's ratings identify Events Two, Five, Six, and Nine as having the greatest positive impact on the issue in relation to all of the trends. Each of these four events would signal a legal mandate and in the panel's minds, would virtually force the creation of part-time positions.

Event 2, federal legislation passes requiring peace officers to work neighborhoods of their ethnicity, was rated as having a positive impact on the Trends, especially 3 and 5. Because women and ethnic minorities have historically been underrepresented in law enforcement agencies, this event would have a very positive impact on Trend 3, diversity issues within the workplace. The panel foresaw that additional people representing various ethnicities would have to be hired to fulfill the legislative intent of having communities policed by people of their known ethnicity.

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<sup>107</sup> Esensten.

Event	Trend								
	T1	T2	T3	T4	T5	T6	T7	T8	T9
E1	1	3	-2	-1	4	2	0	3	5
E2	2	4	5	2	5	3	3	2	4
E3	3	1	0	-2	1	2	1	1	2
E4	2	3	0	-2	0	0	0	1	2
E5	5	2	4	4	5	4	3	1	5
E6	5	3	3	3	4	4	2	1	4
E7	1	1	3	0	3	1	0	0	3
E8	0	2	3	1	2	-1	1	1	2
E9	4	2	4	4	5	4	3	2	5

Table 2.3

Part-time positions may make the job more attractive to a wider range of people, thereby increasing the recruitment pool. Similarly, ethnicity requirements could drive changes in recruitment procedures. Recruitment efforts would, out of clear necessity, focus even more heavily on ethnic minorities. In turn, part-time positions would provide a recruitment tool to reach a wider pool of potential employees, especially women and members of Generation X.

A legislative mandate that half of all sworn peace officer positions be part-time, Event Five, would force the creation of such positions and would positively impact all of the Trends, particularly One, Five, and Nine. This mandate would fit well with the trend of multiple careers within a work life, Trend One. The availability of part-time work may entice qualified folks who would not have considered law enforcement for a long-term career. Part-time positions would also increase the range of choices recruiters

would have to offer potential hires, Trend Five. Finally, part-time workers could expand upon the successes of current alternative staffs, Trend Nine, such as reserve officers and volunteers. Part-timers could fill sworn jobs that do not require a full traditional shift of work, be that eight, ten or twelve hours. The full-timers would then be freed up for other work.

Event Six, a court decision that mandates part-time employment as a “reasonable accommodation” under the 14<sup>th</sup> Amendment, would have a significant impact on Trend One, multiple career orientation. As with Event Five, the availability of part-time positions could make police work more attractive to people who would not have considered signing on for the long haul.

Event Nine, legislation mandates fixed percentage of female officers, would have the greatest impact on Trends Five and Nine. This trend has a clear relationship to the desire for a balanced life, Trend Five. The panel recognized that the demands of motherhood make working full-time, especially shift work, difficult for some women. Law enforcement currently has low numbers of women in the profession. Satisfying a mandate to increase their representation could drive a move to create part-time positions. Mothers who could not work full-time may well be able to work part-time. The rationale related to alternative staffing, Trend Nine, discussed above in relation to Event Five also fits here. Women preferring part-time work could fulfill sworn positions requiring less than a full workday, freeing others for reassignment.

The Events that provided a negative cross-impact on the Trends were One, Three, Four, and Eight. They combined for a total of five negative impacts; two of these were rated as a negative one, and three as a negative two. Consequently, although negative,

the panel's ratings indicate they were not significantly so. Trend Four, balanced life issues, accounted for three of the negative cross-impacts. These negative impacts occurred with Events One, OPEC establishing an oil embargo, Three, stock market crashes, and Four, a natural disaster strikes Los Angeles. Each was viewed as causing people to need to work more hours to overcome negative financial situations, thereby reducing the attractiveness of part-time work.

OPEC establishing an oil embargo was also viewed as having a somewhat negative impact on diversity within the workplace, Trend Three. Financial issues and commuting distances appeared to be the biggest concerns. The costs of fuel may discourage people from traveling very great distances to their workplaces, thereby reducing the recruitment pool. The size of the pool may somewhat restrict its diversity. In addition, if fuel costs rose significantly enough, people working part-time would spend a disproportionately large percentage of their income on transportation, and on residential heating and cooling. Such financial considerations could make part-time work less desirable.

Finally, the panel saw the impact of employee retention, Trend Six, and a mandated civilian review board, Event Eight, as a slight negative. The general feel was that such a move could be viewed as politically motivated and that some employees would not want to trust their careers to outsiders. The result could be that employees with such a mindset may look for other work. If fewer people wanted to be peace officers, the need for part-time workers could suffer.

### Alternative Scenarios

As mentioned earlier in this chapter, a primary purpose of futures study is to identify a wide range of possible futures enabling people to take proactive steps to make good things happen, as well as to avoid the bad. As a result, law enforcement managers desiring to gain support for the concept of part-time sworn officers may want to pursue making the four events discussed above happen by working within their political spheres.

The three scenarios that follow represent an optimistic, pessimistic, and normative future state. These scenarios were developed based on the results of the NGT, combined with environmental scanning, futures work, selected readings, professional knowledge, experience, and creative license. The purpose of these scenarios is to provide glimpses into possible future states. The optimistic and pessimistic scenarios assume a reasonably high probability that good things and bad things happen respectively. The normative scenario assumes there is a high likelihood that good things happen and a low probability that bad things occur.<sup>108</sup> By considering such states, the law enforcement administrator can make reasonably informed choices related to the impact of part-time sworn positions on mid-sized California law enforcement agencies by 2006.

#### Optimistic Scenario

As Officer Lisa Gonzales pulled her black and white into the Del Amo Police Facility compound, she accessed the two-way digital video communicator in the police department's childcare facility from the Mobile Data Computer in the car. The nanny cam showed that her daughter was sleeping. Lisa signaled the childcare specialist who

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<sup>108</sup> Esensten.

walked to the video terminal. "I'm running a few minutes late," Lisa advised. "No problem, see you when you get here," came the reply.

"Hey, Lisa!" called Hua Lee, her shift-share partner as she walked toward the trunk lugging her war bag. "Anything going on?" she asked. "Nah, quiet as usual," Lisa answered. "Have you completed that new training DVD on identity theft? I took the test last night at home. Pretty interesting stuff." "No", said Hua, "I still need that one. The Sarge has been bugging me about it. Maybe I'll get to it tonight." They finished switching their gear and Hua Lee headed for the street as Lisa hauled her gear to the locker room.

Sergeant Shortall watched as his charges switched their gear and the car returned to duty. He was still amazed at the changes that had taken place at Del Amo PD. When he hired on, no one would have dreamed that by 2006 police departments would need to staff part-time sworn police officer positions. Who'd have thought that such a wide range of sworn police positions could be suitably staffed by part-timers? DAPD now had twenty hour-a-week folks working forgery investigations, Patrol, D.A.R.E., Communications, School Resource (SRO), Range, and traffic investigations.

In many ways, Shortall was beginning to feel like the proverbial dinosaur. The face of the PD had changed significantly over the past few years. Not only were nearly half of his cops women, the historic Anglo male dominance was quickly fading into a multi-ethnic tapestry. Increasing numbers of women had been promoted into supervisory and management positions. With the disbanding of the immigration laws, his agency was now actively recruiting employees from all over the world. Shortall's cops came to the job speaking English as a second or third language. The citizenship requirement for

police officers had also been abolished and several of the young Del Amo cops, including Hua Lee, were not U.S. citizens. In combination with the availability of part-time positions, these two legal changes had significantly increased the law enforcement recruitment pool.

Hua Lee was a classic example of the demographic change. She had joined the Del Amo Police Department after completing her Bachelor's Degree at the University of Southern California. With no threat from U.S. Immigration laws, there was no hurry to return home. So, rather than return to Shenzhen City, Hua decided to first gain some work experience in California. Del Amo's part-time cop position seemed a great way to pay the bills while providing enough free time to pursue her entrepreneurial urge to establish a computer technology consulting business. She had originally planned to spend about three years with the department after which she'd take her computer expertise and return to China. She was doing quite well with both endeavors. Her sergeants had recently commended her for excellent work and her consulting business had grown to the point where she'd soon have to take on a partner or leave the PD.

Sergeant Shortall still recalled clearly just when it was that the changes started. After the Personnel Lieutenant had given his bi-monthly status report at a staff meeting a couple of years ago, Chief Dickerson had remarked that if the recruitment and retention picture didn't improve significantly, he'd soon be out of a job. The department had averaged twelve vacancies over the past twelve months and the picture for the future appeared increasingly bleak due primarily to pending retirements.

Over the following few months, the Chief had taken a hard look at his department's staffing. With the strong economy, public sector jobs had become generally

viewed as undesirable. Police agencies throughout the country were having unprecedented difficulty finding new police officers. Some experts suggested that the traditional police management model based on the military/industrial view of work and productivity was antithetical to the beliefs and desires of younger workers. The Chief was also being bombarded with statistics and studies showing that there would be so few Generation Xers, that competition would be fierce for the best workers and law enforcement would have to make some changes to attract this generational cohort.

Chief Dickerson knew he had to do something or he really would be out of a job. He remembered reading a Command College research paper that discussed the viability of employing part-time sworn officers. He decided to give it a shot.

Within months, the Del Amo Police Department was turning away applicants. Evidently, Chief Dickerson had hit a cord that bode well for the future of his agency. He had applicants ranging in age from twenty-one to fifty-three knocking down the door to sign up. It turned out that several of his current officers who planned to retire at age fifty were excited about continuing as part-timers. This was good news to Chief Dickerson as he had spent some sleepless nights worrying that the 3% @ 50 retirement plan would take away significant chunks of his department's expertise. He was thrilled that he'd now be able to maintain access to at least some of his senior officers' knowledge and experience.

The targeted recruitment groups of Generation X and Generation Next also responded in significant numbers. College students, especially, viewed part-time police work as a worthy goal not only for financial reasons but also for their desire to have a job in which they felt they were doing something good for society. It also turns out that law enforcement's focus on teamwork and philosophy of family fit squarely with younger

workers' desires. They were willing to earn a two-year Criminal Justice degree for the opportunity to make good money working part-time while finishing their bachelors and masters degrees. The pay and benefits offered by Del Amo PD sure beat that offered by fast food restaurant chains, retail stores, and other employers of large numbers of part-time workers. Some of the applicants expressed a strong interest in increasing their hours to full-time once they completed their advanced degrees. Many, however, did not. The Chief viewed the later group as an unforeseen blessing. His agency, and law enforcement in general, would ultimately benefit from having these former cops as members of the community.

The Chief also found women applying at rates never before experienced by the law enforcement community. After years of less than successful efforts at recruiting, this demographic was now standing in line to become Del Amo cops. The Chief learned that many women found the scheduling flexibility of part-time work, coupled with the ability to earn a decent wage, very attractive. Del Amo's ability to provide full benefits, including 24-hour childcare, to part-time employees furthered the Department's appeal to single parents of both sexes.

The Chief walked into the Watch Sergeant's office. "Well, Pat," he said, "I just ran into Lisa and Hua. This part-time cop thing seems to be working better than I ever envisioned. The Personnel Lieutenant says I can reduce his recruitment budget because we don't need to do any. Policing is certainly different in many ways than when we hired on, eh?" "Yes, boss," Shortall replied, "It's different alright, but I'm thinking it's not all that bad."

## Pessimistic Scenario

Sergeant Pat Shortall scratched his gray mane absentmindedly as he pondered what his job had become. Shortall was approaching forty years on the job and would have loved to retire years ago. He thought he'd played it smart over the years, having contributed the maximum into the deferred income plan each year so he could retire comfortably at age fifty. Then in 2003 several events had collided to destroy his retirement plans. The Governor's continued "borrowing" from CalPERS to balance his budget had placed the retirement system on shaky footings. The stock market crashed plunging the nation into a depression. Soon thereafter, the already weak CalPERS declared bankruptcy. On top of all this, the long-dreaded "Big One" earthquake struck southwestern Los Angeles County and severely damaged Shortall's home. With a bankrupt retirement system, valueless deferred account, and uninhabitable home, he simply could not afford to retire and buy that dream home in Montana.

As he reviewed tomorrow's schedule, he pondered what law enforcement had become. Old-timer Baby Boomers, who should have retired long ago but couldn't for financial reasons, like Shortall, were virtually all that were left. Efforts at recruiting members of Generation X had proved increasingly fruitless and the number of officers on the Del Amo Police Department had dwindled significantly. Many days, Pat had difficulty fielding a Watch. The Minimum Safety Level had been reduced out of necessity and his officers were complaining that they did not feel safe.

The few Generation Xers that did come on board presented a whole new set of challenges. "They couldn't define 'loyalty' if their lives depended on it," thought Shortall, at least they didn't seem to be loyal to him, the Chief, the department, or even

the profession. The Xers were clearly looking out for Number One, changing jobs like clothing. Just when the newbies were fully trained and productive, they'd jump ship for another PD, or, worse, to become stock brokers, computer technicians, even to open their own businesses. Several were already on their fourth or fifth job when they came to law enforcement and thought five years was too long a commitment to any job. And forget asking them to work overtime, when quitting time came, they were in the wind. Even with all their communications devices, when they were off-duty they were incommunicado. You'd think they'd dropped off the face of the Earth.

The War hadn't been as bad as the Chief and the Sergeant had grown up fearing. Between Saddam's threats to move once again against his neighbors and OPEC's oil embargo, the President decided it was time to finish what his dad had started. The United States had sent one million soldiers to the Middle East to clear the region of the threat for good. The American-led Allies won the fastest-missile-trigger-finger contest. The only thing left of Saddam was his image on reruns of South Park cartoons and oil production was now controlled by the United Nations. So much oil had been destroyed during the conflict, however, that the California Governor mandated forced reductions in all energy usage. This led to riots even in affluent areas and Del Amo's aging cops found themselves knee deep in civil unrest.

By the early 2000s, Chief Dickerson had recognized that the staffing outlook for California law enforcement was looking increasingly bleak. He had dusted off a project completed by one of his Command College classmates that looked at the viability of hiring part-time cops. The Chief developed an implementation plan but the time just never seemed right for implementation. After all, with the legislature and courts

mandating how he ran the department, he couldn't find the time to be creative. He now believed that if he'd only tried the part-time concept early on, perhaps legislative and judicial interference could have been lessened. But difficulty with staffing at the municipal and county level was so widespread that there was talk in high circles of creating a State or even National police force.

Sergeant Shortall put the finishing touches on tomorrow's schedule and headed for the locker room. Maybe things would improve by the time he hit 68, some short six years from now. Perhaps the stock market would recover, PERS would again become solvent, he'd get a low interest disaster loan to rebuild his house, and he could finally get out of this madhouse. And maybe life would be discovered on Pluto.

#### Normative Scenario

As Officer Lisa Gonzales pulled her black and white into the Police Facility compound, she spoke into her cell phone wristwatch and warned her babysitter she was running a few minutes late. "Hey, Lisa!" called Hua Lee, her shift-share partner, as she walked toward the trunk with her war bag. "Anything going on?" she asked. "Naw, this is Del Amo. Quiet as usual," Lisa replied. "Good," said Hua, "the baby kept me up most of the night. I could use a slow day."

Lisa transmitted the last of her reports to Sergeant Pat Shortall via the Mobil Data Computer and logged off. She hustled into the police facility and had a short chat with her sergeant. The Sergeant's exam was coming up and she was preparing for the test. Sergeant Shortall was offering informal classes to prepare for the process and she wanted

to be sure she'd be included. He was a good sergeant and role model, and she was sure that 2005 was her year for stripes.

After changing out of her uniform and into her street clothes, Lisa trotted out to her car. She flipped the switch to start the fuel-cell vehicle and headed toward home. She still couldn't believe her luck. The timing couldn't have been better.

When Lisa and Joe were married, they were fairly certain children were not in their future. Joe was on his fourth career and Lisa her third, although both were under 30 years old. They truly enjoyed their current jobs as law enforcement professionals and hoped to stay a while. Then things changed. Lisa's doctor confirmed that she was pregnant. The Gonzales' looked over their finances and determined they would not be able to maintain their lifestyle on only one income, so they decided that after the baby was born, they'd hire a nanny to care for the baby and Lisa would return to work.

Lisa took three months off on paid pregnancy leave and gave birth to a beautiful baby girl. When time came to return to work, she sat down with Joe and explained that she couldn't bear to have a stranger raise her child. Joe agreed but saw no way around her returning to work. Lisa told him she'd find another job, after all, she had developed many skills over the course of her work life. She'd find some type of work that she could do from home.

Intending to resign, Officer Gonzales made an appointment to speak with the Personnel Lieutenant. Lieutenant Steve Uribe was aware of pending legislation due to take effect within the near future that would directly impact Lisa's situation. When she arrived, he asked if she'd be interested in continuing with the department in her current job if she could do so on a part-time schedule. She jumped at the offer.

Lieutenant Uribe spoke with Chief Dickerson and reminded him of their prior discussions related to legislation that was to take effect within weeks. All California law enforcement agencies would be required to ensure that a set percentage of their force was female. In addition, police agencies would be required to assign officers to neighborhoods based on the majority ethnicity of each neighborhood.

The lieutenant also reminded the chief of the recent federal court decision based on a case that was a virtual mirror of Officer Gonzales' situation. In that case, the court had recognized the critical importance of parental influence on children and opined that making part-time work available to parents who desired such scheduling was not only reasonable but necessary. The agency that was the subject of the lawsuit had been ordered to pay a significant financial judgment and was mandated to offer part-time positions. The Chief wisely decided that Lisa would be Del Amo's first part-time cop.

After Lisa's appointment, Hua Lee came forward and asked for a part-time schedule. Several other current officers who had young families, male as well as female, soon followed suit. As word spread beyond the walls of the police facility, applicants were pursuing the department rather than the other way around. Chief Dickerson learned that the scheduling flexibility of part-time work and the ability to earn a decent wage with prorated benefits was attractive to parents of both sexes. Many of those seeking part-time schedules indicated they would like to convert to a full-time schedule when their children were older.

In addition to officers with young families, the most senior officers were embracing part-time work. Take old Doug Turner for instance. He had some serious bills: a son in college, a daughter in the seminary, another daughter trying to survive on a

Navy fighter pilot's salary, and a mother needing full-time care. He had announced that he would officially retire in May, but then changed his mind and asked to convert to part-time instead. He was the best homicide investigator in the region and would now be around to help the youngsters learn what they needed to know to keep alive those rich police traditions that deserved to endure.

Chief Dickerson sat at his desk and read Lieutenant Uribe's status report. Down to three vacancies, a far cry from fourteen. For now, at least, the part-time cop concept seemed to be a winner. He'd have to give his Command College buddy a call.

### Conclusion

Based on the Nominal Group Technique panel's work, environmental scan, and literature review, part-time sworn positions do indeed appear a viable staffing option for law enforcement agencies into the near future. The scenarios provide visions of possible futures and the forecasted events and trends provide indicators to aid in making the good things happen and avoiding the bad.

The following chapter will build a strategic plan based on the output of the NGT. Stakeholders will be identified and their positions considered. Two strategies will be presented and their pros and cons weighted. The goal of Chapter Three is to provide police managers a plan to initiate part-time sworn positions within a mid-sized agency.

## CHAPTER THREE

### STRATEGIC PLAN

In the end, it is important to remember that we cannot become what we need to be by remaining what we are.

Max Depree<sup>109</sup>

Every organization is perfectly designed and aligned to get the results it gets.

Stephen Covey<sup>110</sup>

#### Introduction

The previous chapters have examined the futures issues involved in determining the future viability of part-time sworn positions in mid-sized California law enforcement agencies. The Nominal Group Technique panel's work laid a foundation from which scenarios were developed representing visions of three possible futures. The scenarios suggest that part-time positions can be a viable staffing option into the future.

The power of futures scenarios comes not from their accuracy in predicting what the future will be, but rather from their ability to paint a picture of a possible end state from which the reader can then create a roadmap to steer toward desirable futures, or away from undesirable ones. To be of most value, the scenarios must be perceived as being at least plausible to those who read them. Unfortunately, plausibility is in the eye of the reader and some may see opportunities and warnings where others see only

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<sup>109</sup> Max DePree, Leadership is an Art. (New York: Bantam Doubleday Dell Publishing Group, Inc., 1989), 100.

<sup>110</sup> Stephen R. Covey, "Three Roles of the Leader in the New Paradigm," in The Leader of the Future. Richard Beckhard, Marshall Goldsmith, and Frances Hesselbein, eds. (San Francisco: Jossey-Bass Publishers, 1996), 155.

confusion. Forced hiring quotas, for example, may seem unrealistic until an agency is faced with a decision to accept a consent decree or go to court to defend their policies and practices. Moving from consent decrees to legislative mandates is not too great a leap.

The first two chapters of this project have served to forecast the future by examining strategic issues. This chapter will use the information from those chapters to develop a strategic plan for the implementation of part-time sworn positions through the development of mission and vision statements, key strategies, implementation plans, and feedback systems.<sup>111</sup>

According to George Steiner, the definition of strategic planning encompasses four key concepts. First, strategic planning seeks to anticipate the cause and effect relationships resulting over time from a decision that a manager intends to make. This examination allows the manager to foresee desirable futures and to identify plans to guide the organization in that direction. Second, strategic planning is process-oriented, starting with the establishment of goals, strategies, and policies, followed by detailed plans to move from point A to point B. Third, strategic planning is a philosophy that embraces planning as an essential managerial function. Finally, strategic planning is based on a formal structure that unites the three levels of planning - long-range, medium-range, and operational - into an overall system.<sup>112</sup>

Strategic planning, then, offers managers a formal methodology to bring about positive change in their organizations by anticipating future outcomes of current choices.

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<sup>111</sup> Tom Esenstein, "Building a Strategic Organization," Lecture to Command College Class 31, Lake San Marcos, March 19, 2001.

<sup>112</sup> George Steiner, Strategic Planning: What Every Manager Must Know, (New York: Free Press Paperbacks, 1979), 13-15.

The futures scenarios from Chapter Two will provide the base from which the strategic plan will evolve. The Normative scenario will provide the primary vision while the Optimistic scenario represents a future toward which to steer and the Pessimistic scenario, one to avoid.

### Mission and Vision

As with any managerial effort, tying one's plans and actions to the organization's mission and values is essential for success. Mission and Vision statements provide a beacon during times of uncertainty, especially in circumstances where no clear policies, procedures, or precedents exist to guide decision-making.

The following Mission and Vision Statements are taken from the Torrance Police Department and will serve as the foundation upon which this strategic plan will build:

#### Mission Statement

The Torrance Police Department Mission is to preserve public safety and quality of life within the City of Torrance, to respond effectively to the changing needs of the community, and to promote mutual respect between the Police Department and the people we serve.<sup>113</sup>

#### Vision Statement

To preserve a high quality of life and feeling of safety for the City's diverse population, all members of the Torrance Police Department are committed to serve with professionalism, respect and concern for the community. To optimize the use of police resources, the Department balances firm and quick response to all forms of crime with community problem solving and crime prevention approaches. The Department is mission-oriented in all of its priorities and activities.

The Department philosophy and work processes reflect modern, quality law enforcement concepts and technology, involving every member of the Department in an effort to continually improve all areas

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<sup>113</sup> Torrance Police Department Manual, Volume 2, Chapter 000, page 2-1.

of administration and operations. Quality leadership at all levels reflects the Department's commitment to a strong work ethic, while valuing diversity, promoting effective learning, enhancing performance and maintaining flexibility.

The Torrance Police Department constantly strives for effectiveness in preventing and fighting crime, for effective collaboration with other City departments, and for providing leadership and support for regional law enforcement efforts. To this end, the Department recruits, hires, trains, supports and retains qualified personnel as sworn and civilian members of a progressive law enforcement agency.<sup>114</sup>

For a law enforcement agency to successfully implement part-time sworn positions, a nexus between the change and the department's mission and vision is essential. The Torrance Police Department's Mission Statement promises to "respond effectively to the changing needs of the community," and "to promote mutual respect between the Police Department and the people we serve." The Vision Statement recognizes, "the City's diverse population," cites "valuing diversity" and "maintaining flexibility" as important tenets, and establishes that the "Department recruits, hires, trains, supports and retains qualified personnel as sworn and civilian members of a progressive law enforcement agency." The term "progressive" suggests the department is willing to live at the edge, to try new things, to experiment, and to take risks. Based on these Mission and Vision Statements, links can be drawn between establishing part-time positions and creating flexibility in the workplace, increasing diversity, promoting mutual respect, impacting the changing needs of the community, and enhancing the department's ability to recruit, hire, and retain qualified officers.

An agency willing to create part-time sworn positions would indeed be viewed as progressive, perhaps even visionary, based on the current state of such positions in mid-

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<sup>114</sup> Torrance Police Department Manual, Volume 2, Chapter 000, page 2-2.

sized California law enforcement organizations. As explored in the preceding chapters, implementing part-time positions would increase the attractiveness of law enforcement to persons who currently either leave or avoid the profession altogether due to the perception of schedule inflexibility. Convincing current employees, and even managerial staff, that such a change is a good idea will be a challenge in some organizations, but if the employment forecasts for the near future are correct, failure to embrace part-time workers may have a detrimental effect on the profession. Taking the leap will reasonably increase retention, as well as the size of the available recruitment pool, providing sufficient manpower to meet current and future needs. Such a move will also likely increase the diversity of the workforce, especially gender and age, enabling the agency to more effectively address diversity within the community.

### Organizational Analysis

Before plunging ahead into significant human resource policy change, the strengths and weaknesses of the organization and the impact of the proposed change need to be identified, as well as any opportunities and threats that may produce positive or negative outcomes. For this project, a “WOTS UP” (Weaknesses, Opportunities, Threats, and Strengths Underlying Planning) analysis model was used in an attempt to uncover these elements. The “WOTS UP” process can bring to consciousness issues that may lie lingering just under the surface. Unprofessed, or unofficial, organizational attitudes and values can have a dramatic impact on attempts at change. Raising and addressing these issues prior to implementing the change can be the difference between success and failure.

Possible weaknesses, opportunities, threats, and strengths related to the viability of part-time sworn positions are identified in the following sections.

#### Weaknesses

- Law enforcement's proud history and past successes are based on full-time employees and there appears to be no need to change.
- Law enforcement agencies are known for their general resistance to change.
- Current policies and practices prohibit part-time sworn work.
- Progress toward increasing the presence of women in law enforcement has been slow.
- Law enforcement currently loses women due to family responsibilities.
- Due to current rigidity, many women and members of Generation X do not view law enforcement as a career of choice.
- Law enforcement has failed to recognize that the lack of family-friendly policies has driven women from the profession, or worse, knew and failed to change.
- Managers are unaware of the future workforce issues looming just beyond the horizon.
- Upper and middle managers are most invested in current structures and processes and have the most to lose if the rules change.
- The most tenured managers will likely be retired before the forecast workforce shortages fully impact the profession, so may feel little urgency to initiate change, or even have much personal interest.
- Managers are concerned over a possible adverse reaction from current employees to the addition of part-timers.
- City or County Human Resources departments may resist the increased workload resulting from the larger number of individuals working for the police agency. Two part-timers can be expected to generate twice the amount of administrative, payroll, benefits, training, etc., work as does one full-timer.
- Agencies have a poor track record in hiring and retaining reserve peace officers or civilian part-time employees.

## Opportunities

- Members of the recruitment pool have articulated part-time work as a desirable scheduling option.
- Current inability to fill full-time vacant positions may create enough urgency to explore alternative staffing options.
- Increasing numbers of vacancies are anticipated into the near future. Retirements, coupled with recruitment difficulties, may present an opportunity to look at things anew, outside the traditional command and control paradigm.
- A large number of law enforcement professionals are expected to retire into the foreseeable future but intend to continue working in some form.
- Women and retirees are expected to provide significant sources of new labor into the future.
- Movement toward providing flexible scheduling options by employers outside law enforcement provides workable models.
- Members of the recruitment pool including women, Gen Xers, and retiring Boomers are demanding more balance in their lives.

## Threats

- Embracing part-time options presents a significant departure from tradition and the status quo.
- Law enforcement agencies will experience increased competition for a shrinking labor pool.
- Private sector employers recognize and have already planned for the approaching workforce shortages. They are working to anticipate the needs of the future workforce and appear willing to adjust their way of doing business to attract and retain employees. Failure to embrace alternative scheduling may further reduce law enforcement's share of the pie.
- These employers are moving toward:
  - Flexible and family-friendly scheduling.
  - Full-time benefits for part-time workers.
- Generation X employees dislike rigid, highly-structured, micro-managed jobs.
- Women continue to leave law enforcement over a lack of flexible scheduling.

## Strengths

- Current workforce has voiced a desire for part-time work.
- Women, members of Generation X, and law enforcement retirees have all expressed a desire for law enforcement careers if flexible scheduling options were adopted.
- California law enforcement agencies provide high levels of training – police academy, on-the-job, Continuing Professional Training (CPT), and assignment specific. Continuing training and development are significant attractors for Gen X employees.
- Generation X is attracted to life at the edge and some law enforcement jobs can fulfill those desires.
- Law enforcement provides a strong sense of family and teamwork, also major attractors for Gen Xers.
- Recent availability of grants has increased California law enforcement's access to technology; working in an organization with high levels of technology is a plus for Gen X.
- Law enforcement's job stability and security, as well as the level of pay and benefits, are generally viewed as a positive.

## Stakeholder Analysis

Once the weaknesses, opportunities, threats, and strengths underlying planning have been considered, the next step in the strategic planning process is to determine the potential stakeholders. Planners must identify the people or groups that will impact, or be impacted by, the planning process and outcome of the final plan. Objections and contributions can then be forecast and considered to allow a realistic view of the planning environment to emerge. Below are several of the primary stakeholders identified during this research. For each, their possible Best Dreams and Worst Nightmares in relation to establishing part-time peace officer positions are presented.

## Stakeholders

### Customers

This group encompasses all who use the services of the law enforcement agency and includes residents, visitors, businesses, and various interest groups.

#### Best Dreams:

- A greater level of inclusivity is seen; their PD looks more like the community.
- No noticeable adverse change in service is experienced; in fact, the service level seems to have improved.
- Some level of cost savings is achieved.
- Greater numbers of people they know personally are now peace officers.

#### Worst Nightmares:

- The part-timers are not as qualified and do not provide the same level of service and protection as the “real” peace officers.
- Costs of police service increase, negatively impacting other public services.

### City Council

Publicly elected officials who represent the voters’ collective interests and provide overall policy direction to the City Manager.

#### Best Dreams:

- Their police department is viewed as progressive within government circles.
- The department becomes more diverse, more representative of the community.
- Costs are reduced and money can then be redirected to other essential City services.

#### Worst Nightmares:

- The police become less professional; service levels suffer, and costs associated with misconduct rise.
- Law suits against the police department increase; the Police Chief asks Council to indemnify officers for punitive damages.
- No real change is seen in the diversity of their police department.

## City Manager

Responsible for overall administration of local government, implements policies established by the City Council, supervises City Department Heads.

### Best Dreams:

- Police staffing levels are consistently at full strength.
- Presence of women and other protected classes increases, the police department becomes noticeably more diverse.
- Overall operating costs of the police function are reduced.
- Community and City Council are pleased with the inclusion of part-time peace officers; results in positive press coverage.

### Worst Nightmares:

- Part-time officers are found to be more transient than full-timers and must be replaced much more often.
- Costs associated with administration, training, and benefits within the police function increase.
- Professionalism of the police suffers; the Community notices and complains.
- The Police Chief is disciplined for poor human resource management.

## Human Resource Manager

Responsible for administering the recruitment, hiring, evaluation, and termination processes of all City departments; coordinates benefit plans.

### Best Dreams:

- Candidates flock to the police department; on-going recruitment and staffing worries vanish; Civil Service staff is freed for other duties.
- Increased numbers of women and other protected classes are hired and retained.
- Availability of part-time work attracts the best and brightest.

### Worst Nightmares:

- Because part-time positions are outside scope of current hiring practices, much staff time is consumed establishing and maintaining the new system.
- Overall workload of staffers increases.
- A wider net must be cast to recruit the additional people necessary to fill the vacancies created when full-time officers convert to part-time; costs increase significantly.
- Costs associated with administration, training, and benefits also rise.

- Police become less professional and the number of disciplinary matters brought before the Civil Service Commission grows.

## Chief of Police

Responsible for directing the efforts of the department and accountable for results.

### Best Dreams:

- The part-time sworn concept works!
- Recruitment and retention woes become a thing of the past.
- While other departments are significantly understaffed, Del Amo PD is turning applicants away.
- Diversity, especially the number of women, within the agency increases.
- Morale is at an all-time high.
- Cal Chiefs bestows the honor of “Visionary of the Decade.”

### Worst Nightmares:

- Benefits from alternative staffing do not prove to outweigh the costs and inherent risks in initiating the new program.
- Agency professionalism suffers.
- Misconduct by less experienced, and less committed, staff results in costly mistakes; the Chief’s level of exposure to civil liability claims increases.
- Command-level and middle managers undermine the change effort.
- Communications issues arise between supervisors and part-time employees.
- Management and Supervisory workloads increase.
- The program fails and the Chief’s own job is on the line.
- Police Academy and Field Training periods extend to unacceptable lengths of time; seems to take forever to get the part-timers ready to work solo.

## Upper-level Police Managers

Senior managers who report directly to the Chief of Police and are responsible for administering a major functional area (Patrol, Traffic, Investigations, Administration, etc.). This group will be responsible for implementing part-time positions.

### Best Dreams:

- Part-time positions reduce employee’s career-related stress; relations between employees, staff, and the community are improved.
- Part-timers exhibit high morale due to less work stress, positively impact morale of full-time staff.

- Part-timers prove as capable as full-timers.
- Department achieves and maintains full staffing.
- With the organization fully staffed, police service to the community is expanded to include specialty details targeting specific problems.
- Workforce becomes more diverse; no longer have difficulty recruiting protected classes, especially women.
- Significant budget savings are achieved and the money saved is used to fund additional positions.
- Deployment options increase. Some staff and specialty details, such as D.A.R.E., are found to readily lend themselves to staffing by part-timers freeing full-timers for other work.

#### Worst nightmares:

- The radical move to flexible scheduling breaks long held traditions; the urgent need to have taken such a leap cannot be justified.
- The higher number of personnel necessary to fill existing positions increases managerial stresses.
- Consensus cannot be developed over where to put the part-timers, how to use them most effectively.
- The part-timers prove unsuited for many jobs that require personnel consistency.
- Most of the part-timers are retirees who are not very energetic.
- The Police Association fights implementation and creates pervasive negative morale issues.
- Hiring full-time officers is no longer viewed as the Department's priority.
- Lowered levels of service result when productive full-time staff opt to work only part time spending fewer hours on the job.
- Competition and divisiveness surface between full and part time employees.
- Part-time employees appear to be less committed to their jobs.
- Part-timers avoid handling risky calls because of their lower level of investment in the job.

#### Middle Managers and Supervisors

Responsible for overall operation of a specific functional area or subdivision.

This group is responsible for integrating part-timers into the workforce at the ground level.

#### Best Dreams:

- Part-timers provide unprecedented flexibility in filling schedules.

- Part-timers are more than willing to work days and hours full-time staff typically wish to avoid, including weekends and holidays.
- A large percentage of retiring and retired officers elect to re-enter the profession part-time.
- Retirees returning to law enforcement make staffing vacant positions a snap as they come already backgrounded and trained.
- Retirees bring back the expertise they developed throughout their careers.
- Folks who have considered but not pursued a career in law enforcement are able to test the waters in a part-time capacity; can explore whether it is right for them while maintaining their current jobs.
- Part-time scheduling is also made available to middle managers who are approaching retirement age.

#### Worst Nightmares:

- Open hostilities develop between full and part-timers over pay, benefits, and schedules.
- The regular officers treat the part-timers as an underclass.
- Supervisors have greater difficulty addressing the performance issues of part-timers due to fewer and inconsistent work hours.
- Providing adequate, on-going training becomes more difficult with the reduction in work hours.
- Scheduling problems are compounded by part-timers' limited availability.
- Part-time employees become less invested in their police careers, so have less to lose; discipline and punishment systems breakdown and misconduct rises.

#### Employee Associations

This group represents the collective interests of sworn law enforcement officers and is specifically responsible for negotiating hours, wages, and working conditions.

#### Best Dreams:

- Part-time positions increase the overall number of members in the Association leading to increased political clout and greater financial resources.
- The addition of part-timers provides the Association additional bargaining leverage. With full-time benefits for part-time workers emerging as a trend in the private sector, the Association pursues the same for their members.
- As benefits increase for the part-timers, negotiations become easier to obtain an even higher level of benefits for full-timers; those who work more reap more.
- Negotiating fixed ratios of part-time to full-time positions provides the Association another bargaining chip.

- Part-time scheduling reduces job-related stress and associated health concerns of participating association members.
- Members who spend less time directly on the job have more time for other important life pursuits, one of which may be Association business.

#### Worst Nightmares:

- Acceptance of part-time positions results in a corresponding loss of full-time personnel.
- Success of part-time positions leads management to believe full-timers are no longer necessary.
- The Association's ability to influence and pass legislation, as well as impact local government and community interest groups, is adversely impacted due to less commitment from part-timers.
- Part-timers become unhappy with unequal representation within the Association and form their own bargaining group; the Association loses members, money, and clout.
- There appears to be an inexhaustible pool of personnel willing to join the department in a part-time capacity. As a result, one of the association's major bargaining positions – maintaining salaries competitive with other police agencies – is weakened.

#### Women's Groups

Associations representing the interests of women, including women in law enforcement.

#### Best Dreams:

- Overall presence of women in law enforcement radically increases.
- More women make their way into supervisory and management positions furthering the voice of women in law enforcement.
- Women are offered realistic options to balance work and family issues.
- The Men's Club atmosphere is broken down.

#### Worst Nightmares:

- Women in part-time status are blocked from promotional opportunities.
- Granting part-time status is left to individual managers rather than being part of a comprehensive human resource plan. As a result, very few requests are approved due to claims of staffing shortages.
- Women are viewed as the primary beneficiaries and those who take advantage of part-time status for family reasons are subjected to unfair labor practices.
- Part-time status makes women a permanent underclass within law enforcement.

- Part-timers are not accepted as real cops by the full-timers.

## Law Enforcement Retiree Groups

Associations representing the interests of retired peace officers.

### Best Dreams:

- Retirees are returned to the workforce on acceptable terms.
- The economic condition of retirees is significantly enhanced.
- Retirees are kept active and involved, improving their health and spirits.
- They are regarded as highly valuable members of their departments.
- Retirees are given the responsibility to provide training to junior staff members.

### Worst Nightmares:

- Retirees are taken advantage of by managers and supervisors; are given less important or mundane assignments.
- Their expertise is undervalued or ignored.
- They are prevented from assignments that would take them in the field.
- Junior department members treat them poorly, as has-beens.

## California Commission on Peace Officer Standards and Training

Responsible for administering legislative mandates and funding related to peace officers standards and training; reimburses local agencies for training costs incurred in meeting training requirements.

### Best Dreams:

- Diversity of California law enforcement agencies increases.
- Part-time sworn plan becomes a model for the nation.
- Professional standards are maintained.
- Agencies embrace alternative training and testing methods such as satellite, video, interactive DVD, and motion analysis, provided by POST, as a means to provide part-timers mandated training effectively and efficiently; quickly expands as method of choice for all officers; lowers costs.

### Worst Nightmares:

- Training costs increase since part-timers must maintain the same level of proficiency as full-time officers.

- The image of California law enforcement suffers as a result of less dedication and professionalism from part-timers: POST's political clout decreases.
- Perception of lower performance leads to additional training mandates by the legislature.

## California Public Employees Retirement System

State retirement system, includes sworn peace officers.

### Best Dreams:

- Employee associations and police agencies negotiate workable retirement contribution plans for part-time sworn members, likely on a prorated basis.
- Majority of part-time members convert to full-time for several years prior to retirement, increasing contributions.
- The number of members who leave prior to retirement age and take their contributions with them is reduced.

### Worst Nightmares:

- The number of individuals paying into CalPERS grows without an increase in deposits (same amount of money, double the participants).
- Administrative workload increases; fees are raised.

## Snaildarters

In addition to the identifiable stakeholders, nearly every endeavor is subject to running up against unforeseen issues at the eleventh hour that can prevent the project from becoming reality. Such unanticipated blocks are referred to as “snaildarters.”

Snaildarters represent issues, stakeholders, or positions that planners didn't see coming and, in fact, often didn't even know existed, but which have the ability to completely derail the project.<sup>115</sup> Planners are wise to make every effort to identify potential snaildarters during the strategic planning process and make plans to prepare for their opposition.

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<sup>115</sup> Esensten, March 19, 2001.

A few possible snaildarters in relation to creating part-time sworn peace officer positions are identified below:

The California Association of Reserve Police Officers – If significant numbers of current reserve officers opted to convert to regular part-time positions, the CRPOA could suffer a corresponding loss of membership and political clout. As a result, they may lobby the state legislature and sponsor measures to outlaw part-time peace officer status.

Private Security Lobby – Private security companies may anticipate that the availability of part-time sworn police positions may erode their employee base. They may also have concerns that the availability of part-time employees would provide public agencies the ability to contract police services to customers who currently employ private security.

California Legislature – As a mirror opposite to the NGT Panel’s event wherein the legislature mandates part-time sworn positions, sufficient political influence could be brought to bear upon the legislature to cause a mandate preventing such positions. Various interest groups such as the security industry, reserve peace officers associations, peace officer associations, and others, could author such legislation to protect their own interests.

### Strategy Development

Upon the base formed through the environmental scanning and literature review, results of the NGT, WOTS UP analysis, and stakeholder identification, two strategies were developed for implementation of the strategic plan. The two provide alternative methods based on how far the agency wants to go, and how fast.

## Strategy One

The agency implements part-time sworn positions as an option for current full-time employees. Formal policies are established and Memorandum Of Understanding agreements reached. Eligibility requirements include a minimum of three years law enforcement experience. Lateral Entry employees are given credit for up to two years of service at their prior agency. Limits are placed on the number of positions and their duration based on both agency and employee needs. The employee and the agency head sign a contract setting forth the terms of the part-time agreement. The Chief of Police has full authority to deny a request if s/he deems it is not in the best interest of the employee or department. The contract includes a stipulation wherein the employee can be recalled to full-time service based on agency need with prior, limited notice, or immediately under certain extreme circumstances. No limit is placed on the maximum length of service in a part-time capacity. Part-time employees are eligible to apply for a full-time position at any time; current availability of such positions is a limiting factor.

The terms of the part-time agreement require a minimum of eighty hours work per month. The employee must serve a total of forty hours during each two-week pay period. Based on the number of hours worked, employees receive medical benefits and step pay advancements, as well as accrue seniority, vacation, and sick leave at half the level of full-time employees. Retirement contributions to the California Public Employee Retirement System (CalPERS) are also made at half the full-time rate. Part-time employees who work more than the minimum number of hours do not receive overtime pay until they exceed 40 hours in a workweek, or are required to work beyond their

scheduled number of hours on a given day. Recruitment efforts actively promote the availability of part-time scheduling.

This scenario presents both benefits and costs. The following outline some of the more significant.

Strengths:

- Part-time positions become a reality.
- Limits are established to protect the agency while sufficient flexibility exists to meet employee needs.
- Fills most of the needs expressed by women, Gen X, and retirees.
- Employees receive prorated benefits.
- Retirement contributions continue, although at a reduced rate.
- For the long-term, overtime costs are minimized because the part-time employee must reach the full-time employees' number of hours before the overtime rate applies.
- Requiring forty hours work during each pay period provides even greater flexibility than a fixed twenty-hour schedule. An employee could work any combination of days to reach the minimum of forty.
- Recruitment efforts showcase the availability of flexible scheduling options as a unique benefit; targeted groups can be actively pursued.
- Should receive broad-based support from stakeholders.

Weaknesses:

- May not go far enough to satisfy some employees and prospective applicants.
- Agreement may not be readily reached with the POA to the terms and conditions of part-time employment.
- In the short-term, costs to the agency may be substantive as additional personnel must be brought on board to fill vacancies created by conversion to part-time, or overtime is paid to fill minimum service levels.

## Strategy Two

The agency implements part-time positions for all employees possessing a Basic POST Certificate. Recruitment efforts actively promote the option of part-time work.

New hire employees are actively recruited to join the department with the intention of converting to part-time once they complete the police academy. Upon hire, lateral

officers become immediately eligible for part-time scheduling. The remainder of the rules established under Strategy One also apply.

As with Strategy One, this plan presents both benefits and costs. The following outline some of the most significant.

**Strengths:**

The strengths of Strategy One apply. In addition:

- Limitations are minimized.
- The department becomes uniquely attractive to officers working for agencies that do not offer part-time positions.
- Prospective officers can be recruited to the profession early in their work life; provides ability to complete advanced college degrees while working part-time.

**Weaknesses:**

- May go too far and stretch the resources of the agency.
- Training issues would be magnified; officers would complete the field-training program (FTO) in a part-time capacity.
- Field training period must be extended and consumes an extended period of time.
- Employee's probation period must be lengthened.
- The POA may have issues with the minimal length of service required to become eligible for part-time work. Their fear may stem from the perception that the part-timers are less qualified and less dedicated.
- Without a longer period of service prior to converting to part-time, significant issues between part-time and full-time workers may appear.
- A two-class system would likely evolve – real cops vs. play cops.
- Morale may deteriorate.
- Out of necessity, managerial and supervisory workload would increase.
- May face opposition from several stakeholders.

### Strategy Selection

Based on the information presented, Strategy One appears to be the most reasonable first step for law enforcement agencies that desire to establish part-time sworn officer positions. Strengths are maximized while weaknesses are minimized. Most stakeholders would likely support this strategy as it appears to maximize their Best

Dreams while minimizing their Worst Nightmares. Strategy One also most closely approximates the Normative Scenario presented in Chapter Two.

By starting with current, proven performers and providing the agency the authority to approve or deny requests for part-time status, short-term wins could be generated and held up to the stakeholders as examples of the value of part-time positions. The department head would be wise to make full use of management discretion in approving the first participants. A mistake early in the process could generate a sufficiently negative response to terminate the plan. As successful part-timers return to full-time status down the road, even greater support would be built within the agency.

Over time, if the part-time workers establish a proven track record of success, steps could be taken to move in the direction of Strategy Two. To fully compete in the employment market of the near future, such a strategy may well be absolutely necessary. Based on the findings in Chapters One and Two, the more open the access to flexible work schedules, the more attractive any job will be to women, Generation X, and retiring Baby Boomers. Strategy Two most closely approximates the Optimistic Scenario from Chapter Two.

### Implementation Plan

Certainly, a change of this magnitude in the basic nature of police human resource management has inherent risk for all involved. Integrating part-time sworn positions represents a significant departure from the status quo and current cultural norms. As a consequence, gaining the support of critical stakeholders is essential during the development of the implementation plan to lessen the likelihood of being blindsided by

unexpected opposition. The following presents an overview of primary stakeholder concurrence and opposition to Strategy One.

#### Stakeholder or Snaildarter?

Customers – The members of the community have the on-going ability to impact local public policy through contact with city council members, the City Manager’s office, department heads, and city employees. Any displeasure with the police department’s part-time sworn employees will come to light through one of these avenues. A variety of proactive means exists for the police chief to seek input from the community including town hall meetings, questionnaires, city council meetings, and more. Failure to take the community’s pulse on the issue may lead to snaildarters emerging to block implementation on a political level. General support, or at least a lack of opposition, from the community would be necessary to implement the strategy.

City Council and City Manager – Support from the City Council and City Manager will be necessary to implement part-time positions. Collectively, they set policy and approve the actions of department executives. The creation of part-time sworn positions requires at least the permission of the City Manager with concurrence from the Council. Their greatest concerns will be quality of service, staffing levels, and costs.

Chief of Police – Full support from this level is absolutely critical. The police chief is responsible and accountable for results. The chief must believe in the plan and ensure that members of the managerial and supervisory staff successfully integrate the part-timers to generate visible successes. The pay off in recruitment and retention capabilities must be viewed as sufficient to offset the personal risk involved.

Upper-level Managers, Middle Managers, and Supervisors – This is where the rubber-meets-the-road. Broad-based support must be generated throughout this group or the change effort is doomed. This group is fully capable of undermining the implementation process and becoming an internal snaildarter. Although occurring at different levels, their collective interests are in getting the job done, keeping units staffed, avoiding unnecessary morale problems, fulfilling training mandates, and gaining the upper hand on recruitment and retention issues. Part-time positions should appeal to them as a resource to solve scheduling conflicts, maintain staffing, improve recruitment, lower employee turnover, retain expertise, satisfy both employee and agency needs, and increase morale.

Employee Associations – This group has the clear ability to become a snaildarter. Depending on the relationship between management and the association, implementing a change in hours, wages, and working conditions could range from being no-big-deal to an all out fight. Bringing the association on board during the planning phase may remove obstacles that would otherwise surface at some point in the negotiation and implementation processes. The part-time concept should hold sufficient benefits to both represented individuals and the association as a whole to gain their support.

Women's and Retiree Groups - These two groups represent major segments of the flexible scheduling beneficiaries. As such, their support could be expected. Their greatest fears would center on management failing to do it right. Safeguards against harassment and discrimination must be reinforced throughout the organization. Without sufficient guarantees, these groups could feasibly become snaildarters.

California Commission on Peace Officer Standards and Training - POST's concerns would center on professional standards and training issues. The Commission and staff could play an essential role in reducing training concerns. Multi-media training and testing modules currently available and under development could prove the key to fulfilling a significant portion of the part-timers', as well as full-timers', continuing professional training (CPT) requirements. Should agencies not maintain CPT requirements for all their members, including part-timers, POST could conceivably become a snaildarter.

California Public Employees Retirement System (CalPERS) - CalPERS could be expected to be fairly neutral on the issue of part-time cops. Their concerns would focus on negotiations with agencies to determine costs and benefit programs. An essential component of the part-time concept is to retain more members within law enforcement agencies and, therefore, within their retirement systems, including CalPERS. Over time, this should translate to an even greater financial base for CalPERS.

### Cost Analysis

Implementing part-time sworn positions has financial impacts on the agency. While most costs could be expected to be rather minor, a discussion at this point seems in order.

### Wages

With the implementation of Strategy One, employees' salaries would be maintained at their hourly pay rate at the time of conversion to part-time status. Step pay

increases would likely be negotiated to accrue at a rate dependent on the number of work hours rather than by a calendar or anniversary date. Negotiated cost of living raises would apply to part-timers on par with full-timers unless other arrangements were negotiated. As a result, an employee would conceivably double the length of time required to qualify for a step increase. Assuming, for example, that two part-time officers at pay grade three of a possible five worked the equivalent of one full-time position, the agency would benefit from paying the lower rate to both for a longer period of time. Some costs savings would result. If the most senior officers opted for part-time, these savings would not be seen.

Negotiations would determine whether retirees returned to work at their pay grade immediately preceding retirement or at a lesser pay. If maintained at their prior rate, they would be comparatively more expensive than junior officers, but no more so than senior officers.

### Training

Clearly, training costs would increase proportionately to the number of part-time positions. Part-timers could not be required to maintain a lower level of training than full-time employees. Safety, liability, and other critical issues will pertain equally to all sworn peace officers regardless of the number of hours worked. Juries are unlikely to be swayed by the number of hours worked when deciding claims of excessive force or other improper conduct. Similarly, criminals will draw no distinction between part and full-time officers and neither should management.

A disproportionate amount of a part-time officer's time will be spent on training when compared to a full-timer's. Still, assuming the minimum goal is to satisfy POST CPT requirements, the part-timer will spend 1.15 percent of his work hours in training as opposed to 0.58 percent spent by a full-timer. While this represents twice the percentage of hours, the numbers are so small as to be relatively insignificant.

The most significant costs will come from providing twice the amount of training for each full-time position that is converted to two part-time ones. If five percent of the positions in an agency of 250 sworn were converted to part-time, an additional twelve to thirteen people would need to receive CPT. In light of POST reimbursement policies, the associated costs to the individual law enforcement agency should be relatively small, as long as the part-time employees work at least twenty hours per week. Unless significant numbers of part-time positions are created statewide, the costs to POST should also be relatively minor.

### Employee Benefits

The most significant costs associated with part-time positions could come from the level of benefits paid. Assuming part-timers receive benefits at half the level of full-time employees, as suggested by Strategy One, the costs to the agency should remain comparable with current costs.

As the agency moves toward Strategy Two, however, costs could increase. If California law enforcement anticipates the private sector trend and, to remain competitive or even slightly ahead of the curve, offers full benefits for part-time employees, costs associated with benefits would increase proportionately to the number of part-time

positions. Assuming a department of 250 sworn and five percent of the sworn jobs being converted to part-time, the benefit costs would rise about five percent. Again, in the overall picture, this represents a fairly small amount.

### Cost Savings

While each of the costs discussed above represents a viable concern, the possible offsets have the potential to decrease the overall long-term monetary outlay. For each employee who does not resign, the costs of recruiting, hiring, and training a replacement is saved. As more employees are retained for longer periods, these costs could drop significantly. Recruitment costs could also decline as the job becomes more attractive to a larger segment of the workforce. These cost savings have the potential to more than offset the costs of implementing part-time positions.

Even if the overall benefits far outweigh the costs associated with a change effort, and the elements of the strategic plan are solid, little will happen without a clear path for leading the organization from the old to the new. To begin, a critical need must be clearly communicated, a real sense of urgency generated, and a clear vision communicated, or even the best strategic plan is doomed to failure. The next chapter addresses this transformation period between the current system and the desired future state. Successfully traversing this minefield is key to affecting meaningful change.

## CHAPTER FOUR

### TRANSITION MANAGEMENT

Change is the game today, and organizations that can't deal with it effectively aren't likely to be around long.

William Bridges <sup>116</sup>

They only person who welcomes change is a wet baby.

John Hoyle <sup>117</sup>

#### Introduction

The most difficult part of any change effort is the process of transitioning between the old and the new. In times of change, the comfort of the way it's always been done is replaced by discomfort, and experts in the old way become neophytes with the new. Simply announcing a change, establishing a start date, and expecting the change to occur through management edict is naïve at best, downright dangerous at worst, and will almost certainly result in failure. Those driving the change effort must pay as much or more attention to the transformation phase as to the steps leading to this point if they having any hope of overcoming the natural, very human obstacles to change.

So far in this paper, the issue of the viability of implementing part-time sworn positions has been approached from a management perspective. Certainly, the management tasks of planning, organizing, staffing, directing, coordinating, reporting, and budgeting all play an important part in this effort.<sup>118</sup> But, to initiate this level of

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<sup>116</sup> William Bridges, Managing Transitions: Making the Most Change, (Reading, Massachusetts: Perseus Books, 1991), ix.

<sup>117</sup> John R. Hoyle, Lecture to Command College Class 31, Lake San Marcos, May 18, 2000.

<sup>118</sup> Luther Gulick, "Notes on the Theory of Organization," in Classics of Organization Theory, Jay M. Shafritz and J. Steven Ott, eds., (Belmont: Wadsworth Publishing Company, 1996) 94.

change, management simply cannot take us where we need to go. Management is about doing what we do now the right way, in the most effective and efficient manner, about maintaining the status quo. Changing to a new system does not fall within the parameters of management. Change is the job of leadership.

Taking a management approach to a leadership issue is why organizations often fail to make meaningful change. Although an outside observer can readily see that change is seriously needed, the internal participants often fail to grasp the gravity of their situation. Warnings are ignored or rationalized. Comfort takes precedence over long-term survival. Managers hunker down in meeting rooms and reassure each other that their systems are running at peak performance levels, and indeed they may be. The managers simply appear unable to see the emerging realities. As John Gardner wrote,

In most systems...needing renewal, people are satisfied with things as they are... It is though the system were asleep under a magic spell. A feature of the trance of nonrenewal is that the individuals can look straight at a flaw in the system and not see it as a flaw. Although the organization that is gravely in need of renewal may show many signs of its threatened condition, the signs cannot be seen by those who are under the spell.<sup>119</sup>

Leaders, on the other hand, are change makers. The entrepreneurs who establish new organizations are leaders. They then hire managers to ensure the systems they have established continue to operate in a predictable and efficient manner, just as the leader envisioned. But in addressing the coming state of the employment market, law enforcement's history with women, and other issues discussed in Chapters One and Two, management will not be sufficient. We cannot continue to do what we're doing. Leadership will be required to wake policing from its comfortable slumber and forge a new path into the future.

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<sup>119</sup> John W. Gardner, On Leadership, (New York: The Free Press, 1990), 126.

John Kotter agrees that change is a leader's job. In his book, Leading Change, Kotter warns of organizational realities that inhibit or prevent change. He identifies critical issues of culture, structure, and attitudes. Specifically, he believes that arrogance, individualism, lack of leadership within the ranks of middle managers, stifling levels of bureaucracy, self-serving politics, lack of trust, and an unhealthy fear of the unknown are key elements that block change.<sup>120</sup>

To overcome these issues, Kotter presents an eight-step process for leading change in organizations. The steps are:

- Establishing a sense of urgency
- Creating the guiding coalition
- Developing a vision and strategy
- Communicating the change vision
- Empowering broad-based action
- Generating short-term wins
- Consolidating gains and producing more change
- Anchoring new approaches in the culture<sup>121</sup>

These concepts will form the basis from which the remainder of this chapter will develop.

### Commitment Planning

The first and second chapters have laid the groundwork to establish a sense of urgency over the near future of law enforcement staffing. To build upon this sense of urgency, a guiding coalition must be established. A tool for use in identifying these key players is the critical mass analysis.

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<sup>120</sup> John P. Kotter, Leading Change, (Boston: Harvard Business School Press, 1996), 20.

<sup>121</sup> *Ibid.*, 21.

## Critical Mass Analysis

For purposes of this analysis, the “critical mass” includes those persons and groups with the largest stake in the change and whose support is required to ensure the desired change occurs. From the stakeholder analysis conducted in Chapter Three, the following emerged as most critical players in this process:

- Customers
- City Council
- City Manager
- Chief of Police
- Upper-level Managers
- Middle Managers and Supervisors
- Employee Association
- Human Resource Director
- POST
- CalPERS

Table 4.1 on the following page depicts the current level of commitment of each critical player and the level of commitment necessary to ensure the desired change occurs. An “X” represents their present level of commitment and an “O” the minimum level necessary to affect the change. An analysis of the position of each member of the critical mass follows.

Customers – No formal commitment on the part of law enforcement’s customers is presently seen and, in a clinical sense, would not be needed for the concept of part-time sworn positions to become a reality. This is to suggest that part-time officers could exist without the knowledge of the customers as long as all went well. Should problems arise, however, change agents would be on more solid ground if they had introduced the concept to the customer base and sought input prior to initiating the change. A member, or members, of this group could serve on the guiding coalition in at least an advisory capacity.

### Critical Mass Analysis Chart

Key Players	No Commitment	Let It Happen	Help It Happen	Make It Happen
1. Customers	XO			
2. City Council	X	→ O		
3. City Manager	X	→ O		
4. Chief of Police	X			→ O
5. Upper-level Managers	X			→ O
6. Middle Managers and Supervisors	X			→ O
7. Employee Association	X	→ O		
8. Human Resource Director	X		→ O	
9. POST	X	→ O		
10. CalPERS	X	→ O		

Table 4.1

X = Present commitment

O = Minimum commitment required

City Council – As with customers, city council members are likely unaware of the concept of part-time sworn positions at present. Unlike the customer base, however, the council must become involved in the change process at least to the degree of approving the concept, moving from no commitment to letting it happen. Their day-to-day involvement would then be delegated to the City Manager.

City Manager – While no commitment exists at present, approval of the City Manager would be needed for this venture as the change involves more than one city department. The minimum level of commitment required would be permission to let it happen, although a greater level of commitment would perhaps strengthen the resolve of the change agents and strengthen the vision. A member of the City Manager’s Office

staff, such as the Assistant City Manager, would be a welcome addition to the guiding coalition.

Chief of Police – Based on the research described in Chapter One, the Chief Officers of California’s mid-sized law enforcement agencies have not yet committed to the concept of part-time sworn positions in any significant way. A staffing change of this magnitude must be led from the top, so full commitment from the department head to making the change happen is essential to success. The Chief must serve as a member of the guiding coalition.

Upper-level Managers – As with the department head, evidence of commitment to establishing part-time positions at this level was not identified in the research. Some support was found among individual managers but no organized efforts at implementation were uncovered. Full commitment from those who are the Chief’s direct subordinates is essential to make such a change happen. These upper-level managers must set the example and live the articulated vision. They must walk-the-talk. Failure to do so will undermine the change effort and ensure the change fails. Key members of this group must also serve on the guiding coalition.

Middle Managers and Supervisors – Again, as most of the critical mass stakeholders are largely unaware of this proposal to create part-time sworn positions, no appreciable commitment exists at present. Because this group is responsible for making the change work at the line level, their commitment to making it happen, as with the chief of police and upper-level managers, is crucial. Members of this group must participate as members of the guiding coalition.

Employee Association – This group must move from no commitment to at least letting the change happen. Hopefully, greater commitment can be generated toward actually helping or even making the change happen. The stronger the cooperation and participation of the association in working with management on this issue, the smoother the transition and more likely the outcome will be a win for all involved. While participation by a member of the Association’s Board of Directors in the guiding coalition may not be essential, their presence may reduce conflict when terms of the part-time agreement are negotiated.

Human Resource Director – The minimum level of commitment required from the Human Resource Director would be to help the change occur. Her/his support will be required for successful negotiations with other stakeholders, as well as ensuring modification of city policies and recruitment and hiring practices. Failure to receive a commitment from H.R. to helping the change occur could derail the plan. Involvement in the guiding coalition would likely be only advisory in nature.

California Commission on Peace Officer Standards and Training – Commitment from POST to letting it happen is the minimum required. This indicates that at least some level of support from the Commission and staff will be required for the concept of part-time sworn to succeed. As their involvement would center on certification and training, a commitment to support the effort and not construct unnecessary roadblocks would be important. Beyond that level, a greater commitment from POST could go a long way in making part-time sworn a reality statewide. POST wields political influence, is seen as a valuable resource for agencies within the state and across the nation, and represents progressive thinking in the field of law enforcement.

California Public Employees Retirement System – Similarly, a minimum commitment to letting the change occur would be required from CalPERS. Their buy-in to implement retirement plans for part-timers as negotiated by law enforcement agencies and employee associations would be necessary.

### Management Structure

As identified above, the direct participation of the chief of police, key upper-level managers, middle managers and supervisors on the guiding coalition will be necessary to lead and manage the change. A representative of the City Human Resources department may serve as an advisory member and involvement from the City Manager’s staff, the Employee Association, and perhaps even the agency’s Customers, would be desirable.

In selecting the members of this group, the Chief of Police must ensure a sufficient number of leaders are included. As discussed above, change is a leader’s job and a group of excellent managers may fail without leaders willing to go out front and show the way. Both are needed, however, because strong managers must be present to keep things together and to implement the change driven by the leaders. Including sufficient expertise related to the issue, enough people with the authority to make the change happen, and folks of high credibility within the organization’s culture, are also important when staffing the guiding coalition.<sup>122</sup>

### Responsibility Charting

To make part-time sworn positions a reality in California’s mid-sized law

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<sup>122</sup> Kotter, 57.

enforcement agencies, the essential players must reasonably understand what is expected of them, the role they are to play, and how their part fits within the overall plan. In Chapter Three, the stakeholders' implementation concerns and expected level of support were discussed. In this chapter, the stakeholders who comprise the critical mass have been identified, their positions explored, and from this group a guiding coalition emerged.

Table 4.2 on the following page clarifies the guiding coalition members' responsibilities in implementing the change. For the various steps in the implementation process, each member is identified as having one of five roles. First, is the player responsible for this step? Second, must this player be informed or consulted prior to the action being taken? Third, is their approval required, in other words, do they have a right to veto the action? Fourth, is their support required, or their resources needed? And, finally, are they relevant to this step?<sup>123</sup>

As noted above, Chapters One and Two should provide sufficient information to create a sense of urgency with regard to the creation of part-time sworn positions and provide ample insight from which an agency-specific vision can be developed. Chapter Two discussed vision and offered two implementation strategies. This chapter has provided guidelines for identifying and creating the guiding coalition, and the responsibility chart identified the coalition members who are tasked with creating and communicating the vision.

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<sup>123</sup> Cary Simon, "Change Management," Lecture to Command College Class 31, Lake San Marcos, March 21, 2001.

## Responsibility Chart

Decisions or Actions	Participants					
	Chief of Police	Upper-level Mgrs	Mddle Mgrs & Sups	City Manager	H.R.	POA
Select the Guiding Coalition	R	I	I	I	I	I
Create the Change Vision	R	R	I	I	---	I
Create the Strategic Plan	A	R	R	I	I	I
Communicate the Vision	R	R	R	S	---	---
Develop Policy	A	R	R	I	S	I
Negotiate MOU Agreements	A	R	S	A	S	R
Provide Training	A	A	R	I	S	I
Identify Potential Participants	A	A	R	I	I	I
Select Participants	R	I	I	I	I	I
Recruitment Planning	A	A	R	A	S	I
Implement Plan	R	R	R	A	S	I
Evaluate Outcomes	R	R	R	A	S	I
Assimilate with the Organizational Culture	R	R	R	S	S	S

Table 4.2

R – Responsibility (not necessarily authority)

A – Approval (right to veto)

S – Support (put resources toward)

I – Inform (to be consulted before action)

--- Irrelevant to this item

Returning to Kotter’s model for a moment, steps one through four: establishing a sense of urgency, creating the guiding coalition, developing a vision and strategy, and communicating the change vision, coincide with “unfreezing,” the first step in Cary Simon’s Triage of Change.<sup>124</sup> The same concept is captured by William Bridges’ term

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<sup>124</sup> Ibid.

“ending.”<sup>125</sup> The central theme involves the process through which the old way of doing business is brought into question, “defrosted,” or ended, alternatives are offered, and the organization is prepared to embark on the change effort.

Kotter’s steps five through seven: empowering broad-based action, generating short-term wins, and consolidating gains and producing more change correspond to Dr. Simon’s “implementation” phase<sup>126</sup> and Bridges’ “neutral zone.”<sup>127</sup> The majority of the tasks identified in the responsibility chart above fall within this category. This is where creativity is unleashed and the change effort is focused.

The final step in Kotter’s process, anchoring new approaches in the culture, is the new beginning<sup>128</sup> where the change takes hold and “refreezing” occurs.<sup>129</sup> In the responsibility chart, this step is shown last to coincide with the idea that the change has taken effect and the new path has been established and become the accepted way of doing business.

These steps may not occur in the strict order listed and more than one may be taking place at any one time. The critical concept to be kept in mind is that change will not occur if the transition process between ending the old and beginning the new, between unfreezing and refreezing, is not properly led and managed.

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<sup>125</sup> Bridges, 4.

<sup>126</sup> Simon.

<sup>127</sup> Bridges, 5.

<sup>128</sup> Ibid., 8.

<sup>129</sup> Simon.

The next chapter brings this project to a close. The project is summarized, evaluation issues discussed, recommendations made for future research, and implications for leadership presented. The chapter ends with a conclusion and final recommendation.

## CHAPTER FIVE

### CONCLUSION

In the end, it is important to remember that we cannot become what we need to be by remaining what we are.

Max DePree<sup>130</sup>

#### Project Summary

This project has explored the future viability of part-time sworn positions on mid-sized California law enforcement agencies. The first chapter included an environmental scan and literature review through which futures issues emerged that appear to be in conflict with present day law enforcement's staffing methodology. Information was generated to indicate that flexible work options, including part-time jobs, were attractive to women, members of Generation X, and retiring Baby Boomers.

The second chapter documented the outcome of a Nominal Group Technique process. The NGT panel explored trends and events related to part-time sworn positions and, based on their work, scenarios were developed describing Optimistic, Pessimistic, and Normative futures. The ideas generated by the panel suggested that part-time positions could be a desirable law enforcement staffing option into the future.

From the three futures scenarios, a strategic plan was developed. During this process, a WOTS UP analysis was completed. Stakeholders were identified and their Best Dreams and Worst Nightmares explored. Two implementation strategies were developed and the strengths and weaknesses of each evaluated. Implementation issues were considered from the perspective of each stakeholder. Costs associated with

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<sup>130</sup> DePree, Max, Leadership is an Art, (New York: Bantam Doubleday Dell Publishing Group, Inc., 1989), 100.

implementation were also examined. With the addition of the findings of this, the third, chapter, the creation of part-time sworn positions appeared to be an even more viable staffing option for mid-sized California law enforcement agencies into the future.

Transition management was explored in the fourth chapter through the use of critical mass analysis and responsibility charting. Critical stakeholders were identified and their positions analyzed. From the critical mass, a guiding coalition emerged and their responsibilities in the change transformation process were charted. The responsibility chart serves as a visible resource for each member of the coalition to track not only their own duties, but to see how their piece fits within the larger plan as well.

#### Evaluation Activities

For agencies that choose to implement part-time sworn positions, some type of feedback and evaluation process must be established to determine whether or not the effort was a success. The organization's long-standing performance measures will serve as anchors against which the performance of the new staffing concept can be compared. A series of performance indicators must also be developed to capture the information specific to the part-time sworn staffing that managers deem necessary to determine whether the change has been positive, negative, or needs to be modified in some form.

Possible areas to consider could include:

- Has the presence of part-timers impacted the level of service provided to customers?
- Do internal and external stakeholders accept the part-timers?
- How are the relations between the full and part-time employees?
- Have staffing levels been impacted?
- Have diversity levels been affected?
- Have sufficient numbers of people applied for part-time work? Have too many?

- Are more women and Gen Xers being retained?
- Have recruitment and hiring pressures eased?
- Has organizational performance been positively or negatively impacted?
- Has the productivity of both full and part-timers increased, decreased, or remained about the same?
- Have cost concerns surfaced since part-time positions were implemented?
- Have training issues emerged?
- Has organizational morale been impacted?
- Are other organizations following our lead?
- What has been the impact on scheduling?
- What has been the impact on the organizational culture?
- Has the concept of part-time cops been accepted?

### Recommendations for Future Research

Future research in this area should explore the successes and/or failures of attempts at implementing part-time sworn positions. These stories must be shared throughout the law enforcement community as examples of what, and what not, to do. Additional research may be warranted on more specific flexible staffing issues such as flex-time, flex-place, telecommuting, virtual office arrangements, job sharing, and other options as they arise. While many of these options may seem unsuitable for law enforcement application, that may be based on how the job is currently defined. Creating part-time sworn positions may be a small first step that opens the door to broader visions of law enforcement staffing options.

### Implications For Leadership

Make no mistake about it – the most critical competition in the future will be over talent. Those organizations that offer a workplace flexible enough to attract and retain employees will win while those that resist will lose. Members of Generation X, representing the major segment of the labor pool through 2006, view life and work issues

differently than people in positions of authority in today's organizations. Law enforcement has a choice – retain the status quo and risk that sufficient numbers of qualified employees can be found in an ever-shrinking market, or evolve to a new, more flexible staffing model to attract and retain high-quality employees for whom policing becomes a more viable career option.

The writing is on the wall and 3-D decoder glasses are not required to grasp the message. Yet, as Armand E.R. Mulder warns, while American law enforcement agencies complain about having great difficulty recruiting peace officers and support personnel, managers seem hesitant to do anything about it. They appear stuck in the Industrial Age mindset looking for what is wrong rather than asking what changes they can make to enable them to achieve their mission.<sup>131</sup>

And things will only get worse. By the time 2006 arrives, the number of available jobs will exceed the workforce in America.<sup>132</sup> Qualified employees will be in high demand and they will know it. The employers best suited to meet employees' needs will have first shot at the best. Unless law enforcement agencies reduce their rigid employment practices and explore alternative methods, such as part-time staffing and flexible scheduling, they will likely be on the short end of the stick. Undesirable options such as significantly reducing qualification standards, and absorbing or being absorbed by other law enforcement agencies, may become the reality.

Perhaps the Nexters may save us, but they will likely prove to be too late. The vanguard of that generation has only begun reaching law enforcement eligibility age

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<sup>131</sup> Armand E.R. Mulder, "The Last Opportunity," Network: California Peace Officers' Association Newsletter, February 2001, 12.

<sup>132</sup> Esensten, "Building A Strategic Organization."

within the last few months. While a much larger generation than the Xers, with a collective value system more aligned with the Veterans, they will play a second chair role to Gen X for several years to come.

So why should the reader care? After all, most who see this project will be retired by the time the majority of the forecasts presented here come to pass, should they do so. The reason is that leaders plan beyond their tenure, they look ahead and prepare their organizations for the future.

In this project, specificity with regard to what part-time positions would look like has been purposely avoided. If one can agree on the general concept, and especially if the vision of part-time field officers can be grasped, then finding jobs within an agency suitable for part-timers should not be too difficult. Similarly, labels for part-time arrangements have been avoided. For some agencies, part-time may simply be a scheduling option within a variety of assignments. For others, labels such as job sharing, flexible scheduling, or even telecommuting, may apply. Any and all of these may well be appropriate, but the final determination will rest with the Chief of Police and the guiding coalition and must be made in the best interests of both the department and the employees.

The clearest implication of this project for law enforcement leadership is that bringing part-time sworn positions to life is a leadership issue. This change must be led. The new reality must then be managed, and managed well.

## Conclusion

No one knows what the future will hold, but the pace of change within the social, technological, economic, political, and legal spheres does not appear to be slowing anytime soon. As a result, on-going environmental scanning, literature review, forecasting, evaluating, and reassessing are essential tasks of the 21<sup>st</sup> century law enforcement leader.

The intent of this project was to raise to a conscious level important staffing and workforce issues that lay just beyond the horizon. While an argument for instituting part-time sworn positions can certainly be made in the present, a clearer picture of their viability has emerged through this exploration of the future. Armed with this foresight, courageous leaders can prepare their agencies for the world of 2006 by implementing part-time staffing options today. Strategy One, as outlined in Chapter Three, provides a viable starting point. As experience and successes are generated, progressive leaders should move their organizations toward Strategy Two. Part-time sworn positions may well hold the key to successfully staffing the law enforcement agency of 2006.

One final thought: As the reader considers this proposal and ponders the risks, recognize that there is an ethical component involved. As Robert Greenleaf wrote in his essay, "The Servant As Leader,"<sup>133</sup> over thirty years ago:

The failure (or refusal) of a leader to foresee may be viewed as an *ethical* failure, because a serious ethical compromise today (when the usual judgment on ethical inadequacy is made) is sometimes the result of a failure to make the effort at an earlier date to foresee today's events and take the right actions when there was freedom for initiative to act. The action which society labels 'unethical' in the present moment is often really one of no choice. By this standard a lot of guilty people are walking

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<sup>133</sup> Greenleaf, Robert, Servant Leadership, (Mahwah: Paulist Press, 1977), 3.

around with an air of innocence that they would not have if society were able always to pin the label “unethical” on the failure to foresee and the consequent failure to act constructively when there was freedom to act.<sup>134</sup> (emphasis in the original)

Is it possible that today’s rigid staffing policies and practices are the last artifacts, the final artificial barriers constructed by law enforcement tradition to block women from entering policing in any significant number? If so, prior generations of law enforcement administrators failed, or refused, to foresee and act allowing the tradition to continue into the present. As demonstrated throughout this project, making part-time positions a reality will benefit not only women but other major components of the workforce of 2006 as well. Today’s police administrators have the opportunity to perpetuate or break with tradition. They can exercise the freedom to act constructively now, or they can maintain the status quo. What choice will you make?

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<sup>134</sup>Ibid., 26.

Appendix A

<b>AGENCY</b>	<b>CONTACT</b>	<b>DATE OF PHONE INTERVIEW</b>	<b># OF PART- TIME SWORN PER US DOJ</b>	<b>ACTUAL # OF PART- TIME SWORN</b>
Fremont Police	Lieutenant Bob Nelson, Personnel	11 Apr 01	3	0
El Dorado County Sheriff	Lieutenant Dennis Small, Support Services	11 Apr 01	1	1
Inglewood Police	Sergeant Bryan Mylar, Personnel	11 Apr 01	2	0
Pasadena Police	Lieutenant Marilyn Diaz, Personnel	11 Apr 01	4	0
Pomona Police	Lieutenant Gary Graham, Administrative Services	18 Apr 01	1	0
Brea Police	Doug Stephenson, Personal Analyst	11 Apr 01	1	0
Costa Mesa Police	Lance Nakamoto, Personnel Analyst	11 Apr 01	1	0
Garden Grove Police	Sergeant Bruce Prince, Professional Standards Division	18 Apr 01	1	0
Newport Beach Police	Debbie Lektorich, Administrative Assistant to the C.O.P.	11 Apr 01	2	0
Orange Police	Lieutenant Jim Hudson, Administration	18 Apr 01	2	0
Placer County Sheriff	Nancy Harger, Administrative Technician, Personnel	18 Apr 01	3	0
Corona Police	Sergeant Jacque Nielsen, Personnel and Training	12 Apr 01	1	0
Shasta County Sheriff	Captain Rick Burnett, Enforcement Division Commander	19 Apr 01	1	0
Sonoma County Sheriff- Coroner	Sergeant Barry Morris, Personnel Services	13 Apr 01	2	0

Appendix B

Part-Time Agreement  
City of Portland  
&  
Portland Police Association

This agreement is between the City of Portland Police Bureau (PPB) and the Portland Police Association (PPA).

It is the intent of this agreement to provide a one-year period of time for Officer \_\_\_\_\_ to work on a part-time basis. It is not the intent of this agreement to waive any rights the City or the PPA has under law, current practice, or applicable collective bargaining agreement.

This agreement places Officer \_\_\_\_\_ in a part-time assignment effective \_\_\_\_\_, 2001 through \_\_\_\_\_, 2001. This assignment and agreement is subject to the following conditions:

1. The position utilized in this part-time assignment is in the Disability and Pension office. During the one-year period (defined below) this assignment is exempt from "bumping" under Article 23 of the current collective bargaining agreement (contract) between the City of Portland (City) and the PPA. Officer \_\_\_\_\_ waives her/his right to "bump" under Article 23 as long as s/he is in part-time status.
2. Officer \_\_\_\_\_ will divide the two-week pay period so that s/he works three 10-hour days each week, for a total of sixty hours per pay period. Specific work hours and workdays will be determined by the PPB.
3. Part-time employees will accrue vacation, sick leave and holidays in accordance with the number of hours served.
4. Pursuant to Article 49 of the contract, "Permanent part-time employees will be eligible for medical, dental, vision and life insurance coverage the first of the month following 174 hours of eligible service. Medical, dental, vision and life insurance benefits will be paid at 50% of the City contribution for any permanent employee who has a Standard Hours designation of at least forty hours but less than seventy-two hours in a pay period in a benefits eligible, budgeted position. Medical, dental vision and life insurance benefits may be denied to employees who are in a pay status for less than eighty (80) hours during a calendar month by the withholding of City-paid premiums for the subsequent month.
5. Overtime shall be paid pursuant to the PPA contract when the employee works more than 8 hours in a work day (or ten (10) hours in a work day for those personnel engaged in the Four-Ten Plan), depending upon the normal length of their shift. Overtime will also be paid in excess of 40 hours in a workweek. (This means that

what may be an "overtime" shift for a full-time employee will be paid as "straight time" for a part-time employee in most circumstances).

6. Pursuant to Article 23 of the current contract, seniority shall be defined as the length of uninterrupted service by the officer in the Bureau within the officer's Civil Service classification following the officer's most recent appointment. However, part-time officers shall not be eligible to use their seniority to select overtime under Article 23.10 of the collective bargaining agreement. During the period of this agreement (defined below), time spent in part-time status shall be included in length of service but their full-time equivalent seniority for purposes of Article 23 shall be recalculated every ninety (90) days.
7. The PPB will report the names of any employees working less than full-time to the Fire and Police Disability and Retirement Fund (FPD&R). Years of service credit and benefits for part-time employees are determined solely by FPD&R.
8. Should a part-time employee wish to return to a full-time position, the employee must request a transfer to a vacant full-time position through the normal transfer request process.
9. The decision as to the number, assignment, and duration of part-time positions is solely that of the PPB. The selection of persons by the PPB shall be made solely at the discretion of the bureau from those employees who apply.
10. This assignment does not restrict the Police Bureau's ability to revert to standard scheduling pursuant to the notice requirements of Paragraph 12 below, if, as defined solely by the bureau, it is in the best interest of the Bureau.
11. This agreement addresses only designated part-time positions covered under the PPA contract, and should not be considered as changing terms and conditions of the current PPA contract.
12. The period of this agreement shall be for October 26, 2000 through October 24, 2001. Either the Portland Police Association or the City of Portland may terminate this agreement by giving sixty (60) days notice to the other parties to this agreement. In the event the agreement is terminated, the employee(s) shall return to full-time status on the first day of the pay period beginning after the conclusion of the sixty-day notice period.

SIGNATURE PAGE FOLLOWS

## Appendix C

### Nominal Group Technique Participants

1. Laurie Anderson, Torrance Police Department, Staff Assistant, Certified Police Planner
2. Anne Barnet, Therapist, Drug Counselor
3. Douglas Dickerson, Captain, Brea Police Department, Investigative Bureau Commander
4. Tom Hood, Bureau Chief, Executive Office, Commission on Peace Officer Standards and Training
5. John Jones, Recreation Services Administrator, City of Torrance
6. Lynn Lynnberg, Human Resource Consultant, Boeing Satellite Systems
7. Dr. Gus Martin, Assistant Professor, California State University Dominguez Hills
8. Lieutenant Linda Spreine, Orange County Sheriff's Department, Chief of Police Services for the City of Laguna Nigel
9. Toni Warner, Director of Community Relations for Virco Corporation; Vice President, Cultural Diversity, Torrance Area Chamber of Commerce
10. Lisa Wenger, Toyota Motor Sales, Human Resources Recruiter
11. Mark Wittenberg, Lieutenant, Torrance Police Department, Professional Standards Unit Commander

## Appendix D

### Trends

1. Multiple career orientation
2. Collaboration with other organizations
3. Use of technology
4. Less exposure to conflict
5. Alternative work schedule
6. Diversity issues within the workplace
7. Balanced life issues
8. Presence of community-based crime diversion programs
9. Changes in laws, policies, and procedures
10. Changes in recruitment procedures
11. Regionalization of services
12. Retention issues
13. Levels of professional specialization versus generalization
14. Commitment to self
15. Military, industrial view of work and productivity
16. Environmental and energy issues
17. Public perception and expectations
18. Labor costs
19. Training delivery
20. Entrepreneurism
21. Deployment
22. Alternative staffing

## Appendix E

### Events

1. OPEC establishes an oil embargo
2. Riot in West Los Angeles (affluent area)
3. Gang truce
4. Federal legislation passes requiring peace officers to work neighborhoods of their ethnicity
5. Legalization of drugs
6. Stock Market crashes (economic depression)
7. State of California mandates 10% reduction in energy use
8. Natural disaster strikes Los Angeles
9. Technological invention (NASDAQ crash leads to affordable P.C.'s, etc.)
10. First female President, first female governor of CA, first female head of F.B.I.
11. L.A.P.D. embraces their consent decree
12. Legislature mandates that 50% of police personnel have to be part-time
13. Court decision mandates part-time employment as a "reasonable accommodation" (under 14<sup>th</sup> Amendment)
14. Social Security ends
15. CAL PERS declares bankruptcy
16. US commits 1,000,000 troops to Middle East
17. Legislation is passed that reduces tax distribution to cities
18. Legislative mandate imposes population-based ratios
19. Laser handgun becomes readily available
20. Terrorist attack on the Freeway Series at Dodger Stadium
21. Immigration laws are disbanded
22. Drugs are declared to be a national security issue
23. Conflict resolution is incorporated into high school curriculum
24. Police officers become part of high school staff
25. POST can no longer revoke the certificates of convicted felons
26. Legislation mandates that sworn personnel must have Bachelor's degrees at the time of hire
27. State law cannot prohibit off-duty employment for sworn peace officers
28. State law mandates a residency requirement
29. Use of surveillance technology becomes more readily available
30. State law mandates a citizen review board
31. Socialized medicine
32. Robotics become commonplace in the workplace
33. POST mandates relicensing of police officers
34. Legislation eliminates the police academy in place of a two-year criminal degree
35. Legislation eliminates the citizenship requirement for police officers
36. Legislation mandates fixed percentage of female officers

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