Commission on Peace Officer Standards and Training

Center For Executive Development

Command College 5

Independent Study Project

WHAT RETENTION STRATEGIES WILL BE NECESSARY TO KEEP SWORN OFFICERS IN DEPARTMENTS OF 15 OFFICERS OR LESS BY THE YEAR 1997

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EXECUTIVE SUMMARY

According to a 1981 POST publication, a growing concern of police executives is the retention of sworn officers. One aspect of retention of officers is the importance of a long-term goal setting plan. The police agency administrator must recognize the diverse needs of officers for any plan to be effective. This technique has been an emerging issue for the past decade.

Law enforcement administrators of small police agencies historically have administered their department's operation by the seat of their pants, reacting to personnel problems as they arise rather than using futures planning techniques that would help them deal with the current officer retention problem. Many chief administrators have recognized the monetary cost involved with high turnover and training. Lawsuits must not be overlooked when ill-equipped and under-trained officers are allowed into positions of authority. The potential for wrong-doing escalates and in itself can perpetuate the filing of costly lawsuits against officers and police agencies.

The results of this project will present ways to effectively reduce turnover of officers in small California police agencies and hopefully change the direction of thinking of chief administrators to better enable them to deal with future planning. Mindset is not always an easy thing to change, especially when dealing with chiefs of police who usually came up through the ranks. However, the reading of this document by even the most closed minded individual will give new insight into innovative ways to deal with the future.

The project identifies management techniques that will assist managers in their quest to reduce high turnover of officers in small police agencies and provide their communities with efficient and effective law enforcement well into the future.

A well planned officer retention program in small police agencies will result in an effective and efficient police operation, generally improving morale and citizen satisfaction with the provided police service. This will also reduce the operating cost of the agency through the longer tenure of officers and reduced recruitment costs.

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CHAPTER 1

INTRODUCTION

A 1986 Peace Officer Standards and Training (POST) survey reported that about 34% of the cities in California have 15 or fewer sworn personnel. This indicates that small police departments account for more than 1/3 of California's total law enforcement agencies. Citizens within these small police agency jurisdictions expect the same quality of police officers as officers in larger agencies.

A CBS Nightly News broadcast in August, 1987, forecast a 10% per year population growth of California through the year 2000. My recent research of a 1986 POST publication, Employment Data for California Law Enforcement, for 1987, shows 48,484 police officers and deputy sheriffs employed in California law enforcement in 1986. Small police and sheriff law enforcement agencies employed about 1007 sworn officers in 1986. POST's Employment Data for California Law Enforcement for 1987, shows 48,758 sworn police and sheriff's officers employed in 1987. This is an increase of 320 sworn officers employed in California law enforcement for 1987. The same study showed a 30 officer reduction in small police agencies in that same time period. This shows that while the total number of police officers and sheriff deputies in California has risen slightly in the past two years, the number of small agency officers has declined.

A significant concern has developed in regard to the ability of small California police agencies to retain sworn officers. The problem of increased officer turnover has been compounded by the inability of agencies to fill vacant positions.[1]

The 1986 POST publication, Research of Employment Data for California Law Enforcement, clearly established a great salary differential between large and small police agencies. During recent meetings of the Tulare County Police Chief's Association in Tulare County, several Chiefs commented that veteran officers were leaving smaller departments and moving to larger departments. Entry level officers were also being drawn to the larger departments, making recruitment of officers for smaller departments more difficult.

A 1985 Command College Project by Chief of Police Richard A. Diaz stated that within three police agencies in a 40 mile radius there was a 28% pay differential for police officers. I recently conducted a telephone survey of four law enforcement agencies in Tulare County. The largest agency was the Sheriff's office with over 400 sworn officers, the smallest was a city police agency with 10 sworn officers. The greatest disparity (55%) was between the largest agency and the smallest. The second largest agency, with 70 sworn officers, had a pay differential of about 32% higher than the third agency. The third agency with 21 sworn officers, was about 20% higher than the smallest agency.

It is accepted in law enforcement that patrol is one of the most important functions of a police department. I recently compared the job description for patrolman of the Visalia Police Department, with 77 sworn officers, to that of the Woodlake Police Department, with 10 sworn officers. This comparison showed a great difference in their duties. In small police agencies, 15 sworn officers or less, patrol involves every member of the agency in its operation. Small agencies are unlike larger police agencies with specialists, supervisors, middle management and administrators who have fine-tuned their specialties and have time to devote to their specific area of expertise. Small agency personnel, however, from the patrolman to the chief of police, are required to devote the majority of their time to working a patrol shift in a marked unit. Sometimes, chief of police duties and patrol duties are synonymous, requiring the Chief and officers to work very closely together. Administrators of small police agencies need to seek innovative ways to motivate and manage their sworn officers. When chief administrators are not motivated it becomes quickly apparent to the officers who look to them for guidance in their work attitude and performance. According to Tom Peters in the book, A Passion For Excellence, successful management is not necessarily the product of written policies or orders, as is frequently the method used by small agency chiefs

to administer their department. Many police chiefs of small agencies that I contacted felt personal contact with subordinate officers would lead to familiarity with the officers and diminish their ability to manage effectively. Peters suggests that an outwardly motivated manager who seeks personal contact with his subordinates and reassures them of their worth can create an enjoyable working atmosphere.[2]

It is clear from talking to chiefs of police of 11 small agencies in California that officers are leaving small agencies at an alarming rate when compared to five years ago (refer to appendix B). What is not clear is why officers continue to leave small agencies. It is safe to conclude that the above methods now being used by small departments are not adequate to stop or slow the exodus of officers. Enhanced recruitment was viewed by some of the above mentioned administrators as a plausible solution.

This paper examines the past and present practices of small police agencies that have contributed to the inability of many small police agencies to retain qualified police officers. Through the use of future scenarios, the small agency environment in the year 1997 will be described. Retention strategies that could make a career in small police agencies more attractive to their officers will be identified, and a plan for California's small police agency administrators to consider when faced with

a problem of retaining qualified sworn officers' will be presented.

A review of the findings of a 1981 POST study on officer retention reveals that law enforcement is now experiencing a labor shortage. There is a trend in the reduction of qualified recruits seeking law enforcement as a career. Small agencies are finding it more difficult to compete with larger agencies for the few applicants seeking law enforcement careers. This study also indicated that politicians, city managers, and police administrators must recognize that retention of sworn officers is much less costly in the long run than recruiting and training new officers. The future needs of career officers must be identified and innovative ways to meet those needs must be implemented to carry us successfully into the future.[3]

High turnover in small agencies is not only costly but affects the quality and quantity of police service.

Huron, a small city in Fresno County, California disbanded its police department in early 1987 because of financial instability and the frustrations of their politicians at not being able to retain quality police officers on the department. Seven months later, the police department was re-opened with all new personnel and a different mindset of the political powers. They feel if they compensate the officers adequately with salaries and benefits, they will have less turnover and can actually save money on recruitment. (Interview: Chief of Police David DeLeon, Huron Police Department).

CHAPTER 2

THE FUTURE

ISSUES

The first objective is to factor and study the general issue utilizing futures research methodologies. The outcome will be three futures scenarios. The general issue is stated as follows: "What retention strategies will be necessary to keep sworn officers in departments of 15 officers or less by the year 1997?"

Three related issues have been identified from the past. Brainstorming with four police administrators who had knowledge of past related issues resulted in the following:

1. Were law enforcement grants and public monies more readily available before Proposition 13?
2. Was the selection process for entry level officers adequate to judge their adaptability to police work in small police departments?
3. Was there little or no lateral or horizontal mobility for a police officer in small police agencies?

Both the selection process and the lack of opportunity for lateral or horizontal movement affecting the retention of police officers were identified as possibly viables in the present.

Related issues emerging in the present were identified by brainstorming the same four police administrators. The

issues were then subjected to a preliminary screening as an approach to structuring the general issue for research. The criterion was a judgement concerning the degree of relatedness. The result was a list of five issues that, when considered together, essentially define the parameters of the general issue being studied:

1. Are benefits equal for small and large departments?
2. Does the uncertain financial stability of small cities make it less attractive for officers to make a career in small police departments?
3. Is there a lack of diverse job opportunity causing no movement laterally or horizontally for the police officer?
4. Do local political attitudes toward sworn officers impact retention of those officers?
5. Will the loss of a catastrophic lawsuit against a small law enforcement agency affect the retention of sworn officers in the future?

Consideration was given to related issues that might emerge by the year 1997. Future issues were judged to be relevant on the basis of potential impact upon possible futures scenarios. The initial selection was:

1. Will laws and mandates for entry level officers in the future reduce the labor pool?
2. Will fiscal resources in the future allow small departments to keep pace with high technology?
3. Will small police departments be able to provide adequate training?

METHODS AND TECHNIQUES

The following methods and techniques will be utilized:

-Scanning

-STEEP

-Nominal Group Technique

-Personal Interviews

-Events Forecasting, Trends Forecasting

-Cross Impact Analysis

-Future Scenarios

Scanning

Scanning involved reading local daily newspapers, regional and national newspapers, and professional magazines. Utilizing library facilities for locating articles and publications relating to the project provided background information for the Nominal Group Technique group. (Appendix A).

STEEP

STEEP was used to define the scope of the scanning process to assure that all relevant issues were covered.

S - SOCIAL

T - TECHNICAL

E - ENVIRONMENTAL

E - ECONOMICAL

P - POLITICAL

Nominal Group Technique

A method of a group process using futures research is the nominal group technique. This process provides a format for ideas concerning a specific topic. This method allows you to analyse future trends and events that could have an impact on the issue of retention of sworn officers in small police agencies. A group of nine law enforcement and professional people was assembled (refer to appendix A), were provided materials relating to the subject, time for review and then met on August 7, 1987.

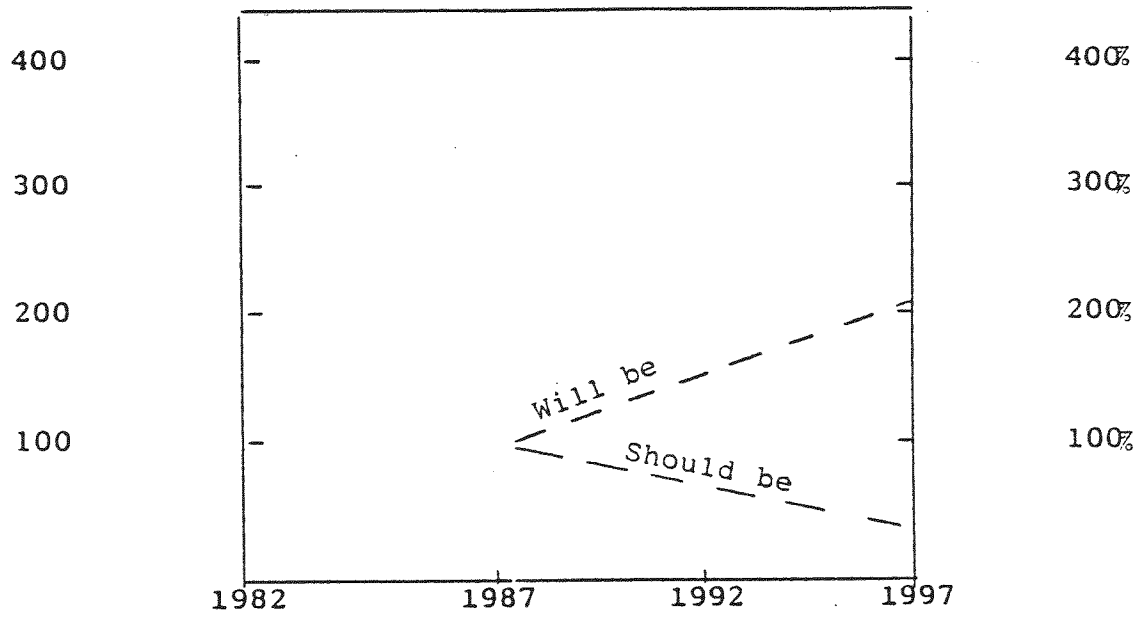
The members were told that the purpose of the meeting was to identify trends and events that could impact the issue. Trends were identified as a group of events occurring and moving in one direction. Events were described as a one-time occurrence that could be looked back on from the future and a specific date of that occurrence identified. Cross impact analysis was used to study relatedness of trends and forecasted events. This process can identify an event that, if it occurs, could impact an identified trend.

Trends

The group was asked to generate trends that could impact upon the retention of sworn officers in small police agencies over the next ten years. Each member privately listed trends they felt impacted the issue. A round robin discussion was conducted where each member gave his thoughts one at a time

FIGURE 1

Job Not Meeting Recruits' Expectations



Trend Statement No. 1

Officers entering small city law enforcement fresh from the security of their parents' home frequently have very little life experience, no military experience, and only glamorous cops and robber television shows to titillate their desire for excitement. These officers must adjust to a regimented hierarchical agency environment, strict discipline, little encouragement for involvement in decision making, and basically a slow mundane report-taking job. This may cause a high turn-over of these officers and, if so, has grave consequences on a department's ability to provide adequate police services.

Results

This trend was forecast to reach 210% by 1997.

Analysis

The results indicate that the trend of new officers entering small police agencies and quickly becoming disenchanted with the job will double by 1997. The group felt if recruitment policies of applicants for small agency police departments incorporated a method to identify applicants suitable for a small department, it could lower the rate of turn-over.

in succession and these thoughts were written on a flip chart. Twenty-seven trends were identified (refer to appendix C) and from this list 5 trends were chosen by the group as being the most valuable to the issue. They are as follows, but not necessarily in the order of importance:

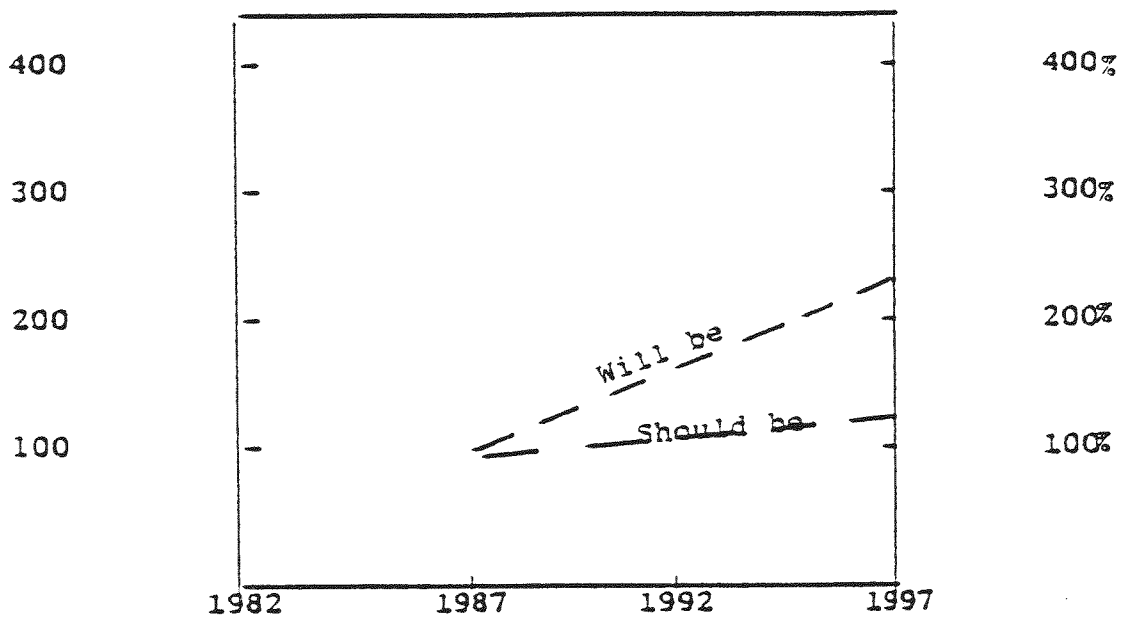
1. Job not meeting recruits expectations
2. Training mandates by Peace Officer Standards and Training and the State
3. All officers involved in decision making
4. No horizontal or lateral movement for personnel
5. Pay differential between large and small police departments

Trend statements were developed by the group and subjected to an evaluation process that estimated the level of the trend five years ago, what it will be in ten years, and what it should be in ten years. The current year (1987) is fixed at 100% (refer to appendix D).

The following figures are accompanied by a brief analysis and evaluation of each trend.

FIGURE 2

Training Mandate by P.O.S.T. and State



Trend Statement No. 2

Existing and new training mandates by POST and the State of California will affect entry level and in-service police officers and place a heavy compliance burden on small police departments. Officers are often required to work exaggerated shifts, to attend required training and, in many cases, the lack of manpower causes conflict with scheduling and training in the prescribed time. Officers become overworked and disenchanted with their role as a small town police officer, moving either out of law enforcement or to larger departments.

Results

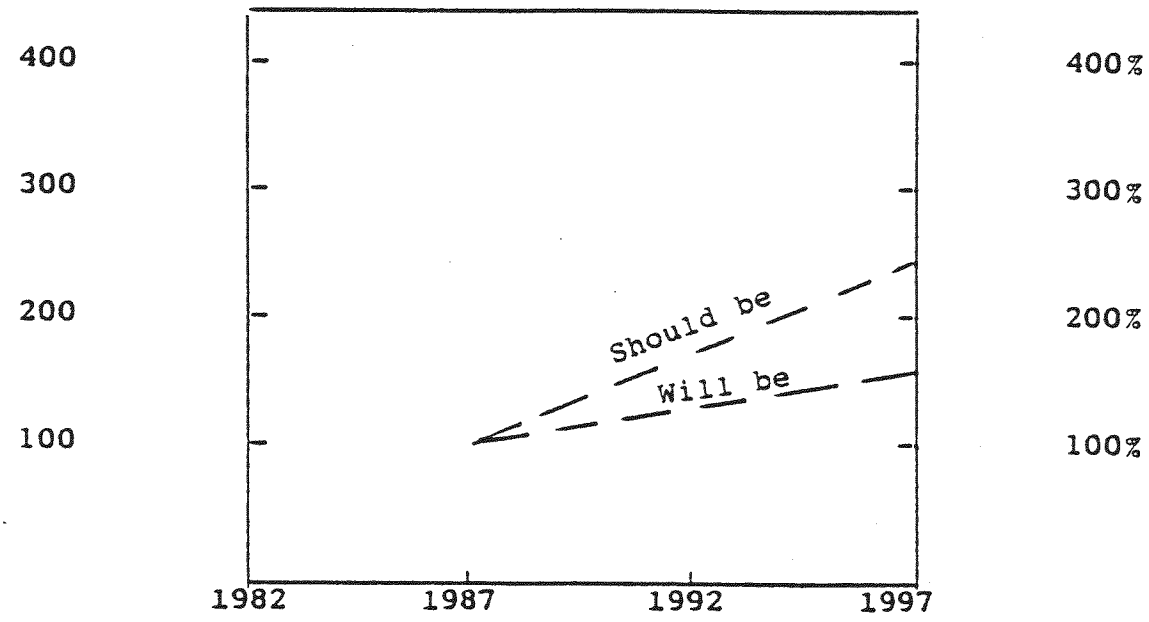
This trend was forecast to reach 240% by 1997.

Analysis

The group estimated that training mandates will increase about one and one-half by 1997. They forecast that the increase should continue but only at about one-third of the 1987 rate.

FIGURE 3

All Officers Involved in Decision Making



Trend Statement No. 3

Many Small town police Administrators make all decisions involving the operation of the police department. Some administrators feel that only they have the necessary information to make decisions. Administrators may feel threatened by allowing subordinate input into the decision making process.

Results

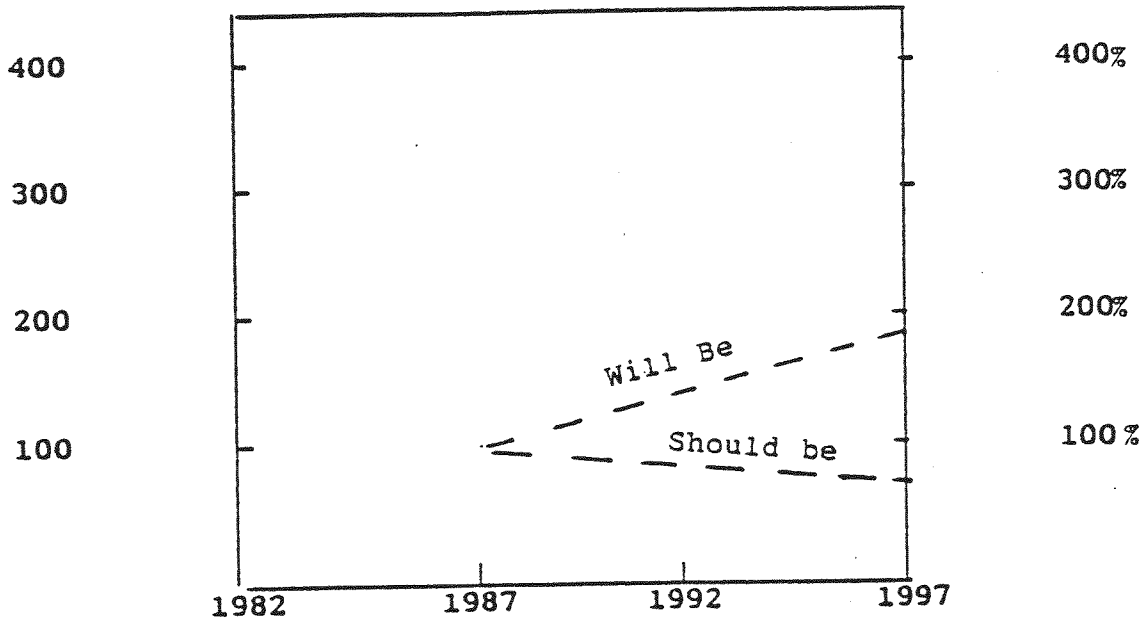
This trend was forecast to reach 170% by 1997.

Analysis

The group estimated that officers becoming more involved in the decision making process would just about double by 1997. They felt this change should occur, but at a higher rate.

FIGURE 4

No Horizontal or Lateral Movement



Trend Statement No. 4

Sworn officers in small police agencies have much less chance of promotion or job specialty than in larger agencies. Generally, they will reach the maximum pay level within 3 years.

Results

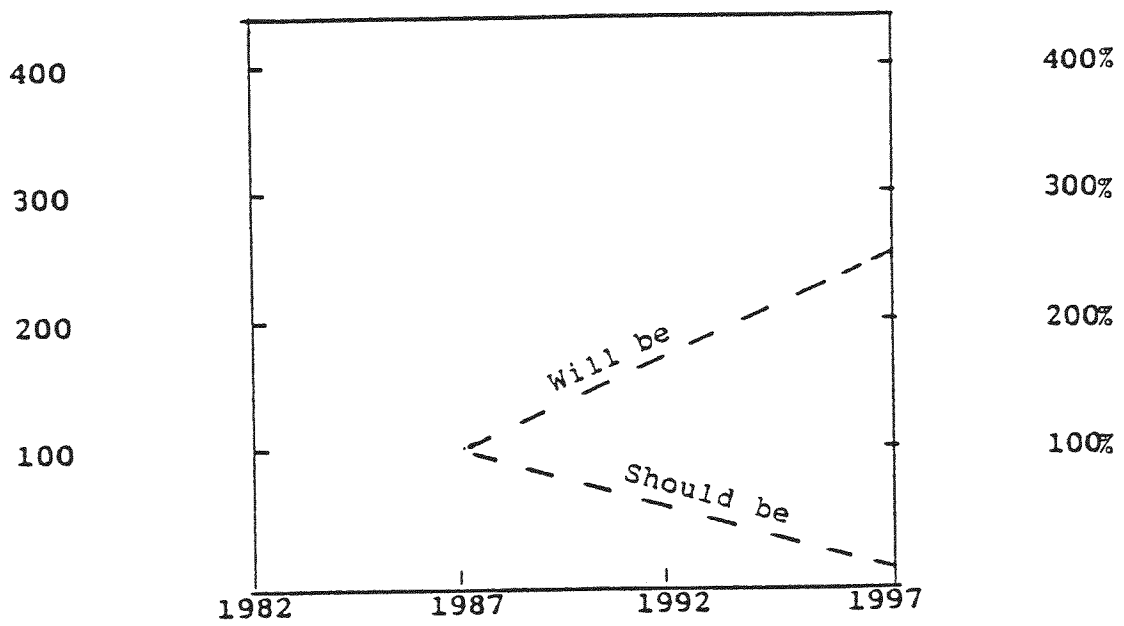
This was forecast to reach 190% by 1997.

Analysis

This indicates that the lack of mobility of officers within small police agencies will double by 1997. The group felt this should be stopped and lowered to about one-half the current 1987 rate.

FIGURE 5

Pay Differential Large and Small Departments



Trend Statement No. 5

Large police departments frequently offer higher salaries and benefits to qualified police officers. This drains off the higher quality officers of small town police departments, potentially leaving less motivated and inferior department personnel.

Results

The trend was forecast to reach 260% by 1997.

Analysis

The group estimated that the pay differential between small police agency officers and larger agencies officers will increase by 1½ times by 1997. They felt that this should decrease and parity reached by 1997.

EVENTS

The group developed a list of 19 events they felt could impact the issue (refer to appendix E). Using the trend screening process as a guide, they were asked to arrange the events based upon the likelihood of occurrence and by the impact they could have on the retention of sworn officers in small police agencies in California. Event statements were then constructed by the group for the top five identified events. They are as follows:

1. Loss of Federal and State money
2. Loss of a catastrophic law suit
3. Volunteers in police work
4. Recession/Depression
5. Abolishment of POST

Each member of the group privately evaluated the events on an event evaluation form (refer to appendix F). This was scored and the average was totaled. The form estimates the year an event first exceeds zero and the probability of that event occurring in 1992 (five years), or 1997 (ten years), on a scale of 1-100. The group then forecast what they felt the impact of the occurrence would have on the issue, on a scale of +10 (positive impact) to -10 (negative impact).

	Probability in the year 1997
Event Statement No. 1:	
Loss of Federal and State Money	**70%**
Law enforcement and small police agencies in particular, rely heavily on Federal and State of California money and grants to operate. The loss of these revenues could affect the ability of small police agencies to retain sworn officers.	
Event Statement No. 2:	
Loss of Catastrophic Law suit	40%
Society will have a diminished desire for lawsuits against officers and police agencies by the year 1997, as courts decide more cases in favor of the officer, also, changes in the deep pocket insurance claim process will lift the financial burden from the public entities.	
Event Statement No. 3:	
Volunteers in Police	65%
A redesign of the small police	

agencies operations will enable volunteers to impact upon the issue, and their effectiveness will be monitored closely.

Event Statement No. 4:

Recession/Depression 90%

Small police agencies will suffer from a lack of financial resources and become even less competitive with larger agencies. Officers will be more demanding because of the heavier work load placed upon them. During the depression the crime rate will increase further burdening the overloaded police system.

Event Statement No. 5:

Abolishment of POST 50%

This will diminish the effectiveness of small police agencies to provide adequate police services. An effort was made to keep POST intact, but with less power.

Event Evaluation No. 1

Loss of Federal and State Money

This event is subject to law enforcement managers influence. The Legislature generally responds to law enforcement needs when it can be established that its cooperation in fulfilling these needs can effect crime in California. The Legislature controls most State and Federal revenue allocated to law enforcement. By demonstrating to them that the loss of the above revenues could effect crime, the probability of the event could be reduced.

Event Evaluation No. 2

Loss of Catastrophic Law Suit

The probability of this event occurring can be influenced by law enforcement to a minimal degree, by providing training to officers of the common cause of law enforcement lawsuits and strict policy setting concerning human rights violation by officers. However, with the public's philosophy of "you can sue anyone for anything" and the nature of police work, this event could occur.

Event Evaluation No. 3

Volunteers in Police Work

This event can definitely be affected by law enforcement administrators since chief administrators have the power to establish a volunteer program in their agencies and control the level of participation.

Event Evaluation No. 4

Recession/Depression

It is not probable that law enforcement managers could influence this event. Wall Street is not influenced to any measurable degree by suggestions of law enforcement.

Event Evaluation No. 5

Abolishment of POST

This event could be subject to law enforcement managers' influence. POST's life blood is regulated by recommendations of law enforcement. With over 1/3 of California law enforcement agencies comprised of small police agencies, managers of these agencies, if banded together, would have the ability to impact POST's direction. They could use their influence with legislators who control funding of POST to encourage them not to cut its funding. This could decrease the probability of this event occurring.

CROSS IMPACT ANALYSIS

The Cross Impact Analysis process and its importance to this study was explained to the group. They were told that it is necessary for future study to analyze the relatedness between forecasted trends and events. The group then completed a Cross Impact Analysis form. This form estimates the impact that an event could have on other events and trends if it occurred first. Because of time restraints with the group, the individual responses produced from the Cross Impact Analysis forms were averaged at a later time for the mean. The results were condensed to a single form (refer to appendix G). The following is a brief summary of the results of the above process. The Cross Impact Analysis shows that the majority of events, if they occur, will impact other events and trends positively, but will not adversely affect either.

The event having the most influence on the trends is the abolishment of POST, followed closely by loss of Federal and State money. Either of these affect the ability of small departments to recruit and retain sworn personnel. It was felt by the group, that the abolishment of POST or loss of Federal and State money would open the portals allowing a flood of incompetent and untrained law enforcement officers into small departments which were financially unable to provide their own academies and proper training. Retention of inferior officers is impractical because of the civil liabilities they create and their inability to perform in a highly skilled field.

Future Scenarios

Three future scenarios were written based on trends, events and a cross impact analysis study. The Scenarios create a vivid image of California law enforcement in the year 1997, with emphasis on the plight of small law enforcement agencies to retain sworn personnel. Data is the driving force behind these scenarios. The first scenario depicts a nominal future. The second a chaotic future where all the events with a 10% probability of occurring are used. Interestingly in this case all the identified events were forecast to have a 10% or higher probability of occurring. There is a need for a demonstrative scenario, one that is desired and attainable. The third scenario is of this mode. It foresees California law enforcement moving ahead in the 1990's effectively addressing the small law enforcement agency retention problem. This scenario was chosen for the basis to complete this project.

Scenario 1: Nominal Future

For the last ten years, California law enforcement and small agencies in particular have endured without a significant change in the overall complexion of small police agencies.

A number of issues surfaced in the 1980's that impacted law enforcement, small agencies in particular. Training mandates by POST were raised not only in number but in minimum

qualifications for entry level and in-service officers, making it difficult for small agencies to recruit and retain officers. As the number of qualifications and mandates increased, financial support from POST decreased. In 1988, a recession occurred which impacted the state budget and caused law-makers in the Capitol to reassess money allocations. The POST budget was cut. This in turn was passed on in the form of reduced reimbursement to local police agencies. Money for training was diverted from salary and benefits for officers in small police agencies, widening even greater the salary and benefit gap between large and small departments. Larger agencies, with stronger financial bases and ability to generate revenue, were not so adversely affected and were able to maintain their higher level of salary and benefits. Small police agencies were able to regain their former level of police services by increasing the number of volunteers and reducing the number of sworn officers. This enabled administrators to hold salaries and benefits of sworn officers at a steady but distant pace with larger agencies.

In 1986, of the 40% of all officers seeking employment away from their respective agencies, all but a few sought out a larger police agency. The percentage of officers being retained in small police agencies was not changed, still veering from 40% to 70% in 1997.

California law enforcement and small police agencies in particular, are still stuck flat footed in the quagmire

that held them in 1987, but are quick to point out that through all the hard times they did not slip backwards.

Scenario 2: Chaotic Future

During the 1980's, small law enforcement agency administrators became aware of the frightening trend. Senior officers were moving to larger police agencies and crime rates were spiraling upward in small agency jurisdictions. The problem was serious and could worsen with time.

The elimination of all state and federal funds to law enforcement that occurred in 1989 further affected law enforcement's ability to retain sworn personnel and reached a critical point with small agencies. Crime in small agency jurisdictions rose at an alarming rate. A poll conducted at the end of 1989 indicated that 80% of Californians over 16 years of age had been the victims of some type of crime.

Vigilante groups sprang up all over the country. Homicides increased by 20%. Citizen confidence in law enforcement reached its lowest point in California's history.

Politicians and law enforcement administrators, with their backs to the wall, decided to utilize volunteers in police work. Their intent was to release sworn personnel for crime fighting duties and to release money to raise salaries of senior officers who were still leaving small police agencies that could not afford to compensate them fairly.

The volunteer program had little affect on the problem.

In 1991, the long awaited tax increase to balance the state budget occured and money was pumped into law enforcement in huge quantities and earmarked specifically for police officers salaries. This helped stem the exodus of officers from law enforcement and especially from small agencies to larger ones.

Several small agency law enforcement executives have banded together to study the problem of retention of officers. They discovered that the attrition rate could be further lowered by some innovative programs and a change of policies concerning officers participation in the decision making process. Creating specialty jobs and reducing POST mandates on the training of in-service officers had positive results.

Officers are now firmly entrenched in small agencies, providing quality law enforcement for the citizens they serve.

Scenario 3: Demonstrative Future

It is 1997 and California law enforcement has experienced serious sworn personnel retention problems. This has reached a critical point in small law enforcement agencies. Many factors, applying pressure independently and in concert, have worked to cause this situation. In response, changes in operating procedures by these agencies were necessary. Entrenched tradition makes the changes slow and cumbersome.

Many departments operated below the minimal staffing level, requiring the reduction of non-essential calls for service. Some of the changes affecting the issue included a serious decline in the availability of police recruits; jobs not meeting recruits' expectations, and a strong need for parity in salary and benefits with larger police agencies. To further compound this situation, there was a demand to be involved in the decision making process of the agency by in-service officers. These changes affect California law enforcement in general but the greatest pressure was exerted on small agencies. Although 60% of all officers leaving small agencies are moving to private sector employment, 40% are leaving to join larger police agencies. This has resulted in the depleted ranks of small agencies often being filled with inferior, less qualified personnel.

Small agencies have found it very difficult to deal with this problem and have not had much success in retaining sworn personnel. The drive, in 1982, for volunteers in police work was not as successful in small departments as in larger ones, mainly due to the restricted nature of small agency police duties. The abolishment of POST in 1989 was at first greeted with high praise by many law enforcement administrators. This event was seen as the answer to the nagging problem of recruitment and retention of sworn officers. The "want to be's," people who want to be cops but did not meet the minimum standard before the abolishment of POST, rushed to offer their services. In a short period of time

the reality of hiring untrained people and turning them loose on an unsuspecting public struck like a lightning bolt with mounting citizen complaints and lawsuits against officers. A push by the California Peace Officers' Association and California Chiefs of Police Association was initiated to reinstate POST in an effort to eliminate the opportunities.

The trend of all officers involved in the decision making process has continued to rise. Many agencies responded by scheduling weekly meetings between officer representatives and management personnel to exchange information. This resulted in many productive changes in job assignment, leisure time off and ideas for new revenue sources such as radar, raising charges for reports, charging criminals for emergency responses, traffic accident reports investigations, and tax overrides. The added revenues enabled small law enforcement agencies to compensate their officers financially on a scale comparable to larger departments and be more attentive to the officers' needs. Now, approximately 15% of sworn officers are leaving small agencies, compared to an attrition rate of 40% to 70% in 1987.

Small agency police administrators are banding together and striving to overcome the problem of retention of sworn officers. Strategies to consider are the possibilities of providing a better work environment and of actively seeking more financial assistance from State and Federal sources.

Liquor taxation reduced POST's minimum inservice officers' standards, a change in recruitment procedures to better identify officers suited to small agency policing, and a lobby for a statewide salary benefit package were also considered as measures that could reduce the high attrition rate in small agencies.

Scenario three was selected as the most desirable alternative future. This scenario deals with the sworn officer's need for financial parity with his larger police agency counter part and to be involved in the decision-making process and career opportunity. Working into the future, administrators should develop new methods that recognize individual officers' needs. Tom Peters in his book, A Passion for Excellence, uses the words "Innovation" and "Invention" referring to developing the skills of chief executives, which is a continuous process. If management is not motivated it becomes quickly apparent to the officers and they tend to follow examples set by management. Management must be innovative, inventive and motivated to bring out a more cohesive, trusting unit of officers. When organizations recognize the individual needs of a particular work group and meet those needs by providing a good working atmosphere, other issues become easier to deal with (Thomas Mahoney, California Peace Officers publication, June 1987).

Policy Considerations

Using the identified events, trends and scenarios, some policies have been developed that should be given consideration by small agency police administrators when implementing an officer retention program.

1. Added job incentives
2. Shift scheduling
3. Administration Commitment
4. Written goals
5. Consult officer representative
6. Monitor program

Policy I: Job Incentives

As the entry level work force changes and the inservice officers' needs are recognized, small police agencies must reevaluate the incentives now provided. These changes should be directed toward more specialized work assignments, advancement opportunities and longevity pay for different levels of service.

Policy 2: Shift Scheduling

Duty shifts for officers are usually set by the administration. Specific hours and days off are assigned, rotating on a regular basis. Some effort should be made to allow officer preference to influence their assigned scheduling.

Policy 3: Administration Commitment

Police administrators must be committed to change involving officer involvement in the decision-making policy-setting process, and actively work to increase officers' salaries. They should encourage politicians to present tax increases and money bills to the voters to support law enforcement.

Policy 4: Written Goals

In many instances, small police agency goals are derived from word of mouth and from actions of administrators, interpreted individually by the officers with no clear written pre-set goals from the administration. An effort should be made by the administration to implement written goals in order to clearly define a desired future direction for the agency.

Policy 5: Consult Officer Representatives

Too often, chief administrators of police agencies implement programs with an autocratic approach, leaving no room for negotiation. Frequent consultation with officer representatives can generate a good foundation for the program.

Policy 6: Monitor Program

The program should be monitored biannually to insure its progression and judge its effectiveness.

CHAPTER 3

STRATEGIC PLAN

STATEMENT

The second objective is to develop and implement a strategic management process to include;

- Policy considerations and statements;
- Strategic decision making; and
- Strategic planning

Since strategic management is not necessarily linear, the above items will interact throughout the process. The outcome is a strategic plan bridging the gap between the present and the scenario-based future.

METHODS: IDENTIFICATION

The methods used to develop the plan were:

- Personal interviews
- Capability analysis
- Identify stake holders
- Strategic assumption surfacing technique

METHODS: IMPLEMENTATION

The above methods were used to develop a strategic plan concerning the issue of retention of sworn officers in small police agencies and to help guide police administrators of small agencies through the next decade.

INTERVIEWS

Interviews were conducted with five law enforcement administrators and three law enforcement supervisors throughout California. Two interviews were conducted in-person and six were by telephone. In-person interviews were also conducted with three administrators of small police agencies in the state of Arizona. The same questions were asked of all the people interviewed, but not necessarily in the same order (refer to appendix J). All questions were related to the issue of retention of sworn officers.

The interviews were semi-structured. This allowed the respondents to be subjective about the issue. The persons interviewed were given the opportunity to chose either to remain anonymous with respect to themselves and their departments, or to be published. All but two chose to remain anonymous. The two having no preference were Chief of Police, Garry Meek, of a small police agency employing 10 sworn officers, and a Police Captain, Larry Hansen, with a larger police agency employing 59 sworn officers. The remaining individuals interviewed were six chiefs of police and two sergeants. The size of the agencies ranged from 148 sworn personnel, the largest, to 10 sworn personnel being the smallest. All of the people interviewed, except one, spent their law enforcement career with one agency.

Very little statistical data concerning the issue of retention was located. During the research phase of this section,

POST publication "Employment Data for California Law Enforcement 1987", provided information on the size of police agencies by the number of sworn officers employed in each department in California. This information, coupled with numerous informal conversations with law enforcement administrators and personnel during the past 10 years at POST sponsored seminars and schools throughout California, set the basis for identifying and choosing the agencies to contact for interviews.

An attempt was also made to choose small agencies who have demonstrated equally their ability to retain sworn officers for a career and those who have been unsuccessful in retaining career officers. The larger police agencies were chosen for their stated policy of recruiting career officers from small police agencies. Five of the chiefs, the captain and both sergeants contacted felt it was very important to orientate prospective recruits to the factual duties of small police agency officers. They felt many recruits were entering small police agencies expecting a high level of excitement, job diversification and promotional opportunity, that generally do not exist in small police agency work. This they felt caused the new recruits to quickly become disenchanted with the job and seek a larger more active police agency or leave law enforcement completely.

All of the small police agencies contacted experiencing successful retention of sworn officers had an orientation policy

designed to educate new recruits with respect to their actual duties and promotional expectations.

In respect to salaries and benefits affecting retention of officers, all the above people contacted felt that historically, 10 to 20 years ago, the available work force with an interest in law enforcement careers was more job-oriented and less interested in monetary compensation for their work than the available work force today. It appears that today's available work force is primarily interested in salary.

The above assumptions were based on their personal experiences and close observation of entry level officers. One chief of police interviewed who has spent his entire career in one small police agency, advancing from patrolman to chief, recalled that when he entered law enforcement 19 years ago, he never considered the amount of money or benefits offered by the law enforcement position. He was content with being a law enforcement officer and doing the best job he could.

The majority of the small agency people interviewed had experienced difficulty with promotion and job diversification. The most common complaints were that opportunity for movement, specialization or advancement in small police agencies is limited. Officers are required to work calls for service from initial contact to completion, whatever the case should be. For example, in larger departments the patrol officer responds to a call and if it's a felony call requiring a follow-up, the case is then turned over to a detective or specialist. Small departments generally only have manpower to work patrol functions. That is, an

officer driving in a marked police car watching for traffic violation, criminal activity and waiting for radio calls to direct him/her to the location of a needed service. Follow-up is completed by the officers only when time permits.

Individuals can be cross trained to perform several different tasks well. However, the number of tasks that a particular person can manage is governed by many factors, including each individuals' learning ability, motivation, education, background, and physical condition. The point is that many police functions require a specialist to be effective.

Officers may become complacent, frustrated and disenchanted with a job they feel trapped in, unable to master the whole complex job, and only able to give limited time and energy to specific functions. Motivation of these officers is critical and very difficult. Advancement is very slow. Pay increases are minimal and responsibility skyrockets. A sergeant, for instance, usually performs patrol officer and administration and supervisor duties in small agencies. In many cases a sergeant is the Assistant Chief or Officer responsible in the chief's absence. Problems may be compounded by a lack of training, education, background and the good-old-boy attitude found in a number of small police agencies.

The majority felt that a further concern is if we do not retain officers in small agencies for longer periods of time, crime may escalate. It takes a few years for an

officer to learn the local criminals and develop strategies to deal effectively with them. The political climate must be evaluated, for example, as to what is expected of an officer from citizens and elected officials. These concerns can be dealt with favorably if given time.

The majority felt a high officer attrition rate has a direct correlation to the crime rate. One chief stated it this way: "It is important to realize that a small minority of our citizens are criminals. Most criminals have a high recidivism rate and can only harm the public in that period when not incarcerated. After a period of time, officers become familiar with their criminal habits, method of operation, usual whereabouts and all their contacts. This enables the officer to reduce the opportunity for a criminal act, or catch the perpetrator after a crime. New officers can miss many of these criminals while in a transition state."[4]

In regard to POST mandated training, all the people interviewed except the three Arizona Chiefs, who were not familiar with all of POST's training aspects in California, felt that the mandated training by POST concerning entry level officers should remain about the same. Many commented that POST has historically kept pace with the entry level officer training needs. However, three of the chiefs and both sergeants felt that some training mandates for in-service officers were repetitious, unnecessarily time consuming and did not always need fulfilling. One sergeant remembers a POST mandated advanced

officer class he attended a few years ago encompassed all but one subject covered in previous POST mandated classes he attended just prior to the advanced officers class.

INTERVIEWS: SUMMARY

It was found that a need exists for small police agencies to educate prospective entry level officers about their actual future duties. Some effort should be made to motivate officers by creating specialty jobs, raising salary and benefits, changing officers' routine and providing some job diversification. Last but not least, POST needs to reduce some of the mandated in-service training programs to reduce duplication of some of the training.

SITUATION

In this section an effort will be made to evaluate the current resources of the Woodlake Police Department to measure its ability to change and adapt to the future. This department was chosen because of my familiarity with it, having served my last 15 years of law enforcement in this department.

The purpose of this type of evaluation is to identify an organization's strengths and weaknesses. From this the strengths can be utilized to the benefit of the organization and the weakness monitored for any adverse effect they might have on the organization. Areas that could need attention during strategic planning are also identified with this process.

Polling of the more than 115 small police agencies in California and providing each administrator with an adaptability form to complete, might be a better way to evaluate small agencies readiness for change, in that a large data base of information can be collected. The quantity of information is cumbersome and very difficult to evaluate. Therefore, I have chosen to use the evaluation of the above police department to represent California small police agencies' readiness for change.

THE ENVIRONMENT

The Woodlake Police Department was formed in 1941 with the incorporation of the city. The population was about 2,000 and employed one police officer. The economic base was and continues to be agriculture. The city is among the most economically depressed cities in California. In the next ten years, hard decisions must be made concerning the Woodlake Police Department's retention of sworn officers.

The department consists of ten sworn and three non-sworn personnel. With a hiring freeze in effect, two police positions remain unfilled. The department serves a population of over five thousand. Ninety-five percent of the department personnel are in patrol. The closest other municipal police service is ten miles away. One sheriff's deputy covers the unincorporated Woodlake area, which encompasses about 40 square miles.

Woodlake hosts a Mexican Rodeo bi-monthly for nine months a year with 2,000 to 3,000 spectators in attendance. Also, a National Rodeo annually draws 40,000 spectators for a two day period. Recently the United Farm Workers Union (UFW) led by Cesar Chavez, encroached on the citrus ranches in and around Woodlake. They opened a radio station and frequently held Marches and rallies in town. As the town grows and these events escalate, the police department has not kept pace and has shrunk from 13 to 10 sworn officers.

The work environment is not much different than many other small police agencies in California with a high turnover of police officers. Recruitment is of the highest standard and very time consuming, leaving 20% to 40% vacancies for long periods of time. It is estimated that a lower pay scale than larger department, increased work load, increasing non-police services and the lack of rank advancement and speciality jobs will continue to cause movement of officers to larger departments.

MISSION STATEMENT OF

WOODLAKE POLICE DEPARTMENT

To serve the people of the City of Woodlake, protect life and property, suppress crime, assist crime victims and enforce the laws of the City of Woodlake and the State of California.

STAKEHOLDER ANALYSIS

A stakeholder is identified as any vested special interest group or person whose behavior could effect the issue. The same group of 9 professionals utilized for the first part of this project were used. The group was given a copy of the background for this project. This is to assist California law enforcement in the future. The group then used a brainstorming technique to generate the following stakeholders.

1. Public
2. Staff
3. Political Interest Groups
4. Police Unions
5. Insurance
6. Businesses
7. Elected Officials
8. Sworn Officers
9. Federal Programs
10. City Administration
11. City Council/County Board of Supervisors
12. Volunteers/Reserves
13. Peace Officers Standards and Training (POST)
14. Surrounding Law Enforcement Agencies
15. Voters

The group discussed the stakeholders and developed the following list of eight stakeholders that the group

felt would most impact the topic.

1. Elected Officials
2. Voters
3. City Council/County Board of Supervisors
4. Surrounding Law Enforcement Agencies
5. Sworn Officers
6. Federal Programs
7. POST
8. City Administration

ASSUMPTIONS

The group made assumptions for each stakeholder. If the assumption was more positive a (+) sign was placed beside that stakeholder. If the stakeholder appeared negative, a (-) sign was placed next to it.

1. Elected Officials (-)

a. Voter revolt/political loss

b. Centralized/combined law enforcement

c. More sworn officers

d. Political gain

2. City Council/County Board of Supervisors (+)

a. Local voter support

b. Fewer law suits

c. Higher cost depleted budget

d. Better law enforcement

3. Surrounding Larger Law Enforcement Agencies (+)
    a. Combining law enforcement
    b. Loss of qualified officers
    c. Will support the concept
    d. Increased training
4. Sworn Officers (+)
    a. More financial security
    b. Higher morale
    c. Less civic service
    d. Longevity
5. Voters (+)
    a. Higher taxes
    b. Better police service
    c. Lower crime
6. Federal Programs (-)
    a. Loose control of training and recruiting
    b. Less money for non-law enforcement projects
7. P O S T (-)
    a. Less control of training
    b. Less control of small agencies
8. Chief of Police (+)
    a. Lawsuits
    b. Productivity
    c. Grievances

Summary of Plotted Stakeholders

Using the brainstorming method, the group felt that Voters and City Council/County Supervisors were important stakeholders that held an uncertain assumption. These two stakeholders need special attention since they will impact future policy. The City Council/County Supervisors are very important in that they have the responsibility for approving and maintaining the budget. However, they usually react to the will of the people. First, they must be convinced that retaining officers is much less costly than recruiting and training new officers. this can be accomplished objectively by presenting the cost of recruiting and training new officers compared to the cost of salary and benefits raised to retain senior officers in small agencies. Also, a campaign could be developed to educate the voters to the fact that when officers are retained, better police services are provided to their community. The media, talks at local civic functions by the Chief of Police, letters to registered voters, and contact by law enforcement officers are some of the methods that may be used to accomplish this task. (Refer to appendix H).

CAPABILITY ANALYSIS OVERVIEW

A survey was administered to eight city hall and police personnel to determine their perception of the present capabilities and future adaptability of the Police Department

(refer to appendix I). The mean scores identifies several strengths and weaknesses of the department concerning the issue.

Capability

Strengths	Weaknesses
Management skill	Manpower
Management flexibility	Growth potential
Benefits	High turnover
Council support	

Strengths were identified as:

1. Management skill - It was felt that management possessed the skill to adequately deal with this issue;
2. Management flexibility - It was felt that management was flexible enough to accept new ideas and consider recommended changes that could favorably affect the issue;
3. Benefits - It was felt that benefits were adequate and could be used to support change;
4. Council support - It was felt that above average council support could be very helpful and support change.

The weaknesses identified were:

1. Manpower - It was felt that the decrease in available qualified work force seeking a law enforcement career and the practice of the political powers of under staffing to save money could affect change;
2. Growth potential - It was felt that slow commercial growth affecting local economy could inhibit the change;
3. High turnover - It was determined that a high turnover of officers would inhibit change.

The results of this analysis indicate that small police agencies in California are prepared to make significant change. From the identified weaknesses, it appears that attention will need to focus on the elected local governing bodies, educating them through awareness programs of the importance of the issue before making any attempt to change. It would also appear that an attitude change of top management will be necessary.

The identified high management skills, management flexibility and political governing body support, could be used to enhance future planning.

CHAPTER 4

TRANSITION PLAN

Statement

The third objective develops the transition process by which the plan developed in objective two is strategically managed to produce the selected future scenario.

Methods: Identification

1. Identify critical mass
2. Commitment charting
3. Task force
4. Responsibility charting

Methods: Implementation

The listed techniques were used to form the strategic management plan. The success of the plan lies with the small police agency chief administrators and the governing political bodies. Therefore it is important to identify and convince these critical players of the need for change. And also to encourage a long term commitment to the plan.

Critical Mass Players

1. Ray Sands, Chief of Police
2. Jack Justice, City Administrator
3. Alfred Silva, President, Police Officers Association
4. Jess Garcia, Lieutenant
5. Bill Diamond, Mayor

The following chart indicates the present level of commitment of the Critical Mass players to implement the plan for retention of officers and their desired commitment for the plan to work.

Figure 6

Transitional Analysis Commitment

Critical Mass Players	Block The Change	Let Change Happen	Help Change Happen	Make Change Happen
Sands			0———	———X
Justice			X———	———0
Silva			0———	———X
Garcia		X———	———0	
Diamond	X———	———	———0	

X = Present Position 0 = Desired Position

Assessment of Critical Mass Players

Sands

Ray Sands is a 14 year veteran of the police department having come up through the ranks to the Chief's position that he has held for the past 6 years. The Chief has a

balance of street cop and administrative experience and an excellent working relation with the council, police association and city administrator.

Because of the high turnover in the police department and recruitment problems, he is supportive of the plan and wants to make it happen. The council is against the change, therefore, he should move to Help Change Happen to keep and use his influence with the mayor.

Jack Justice, City Administrator, is responsible for the entire operation of the city and is respected by all council members. He usually is not forceful or demanding with the police department. However, in this case he should take the role of driving force and Make Change Happen, using his influence with the mayor to move him to Help Change Happen.

Alfred Silva is the President of the Police Officers Association. He is in his second term and could continue into another term if he desired. He is a hard charger and usually in the forefront on issues affecting the police officers. He is for the plan and should stay with Help Change Happen.

Jess Garcia is a Lieutenant with the Police Department and is a company man, doing whatever is asked of him. He

has a good working relationship with the mayor, public and the Police Officers Association. He needs to move from the Let Change Happen to Help Change Happen and use his influence with the mayor to help move him to Help Change Happen.

Bill Diamond, the mayor, is generally supportive of the police department in matters not requiring expenditure of extra funds. The police department is usually the most controversial and visible department in the city. The mayor is aware of the political ramifications that can develop from action originating out of a police department. Because of the uncertaintly of the reaction of the voters and the long range fiscal effects of raising salaries to parity with large law enforcement agencies, the mayor will be opposed to the plan. A combined effort of the Chief of Police, City Administrator, and the Police Lieutenant to educate the mayor that it is less expensive in the long run to adequately compensate officers and retain them than it is to replace them with new officers. It will be necessary to move the mayor from Block Change to Help Change Happen.

Management Structure

The major change will be managed by the hierarchy of the Kitchen Cabinet and Task Force. This plan involves the participation of a small select group of participants from the police department and key community leaders.

Therefore, strong pressure from administration and some back door tactics must be used to persuade and encourage their participation in the plan. This is not to say that a gentle hand should not be applied to some stakeholders to move them in a direction more favorable to the plan. We could call this the Kitchen Force, a combination of Kitchen Cabinet and Task Force structure. The City Administrator will appoint the members of the Kitchen Force. The group will consist of members of the police department, representatives of the council, and the critical mass.

This format lends itself to a strong leader approach who will take charge and Make Change Happen. The City Administrator will assume this role. This will be a change for him as he usually operates by collaboration or conceding to conflict, but when necessary he can force things to move in a desired direction.

Supporting Technologies

Two exercises will be used to accomplish the transition.

Team Building Workshop - Session One

A three day workshop will be conducted with members of the Kitchen Force. An outside facilitator will be used to guide and keep members on the right course. The purpose of this session will be to provide:

1. Members with the opportunity to get together in a

controlled social atmosphere, to know each other outside of their formal work role. This will break down some of the social barriers inherent with this group of people and enable them to listen to each other and work together for the good of the plan.

2. Members with the most power and influence on key stakeholders or players will be identified and assigned the task of informing the players that a major change is taking place and of convincing them that their future careers will be enhanced and their goals are made easier by the plan.

3. Members will be reminded that resistance could be political suicide or a dead bang stop in their careers. They will inform other assigned players and listen to feedback concerning the plan from each other, gathering useful information and ideas and identifying obstacles that might be hidden along the path to a successful plan or completely blocking the path.

Team Building Workshop - Session Two

Kitchen Force members will meet again after completion of their assigned tasks for a one-day session with a facilitator with organization behavior expertise. The purpose of this session is:

1. Members will discuss the success or failure of their assigned tasks and identify the strengths

and weaknesses in the plan. This will include any path blockage along the way.

2. Brainstorming all identified path blockages that could hinder the plan. Through group participation a solution to any path blockage will be reached.
3. The Kitchen Force will establish a timetable to complete the strategic plan.
4. The members will review the plan to insure that it is consistent with the desired future goal and provides a method to track progress with emphasis on keeping the City Administrator informed of the progress in the plan.

V. CONCLUSIONS

It is clear from this paper that California's small police agencies are experiencing sworn officer retention problems, if allowed to proliferate at the anticipated rate, will cause a rise in the crime rate and much higher costs to the citizens with lower quality and reduced police service. I believe this paper gives a concise picture of a desired future of small police agencies; one that is well trained, efficient and cost effective.

The plan is to implement identified policies in small police agencies to help retain sworn officers. Added job incentives can be used to place small agencies in a better position to compete with larger police agencies for their sworn officers. Longevity pay and specialized work assignments lower the officer's need to move to a larger police agency to obtain their goals. Goals must be written, with constant input from the officers. And a strong commitment from administration to maintain the goals and assist in their implementation.

An evaluation of the police departments' readiness for change can be of great help as a foundation for implementing change. The Commitment Charting and Critical Mass Identification give the Task Force needed information to assist in a smooth Transition Plan. This will enable small police agencies to effectively retain sworn officers and provide exemplary law enforcement well into the future.

APPENDIX A

NOMINAL GROUP

The Nominal Group consisted of nine individuals who are highly recognized for their expertise in the issue area:

1. Police Lieutenant, Jess Garcia, small agency, Woodlake Police Department
2. Police Sergeant, Alfred Silva, small agency, Woodlake Police Department
3. Police Officer, Mike Richmond, small agency, Woodlake Police Department
4. Finance Director, Jim Reed, small agency, Woodlake City Office
5. City Administrator, Jack Justice, small city, City of Woodlake
6. Chief of Police, Garry Meek, small agency, Farmersville Police Department
7. City Councilman, John Miller, small agency, City of Woodlake
8. City Councilman, Greg Collins, large agency, City of Visalia
9. County Supervisor, Leroy Sweeney, large agency, Tulare County

APPENDIX B

POLICE CHIEFS CONTACTED

1. Arvin Police Department, Chief of Police Terry Freeman
2. California City Police Department, Chief of Police Guy Floyd
3. Exeter Police Department, Chief of Police John Kunkel
4. Farmersville Police Department, Chief of Police Garry Meek
5. Lindsay Police Department, Chief of Police Bud Garman
6. Livingston Police Department, Chief of Police Harold McKinney
7. Maricopa Police Department, Chief of Police Grant Grisedale
8. Ross Police Department, Chief of Police Doug Miller
9. Dinuba Police Department, Chief of Police Ed Hernandez
10. Huron Police Department, Chief of Police David DeLeon
11. Taft Police Department, Chief of Police Gary Knox

APPENDIX C

TRENDS

1. Lowering of Hiring Standards
2. A Proliferation of Drug Use by Officers
3. Runaway Insurance Costs
4. Shrinking Revenue Sources
5. Illegal Mexican Immigrants
6. Legal Asian and Mexican Immigrants
7. Training Mandates by POST and State
8. Job Not Meeting Recruits' Expectations
9. Increased Role of Private Security in Law Enforcement
10. Criminal Court Decisions
11. Civil Court Decisions
12. Loss of Catastrophic Insurance Claim Against Entity
13. Technological Advance
14. Pay Differential Between Large and Small Departments
15. Language Diversity
16. Changing Work Force
17. World Oil Glut
18. Middle East Unrest
19. Demand for More Government Benefits
20. High Cost of Employee Benefits
21. Computerization
22. New Revenue Sources
23. Recruiting Problem
24. No Upward Movement for Patrolman
25. Labor Control
26. All Officers Involved in Decision Making
27. Job Security

APPENDIX D

TREND EVALUATION FORM

Trend Statement	Level of Trend (Ratio: Today = 100)			
	5 Yrs Ago	Today	Will Be In 10 Yrs	Should Be In 10 Yrs
Job Not Meeting Recruits' Expectations	80	100	210	40
Training Mandate by POST And State	70	100	240	110
All Officers Involved in Decision Making	30	100	170	250
No Horizontal or Lateral Movement	170	100	190	80
Pay Differential Large and Small Departments	110	100	260	30

APPENDIX E

EVENTS

1. Loss of State Money
2. Reduction of Grants
3. Recession/Depression
4. Middle East War
5. War in Central America
6. Open Mexican-American Border
7. Nuclear Accident in California
8. Depletion of Oil Supply
9. Drought
10. Elect Communist President
11. Move to Outer Space
12. AIDS Epidemic
13. Abolishment of POST
14. Abolishment of Death Penalty
15. Failure of Auto Industry
16. Abolishment of the use of Deadly Force
17. State Run Police
18. Change in Governing Body
19. Volunteers in Police Work

APPENDIX F

EVENT EVALUATION FORM

Event Statement	Probability			Net Impact On The Issue Area (-10-+10)	Net Impact On Law Enforcement (-10 to +10)
	Year First Exceed Zero	By 1992 0-100	By 1997 0-100		
Loss of Federal and State Money	1981	30	70	+6	+3
Loss of Castastrophic Law Suit	1980	20	40	+3	-2
Volunteers in Police Work	1982	50	65	+6	+4
Recession/Depression	1988	70	90	+7	+5
Abolishment of POST	1988	30	50	+5	+3

APPENDIX G

CROSS IMPACT EVALUATION FORM

Suppose that this Event Actually Occurred	With This Probability	Events					Trends				
		E 1	E 2	E 3	E 4	E 5	T 1	T 2	T 3	T 4	T 5
E 1	70%		1.0	3.0	-0-	3.5	6.3	4.0	1.0	2.3	-0-
E 2	40%	1.0		2.0	-0-	-0-	-0-	3.5	1.1	2.0	7.3
E 3	65%	-0-	2.1		-0-	.5	2.1	-0-	1.3	4.3	-0-
E 4	90%	4.5	1.5	5.1		5.1	3.0	2.0	1.4	2.3	1.2
E 5	50%	2.0	3.0	4.5	-0-		4.0	8.0	2.3	1.7	2.0

Event 1 - Loss of Federal & State Money

Event 2 - Loss of Castastrophic Law Suit

Event 3 - Volunteers in Police Work

Event 4 - Recession/Depression

Event 5 - Abolishment of POST

Trend 1 - Job Not Meeting Recruits Expectations

Trend 2 - Training Mandated by POST

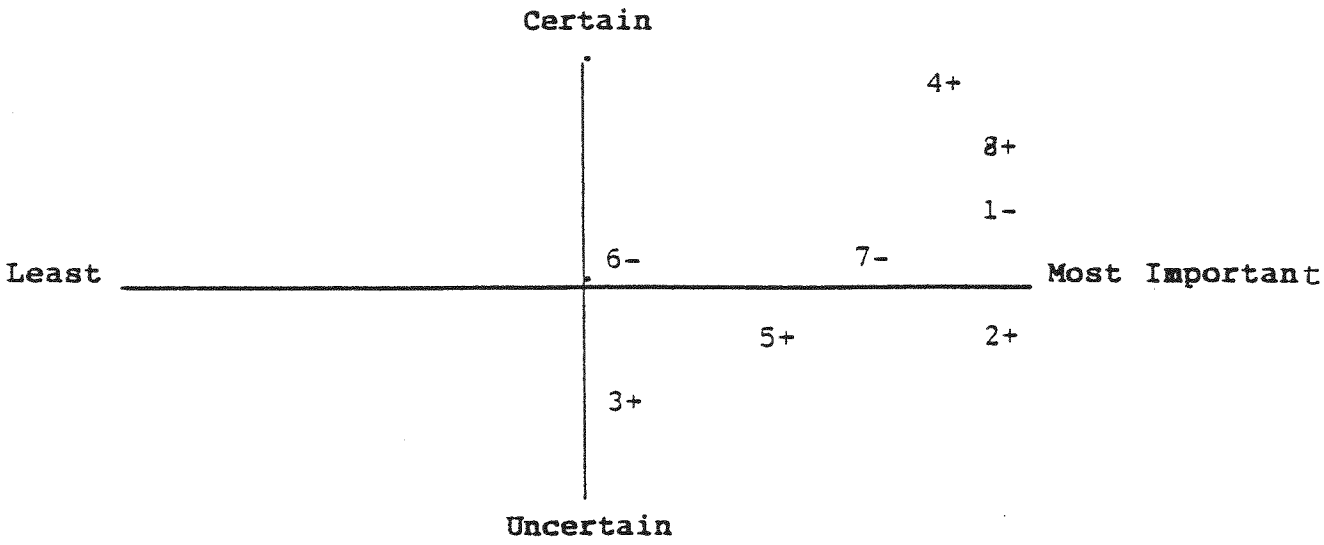
Trend 3 - All Officers Involved in Decision Making

Trend 4 - No Horizontal or Lateral Movement

Trend 5 - Pay Differential Large and Small Departments

APPENDIX H

PLOTTING OF STAKEHOLDERS



1. Elected Officials (-)
2. City Council/County Board of Supervisors (+)
3. Surrounding Larger Law Enforcement Agencies (+)
4. Sworn Officers (+)
5. Voters (+)
6. Federal Programs (-)
7. P O S T (-)
8. Chief of Police (+)

APPENDIX I

CAPABILITY ANALYSIS

Instructions

Evaluate each item for your AGENCY as to what type of activity it encourages:

I. Custodial - Rejects Change

II. Production - Adapts to Minor Changes

III. Marketing - Seeks Familiar Change

IV. Strategic - Seek Related Change

V. Flexible - Seeks Novel Change

Category	I	II	III	IV	V
Top Managers:					
Mentality/Personality		X			
Skills/Talents			X		
Knowledge/Education				X	
Organization Climate:					
Culture/Norms			X		
Rewards/Incentives				X	
Power/Structure			X		
Organization Competence:					
Structure			X		
Resources			X		
Middle Management		X			
Line Personnel			X		

APPENDIX I

WOODLAKE POLICE DEPARTMENT CAPABILITY ANALYSIS

Instructions

Evaluate for each item, as appropriate, on the basis of the following criteria:

I. Superior - Better than anyone else. Beyond present need.

II. Better than average - Suitable performance. No problems.

III. Average - Acceptable. Equal to competition. Not good not bad.

IV. Problems here - Not as good as it should be. Deteriorating. Must be improved.

V. Real cause for concern - Situation bad. Crisis. Must take action to improve.

Category	I	II	III	IV	V
manpower				X	
technology			X		
equipment			X		
facility			X		
money			X		
calls for service			X		
supplies			X		
management skills		X			
P. O. skills			X		

APPENDIX I

CATEGORY (CON'T.)

	I	II	III	IV	V
supervisory skills			X		
training			X		
attitudes			X		
image			X		
Council support		X			
C.M. support			X		
growth potential				X	
specialties			X		
mgnt. flexibility		X			
sworn/non-sworn ratio			X		
Pay scale			X		
benefits		X			
turnover			X		
community support			X		
complaints rec'd			X		
enforcement index			X		
traffic index			X		
sick leave rates			X		
morale			X		

APPENDIX J

INTERVIEW QUESTIONS

1. Question - How many years have you served in law enforcement? How many departments have you served and what is the size of your present department?
2. Question - Should the recruitment process of small police agencies include orientating new employees about their actual duties?
3. Question - Is salary and benefit equality between large and small police agencies important in regards to retention of officers in small agencies?
4. Question - Is there a correlation between high turnover of officers in small police agencies and the crime rate?
5. Question - Is there opportunity for upward mobility or specialization in duties for small police agency officers?
6. Question - Should POST training requirements concerning entry level and inservice officers be changed?

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