HOW WILL CAREER OPPORTUNITIES OF NON-PROMOTED POLICE OFFICERS BE ENHANCED IN MID-SIZE LAW ENFORCEMENT AGENCIES BY THE YEAR 2000?

An Independent Study Project

J. Larry Walker
Command College Class #7
December 1988

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Police Officers who are not successful in the promotion process or... choose not to compete for promotion have little or no choice in alternatives for the future of their career.

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EXECUTIVE SUMMARY

This project was developed due to a perceived lack of long term career opportunities for police officers. The resulting research supports the notion that the majority of mid-size California law enforcement agencies, those with between 50-200 sworn officers, have no long term career development program. They provide few alternatives to the traditional promotional ladder for officers to advance during their career. Officers employed in these agencies reach the top of the pay scale within five years. Outside of some small increases for special assignments or a "senior officer" program, the typical officer will only receive cost of living increases for the remainder of the career.

In search of career success, 85 percent of all officers compete for promotion at some time during their career. Over 80 percent of those officers will be unsuccessful. Even at this, most of the officers intend to stay in the law enforcement field even if they are not promoted. If an officer desires to make a career change, there is virtually no career counseling available to advise him/her of other opportunities.

The apparent lack of career opportunities can lead to "burnout" among veteran officers sometime between six to ten years of service, causing attitude changes and lack of satisfactory performance. Some feel it also has potential for increasing on-duty injuries and resulting disability retirements, at great expense to the agency.

Using the research information and input from a "nominal group" of experts in the issue area, a strategic plan was developed. This plan addresses a multiple career track concept for use in conjunction with the traditional promotional opportunities. It suggests an extended pay ladder, followed by proficiency levels which also offer further advancement potential for the career officer. Beyond this it stresses the need for career counseling from the beginning of the career to assist the officer in making career decisions. Finally, the plan discusses the benefits of providing a career change opportunity for officers who are dissatisfied with their career choice. It further suggests that the organization might help financially and otherwise with making that change. A conceptual model shows the plan in graphic form.

A transition plan identifies the critical players in the organization. They will work with the plan and discuss necessary actions to prepare for the program's implementation. This plan outlines the need for a transition team that will make crucial decisions on implementation of the plan and will provide for input and feedback mechanisms from others in the organization. This focus group will be essential to the successful transition from planning to implementation.

BACKGROUND

The issue of career development in law enforcement is a comparatively new concept in an old profession. While law enforcement in this country has been around in its present form since the early 1800's, the need for creating more than a job has been growing rapidly only in the last 25-30 years.

There is an emerging trend in America toward greater concern and awareness of the importance of the individual worker. Since the pivotal role in contemporary policing is the street officer, career development is now being seen as a viable concept that should be applied to law enforcement.

Current management theory emphasizes that an individual's need to achieve is an intrinsic requirement for self-fulfillment. According to Abraham Maslow, growth needs follow deficiency needs and are part of a movement toward "self actualization."[1] This self-actualizing of man is a theory discussed by many psychologists. This theory refers to "man's inherent need to use his capacities and skills in a mature and productive way." It further states man's motives fall into classes in a heirarchy beginning with simple needs for survival, safety and security and proceeding through social and affiliative needs, ego-satisfaction and self-esteem needs, needs for autonomy and independence and into self-actualization needs in the sense of maximum use of all his resources. Argyris states in Integrating the Individual and the Organization that "man seeks to be mature on the job and is capable of being so. This means the exercise of a certain amount of autonomy and independence, the adoption of a long-range time perspective, the development of special capacities and skills, and greater flexibility in adapting to circumstances."[2]. These individual needs are reflected in the police

officer in today's mid-size agencies. The officer's ability to achieve fulfillment in self-actualization is directly related to the perception of the quality of the career. "Man is primarily self-motivated and self-controlled."[3] If a police officer's career allows fulfillment, there will be satisfaction and, therefore, the perception of individual success. "There is no inherent conflict between self-actualization and more effective organizational performance. If given a chance, man will voluntarily integrate his own goals with those of the organization."[4] Police agencies should do more to promote this type of self-fulfillment for the betterment of their own organizations.

The needs of the individual in law enforcement have traditionally taken a back seat to the rigid type of organization that is inherent to the quasi-military structure. Since its beginning, American law enforcement agencies have been styled after the British system developed by Robert Peel in 1829.[5] This system, when applied to mid-size law enforcement agencies, allows limited opportunities for advancement or "success" except for a few who are fortunate enough to be promoted through the ranks.

Realization of this by many mid-career police officers is creating a potentially serious problem for law enforcement. This issue was examined in a Police Magazine article entitled "Burnout," which appeared over 25 years ago![6] In this article, police officers were identified as being tired of their careers, drinking too much, and generally falling into the category of disgruntled employees.

More recently, Karel A. Swanson, the Chief of the Walnut Creek, California Police Department, identified the "burnout" syndrome as the phenomenon

experienced by workers when they lose interest in their jobs. According to Swanson, an indicator of burnout is a total reversal of attitude toward the job that manifests, as compared to the earlier impacts of the police career, on individuals. It is generally caused by unrealized expectations brought on as an individual's perception of the work environment changes from something "a person does to survive", to "manifestation of individual identity and indication of value and self-worth". Swanson terms this a "career crisis" that occurs between the sixth and ninth years of a police officer's career. During that time an individual, lacking a promotion, may have a feeling of career failure. Then, according to Swanson, this is followed by a questioning of the original decision to pursue a career in police work. The next step in this process is the feeling of "alienation". If the individual chooses to remain in the field, this may be illustrated by an event such as the officer's withdrawal from the initial career plan. It is upon this perception of a "lack of success" that the officer may begin to search for alternatives to the career plan he/she has chosen, and may have an increased feeling of being trapped. The compensation which was so attractive at the beginning of a career is now an inhibitor to making a change. Consequently, the individual in many cases may be forced to choose between economic satisfaction and career satisfaction. Research has shown this often leads to a less productive employee.[7]

The problem with career dissatisfaction and the burnout syndrome is further defined in a 1987 article by Dr. Mark Pogrebin, Director of the Graduate School of Public Affairs, University of Colorado, Denver.[8] He notes several studies from police publications including the points that: "Reiser found that because the majority of police tend to be very competitive, failure to obtain anticipated promotions often resulted in feelings of organizational

alienation, depression and loss of self-esteem." "Schwartz and Schwartz maintain that an officer who has six or more years of police employment and has not attained promotion often develops into a problem employee. They further note that, despite how good an officer may have been, once he realizes that promotion will probably never occur, he may very likely become a destructive force within the department, perhaps opting to retire on the job and collect his pay until he reaches actual retirement."[8] "A similar view is shared by Whisenand, who states that older police officers become dissatisfied when their promotional expectations and salary increases do not materialize."[8] In 1979, Anthony N. Potter authored an article in which he described the need for career development programs.[9] Potter was then the Police Commissioner of the City of York, Pennsylvania. He addressed such concepts as merit pay, dual career paths, increased advancement, and education and training requirements which were considered progressive for the time. One particular quote seems notable in that it is still a virtually unfulfilled concept: "Lateral mobility between career paths would be provided for officers desiring to move from specialized field positions into management and vice versa, with certain essential restrictions."

Others have realized the need for increased and innovative career opportunities. Donald L. Cundiff, a former Illinois Police Chief, quoted a 1986 report to the Committee of the Illinois Association of Chiefs of Police: "Every police agency should provide career paths that allow sworn personnel to progress not only as managers, but as generalists and specialists as well. Nonmanagerial career paths should provide the incentives necessary to encourage personnel with proven professional and technical expertise to remain within the functions they choose, while continuing to provide efficient and effective delivery of police service."[10]

James W. Walker, whose background includes being a specialist in human resource planning and development and former Director of the Bureau of Business and Economic Research at California State University, San Diego, noted: "not all individuals need follow [traditional promotional] career paths, there is a need for "career professionals" in many specialist positions". He also stated that "Lateral paths provide exposure to multiple functions and activities and thus develop broader capabilities among individuals. Many individuals find lateral careers highly satisfying."[11]

Mason T. Chalkley, a Police Captain with the Chesterfield County Virginia Police Department states, "Rare is the department that offers anything meaningful in the way of a career path except the traditional, military rank ladder. There are a number who will proudly point to the Master Police Officer (MPO) as a career path....In fact, usually what is offered is nothing more than a couple of additional steps in pay." And further, "If an officer chooses not to compete for promotion up through the ranks or if he makes his desires known in regard to a transfer to investigative work, for example, he soon becomes stigmatized with a label that says he is lazy, has no ambition, is not really with the program, and will never be anything but a patrol officer. Well, what's wrong with being a patrol officer?"[12]

Career development plans are on the increase in police agencies nationwide. One of the pioneer plans which facilitated structural change toward career development was the "Jacobs Plan," implemented by the Los Angeles Police Department in 1970.[13] This plan provided an increase in numbers of levels and positions in the department for officers to achieve. Among the major objectives of the plan were the following points:

To determine upon the qualities, abilities and skills required to perform successfully in positions of each class and assignments within the class, so that personnel, capable of accomplishing the departments objectives, can be properly placed.

To serve as a basis for determination of fair and adequate salaries for each class of positions through a sound compensation and classification structure, the elimination of inequalities and the improvement of morale.

To provide, through the occupational arrangement and the grading of classes by application of the evaluation plan, a demonstration of the normal lines of promotion and the career opportunities in the police department.

In St. Louis County, Missouri, the need to provide a career path as an alternative to the traditional route of promotion was recognized by the Police Department. Their plan puts a limit on length of certain assignments. This provides more positon vacancies throughout the department. They also assist their officers in identifying their short and long term career interests through an "assignment preference form". In this process officers make choices in four career categories:

1. Patrol
2. Technical/staff (involving assignments utilizing technical knowledge)
3. Detective
4. Rank and assignment [dealing with staff research and support work].

An example category of the program is the detective assignment. This position uses the "tenure" policy with regard to length of assignment. Officers are rotated through specialized detective positions for a specific time period. Primary criteria used in determining the tenure term for the positions is to allot time sufficient for personnel to perfect their investigative skills, without becoming complacent in the assignment. This upgrades investigative skills and creates vacancies for new assignments. It also creates an incentive system for police officers with limited years of service by providing opportunity for investigative positions based on good performance ratings. Both young and senior police officers have accepted the policy, realizing that additional career opportunities are made more readily available. It is noteworthy that, while some may argue detective expertise may be lost with periodic transfers, St. Louis County's clearance rates for both serious and minor crimes continue to exceed the national averages.

In Largo, Florida, career development is a very structured program based on application of the following:

1. Career Counseling
2. Establishing Individual Career Objectives
3. Developing Career Paths
4. Proficiency Training
5. Specialty Training
6. Educational Opportunities and Incentives
7. Skill Incentive Payments
8. Special Duty Assignments
9. Promotions

In this plan, officers with at least three years experience can receive additional compensation for developing expertise outside their normal duties. After achieving minimum requirements, officers may qualify for skill incentive in areas like:

1. Accident investigation
2. Crimes against persons or property
3. Crime prevention
4. Economic/computer crimes
5. Firearms
6. Breath test maintenance technician
7. Evidence technician
8. Field training officer
9. Linguist
10. Public speaker
11. Tactical unit
12. Homocide investigator

These plans are examples of the attempts that are being made to address the problem.

Some compelling questions are raised by a look at this issue:

What does local government see as the role of police today?

What are the current career aspirations of men and women entering the police field?

What is the societal perception of a career as a police officer?

Where does the responsibility for development of career opportunities rest?

What is being done outside of law enforcement that is successful and can be used?

Is a 30-year line level career desireable in law enforcement?

To what extent could multiple-track career planning replace the present traditional organizational structure?

This project will attempt to answer these as well as other questions. It should propose a new approach for thinking about career development for California law enforcement agencies and a new direction in the possible considerations for development of law enforcement careers in the future.

This issue will be studied in the scope of "non-traditional" career development paths, new and different than what has been done in the past. Among the suggestions will be alternative ideas and concepts that have been discussed by the profession but never fully implemented. In short, this study will attempt to take innovative ideas, gathered from a wide variety of sources, and bring them together for use by California law enforcement. This study should be suitable for publication for use by all mid-size law enforcement agencies.

Objective One

Statement

It is clear that this is not an issue that wants for inquiry or research. It has been studied and discussed for many years. As law enforcement has become more professionalized, police officers have also become more sophisticated in their thinking. Societal perception has changed. It has become necessary to reevaluate the traditional police organization. What began as a career with the only expectation being that a man could put in 30 years and make good money while earning a fair retirement, has evolved to a career where a man or woman expects to be given opportunity for growth, respect, monetary reward and various job alternatives.

And they are seen by society as unsuccessful if they remain at the entry level. Why is a police officer different from a doctor, a lawyer or a teacher? These people are considered successful. A police officer often has nearly as much education and responsibility and yet his/her success is somehow connected to promotion. What has occurred to cause this perception?

Thus, the question: "How will career opportunities for police officers be enhanced in the future?"

The traditional research done for this project provided some answers. In reviewing the literature, numerous books and articles were found that provided insight and background on the issue. Brainstorming and personal interviews with members of the profession provided new ideas and thoughts. Contacts with other professionals about their career fields gives perspective to the issue. Numerous sub-issues were identified.

Antecedent issues that were identified are listed below:

- What were typical career aspirations?

- What were the expected capabilities of a police officer 30 years ago?

- What was available in terms of educational and professional career opportunities?

- What were the salary and benefits?

- What was the perception of need for formal education for law enforcement?

- What was the career life expectancy?

- What was the social perception of the job?

With the changes in law enforcement from a "job" to a career in the last 30 years, these issues must now be looked upon with a new, more contemporary perspective. Few, if any, of the answers to these issues would be the same today as they were 30 years ago.

Since 1950 our workforce has increased from 17 percent to 65 percent in "information" jobs. The so-called "service jobs" have remained fairly steady at about 11 percent to 12 percent. However, these service jobs have changed.

Consequently, people involved in these service jobs, like fast food clerks, are really engaged in processing information. As of May 1983, only 12 percent of our labor force was engaged in manufacturing. Farmers are now less than 3 percent of the workforce. In 1979 the number one occupation in the United States was "clerk" with the second being "professional," a job which demands knowledge of information processing (such as computer systems) as the critical ingredient.[14] Presuming that to be an accurate definition, a career in law enforcement certainly fits into the parameters of professional!

Present related subissues identified were:

What is the present quality of work life for career employees?

Are present salary and benefits adequate for career compensation?

What exists in the area of alternative career paths?

How are line-level employees presently viewed by society?

Are we equipped for alternate career counseling and training?

Are we keeping up with the present rate of change in our society in career development?

Alvin Toffler noted in his book Future Shock in 1970, "What is occurring now is, in all likelihood, bigger, deeper, and more important than the industrial revolution. Indeed, a growing body of reputable opinion asserts that the present movement represents nothing less than the second great divide in human history, comparable in magnitude only with that first great break in historic continuity, the shift from barbarism to civilization."[15] Mr. Toffler was speaking of the move society was making toward the future. People were getting caught up in the sheer speed of the movement of technology and the change in the world. And that was 18 years ago! We know that the rate of

change is accelerating with time. Along with that rapid change in technology comes just as rapid a change in people's desires for career satisfaction and self fulfillment. We have no choice but to get moving if we intend to keep up.

The future issues identified are listed below:

What will a law enforcement career be like?

What will be the alternatives to promotion?

What will be the compensation for long-term nonpromoted employees?

How will career intentions be redirected?

How will retraining for new career direction be utilized?

Will there be equalized pay for some supervisory and nonsupervisory career employees?

To what extent will multiple track career planning replace the present hierarchy and promotion system?

Should a law enforcement career last 20 to 30 years?

Can employees' desires in view of the future rate of change in society be satisfied?

The solutions to these future issues certainly hinge on our ability to change. "We must be flexible in career choice, be ready and prepared to move."[16] "50 percent of jobs done now didn't exist in 1967, due to the transition to an information [as opposed to an agricultural or industrial] society. By 2007, virtually all work will be new-created since 1987.....In the future virtually everyone we hire will have to be retrained three to four times in their career or we will have to turnover the work force every five years".[17]

It is incumbent upon management to keep up with this change in the workforce and society for the sake of career development. New employees will be looking for diversity in their career. It may be appropriate to adjust to employee turnover by design instead of "burnout." That means the organization may have to plan for helping employees with earlier retirements, career changes, etc. Whatever the method, it must adapt, and that means the department must have flexibility in the career opportunities it offers. When this issue with some of the preceeding information was analyzed later in the project, there was a common opinion of the need for creating diverse career opportunities and allowing for compensation in accordance with the employee's skill and experience. Without these options, they saw the possibility of a dramatic rise in employee turnover. Upon completion of the group exercise, the following trends and events were the result of their attempt at giving direction to this issue area:

Emerging Trends

Police Officer Retention Rates

Police Officer Job Satisfaction

Centralization of Police Agencies

Educational Level of Law Enforcement Applicants

Incentive Pay for Job-Related Expertise

Possible Future Events

State Mandates Regionalized Law Enforcement

Incentive Pay Offered for Job-Related Education

Employees Offered "Pay for Performance"

Dual "Career Path" Options Created

City Creates "Classification Bridge" (Mgmt. Training)

METHODS: Identification

Traditional Research. There has been significant inquiry on the issue of career development in law enforcement. Research of books, periodicals and previous studies in the area gives a history and perspective for determining the future steps in the evolution of career development.

Environmental Scanning. This is a portion of traditional research. This type of reading allows the researcher to ensure that important areas of the issue are covered. With the use of Social, Technological, Environmental, Economic and Political (S.T.E.E.P.) area scanning, the researcher can be sure to cover related aspects of the issue.

Futures Wheel. This brainstorming method was used in the process of the Nominal Group meeting to raise related subissues to the main issue. It is a very valuable tool for identifying the scope and context of the issue.

Brainstorming Session. Several individuals in the researcher's organization have discussed their ideas on the issue. This provided a perspective which allowed issue development and also aided in the transition of a model program for introduction into the organization of the future.

Personal Interviews. These interviews were conducted with representatives of private companies based in California. The purpose of the interviews was to explore the options being used by private enterprise in the area of career opportunities exclusive of promotion.

Career Opportunities Survey. A survey of 85 mid-size law enforcement agencies was conducted. The purpose of this survey was to determine the present state of careers in law enforcement agencies within the scope of this study. These surveys questioned Chiefs of those agencies and line-level officers with extensive law enforcement experience.

Nominal Group Technique (NGT). A group of nine individuals, both from within law enforcement and without, were brought together to examine the issue and develop the future trends and events which will shape Objectives II and III of this study.

Scenario Writing. This method is used to develop possible futures in the issue area. The scenarios are based on the trends and events from research and the NGT. From these scenarios, strategic and transition plans can be developed. This allows the researcher to go beyond research and speculation to a point of execution of thoughts and ideas.

METHODS: Implementation

Traditional Research. This research was begun by a literature search with the National Institute of Justice in Washington D.C. (N.I.J.). A Topical search of 30 documents was provided. This document, Police Promotion and Career Development, contained several periodical abstracts from which the original document was retrieved.

Research was also conducted at the Solano County Library, the California State University, Sacramento Library and the Peace Officers Standards and Training (P.O.S.T.) library. This included topical searches that revealed periodical articles. A literature search revealed applicable publications like management and career development books.

A survey instrument was sent to 85 police agencies to gather information which is reflected later in this document and in search of existing career development plans or procedures. Sixty-eight departments responded with information for the survey. Only 12 career development plans were received, which tends to support the belief that there are few existing plans at this time.

Other publications were also reviewed, including California Peace Officer, F.B.I. Law Enforcement Bulletin, and Journal of California Law Enforcement. People from professional organizations from other states were also contacted; this resulted in the location of an excellent career plan from an out-of-state police agency.

Environmental scanning was done as part of the research. This ensures that areas of importance with regard to the issue are covered sufficiently. Several newspapers, applicable articles, and law enforcement bulletins were reviewed for applicable information.

Futures Wheel. This method of developing subissues was used during the Nominal Group meeting. Discussions about related issues were recorded on a board, and this information was later used for the development of Objective I (See table next page).

Brainstorming Session. Several brainstorming sessions with crucial members of the department staff were conducted. These included the Chief of Public Safety, the Division Commanders of police patrol, personnel and training, investigations, and the City Personnel Director. The topic was the issue of the future of police officers careers. During these sessions, the following questions were asked to stimulate discussion:

> What do you see as the future of career development with our department and with law enforcement in general?
>
> Do you think a police officer should spend an entire career span as a field officer?
>
> What alternative careers do you see as possible lateral moves for a police officer, both within the department and outside?
>
> Do you think the organization should assist the officer financially to pursue career development or career change?

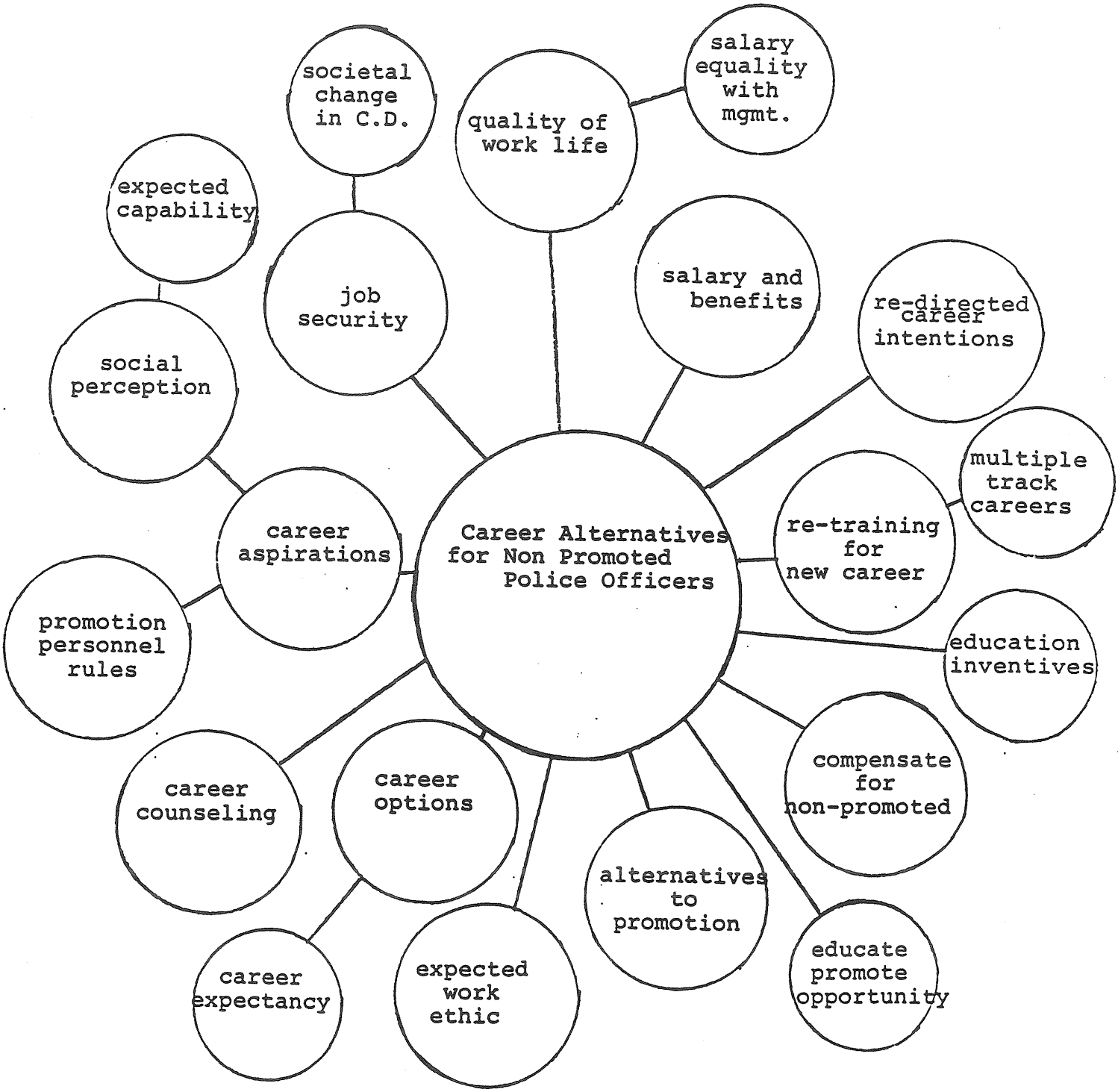
The questions then attempted to discover new ideas about career development and also to find out the feelings of the person being interviewed. This discussion helped to lay the groundwork for implementation of a career development program within the organization in the future.

The brainstorming sessions produced some interesting comments and theories from the city staff contacted. Among the concepts discussed were some ideas that became a part of the strategic plan development of this study.

FUTURES WHEEL

PRIMARY AND SUB ISSUES DEVELOPED

CAREER ALTERNATIVES FOR NON PROMOTED POLICE OFFICERS



"What do you see as the future of career development with our department and law enforcement?"

The majority of the group noted the societal perception of "lack of success" as an issue. Officers who stay at the line level may perceive this as a large stumbling block to career development. Therefore, the need to change that perception was discussed. There was a consensus that the perception needed to be changed first in the law enforcement field. Consequently, over time, the overall perception would be affected. Methods for changing these perceptions fall on the individual agency that brings a new officer into the career field. When a new officer is hired, he/she is likely to get the impression from other officers that a career as a patrol officer is not desirable. Fellow officers make it known that special assignments such as investigations, traffic, training, etc., are more desirable than patrol. Furthermore, they relate that the only way to make more money is to compete for promotion. The standard terminology and the emphasis infers that getting away from patrol is desirable and coming "back to patrol" is, consequently, undesirable. The entire belief is that patrol is a less desirable assignment that any other in the department. Thus, we often hear the statement that is the root of career choices of police officers, "You're <u>just</u> a police officer?!"

The ideas to change this perception had to do with making the police officer, especially the patrol officer, the center of the career plan. When an officer comes to work, it is emphasized that the entire career plan revolves around him/her becoming an efficient, well-rounded professional, trained in all phases of the job, capable of performing any assignment that occurs, and

developing the trust of the department administration in his/her abilities. The career plan is geared to an entire career as a professional police officer. The salary, benefits and recognition that accompany it are designed for them to remain a police officer unless they feel they are better suited in another position. If they choose to compete for promotion, it should be because they have the qualifications and desires for that job and they understand it is a different job and not necessarily a better job.

This also requires the necessary recognition devices that make the statement that we value this employee and that it is not only acceptable, but desirable, for a police officer to spend his/her career as a very well trained professional. All methods to enforce this perception must be used.

Many methods for enhancing the perception were suggested, including the following: a recruitment/re-enlistment system; incentive or proficiency pay; equal career "tracks" in police officer rank as well as supervisor; longer pay ladders, etc. The general feeling was one of portraying the job of police officer for what it is: a job demanding respect from society because of its need for ability, education, training and experience, because it requires courage and common sense, and because it is a job only a few can do well!

"Do you think a police officer should spend an entire career as a field officer?"

The consensus was that some could, but only a small percentage would be happy for the traditional 25-30 year career without some significant changes in the

present structure. In the future, we will need to consider how productive a police officer is for that long a period, or if the officer should have a productive 15-20 years and then formulate a career change while still young enough to have a meaningful second career.

In spite of what is known of the aging workforce, and the fact that careers may become longer due to an aging workforce, this problem may not apply to the street officer. A police officers job demands physical exertion that some 50 year olds are not capable of meeting. The combination of years and of these demands may make it desirable to accept a productive shorter career and seek younger people to fill the positions as we transition out older workers. With new career opportunities, and an inherent need for other cultural backgrounds and bilingual abilities, a career in law enforcement will use the increasing diversity of citizens now living in California, to fill the demand for police officers.

"What alternative careers do you see as possible lateral moves for a police officer, both within the department and outside?"

The range of other jobs available to an experienced police officer may seem limited. Many officers have said to themselves, "I'm a cop, what else am I trained to do?" In fact, just in the related law enforcement field outside of traditional city or county police or sheriff, jobs are numerous which would allow a person to move to different types of law enforcement responsibilities.

These jobs include:

County	State	Federal
Marshal	Highway Patrol	F.B.I.
Probation	State Police	D.E.A.
Housing Auth.	A.B.C.	U.S. Marshal
District Attorney	University Police	U.S. Postal Service
Animal Control	Parks & Recreation	U.S. Customs
Harbor Patrol	D.O.J.	Secret Service
Airport Police	Fish & Game	I.R.S.
Transit Police	Consumer Affairs	A.T.F.
School Dist. Pol.	D.M.V.	Dept. of Defense
Harbor Police	Dept. Corrections	Dept. of Interior
		Dept. of Agriculture
		Dept. of Labor
		Dept. of Health
		Dept. of Transportation
		General Services Admin.

The list is long and diverse.

Outside of law enforcement, the group was only limited by the imagination. Whatever schools, corporations, and training courses are available should be placed within the scope of career alternatives. The feeling was that any career choice from computers to teaching to factory or construction work could be meaningful alternatives to the right officer. But, of course, career change is only a valuable tool when it appeals to the person who is considering making it.

"Do you think the organization should assist the officer financially to pursue career development or career change?"

The standard answer was an emphatic "yes, absolutely." The group gave numerous reasons. In terms of career development, the financial assistance is paid back in the form of a better-educated officer that has more understanding of the job. The skills learned can be used in every day performance assisting other officers, training, etc. The officer makes a

better impression on citizen contacts, can better understand the needs and goals of the department, and therefore can improve the overall department image.

There also is the issue of a better self image and therefore a better employee. In talking about career change, the group's feeling was that a career change opportunity system might give the employee a feeling of greater options for the future. The employee could choose to stay within the career and feel satisfied because there is an alternative choice, rather than be forced to stay for lack of alternatives. This could reduce the creation of non-productive or disgruntled employees, whose attitudes become contagious. The group felt that this could also reduce the number of industrial injuries and resulting medical retirements that have plagued law enforcement for the past decade, although this was opinion and without the benefit of factual support. According to the City of Fairfield Personnel Office, the cost of a law enforcement medical retirement can be as much as $600,000 or more when payed out to a medically retired police officer. That figure is based on a 50 percent of a $40,000 salary to the officer for a life expectancy of 30 years if the officer retires near the age of 40. If any of these retirements are caused by disenchantment with the career, the resultant injury or emotional stress may be avoided. The figure mentioned above could be used for career change training, counseling, tuition and books and the individual agency would still have saved money. It certainly causes one to consider the possible benefits of providing remedies prior to having a medical problem that mandates retirement.

Personal Interviews. Personal interviews with five major private companies outside of law enforcement were conducted. A ten question interview form was used to ensure uniformity of the discussion (see Appendix A). The reason for these interviews was to determine any differences between private companies and government agencies in career development philosophy and to expand alternatives for law enforcement career options. The results of these discussions demonstrated some very definite differences in the way an organization looks at its employees.

Some very different things are occurring in private companies such as those listed below:

1. Anheuser-Busch
2. Dakin
3. Frito-Lay
4. Ticor Title
5. Clorox

Among the local companies contacted, the average number of employees ranged from 50-620. The supervisor-to-employee ratio ranged from 1 to 5 to a higher ratio of 1 to 10. This is generally similar to government organizations. Promotional opportunities are also similar. All the companies contacted indicated a career development program or theory that they follow. In most cases it tends to be informal but very well understood. These companies work toward improvement of the employees present job skills. They also provide salary and benefit packages that encourage the employee to stay in the line

level employee job class as well as improve his/her skills. The employee then has the opportunity to continue to receive increases in pay and benefits in the same job class or field without promotion. Some companies said that promotion was somewhat essential to "success" but none of the companies particularly encouraged employees to promote and, in fact, were careful to say that the company "valued" the employee in the line-level job and were very careful to "treat all employees equally." In addition to pay and benefits, employees are offered other incentives to remain in their present jobs. Some companies offer lateral moves from job to job for well-rounded experience and training. Some allow moves into technical fields and "up and across" moves from one field to a better-paying field that is also a line-level position. Most of these companies have a "flexible pay ceiling" that is determined by the employee's performance. Also, some employees, in the Frito-Lay Company stay on their sales and delivery routes instead of transferring into management because they can expand their routes at their own pace and dictate the size of their own job and the money they earn.

One difference was noted between government agencies and private companies in regard to the perception that success is related to promotion. The returns from a police agency survey, which will be discussed later, indicate that most police agencies tend to pay employees for furthering their education. This is done in the form of tuition reimbursement and paying for books and travel to school. However, the perception is that this method of career development will lead to success via promotion. When a police officer goes to school and attains educational credits or professional training, very little is done to emphasize the intent that the training is to be used to make him/her a better police officer.

In private companies, the emphasis for training and skill development is more in the area of on-the-job skills. The emphasis is placed on learning the job more thoroughly and becoming more valuable to the company for the job done. In turn, the company rewards the employees for those skills with salary and benefits commensurate with their ability and allows them to move up, down and laterally within the job field to improve themselves and the company. This is a concerted effort on behalf of private enterprise to develop employees, not supervisors! So, while government seems to be continuing their traditional hierarchy or up and down career ladder, private industry seems much more intent on developing lateral career moves within a job class.

Law Enforcement Survey. This study focuses on career development for mid-size law enforcement agencies. For the purpose of this study, "mid-size law enforcement agency" was determined to be agencies between 50-250 sworn personnel. Their are 85 agencies of that size in California. [18] Two separate surveys were conducted (Appendix B). One was directed at the police chiefs of those 85 agencies and was validated by having it reviewed and completed by members of the command staff at the Fairfield Department of Public Safety. Of the 85 surveys, 68 returns were received (76 percent).

Following are the results and commentary on some of the police chief survey questions:

2. What is the approximate percentage of supervisors to sworn staff in your agency?

Seventy eight percent (53) of the agencies have a ratio of between three to one and six to one supervisors to police officers with the next closest ratio dropping off to nine to one. This indicates that the chances of a new police officer being promoted during a normal career span are about one in five (20 percent). This question asked for total supervisory staff; therefore, the ratio of first-line supervisors to officers would be much higher, meaning even more difficulty in achieving that first promotion.

3. How often do you have promotional opportunities for sworn staff?

Only 21 departments (31 percent) conduct promotional testing once per year or more frequently. All the others reported biannually or "as necessary." Only one department reported testing more than once per year. What this means to the officers waiting for a promotional opportunity is that when the chance occurs there is even more pressure to compete and succeed because they do not know when their next opportunity will occur, if it does. This tends to magnify the feeling of failure and adds to the burnout of the unsuccessful officer.

4. How many supervisors do you promote per year?

Thirty seven agencies (55 percent) make only one or two promotions per year. Sixteen departments (25 percent) make promotions "as necessary", meaning there may or may not be a promotion once the test is given. Only three departments (6 percent) reported making four or more promotions per year. In considering how this affects the officers, remember it is known that the first career crisis may occur between the sixth and ninth years.

If an officer must have about three years experience before becoming eligible to compete for promotion, then that leaves only one or two promotional opportunities before the officer begins to feel a great deal of pressure to achieve the promotion.

5. Do you have a career development program?

Of the responses of the chiefs, sixteen departments (23 percent) saw themselves as having a formal "career development" program. There has not been much rapid change in this area. In a 1987 Command College study[19] a similar question was asked and the result was that only 21 percent of the responses had a formal career development program at that time.

6. In your estimation, why do your officers compete for promotion?

The response of the chiefs' was almost exclusively in four categories: challenge, self-esteem, income, and career advancement/professional

development. These four responses took up all 68 of the answers given. This response seems to indicate that police officers may feel no challenge about their present job or that their job is not seen as important. It also shows that officers see that their best career opportunities would come through promotion. This is very important when looked at in connection with question #7, below.

7. How long does it take a police officer in your agency to reach top of pay scale?

100 percent of responses stated that their officers reach the top of the pay scale in five years or less. Twenty five departments (36 percent) stated that their officers reach the top of the pay scale in 31/2 years. Another 15 departments (22 percent) reported 4 years. In essence, our police officers are being asked to spend their entire career as dedicated professionals, and yet, only five years into their career, they come to the end of salary increases. After that the only increases they can look forward to are cost of living increases.

8. What options are available to your officers, other than promotion, to increase salary and benefits beyond traditional top step patrol officer?

The majority of chiefs (66 percent) reported temporary special assignments as the most frequent option. Temporary special assignments were explained as such jobs as: investigations, K-9, motorcycle/traffic officer, training, field training officer, bilingual and senior and master officer programs. When asked in subsequent questions, they reported that (75 percent) of the departments compensate the officers in pay for their special assignments.

10. Do you have a "senior officer" rank or similar?

The chiefs of 34 (50 percent) departments stated they had a senior or master police officer program. Of those, twenty nine departments (43 percent) provide additional pay and benefits for those positions.

11. If you could design a program for an alternate career path to supervision for police officers, what would the concept be?

This question produced a wide array of answers, from very innovative ideas to "this question is too ambiguous to answer." The answers run the entire spectrum of thoughts: from the generalist concept to the specialist concept; from educational incentives to creation of new ranks. One theory, particularly representative of a majority of the ideas related by the respondents, focused on the creation of "a path that would attract the most senior and effective technically experienced police officers to patrol." This theory went on to describe parallel career tracks of either supervision or technical specialties. It would create a master police officer class that would be staffed only in the patrol function, serving as F.T.O., community programs coordinator, and mentor officer. It continued to talk about a mechanism to develop police officers into supervisory or professional roles either within other government disciplines or into a non-governmental career.[20]

The results of this survey do indicate a lack of formal career development programs. The alternatives to promotion are limited in scope with the standard being temporary or special assignment. There is little compensation for skilled senior officers and very few options to an officer who has a desire to make a career change.

Police Officer Survey. The police officer survey was sent to 170 officers with 10 or more years service (Appendix B). The same 85 agencies mentioned in the first survey were used in order to maintain the focus on the mid-size agency; 118 (70 percent) were returned. This survey was tested for clarity prior to being sent by having police officers from the Fairfield Department of Public Safety review and complete it. The intent of this survey was to determine the feeling of the veteran officer about chances for promotion in the career field and how essential it was to the officers about their perception of their own success.

The following are the answers and commentary on some of the key questions:

3. Do you desire to be promoted?

Of the 118 responses, 82 (70 percent) indicated they did desire to be promoted. Of the 36 "no" responses, many officers indicated they had the desire earlier in their careers, but due to being close to retirement, they no longer desired promotion.

4. Have you competed on promotional exams?

One hundred of the officers (85 percent) had competed for promotion. Since we know that only 10-20 percent of police officers will be promoted during their careers, that leaves 65 percent feeling unsuccessful.

5. Do you see promotion as essential to your continuing your career in law enforcement?

An interesting response was obtained on this question. Seventy-one officers (60 percent) said no, that promotion was not essential to the continuance of their career in law enforcement. An obvious conclusion is that the officers don't care about promotion. Another possibility is that the career is more important than the promotion. The officers' dedication to their career choice leads them to want to continue whether promoted or not. This makes career choices even more essential to their continued satisfaction.

6. Does your department have a career development program?

An interesting response in that 65 officers (55 percent) stated that their department does have a career development program. It is unknown if the officers see informal career development techniques as a program.

7. If the answer to #6 is yes, which of the following areas does it address?

career counseling-7 (6 percent)

Job Rotation-51 (43 percent)

continuing education-38 (32 percent)

training/re-training-50 (42 percent)

8. If not promoted, do you intend to spend an entire career span (20-30 years) as a line level police officer?

A significant majority of officers, 83 (70 percent) said they would spend an entire career as a line level officer. This high response may be due to what is considered the strong point of salary and benefits, mentioned previously.

10. Does your department provide an opportunity for training for another job or career field outside law enforcement?

One hundred three of the officers (87 percent) said no there was no opportunity for other career training. Two officers indicated their departments would allow a leave of absence and four indicated they had opportunity for schooling. One respondent said that the only time his department would provide training for another career was if the officer was injured on duty and would be retiring.

11. What career alternatives to promotion does your department provide?

Fifty-four officers (46 percent) responded that they had job rotations or special assignments. Forty-three (36 percent) said there were no alternatives. Five officers (4 percent) indicated a senior police officer program and one officer stated choice of shifts and vacation.

11b. What would you like to see your department provide?

The responses here were varied and numerous:

assignment rotation-13 responses

compensation for special assignment-3 responses

career counseling-3 responses

more rank structure-1 response

promotion by merit-2 responses

training schools/in house training-5 responses

alternate career paths-14 responses

senior police officer/corporal-10 responses

education incentives-3 responses

longevity pay-1 response

As reflected by these survey results, a majority of officers intend to stay in law enforcement as a career. Though most compete for promotion, few will be promoted. If not promoted, they will stay on for a career, probably because of pay and benefits even though salary will peak in the first few years. There will be few opportunities for career choices, and these are usually limited to special assignments, sometimes with a small pay increase. Clearly,

more opportunities are desired. Their perception of their own success is less than they would have it but they are resigned to it, possibly for lack of a choice.

Nominal Group. A nominal group is a selection of people, with experience related to the issue, brought together to discuss the issue and related issues. They are asked to make judgments, based on their experience, of the trends and events that are likely to develop. The nominal group meeting was held on Friday, July 8th, 1988, at the Fairfield Department of Public Safety. The participants were briefed by telephone prior to the meeting. A package was sent to each participant for review prior to the meeting. This contained information on the issue, a copy of the proposal for this study, and lists of candidate trends and events. A cover letter explained what was to be accomplished during the meeting. This group met on only one occasion; however, the information they received earlier facilitated the objectives of the meeting. It was not considered necessary to bring them together subsequently. Some group members were contacted after the meeting for clarification of their input during the analysis of the information.

The members of the group were selected for their experience and expertise on the issue area. An effort was made to provide a broad cross section of government and business. The group included line level as well as management people. It included five men and four women and ranged in age from mid twenties to early fifties.

The group members are listed below:

Police officer, City of Fairfield

Data Processing supervisor, City of Fairfield

Personnel Director, City of Fairfield

Plant Manager, Clorox Co.

Assistant Administrator, North Bay Medical Center

District Manager, Ticor Title Co.

Police Sgt., City of Fairfield

Assistant Superintendent, Fairfield-Suisun Unified School District

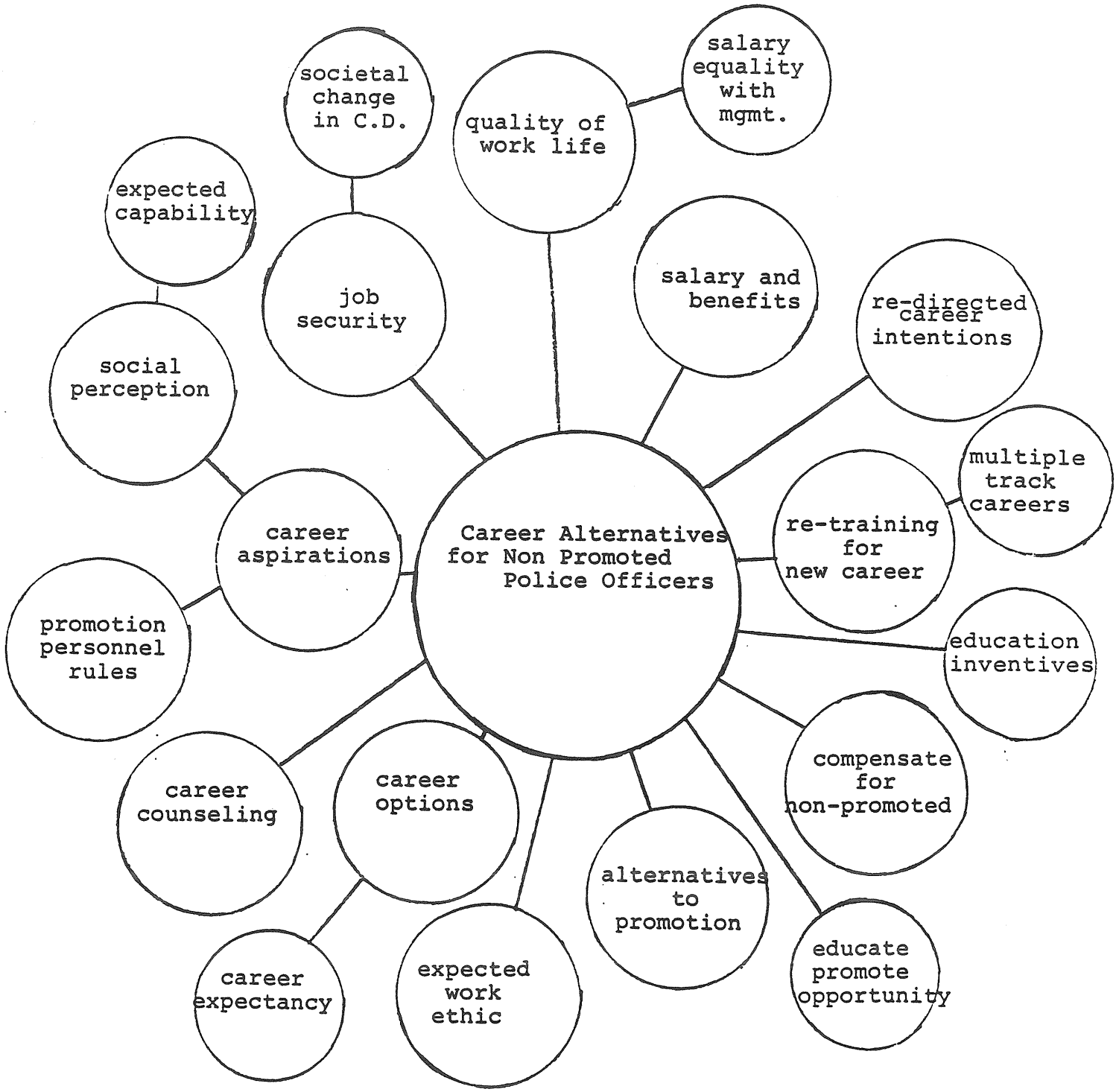
Consulting Psychologist, Wolf-Corey and Associates.

The group was given a list of 39 candidate trends and 26 candidate events. After discussion of the issue and the trends and events, a round robin brainstorming session was held in which each group member in turn named an additional candidate trend or event. The group expanded the lists to 50 trends and 31 events (Appendix C). Also, during this discussion, a futures wheel was used to develop subissues (See Table next page). The subissues were divided into past, present, and future issues. These issues will be used throughout the study to widen the parameters of consideration.

FUTURES WHEEL

PRIMARY AND SUB ISSUES DEVELOPED

CAREER ALTERNATIVES FOR NON PROMOTED POLICE OFFICERS



Next, the trends and events were placed on screening forms for rating according to their value in relation to the issue area. The statement on the screening form asked the question, "For purposes of strategic planning in this issue area, how valuable would it be to have a good long range forecast of the trend/event?" The possible ratings were priceless, very helpful, helpful, not very helpful, worthless. Trends and, then later, events were screened by members of the group voting for each in the above categories. All the trends and events not in the priceless and very helpful column were eliminated. The group then discussed the trends and events that were in the top two categories and another ballot distilled the list down to the top five of each.

TREND EVALUATION

The next step was the evaluation of trends. The group was asked to estimate the level and velocity of the trends from five years past to 10 years in the future. All graphs were drawn using the median number in the group. The group's view of the trends is illustrated on the following pages:

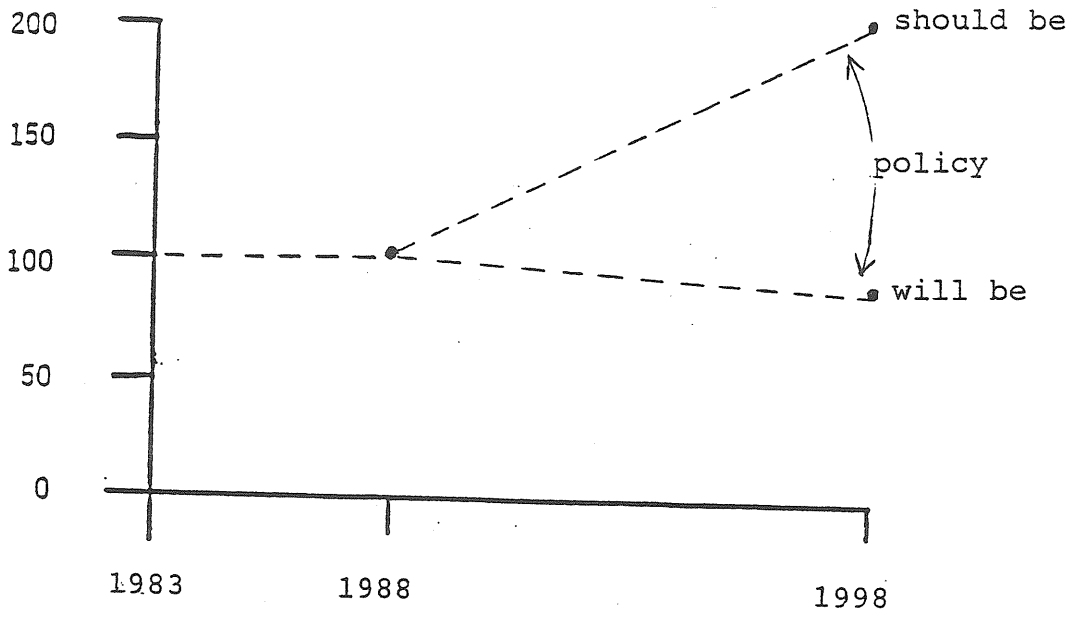
TREND EVALUATION

TREND STATEMENT	LEVEL OF THE TREND (RATIO: TODAY = 100)			
	5 YEARS AGO	TODAY	"WILL BE" IN 10 YEARS	"SHOULD BE" IN 10 YEARS
1. Police Officer Retention Rates	100	100	80	200
2. Police Officer Job Satisfaction	100	100	80	150
3. Centralization of Police Agencies	50	100	150	150
4. Educational Level of Law Enforcement Applicants	50	100	100	150
5. Incentive Pay for Job Related Expertise	50	100	100	175
		100		

EVENT EVALUATION

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA (-10 TO +10)	NET IMPACT ON LAW ENFORCEMENT (-10 TO +10)
	YEAR THAT PROBABILITY FIRST EXCEEDS ZERO	BY 1993 (0-100%)	BY 1998 (0-100%)		
1. State Mandates Regionalized Law Enforcement	95	0	5	+5	+8
2. Incentive Pay Offered for Job Related Education	89	50	80	+6	+6
3. Employees Offered "Pay for Performance"	93	50	50	+5	+8
4. Dual "Career Path" Options Created	90	25	50	+10	+9
5. City Creates Classification Bridge (Management Training Program)	90	40	50	+7	+5

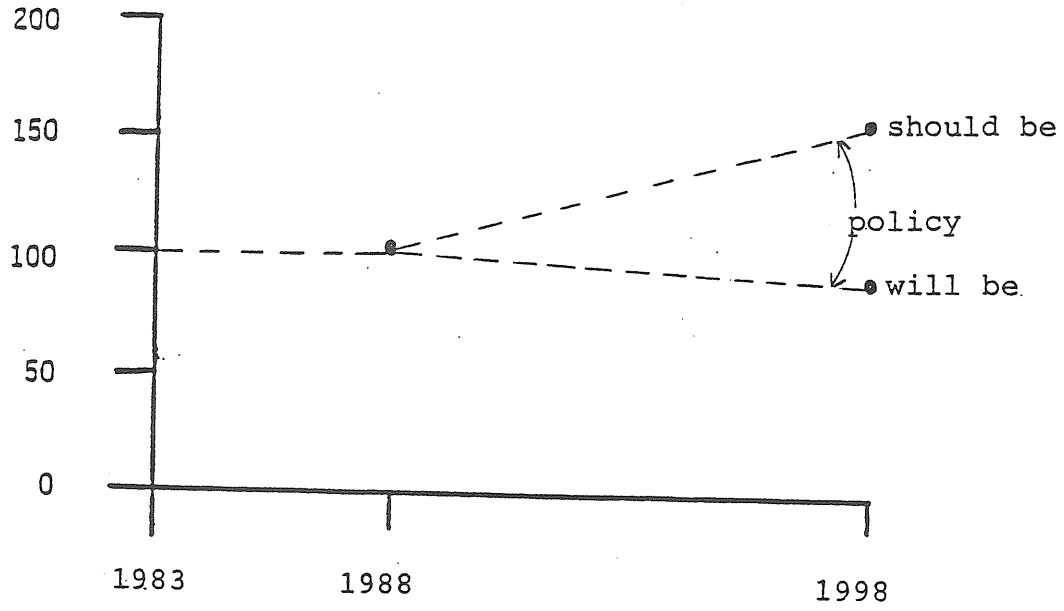
POLICE OFFICER RETENTION RATE



Retention rate refers to the length of time an employee spends in a job.

The group saw the retention rate as fairly stable during the last five years. They felt that retention would drop slightly in the next decade possibly due to an increase in other job opportunities with the aging of the baby boom generation. There was also a very strong feeling that the retention rate should be much higher in the next decade, giving it a rating of 200 on the scale as compared with 80 in the "will be" rating.

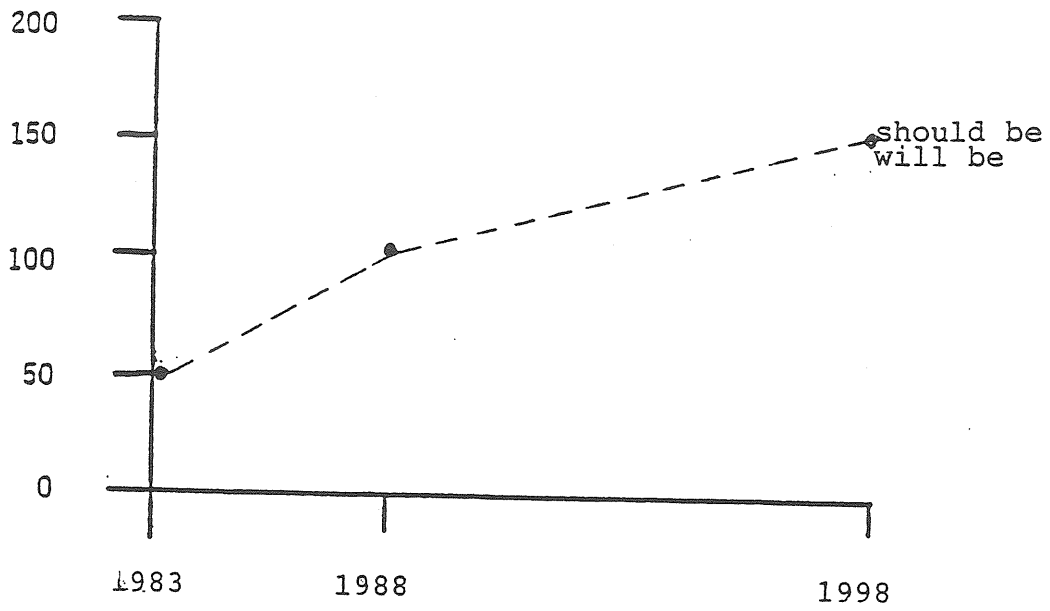
POLICE OFFICER JOB SATISFACTION



Job satisfaction is how the officers feel about their job overall.

The group sees police officer job satisfaction on a fairly level path over the past five years. This is due to the improvement over that time in salary and benefits. In the "should be" rating, the group saw the need for a significant increase, giving the trend a 150 as opposed to 100 in the "will be" rating. The group also saw the need to improve police officer job satisfaction in order to maintain a level of experienced officers for the future.

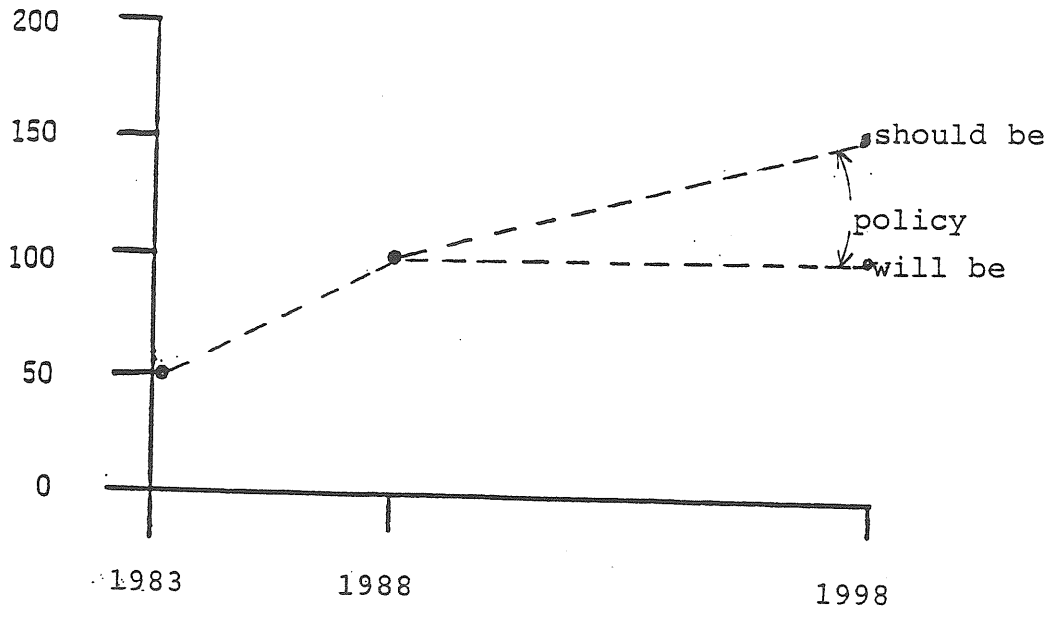
CENTRALIZATION OF POLICE AGENCIES



Centralization means the merging or linking together of police agencies for the purpose of better utilization of manpower and resources and to reduce duplication of services.

The group agreed that police agencies are becoming more centralized. They also felt that, barring some significant event, the trend would move slowly and steadily upward on about the same course in the next ten years as it has in the past five years. As reflected in the "will be" and "should be" ratings, the group sees the trend moving as it should and therefore there is no need to try to influence it. However, they did see this trend as having a large impact on the issue because any centralization would affect, positively or negatively, an individual agency's ability to develop its own career program.

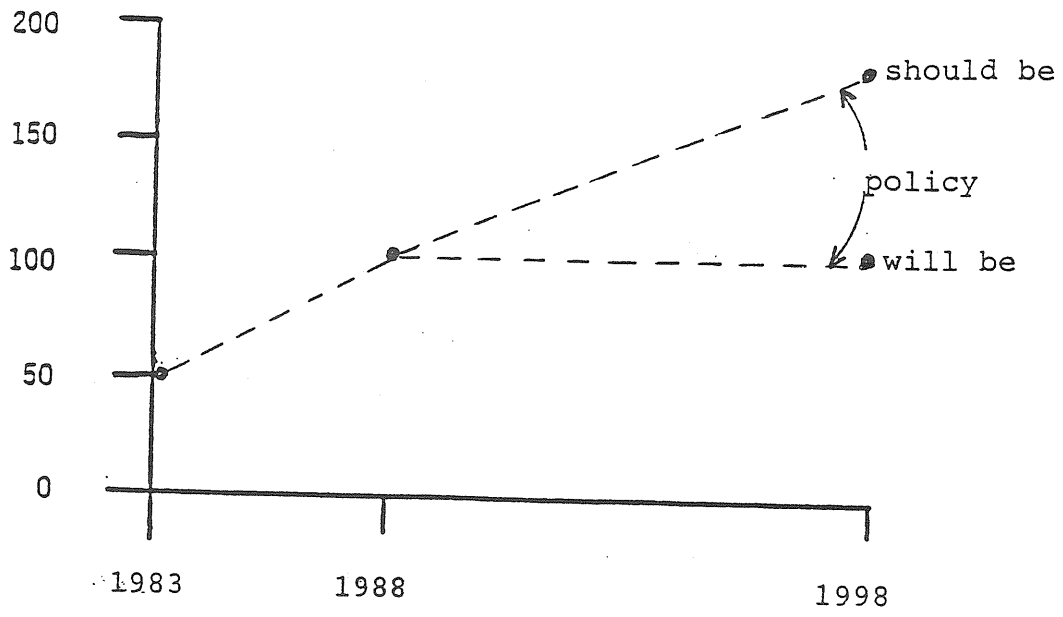
EDUCATIONAL LEVEL OF LAW ENFORCEMENT APPLICANTS



Education Level is that amount of schooling that the average law enforcement applicant has acquired prior to employment.

The group sees the educational level of applicants as very important, as reflected in the "should be" rating. They felt that the education trend will stay about level in the next 10 years after rising significantly in the past five years. They felt this was probably due to a lessening of law enforcement education assistance programs that were more prevelant in the past. The "should be" rating is reflective of the group's stated need for education as our society moves into the technological age. The group felt that police officers will have to continue to improve educationally to keep up with the pace of technology, as the criminal element certainly will.

INCENTIVE PAY FOR JOB RELATED EXPERTISE



Incentive pay is salary earned for exceptional performance or productivity.

The incentive pay concept was seen by the group as a viable method of improving career perceptions. However, the trend was not expected to continue its rise as it has in the past. The present method of pay is seen as adequate and, therefore, the group saw a leveling-off of incentives. In the "should be" rating, the group reflects a feeling of need for incentive pay in the future. They felt that the trend should continue to rise as it has in the past, indicating the need for more incentives for police officers in the future.

Event Evaluation

The next step for the NGT was event evaluation. Events were selected based on their relation to the issue and their probability of occurrence. The group indicated the probability of occurrence in five years and in ten years. They also estimated the impact on the issue area and on law enforcement. This was done in a +10/-10 fashion to indicate positive/negative impact. All graphs were drawn using the median number in the group. The group's view of the events is illustrated on the following pages:

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA (-10 TO +10)	NET IMPACT ON LAW ENFORCEMENT (-10 TO +10)
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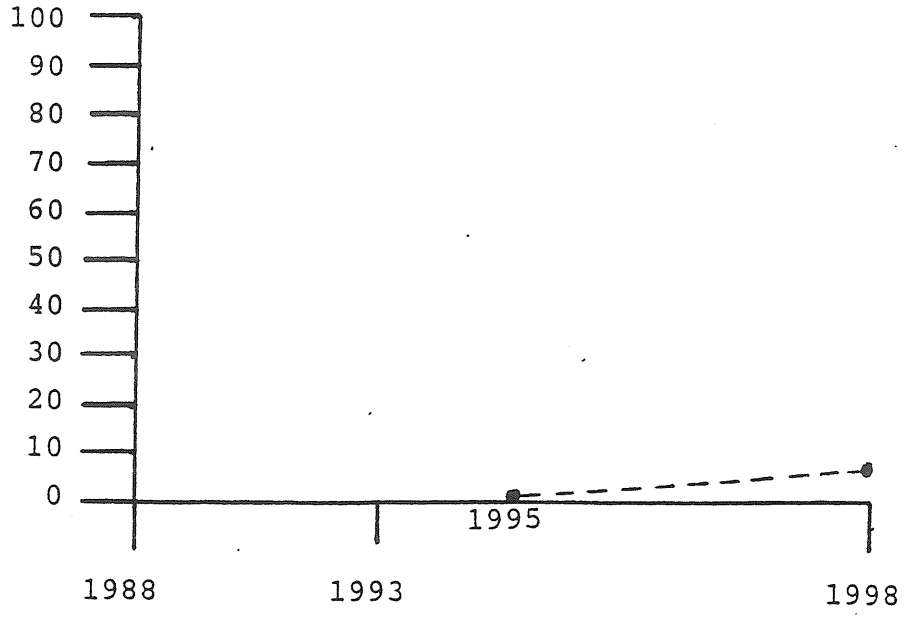
5. Incentive Pay for Job Related Expertise	50	100	100	175

STATE MANDATES REGIONALIZED LAW ENFORCEMENT

Regionalized law enforcement is simply a linking or merging together of agencies, resources and materials with the intent to reduce the numbers of duplicated services or obligations.

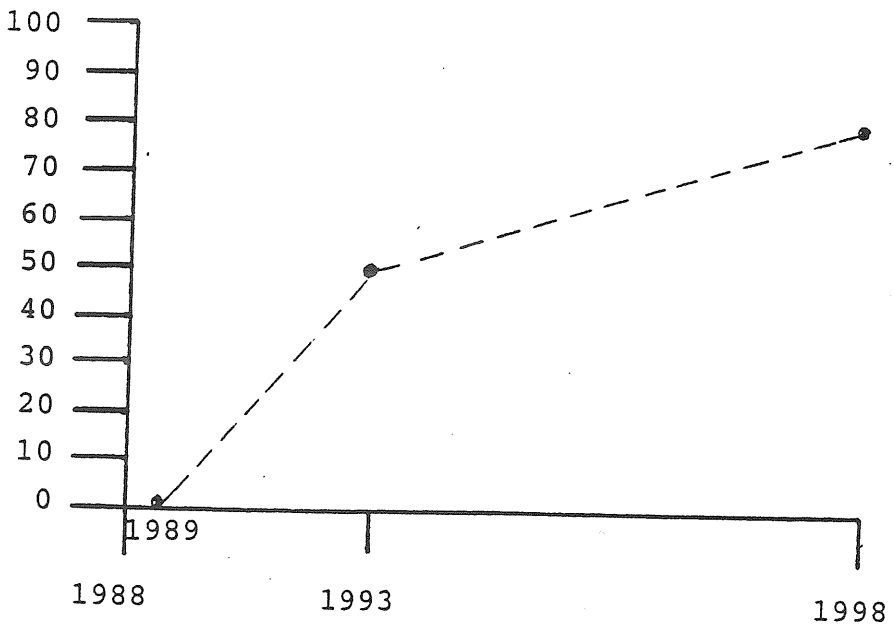
The group saw regionalized law enforcement as an unlikely possibility with the year of first probability of occurrence being 1993 and then with only a 5 percent chance of occurrence in the next ten years. The group indicated that although regionalization may occur gradually, the state was not likely to initiate a mandate due to the complexities of the related political issues. If this were to occur, the group saw a +5 positive impact on the issue and a +8 positive impact on law enforcement due to the increased advantages of pooling of resources and the potential increase in revenues.



INCENTIVE PAY OFFERED FOR JOB RELATED EDUCATION

Incentive pay is salary earned for performance that is exceptional. It is intended to make employees work harder and feel rewarded for their efforts.

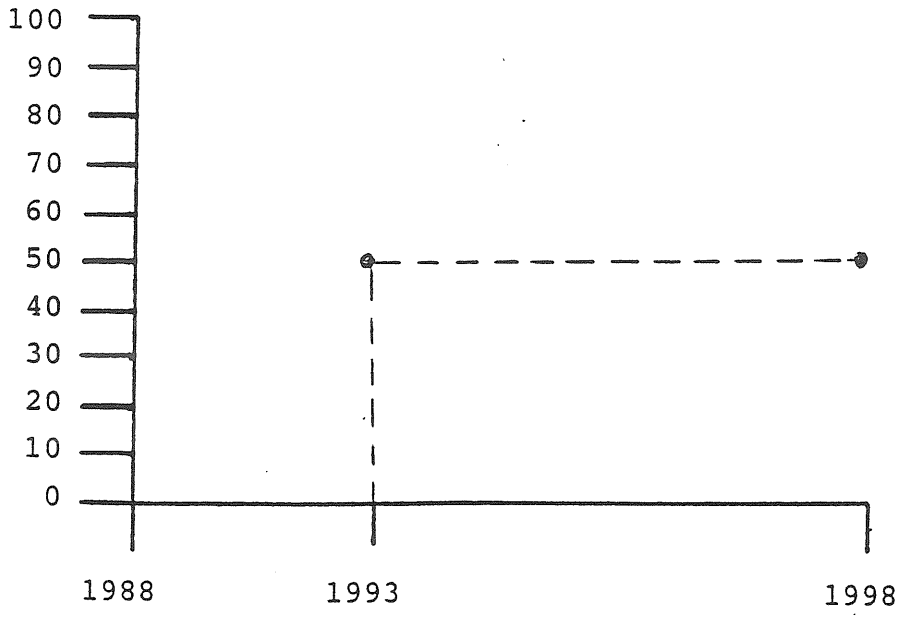
The group forecasted this event as probable after 1989 with a dramatic increase in the possibilities during the next ten years. A probability of 80 percent by 1998 indicates the need the group sees for this type of incentive. In the related trend, the group saw a flattening of these incentives and the need to promote them in the future. Their prediction here is due to the feeling that some of that influence will be exerted in law enforcement in the future. The group saw a very positive influence on the issue area and law enforcement with a +6 rating in each area.



EMPLOYEES OFFERED PAY FOR PERFORMANCE

Pay for performance is a term generally meaning that pay scales are flexible and an employee is payed commensurate with the quality of the work her/she performs, in the opinion of the employer.

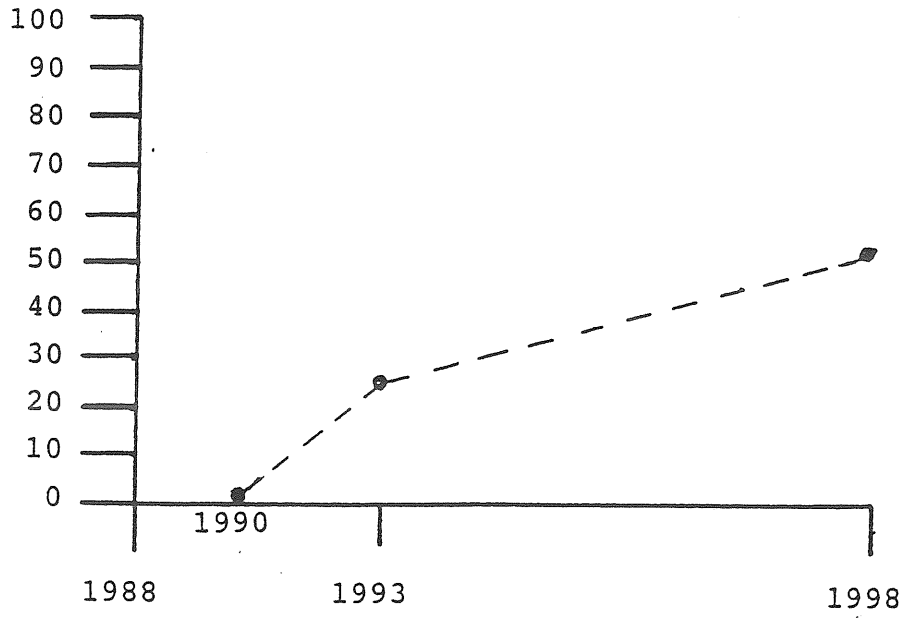
The feeling here was that this event would probably not occur before 1993, which is in keeping with the previous related event. The group sees a better possibility for some pay incentives to be offered but specifically "pay for performance" has only a 50-50 chance over the next ten years. Pay for performance is a concept that is more in keeping with private enterprise, and the group saw it as something that may not be readily accepted in the public sector. However, if it were to occur, this event would have a +5 effect on this issue and a +8 on law enforcement, providing important incentives for future police officers.



DUAL CAREER PATH OPTIONS CREATED

Dual career path is a term referring to a set of created choices of career options that an employee might make during the course of a career, knowing the potential for advancement, salary, responsibility, etc. before and when making the choice.

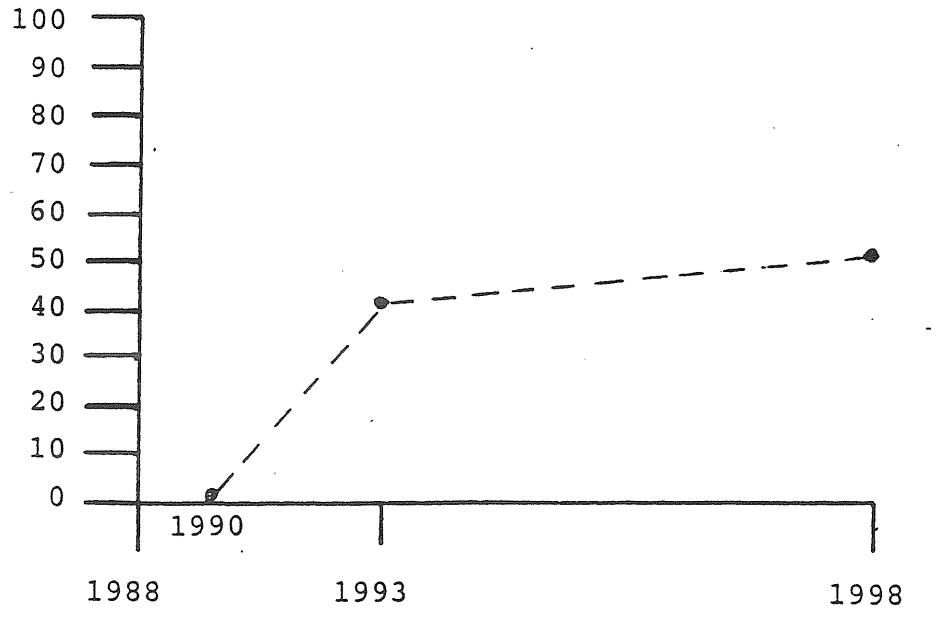
The group imagined this event would not occur before 1990 and only a 20 percent chance by then, with only a 50 percent chance in the next decade. This is a new concept and the group felt it may not occur on a wide scale. The group was very supportive of the concept, seeing it as having the most positive impact of any of the events on the issue and on law enforcement with a +10 on the issue area and a +9 on the field. They see this as an important aspect of the future of career opportunities.



CITY CREATES CLASSIFICATION BRIDGE

The classification bridge concept allows an employee to move from one class to another, either up, down, or across to another class or to a management class for the benefit of training, experience and his/her own career development. A model of this type has been used by the city of San Mateo, California and it has been seen as a positive career opportunity.

The group saw this as a possible occurrence by 1990 with a 50 percent chance of occurrence by 1998. If it occurred, the group felt that it would have a +7 impact on the issue of career alternatives and a +5 impact on law enforcement. The group clearly felt this would be a good method to explore in the area of career development.



Cross Impact Analysis

The final step in the process for the nominal group was to evaluate the impact of events on events and events on trends. This cross impact analysis revealed several events that had significant impact on each other and on trends. Also event #1, Regionalized Law Enforcement, did not seem to be affected by any other event, although it would have effect on other events and trends were it to occur. There is also one related trend, #3 Centralization of Police Agencies, that is not affected by the other events and trends.

CROSS IMPACT EVALUATION FORM

SUPPOSE THIS EVENT WITH THIS PROBABILITY ACTUALLY OCCURRED ... HOW WOULD THIS IMPACT THESE EVENTS AND TRENDS?		EVENTS					TRENDS				
		E-1 Regionalized Law Enforcement	E-2 Incentive Pay For Job Related Education	E-3 "Pay For Performance"	E-4 "Dual Career Path" Options Created	E-5 City Creates "Classification Bridges" (Management Training Program)	T-1 Peace Officer Retention Rates	T-2 Police Officer Job Satisfaction	T-3 Centralization of Police Agencies	T-4 Education Level of Law Enforcement Applicants	T-5 Incentive Pay for Job Related Expertise
E-1	29%	X	-25	-10	+20	0	0	-25	0	0	0
E-2	72%	0	X	+10	+5	+40	+20	+25	0	+25	+30
E-3	53%	0	0	X	+5	+25	+30	+40	0	+15	+20
E-4	52%	0	0	+5	X	+15	+40	+40	0	+25	+25
E-5	52%	0	0	+15	+10	X	+30	+30	-35	+25	0

The matrix shows that event #2 is a definite "actor" event in that it has effect on nearly all other events and trends. Its effect is consistently positive except on event #1 and trend #3 which both deal with regionalization or centralization of law enforcement agencies. These trends and events are not affected by any other events or trends, mainly due to their inherent need for statewide initiative to become a reality. Events #3, #4 and #5 are also actor events of lesser significance. They have an effect on the other events and trends, though not as consistently positive as event #2. They have an effect on some of the events and all the trends except trend #3, which as previously mentioned, is not effected by the events. None of these events effect events #1 or #2, therefore they are not as strong as actor events. In fact, events #3 and #4 are "reactor" events in that they are effected by all the other events.

Trends #1 (peace officer retention rates), #2 (police officer job satisfaction) and #4 (education level of applicants) are reactive to all the events with the exception of event #1 (regionalized law enforcement) for reasons mentioned previously. These trends are all positively effected by the events and the group saw a positive increase in these trends with the occurrence of any of the mentioned events.

In considering how to utilize this information, event #2 (incentive pay for job related education) will be a definite target for policy. Its ability to positively effect all the trends and events, excluding those two concerning centralization (trend #3) and regionalization (event #1) , makes it an excellent way to control the possible future occurrences surrounding the issue. A policy consideration concerning event #2 would probably have an effect on the other events #3 (pay for performance), #4 (dual career path options created) and #5 (city creates classification bridge) because they are reactor events in relation to event #2 and are very similar in concept. A conceptual program regarding incentive pay for job related education will tend to smooth the way for such concepts as events #3, #4, and #5 present. Policy considerations addressed later in this study will address a broad spectrum of possibilities that would make possible many of the positive events forecast in the nominal group. One important issue to note with this set of trends and events is their relationships with each other. Because of the conceptual similarity of many of the trends and events, those such as incentive pay, pay for performance, dual career paths, education level and classification bridge will be more easily influenced as a group by policy.

"Desired and Attainable" Scenario

The year is 2000. The senior police officer sits in the city manager's conference room with his body straight and his mind wandering as he gazes out the window. He can't help but daydream as he waits his turn to discuss the police association's proposed future plan with the committee on employee development. Since all the employee groups now confer together, it takes a while to get around to everyone. But that's okay with him because it is gratifying to see that the employees now have a voice in their futures. This is more than a new decade to law enforcement. It has provided a benchmark in the image of the police officer in California. Since the city began the multiple career tracks certification program in 1998, police officers have begun to see themselves as "professional" in the same manner as doctors and lawyers are perceived. With this available dual career path program, they can decide if they want to follow a traditional career ladder to promotion or pursue a series of skill levels as a career police officer. Along with the additional pay, the recognition as a highly trained career police officer really gives them a boost in the eyes of their peers and society.

The retention rate for older officers has risen 100 percent in the last ten years and the rate of industrial injury and medical retirements has dropped. Job satisfaction is much better with the latest employee satisfaction survey showing a 50 percent increase over five and 10 years ago. It is even better that they can still compete for promotion if they choose to use the promotional opportunity bridge to a supervisory or management position. It is just a much different decision now that they have such a challenge in their present career track.

This new opportunity has driven the education level up after it had flattened out with the departure of financial aid for law enforcement education back in the 1970's and 1980's. Now that the officers need more formal training and education to advance in the skill levels, they are pursuing their degrees. It also helps that the officers are reimbursed for tuition and books.

It is more than the income level of the officers that is affecting their satisfaction. It is an obvious and necessary compensation for expertise, but recognition from peers and the citizens seems to be most important. When one of the senior officers arrives on the scene of a call and younger officers know the experience and training necessary to achieve that insignia on the uniform, they just naturally show respect, as do the citizens involved in the case.

The potential for this program is great. Discussions regarding centralization of police agencies have been going on for a long time now, but with little action. However, there have been slight moves with the contracting of police services on the increase. This may have been caused by the suggestions of an initiative to mandate regionalization of law enforcement agencies in 1996 and 1998. Chances of this occurring do not look favorable; however many towns have followed the trend of some centralization of services. This was accomplished by going to the public safety concept in order to reduce additional expense. But if the centralization or regionalization ever takes hold on a widespread basis, it would enhance career opportunities. It would allow the Commission on Peace Officer Standards and Training (P.O.S.T.) to institute its career police officer lateral transfer program, and then all the career officers could move from agency to agency without losing their present certification level. Many officers are discussing this now.

With all this potential for a great long term career as a professional police officer, there is still the career counseling and change program that has been developed to assist the officers that just are not cut out for a law enforcement career or have decided they can't take the job anymore. It is a demonstration of the officer's value that the agency would be willing to help an employee change careers, but what would a police officer want to get into another career for?

Feared but Possible Scenario

The year is 2000. The patrol sergeant stands at the podium waiting for the officers to settle into their comfortable conference chairs. He is in a dilemma. He was supposed to have the resources to police this town, but it seems the department administration doesn't realize that what looks like a full shift on the schedule is not one in fact because of all the "prima donna" policemen around today. When the police officers started getting all the incentives to make them feel good about their career choice, no one thought it would make it tougher to do the job. In 1990, when the city created the career officer programs that gave the officers pay incentives for job-related education, dual career paths, and an increased pay ladder, the officers loved the concept. They felt a new life being breathed into their careers. They started working on self-improvement again. The number of officers involved in continuing education went up 25 percent and the retention rate leveled out after being on the decline for several years. Then in 1993 the officers association negotiated pay for performance and they finally started looking at themselves as career professionals. But what professional turned out to mean is that they wouldn't be around to do the everyday police work. To add to the problem, the city created the classification bridge in 1998 to allow officers to switch from their traditional police career into management or promotional

tracks, allowing them more training and educational opportunities. Now, it is his problem to figure out how to get this job done. He has one officer that is in management training over at city hall. He has three officers that are certification level three, and at that rank they get to make their own beat request. They all want to work a special assignment to take advantage of their expertise, and they are good at that. Then he has one officer away at an advanced school, which seems to be the case most of the time, but the boss says he can do with one less officer. One guy spends most of his time up in the city manager's officer talking about future plans for police officers. Then, he has two senior officers who are training new officers, so they are only minimally effective. That leaves him with only half the shift's assigned strength to provide the services that the citizens demand. What makes it worse is that the trend toward centralization hasn't reached us totally yet, but it has taken over dispatch, so "central dispatch" for the entire county doesn't understand or care what his problems are. They just know he is supposed to have enough officers in the city to handle the calls they transmit over the mobile data terminals.

Yeah, job satisfaction is at an all-time high with the new career opportunities for police officers. But what about the supervisors? The top level certified officers even make as much money as he does. Maybe it is a good plan for them.

Hypothetical Scenario

The year is 2000. Police agencies are much different now. Even though few thought that wide scale centralization of police agencies would occur, it did happen in 1995 after a hotly contested state law was passed. The mandate only applies to Northern California, but the south part of the state is afraid they will go the same way if they cannot improve their revenue potential. The cities of the north were forced to go that way after the complete depletion of federal revenue sharing in the late 1980s. They could no longer maintain the suburban life style with towns spread apart, each having its own police department. The residents of these towns all wanted to have an upscale quality of life. There was large-scale opposition to apartment complexes, low-priced homes, and commercial development other than the most desirable stores. With the end of these type ventures, revenue for cities and counties dropped drastically and many wanted to file for bankruptcy. The last possible helping hand was gone with the abolishment of the Mello-Roos assessment district for revenue raising in 1992. Prior to this, these high-salaried commuters from the central population areas could somewhat pay their way through taxes assessed via these tax districts.

In the 1990s, as a result of increased salary and benefits for better educated and "professionalized" police, many cities began to declare themselves unable to continue to meet the payroll demands. The state's answer was a mandate to centralize police agencies along with consolidation of many other government services such as public works, water and garbage services, and building inspections. Many cities have even begun cutting back to

all-volunteer fire departments. In today's typical northern California town, a police officer is not often seen patrolling the streets. One would more likely be found in the central office, using a computer keyboard to catch a high-tech criminal. The officers are not in patrol cars anymore. With the huge increase in traffic to the suburbs, the officers ride rapid transit. They spend most of their time training and retraining to maintain their incentive pay for job-related expertise. They are payed on the basis of their performance in solving crimes that occur all over the state by criminals using computers to commit money-transfer thefts. With the 200-300 percent increase in fraud crimes per 1000 population in the last twenty years, they are too busy and too many miles away to handle things such as family disputes, simple thefts, and traffic enforcement. If a person wants to sign a criminal complaint against another, he/she simply contacts the District Attorney via his/her own or a public computer terminal. The police only are involved if there is violence and then they come out from the central office long enough to put an electronic custody device on the suspect until the trial date.

The centralization of police agencies caused immediate specialization. In order to find a place for as many of the officers as possible, the generalist police officer concept was replaced by central traffic enforcement, central patrol services, and central investigations. Each office has a long list of specialized training and educational opportunities, and the management jobs are more frequent than they were for many of the former small town officers, although many more are competing also. Centralization has created an impression of a much more dignified, educated police officer, and the new perception of the police officer is one with a very gratifying career.

Through attrition and some layoffs, the centralized police force is now providing services with fewer officers. Many basic services were cut to attain this, but the officers are happy. They have increased salary and benefits and society's impression of them is enhanced. Job satisfaction is at its highest in years, and the retention rate is on the rise.

Citizens have had to give up some services, but they seem to understand the reasons. They do not have routine patrol anymore, but they can hire private security if they want patrol of their neighborhood. The state is now talking of creating more regional offices as the population grows. The outlook is that possibly in 10 to 20 years, some towns may have a police department close to them again.

OBJECTIVES TWO AND THREE

Statement

Strategic Plan. The purpose of a strategic plan is to outline the best method of reaching a predetermined objective or goal. In order to identify that goal, the issue must be clearly defined, the background researched, the influences determined, and the possibilities created. The issue defined is the need for career alternatives for nonpromoted police officers. The research indicates that the present alternatives are relatively few, and the career opportunities are not adequate to retain satisfied and experienced police officers. It is now time to determine what forces can influence the change in the direction we want. Then, we can begin to explore the alternative possibilities. For the purposes of this section, Scenario #1, "Desired and Attainable" was used.

Transition Plan. The transition plan will determine the methods for stepping into the future. It must examine the critical players and which of them will help or hinder the movement toward the goal. It will outline the responsibilities for the administration and control of the future plan and provide feedback to allow the plan to continue to grow and evolve with the organization's and the employee's needs.

Methods: Identification

Situation

W.O.T.S. U.P. Analysis. The methods for this objective include the Weakness, Opportunity, Threat and Strength (W.O.T.S.) and Underlying Planning (U.P) analysis. This allows the critical assessment and evaluation of the organization's ability to react to change, threats, and opportunities evident in the environment. It also looks at the organization's internal strengths and weaknesses. A diagonal slice of the personnel of the department was used to complete the assessment in order to give a broad perspective on the assessment.

S.A.S.T. The next step in the look at the situation is the Strategic Assumption Surfacing Technique (S.A.S.T.). This exercise allows the development of a list of stakeholders, those persons who might have an affect on or be affected by the strategic plan. Among the stakeholders, there are some referred to as "snaildarters," those who may have an unexpected and significant impact on the plan.

Mission

Mission Statements. After the organizational assessment and considering the established trends and events, macro (wide scale) and micro (smaller scale, applying to a specific agency) mission statements were developed. These are necessary to provide direction for the formulation of a plan.

Execution

Using the modified policy delphi technique, several policy alternatives concerning the issue were developed and distilled down to one primary policy directing the development of the program. Next, some program alternatives and methods for implementation were suggested.

Using the developed policy, a suggested plan was formulated with several alternative courses of action. The plan is represented conceptually, with specific criteria and procedural issues deleted for later insertion by the specific agency.

Administration

Critical Mass. Once the strategic plan is developed, the transition plan must look at how to get from the present to the future state. A critical mass analysis was done to identify those key players in the organization who are critical to the success of the plan. Critical mass players were identified and categorized to determine if they would help or hinder the change. Next, strategies were developed to move the critical mass players to a more supportive or less crucial position.

Responsibility Charting. This technique helps to define the actors in the transition plan and determine what authority and responsibility they hold in regard to important decisions that must be made toward completion of the plan.

Readiness/Capability Assessment. Using the readiness/capability chart, the members of the critical mass essential to change are listed, and each person crucial to the change is rated on his/her readiness and capability to accept the change. This assessment allows the planner to determine where the assistance and opposition to the plan is located and who should be the target of necessary change.

Control

Planning and Feedback. This portion of the transition plan allows for the ongoing assessment of the strategic and transition plan. The planning system was determined, and methods were developed to ensure involvement and feedback. The people involved with the plan will be regularly consulted to determine the success of the plan and any necessary changes to be made to improve its efficiency.

Methods: Implementation

Situation

The situational assessment begins with an analytical look at forecasted trends and events. Next, a W.O.T.S. U.P. analysis of the organizational environment was conducted. The look at the situation is completed with the S.A.S.T. and a plotting chart indicating the results of the S.A.S.T. For the purpose of this portion of the project, the Fairfield Department of Public Safety will be used. With approximately 80 police officers, this department is in the

mid-size range of those intended to be the focus of this study. The Fairfield Department of Public Safety presently operates in an innovative and change-oriented environment. The city and department management are willing to make the necessary change for the betterment of the organization. There should be willing consideration of any planned change by the executive staff.

Trends and Events. A look at the forecasted trends and events shows some potential threats or opportunities depending on the perspective of the analyst. From the perspective of the researcher or person(s) intending to implement a strategic plan, the trends and events provide several opportunities such as increase in retention rates, job satisfaction, education level, and incentive pay for job-related expertise. The desire for an increase in these areas leaves opportunity for policy or program implementation that will tend to accomplish or lead us in the direction the trends indicate we should proceed. For example, a career development program that uses pay for expertise would most certainly increase job satisfaction and retention rates. It would also enhance education levels as participants began to meet the requirements to obtain the additional incentive pay.

From the perspective of the organization, these possible future trends may pose a threat because of a tendency to lead to additional job enhancements in the form of pay and benefits. The organization may define this as a dangerous precedent in providing career programs for other employee groups. This may also be seen as trends leading to an unmanageable wage scale in future years. The potential savings in the areas of satisfied employees may not be immediately recognized. These include making fewer job changes, fewer on-duty

injuries, better community relations, less personnel complaints, etc. A failure to positively influence these trends could become a threat to the agency due to their forecasted levels becoming reality without some policy action. The agency may see this as a "no win" situation for them.

The events present the same type of opposing potential. The person(s) desiring to implement career plans or programs would see events like incentive pay for job expertise, pay for performance, dual career paths, or management training programs as definite opportunites to promote additional job benefits for police officers. These types of events would create a greatly enhanced environment.

On the other hand, an agency looking at these events would probably see them mostly as money issues and more demands from employees. The additional cost of such events, on top of what is already considered a well-paid profession, may put it beyond the boundaries of what is necessary in consideration of the job the officer is asked to perform. They may not see the long-term benefit of enabling an agency to maintain its officers through increased job satisfaction, thereby reducing recruiting, hiring, and training time.

Organizational Assessment. A diagonal slice sample of 10 employees was used to assess the department for the purposes of the analysis. They completed the assessment forms, rating the organization on its present level of efficiency and ability to adapt to change. Two forms were used for the assessment. One asks about the organization itself in the areas of equipment, resources, personnel, support, etc. The other questions the top managers and the organizational climate and competence.

The assessment revealed the following opinions on the current environment of the department. Scores are reflected in terms of average (See table next page).

ORGANIZATIONAL READINESS

Manpower	3.8	Morale	3.3
Technology	2.6	Problem Solving	3.1
Equipment	2.2	Council Support	2.4
Facility	1.7	City Manager Support	1.9
Money	2.0	Community Support	2.7
Calls for Service	3.1	Management Flexibility	3.0
On-View Activity	2.8	Pay Scale	2.0
Management Skills	2.3	Benefits	2.0
Police Officer Skills	2.5	Retention Rate	2.9
Supervisory Skills	2.8	Complaints Received	2.5
Training	2.6	Enforcement Index	2.8
Attitudes	2.9	Traffic Index	2.9

CHANGE CAPABILITY

Mentality Personality	3.7	Decision Processes	3.3
Skills/Talents	3.4	Structure	3.8
Knowledge/Education	3.5	Resources	4.2
Subordinate Support	3.0	Middle Management	3.8
Culture/Norms	3.3	Line Personnel	3.4
Rewards/Incentives	2.9	Innovation/Risk Taking	3.4
Power Structure	3.0		

ORGANIZATIONAL ASSESSMENT

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	Seeks Related Change
V	Flexible	Seeks Innovative Change

Category:	I	II	III	IV	V	
TOP MANAGERS						
Mentality Personality		11		1	5	3.7
Skills/Talents		3	2	3	2	3.4
Knowledge/Education		2	2	4	1	3.5
Subordinate Support		4	4		2	3.0
ORGANIZATIONAL CLIMATE						
Culture/Norms	1	2	2	4	1	3.3
Rewards/Incentives	1	3	3	2	1	2.9
Power Structure	2	2	2	2	2	3.0
Decision Processes		4	1	3	2	3.3
ORGANIZATION COMPETENCE						
Structure		2	2	2	4	3.8
Resources			2	4	4	4.2
Middle Management			5	2	3	3.8
Line Personnel		2	2	3	3	3.4
Innovation/Risk Taking		2	1	4	3	3.4

ORGANIZATIONAL ASSESSMENT

Evaluate 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.

Category:	I	II	III	IV	V	
Manpower		1	11	5	11	3.8
Technology		4	6			2.6
Equipment		9	11			2.2
Facility	11	6	1	1		1.7
Money	1	8	1			2.0
Calls for Service		4	3	1	11	3.1
On-View Activity		5	3	1	1	2.8
Management Skills		5	4	1		2.3
P.O. Skills	1	4	4	1		2.5
Supervisory Skills		3	6	1		2.8
Training	1	2	3	3		2.6
Attitudes		3	5	2		2.9
Morale	1	1	3	4	1	3.3
Problem Solving		3	3	4		3.1
Council Support	1	5	3	1		2.4
City Mgr. Support	2	4	3			1.9
Community Support	1	3	4	2		2.7
Mgt. Flexibility		3	5	3		3.0
Pay Scale	2	6	2			2.0
Benefits	2	5	2			2.0
Retention Rate		2	6	1		2.9
Complaints Received		5	5			2.5
Enforcement Index		3	6	1		2.8
Traffic Index		3	5	2		2.9

Based on the situational analysis of events and trends and the assessment of the organizational environment, the W.O.T.S. U.P. analysis indicates the following factors for consideration in implementation of the strategic plan:

Weaknesses

manpower
morale
problem solving
calls for service
management flexibility
subordinate support
rewards/incentives
power structure

Threats

job satisfaction
retention rate
education level
regionalized law enforcement

Opportunities

incentive pay
pay for performance
dual career paths
classification

Strengths

equipment
money
management skills
council support
city manager support
pay scale
benefits
facility
top managers mentality/personality
top managers knowledge/education
organizational structure
organizational resources
middle management

Among the strengths are: facilities, pay scale, benefits and city manager support. The weaknesses mentioned as most crucial were manpower, morale and management flexibility. The opportunities were seen as those trends and events that would take specific steps toward career development. Threats were seen as those that had potential to lead to lesser satisfaction on the part of employees if no action is taken to create a better environment, such as, job satisfaction, retention rate, and education level. This W.O.T.S. U.P. analysis, coupled with the following S.A.S.T., will be used to provide the direction for implementation of the strategic plan and the situational environment for the transition plan.

Strategic Assumption Surfacing Technique (S.A.S.T.). A stakeholder is any person or group who can affect your plan or policy or will be affected by it. A snaildarter is any stakeholder that can unexpectedly become involved and have significant impact by their reaction to the plan or policy. The stakeholders assumptions are what the people who are implementing the plan feel is the position on the issue the stakeholders will take.

The stakeholders and their assumptions were developed after discussion with members of the department. The list of stakeholders, including several snaildarters, were identified after brainstorming a list of possibilities and narrowing it down to the 13 most important. They are as follows:

1. City Council**-assumes this plan will increase department proficiency. They also think the plan may have revenue consequences.

2. City Manager-assumes this plan will better one of his departments through increased training, education and morale; also may be concerned about equality of opportunity among city departments.

3. Chief of Police-assumes this will better the department; also assumes it will improve officer recruitment and retention.

4. City Personnel Director-assumes this plan may reduce personnel problems such as claims of injuries on duty, medical retirements. It may also improve retention.

5. General Public-assumes that the quality of service will improve and may believe that it will cost more money for that service, which may be reflected in higher taxes.

6. Police Officers Association**-assumes this program will benefit their members in terms of future salary and career opportunities. They may also assume that it could become a management tool for elevating some officers and leaving others behind, depending on criteria for advancement. This stakeholder could be concerned about who will make decisions on the development of the program and will want to be involved.

7. Department Training Division-assumes that any plan will create more work in record keeping and program administration.

8. Other City Employee Groups**-assume they will benefit from this program by also being given additional career opportunities for their members.

9. Other Police Agencies-assume a program of this type will allow them to have a better possibility of developing a similar program in their deparment.

10. Commission on Peace Officer Standards and Training**-assumes that California law enforcement as a whole will benefit from the professional advancement provided by this plan. They may also assume they will be involved in program development and administration and will control formulation of policy and guidelines. A further assumption may be that they will be expected to provide funding and or certification for the program.

11. Statewide Police Organizations-assume the program will increase prestige for law enforcement and their organization. It also would improve chances for negotiating additional job benefits across the entire profession.

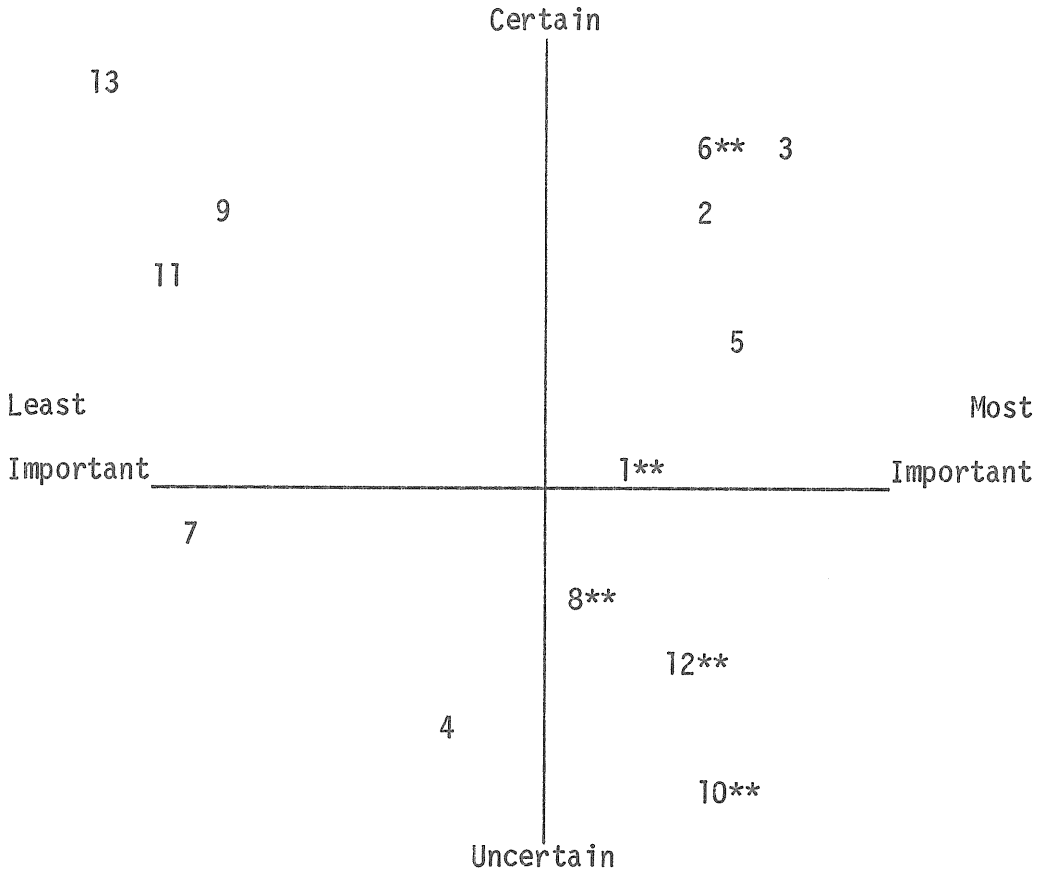
12. Taxpayers Association**-assumes this plan will cost money in the form of possible tax increases and assume they will be expected to oppose it to properly represent their constituency.

13. Local College/University-assumes it will have additional students and tuition due to career advancement opportunities through additional job-related education. May also assume they will be consulted on formulation of the program.

**-indicates snaildarter

Strategic Assumption Surfacing Technique

Certainty and Importance Plotting



1-City Council**

2-City Manager

3-Chief of Police

4-City Personnel Office

5-General Public

6-Police Officer Association**

7-Training Division

8-Other City Employee Groups**

9-Other Police Agencies

10-P.O.S.T.**

11-Statewide Police Organizations

12-Taxpayers Association**

13-Local College/University

The above plotting charting shows certainty and importance of the stakeholders. Several are seen as uncertain in their assumptions and they must be contacted to confirm their their support or opposition about the issue. Of those uncertain stakeholders, four are seen as snaildarters. It becomes critical to ascertain their position so that policy or strategy can be developed to deal with their opposition or use their support. That would be the first mission. Four of the most important stakeholders are shown at the top of the certainty scale, indicating a degree of confidence in the accuracy of the assumptions. These positive assumptions must be supported once confirmed, as they can be used to support the strategy. One snaildarter, the Police Association, should be a target for attention to ensure their support. Being on the most important end of the scale makes this stakeholder a critical element to be dealt with in implementation of the strategy.

Stakeholders on the least-important end of the scale should not be neglected. Any of these could become important if their concerns are not identified and addressed. Also, since they are listed as least important due to their limited impact on the issue, they are not a target for specific strategy and, therefore, can simply be enlisted to support the plan.

Mission

Law Enforcement Mission. The basic mission of law enforcement is to protect lives and property and provide the level of service desired by the citizens to ensure the maintenance of an acceptable quality of life.

Local Agency Mission. The mission of the department is to keep the citizens relatively free from crime, maintain the department and employees with proper

resources in order to provide high quality service and have mutual understanding and support within the organization and community.

Execution

The societal perception is changing for line-level workers in all jobs. An emerging trend is the appreciation for the value of the labor force in private and public organizations. Organizations in many fields are providing more job and career benefits in order to maintain their current employees in the face of a diminishing workforce. It has been established from the research that law enforcement officers, as well as most people in America, judge the success of their career mostly in accordance with the number of promotions achieved.[21] It has been indicated by a survey of mid-size police agencies that opportunities for promotion are infrequent and the highest percentage of employees will not promote during their career. The same survey also indicated that most police officers reach the top of the pay scale in less than five years, leaving only cost of living increases as incentives for the rest of their career unless they are promoted. Even though this is the situation for the highest percentage of departments contacted, there is little being done to provide meaningful alternatives to promotion. Only 23 percent of departments have a "career development" program. Most departments use special assignments as a means of rewarding a long-term line level officer. About 50 percent of the departments use a senior or master officer program and about half of those departments give a small addition in pay to those officers. Yet the survey also indicates that about 70 percent of the officers desire to be promoted, and 85 percent have competed for promotion. With only a 10 to 20 percent chance for promotion, that leaves many officers looking for alternatives and feeling less successful than they should.

Combine this information with the future issues that have been identified:

What will a law enforcement career be like in the future?

To what extent will multiple track career planning replace the present system?

How will we compensate long-term nonpromoted employees?

Will we redirect and retrain for new careers?

Next, look at some of the forecasted future trends and events:

Police officer retention rates need to increase dramatically.

Education levels of law enforcement applicants should increase.

Incentive pay for job-related expertise should be a career opportunity.

Officers may receive such opportunities as "pay for performance," "dual career paths," and "classification bridges" in the next 10 years.

This group of facts suggest that we should do more in the area of employee support and job enhancements. "Every police agency should immediately implement formal programs for personnel development directed toward the employee's professional growth and increased capacity for their future role within their agency."[22]

Modified Policy Delphi. From the data collected in research and from developed trends and events, 15 alternative strategies were developed. These policy considerations were given to a group of management personnel from within the Fairfield Dept. of Public Safety. They were asked to score each alternative for its feasibility and desirability. The alternatives were discussed, polled, then discussed and polled again to reduce them down to the best group for action. These policy alternatives were then formulated into a policy statement reflective of the data and giving direction to the strategic plan.

The top group of policy alternatives and their scores were:
(scores are cumulative from the five group members; Possible score for each is 15)
(F=feasibility D=desirability)

Provide career counseling for employees who want to make a career change. F=13 D=15
Provide career counseling and guidance to allow employees to further their careers. F=13 D=15
Provide education and training incentives to encourage career development. F=13 D=11

Maintain the present system of special assignments as a career program. F=14 D=10

Provide career and education program opportunities for employees at their option. F=12 D=11

Develop a pay-for-performance incentive system for outstanding quality of work. F=10 D=12

Provide multiple track career planning to parallel and supplement the present promotion system. F=10 D=11

Develop a series of pay incentive steps to enhance the quality of a law enforcement career. F=10 D=11

(see table next page for entire list of strategic alternatives)

STRATEGIC ALTERNATIVES

1- Develop a series of pay incentive steps to enhance the quality of a law enforcement career.

2- Develop a longevity pay scale to enhance career benefits for law enforcement officers.

3- Develop a pay for performance incentive system for outstanding quality of work.

4- Award special assignment pay as a career oppportunity tool.

5- Maintain the present system of special assignments, as a career program.

6- Provide multiple career tracks to allow employees to select and control the direction of their career.

7- Provide multiple track career planning to parallel and supplement the present promotion system.

8- Develop a multiple track career option program including career development and change counseling.

9- Provide career and education program opportunities for employees at their option.

10- Provide education and training incentives to encourage career development.

11- Provide career counseling for employees who want to make a career change.

12- Provide career counseling and guidance to allow employees to further their careers.

13- Contract with outside consultant to provide career counseling at employees request.

14- Designate an office within city government to provide career counseling for employees.

15- Provide career change opportunities at intervals throughout an employees career.

From these alternatives the resulting policy and program was developed.

Policy. To provide for the ongoing career enhancement of its police officers and to provide the citizens of Fairfield with professional police services, the Fairfield Department of Public Safety will

- Develop a career counseling and guidance program including education and training opportunities for police officers to have the best opportunity for a rewarding career.

- Provide career change counseling and incentives for officers who want to make a career change.

- Maintain a systematic special assignment program to allow officers to develop their skills for advancement in the career paths.

- Develop a longer pay ladder commensurate with an officer's demonstrated ability to allow the officer more achievement time prior to reaching top of scale.

- Provide an alternative career track to parallel the traditional promotion track.

Career Planning Alternatives

In 1978, Chester L. Quarles, PhD, Director of Law Enforcement, University of Mississippi quoted a statement from The Future Policeman that seems to capture the essence of what the research indicates in this study: "Reversing the past tendency to take away from the patrolman various tasks and give them to specialized units....should have, in the view of many, the effect of making the patrolman's tasks personally more satisfying and organizationally more effective. The officer should have a wider range of duties, greater freedom in scheduling his own time, and accordingly higher morale."[23]

The information gathered in this study points out a fact which must be addressed: there is no "one right answer" or method for establishing a meaningful career development program. The possibilities are too diverse to use one method. Many programs now in existence and several more studies that provide models for career programs have similar concepts. The essence of the information presented here is to provoke at least consideration of need and, we hope, action toward improvement in career opportunity. Therefore, the suggestions offered here can and should be tailored to the specific department. They also must be workable within manpower and budgetary limitations.

Establishing Need. The first step must be to determine if the need exists for a career program. Any method of feedback can be used. A survey of personnel must ask pertinent questions about career desires and opportunities. A department can develop its own format or use one already prepared. A format similar to the one listed below addresses the issue very well.[24]

	YES, IT'S A PROBLEM	NO, NOT IN MY ORGANIZATION
**Employees feel stuck/lack career mobility		
**Unclear career paths		
**Little information on career opportunities		
**Managers feel inadequate in coaching their employees on their careers		
**Numerous plateaued employees		
**Little succession planning		
**Rapid turnover of non-exempt population		
**Slow growth or shrinking organization		
**Loss of high potential employees		
**Employees are unaware of how to manage their careers		
**Shortage of promotable employees		
**Inadequate communication of organization mission and goals to employees		
**Rapid expansion or decentralization of the organization		
**Need to adapt to rapidly changing technology		
**New employees leave soon after starting their jobs		
TOTAL YESES		

SCORING

Count the number of YESES. If you had a score of:

0	Take a bow. Write a book. Become a consultant
1-3	Not bad--keep it up! You're doing something right. Magnify your accomplishments. Make them visible.
4-7	Start a career development effort. Read up. Talk to colleagues.
8-11	Start designing a career development program. You have many pressuring needs.
12-14	Career development needs to become a serious business--a top priority!
15	HOW DID YOU GET INTO THIS MESS?

An assessment of this type will also provide some insight into what type of problems exist in the present environment and, therefore, what elements should exist in the plan. Once the need is determined, then stakeholders and critical players must be involved in the preparation of the program. Involvement is one of the most important parts of the planning process. This will be discussed further in the transition planning portion of this study.

Policy and Procedure. A policy statement of the intent of the program is essential for common understanding between department and employees. The policy statement should address the intent and the concept of the program.

The complete guidelines of the program can be addressed in the procedure. It needs to outline the position descriptions, the criteria for entering and progressing within the program, and the rules to be followed during participation in the program. It should also state who has responsibility for administration of program guidelines. The procedure provides clarity for the organization and employees and helps to decide any questions that occur.

Entry Level. When a new officer is employed by the department, the career program should be explained immediately by the designated career counselor. This should be a trained counselor, not a police employee without professional training in the field. The professional counselor performs a crucial role and gives the program immediate credibility. Some of the things that should be addressed are listed below:

> The officer is embarking on a career as a police officer, not as a supervisor or manager. Those jobs will be available to the officer at a later time, if and when the officer decides to pursue that career direction. The emphasis must be on a police officer career.

This is an attempt to change the professional perception that an officer needs to compete for promotion to be successful. The law enforcement perception must be changed before society's perception will change.

The advantages of the career program should be explained. They include the following:

- Enhanced quality of work life
- Feeling of choice about a career rather than a demand to compete for promotion to achieve additional salary and benefits
- Enhanced perception of the feeling of professionalism of the police role
- Opportunity for ongoing career counseling
- the department's support of the patrol function as the "backbone" of the department

The alternatives of the program are explained to the officer, including the rules of each option and the related salary and benefit potential. At this point, the officer is ready to embark on the career police officer path. It should be stressed that the officer's career goal is to be a well-rounded, generally experienced professional whose quality work is the foundation of the department and which all other department functions revolve around and support.

The Career Program. The emphasis of this program is on the entire length of a police career. The program should provide not only incentives in the form of pay and benefits, but also must provide the career officer with ongoing assignment and educational challenges.

Skill Level I. The program begins with Skill Level I during which the officer is trained in the traditional manner. Merit increases are awarded for the first 7-10 years rather than the traditional 3 1/2 years. These increases should carry the officer through the initial learning period of his/her career. During this time, the officer is eligible for special assignments to gain experience and build the framework of the career officer that eventually will be able to provide the department with the abilities to perform virtually any police officer function. This amount of time also takes the officer through the initial "burnout" period of his/her career while still achieving experience and pay increases. This should help to avoid some of the frustrations associated with feeling unsuccessful.

Skill Level II. Somewhere during the 7-10 year range, the officer becomes eligible for Skill Level II. After successful demonstration of proficiency in all aspects of police work, the officer is then certified as a Skill Level II officer. This designation carries with it some insignia of recognition, additional pay and benefits, such as choice of assignments, days off, vacation, awarding of compensating time off for increasingly responsible assignments, etc. The Skill Level II officer designation is maintained for a specified time, presuming the officer continues to complete responsible tasks and maintains acceptable annual evaluations. The Skill Level II officer may also move into special assignments and maintain the skill level designation. This allows movement for the officers and flexibility for the department.

Skill Level III. After an additional specified period of time, the officer becomes eligible for Skill Level III. This designation requires demonstration of proficiency in additional, increasingly more complex tasks which require greater experience to accomplish. The rules for maintaining the Skill Level III are the same as Skill Level II. The Skill Level III officer can also be eligible for special assignment, and is also awarded an insignia of recognition.

Skill Level II and III officers become the "lead officers" in the department. These officers provide the support to the supervisors in the complex and difficult tasks that need substantial experience to complete. They provide expertise in criminal investigations, accident scene investigations and diagrams; they perform field training, photograph crime scenes, complete complex follow-ups, work on series of crimes, coordinate strike teams, direct other officers in the absence of a supervisor, and perform a myriad of other tasks for which their experience and training has qualified them. Another important function of these officers is to pass along to the new officers the attitude and demeanor of professional law enforcement. They should also be involved in formulation of, and supportive of, department goals, objectives, and policies and procedures.

The emphasis of this program should be placed on the patrol assignment. When an officer enters the program, involvement in special assignments should be a part of the criteria for advancement. Skill Level II and III designations may provide the career officer with near parity with supervisory and possibly management positions in terms of responsible assignments, and some equality in

pay and benefits should be considered. This will help to ensure that the officer makes a career direction decision based on what is best for the officer and on good job-person match, and not because it is the only way to achieve a higher pay scale.

NOTE: These "Skill Levels" can be given any name that is satisfactory for the department.

Promotional Bridge. During the time in each skill level, the "Promotional Opportunity Bridge" to compete for a management position is available. When the officer has reached the minimum eligibility requirements, he/she makes his/her desires known to the career counselor and the counselor provides an outline of professional and educational training opportunities that will help to prepare for promotion. At the same time a request to compete for promotion is made, the counselor provides the officer with an assessment of promotability, which includes, but is not limited to the following: a review of performance evaluations, which should contain supervisory opinion of promotability; a familiarization on the job of supervisor and its limitations; formal tests that can assess supervisory/management potential; and an assessment of future potential in both career tracks of the organization.

This assessment should be intended to assist the officer in making the right decision.

Management Track. The parallel management career alternative is very traditional. It is the officer's opportunity to supervise groups of people. The officer deciding to pursue the management track should have the proper

personality and management skills for the job. Career counseling should have provided direction so that the officer obtains the educational and professional training necessary.

Career Counseling. This portion of the career program is provided to every officer on a regular basis. Every one to three years, the officer meets with the counselor to discuss the future direction of the career.

The counselor reviews performance evaluations and talks with the officer about his/her intentions. An ongoing assessment of capabilities to proceed within the chosen career track is provided, and recommendation for career direction may also be made.

Career Change Opportunity. This service is available in either track of the career plan. The fifteen-year point in a law enforcement career is crucial. It is about this time a decision-making point is reached. If the career is not moving along as expected or desired, it may seem time for a change. The pay and benefits along with feelings of being inadequately trained for any other career may prevent consideration of a career change. If the perception is one of failing in the career, either through lack of promotion or inability to achieve subsequent skill levels, the chances increase that the individual may become a problem.

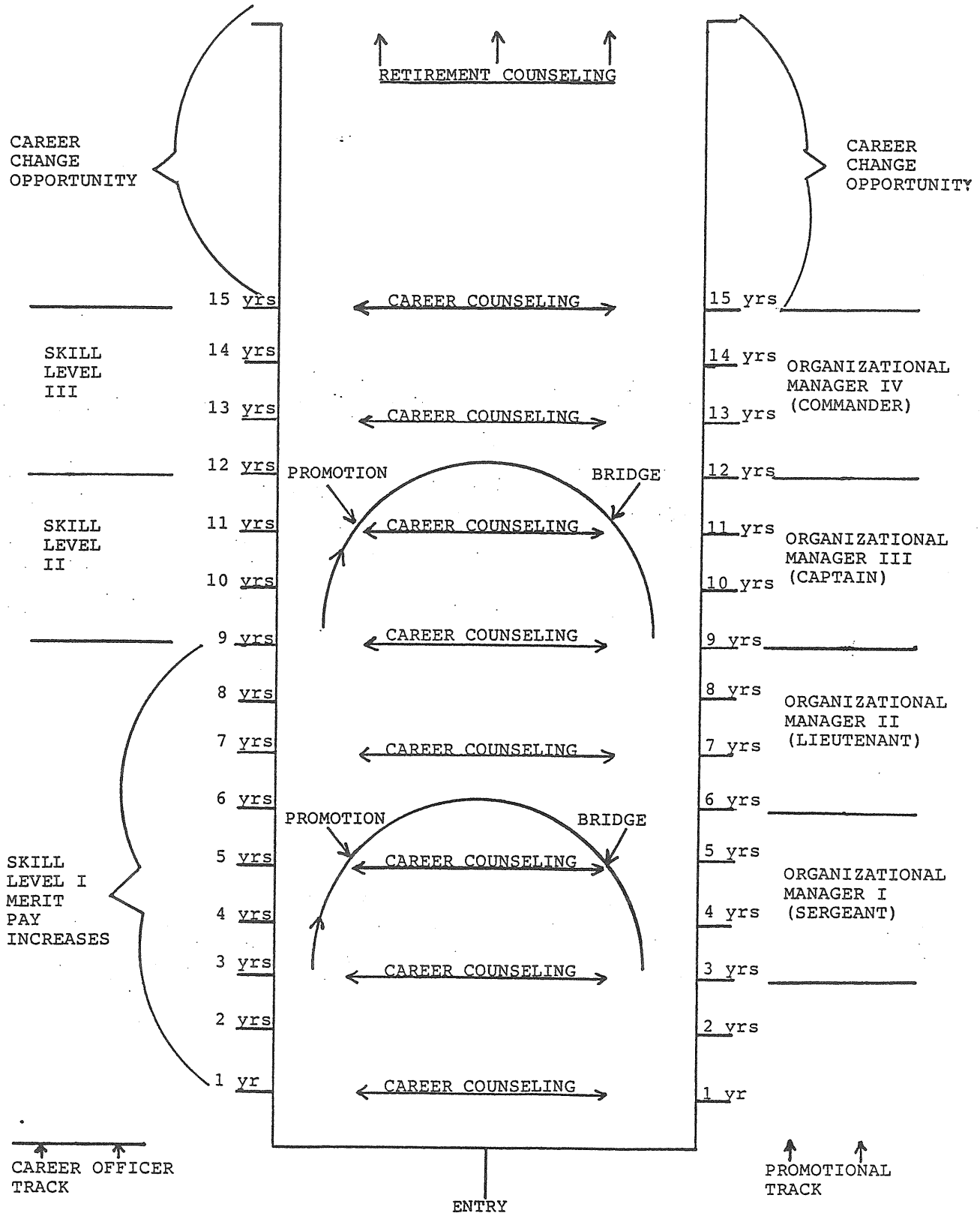
Beyond this, the chances of on-duty injury increase due to an inherent connection between psychological health and physical health. On-duty injuries can lead to an increase in medical retirements.

The career change opportunity is designed to deal with this problem. It allows the employee to either be trained for another approved career field while on the job, or to resign his/her position to pursue training for another career. This is done full-time, and the individual continues to be payed for a specified period of time, possibly for as long as two college semesters. If this phase of the program can avoid some of the problems discussed, that alone will pay for some of the costs of an enhanced career program. This "career window," as it is sometimes called, is available to officers between their 15th and 20th years of service.

This gives sufficient time for consideration of the option and is not designed to train employees for career change at the end of a traditional career ending in retirement. Explaining this option to the officer at the beginning of his/her career will ensure that there is time for due consideration as the officer moves through the career. This is not a decision made hastily. The officer benefits from knowing of the possibility long before the option is available.

Additional skill levels past the 15 years shown in the following model can be added at the discretion of individual departments. This model should be considered for departments with a high percentage of senior officers.

MULTIPLE CAREER TRACK MODEL



Administration

The strategic plan lays out the basic concept without the specific details. The transition from present to future state requires consideration of the critical elements by the members of the transition team considering all involved parties and concerns. The transition team should represent the critical mass, any significant stakeholders, and any other parties that can help the plan to happen or could hinder it if excluded.

Commitment Planning. To determine the members and actions of the transition team, a critical mass analysis was done. The critical mass was determined by a look at the stakeholders and their assumptions, as well as others inside and outside the organization.

COMMITMENT PLANNING

WHAT DO YOU NEED FROM THE "CRITICAL MASS"?

WHERE DOES "CRITICAL MASS" (INDIVIDUALLY) STAND NOW REGARDING THE CHANGE?

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
City Manager				X
Chief of Police				X
Police Association			X	
City Council		X		
Other Employee Groups	X→	XX		
P.O.S.T.		X→	XX	

X - PRESENT POSITION XX - DESIRED POSITION

The city manager was placed in the "make change happen" area due to his progressive stance and desire for innovation. He has previously demonstrated his ability to envision and facilitate significant change. There should be no reason to move him from this position. The Chief of Police is also in the "make change happen" column for his demonstrated ability to accept and support meaningful change. He can promote the necessary trust between the involved officer's association and the other city employee groups.

The police association should welcome the change; however, they are placed in the "help change happen" column. In the past, they have demonstrated some lack of trust because they perceived the city as being less than honest with them. Therefore, they may be a bit skeptical about the plan. They are an integral part of the transition, and must be in this column. If it is determined they are not, they need to be moved to the "help change happen" column before any further progress can be made. If they are found to be closer to the "block change" column, some concentrated negotiation and exchange of information must occur in order to facilitate that change.

The city council is in the "let change happen" column. They are policy makers and should be kept informed by the city manager. They could veto any plan made, so they must be consulted for their feelings and assured they will be considered. Their biggest question may be the money factor. They will have to be informed of the offsetting benefits of the plan in terms of more satisfied employees.

Other employee groups is in the "block change" column. This is only a potential position for this group. They may not block the change, but they could become a factor in the implementation. This group must be informed of the need for this plan in specific employee groups. The plan would not apply to all employees because of less formal education and training necessary to perform the job function. This information and resulting discussion should move them to the "let change happen" column.

P.O.S.T. is in the "let change happen" column and would remain there unless the plan was to be adopted on a statewide basis. Some form of this plan could be used in the future for all police agencies. Therefore, P.O.S.T. needs to be in the "help change happen" column. They should be consulted for guidelines and opinion. Then if the need arises in the future for their involvement or assistance, they would be prepared to step in and assist.

Responsibility Charting. A list of was formulated of several decisions that need to be made in order to implement the strategic plan. An examination of the critical mass and other stakeholders determined that several necessarily had to be involved in the decision making process of the transition plan. The decisions and decision makers were plotted on a responsibility chart. Decisions were made about what responsibility these decision makers should have in implementing the transition plan.

RESPONSIBILITY CHART

DECISION	C.O.P.	Officer Association	Group Employee Representatives	City Manager	Patrol Division Commander	Administration Services Commander	City Council
CREATE STUDY GROUP FOR PROGRAM	R	I	S	I	S	S	I
DEVELOP PROGRAM CRITERIA	R	S	S	A	I	I	I
SET QUALIFICATIONS AND GUIDELINES	R	I	S	I	S	S	I
AGREE ON WHAT YOU CAN OUTSIDE MOU	R	S	S	A	I	I	I
DECIDE ON IMPLEMENTATION METHODS/DATE	R	S	S	A	S	S	A
SET REVIEW TIMES/METHODS	R	S	S	I	S	S	I

R = Responsibility (not necessarily authority)
A = Approval (right to veto)
S = Support (put resources toward)
I = Inform (to be consulted)
- = Irrelevant to this item

Six decisions were determined to be initially necessary for transition to the strategic plan. In the case of all six critical decisions, the Chief of Police was determined to have responsibility. The chief would not necessarily have to be kept informed or provide direct support at the time of the decisions; however, he would have to give approval to the decisions the transition team makes.

The City Manager is the next actor to be considered. He does not have responsibility for these decisions but has right of approval. Some examples of such decisions are development of program criteria and agreements outside of the Memorandum of Understanding (M.O.U.). These may fall within the parameters of the Brown Act which controls the obligation to meet and confer between government and bargaining units. The City Manager should also give approval to implementation dates and methods. These may be affected by other issues within the organization and, therefore, need to be coordinated. The presumption is made here that this plan could be formulated and implemented outside of the M.O.U.

The City Council, of course, has final approval on any program in the organization. They should, however, be kept outside the formulation team and maintained at the policy level. The City Manager must keep them informed until the plan is complete in draft form. They would then have input prior to approval. Therefore, they are listed as "informed" in all but the final implementation date decision.

All other actors on the responsibility chart are either "support" or "inform." This means they are active participants in certain stages of the planning process. They do not have responsibility for the decisions or right to veto. They are the working body that develops the program and makes the suggestions of implementation methods, time lines, etc.

Readiness/Capability Chart. The next step in the look at the transition process was to list and assess the ability of those members of the stakeholder group and the critical mass who will make the decisions.

READINESS/CAPABILITY CHART

Fill in the following chart as it applies to your situation. In the left-hand column, list the individuals or groups who are critical to your own change effort. Then rank each (high, medium, or low) according to their readiness and capability with respect to the change.

	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
1. City Manager	X			X		
2. C.O.P.	X			X		
3. City Council		X		X		
4. Police Association		X			X	

It was determined that most of the members listed previously in the critical mass assessment are also the critical change agents. Fortunately, none of these members is perceived as "low" in either readiness or capability. The past history of adaptability to reasonable change places both the City Manager and Chief of Police in the "high" column in both categories. It is widely known in the organization that these people welcome change. Therefore, concentration should be given to the City Council and the Police Association.

The City Council is seen as "high" in the capability column but "medium" in readiness. This body has the intelligence and desire to make appropriate change. There has been some conflict over direction, and they may not be able to decide on taking action with a proposed strategic plan. Some consensus building will be necessary prior to obtaining their approval of a plan. The City Manager should be responsible for facilitating this consensus through ongoing flow of information and feedback.

The police association is rated "medium" in both columns. Their support must be obtained by attempting to build trust during the working process of program formation. They realize they have a critical part in the decision making process of what the program will be like, who it will affect, and how. They must be ready and capable of adapting to the change. It should not be too difficult to demonstrate the value of such a program to their careers. It is crucial to implementation of a strategic plan, outside of the M.O.U., that the police association be moved to "high" in both readiness and capability. Otherwise, they will not be ready to accept the plan and may resist it.

Action Steps. "The activity plan is the road map for the change effort."[25] In beginning the change effort, it is important to designate the players and the persons responsible for deciding issues. In Tom Peters latest book Thriving on Chaos, he describes how one company decided to make major sweeping change. He states, "Get people involved," "Get everyone involved in almost everything." [26]

Transition Team. In order to provide for this involvement, the transition team selected must have representation of all critical players. It also must have authority of the agency to complete the task. The transition team should include, but not be limited to, representatives of the following:

Police Association

City Manager

City Personnel office

Other employee groups

Department Training Division

Once the team is selected, a series of meetings are scheduled to discuss the plan. A management structure must be formulated from these representatives. A chairperson should be appointed from the group in order to schedule meetings, arrange for keeping minutes, and control the progress of the meeting. Responsibility for specific functions of the team must be assigned to each representative. A decision making and voting structure must be developed to give the body order. Time lines are set for attainment of specific goals:

How often will they meet in order to reach their goal?

How long will the meetings last?

Where will the meetings be held?

Where does authority and responsibility for decisions rest?

What are the major tasks and activities to be accomplished?

How will this team be structured in order to accomplish these tasks?

What are the time lines for the completion of the tasks?

One of the first steps the transition team should take is to appoint members of the team to contact the stakeholders. The transition team will attempt to confirm the assumptions about the stakeholders and also try to find out if the stakeholders would support or oppose the change. Upon finding these facts, the team would reconvene to determine necessary strategies to deal with opposition or methods to build support.

Next, the team will enter into negotiations to determine the action decisions that must be made. "If people had no unsatisfied needs, they would never negotiate."[27] This is a necessary concept for the transition team. Decisions on the acceptable structure of the plan and its transition into the organization must be made. Successful negotiations between these factors establishes both a trusting relationship and a meaningful transition to the future state. Implied in this is that the crucial decisions are discussed and each party feels they have significant input to the decisions made. This can be defined as a "win-win" situation for all involved if the mechanics of the transition are accomplished through acceptable compromise. This plan will not benefit if either side negotiates from a position of power. However, the organization should deal from a psychological influence style. This will demonstrate concern for needs and professional image. The police officers should be negotiating from a basis of rationality, and here it is necessary to demonstrate a willingness to deal with facts. It is also necessary to have a realistic understanding of organizational and financial restraints.

Control

Control is made up of two methods: the ongoing planning system and the evaluation method for obtaining feedback.

Planning The planning system for this transition is determined by an assessment of stakeholders' possible reactions to the plan. The following possible reactions are considered for their turbulence and predictability:

1-City Council decides there is too much money being spent on the plan and the precedent is too dangerous to continue.

2-City Manager supports the plan because it will provide professional development for police officers and improve retention and job satisfaction. He thinks it is worth the money.

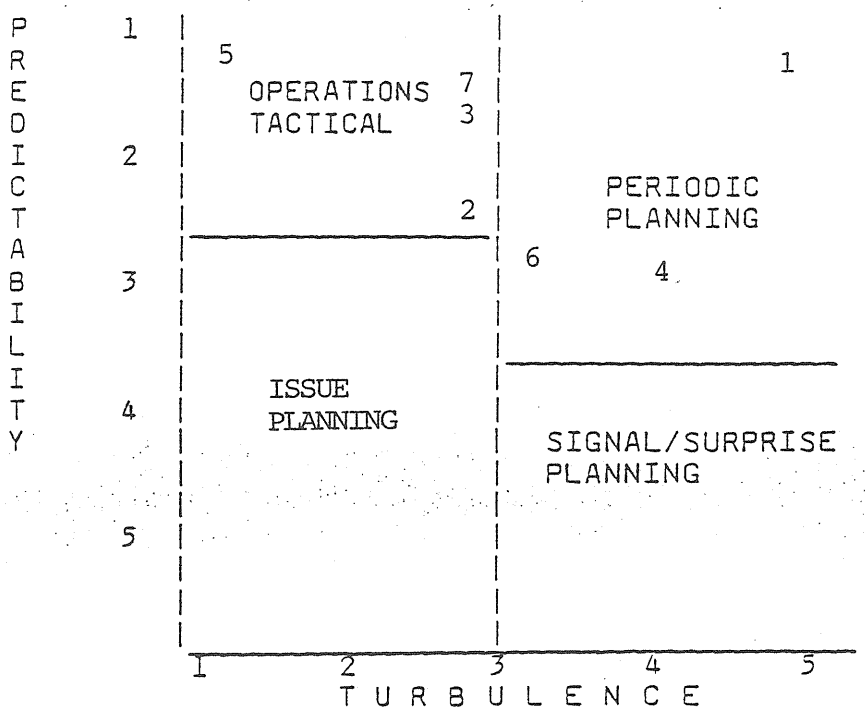
3- Police Chief feels the plan is a very positive step for his department and supports it fully. He recommends it to the City Manager.

4-General public voices opposition at City Council meeting due to feeling that the program will cost too much and officers are already paid well enough.

5-Police Officers Association is in full support of the plan and voice their support to the Chief and City Manager. They want it to begin immediately and continue to work on expanding the concept.

6-Other employee groups protest that the plan does not give equal opportunity for advancement in their careers.

7-Taxpayers Association opposes the plan because of potential cost.



Plotting the possibilities on the above chart shows that a combination of planning systems is appropriate. To deal with fairly turbulent issues, periodic planning should be done. Initially, the planning must include contact with these stakeholders to assure them their concerns will be considered and their input accepted. Then, at regular intervals, they should be recontacted for feedback and further input.

To deal with the more predictable potential reactions, tactical or operations planning should be used. Find out where the support is and draw those factions together to build a strong group.

Evaluation. Crucial to the success of any plan is the establishment of a feedback system which involves an ongoing evaluation of the product. On a regular basis the transition team must read, evaluate, and take action on the statements made by the evaluating group. A "quality circle" can be established from interested employees to evaluate and make recommendations to the transition team. Among the things that should be asked in the evaluation are:

- How well have you been informed and allowed input during planning and implementation of the program?
- How well is the program operating at this time?
- Is the transition team responsive to your requests?
- Is the program being accepted by employees?
- Is the program reaching the goals set for it?
- Is the time and energy expended worth the results?
- List the strongest and weakest parts of the program.
- What suggestions do you have for improvement in the program?

Continuing evaluation and feedback ensures that the program will endure as an ever-changing, adapting process that is beneficial to all those involved.

CONCLUSION

It has been determined that there are few alternatives for police officers to the traditional career path. The research for this issue shows that over 80 percent of California's police officers desire to be promoted at some time in their career. However, only 10 to 20 percent will be promoted. Only about 20 percent of mid-size police agencies in California have a developed career program. Most of those consist of a senior police officer rank or a series of special assignments. They do not include a long term career program. A majority of mid-size agency Police Chiefs in California feel that some kind of career alternatives need to be provided for the benefit of the profession.

The law enforcement profession is changing. Along with this, typical career aspriations are changing. It is no longer routine for a police officer to want to spend 30 years in the traditional patrol assignment. With the increase in educational desires and opportunities, police officers today are much more capable of performing complex, responsible jobs. Those jobs need to be provided.

The quality of work life for a California police officer has not essentially changed. Salary and benefits have improved, but much of this is because of inflation and improvement in workers salaries in all fields. A police officer still reaches the top earning potential in the first five years of the career. At that point, financial growth is stopped and there are few alternatives. The officer then may be viewed as stagnated and less than successful.

In the future, a law enforcement career must provide a longer range of salary potential so the officer can continue to achieve throughout the career period. It must provide alternatives for career growth other than traditional promotion. An officer choosing to compete for promotion should do so because of the job and not the earning potential.

Police officers must be encouraged to seek training, education, and continuance in their careers for as long as possible. They must be encouraged through a meaningful career program that provides prestige as well as builds self-esteem. We must also recognize the tremendous physical and emotional drain on our officers from a career of crisis, danger and traumatic exposure. Therefore, we must also allow for a career change opportunity. The fact that there is a choice about maintaining or changing careers will help to mitigate the rising number of psychological and physical disabilities that are so costly to police agencies.

Failure to address these issues will result in more employees frustrated with their perceived lack of success and lack of opportunities. This may lead to fewer quality police officers to deal with the rapidly changing world. As the work force ages and the baby boomers grow to retirement age, the number of acceptable candidates for jobs in law enforcement will decline. Quality applicants will be much more difficult to recruit and retain. Therefore, present employees must be satisfied with their present careers so that we can keep pace with the growing population.

The alternatives offered in this study are intended to be examined and built upon now. If not given consideration, retention rates and job satisfaction will decline because of a lack of career opportunities and perceptions of being unsuccessful. The interest in a career in law enforcement will also decline, adding to the recruiting and retention difficulties, and the expectations of police services we have grown to expect will decrease. Quick response and assistance during times of great need may not be available in the future.

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PRIVATE INDUSTRY INTERVIEW

Introduction

I am conducting a research project for California Law Enforcement. My topic is career alternatives for police officers who are not promoted during their career or do not wish to supervise. I have some questions I would like to ask you about your company or organization in reference to what is available to your employees in similar situations.

Company Name_____

Address_____

Name and Title of Person Responding_____

_____

1. What is the approximate number of employees in your organization?

2. Do you have a career development program?

3. What is the approximate percentage of supervisors to employees?

4. How many promotions do you make per year?

5. What are the company alternatives to promotion?

6. Do the alternatives create additional pay and benefits for those employees choosing them over promotion?

7. Can an employee in your organization continue to increase pay and benefits as his/her career progresses without promotion, according to expertise or success within a particular field?

8. Is promotion seen as "essential" to success in your organization?

9. If you do not have a career development program in your organization, do you think you need one?

10. Do you train your employees in such a way that they might move throughout your organization or possibly to another company?

QUESTIONNAIRE TO POLICE CHIEFS

1. What is the number of sworn personnel in your agency? _____

2. What is the approximate percentage of supervisory to sworn staff of your agency? _____

3. How often do you have promotional opportunities for sworn staff?

_____

4. How many supervisors do you promote per year? _____

5. Do you have a career development program?* _____Yes _____No

6. In your estimation, why do your officers compete for promotion?

_____

7. How long does it take a police officer in your agency to reach top of pay scale?

_____

8. What options are available to your officers, other than promotion, to increase salary and benefits beyond traditional top step patrol officer?

_____

_____

9. Do you have incentive pay for any assignments other than traditional patrol officer pay scale? _____Yes _____No
If so, what?

_____

10. Do you have a "senior officer" rank or similar? _____Yes _____No If so, does it provide additional pay and benefits? _____Yes _____No

11. If you could design a program for an alternate career path to supervision for police officers, what would the concept be?

_____

_____

_____

*If you could, either send me a copy or request your Training Manager to contact me to make arrangements for me to obtain it. Thank you.

POLICE OFFICER QUESTIONNAIRE

Thank You for agreeing to complete this survey. It is intended to gather information to assist law enforcement in the area of career development and alternatives for line level police officers. Any personal information given will be kept confidential and the results will only be reflected in group statistics. If you have any questions about the survey, please feel free to call Lt. Larry Walker, Fairfield Dept. of Public Safety (707) 428-7324. Please return to me in the attached envelope by July 8th if possible.

Name of your Agency_____

1. What is your length of service as a Police Officer? _____

2. What is the approx. number of sworn officers in your dept?_____

3. Do you desire to be promoted? yes no

4. Have you competed on promotional exams? yes no

5. Do you see promotion as essential to your continuing your career in law enforcement? yes no

6. Does your dept. have a career development program? yes no

7. If so, which of the following areas does it address?
___a. career counseling
___b. job rotation
___c. continuing education
___d. training/re-training
___e. other (specify)_____

_____

8. Do you intend, if not promoted, to spend an entire career span (20-30 years) as a line level police officer? yes no

9. If not, how would you plan to train yourself for another job or career field outside of law enforcement? _____

_____

_____

10. Does your dept. provide an opportunity for training for another job or career field outside law enforcement? yes no

If so,How? _____

_____

11. What career alternatives to promotion does your dept. provide? What would like to see your dept. provide?

_____

_____

CANDIDATE TRENDS

1. POLICE OFFICER RETENTION RATE
2. REVENUE SHORTFALLS AFFECT PROMOTIONS
3. LAW ENFORCEMENT FIRST LINE SUPERVISORS DECREASE DUE TO TECHNOLOGY
4. A.I.D.S. EPIDEMIC AFFECT ON POLICE RECRUITMENT BASE
5. CITY/COUNTY SOCIAL PROGRAMS
6. COMPUTER TECHNOLOGY REDUCES BLUE COLLAR JOBS
7. TECHNOLOGICAL AFFECT ON CRIME RATE
8. UNEMPLOYMENT
9. IMMIGRANT COLLEGE STUDENTS
10. AVERAGE AGE OF WORK FORCE
11. TURNOVER IN SUPERVISORY AND MANAGEMENT JOBS
12. RETENTION OF SKILLED LINE LEVEL EMPLOYEES
13. PUBLIC SECTOR WORK ACTIONS
14. DRUG USAGE
15. CIVILIANIZATION
16. MERGING POLICE SERVICES
17. CONTRACT SERVICES
18. PRIVATE SECURITY FIRMS
19. CONTINUING EDUCATION OPPORTUNITIES
20. POLICE OFFICERS JOB SATISFACTION
21. MEDIA INFLUENCE IN CAREER INFORMATION
22. FEMALES IN LAW ENFORCEMENT
23. ETHNIC MINORITIES IN LAW ENFORCEMENT
24. CIVIL LIABILITY CLAIMS
25. CONTRACT EMPLOYEES (NON POLICE)
26. USE OF VOLUNTEERS
27. DIVORCE RATE AMONG POLICE OFFICERS
28. TECHNOLOGICAL UNDERSTANDING BY POLICE
29. DEMAND FOR TRADITIONAL POLICE SERVICES
30. REVENUE FROM FEES AND PERMITS
31. NUMBER OF NON TAX PAYING RESIDENTS
32. CENTRALIZATION OF POLICE AGENCIES
33. CONTRACTING FOR POLICE SERVICES

CANDIDATE TRENDS, CONTINUED

34. OVERCROWDING OF PRISONS AND JAILS
35. SERVICES PROVIDED BY LOCAL AGENCIES
36. POWER AND AUTHORITY OF POLICE
37. MILITARY INVOLVEMENT IN LOCAL LAW ENFORCEMENT
38. SENIOR CITIZEN INFLUENCE
39. QUALITY OF LAW ENFORCEMENT APPLICANTS
40. LAW ENFORCEMENT LAYOFFS
41. REDUCTION IN SALARY AND BENEFITS
42. GOVERNMENT ACCESS TO RETIREMENT FUNDS
43. CRIME RATE OF VIOLENT CRIMES
44. MUNICIPAL - INSURANCE RATES
45. PRIVATE ENTERPRISE SALARIES
46. EDUCATION LEVEL OF LAW ENFORCEMENT APPLICANTS
47. SALARY SCALE
48. INCENTIVE PAY FOR JOB RELATED EXPERTISE
49. EMPHASIS ON QUALITY OF WORK LIFE
50. JOB SCREENING REQUIREMENTS

NOTE: CONSIDER WHEN LOOKING AT TRENDS....TECHNOLOGY IN SOCIETY MAGAZINE SAYS...."WE WILL EXPERIENCE THE SAME AMOUNT OF TECHNOLOGICAL CHANGE IN THE NEXT 30-40 YEARS AS WE EXPERIENCED IN THE LAST 500 YEARS". THAT IS AS IF TO SAY THAT WE WILL GO FROM THE DAYS OF COLUMBUS TO TODAY DURING OUR LIFETIME TECHNOLOGICALLY!

CANDIDATE EVENTS

1. LOCAL MANDATE FOR MORE POLICE OFFICERS
2. LOCAL GOVERNMENT JOINS PRIVATE INDUSTRY FOR RECRUITING EMPLOYEES
3. CITIES/COUNTIES MERGE PERSONNEL FUNCTIONS
4. STATE MANDATES REGIONALIZED LAW ENFORCEMENT
5. SOCIAL SECURITY RETIREMENT AGE RISES TO 75
6. LOCAL MANDATE CONTROLS SALARY INCREASES
7. DRASTIC CUT IN GOVERNMENT SOCIAL SERVICES
8. IMMIGRANT POPULATION TOPS 50% IN CALIF.
9. DRUG TESTING FOR POLICE OFFICERS
10. PRIVATE-PUBLIC SECTOR CO-VENTURES
11. POLICE OFFICERS NEGOTIATE TRAINING CURRICULUM
12. STATEWIDE SALARY SCALE INITIATED
13. JOB-PERSON MATCH MADE PART OF HIRING PROCESS
14. COST OF POLICE SERVICES QUESTIONED
15. CAFETERIA COMPENSATION PROGRAM GRANTED
16. GOVERNMENT SOLICITS PRIVATE DONORS FOR ITS PROGRAMS
17. REVENUE SHARING RE-INSTATED BY FEDERAL GOVERNMENT
18. ZERO TOLERANCE DRUG ENFORCEMENT AT LOCAL LEVEL
19. CRIME RATE INCREASES BY 20%
20. POPULATION INCREASES BY 25%
21. REVENUE FROM TRAFFIC FINES CUT OFF
22. INITIATIVE MANDATES 25% MORE POLICE OFFICERS
23. CITY LOSES MAJOR LAW SUIT
24. P.O.S.T. EXTENDS TRAINING TO PRIVATE SECURITY
25. STATE MANDATES TWO-TIERED RETIREMENT
26. P.E.R.S. OFFERS 15-20-25 YEAR INCREMENT RETIREMENT FOR POLICE
27. INCENTIVE PAY NEGOTIATED
28. INCENTIVE PAY OFFERED FOR JOB RELATED EDUCATION
29. EMPLOYEES OFFERED PAY FOR PERFORMANCE
30. DUAL CAREER PATH OPTIONS CREATED
31. CITY CREATES CLASSIFICATION BRIDGE MANAGEMENT TRAINING PROGRAM