111031

THE AGING WORK FORCE:
HOW WILL CALIFORNIA POLICE DEPARTMENTS COPE
WITH STAFFING REQUIREMENTS BY THE YEAR 2002?

An Independent Study Project

by

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Command College Class V

December 5, 1987

5-0090

111031

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

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

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

Executive Summary

How is California law enforcement going to cope with the worker shortage and the aging work force?

With 5,000 law enforcement jobs open in California, there is a shortage of qualified applicants. The population of teenagers has significantly decreased. At the same time people are living longer. Is it possible to restructure the organization so older employees can accomplish much of the work now being done by young officers? Police departments have a high employee turnover rate because of job burnout and injuries. Can agencies take steps to encourage officers to remain on their departments?

Fourteen alternative courses of action to help police departments meet future staffing requirements are recommended. These alternatives will enable departments to utilize a middle-aged work force. These include:

Restructure departments in such a way that civilians and retired police officers could do more of the tasks; Hire second career employees; Contract out some tasks to retired police officers and private organizations;

Offer flexible staffing such as part-time employment, job sharing, and flexible hours; Have a two ladder career path; Restructure the organization so less status is placed on promotion, and increased status is given for lateral career development; Offer cafeteria benefits;

Recognize senior officers by giving them first option in selection of work assignments and shifts; Offer leaves of absence to senior officers; Involve officers more in management by expanding the use of special projects, task forces, and operational committees; Recognize the individual's talents by assigning jobs for the employee's personal growth; Provide quality training to help employees adjust to a continuously changing work environment;

Offer a comprehensive wellness program that addresses medical, physical, psychological and stress management, and spiritual needs; Provide a light duty status for injured officers;

Finally, have a temporary change system that allows for experimentation with innovative ideas, without having to make a full commitment.

In order to bring about the program, a five-year strategic and implementation plan is recommended. Several intervention technologies are suggested to accomplish the task.

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THE AGING WORK FORCE:

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WITH STAFFING REQUIREMENTS BY THE YEAR 2002?

Project Background

Americans are living longer. Life expectancy has reached a record seventy-five years, (Longer Lives, 1987:1A) and the median age has reached 31.8 years, on its way up to 36.3 by the year 2000. (Selbert, 1987:1) At the same time there are fewer young people entering the work force. The last of the so-called "baby boomers" have already embarked upon their careers. The youngest will be aged thirty-seven in the year 2002. ("The Boom Is Over", 1986:70) In the past, law enforcement has been able to attract young people. However, the population of teenagers (those that will make up the entry level work force for the next fifteen years) has significantly decreased. (Koehn, 1986:3-9) Workers aged thirty-five to fifty-four will increase by more than nineteen million by 1996, a 46 percent increase, while the total work force will grow by only fifteen million. Almost half of the work force will be aged thirty-five to fifty-four. This will be an older work force than any other time in United States history. (Blocklyn, 1987:16) With early retirement claims, it is projected that there will be 1.6 million fewer people fifty-five and older in the work force. ("The Middle-Aged Work Force", 1986:58)

1

PROFILE OF SCARCITY

MILLIONS

AGE 16-19 ——+—— AGE 20-24
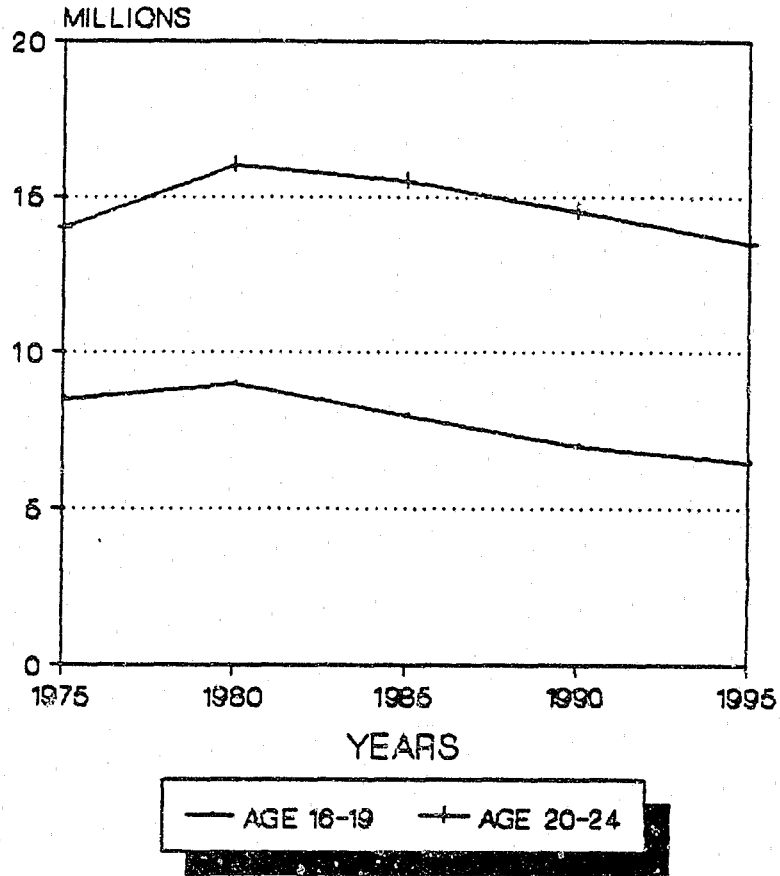
(number of workers aged sixteen to nineteen and twenty to twenty-four, in millions, 1975-1995)

The number of young workers peaked in the late 1970's and is now in a long-term decline. (The Bureau of Labor Statistics as reported in Supple, 1986:35)

Further, it is projected that economic growth in general and the high-tech industry in particular will create demand for more workers, while automation will decrease demand. Many mid-career workers are expected to be displaced due to automation over the next twenty-five years, and they may be forced to look for low-paying jobs in other

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industries.(Dunn, 1985:39-43) By 2002, more than 1/3 of the California's population will be over fifty years of age, compared with 1/5 today. (Selbert, 1986:4)

Because of this, it appears that the work force of the future will be made up of older people. Although this will affect the labor market in general, it will have a special impact on law enforcement.

LIFE EXPECTANCY
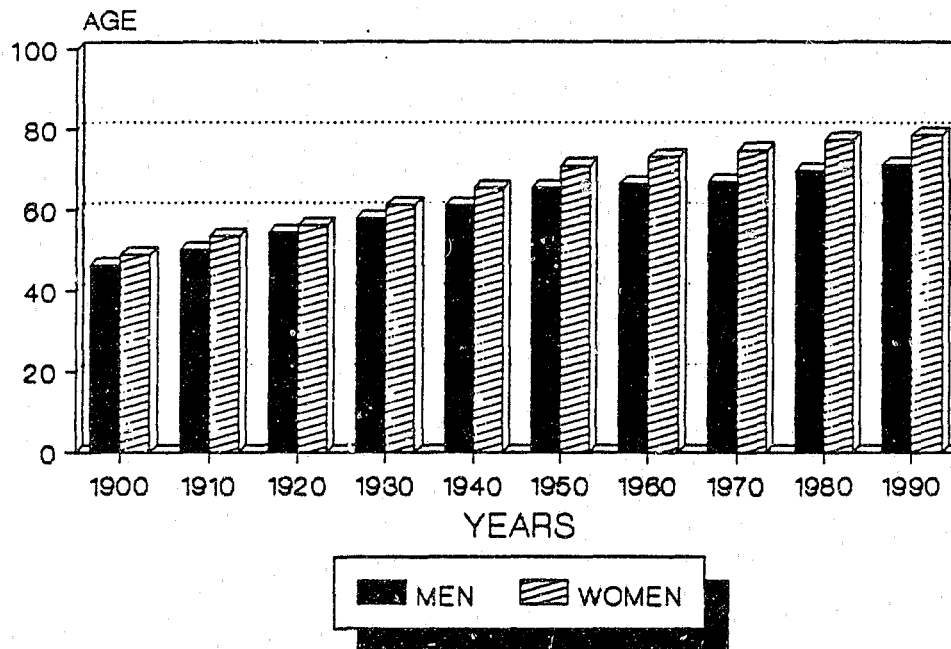
(Holzman,1987:16)

POPULATION BY AGE - 1985 TO 2000 [1]

(In thousands)

	1985	1990	1995	2000	% Change
All ages....	238,631	249,657	259,559	267,955	12.3%
Under 15....	51,861	54,582	56,724	55,903	7.8
25 to 34....	41,788	43,529	40,520	36,415	-12.9
35 to 44....	32,004	37,847	41,997	43,743	36.7
45 to 54....	22,464	25,402	31,397	37,119	65.2
55 to 64....	22,188	21,051	20,923	23,767	7.1
65 and older	28,609	31,697	33,888	34,921	22.1

Why? Police work has traditionally been considered a young person's job. This is largely because the physical demands are great. When an officer changes modes from passively driving a patrol car, to suddenly chasing a fleeing burglar, vaulting a fence, trying to restrain a combative drunk, or rushing up a flight of stairs to assist someone in trouble, it places great stress on his body. (U.S. Department of Justice, NILEJ, 1970:135) It is difficult on a person of any age. It is especially hard on middle-aged and older people.

There are 5,000 police jobs open in California, and there is a shortage of qualified applicants across the country as well. Jerald Vaughn, executive director of the

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[1] Census Bureau's middle series projection as found in "Population Estimates and Projections". Current Population Reports. Series P-25 #952. As reported in ("Projections On Target", 1986:58)

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International Association of Chief's of Police cites the following reasons:

* An increase in the size of police departments,

* More sophisticated police work,

* A poor image in minority communities,

* The increased use of drugs,

* A lack of military experience. Discipline learned in the military can aid in the adjustment to police work. (Congbalay, 1987:1A, 6A)

HELP WANTED
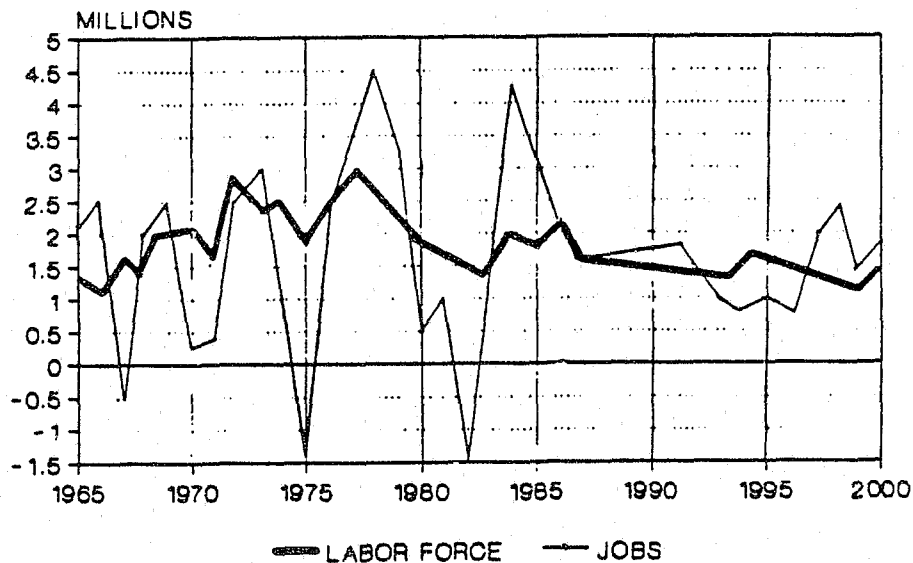
("The Great Job Mismatch", 1987:42)

To help explore some of the developments that might affect California police staffing needs of the future a futures wheel was created. (Refer to chart on page 8.)

If these assumptions are true, what impact will it have upon police departments in California? How can we rethink the police role and the law enforcement career in order to cope with these issues? These are just a few of the questions that police administrators must address in determining how they are going to cope with an aging work force. Since it is conceivable that police departments will need to depend on older workers, it may be necessary to find ways of restructuring the job so older employees can be relied upon to accomplish a large part of the law enforcement mission. It will also be necessary to develop ways to keep valued officers from resigning prematurely.

If California law enforcement administrators are able to devise strategies to deal with the shortage of young workers whereby efforts are made to employ older members of the work force, it may be possible to circumvent a serious work force problem.

WORK FORCE PROJECTIONS

PERCENT OF WORK FORCE

Bar chart showing percent of work force by age groups for 1982 and 2002. Y-axis: 0% to 60%. Age groups (X-axis): 18-24, 25-35, 35-54, 55-64, 65+. Legend: 1982, 2002.

AGE GROUPS
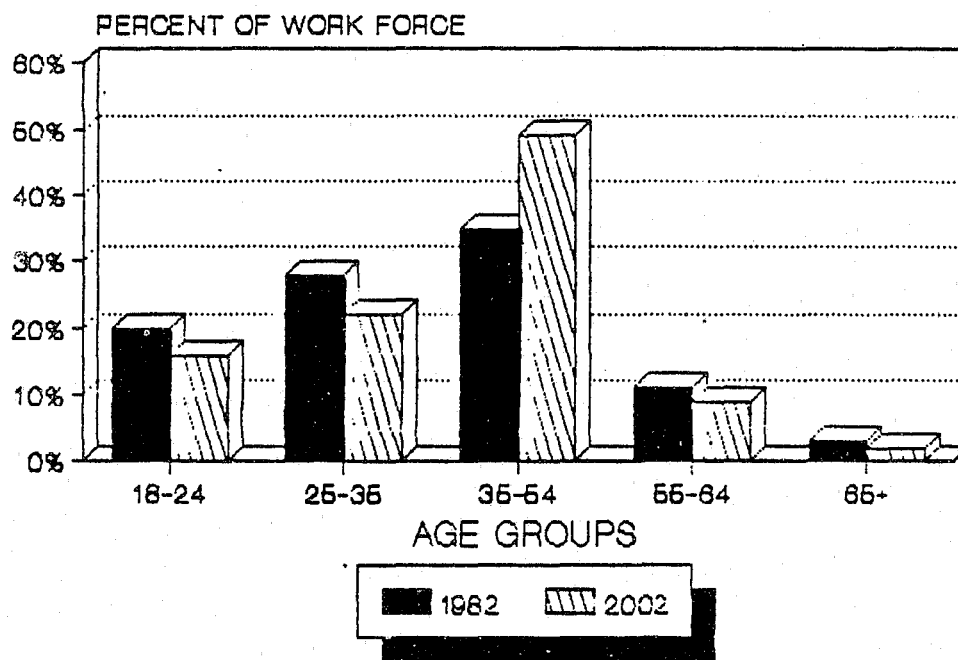
(Dunn, 1985:42)

FUTURES WHEEL

Developments That Might Affect California Police Staffing Problems

Public concern about crime is declining

Civilization of law enforcement

Entrepreneurship opportunities

Privativation of law enforcement

Young workers have different value system & work ethic

Fewer young people "Birth Dirth"

Trend towards Volunteerism

More competition for recruits from both public/private

Higher educational and other requirements

Less Govt. funding

Increased emphasis on physical fitness

Fewer young people entering work-force

Increase in demands for service

Police work is physically demanding

STAFFING PROBLEMS FOR POLICE

Police retire at relatively young age.

People are entering second career at mid-life

Aging Work-force

People are living longer

People are working longer

Disability retirements are high among police

Police work is stressful

Liberal court decision and laws favoring workers in workman comp. cases

Job burnout is high among police

DANGER

Poor Mgt. Practices

Negative Public contact

Lack of career development opportunities for police

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Unrealistic Job Expectations

Objective I

Defining Future Staffing Needs

Statement

Since the work force population is getting older, how will California police departments cope with staffing problems by the year 2002?

Past

Three related issues have been identified from the past. These were derived at from a general literature search, brainstorming with class members from the Command College, and interviewing several police managers as well as police officers.

They were:

1. Why is the job burnout syndrome so predictable and devastating among police officers? Is it true that low morale is common among experienced police officers, and if it is what is the reason for this and what can be done about it? (Burke, 1986)

2. The retirement age for police officers is much younger than in most occupations. What implications does this have on the pension system? Will officers continue to retire at relatively young ages (fifty to fifty-five)? Will officers spend more of their life in retirement than they spend working and contributing to the pension system? For a Californian, the years of life after retirement are likely

to equal or surpass the number of years of childhood and schooling. The average man who reaches age sixty-five can expect to live another 19.9 years, the average woman, twenty-nine years. ("The Graying of California: The Third Shock Wave", 1986:27) Will the Public Employee Retirement System (PERS) be able to sustain this financial pressure of paying longer for retirees who are living longer? (Ruben, 1978) Public pension funds are reported to be in varying states of financial crisis across the country. One study concluded that the basic problems are increasing benefits and rapidly escalating costs. It observed that often pension benefit increases have been granted without careful analysis of long term-cost implications.(Bogaard, 1982:12-28)

3. Has there been a lack of opportunity for career development for police officers?

Present

Related issues emerging in the present were identified by a literature search, brainstorming with Command College class members, and interviewing police managers and police officers. The issues were then subjected to a preliminary screening, as an approach to structuring the general issue for research. The criterion was a judgment concerning degree of relatedness. The result was a list of six issues that, when considered together, essentially define the

parameters of the general issue being studied:

1. Do experienced police officers become disenchanted and discouraged with law enforcement at certain critical times in their careers, and leave after six to nine years experience? If so, is it possible to develop programs to entice the better officers to remain in law enforcement and not be lured away into other professions? (Swanson, 1985:11-13)

2. Will the number of disability retirements continue to increase among police officers thereby placing serious financial burdens upon cities? (Harrison, 1986)

3. Can police departments be restructured so younger officers perform the more physically demanding functions, thereby allowing older people to do tasks that are mentally challenging, yet less physical? Can this be accomplished in such a way as to allow police departments to have far more positions for older employees than they are currently able to staff?

4. If police departments specialize to the extent that a smaller number of the officers handle the more dangerous and physical jobs, will this place too much stress on these officers?

5. Will the trend towards utilizing more civilians on police departments impact the feasibility of using older workers?

6. Will the trend towards privatization of government

greatly impact law enforcement, and if it does how will this effect the issue of older workers?

Future

Consideration was given to related issues that might emerge by the year 2002. Future issues were judged to be relevant on the basis of potential impact upon possible futures scenarios. The initial selection was:

1. In the future, law enforcement will increasingly be competing with a private sector that will also be experiencing a shortage of younger workers. In many instances the private sector can offer substantially higher salaries making it difficult for government agencies to compete.

Additionally, law enforcement will be competing with public employers. Currently law enforcement is experiencing strong public support because of the public's fear of crime and a desire for public safety. Some observers have predicted that public opinion is shifting, and over the next few years the fear of crime will decrease and the concern for education will greatly increase. (Ayers, 1987) This may result in a greater portion of public funding going towards education and a smaller percentage for law enforcement. If teachers' salaries improve over the next few years, many young people who would have considered law enforcement as a career may possibly choose teaching instead. Police

officers share many of the same values as school teachers, thus police departments and educational institutions may compete for the same potential recruits. Many officers, when asked, indicate they entered the police service in order to have the opportunity to help people and to perform a needed and important job. This is a similar, common motivation for those who enter education as a career. Many younger police officers have said that if teaching was financially more rewarding, they would seriously consider a career in education over law enforcement. Can law enforcement find ways to compete with other employers, both in the public and private sectors?

2.   Is it feasible for police departments to retain employees who are eligible for retirement but are still young enough to function in other capacities as productive members of the police department? (U.S. Administration on Aging, 1985)

3. ·Many older workers are entering second careers How is this going to impact law enforcement? Will it be feasible for police departments to hire second career civilians to do tasks that are currently being performed by police officers? (Wingate, 1987:4)

Definitions

BABY BOOMERS - Those individuals born between 1946 and 1965. (Blocklyn, 1987:16)

CALIFORNIA ORGANIZATION OF POLICE AND SHERIFFS (COPS) - Organization that represents rank and file police officers on labor, legal, and a variety of other issues throughout the State of California.

CIVILIANIZATION - The trend to have civilians (non-sworn personnel) perform tasks that were previously done by police officers.

EMERGING ISSUE - A future situation which will be influenced by forces external to the organization and whose outcomes will significantly impact the organization.

EVENTS - Things that either happen or do not happen. Unlike trends, which are evolutionary, events are more sudden and pose a greater impact potential on future scenarios.

INTERNATIONAL ASSOCIATION OF CHIEF'S OF POLICE (IACP) - Organization that represents 14,500 police chiefs in the United States, and 68 other countries. Publishes The Police Chief magazine.

PART I OFFENSES - Certain crimes reported to the Federal Bureau of Investigation by most municipalities for the primary purpose of establishing crime rates: murder and non-negligent manslaughter, forcible rape, robbery, arson, aggravated assault, burglary - breaking and entering, larceny $200 and over, and auto theft.

NOMINAL GROUP TECHNIQUE (NGT) - A structured group process which follows a prescribed sequence of steps such as brainstorming, prioritizing, voting and establishing a group

consensus.

PEACE OFFICERS RESEARCH ASSOCIATION OF CALIFORNIA (PORAC)-Organization that represents rank and file police officers on labor, legal, and a variety of other issues throughout the State of California.

PEACE OFFICERS STANDARDS AND TRAINING (POST) - State agency under the Department of Justice that establishes standards of training for police departments.

PRIVATIZATION - The trend to have the private sector perform a service that has traditionally been performed by the public sector.   As   an   example,   law   enforcement   has historically been considered a responsibility of government, however in recent years there has been an increasing number of private security police agencies performing many of the tasks done by police.

PUBLIC EMPLOYEES' RETIREMENT SYSTEM (PERS) - Retirement system to which most California municipal and county governments belong.   Under PERS there is a public safety retirement system that covers most California peace officers and fire fighters.

SNAILDARTERS - Undetected negative stakeholder in opposition to a strategic plan.[2]

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[2] The term, "snaildarter" came from an incident when this obscure creature was identified as an endangered species as part of an environmental impact report. The failure of the Tennessee Valley Authority to identify this apparently insignificant animal eventually scuttled a costly dam construction project.

STAKEHOLDER - Any person or group who has a vested interest in a plan of action.

SWORN OFFICER - A law enforcement officer with powers vested by the State of California under authority of Section 832 of the California Penal Code.

TRAFFIC INDEX - The number of convictions with penalty for hazardous moving violations divided by the total number of fatal and nonfatal personal injury accidents. (Eastman, George D., 1969:69)

TRENDS - Patterns of relationships, movement of events over time.

Methods: Identification

The methods and techniques that were used to accomplish the first objective are as follows:

1. Scanning

2. Personal reflections

3. Futures wheel

4. Brainstorming

5. Nominal group technique

    A. Events forecasting matrix

    B. Trends forecasting matrix

    C. Cross-impact analysis matrix

6. Survey questionnaire

7. Futures scenarios

    A. Exploratory

        1. System change - (surprise free)

B.   Normative

1.   Demonstration - (desired and attainable)

2.   Demonstration - (feared and possible)

Methods: Implementation

In August, 1987, a group of police officers and civilians met to analyze the aging work force issue as it relates to law enforcement in California.[3] It was decided by this staffing committee to use the Santa Clara Police Department as a model to study the problem.

Trends to monitor

The staffing committee began their analysis by discussing and brainstorming the emerging issues that are impacting or may impact upon the topic of an aging work force and how it will impact California law enforcement. They were able to identify several significant trends that should be monitored. These are as follows:

Past: (Those trends that have had a major impact already, and will continue to impact the staffing force issue).

1.   Job burnout is high among police officers;
2.   Police officers retire at younger ages than do most workers in other occupations;
3.   There is a lack of career development opportunities on police departments, particularly small and medium size departments;
4.   Education and training standards continue to increase;
5.   There is less funding available for municipal and county governments, hence there is less funding

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[3] See Appendix C.

available for police departments;

6. There is a hesitancy for minorities to enter law enforcement;
7. There is an increase in job stress;
8. Law enforcement administrators lack management skills, and police departments use poor management practices;
9. The labor pool is being reduced because fewer young people are interested in a career in law enforcement;
10. Fewer young people meet minimum standards as a result of such things as drug use, prior thefts, poor psychological profiles, etc;
11. Many police officers resign before they are eligible to retire;
12. Disability retirements are high among police officers;
13. The amount of education versus salary is out of alignment.

Present: (Trends that currently are making a major impact on the aging issue).

1. Police departments are using more civilians to do jobs that were formerly done by sworn officers;
2. The ratio of private security/police vs. public police is growing;
3. There is more extensive media coverage of major cases;
4. The work force population is aging. People are living longer. There are fewer young people available to enter the work force;
5. The types of critical incidents that the police are handling are expanding, i.e., hazardous materials;
6. Police are being given more leeway by the courts in areas such as search and seizure, Miranda rights, etc;
7. Citizens are less tolerant of crime and criminals;
8. There is an increase in the demands for service;
9. Young workers have different values and this is making it more difficult to manage;
10. Technology is developing at a faster rate than ever before, and there is a greater utilization of technology in law enforcement;
11. Entry level personnel have unrealistic job expectations;
12. There is increased liability for officers and departments;
13. There is an increase in the number of law suits

against officers and departments;

14. Departments are more inclined to investigate allegations of officer misconduct, and less willing to cover-up wrong-doing. (They are less paternalistic);

15. Young workers have more of a, "What's in it for me?" attitude. They are more narcissistic;

16. Police officer associations and unions are more militant;

17. Unions are losing strength and public support;

18. Entry-level police officers are less career oriented, and are more inclined to view law enforcement as a job rather than a life-time career;

19. Crime is becoming more global. Criminals are operating on a regional (and in some cases, national) level, rather than on a local level;

20. Organized crime is expanding and becoming more sophisticated;

21. Public relations is becoming a greater concern of police managers;

22. Community relations is becoming a greater concern of police managers, and they are demanding more from their officers in the area of human relations;

23. The role and the power of reserve police are increasing;

24. The community is more involved in police affairs;

25. There is an increase in vigilantism;

26. Police officers have a lack of trust in the criminal justice system;

27. Citizens have a lack of trust in the criminal justice system;

28. The public is more inclined to complain;

29. Police work is becoming less popular as a profession;

Future: (Trends that have already started to emerge that are expected to have a major impact on the aging work force within the next fifteen years).

1. Police officers will face even greater stress as their departments specialize. Civilians will perform more of the duties that are currently being performed by officers. A smaller number of officers will handle the more dangerous and physical jobs;

2. There will be increased competition between employers to attract qualified workers;

3. Police departments will change their structure so older employees can do much of the work now being performed by younger officers;
4. Some workers will choose to delay retirement;
5. Many workers will opt to retire early;
6. Many workers will start second careers later in life;
7. Caucasians will become a minority in California;
8. There may be pressure to lower qualifications to be a police officer;
9. There will be improvement in the abilities of police managers;
10. There has been a decrease in crime for the past several years. This trend has bottomed out. Crime will increase above what it is today over the next 15 years;
11. Private industry standards of production will be placed on police;
12. Law enforcement will become more regional;
13. The work force will gradually move away from California;
14. There will be a greater emphasis on physical fitness;
15. If management practices do not change there will be a greater separation between rank and file and management;
16. Job sharing, flexible hours and many other benefits that are now entering the private sector will become available to law enforcement;
17. There will be increased training requirements;
18. There will continue to be a shift in the types of crimes, i.e., in the past train robberies were common, in the more recent past plane hijacking became a major concern. High-tech crime and white collar crime will become increasingly more prevalent;
19. Sub-groups within our society will become more diverse;
20. Police employees will demand more fringe benefits as opposed to salary;
21. There will be a shift in the average (mean) age of criminals;
22. There will be more job mobility for police in California;
23. Police officers will become more involved in their communities;
24. There will be a greater use of technology in law enforcement.

Using the nominal group technique (NGT), the group

identified the five trends that were believed to be the most

important.[4] They are as follows:

1. Reduced government funding through legislation similar to Proposition Thirteen.

2. The work force population is aging. People are living longer. There are fewer young people available to enter the work force.

3. Police work is becoming less popular as a profession.

4. There will be increased competition between employers to attract qualified workers.

5. Entry level police officers are less career oriented, and are more inclined to view law enforcement as a job, rather than a life-time career.

A sixth trend was identified that the group considered equally important. Recruits have different moral standards and value systems than did the officers of the past. Because of the difficulties associated with making judgments about "goodness" and "badness" of morals and values, and because of the difficulty in measuring how these change, it was decided not to include them during the trend evaluation or the cross-impact analysis. However, it is a critical trend to consider when establishing policies for change. Dr. Larry Blum, police psychologist, observed that "...the new police applicant is younger, more educated (attends college), fewer life experiences, and 'less sense of mission.' This new applicant wants the job to feel safe and important. (Kraus, 1986:8)

Some of the examples cited as to how morals and values

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[4] See Appendix D.

are changing included such things as increased drug usage among police applicants, more of a "What's in it for me?" attitude, more concern for immediate gratification, and less concern for security. Today's young worker is better educated, more affluent, and more self-centered than his predecessors.

Fewer of the new officers have had military experience, and their adjustment to a structured, quasi-military organization is difficult.(Abrecht, 1986:2) The committee believes that today's recruits have more difficulty responding to discipline than did new officers in the recent past.

The committee also believes that a seventh trend, stress upon police officers and job burnout, is a considerable concern. This is a trend that has already had an important impact, but it will continue to cause departments to lose valued employees. Several members of the committee, as well as other police officers informally polled, indicated that not only does the nature of the work cause stress, but poor management may be an even greater cause of job burnout among police officers.(Capps, 1984:3)

Survey questionnaire

A survey questionnaire was mailed to fifty-one, randomly selected[5] California police and sheriff's

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[5] Departments were selected by using a random numbers table. (Babbie, 1983:496, 497)

departments to test some of the hypotheses that have been considered.[6]   A total of thirty-eight agencies (74.5 percent) responded.   Most of the departments were small. They ranged in size from the smallest with five officers to the largest with 1,136.   Civilians made up between 20 percent to 40 percent of the total staff on over 75 percent of the departments.

The question was asked, "How many of the civilian employees are performing tasks that were done by sworn officers five years ago?" Answers ranged from none to over 75 percent in one case. On 44.7 percent of the departments, less than 10 percent of the civilians are doing work that was done by officers five years ago. On 36.8 percent of the departments, between 10 percent to 25 percent of the civilians are doing work formerly done by officers, and on 15.7 percent of the departments, 26 percent to 50 percent of the civilians are doing work done by sworn officers of five years ago.

According to the survey, a very small percentage of police officers retire from law enforcement. Eleven of the thirty-eight departments have had no retirements within the past five years. In fact, a greater number of officers retired from disabilities than from reaching retirement age. The thirty-eight agencies have a total sworn strength of 3,661 officers.   Within the past five years only 122

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[6] See Appendix E.

officers have retired who have reached retirement age, while 177 have received disability retirements.

There was great diversity in the respondents answers to the question, "In your opinion, what percentage of the work now being done by sworn officers on your department could be done effectively by civilians?" Most believe that between 10% to 20% percent of the work could be done by civilians. Four believe that none of the work can be done by civilians and six believe that between 40% to 50% of the sworn officers' work could be done by civilians.

The respondents were asked for their opinions on a series of questions. Their answers could reflect either (1) strongly agree, (2) agree, (3) neither agree nor disagree, (4) disagree, to (5) strongly disagree. On most of the questions the respondents expressed a wide range of views, indicating extreme differences of opinion. On several of the questions, however, most of the respondents seemed to be in agreement:

Over 71% either agreed or strongly agreed with the statement, "Older people (over age fifty-five) could do many of the police department's tasks."

The respondents were asked their opinion regarding the five trends identified by the staffing committee. On three of the trends the respondents were in agreement with the staffing committee. On two trends more respondents agreed with the committee than disagreed, however disagreement was

significant:

TREND #1: There will be less funding available to operate
           our department over the next fifteen years
           (compared to today).

              STRONGLY AGREE   7.89%
              AGREE   31.58%
              NEITHER AGREE NOR DISAGREE 28.95%
              DISAGREE   28.95%
              STRONGLY DISAGREE   2.63%

TREND #2: There will be fewer young people available to
           enter the work force over the next fifteen years.

              STRONGLY AGREE   18.42%
              AGREE   47.37%
              NEITHER AGREE NOR DISAGREE 13.16%
              DISAGREE   21.05%
              STRONGLY DISAGREE   0

TREND #3: Police work is becoming less popular as a
           profession among the young people entering the
           labor market.

              STRONGLY AGREE   10.53%
              AGREE   31.58%
              NEITHER AGREE NOR DISAGREE 21.05%
              DISAGREE   34.21%
              STRONGLY DISAGREE   2.63%

TREND #4: There will be increased competition between both
           private and public sector employers to attract
           qualified workers over the next fifteen years.

              STRONGLY AGREE   28.95%
              AGREE   65.79%
              NEITHER AGREE NOR DISAGREE   2.63%
              DISAGREE   2.63%
              STRONGLY DISAGREE   0

TREND #5: Entry level police officers are less career oriented, and are more inclined to view law enforcement as a job, rather than a life-time career.

STRONGLY AGREE	34.21%
AGREE	36.84%
NEITHER AGREE NOR DISAGREE	7.89%
DISAGREE	18.42%
STRONGLY DISAGREE	2.63%

In an effort to gauge the impact of these five trends, the staffing committee forecast their growth with the following results:

Trend #1

Reduced Government Funding
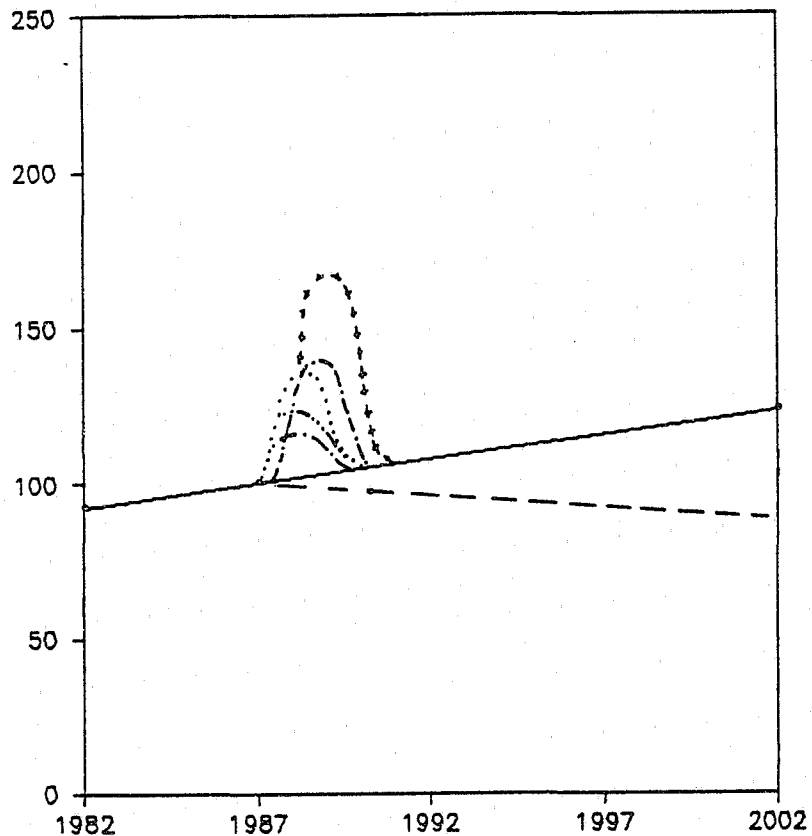
	WILL BE		SHOULD BE

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. . . . . . . . .        ▭    impact of a major population shift from
                              Santa Clara Valley.
. — . — . — .            ▭    impact of a hiring freeze.
... — ... — ...          ▭    impact of new restrictive tax laws.
— — . — — .              ▭    impact of an area depression with severe
                              unemployment.
+ + + + +                ▭    impact of the City of Santa Clara going
                              bankrupt.
```

REDUCED GOVERNMENT FUNDING: This will be a major concern
confronting law enforcement in the near future.   The group
forecast that this trend will continue to increase by
approximately 23% over the next fifteen years.   Other factors
such as the expanding role of law enforcement, will also greatly
impact this trend.

Trend #2
Aging Work Force
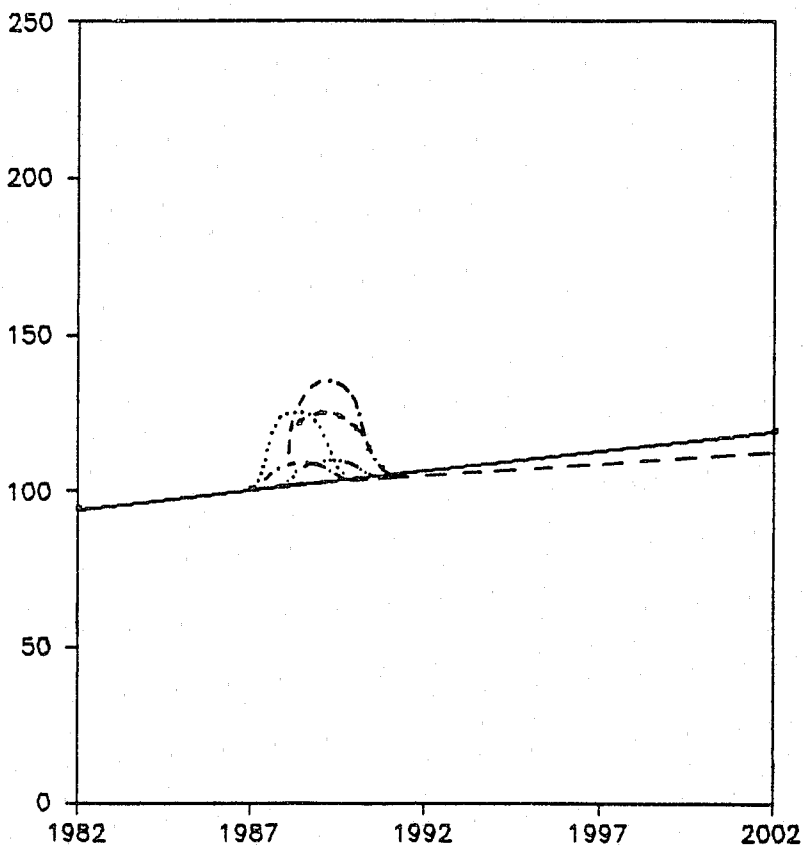

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250 ┤

200 ┤

150 ┤

100 ┤

 50 ┤

  0 ┤
    1982     1987      1992      1997      2002
```

─────────── WILL BE	─ ─ ─ ─ SHOULD BE

. . . .	□	impact of a major population shift from Santa Clara Valley.
─ · ─ · ─ ·	□	impact of a hiring freeze.
··· ─ ··· ─ ···	▩	impact of new restrictive tax laws.
─ ─ · ─ ─ ·	▪	impact of an area depression with severe unemployment.
─•─ ─•─ ─•─	▪	impact of the City of Santa Clara going bankrupt.

AGING WORKFORCE POPULATION: The group forecast that the workforce will age by at least 19% over the next fifteen years. The Bureau of Labor Statistics projects that nearly half of the labor force will be aged thirty-five to fifty-four by 1995, up from a little over one-third of workers in 1986.   There also should be 1.6 million fewer people in the labor force aged fifty-five and over as early retirement claims an increasing share. (American Demographics, January 1986).   Further, the youngest baby boomers will be aged thirty-seven in 2002. (American Demographics, June 1986).

Trend #3

Police Work Less Popular
As A Profession
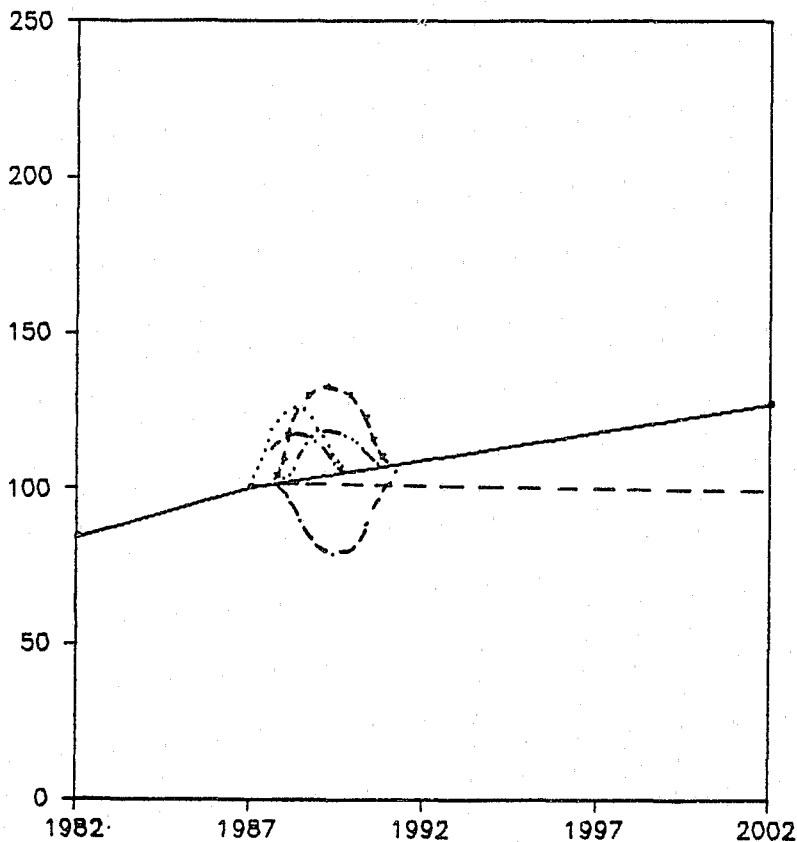
———————— WILL BE	— — — — SHOULD BE

· · · · · · · · ·	=	impact of a major population shift from Santa Clara Valley.
— · — · — ·	=	impact of a hiring freeze.
···—— ··· ——···	=	impact of new restrictive tax laws.
—— · —— —— · —	=	impact of an area depression with severe unemployment.
—◆— —◆— —◆— —◆— ◆	=	impact of the City of Santa Clara going bankrupt.

POLICE WORK IS BECOMING LESS POPULAR AS A PROFESSION: The
values of society are in a constant state of flux. The group
believes that police work is becoming less popular as a
profession for a myriad of reasons including such things as
changing job roles, work ethics, reduced concern for crime over
the next decade, job expectation, and increased opportunities in
other fields. The group forecast that police work may become
less popular as a profession by 27% over the next fifteen years.

Trend #4

Increased Competition


```
              WILL BE                      SHOULD BE
```
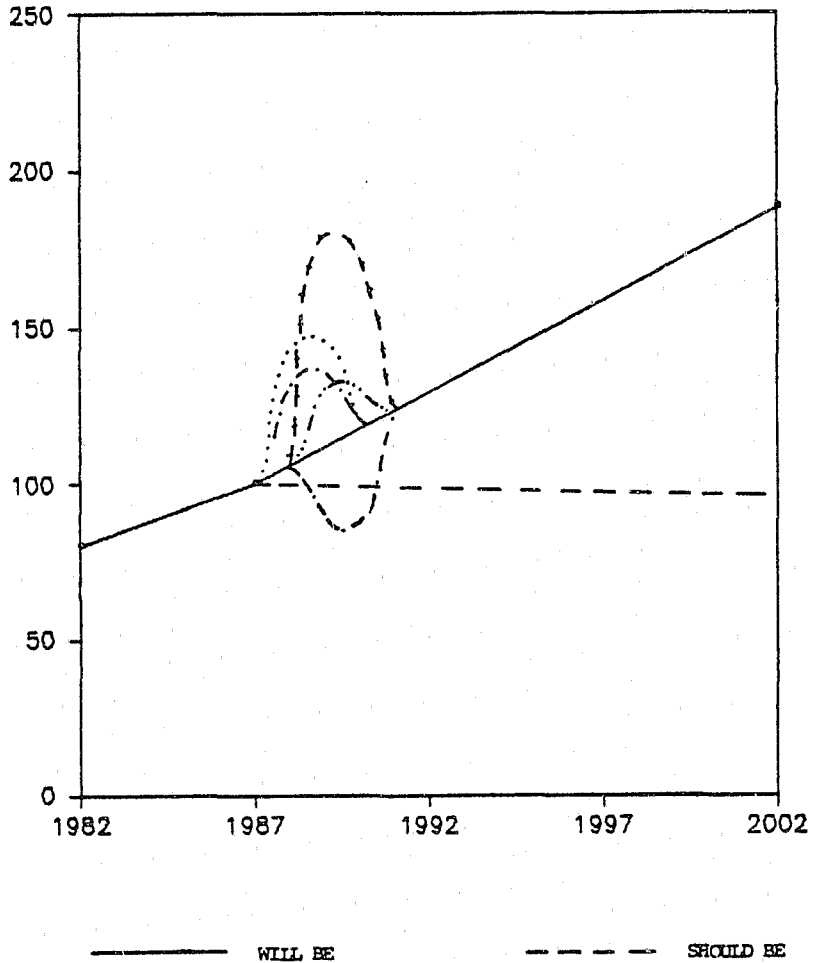
. . . .	=	impact of a major population shift from the Santa Clara Valley.
— . — . — .	=	impact of a hiring freeze.
... — ... —...	=	impact of new restrictive tax laws.
— — . — — .	=	impact of an area depression with severe unemployment.
+ + + + +	=	impact of the City of Santa Clara going bankrupt.

INCREASED COMPETITION: Law enforcement will find it more
difficult to compete with private sector employers and other
public sector employers for qualified applicants. The group
forecast that competition will increase by at least 88% by the
year 2002.

Trend #5

Less Career Oriented
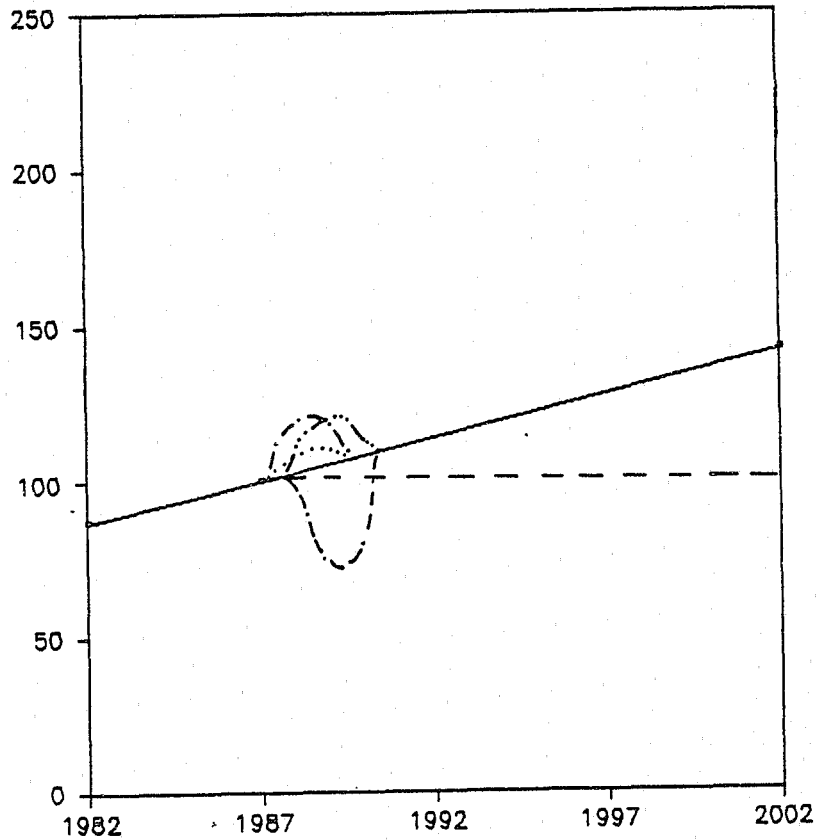

```
250 ─

200 ─

150 ─

100 ─

 50 ─

  0 ─
    1982      1987      1992      1997      2002
```

────────── WILL BE   ─ ─ ─ ─ SHOULD BE

. . . .   =   impact of a major population shift
                                  from Santa Clara Valley.
─ . ─ . ─ .   =   impact of a hiring freeze.
... ─ ...─ ...   =   impact of new restrictive tax laws.
─ ─ . ─ ─ .   =   impact of an area depression with severe
                                  unemployment.
+ + + + +   =   impact of the City of Santa Clara
                                  going bankrupt.

POLICE APPLICANTS/RECRUITS ARE LESS CAREER ORIENTED:
The group believes that today's youth are less concerned about
job security than were the past several generations. The work
force that will be entering the labor market over the next
fifteen years is more concerned with instant gratification. In
spite of the many requirements that must be met in order to
become a police officer, the group forecast that over the next
fifteen years more police applicants will view law enforcement
as a job rather than as a life long career. This trend may
increase approximately 41% from what it is today.

Critical events

The staffing committee used the NGT method again to identify critical events that may occur within the next fifteen years that would impact upon staffing requirements on a California police department.[7] They selected the five most important critical events and forecast a probability factor in percentages estimating the likelihood of the event occurring within the next fifteen years.[8]

The events identified and their probability of occurrence were as follows:

EVENTS	PROBABILITY BY 1992	PROBABILITY BY 2002
1. There will be a major population shift away from Silicon Valley. At least 20% of the work force will move from the Santa Clara Valley and move to parts of the country that are experiencing better economic opportunities.	23%	34%
2. There will be a hiring freeze for the Santa Clara Police Department. The freeze will last for at least six months.	19%	23%
3. There will be new restrictive tax laws similar to Proposition 13. These tax laws will reduce funding for local governments.	46%	75%
4. There will be an area depression and severe unemployment throughout Silicon Valley.	24%	36%

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[7] See Appendix F.

[8] See Appendix G.

5. The City of Santa Clara will   5%   13%
go bankrupt.

Cross impact evaluation

The staffing committee then did a cross impact
evaluation that was forecast as follows:

If there is a major population shift...

<u>The probability of</u>:

<u>Events</u>

Hiring freeze	23% increase to 54%
Restrictive tax laws	75% decrease to 74%
Area depression/severe unemployment	36% increase to 58%
Bankrupt	20% increase to 41%

<u>Trends</u>

Reduced government funding	123 ratio increased 155 ratio
Work force population aging	119 ratio increased 142 ratio
Less popular as profession	127 ratio increased 149 ratio
Increased competition	188 ratio increased 225 ratio
Less career oriented	141 ratio increased 147 ratio

The committee believes that if there were to be a major
population shift away from Santa Clara Valley this would
have both a cause and effect on the area's economic scene.
The only conceivable reason there would be a population
shift would be because of poor economic opportunities for
some (if not all) labor force groups. Having workers move
from the valley would have a snowball effect on such
economic considerations as the potentials for a hiring
freeze, an area depression with severe unemployment, the
City having severe financial problems and possibly going
bankrupt, and reduced government funding. Younger workers
would probably be the first to leave. Older people, with

job seniority, and stronger ties to the community, would
likely be the last to leave. This would cause the average
age of the work force to be even older. The committee
believes that if the depressed economic conditions were to
be local, or regional, that law enforcement would find it
difficult to attract workers who would rather seek
employment in other areas. On the other hand, if the
economic situation were national, it would be easier for law
enforcement to attract qualified workers.

Event #1

Population Shift
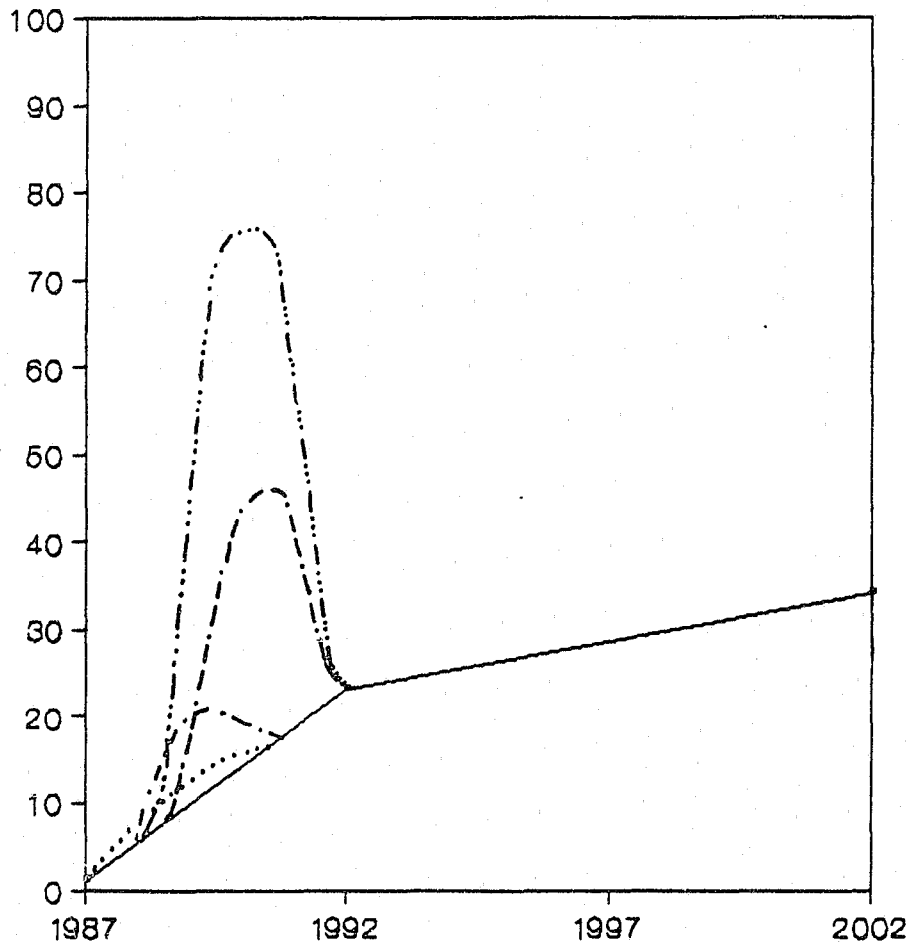

```
. . . . . . . . .      =    impact of a hiring freeze.
— . — . — .            =    impact of new restrictive tax laws.
— ... — ...            =    impact  of   an   area   depression   with
                                severe unemployment.
— — . — —              =    impact of the City of Santa Clara going
                                bankrupt.
```

POPULATION SHIFT: There will be a major population shift away
from Silicon Valley. At least 20% of the work force will move
from the Santa Clara Valley and go to other parts of the country
that are experiencing better economic conditions.

If there is a hiring freeze for Santa Clara P.D...

The probability of:

Events

Major population shift	34% increase to 36%
Restrictive tax laws	75% no change 75%
Area depression/severe unemployment	36% increase to 37%
Bankrupt	20% decrease to 16%

Trends

Reduced government funding	123 ratio increased 135 ratio
Work force population aging	119 ratio increased 126 ratio
Less popular as profession	127 ratio increased 144 ratio
Increased competition	188 ratio increased 214 ratio
Less career oriented	141 ratio increased 158 ratio

The committee viewed the City invoking a hiring freeze for financial reasons, and not for political or legal reasons. It was believed that if the City were to use a hiring freeze to survive a financial crisis, that this act would probably reduce the chances of the City going bankrupt by a small amount. However, having a hiring freeze would severely impact the trend of law enforcement becoming less popular as a profession, and it would make the police department far less competitive with other employers. Since one of the big appeals to law enforcement as a career is job security, potential recruits and newly hired officers would be far less career oriented.

Event #2

Hiring Freeze

Legend:
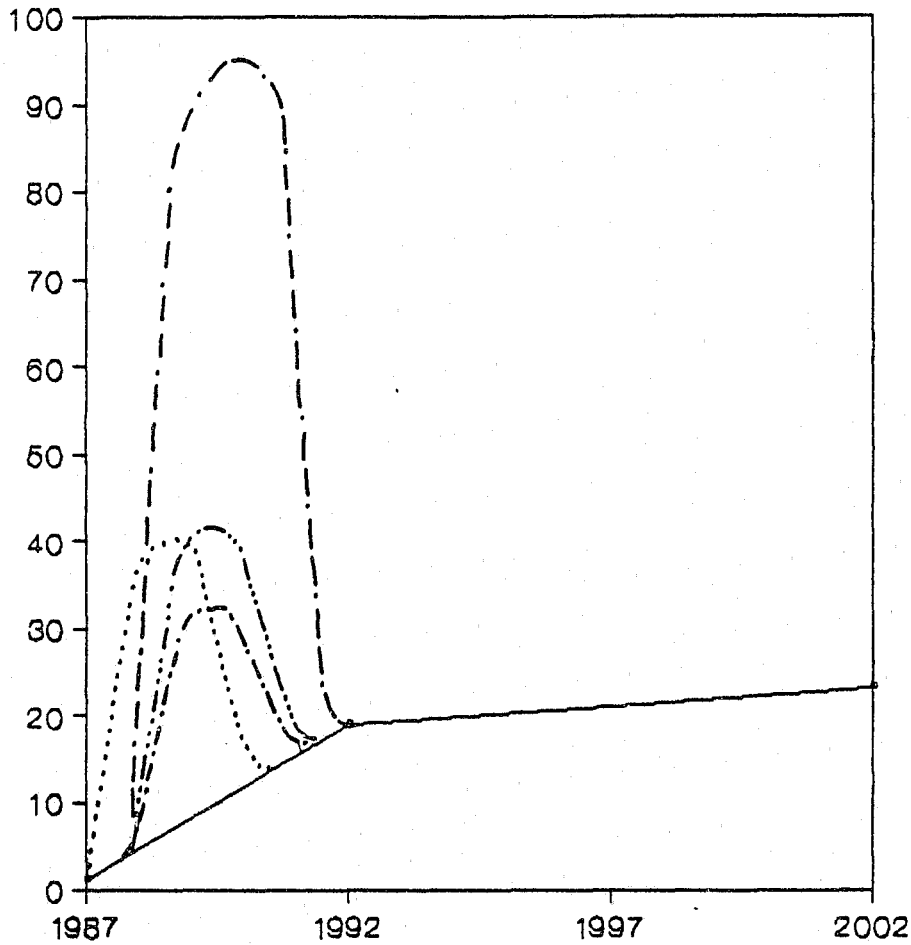
Line style		Description
. . . .	=	impact of a major population shift away from Santa Clara Valley.
— . — . — .	=	impact of new restrictive tax laws.
— ... — ...	=	impact of an area depression and severe unemployment.
. — — . — —	=	impact of the City of Santa Clara going bankrupt.

HIRING FREEZE: There will be a hiring freeze for the Santa
Clara Police Department that will last for at least six months.

If there are more restrictive tax laws...

The probability of:

Events

Major population shift	34% increase to	44%
Hiring freeze	23% increase to	45%
Area depression/severe unemployment	36% increase to	42%
Bankrupt	20% increase to	34%

Trends

Reduced government funding	123 ratio increased 144 ratio
Work force population aging	119 ratio increased 125 ratio
Less popular as profession	127 ratio increased 140 ratio
Increased competition	188 ratio increased 206 ratio
Less career oriented	141 ratio increased 155 ratio

The staffing committee members were divided in their opinion as to what effect restrictive tax laws would have upon a major population shift. Some members felt that it would have no impact, however others felt that placing more restrictive tax laws upon local governments would have a negative impact on the overall economic situation, leading to factors that would help fuel a population shift. More restrictive tax laws would seriously hamper city government operations, and would greatly increase the likelihood of a hiring freeze. Likewise, it would increase the likelihood of the city going bankrupt. Obviously government funding would be reduced, and it would be much more difficult for the police department to compete with other employers.

Event #3

Restrictive Tax Laws
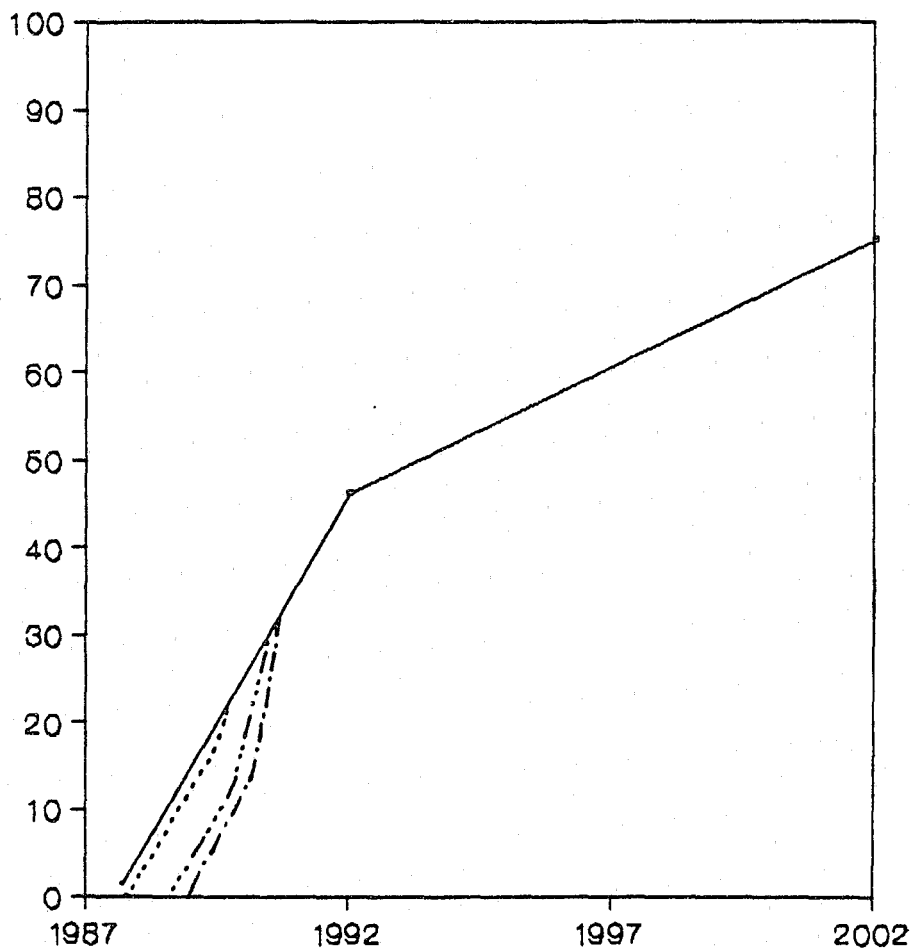

```
. . . . . . . . .        =    impact of a major population shift
                                  from Santa Clara Valley.
— . — . — .              =    impact of an area depression with severe
                                  unemployment.
— ... — ...              =    impact of the City of Santa Clara going
                                  bankrupt.
```

RESTRICTIVE TAX LAWS: There will be new restrictive tax laws
similar to Proposition 13.   These tax laws will reduce funding
for local governments.

If there is an area depression with severe unemployment...

The probability of:

Events

Major population shift	34% increase to 91%
Hiring freeze	23% increase to 54%
Restrictive tax laws	75% decrease to 62%
Bankrupt	20% increase to 69%

Trends

Reduced government funding	123 ratio	increased	162 ratio
Work force population aging	119 ratio	increased	151 ratio
Less popular as profession	127 ratio	decreased	101 ratio
Increased competition	188 ratio	decreased	159 ratio
Less career oriented	141 ratio	decreased	107 ratio

If the depression is regional, it would cause a major population shift to other areas of the country. If there were to be an area depression, it would likely have a major impact on the economic health of the City, and it is likely that there would be a hiring freeze on the Police Department. The committee believes that it would slightly decrease the possibility of having more restrictive tax laws. The chances of the City going bankrupt would greatly increase. With a depression, there would be job layoffs, and it is likely that the senior, older employees would be more likely to retain their jobs. Therefore, the work force would be older. If the depression is local, younger workers will likely leave the area and it will be harder to attract people to the profession.

Event #4

Area Depression/Unemployment
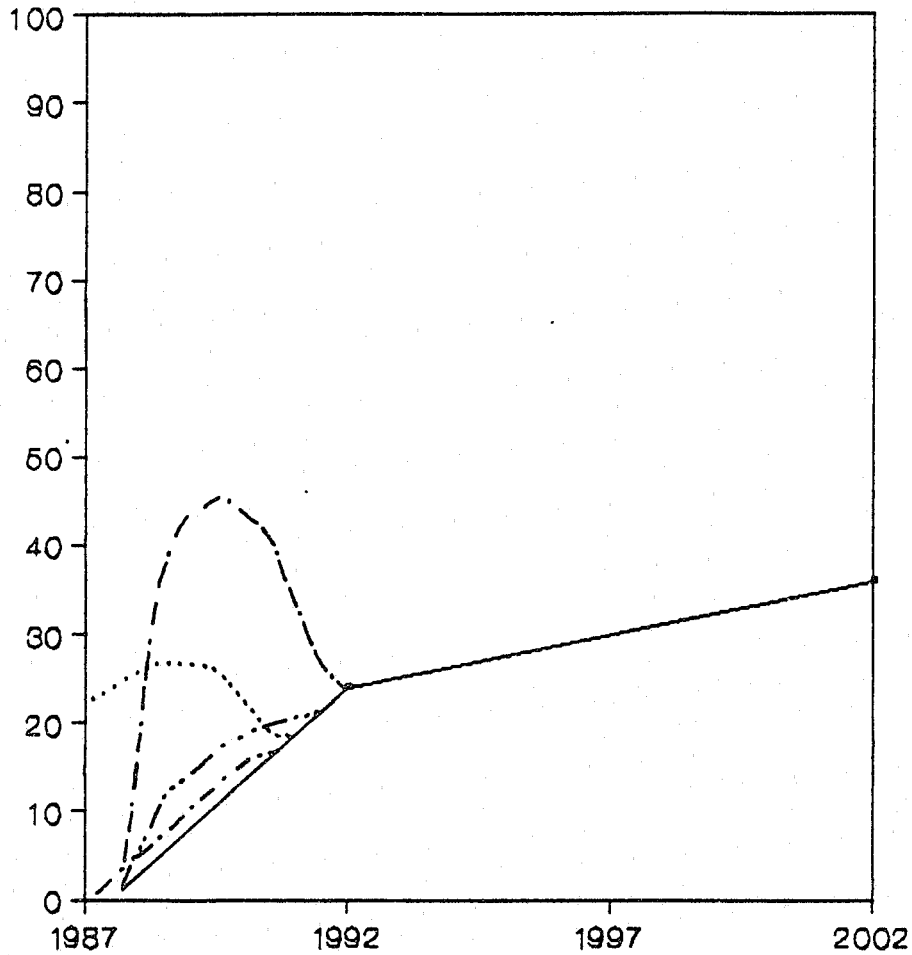

```
        impact of a major population shift from
............    =    Santa Clara Valley.
—·—·—·   =    impact of a hiring freeze.
—···—···   =    impact of new restrictive tax laws.
———·———·   =    impact of the city of Santa Clara going
                   bankrupt.
```

AREA DEPRESSION/UNEMPLOYMENT: There will be an area depression
with severe unemployment throughout Silicon Valley.

If the City of Santa Clara goes bankrupt...

The probability of:

Events

Major population shift	34% increase to 61%
Hiring freeze	23% increase to 106%
Restrictive tax laws	75% decrease to 65%
Area depression/severe unemployment	36% increase to 71%

Trends

Reduced government funding	123 ratio increased 187 ratio
Work force population aging	119 ratio increased 140 ratio
Less popular as profession	127 ratio increased 154 ratio
Increased competition	188 ratio increased 252 ratio
Less career oriented	141 ratio no change 141 ratio

It is unlikely that the City of Santa Clara would go bankrupt unless there were severe economic problems in the area. Therefore, it is likely that there would be a major population shift from Santa Clara Valley. The City going bankrupt would not be the cause of the population shift, yet the shift would probably occur. If the City were to go bankrupt it would almost assuredly force the Police Department to have a hiring freeze. It would certainly make law enforcement less popular as a profession.

Event #5

City Goes Bankrupt
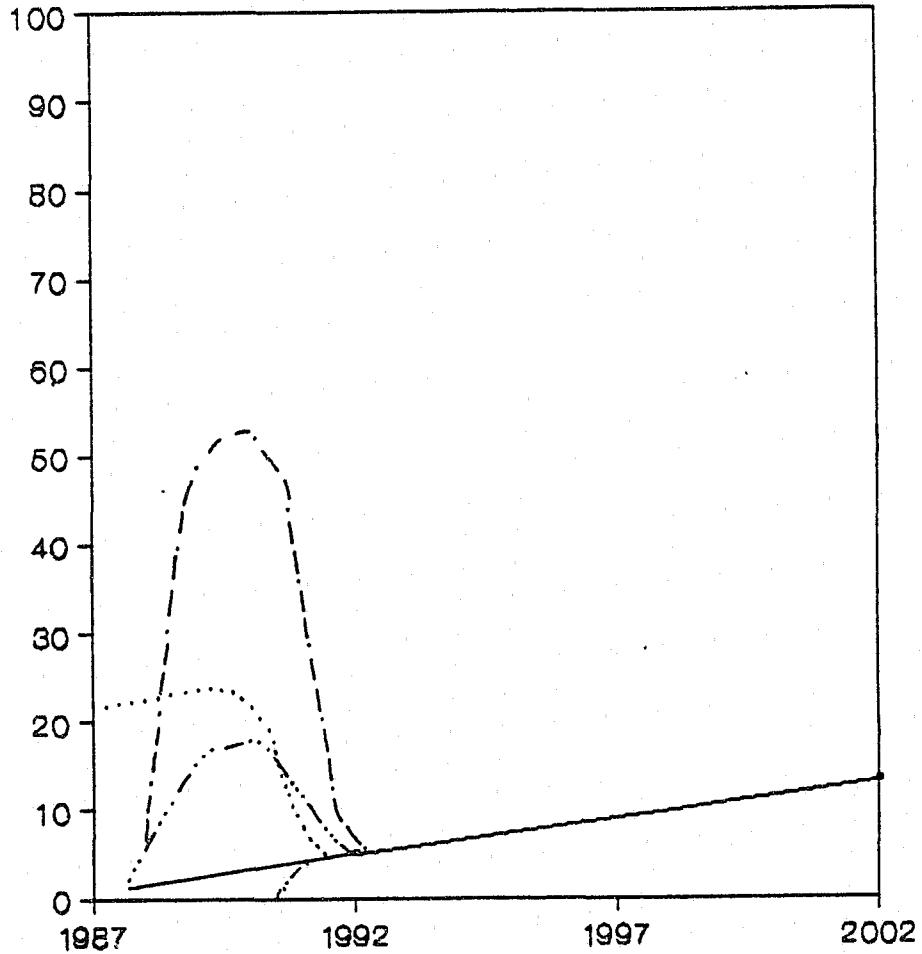
. . . .	=	impact of a major population shift from Santa Clara Valley.
— . — . — .	=	impact of a hiring freeze.
... — ... .—	=	impact of new restrictive tax laws.
— — . — — .	=	impact of an area depression with severe unemployment.

THE CITY OF SANTA CLARA WILL GO BANKRUPT: Because of numerous factors such as poor fiscal management, a slump in the area's economy, less government funding, unexpected political and economic events, the City of Santa Clara will go bankrupt.

CROSS-IMPACT EVALUATION

Suppose that this event — with this probability — actually occurred.......... .....How would the probability of the events and trends shown below be affected?

1. There will be a population shift (fewer workers).

2. There will be a hiring freeze for police department employees.

3. There will be new and more restrictive tax laws.

4. There will be an area depression causing severe unemployment.

5. The City will go bankrupt.

		EVENTS					TRENDS				
		1	2	3	4	5	1	2	3	4	5
1	34%	✕	31	-1	22	21	32	23	22	37	6
2	23%	2	✕	0	1	-4	12	7	17	26	17
3	75%	10	22	✕	6	14	21	6	13	18	14
4	36%	57	31	-13	✕	49	39	32	-26	-29	-34
5	13%	27	83	-10	35	✕	64	21	27	64	0

This chart shows the relationship between events and trends. For example, Trend #1 has a 34% chance of occurring. If Trend #1 were to occur, this would increase the likelihood of Event #2 occurring by 31% and would cause Trend #1 to increase by 32%. The chance of Event #5 occurring is only 13%. However, if this were to occur, it would cause Event #3 to decrease by 10% and would have no impact upon Trend #5.

Scenarios of The Future

In order to consider several possible futures: the trends and events, the cross-impact analysis, and the discussions of the committee were used to develop three scenarios:

Scenario #1: system change, exploratory (surprise free)

The year is 2002. The City of Santa Clara has changed dramatically over the past fifty years. Back then, the primary industries of the community were prune orchards and a small Catholic college. The City had a population of 16,000 people. The Police Department had twenty-one employees, and the annual budget was $132,000.

By the mid-1980's Santa Clara had grown to a population of 92,000, however during the work day the City swelled to a population of between one-fourth and one-half million people. The Police Department had 145 sworn officers and forty-one civilians. The police officers were the fourth highest paid in California. The budget was $11,200,000. The entire Santa Clara Valley in which the City is centrally located, had attracted high-technology industry and had become known as Silicon Valley. NASA, General Electric, Hewlett Packard, IBM and other industry leaders were all very strong in the community. Because of the good economic environment, and also because of good management, the city government was better off than most. It owned its own utilities and was able to provide services at very low

rates. The tax base for home owners was also low because of the healthy industrial environment. City funds were diversified, and the economic forecast for the City was guardedly optimistic. Santa Clara was a pleasant community in which to live and work. There were many parks, vibrant youth recreation programs, good schools and myriad cultural activities. The city owned a regional amusement park and a large convention center with many hotels, restaurants and a golf course. The community was an exemplification of middle America. There was neither an extremely wealthy area, nor was there a slum. With a large number of rental housing units and a mobile citizenry, many residents did not have deep-rooted ties to the City. Because of the aero-space contracts, the area had the nebulous distinction of having more Soviet spies than any other location in the United States with the exception of Washington D.C. The crime rate in Santa Clara was low. Part I Offenses had declined every year through the mid 1980's. Like many metropolitan areas, much of the criminal element came from neighboring communities. With the influx of workers during the day, there was also an influx of criminals during the day and night. The major law enforcement concern was traffic enforcement and traffic congestion. Commute traffic problems were becoming unmanageable. While crime and calls for service were declining, traffic accidents involving death, serious injury

and property damage were all increasing.

People in the Santa Clara Valley gave it a character unmatched virtually anywhere in the United States. With 43 percent of the adults having graduated from college, (twice the national average) they were better educated. Nearly two-thirds of the local adults had obtained some college. They were also wealthier. Two-thirds had an annual income of over $35,000.00 per year. They were younger and more likely to be single and have white-collar jobs. They were more mobile, and better able to market themselves for other positions in bad economic times. (Larimer, 1987:1A, 28A)

In the late 1980's and the 1990's the City found itself in a position of having less money available. For the first time, in 1986 the city fathers used money from the reserves. Some of the leaders warned that it would be necessary for the City to "tighten its belt" because of the possibility of slowing economic growth in the region. A few city councilmen failed to recognize the trend, and with a cavalier attitude, dismissed the problem by saying that things were bound to get better. The "tax revolt" of the early 1980's continued and California voters passed another proposition that was much more restrictive than Proposition Thirteen. The police officers gradually started to lose their salary advantage and by the year 2002 they were making just slightly more than the average California police department.

Towards the end of the 1980's there was a growing concern that much of the industry was moving to other parts of the United States and going overseas because of labor costs. The silicon chip was much cheaper to produce elsewhere. Although most of the manufacturing associated with high-technology was leaving the valley, large corporations remained in the area producing the information associated with their industry. As a result there was little opportunity for skilled and semi-skilled workers. There was an abundance of opportunity for the college educated, and imaginative minds. There developed a greater disparity between the haves and the have-nots. Crime trends shifted, and there was an increase in all Part I Offenses.

Many of the working class left the area because of the lack of jobs. Yet those associated with the information industry found it easy to find work. It became increasingly difficult for employers to recruit well qualified workers and the Police Department found it to be an unwieldy problem to recruit eligible applicants. Budget cuts and the threat of a hiring freeze made it even more difficult for the Police Department to compete with other employers. The county government and two other cities in the valley had come very close to going bankrupt. Although Santa Clara was still financially more secure than many other cities, the possibility of it going bankrupt was a growing concern and it was a major topic of discussion during the most recent

election. This made it even more difficult for the Police Department to recruit new applicants. Additionally, police chiefs across the state were complaining that law enforcement was becoming less and less popular as a profession. Such things as changing values concerning job roles, work ethics, higher job expectations, and less concern for security on the part of employees contributed to this growing attitude.

Since many of the younger, semi-skilled workers left the area, the work force's average age was higher. Today, much of the work force is made up of people between the ages of thirty-five to sixty-five. The Police Department has changed much of its emphasis. The Department has been required to provide more types of services and they have had to operate on a smaller budget. As a result the Department has made a practice of hiring second-career civilians. The ratio of police officers to civilians is one-to-one now as opposed to a ratio of 3.5 police officers to one civilian in 1987. Over the past fifteen years the Department has increasingly experienced officers resigning with only five to ten years of service. The Department's top managers are now seriously considering adopting policies that will encourage officers to remain on the Department longer.

Scenario #2: demonstration: normative (feared and possible)

Chief Murphy scratched his head and wondered how it had all happened. He still couldn't believe it. He had been

elected Chief of Police on a platform of fiscal restraint. He had promised the taxpayers that he would do all he could to control spending. Having come up through the ranks from police officer to captain before he was elected chief, Terry Murphy thought he had a pretty good handle on his organization. He thought he knew what had to be done. He had always been a dedicated, hard-working cop. He was a pragmatic, no frills kind of a guy. When something needed to be done, he did it--or so he thought. But then, in the back of his mind he always knew, "If something can go wrong, it will." And boy did it! Terry was cleaning out his office. Voted out. Why? Terry knew all the things that had gone wrong. He just didn't know why.

Terry didn't think of himself as a politician. He thought of himself as a cop. But when you work for one of the two police departments in California that has an elected chief, and you want to make it to the top, then you have to be a politician - whether you like it or not. Terry had seen a lot of changes over the past twenty-five years; every election it seemed like there was less and less support from the community, - less money, - less concern for crime, - more difficulty hiring qualified officers, - young recruits less interested in dedicating themselves to the Department and to the job, they only seem to ask, "What's in it for me?" - more officers leaving on disability retirements, more officers getting fed up and

quitting after five or six years, -   minorities hesitant to join the Department, - even though there is less money to do the job, the public expects the Department to provide more and more services.

Terry thought that it all started shortly after he won the election. Much of the work force was leaving Silicon Valley because the manufacturing associated with high-tech industry was moving to the southwestern part of the United States. No longer were there jobs readily available. After the taxpayers revolt that included Proposition Thirteen, and then the more restrictive tax limitation proposition of 1991, government funding had been reduced so much that the Police Department had to operate on a shoestring budget. In 1993 the City came very close to going bankrupt. The City Manager was fired, and the Police Department budget was reduced by almost 15 percent.

The new City Manager insisted that the Police Department reduce its work force by 10 percent. Every effort was made to prevent layoffs, however there was a mandatory hiring freeze that lasted for almost a full year. Gradually the pressure eased up, but then it was difficult to find applicants. The Chief insisted that he was going to maintain the same standards. All applicants were required to pass a stringent background investigation, psychological screening,   physical   agility   examination,   medical examination, and polygraph test. Most young people that

were able to pass the test could find a much higher paying job with more flexible benefits by going to work in private industry. Terry had a feeling that many of the people that could qualify for the Department would much rather enter another career. Government work did not offer the same security that it had offered years before when he had become a police officer. Terry felt like he was being used as a scapegoat. It wasn't his fault that his Department did not have sufficient money to operate an efficient organization. With fewer people to work with, and more demands being placed on his Department it was no wonder that morale was low, and more officers were quitting.

Just before the election the City had lost two highly publicized law suits. In the first one the Chief was named as a co-defendant for negligent retention. An officer was accused of brutalizing a prisoner in the jail's temporary holding cell. The prisoner sustained a broken nose and broken collar bone. Over the prior three years the Chief noticed that the number of complaints against his officers was increasing. It seemed that the pressures on the officers were mounting.

The second law suit was brought against the City and the Chief by an officer who was seriously injured during a barroom brawl. There was a staffing shortage, and the evening shift was working 25 percent under it's authorized strength. The officer was attempting to break up a fight

by himself. All of the other officers were committed to other assignments and a second officer was not available to back him up. The officer was jumped by three rowdy patrons. He called a Code 30, (emergency - officer needs assistance) but by the time the first officer arrived he had been stabbed three times, and knocked unconscious. Because of the serious manpower shortage, The Police Officer's Association held a vote of "no confidence" that received a great deal of news coverage. One newspaper article pointed out that within the past five years, four officers had received medical disability retirements because of job stress. It quoted a POA official who stated that most of the job stress resulted from "poor management practices" and "organizational factors", rather than "stresses on the street".

These incidents undoubtedly were what led to Terry losing the election. Chief Terry Murphy hated to leave the Department under these circumstances. He had been a dedicated police officer all of his adult life. He had always done his best for the Department and for the City. It was hard for him to pack up his personal items and walk out of the police administration building for the last time as the Chief of Police. He had accomplished so many things over his career, and now that it was time for him to retire he was leaving with the thought that he had failed.

Scenario #3:   demonstration: normative (desired and
               attainable)

Back in the mid-1980's Santa Clara city officials
recognized several critical emerging issues that were
developing which could seriously impact staffing
requirements.   All department heads met with the City
Manager and it was decided that positive steps needed to be
taken to cope with the problem.   Each department head was
asked to develop goals to address the following concerns:

1.   How can we compete with other employers from the
public and private sector?

2.   How can we encourage employees to remain employed
with the City until they are eligible to retire?

3.   Can we provide training to help employees adjust
to a rapidly changing work environment?

4.   Can anything be done to reduce stress among our
employees?

Fortunately, the Police Department took several steps
to prepare for the anticipated labor shortage.   By 1995 a
program was established whereby an additional 35 percent of
the tasks performed by officers in 1987 were now being done
by civilians.   Many of these tasks are now being carried out
by men and women who have retired and are working part time
for the Department.   Additionally, there is a group of ten
retired police officers who dedicate an average of fifteen
hours per week to work for the Police Department as
volunteers doing a myriad of tasks to supplement the

training, criminal investigation, administrative support, and community relations units.[9]

The Police Department's budget has been reduced for the past several years, however the services provided by the Department have improved because of the utilization of civilians and volunteers.

Several events occurred during the late 1980's and early 1990's that were of great concern. There was a new tax proposition that greatly reduced funding available for the Police Department. The City was threatened with the possibility of going bankrupt like several of the surrounding communities were forced to do. As a result the City Council imposed a one year hiring freeze on the Police Department in 1999.

Fortunately, the Police Department had already taken measures to improve staffing needs. A task force composed of police association members, police officers, sergeants, lieutenants, and the assistant chief of police had recommended a course of action that included active recruitment of part-time help, offering flexible hours, job

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[9] Part of the staffing problem can be alleviated by utilizing retired police officers as volunteers. Refer to the research project conducted by Captain Phillip U. Coleman, Oakland Police Department. Captain Coleman identified over thirty tasks that retired police officers believed they could perform to assist police departments. Training, criminal investigation, administrative support, clerical, and community relations were the tasks that were most often cited by the respondents to this survey. (Coleman, 1987:26, 27).

sharing, and cafeteria style benefits. This program proved to be particularly appealing to older workers, and it was also accepted by the rank and file officers. The Police Officer's Association realized that unless some measures were taken to reduce costs, officers may lose their jobs.

Under this program, operating costs were reduced. At the same time, officers realized that by having civilians perform many of the routine assignments, the effect was one of making the officer's job more challenging and more interesting because their time was freed to handle critical law enforcement tasks. They also came to realize that by utilizing civilians, it enhanced their position in that they became more specialized in crime reduction and suppression (Abrecht, 1986:3). It also gave them a sense of security because they had felt they had a voice in the management of the organization, and they realized that by civilianization of some tasks the city was able to operate more cost effectively. As a result of this the force has been able to maintain its position as one of the highest paid police departments in California.

Although there was a serious shortage of younger workers available to fill the police officer positions, there were ample people between the ages of thirty-five and sixty-five who were more than eager to work under the conditions that had been created to attract second career people.

Objective II

Strategic Plan

Statement

The second objective was to develop and implement a strategic management process, to include:

1. Strategic decision-making,

2. Strategic planning,

3. Policy considerations.

The outcome was a strategic plan, bridging the gap from an analysis-defined present to a scenario-defined future.

Methods: Identification

The methods and techniques that were used to accomplish the second objective were as follows:

1. SMEAC (situation, mission, execution, administrative, control).

    a. Capability analysis

    b. WOTS-UP model

2. Modified policy delphi

    a. Feasibility desirability index

3. SAST (strategic assumption and surfacing technique)

Methods: Implementation

In order to develop and implement a strategic management plan, it is necessary to study the environment.

Since the Santa Clara Police Department will be used as the model, a capability analysis of the Department is also desirable. Over the past several years the Department has experienced increased difficulty in staffing the agency with qualified applicants. The past and present situations described in scenario #1 represent the true current environment in Santa Clara. To avoid redundancy, that information will not be repeated here.

Capability/resources

Two surveys were conducted to determine what perceptions members of the Department had regarding its present capabilities and also its future adaptability. A total of forty-seven sworn officers completed the surveys. Twenty-four police officers, eleven sergeants, and twelve managers responded. Their answers were averaged to obtain the following data:

PRESENT CAPABILITY [10]

Strengths

1. manpower (psm) [11]
2. equipment (m)
3. money (psm)
4. calls for service (sm)
5. supplies (m)

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[10] See Appendix H.

[11] p = as viewed by police officers
s = as viewed by sergeants
m = as viewed by management
    (management included lieutenants, captains, assistant chief and chief)

6. training (m)
7. police officer skills (ps)
8. image (sm)
9. council support (sm)
10. city manager support (sm)
11. pay scale (psm)
12. benefits (psm)
13. turnover (pm)
14. community support (psm)

Weaknesses

1. facility (sm)
2. management skills (p)
3. training (p) [12]
4. specialties (ps)
5. management flexibility (ps)

FUTURE ADAPTABILITY[13]

The second study examined the Department's adaptability to change. It was rated based on the following scale:

I.	Custodial:	Rejects change
II.	Production:	Adapts to minor change
III.	Marketing:	Seeks familiar change
IV.	Strategic:	Seeks related change
V.	Flexible:	Seeks novel change

The survey suggests that the Santa Clara Police Department is reactive to change as opposed to proactive. For the most part the Department adapts to minor change, yet it resists major change.

The top managers were rated in the category of "adapts

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[12] It is of interest to note that training is the only item that appeared as both a strength and a weakness. It was a strength in the view of management, and it was a weakness in the view of police officers. It was considered average in the view of the sergeants. Why there are these conflicting perceptions is not within the scope of this study, however follow-up investigation by the Santa Clara Police Department management is certainly warranted.

[13] See Appendix I.

to minor change" in the areas of (a) "mentality/ personality", (b) "skills/talents", and (c) "knowledge/ education".

The "organization climate" was rated in the category of "adapts to minor change" in the areas of (a) "culture/norms", (b) "rewards/incentives", and (c) "power structure".

The "organization competence" was rated in the category of "adapts to minor change" in the area of (a) "structure". However the "organization competence" was rated in the category of "seeks familiar change" in the areas of (b) "resources", (c) "middle management", and (d) "line personnel".

Law enforcement mission statement

To provide public safety through high quality law enforcement, and to provide a wide range of services; to suppress, prevent, and detect crime; to apprehend law violators; and to protect life and property and to enforce laws which are in the best interest and reflect a changing community.

Santa Clara Police Department mission statement

Provide the above services in a caring and humanistic manner and by maintaining the confidence and respect of the community it serves while operating in a cost effective manner; by promoting order and serving the common good of

the people while promoting the rights of the individual; to carefully guard against oppression, and obeying and defending the Constitution; to maintain a safe environment through the fair enforcement of laws; by being sensitive to all needs of this diverse community; and to work with other agencies and individuals to insure the quality of life in Santa Clara.

Issue mission statement

In order to accomplish The Santa Clara Police Department's mission, and to provide California law enforcement executives with a model for strategic staffing, it is proposed that the Department's management promote the restructuring of the organization so that it is more flexible in addressing future staffing needs; and to encourage law enforcement executives to be proactive in finding solutions to the staffing dilemma.

Execution

The staffing committee developed a policy/strategy on the issue of meeting staffing requirements. It was decided to leave the recruitment issue to others in order to limit the scope of this study. Thirty-five alternative suggestions were made during a brainstorming session by the committee. Afterwards these items were modified, combined and eliminated until the following list of alternative courses of action was developed:

1.   Restructure Department

Restructure the Department in such a way that many of the tasks now being performed by officers will be performed by civilians by the year 2002? Have "roll-over" jobs, i.e., a retired police officer would be able to work for the Department as a civilian. He would be able to receive his retirement pension while he worked without it being adversely affected.

It has been observed that with a shortage of younger workers, organizations may want to retain older workers and rehire some who have retired. A task force on retention strategies presented to The Commission on Peace Officer Standards and Training observed that although there has been increased attention given to the process of recruiting and selecting personnel, "...surprisingly little attention has been given to the retention of qualified people." Attrition rates for police officers range from 2 percent to 45 percent. In some cases, this means a 100% turnover in personnel every five to six years or less. Further, a majority of those leaving are entering the private sector. ("Retention of Qualified Personnel", 1981:1, 36)

According to a study conducted in Syracuse, New York in 1968, only 10.3 percent of police calls for service were law enforcement activities. In Chicago, another study conducted the same year, found that 58% of all calls were crime related, however the greatest proportion of these involved

personal and family disputes. (Golden, 1982:108) Contrary
to myth fostered by the news media, most of a police
officer's time is spent in service related activity. In
another study of law enforcement student's perceptions, it
was found that they view police work to be far more
service/human relations oriented than crime oriented. Yet,
while these students have no illusions about the nature of
police work, most of them would prefer to spend their time
fighting crime. (Golden) It has been predicted by some
observers that in the future many police investigators will
spend all of their time behind computers, and these "new
detectives" will come from the ranks of today's high school
"hackers". (Shubin, 1984:33, 35) This tends to support the
concept of restructuring the Police Department so that
police officers devote more of their time to the enforcement
role, and civilians provide many of the other services
currently being performed by officers.

The following information was acquired in a survey
conducted by Personnel magazine in 1987:

Of the respondents, 14 percent found older workers to
be more productive than younger workers. They attributed
this to experience, reliability, maturity, and a strong work
ethic. On the other hand, the 6 percent who found older
workers to be less productive did not believe that this was
a result of diminished ability. One manager stated that
older workers had, "an attitude of superior knowledge and

resistance to change that sometimes hampers their productivity." Most of the respondents had a positive attitude about older workers. The survey concluded:

> Few predictions can be made about the millions of Americans who have entered the workforce in recent years. However, one thing is certain: they will all grow older. The sooner organizations acknowledge this fact, the better equipped they will be to deal with the baby boom generation when it reaches the age of retirement. (Blocklyn, 1987:16-19)

Numerous studies show that many commonly believed stereotypes are largely unsupported and contradicted by research on aging. Evidence supports:

* Age-related changes in physical ability, cognitive performance and personality have little effect on workers' output except in the most physically demanding tasks. Generally, older and younger workers show equal levels of productivity.

* Creative and intellectual achievements do not decline with age. For instance, the overall musical ability of musicians rises with age until the mid sixties and does not decline until eighty-five or older.

* Absenteeism drops as age increases.

* Older employees display more company loyalty than youthful workers, resulting in lower turnover.

* The work ethic is much stronger in the older group, although all age groups and both sexes feel that hard work, pride in craftsmanship, and doing one's best are important and desirable.

* Older workers are more satisfied with their jobs, supervision, salary and co-workers. They also are more satisfied with their lives in general.

* Younger workers respond very unfavorably to jobs seen as insignificant or meaningless, while older workers do not. Among senior citizens, the most frequently mentioned reasons for continuing to work are the desire to remain active and engaged, to enhance meaningful life experiences, to

socialize and to alleviate depression.

* Older people can be trained or retrained as effectively as anyone. Age-related physical and mental changes that influence abilities to learn are minimal. Vocabulary, general information, and judgment either rise or do not fall before age sixty, and even then continue to develop in the majority of people.

* Senior workers, if treated with respect, show greater critical judgment, insight and patience, and in general are better able to come up with ideas that work. (Goddard, 1987:33, 34)

The Japanese came up with a solution to the problem of fixed aged retirement. Years ago the retirement age was set at fifty-five. Yet, their life expectancy has increased the same as in the west. They allow employees to continue to work beyond retirement age as long as they are physically and mentally fit, however they are considered temporary employees. They can be laid off if work slackens. They do not have job security. They have no seniority, nor can they expect promotion. (Ways, 1979:42)

According to Max Horlick of the U.S. Social Security Administration, "Long-range planners discuss the need to extend the working career in order to defer payment of benefits and gain a longer period of contributions. The trend, however, tends to be toward earlier and earlier retirement." Yet a Harris survey in 1979 showed that a majority of retirees regretted being induced to leave their jobs and would like to return to work. (Forman, 1984:44, 46). Organizations are beginning to realize that the expanding group of unemployed and unproductive retirees is

placing a strain on younger workers, on pension funds and social security, and on the economy as a whole.

Expanding the role of volunteers and reserve police officers can also help to eliminate some of the staffing problems. The utilization of senior citizens by police departments has been tried with success by some police agencies. Jacksonville, Florida Sheriff's Office and Virginia Beach, Virginia Police Department have both used senior citizen volunteers to help with non-hazardous work. The seniors contribute the equivalent of two beats to the Jacksonville's Crime Analysis Unit, and the Department's arrest rate has dramatically increased. George Sunderland, Director of Criminal Justice Services for the American Association of Retired Persons believes that seniors can contribute a great deal to a police department in these types of programs. As one volunteer stated, "We give officers time to do the jobs they're specifically trained for." (Adamec, 1984:18-23)

2. Leaves of absence

Police officers will have the option of leaving the Department after ten and fifteen years on leaves of absence. Up to a one year leave of absence will be granted after ten years of service, and up to a two year leave of absence will be granted after fifteen years of service.

Chief Karel A. Swanson, of the Walnut Creek Police Department, has recognized the problem of job burnout among

his officers, and he has written an excellent treatise that is commended to anyone studying the issue of meeting the staffing needs of the organization, and at the same time meeting the self-actualization needs of the officers. He implemented a nine-point program to assist officers in achieving their professional goals. In the words of Chief Swanson, "Our systems should be changed--not to lock the individual in but to facilitate his movement through the police career as merely a part of his life experience." As part of Chief Swanson's program, the Walnut Creek Police Department grants leaves of absence to officers who are tempted to move on into other careers.

> "...we have recognized that an organization of our size cannot meet all of the ambitions of our members. Competition for promotion is still strong. However, we find that some officers are now choosing to be more selective and judicious in their participation... We realize that the career crisis and "burnout" syndrome is still manifested within the organization and have attempted to build bridges to other agencies and other careers. By allowing a person to develop as fully in the police officer role as possible, we hope to enhance their opportunities in other organizations.
>
> We encourage and support officers who are seeking such opportunities. We have begun assisting officers in searching for alternative positions. We have granted up to one-year leaves of absence to officers who wish to experiment in other careers. This allows them to experience the alternative without risking all that they have achieved to date... We hope this will help officers to expand their capabilities and give direction to their interests in continuing their careers in other areas. (Swanson, 1985: 35, 36)

Although, at first, it may seem contradictory to offer

assistance to employees to find employment in other organizations, the staffing committee agrees with Chief Swanson's philosophy that by helping each individual achieve his own personal goals, it will also serve the best interests of the Department. An employee who has burned out is of little value. On the other hand, if an employee knows that his Department is concerned about his welfare, and is willing to help him achieve his goals, that employee, and other employees, will probably be more loyal to the Department.

Since so many young officers resign after the first two or three years, it would not be feasible to offer them leaves of absence. The program would be offered to senior officers who have reached the time in their career when they may no longer view the possibility of promotion as realistic, and yet have so much time invested in the job that they are reluctant to gamble by changing occupations. If these people could have the opportunity to leave on a trial basis, knowing that their old job was waiting for them if they decided to come back, they would be more inclined to have the courage to move on. If they then found that they had made a mistake, they could return to the Department with new commitment.

3.   Recruit second career people

The Department will establish an active recruitment program to employ second career people.

In a survey conducted by the National Council on Aging, 79% of the respondents stated they would engage in some type of post-retirement employment.(Caron, 1983:48)   Other studies have indicated that there is a trend for organizations to hire individuals fifty years of age and older.   With medical and technological advances, the time that individuals remain active rises.   People were once considered middle-aged at forty, however with the aging of the baby boomers, age fifty is now the time people are given that classification.   Another factor that should encourage the Police Department to hire second career people is the fact that the length of tenure has dwindled during the past twenty years. (Challenger,1986:27, 28)

4.   Bid system based on seniority

Senior officers will be given first option in selection of work assignments and shifts with a bid system.   Allow officers to work specialized assignments without having to lose seniority when returning from that assignment.

Under the present system, if an officer leaves patrol for a specialized assignment in traffic, narcotics enforcement, investigations, etc., at the completion of that assignment (usually two to four years) he knows that he cannot return to his former position.   He loses his departmental seniority when he returns, and he must accept any position that is available. However, once he is back in patrol, he is then given his seniority rights back, and he

can opt for a different assignment when that assignment becomes available, based on his departmental seniority. Many officers view this as a definite negative. They are reluctant to volunteer for specialized assignments knowing that they will temporarily lose their vested seniority interests. The staffing committee believes that it would be far better to have a shift assignment bid system that is based on seniority. Although there are numerous ways the system could work, one possible method would be to have routine rotations take place annually. An officer would have the opportunity to remain in his current assignment for two years as long as he had enough seniority to bid for that assignment. After two years he would be required to move to another assignment that he could bid for based on his seniority. At the conclusion of that one year he could again bid for his original assignment if he so desired. This system would insure that (1) senior officers would be given preference in job assignments, and (2) officers would be involved in career development by changing job assignments. The Department would still have the ability to select officers for specialized assignments based on merit.

In a study to uncover why there is alienation among veteran police officers, interviews were conducted with police officers from a Colorado police department. These officers raised the following concerns:

*   Seniority was not taken into account for shift
        selections and days off;

*   Unfair promotional process;

*   Supervisors showing little respect for older
     officers' experience;

*   Methods for productivity measurement were unfair for
     veteran officers;

*   Veteran officers were not requested to offer their
     expertise; and,

*   Administrative insensitivity to the aging process
     of older officers.

Many of the officers interviewed in this study believed
that the department wanted to force them out, and most felt
that their shift supervisors were out to get them.
(Pogrebin, 1987:40, 42) This feeling is not at all
uncommon. In fact, one of the staffing committee members
stated that he believed that the Department was trying to
get rid of him. He is ending a specialized assignment in
the crime prevention division. Even though he is the senior
patrol officer, the current practice will force him to work
a shift that he finds undesirable. Even though the
Department is following it's procedures, the officer feels
that he is not being valued as an individual. The
Department should change the system to show more concern for
senior officers. As their numbers increase, it seems
apparent that these problems will increase. It is obvious
that there is a need for a dramatically different approach
in order to reduce the hostility felt by older officers.

5.   Two ladder career path

     Have a two ladder career path. Restructure the

organization so less status is placed on promotion, and increased status is given for lateral career development. Have a senior officer position which individuals with over ten years of experience, and who have not been promoted can strive for by meeting certain criteria. This position should be available to all officers if they desire.

This program could have several levels of achievement based on recognized expertise and technical contribution. Job enlargement, employee-centered leadership, and individual recognition are the concerns of this proposal.

Referring to organizations in general, opportunities for promotion will be relatively scarce at least until the end of this century. Management opportunities and organizational expansion has declined in the past several years. In the past, ambition and performance paid off in promotion, but at least until the year 2015 promotions will become scarcer, and the rate of plateauing will increase.

> The reality that promotions will end, and that they will end earlier in our careers, is a wedge that will force us to change our definition of success....
>
> The organization must change its culture so that people who are structurally plateaued can continue to earn respect and experience success through mastering new challenges.
>
> The manager must be honest and supportive so that plateaued employees know where they stand and can continue to feel motivated and valued.
>
> The individual must face the issues, give up frustrating old ambitions, and take the initiative in creating new ones. (Bardwick, 1986:46-51)

A few departments have developed programs in an effort to recognize senior officers. The Berkeley Police Department has a position of "Senior Patrolman". By completing certain training requirements they are remunerated with a 2.5 percent salary increase. Los Angeles has the "Jacobs Plan" that allows senior officers to wear chevrons and assume a higher degree of responsibility. Other departments have corporal, or agent positions.

Walnut Creek Police Department has a "Career Officer" program that could be used as a model:

> Following the completion of 12 years of service in the Walnut Creek Police Department, an officer receives the designation of Career Officer and is recognized as having made the decision to indeed pursue the police service as a profession. He has survived the critical period and is progressing in his career. The officer, in appropriate ceremony, is awarded a Certificate of Appointment and is publicly recognized for his commitment and contribution to the department. The officer's uniform designations are changed from silver to gold, the same as supervisors, and he is awarded a personalized gold badge bearing his name. In addition to these outward changes in the position, the officer is also provided the opportunity for a unique training experience not available to other members of the department. The first two Career Officers selected appointment to the Federal Bureau of Investigation National Academy at Quantico, Virginia as their choice for this professional development opportunity. Four others have selected attendance at the Delinquency Control Institute at the University of Southern California as part of their program. One officer proposed to do a study of the use of canines in Germany as a program element. He arranged his own expenses and was provided one month of city-paid time to complete the study. Thus, every career officer is distinguished from all other officers in the department, both in appearance and in their professional development program and opportunities.

The second part of the program becomes available after completion of eighteen years of service in the Walnut Creek Police Department. The officer must also have participated in the Career Officer Program to be eligible. This particular milestone was selected to reinforce the Career Officer through to retirement, which in itself can become an incentive in the later years of the career.

At eighteen years, the officer is designated as a Master Officer. Again, during an appropriate ceremony, the officer is presented a Certificate of Appointment and receives unique nameplate and collar brass insignia. A Master Officer is given special consideration for special assignments. If the officer has never held the assignment, he has first preference. If he has not held the assignment during the past five years, he has second preference. If he is in a special assignment at time of appointment, he may be granted up to a two-year extension beyond the usual rotation. One half of each special assignment category may be occupied by Master Officers at the same time.

A Master Officer also receives additional career development opportunities. One week each year, which may be accumulated to four-week periods, may be used for training, a work-related experience, or a project in a specialty area. (Swanson: 1985:37-39)

6. Special projects, task forces, operational committees

Involve officers more in the management of the Department by expanding the use of special projects, task forces, and operational committees.

Educated and intelligent people want to be involved in decisions involving their work environment. Being informed and being able to make an impact on department decisions will be considered a right in the future. (Flamholtz, 1987:66) Personal growth, autonomy and recognition are

important needs for today's worker. Opportunities should be developed for employees to become actively involved in making work-related decisions. Police managers will need to be more flexible in their leadership styles. They will have to focus on information management and on planning and coordinating activities, and rely less on quasi-military management.

7. Flexible staffing

Offer part-time employment, job sharing, and flexible hours, seasonal employment, reduced hours with reduced pay, compressed work week (such as 10/4 plan--forty hours completed in four days), expanded/reduced shifts, job rotation (scheduled hours/flexible functions). Older workers are particularly interested in part-time work. (Bove, 1987:78) Among the workers of tomorrow there will be growing importance placed on elements of life beyond the work place, and more people will seek part-time work or employment offering flexible schedules. Since 1940, the average work week has declined from 60 to less than 40 hours. (Flamholtz, 1987:63) However, the use of such benefits as flex hours have received mixed reviews. Two experiments suggest that the characteristics of a work schedule will influence organizational effectiveness only to the extent that the schedule meets organizational needs and constraints. The results of these studies do not support the belief that alternative work schedules are a cure-all,

however the workers involved in the studies reported that there were significant improvements in their family and social life. (Dunham, 1987:215-242) It is unlikely that flexible hours will be practical for patrol officers, however the use of flexible hours may be a partial solution in attracting older, part-time civilian employees. The companies that law enforcement will be competing with are starting to use such employment methods as sub-contracting, temporary employees, and work and job sharing. If police departments want to be competitive, they will be forced to introduce more flexible employment methods. (Flamholtz, 1987:66)

8.   Cafeteria benefits

Offer cafeteria benefits. Different employees have different wants and needs. Younger employees are satisfied by pay, greater responsibilities and time off. Older people are more concerned with job security, medical and retirement benefits.(Wingate, 1987:4)

With the shifting demographics, it is more difficult to satisfy the diverse employees with a single plan that is more of a compromise than a solution. Increasing costs and changing tax laws also make cafeteria style benefits appealing to the modern work force. Under I.R.S. Code Section 125, the following cafeteria plan benefits can be provided on a tax-advantage basis:

a.   Group life insurance;

b.   Medical coverage;

c.   Prepaid legal services;

d.   Dependent care (services for dependents with

mental or age disabilities);

e.   Contributions for group life insurance coverage in

excess of $50,000 and dependent life insurance

coverage in excess of $2,000;

f.   Buying and selling of vacation time. (Gold,

1986:11)

It has been suggested that departments offer defined contribution, or a "money purchase" plan. Under this plan each officer would have a separate account into which total employer and employee contributions are paid. Although separate accounts for each officer are maintained, the total funds in the plan are normally invested jointly. There is no minimum age or period of service required before an officer can retire because benefits are not defined. This system would include a "graded vesting schedule", or increasing ownership by the officer of the employer contributions and the earnings as years of service increase. For example, an officer could be partially vested after his first five years of service, and be 100% vested by his twelfth year of service. (Jaquay, 1985:50-52)

9.   Personal growth assignments

Assign jobs for employee personal growth. Young people today place greater emphasis on personal values than did

past generations. By 1990, an estimated 25 percent of the population will be highly individualistic compared to 15% to 17 percent in 1980. They want to be recognized for their unique skills, knowledge and talents. It is important to them to be recognized as individuals, and not by the work roles or tasks they perform. The economic importance of work will be tempered by concerns about lifestyles, social meaningfulness and organizational accountability. More attention to human resources will be essential in order for police departments to stay competitive. (Flamholtz, 1987:68)

People who are dissatisfied with their jobs, usually are less concerned with salary, and are more concerned about work they find to be boring and not challenging. Most workers want work that is meaningful, interesting and challenging. An answer is for managers to use a strategy of job redesign. Find a way to change the work to match his talents, needs and desires. It was first used by IBM in 1940. Machine operators were given more control over their jobs by training them to set up their own machines to make different products, rather than relying on "set up men". The concepts of job redesign include:

* Remove unnecessary controls;

* Combine tasks;

* Establish client relationships, organize work activities around people rather than functions;

* Let workers schedule their own work. This can include ordering the sequence of work, determining when to take breaks, selecting shift assignments, and choosing their

own starting and quitting times on a day-to-day basis;

* Match work with the growth needs of employees. Put time
  and effort into matching job profile and employee
  profile. (Rosenbach, 1985: 5-24)

Consideration could be given to having patrol officers assume more responsibility for follow-up investigations of crimes that occur on their beats. This is not a new concept. From the time of August Vollmer until after the turbulent riots of the 1960's, the Berkeley Police Department had the beat officers conduct most of the follow-up investigation for all crimes with the exception of check fraud, sex crimes and auto theft. This gave the officers an opportunity to follow interesting cases from beginning to end, and it also provided them with an opportunity to demonstrate their initiative and ability. (Parker, 1972) Patrol officers can also be utilized on a part time basis to assist in training, recruitment, background investigation, and other specialized assignments. Officers could work these details either part of the week, or they could be loaned to the unit for several weeks or months at a time, depending on the need.

10. Training for continuous change

Provide quality training. Given the variety and rate of change in the work environment, there will be an increasing need to help people adapt to continuous change. (Flamholz, 1987:45) By the year 2002, 75 percent of all workers currently employed will need retraining. In 1985,

60% of employers had begun new training programs within the previous two years. (Retraining America's Workers, 1987:43) In a recent study sponsored by AARP it was learned that, "personnel managers rated older employees high on productivity, but lower on their acceptance of new technologies at a time when new technology is flooding the work place." (Bove, 1987:77,78)

The Police Department's training has increased significantly over the years. The training, however, has been mandated training and technical training. There is a need for training within the Department that can assist officers in adapting to the continuous change that is taking place in the work environment.

11. Wellness program

Have a comprehensive wellness program that includes physical conditioning, medical evaluation, psychological assistance and a chaplain's corps.

Only 25 percent of police under thirty-five years of age will make it to mandatory retirement age without a physical or mental disability. (Mathis, 1983:72) It is essential that police departments have programs that monitor and assist officers to maintain the highest physical and mental condition possible. It is important for agencies to develop programs that will assist in reducing all forms of injury.

(1) Physical. Like many other cities, Santa Clara has an

entry-level fitness test, but there is no follow-up after hiring. An officer who is out of shape is believed to have a greater probability of injury or illness. The more physically fit the officer is, the better the chances that an injury or illness may be less serious and recovery is faster and easier. Valid performance standards could be established based on age. Since there are so many different exercise programs, and any one of them would only appeal to some officers. It would be wise to let officers have individualized exercise programs that meet clearly defined job-related physical fitness standards.

Prior to employment, officers could be required to sign an acknowledgement that maintaining the physical fitness standards is a bona fide condition of employment. Officers who failed to meet the standards for their age group could be required to work with a fitness counselor. A program including exercise, diet, stress management, and personal habits such as smoking would be addressed. Failure to meet the minimum standards could be cause for discipline up to and including termination. In the case of tenured officers, no disciplinary action would be taken as long as substantial effort and reasonable progress are demonstrated by the officer.

(2) Medical. Much like the physical conditioning situation, the Department has a rigorous medical examination prior to employment, however no further medical testing is required

from that point forward. Any new physical fitness program should also incorporate a time-phased medical testing component. Many health problems can be detected early, and with timely treatment the problem may be mitigated. More police officers die of cardiovascular conditions than of injuries directly resulting from police work. It is conceivable that preventing just one disability could pay for the entire examination program. (Ellis, 1983:6-11)

(3) Psychological - stress management. Occupational burnout is a very real occurrence in law enforcement. The staffing committee expressed strong concerns over the lack of adequate stress management programs for police officers. They believe that many valued officers, who at one time embraced police work, leave law enforcement because of job burnout brought on by stress. Among police officers, it is brought on by such things as:

> Ambiguity in the role of the police officer in today's complex society; problems adapting to the work environment when it involves a sub-culture, ethnic group, or lifestyle different from his own; conflict in separating his on-duty activities from his personal life and maintaining a balance in allocating time to both; and the situational crisis brought on by the trauma associated with a death, serious injury, or a shooting incident..."organizational factors," including poor equipment, lack of adminis-trative support, and departmental disciplinary action. (Capps, 1984:3)

Divorce, alcoholism, drug usage, disciplinary problems, physical ailments, and suicides are reactive

measures often taken by police officers.[14]   In spite of the

fact that police work is considered to be extremely

dangerous, (in the United States a policeman is murdered

approximately once every three days) more policemen have

killed themselves than were killed by others. The divorce

rate among police officers is 75 percent, the highest for

all occupations. (Bowell, 1987:17) It is essential that

police administrators establish release processes for their

officers.   There could be a program to:

*   Help them through temporary crisis situations;

*   Develop a readily accessible network of employees
     trained to help others who have expressed a need;

*   Develop an awareness among employees that they are not
     alone;

*   Develop an awareness of the self help alternatives that
     are available to them;

*   Develop a system of referrals which can provide, in
     more serious cases, appropriate professional care; and

*   Increase the availability of employees through a
     program of intervention which can assist in defusing
     problems before they reach a point of crisis.(Capps)

     Several approaches for them to do this have been

suggested:

*   Larger departments can establish a special unit with
     the responsibility of counseling officers and their
     families;

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14 A study conducted by the National Institute of
Occupational Safety and Health in 1979 reported that 37% of
the officers studied had serious marital problems, 23% had
serious alcohol problems, 10% had significant drug problems.
Policemen have a significantly higher rate of early death,
and they rank third among all occupations in suicide.(Capps)

* Other departments can acquire the services of a psychologist, psychiatrist, and or marriage counselor;

* Departments could also establish a routine psychological test process to be administered at pre-determined intervals. This could be used to assist in determining the existence of a potential problem so that appropriate solutions can be found;

* Stress training could be provided by conducting a stress seminar to be attended by all department personnel;

* Physical exercise is a valuable way of releasing pent-up stress in addition to helping an officer be physically sound. (Bratz, 1986:2-7)

(4) Chaplain's corps. No matter how good a psychological program is, it is of absolutely no value to those who do not partake in it. For whatever reason, some police officers have a distrust of psychologists, psychiatrists, and counselors. These feelings of mistrust may be based on experiences they have had, or it may be because of the stigma attached to needing psychological assistance. In any event, many officers are extremely reluctant to seek out help when they need to deal with stress. Some officers have stated that they would rather discuss their problems with a minister. They may feel that a minister would be less inclined to "analyze" them or "try to get into their heads".

It is advisable to have a program where the officer has several alternatives available to him. A chaplain's corps can provide a valuable service to some officers.

One research project revealed the personality profile of policemen. The police officer is guided by internal

standards, believes that moral principles come from a power higher than man, and that it is important to have faith in something. (Trojanowics, 1971:555)

A chaplain can listen to an officer in an informal setting when the officer is not seeking formal counseling. Chaplain David Bridgen[15] of the San Jose Police Department stated that although he has participated in formal counseling with officers, he spends the majority of his time speaking with officers while he is participating in a "ride-along". Neither the officer nor he consider it as "counseling", however he is available to be used as a sounding board, and on occasion he is asked for his advise. He attends patrol briefings two or three times a week, and he goes on "ride-alongs" with patrol officers, sergeants, and lieutenants three or four times a month. He has assisted officers after shootings, and in times of family illness. Sometimes he is formally contacted, however most of the time he learns about the incident through the grapevine.

There are probably as many forms of programs as there are departments with chaplains.[16] In the case of Chaplain

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[15] Interview with Chaplain David Bridgen, San Jose Police Department, November 11, 1987.

[16] A department that is interested in establishing a program can contact:

International Conference of Police Chaplains
Chaplain David W. DeRevere, Executive Secretary
Route 5 Box 310

Bridgen, he spends all of his time assisting the officers. Some departments use chaplains to support police functions such as domestic disputes, and mentally upset citizens. A chaplain's program can be organized to meet the needs of the individual department. Chaplain Bridgen is an ordained minister, and he receives a small salary. The chaplains of the Los Angeles Police Department are full time police officers who serve in this capacity in addition to their regular duties. Officers holding ranks from deputy chief to police officer have served as chaplains. (Evans, 1973:15)

12. Temporary change system

Have a temporary change system (trial period for innovation). Often, negotiated employment rules are inhibiting. As an example, in one study it was found that part time options were easiest to implement, but job modifications designed to lessen physical demands for older workers were nearly impossible because of union contracts. (Goddard, 1987:34) Both management and the POA are often reluctant to try new, innovative ideas, because if the proposal turns out to be undesirable, it is difficult to change back to the way things were. It is necessary to go back to the bargaining table and re-negotiate the issue.

Livingston, Texas 77351 (409) 327-2332, or

Officer Alive
2055 South East T.V. Highway
P.O. Box 1235
Hillsboro, Oreagon 97123 (503) 681-6113

Once one side has fought for and won a change favorable to them, they are extremely reluctant to give it up.

The staffing committee believes that it would be advantageous both to the Department and to the officers to have a temporary change system. After a trial period of say, one year, if either side is not satisfied with the program it would be automatically discontinued. This system could be employed any time the parties agreed to it during meet and confer discussions. It is believed that this would assist in bringing about desirable innovation.

13. Light duty status

At the present time the Department does not have light duty status. If an officer is injured, he either must have a medical clearance to return to full duty status, or he must remain off injured. This, in the view of the staffing committee, is a terrible waste. Many officers have been off with minor injuries that prevented them from performing their normal jobs, however they were fit enough to work in records, training, or some other duty that is less physically demanding. Officers should be encouraged to return to work as soon as possible. It is not only good for the Department, but it is also good for the officer.

14. Contract services

Many of the Police Department's tasks could be done by individuals hired on a temporary basis. Some retired police

officers are currently offering their expertise by conducting pre-employment background investigations for police departments. It is postulated that this could be greatly expanded, and retired officers could perform a variety of services on a contractual basis. Departments could develop this concept to employ full time officers on a contractual basis. The officers could be hired from year to year. Many young people who enter law enforcement only remain for three or four years. Some of these people may be more interested in receiving a slightly higher salary in lieu of accumulating retirement benefits. This sort of a program would benefit the officer by providing him with a higher salary, and it would benefit the Department because the benefit package would be less expensive. After five years of service, if both the Department and the officer agreed, the officer would be allowed to convert his years of service towards retirement, and he would be allowed to buy into the retirement system.

There are many other courses of action that are worthy of further consideration in other studies. Examples of questions that need to be addressed include:

* Is it feasible to make greater strides in the recruitment of women? The number of working women has increased by 100% since 1960. By 1990 58% of women will be employed, and they will represent 50% of the work force. (Flamholtz, 1987:63)

* Could police departments make greater efforts to recruit ethnic minorities into law enforcement? The ethnic composition of the work force will continue to change because of increasing immigration from South America, Central America, and Asia. This may not only help alleviate the shrinking work force, but it may help more recent immigrants assimilate into the United States culture and California life style.

* Are the education standards appropriate? Should two years of college still be the standard? Should departments reevaluate their needs to determine the lowest acceptable level of education and experience needed? (Dunn, 1985:40)

Feasibility/desirability alternatives

A feasibility/desirability index survey was conducted using a modified policy delphi technique.[17] Based on an average of the group it was observed that each of the alternatives received positive responses. It was postulated that all of the fourteen alternative course of action are both desirable and feasible. Since the difference between the most desirable and the least desirable is not significant, it was decided to examine all of them rather than selecting only the most desirable of the alternatives.

Alternative #11, a wellness program, was the most

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[17] See Appendix J.

popular. On a scale of definitely feasible = 3, probably feasible = 2, probably infeasible = 1, and definitely infeasible = 0, this alternative was rated 3 - definitely feasible; with a mean of 2.86, median of 3, and mode of 3. On a scale of very desirable = 3, desirable = 2, undesirable = 1, and very undesirable = 0, this alternative was rated 3 - very desirable; with a mean, median, and mode all of 3.

Alternative #10, quality training to help adapt to change, was the second most popular. It rated 3 - definitely feasible; with a mean of 2.71, median of 3, and mode of 3. It rated 3, very desirable; with a mean of 2.86, median of 3, and mode of 3.

Alternative #7, part-time, job sharing, and flexible hours, was the most polarized. It rated 2 - feasible; with a mean of 1.86, median of 2, and a mode of 1 - probably infeasible. It rated a 2 - probably desirable; with a mean, median, and mode all of 2.

Alternative #8, cafeteria benefits, was the second most polarized. It rated 2 - feasible; with a mean of 2.14, median of 2, and mode of 3 - definitely feasible. It rated a 2 - desirable; with a mean of 2.43, median and mode of 2.

Stakeholders

The group identified the following list of stakeholders:

> Santa Clara police officers
> Police department management and administrative
> staff

Senior citizens
*Crime victims
First line supervisors
City of Santa Clara management
Santa Clara Police Officer's Association
Local politicians - city council and mayor
Santa Clara citizens
Public Employee's Retirement System
Property owners
Santa Clara reserve officers
Local businesses
Judges/courts
Attorneys
*Other local police agencies in the valley
*California State legislature
Local tax payers
State government
Media
POST
Santa Clara County Criminal Justice Training
    Center
Other police academies occasionally utilized by
    the Department
*Other city departments; i.e., personnel, finance,
    planning, city attorney, parks and recreation
Schools
Private security
Campus police
County government
Santa Clara Chamber of Commerce
Santa Clara Police Department civilian employees
American Association of Retired Persons
*Other senior citizens special interest groups
Other special interest groups
PORAC
COPS
Dispatchers from Santa Clara Communications
    Department
Police wives/families
Criminals/offenders
*Insurance company providing liability insurance
    for Santa Clara
Worker's compensation fund
Social Security Administration

*Denotes possible "snail darters".

The stakeholders having the largest impact on the issue

were identified as:

1. Santa Clara citizens/taxpayers
2. Santa Clara police officers/ Police Officer's
       Association
3. Santa Clara P.D. civilian employees
4. Santa Clara P.D. management and administrative staff
5. Public Employee's Retirement System
6. Senior citizens/AARP and other special interest
       groups
7. City of Santa Clara management
8. Local politicians - city council and mayor

Assumptions

The following assumptions were made regarding each of the major stakeholders:

1. Santa Clara citizens/taxpayers are usually not concerned about the inner workings of any city agency. As long as they perceive that they are receiving adequate services for a reasonable cost, they will not become involved in the operational affairs of the Police Department. However there is increasing concern among citizens that government wastes money, and government employees receive extremely good benefits at the taxpayers expense. It is likely that Santa Clara citizens will support most aspects of the proposal, however there are some areas that will likely cause concern. If retired police-officers are allowed to continue working as civilians, it is likely that the taxpayers may oppose these employees receiving a salary and a pension at the same time. It is likely that there would be stronger opposition to the program if these second career employees were able to receive a second pension. There is a great deal of

opposition to "double dipping" by many.

The citizens might also oppose giving leaves of absence to police employees if they felt that it would cause inefficiency. Citizens would probably support hiring second career people unless they perceived that there were fewer police officers available on the street to respond to emergencies. It will be necessary for the Department to demonstrate that by utilizing more civilians, they can provide the same, or an improved quality service.

2. Santa Clara police officers, and the Police Officer's Association will likely support most aspects of the proposal. However, initially they will be opposed to restructuring the Department so that there is an expanded role for civilians, the recruitment of second career people, and utilizing contract services. They will consider these as threatening to their job security. They will also consider them to be inefficient, and they will be concerned about the competency of civilians. The officers will also be extremely concerned about officer safety. It is possible that most officers will eventually accept the expanded use of civilians if the administration involves the Police Officer's Association and the line officers in the planning and implementation of the proposal.

3. Santa Clara Police Department civilian employees will share many of the same job security concerns that the officers will have. By having roll-over jobs made available

for retired officers, they may be concerned that these
people will eventually take away their jobs or potential
promotions.   They will likewise be concerned that second
career employees and contract services will pose a threat to
their job security.

   4.   Police department management and administrative
staff   will   be   concerned   about   efficiency   and   cost
effectiveness.   They   will   support   restructuring   the
Department as long as the effectiveness of the Department is
not compromised.   They will be skeptical of leaves of
absence, flexible work conditions, two ladder career paths,
cafeteria style benefits, personal growth assignments, and
training to help employees adapt to change.   It is likely
that management will consider these programs as unnecessary,
expensive, and more trouble than they are worth.   On the
other hand, they can be expected to support restructuring
the   Department   so   that   more   civilians   are   utilized,
recruitment of second career employees, a temporary change
system, light duty status and contract services.   They will
be   somewhat   neutral   towards   a   bid   system,   and   the
utilization of more task forces and operational committees.
They would support a wellness program depending on what
liabilities the city would incur if an employee were to be
injured while engaging in off-duty physical conditioning.

   5.   It will be necessary to closely review the laws
associated with the Public Employee's Retirement System as

they may affect such items as utilizing retired police officers as civilian employees, providing retirement benefits for second career employees, part-time workers, job sharing, and cafeteria style benefits.

6. Senior citizens, and senior special interest groups will be strong supporters of the portions of the proposal that encourage the utilization of older workers. They can be looked to for support in such things as having roll-over jobs for retired police officers, recruiting second career people, having flexible working conditions, cafeteria style benefits, and contract services that utilizes some older workers.

7. The City of Santa Clara management will have similar concerns as the Police Department management. They will have the additional concern of what ramifications these proposals will have on other city departments. Will the personnel department be able to cope with such things as cafeteria style benefits, leaves of absence, flexible work conditions, and light duty status? Will bargaining units that deal with other city departments make increasing demands upon the city because of this proposal?

8. The City Council and Mayor have been extremely supportive of the Police Department, and are sensitive to the needs of both the officers and the administration. They, like the city administration, will be most concerned with efficiency and cost effectiveness. They are very much

concerned with providing both quality government services and the perception of quality government services for the residents of Santa Clara. If the Council and Mayor are kept well informed of the proposal's developments, they can provide a valuable service in that they are sensitive to community wants, and they can be early detectors of snail darters.

The degree of certainty of the assumptions, and the importance of the stakeholders is illustrated as follows:
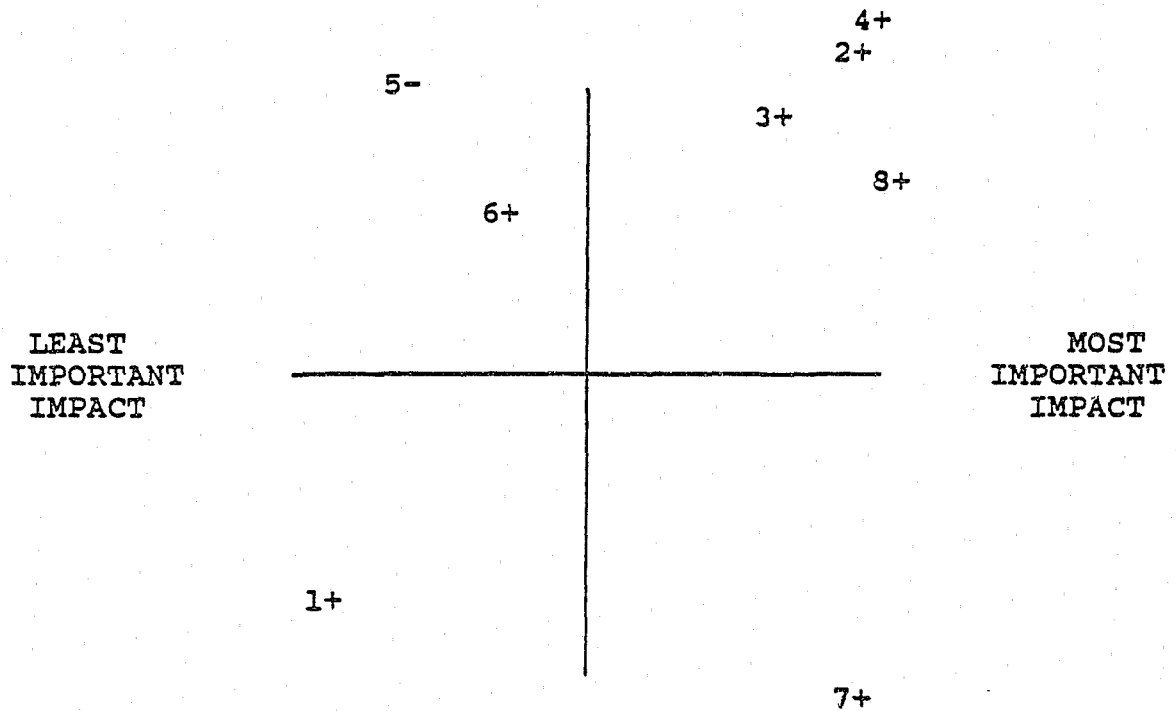
CERTAIN

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                                    4+
                                  2+
         5-
                              3+

                                     8+
                    6+



LEAST                                              MOST
IMPORTANT  ─────────────────────┼─────────────────  IMPORTANT
IMPACT                                             IMPACT




         1+


                                      7+
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UNCERTAIN

+   denotes overall positive role of stakeholder
−   denotes overall negative role of stakeholder

1   Santa Clara citizens/taxpayers
2   Santa Clara police officers/Police Officer's
    Association
3   Santa Clara P.D. civilian employees
4   Santa Clara P.D. management and administrative staff
5   Public Employee's Retirement System
6   Senior citizens/AARP, other special interest
    groups
7   City of Santa Clara management
8   Local politicians/city council and mayor

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[18] For a breakdown of assumptions regarding stakeholders on each of the fourteen policy alternatives, see Appendix K.

Most of the important stakeholders will have a positive impact on the issue. The key for overcoming negative stances will rest upon: (1) early involvement of line personnel in the planning and implementation of the policy, and (2) effective communications with employees of the organization, other departments within the city, and members of the community.

Recommended course of action

All of the fourteen suggested alternative courses of action were selected by the committee. They were of the opinion that all of them would benefit the Department in minimizing the staffing problem, and that none of them should be eliminated. During the earlier NGT meeting the less feasible alternatives had already been rejected. Alternative #1, the policy that would call for reorganizing the Department in such a way that more tasks would be performed by civilians, was considered as central to the solution. All of the other alternatives are supplemental to Alternative #1.

Because the Department is reactive to change, and resistant to any novel change, and because various stakeholders are likely to resist different aspects of the plan, it will be necessary to proceed cautiously.

The general guideline will be to increase the responsibilities of civilians to meet increased demands on the Police Department, and gradually hire civilians to

perform some of the tasks that sworn officers are now discharging. In a brief brainstorming session, a list of some functions that are currently performed by sworn officers on the Santa Clara Police Department that could be discharged (at least in part) by civilians were listed:

Desk officer duties

Traffic control

Information report taking

Accident investigation

Evidence technician

Records supervisors

Administrative services

Planning and research

Check/fraud investigation

Crime prevention

Public relations/press officer

Police Athletic League Director

Many detective division functions

Traffic investigator

Hit/run investigator

Bicycle officer

Training

Objective III

Transition Management Plan

Statement

The final objective is to develop a transition process by which the plan developed in Objective II is strategically managed to produce the desired and obtainable future scenario.

Methods: Identification

The methods and techniques that are recommended to accomplish the final objective are as follows:

1. Conflict management

2. A process map for complex organization change

3. Management structures and control systems

    A. Open systems planning meeting

    B. Team building workshop

    C. Confrontation meeting and education and training workshops

    D. Charting responsibility workshop

    E. Action and review workshop

Methods: Implementation

Administration and logistics

It is recommended that a task force be established to implement the fourteen point policy. The importance of moving forward cautiously cannot be over stated. From the

datum gathered during the NGT committee meetings, and the survey of California law enforcement, it may be postulated that, for the most part, police managers are resistant to change. Many of the opinions of the committee will be considered controversial. It will be important to demonstrate that the proposed strategic plan is of value.

It is critical that the task force is provided with direction and leadership to carry out the strategic plan. To insure that this occurs the Chief of Police should appoint one of the captains to oversee the task force. He will be in the best position to ensure that there is a continuous critical review and control of the strategic and implementation plans. The task force should be comprised of members of all three divisions; patrol, crime prevention, and service. There should also be representatives from each rank; lieutenant, sergeant, and police officer. It would also be advisable to have representation from the civilian employees. Additionally, it is recommended that at least one of the task force members be selected by the Police Officer's Association. The task force should study the proposal for six months. They might elect to have sub-committees assigned to examine each one of the fourteen alternatives separately. The task force will be responsible for keeping the lines of communications open between the administration and the line personnel and they will seek input from the POA, the civilians employees bargaining unit,

and other stakeholders.

By the six month target date, a project manager will be selected to implement the program. He should be appointed by the Chief after input is received by the task force as a group and by individuals. The project manger will be responsible for liaison with city management, the POA, community/citizen interest groups, and other critical stakeholders. It is anticipated that training will be required to insure that all Department employees understand critical changes that will be taking place in the operation of the Police Department. Additional training requirements will be examined further by the committee. An in-house training program will be created for civilian employees, much like the advanced officer training program that is currently in place for police officers.

Within the first year the first phase of the fourteen point plan will be implemented.

Planning system

Any organization should find the appropriate planning system based on the turbulence and predictability of its environment. A five-year strategic and implementation plan should be developed, with planning conducted annually. The monitoring of events and trends relating to the aging work force and staffing requirements is important to avoid surprises that would cause reactionary planning. Events occur that result in situations not provided for in the

original plan. Predictability and turbulence charting is a
process that allows managers to graphically analyze their
planning system needs. Established values are used to
measure dimensions and values of turbulence on the vertical
scale, and to measure predictability on the horizontal
scale.

At this time Santa Clara Police Department should use
the "issue planning" mode to affect the dilemma of "the
aging work force and coping with staffing problems of the
future". Economic issues are central to the staffing
problem. Although the Santa Clara Police Department has been
extremely fortunate regarding available funding compared to
most California cities, it is possible that Santa Clara's
situation may change.

PROPOSED PLANNING DESIGN

TURBULENCE
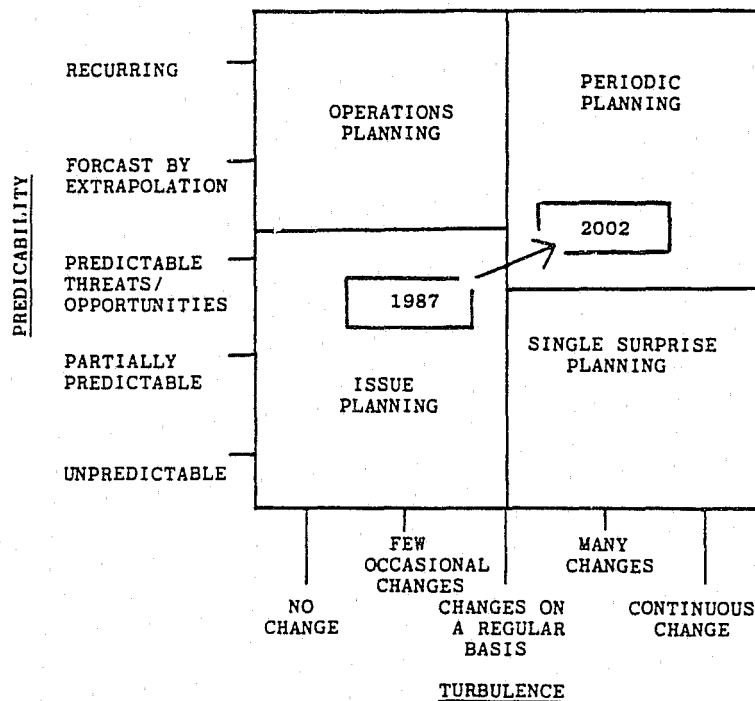
The future of the high-tech economy in Silicon Valley is uncertain. There is rapid change in the industry. Firms that are unable to adjust to the rapid transformation find their products obsolete overnight. The demographics of the area may be changing because of the industry developments. Some firms are relocating, or building newer and larger facilities in other states and countries because operation costs are becoming prohibitive here. Apparently, land developers have over-estimated the growth of the valley, and many new offices and industrial real estate is standing vacant.

Coupled with these problems, the public's attitude towards government spending is becoming increasingly conservative. It is likely that the Santa Clara Police Department is moving into an era of a more turbulent environment.

The staffing committee believes that the Police Department's environment has shifted on a turbulence scale from few, occasional changes, to regular change. With closer monitoring of emerging issues, both within law enforcement and the community in general, the impacts on the staffing issue will become predictable with a higher degree of accuracy. The Police Department will move from an environment that gives partial and weak signals, to an environment where planning can more easily be extrapolated. At the current time the best planning design is "issue

planning".

By the year 2002 the Department may need to shift it's planning procedure to "periodic planning". However, with the high-tech community's rapid change mode, the Police Department should be prepared to move into a "single surprise" mode whenever necessary.

Negotiable and non-negotiable issues

Beginning with the proposition that all things are negotiable, the committee conducted an analysis of the recommended course of action to decide what points they believed the administration should be willing to negotiate and those points that it should not be willing to negotiate.[19]   The nominal group technique was used to establish the following list:

Non-negotiable issues

1.   The Department will restructure the organization so more tasks can be performed by older workers. The committee believes that this course of action is absolutely essential to deal with the shortage of younger workers by the year 2002.   Exactly how this will be accomplished is open for discussion.   Although the committee recommends that the utilization of more civilians, and having roll-over jobs for retired police officers is a practical method of handling

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[19] See Appendix L.

the problem, these solutions are negotiable.

2. The Department will recruit second career employees. With the shortage of younger workers, it would be foolhardy for the Department not to take advantage of the pool of middle-aged, second-career people who will be available to enter the labor market.

3. Helping employees adjust to a rapidly changing environment is not only desirable, but also essential if the Department hopes to retain employees. As police work utilizes more hi-tech methods it will be important for the Department to provide training to help older employees adjust to modern advancements.

4. In the past, law enforcement administrators did not need to be overly concerned if officers resigned after five to ten years of service. Law enforcement has been considered a young persons' job because of the physical demands, and there was almost always a pool of potential employees. Departments could utilize an officer for several years, and then when he moved on to another career, they could replace him with another young, eager recruit. Now that it will be increasingly important to retain older, competent officers, it will be necessary to insure that they not only want to remain in law enforcement, but also are physically and mentally able to continue. The staffing committee believes that some form of a wellness program is absolutely essential for a modern police department.

Negotiable issues

Almost all of the individual elements of the staffing policy proposal are negotiable. It is important to maintain a global perspective, and not become so concerned about one small portion of the proposal that the entire program is subverted. Although the committee members are confident that all of the alternative proposals have merit, they recognize that they are all negotiable. Refer to the "Rating Sheet for Policy Delphi" in Appendix J, and "Negotiable vs. Non-Negotiable Policy Strategies" in Appendix L. In addition to the non-negotiable issues, those that received the highest scores for being both feasible and desirable were (1) having a bid system for assignments giving those with seniority the first option of refusal, and (2) having a two ladder career path.

Stakeholders points of negotiation

The three stakeholders whom it is anticipated will have the greatest impact upon the staffing issue were identified as follows: (1) the Santa Clara police officers and the Santa Clara Police Officer's Association, (2) the Santa Clara Police Department management and staff, (3) the City of Santa Clara management. We will now consider what portions of the proposal the major stakeholders will find most objectionable. We will also consider what aspects of the proposal they will find acceptable.

Santa Clara Police Officers and the Santa Clara POA

Most of the proposal will be appealing to the police officers. However, they will likely have objections to restructuring the Department so that more civilians can be utilized. They may or may not object to the practice of using retired officers in a civilian capacity. Along with their objections to the utilization of civilians, they will oppose the hiring of second career people. They will probably be divided on a plan to have light duty status for injured officers. There will be strong objection to the use of contract services.

These negative aspects will be countered by many positive considerations. The officers will be strongly in favor of offering leaves of absence; having a bid system for assignments based on seniority; having a two ladder career path; having more opportunity to participate in the decision-making process through special projects, task forces and operational committees; more flexible working conditions; cafeteria benefits; and personal growth assignments.

The aspects of the proposal that the officers will favor can be used to persuade the officers to support other parts. An effort should be made to sell the program as a package. By involving the line officers and the POA early in the development of the program they will have ownership in its success. The wellness program will be favored in

some respects, however the officers will have concerns about discipline resulting for individuals who fail to meet minimum physical performance standards. They will also be concerned about officers being injured while engaged in off-duty physical training. These are issues that will require resolution through meet and confer negotiations. The officers will likely see advantages to having a temporary change system that allows them to have a voice in terminating a new trial program that they feel has not worked well.

Santa Clara Police Department management and staff

Management will be skeptical of the program. They will be concerned that the programs may not produce the desired results. Even if they do have some good solutions, they may not be worth the financial expense or the effort required to bring them about. Further, based upon the survey questionnaire mailed to California law enforcement agencies, many police administrators do not believe that there are fewer young people entering police work today than there have been in the recent past,[20] and many do not believe that most of the work being done by officers could be done by civilians.[21]

It will be necessary to conduct confrontation meetings

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[20] See Appendix E, question 9.

[21] See Appendix E, question 10.

and education and training workshops to explore the need for new staffing policies.

The committee hypothesized that most administrators will be concerned with reducing costs, this in spite of the fact that California police administrators were greatly divided when asked if there will be less funding available to operate police departments over the next fifteen years.[22]

In the recent past, police administrators have demonstrated a willingness to reorganize their departments so some tasks can be performed by civilians. They believe that at least some of the tasks still being performed by officers could be given to civilians.[23]

Since many police administrators already support this concept as a means of saving money, it is likely that by demonstrating a need, they will also support this suggestion as a way of reducing the staffing problems of the future.

It is possible that the police management will not support leaves of absence, flexible work conditions, and cafeteria style benefits. These may be viewed as unnecessary perks that are difficult to administer. It will be necessary to show that by offering such benefits, the Department will demonstrate a concern for its employees, and will inspire loyalty and improve morale.

The administrators will strongly support utilization of

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[22] See Appendix E, question 14.

[23] See Appendix E, question 8.

second career people in civilian roles once it is clear that staffing the Department with younger officers is going to be increasingly difficult. Likewise, they will support contract services, and light duty status.

They will probably be indifferent to the new bid system, and will view this as a routine meet and confer item. If the POA initiates the change, they will not resist it.

Some administrators might oppose the two ladder career path because they will view it as nothing more than a way to pay higher salaries to senior officers. If they can be convinced that this will encourage competent officers to remain on the Department, they will be inclined to support it.

They will be somewhat ambivalent towards increased involvement of officers in management decisions through special projects, task forces, and operational committees, and concern with personal growth assignments. Law enforcement has traditionally been a quasi-military management structure. It is what police administrators grew up with, and it is what they are used to. As police managers are exposed more to modern management philosophies through education and training, they will become more accepting of participatory management. It will be necessary for the Department to conduct team building workshops to expose the management to a common management philosophy.

Training is expensive and requires commitment and effort. There is so much mandated training that additional training is often considered a distraction from the day-to-day operation of the Department. For the management to buy into a quality training program to assist employees in adapting to change, it will be essential to demonstrate the value of such a program. In the past, much of the training has not measured up to the expectations. If any training program is to succeed, it must be carefully planned and executed. Once the Department is exposed to a good training program, the administrators will be supportive of additional training. However, if the initial training is poor, it will be difficult to muster any support for further training. It will be necessary to start small, and slowly develop a complete training program.

In the past a proposal for a wellness program failed because the POA and the Department's administration had misgivings about officers being injured while engaging in physical training off duty. The officers believed that they should be protected while engaging in an exercise program, and the City was concerned about excessive liability from injury claims. The success of a wellness program will hinge upon the two parties being able to successfully meet and confer upon this problem. Assigning a task force composed of both management and POA representatives to study the idea would be a reasonable way to initially confront the issue.

City of Santa Clara management

For the most part, the City of Santa Clara management and the Police Department management will share similar views. The City management will be especially concerned with the difficulty of administering cafeteria style benefits. They will also be concerned with the impact these program will have on other City bargaining units. They will be less supportive of light duty status because of liability concerns. In the past, the city management has not been in favor of light duty status. They are concerned about an injury being compounded by an officer returning to work too soon. It will be necessary for the Chief of Police to present the city administration with datum on how light duty assignments have been effective on other police departments.

Negotiation strategy

In order to establish a win/win environment for adopting the policy of meeting future staffing needs, a committee will be formed as outlined under "administration and logistics" on page 100. This committee will utilize people from several major stakeholder groups including police officers, Police Department management, and Police Department civilian employees. The committee will work closely with key staff members from the City, including the City Attorney, and the Director of Personnel. If they desire, they may select members from the city staff to serve on the committee. Thus the major stakeholders will not only

satisfy their need to know and understand, but also they will have the opportunity to have a major impact upon the program from the beginning.

In an outstanding treatise on negotiation, Gerard I. Nierenberg outlines 126 possible gambits of negotiation. (Neirenberg, 1981:170-240) Depending on the situation and the opposer, careful selection should be given as to what strategy to use in any situation.

THE STRUCTURE AND ORDER OF GAMBITS
IN THE NEED THEORY OF NEGOTIATING
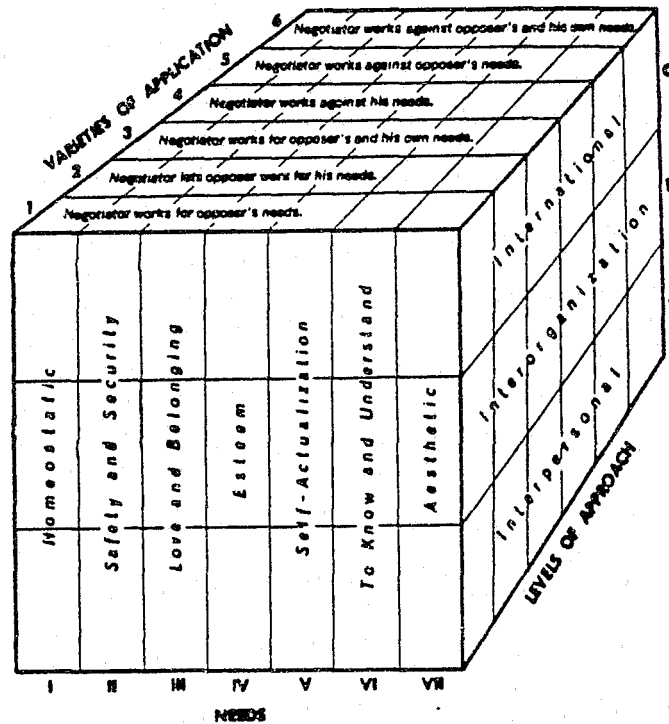
This matrix figure represents a block of 126 individual cubes, each of which stands for a different negotiating gambit.

Police Department Management and Supervisors

Based on Neirenberg's chart, the strategy employed for the middle management (captains and lieutenants), and first line supervisors (sergeants), should entail "Varieties of Application: #3", "negotiator works for opposers and his own needs"; "Levels of approach": "B, interorganization"; "Needs": (in descending order), "VII, aesthetic", "VII, to know and understand", and finally, "IV, esteem". An effort should be made to make the program their program. They will have major impact upon the implementation of the plan and the ultimate success or failure of the program will depend largely upon them.

A "participation" strategy will be utilized for the sergeants and lieutenants. It should be stressed to them that the general guideline will be to increase the duties of civilians to meet the increasing demands on the Police Department without diminishing the current capacity of the sworn officers. Civilians will not be used to replace any current officers on the Department.

Police officers and the POA

The "Varieties of Application" will be "#3, negotiator works for opposer's and his own needs". The "Level of Approach" will primarily be "B, interorganization". Consideration will be given to the fact that many individual officers will personally become strongly involved in the issue of utilizing civilians and it will be necessary to use

"A, interpersonal Levels of Approach", in some special instances. The needs that this strategy will appeal to in descending order are: "VI, to know and understand", "II, safety and security", and "I, homeostatic".

It must be stressed to the officers that civilians will not replace current officers, and if civilians do not fill this gap, additional manpower will not be hired, and officers will be forced to work with a shortage. The purpose of the program to alleviate a work force shortage must be emphasized.

The basic strategy will include "participation" by including the POA and patrol officers on the committee to implement the policy.

City of Santa Clara management

The "Varieties of Application" will once again be "#3, negotiator works for opposer's and his own needs". The "Level of Approach" will be "VI, to know and understand". The City will be in a position to see the needs to make changes within the organization as it becomes increasingly more difficult to recruit applicants. It is important to work closely with other city departments so that all parties are well aware of emerging issues so that there are no surprises.

The critical mass

Those individuals and groups whose active support and energy are necessary to effect the desired change are referred to as the critical mass. Although they are often stakeholders, the two are not synonymous. For the purposes of illustration the staffing committee identified the following list of those who should be approached with the objective of gaining their support.

COMMITMENT ANALYSIS

CRITICAL MASS PLAYERS	BLOCK the Change	LET the Change Happen	HELP Change Happen	MAKE Change Happen
Chief of Police				⊗
Police Officers' Association	X——————→ ◯			
Police Department Management		X——→ ◯		
Police Department Civilian Employees		⊗		
City Management		X—→ ◯		
Local Politicians		X—→ ◯		

X = Present Position   ◯ = Desired Position

This chart is generic in that it does not identify specific individuals. It is used for illustration purposes only. In an actual situation it would include names of individuals. It could include formal leaders such as the Chief of Police, and it may also include informal leaders

such as a patrol officer who is a former president of the police officer's association and who is well respected among the officers.

Narrative assessment of critical mass

Chief of Police. For the purpose of illustration, it will be assumed that the Chief is the person who will make the new staffing policy happen. In reality, it is likely that the Chief would assign this task to another individual. If a situation were to exist where more than one person had the commitment to "make change happen", it would be necessary to have all but one of these individuals shift their position to "help change happen". Practically, there can only be one person ultimately responsible for the program even though many people will share in its success.

Police Officer's Association.   The police officers will favor most of this program. However, they will be suspect of some aspects. For example, a wellness program failed once before because the POA was concerned that officers injured when off duty, and while participating in physical conditioning, would not be protected. A program that could have been beneficial to both parties was defeated, largely because of a breakdown in communications. Early in this program, it will be important to keep discussions open with the officers and the POA to move their full commitment from "block the change" to "help change happen".

Police Department management. It will be important to demonstrate to the managers and supervisors that this program is necessary to assist in resolving the staffing problem. Some will be inclined to "let change happen", and the Chief will need to encourage all members of his staff to move their commitment to "help change happen".

Police Department civilian employees. For the most part, the civilian employees will "let the change happen". In most instances, this is an acceptable level of commitment in order to ensure the success of this program. However, with a few civilian employees, it may be desirable to move their commitment to "help change happen".

City management. Most of the city management will be inclined to "let change happen". Some departments will probably resist the change. It will make additional work for the personnel department, and it will be important to convince the personnel director that the change is desirable. Efforts should be made to move city management to the "help change happen" position.

Local politicians. The City Council and Mayor are in a unique position to assist the Department. They make efforts to be aware of their constituents' concerns. Therefore, they are often early detectors of snaildarters. They can provide valuable information to the Department. By obtaining a commitment to "help change happen", the local

politicians may be able to assist the program in succeeding. It will be most important to keep abreast of their concerns to insure that they do not "block the change".

Management structure

The most difficult aspect of implementing the project will be possible labor dispute problems with the Police Officer's Association. It can be assumed that most Santa Clara police officers will initially be opposed to an expanded role for civilians. They will consider this threatening to their job security, and they will consider the program to be inefficient in providing better police services for the community. They will be concerned about the level of training provided to civilians, their amount of experience, their physical ability to perform, in the case of older civilians, and officer safety issues. Without input from the line personnel, any program could be perceived as a lofty scheme of the police and city management, leading to resistance and resentment by those individuals it is designed to help.(Ellis:9) Most officers, it is anticipated, will eventually accept the expanded use of the civilians if the administration involves the POA and the line officers in the decision making process, and planning and implementation of the policy.

There are a myriad of management structures that can be employed during the transition state. The structures described here are taken from Organizational Transitions:

Managing Complex Change, by Beckhard and Harris. (Beckhard, 1977:45-57)

Since there is a strong need to get continuing input from many different levels, cultures, and functions within the organization, the primary management structure that will be employed during the transition state will be a diagonal slice throughout the organization.

> This alternative is employed when there is a felt need to get continuing input from many different levels, cultures, and functions within the organization. The diagonal-slice mode involves getting a representative sample of the various functions, locations, and levels as opposed to getting format representatives of groups. (Beckhard: 48)

This structure will not be used exclusively, however. Representatives of constituencies will be selected from the major stakeholder groups within the city: (1) Santa Clara police officers and the P.O.A., (2) Santa Clara Police Department civilian employees, (3) Santa Clara Police Department management and administrative staff, and (4) the City of Santa Clara management.

> Here, the change management structure is a group that represents the major constituencies involved in the change. For example, a new system of employee-management work relationships might be managed by a group representing both employees and managers. If one is moving toward more participation and democracy in working conditions, one might want representatives from blue-collar workers, technical and administrative junior management, senior management, and top management to monitor, oversee, and manage the change. (Beckhard: 47, 48).

Natural leaders will also be selected for the task

force.   Because of the confidence and trust that the line
officers have in these unofficial representatives, they will
add credibility to the task force.

> Sometimes the executive manager selects a
> group whose members have the confidence and trust
> of large numbers of their colleagues, even though
> they may not be official representatives.   For
> example, in a medical school the change would
> probably be facilitated if the chairman of
> medicine and the chairman of surgery and perhaps
> one or two others were to be involved and
> committed; then other departments and sub-
> organizations would also become committed.
> Certain people in most organizations can "deliver
> a constituency." (Beckhard: 48)

As described in the section on "administration and
logistics" on page 100, a committee or task force will
consist of a captain.   In order to insure that other members
of the group do not defer to him, he will assume a secondary
or helping role.   He will only occasionally attend formal
meetings, and he will essentially offer support and
encouragement to the others.

Careful consideration should be given to the selection
of a sergeant or lieutenant to head the task force.   It is
important that he is a person who is well respected so that
he can act as the cohesive agent to keep the task force on
track.   Because of his leadership ability, and the level of
respect he receives from others, he should be able to
function as a facilitator during those meetings where an
outside facilitator is not available.   He should have the
ability to draw out the others without imposing his will on
the group.   Because of his rank he will also have the

authority to make assignments or resolve disputes if it is necessary.

There should be at least one sergeant representing each of the divisions on the task force. Three police officers should be assigned to the task force. At least one of these officers should be selected by the POA to insure that the line officers have a true voice in the project.

Two or more civilians should serve on the task force. One could be chosen by the employees themselves, and the other(s) could be selected by the Department from among those who volunteer for the assignment.

This selection process should insure that all components who have a stake in the project will also have a voice in it. It should also insure that all major stakeholders are heard. The natural leaders will also lend credibility to the task force.

Intervention technologies

Even if all of the members of the task force are not members of the original critical mass, by virtue of their position on the task force they will now have considerable power concerning the project, and great care must be taken to insure their commitment. Likewise, those members of the critical mass who are not on the task force must be nurtured. This should not be interpreted to mean that these people should be manipulated. Quite to the contrary, their opinions should be solicited and carefully considered.

As the organization moves towards the new program the selected supporting technologies will include (1) an open-systems planning meeting, (2) task force development through a team building workshop, (3) confrontation meeting involving the entire Department and education and training workshop with inter-groups from throughout the Department and the community, (4) responsibility charting for members of the task force, and finally, (5) a workshop designed to develop action and review.

Open systems planning meeting

This meeting will be for both the critical mass and for the task force. The objectives will include (1) determining the core mission of the organization, (2) mapping the demand system including some of the current trends identified in Objective II: job stress, job burnout, monetary restraints on police departments, changing value systems, regionalization of law enforcement, etc. (3) mapping the current response system, (4) projecting the probable demand system such as problems associated with aging, demographic shifts from Santa Clara Valley, etc., (5) identifying the desired state concerning staffing needs, (6) listing activities necessary to achieve the desired state such as appointing mini-task forces to study each of the fourteen alternatives, and (7) defining the cost-effective options.

Team building workshop

The task force will participate in a team building workshop where the Chief of Police can explain his objectives, define his role, define the role of the task force, and identify the person who will be the project manager and define his role. This workshop should be at least one day in duration, however a longer workshop would be preferable. It would be ideal to have it away from the work sight, and preferably at a retreat away from the City. After the Chief's introduction, he will leave and the remainder of the meeting will be conducted by an outside facilitator who will assist the task force in developing an activity plan and a communications plan.

Confrontation meeting and education and training workshops

The entire Department will be invited to attend a confrontation meeting where everyone will be given an opportunity to voice their concerns. The Chief of Police will co-conduct the meeting with the task force manager. After the initial meeting people will be invited to participate in smaller groups to discuss each segment of the fourteen pronged proposal in detail. Members of the task force will conduct these meetings, and each meeting will deal with one of the fourteen proposals. The purpose of these workshops will be not only to educate, but to mobilize the officers behind the project and to organize their energy and talent.

Charting responsibility workshop

Next, the task force members will have a workshop to come to a consensus decision for who is responsible for each aspect of the program, and to set goal dates.

Action and review workshops

Action and review workshops will be conducted as needed, keeping in mind that there are two major goal dates, one in six months and one in a year. The Chief of Police and the captain assigned to assist the task force will attend these goal date workshops to lend support and approval.

Conclusion

Can police departments prevent a serious work force deficiency by the year 2002? In Objective I, three scenarios presented possible futures. One of those scenarios suggested a desirable and attainable outcome. If police executives take steps to prepare for the anticipated labor shortage, they can be successful in competing with other employers from the public and private sector. The increased utilization of civilians will enable police officers to spend more of their time in critical crime reduction and suppression endeavors. Efforts can be made to improve the working environment so both officers and civilians are encouraged to remain employed in law enforcement. The problem of a shortage of younger workers can be reduced by utilizing second career people.

In Objective II, fourteen alternative courses of action were developed that can assist in solving the staffing problem. They included: (1) Restructuring the department in such a way that many of the tasks now being performed by officers will be performed by civilians; and utilizing retired police officers as civilians; (2) Offer leaves of absence to senior officers; (3) Recruit second career people; (4) Give senior officers the first option in selection of work assignments and assign shifts on a seniority based bid system; (5) Have a two ladder career path; (6) Involve officers more in the management of the

Department by expanding the use of special projects, task forces, and operational committees; (7) Offer flexible staffing, such as part time employment, job sharing, and flexible hours. (8) Offer cafeteria benefits; (9) Assign jobs for employee personal growth; (10) Provide quality training to help employees, especially older workers, adjust to a continuously changing work environment; (11) Have a comprehensive wellness program; (12) Encourage innovation through a temporary change system; (13) Provide a light duty status for injured officers so they can be productive as soon as possible; (14) Utilize contract services for some tasks.

In Objective III, a five-year strategic and implementation plan was recommended to bring about the program. A task force can be established to execute the fourteen alternative courses of action. It is important to move forward cautiously. Police managers are generally resistant to change, and this proposed program will be controversial. Several intervention technologies are suggested to accomplish the task. They include an open system planning meeting, team building workshops, confrontation meetings and education and training workshops for the entire Department, a charting responsibility workshop, and finally, action review workshops.

Not only can California police executives meet the staffing challenges of the future, but with careful planning

and implementation, it is possible to deliver an even better

service in a more cost effective manner.

Appendix A

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Appendix B

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Appendix C

Committee

A group of police officers and civilians were brought together to form a committee to examine staffing problems on California police departments by the year 2002. Because of the difficulties in bringing a group of busy individuals together on numerous occasions, not all committee members were able to work on each objective of the project; therefore a sub-committee was formed for each objective. The large committee consisted of the following people:

Officer Mike Alexander, Planning and Training, Palo Alto Police Department;

Sergeant Bob Allen, Detective Division, Santa Clara Police Department;

Sergeant Ron Barella, Patrol Division, Berkeley Police Department;

Sergeant Steven Berch, Patrol Division, Santa Clara Police Department;

Officer Bob Cesena, Motor Unit, Santa Clara Police Department;

Mr. Beryl Darnell, President, San Mateo Chapter, American Association of Retired Persons;

Sergeant Steve Derossett, Patrol Division, Santa Clara Police Department;

Public Safety Officer Craig Farley, Fire Division, Sunnyvale Department of Public Safety;

Inspector Walt Rossi, Alameda County District Attorney's Office;

Officer Ron Shearer, Service Division, Santa Clara Police Department;

Mr. Greg Harris, Office of Emergency Services, former Personnel Officer, City of Santa Clara;

Detective Floyd Worley, Detective Division, Santa Clara Police Department;

Lieutenant Douglass Wright, Patrol Division, Oakland Police Department;

Officer Elden Zercher, Patrol Division, Santa Clara Police Department.

Other Assistance

Input was also provided in the form of critiques, questionnaires, discussions, etc. by the following people:

Captain Robert Adair, Administrative Services Division, Santa Clara Police Department;

Captain Bruce Lindberg, Patrol Division, Santa Clara Police Department;

Dr. Henry A. Tombari, Professor, School of Business and Economics, Department of Management Sciences, California State University, Hayward;

A deep debt of gratitude is owed to each of these individuals.

Appendix D

TREND EVALUATION

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	"Will be" in 15 Years	"Should be" in 15 Years
1. Less Money	92	100	123	91
2. Aging Population	94	100	119	108
3. Police Work is Less Popular as a Profession	84	100	127	92
4. Police Departments Have Increased Competition with Private Enterprise and other Government Agencies	80	100	188	95
5. Recruits are Less Career Oriented	87	100	141	97

Staffing Questionnaire

1. _____How many sworn officers are on your
                department?

1-10	11-25	26-50	51-100	101-300	300-500	1000+
7	7	9	7	6	1	1

2. _____How many civilian employees work for your
                department?

(Converted to percent.)

-10%	10%-20%	21%-30%	31%-40%	41%-50%	
1	5	14	15	3	LOW: 0
					HIGH: 50%

3. _____How many of the civilian employees are
                performing tasks that were done by sworn
                officers five years ago?

(Converted to percent.)

-10%	10%-25%	26%-50%	51%-75%	+75%	
17	15	6	0	1	LOW: 0
					HIGH: 100%

4. _____How many officers have reached retirement age
                and have retired in the past five years?

The thirty-eight agencies have a combined sworn officer strength
of 3,661. Only 122 (3.33%) officers have retired within the past
five years. Eleven departments have had no retirements in this
time frame.

5. _____How many officers have received disability
                retirements in the past five years?

With a combined strength of 3,661 officers, 177 (4.83%) have
received disability retirements in the past five years. Ten
departments have had no disability retirements in this time
frame.

6.   _____   How many non-probationary officers have
                    resigned in the past five years?

A total of 305 officers (8.33% of the authorized strength) have
resigned within the past five years.

7.   _____   What was the average (mode, or most frequent)
                    number of years each of these officers
                    (question #6) served on your department?

Not reported	= 4 departments		6 years	= 3 departments	
1 year	= 3	"	7 "	= 2	"
1.5 years	= 2	"	8 "	= 2	"
2 years	= 3	"	9 "	= 0	"
3 "	= 5	"	10 "	= 2	"
4 "	= 6	"	12 "	= 1	"
5 "	= 5	"			

8.   _____   In your opinion, what percentage of the work
                    now being done by sworn officers on your
                    department could be done effectively by
                    civilians?

0	-10%	11%-20%	21%-30%	31%-40%	41%-50%
4	5	14	5	4	6

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
0	4	10.5	10.9	10.5
6.	1	2.6	3.6	13.2
7.	1	2.6	2.6	15.8
10.	3	7.9	7.9	23.7
12.	2	5.3	5.3	28.9
15.	3	7.9	7.9	36.8
20.	9	23.7	23.7	60.5
25.	3	7.9	7.9	68.4
30.	2	5.3	5.3	73.7
35.	1	2.6	2.6	76.3
40.	3	7.9	7.9	84.2
45.	1	2.6	2.6	86.8
50.	5	13.2	13.2	100.0
TOTAL	38	100.0	100.0	

MEAN	23.079	STD ERR	2.521	MEDIAN	20.056
MODE	20.000	STD DEV	15.538	VARIANCE	241.426
KURTOSIS	-.780	SKEWNESS	.421	RANGE	50.000

9.   There are fewer young people entering police work today
       than there were five years ago.

CODE 1   STRONGLY AGREE
     2   AGREE
     3   NEITHER AGREE NOR DISAGREE
     4   DISAGREE
     5   STRONGLY DISAGREE

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
1.	3	7.9	7.9	7.9
2.	9	23.7	23.7	23.7
3.	10	26.3	26.3	57.9
4.	16	42.1	42.1	100.0
TOTAL	38	100.0	100.0	

MEAN	3.026	STD ERR	.162	MEDIAN	3.200
MODE	4.000	STD DEV	1.000	VARIANCE	.999
KURTOSIS	-.874	SKEWNESS	1.569	RANGE	3.000
MINIMUM	1.000	MAXIMUM	4.000	SUM	115.000
C.V. PCT	33.032	.95 C.I.	2.698	TO	3.355

VALID CASES   38   MISSING CASES   0

10.   Most of the tasks now being performed by police officers
        could not be done by civilians.

CODE 1   STRONGLY AGREE
     2   AGREE
     3   NEITHER AGREE NOR DISAGREE
     4   DISAGREE
     5   STRONGLY DISAGREE

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
1.	4	10.5	10.5	10.5
2.	14	36.8	36.8	47.4
3.	5	13.2	13.2	60.5

4.	11	28.9	28.9	89.5
5.	4	10.5	10.5	100.0
	------	------	------	
TOTAL	38	100.0	100.0	

MEAN	2.921	STD ERR	.201	MEDIAN	2.700
MODE	2.000	STD DEV	1.239	VARIANCE	1.534
KURTOSIS	-1.177	SKEWNESS	.157	RANGE	4.000
MINIMUM	1.000	MAXIMUM	5.000	SUM	111.000
C.V. PCT	42.403	.95 C.I.	2.514	TO	3.329

VALID CASES   38   MISSING CASES   0

11.   Police officers should retire by age 55 because it is a
        young person's job.

CODE 1   STRONGLY AGREE
     2   AGREE
     3   NEITHER AGREE NOR DISAGREE
     4   DISAGREE
     5   STRONGLY DISAGREE

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
1.	5	13.2	13.2	13.2
2.	9	23.7	23.7	36.8
3.	8	21.1	21.1	57.9
4.	11	28.9	28.9	86.8
5.	5	13.2	13.2	100.0
	------	------	------	
TOTAL	38	100.0	100.0	

MEAN	3.053	STD ERR	.206	MEDIAN	3.125
MODE	4.000	STD DEV	1.272	VARIANCE	1.619
KURTOSIS	-1.069	SKEWNESS	-.103	RANGE	4.000
MINIMUM	1.000	MAXIMUM	5.000	SUM	116.000
C.V. PCT	41.679	.95 C.I.	2.634	TO	3.471

VALID CASES   38   MISSING CASES   0

12.   There is much opportunity for career development on my
        department.

CODE 1   STRONGLY AGREE
     2   AGREE
     3   NEITHER AGREE NOR DISAGREE

| | 4 | DISAGREE |
| | 5 | STRONGLY DISAGREE |

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
1.	6	15.8	15.8	15.8
2.	16	42.1	42.1	57.9
3.	3	7.9	7.9	65.8
4.	12	31.6	31.6	97.4
5.	1	2.6	2.6	100.0
TOTAL	38	100.0	100.0	

MEAN	2.632	STD ERR	.190	MEDIAN	2.313	
MODE	2.000	STD DEV	1.172	VARIANCE	1.374	
KURTOSIS	-1.262	SKEWNESS	.250	RANGE	4.000	
MINIMUM	1.000	MAXIMUM	5.000	SUM	100.000	
C.V. PCT	44.545	.95 C.I.	2.246	TO	3.017	

VALID CASES   38   MISSING CASES   0

13.   Older people (over age 55) could do many of the police
       department's tasks.

CODE	1	STRONGLY AGREE
	2	AGREE
	3	NEITHER AGREE NOR DISAGREE
	4	DISAGREE
	5	STRONGLY DISAGREE

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
1.	3	7.9	7.9	7.9
2.	24	63.2	63.2	71.1
3.	4	10.5	10.5	81.6
4.	6	15.8	15.8	97.4
5.	1	2.6	2.6	100.0
TOTAL	38	100.0	100.0	

MEAN	2.421	STD ERR	.154	MEDIAN	2.167	
MODE	2.000	STD DEV	.948	VARIANCE	.899	
KURTOSIS	.476	SKEWNESS	1.042	RANGE	4.000	
MINIMUM	1.000	MAXIMUM	5.000	SUM	92.000	
C.V. PCT	39.163	.95 C.I.	2,109	TO	2.733	

VALID CASES   38   MISSING CASES   0

14.   There will be less funding available to operate our
       department over the next fifteen years (compared to
       today).

CODE 1   STRONGLY AGREE
     2   AGREE
     3   NEITHER AGREE NOR DISAGREE
     4   DISAGREE
     5   STRONGLY DISAGREE

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
1.	3	7.9	7.9	7.9
2.	12	31.6	31.6	39.5
3.	11	28.9	28.9	68.4
4.	11	28.9	28.9	97.4
5.	1	2.6	2.6	100.00
TOTAL	38	100.0	100.0	

MEAN	2.868	STD ERR	.165	MEDIAN		2.864
MODE	2.000	STD DEV	1.018	VARIANCE		1.036
KURTOSIS	-.830	SKEWNESS	-.048	RANGE		4.000
MINIMUM	1.000	MAXIMUM	5.000	SUM		109.000
C.V. PCT	35.489	.95 C.I.	2.534		TO	3.203

VALID CASES   38   MISSING CASES   0

15.   There will be fewer young people available to enter the
       work force over the next fifteen years.

CODE 1   STRONGLY AGREE
     2   AGREE
     3   NEITHER AGREE NOR DISAGREE
     4   DISAGREE
     5   STRONGLY DISAGREE

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
1.	7	18.4	18.4	18.4
2.	18	47.7	47.7	65.8
3.	5	13.2	13.2	78.9
4.	8	21.1	21.1	100.0
TOTAL	38	100.0	100.0	

MEAN	2.368	STD ERR	.166	MEDIAN	2.167
MODE	2.000	STD DEV	1.025	VARIANCE	1.050
KURTOSIS	-.884	SKEWNESS	.455	RANGE	3.000
MINIMUM	1.000	MAXIMUM	4.000	SUM	90.000
C.V. PCT	43.261	.95 C.I.	2.032	TO	2.705

VALID CASES   38   MISSING CASES   0

16.   Police work is becoming less popular as a profession among
       the young people entering the labor market.

CODE 1   STRONGLY AGREE
      2   AGREE
      3   NEITHER AGREE NOR DISAGREE
      4   DISAGREE
      5   STRONGLY DISAGREE

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
1.	4	10.5	10.5	10.5
2.	12	31.6	31.6	42.1
3.	8	21.1	21.1	63.2
4.	13	34.2	34.2	97.4
5.	1	2.6	2.6	100.0
TOTAL	38	100.0	100.0	

MEAN	2.868	STD ERR	.178	MEDIAN	2.875
MODE	4.000	STD DEV	1.095	VARIANCE	1.198
KURTOSIS	-1.101	SKEWNESS	-.118	RANGE	4.000
MINIMUM	1.000	MAXIMUM	5.000	SUM	109.000
C.V. PCT	38.165	.95 C.I.	2.509	TO	3.228

VALID CASES   38   MISSING CASES   0

17.   There will be increased competition between both private
       and public sector employers to attract qualified workers
       over the next fifteen years.

CODE 1   STRONGLY AGREE
      2   AGREE
      3   NEITHER AGREE NOR DISAGREE
      4   DISAGREE
      5   STRONGLY DISAGREE

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
1.	13	34.2	34.2	34.2
2.	22	57.9	57.9	92.1
3.	2	5.3	5.3	97.4
4.	1	2.6	2.6	100.0
5.				
TOTAL	38	100.0	100.0	

MEAN	1.763	STD ERR	.110	MEDIAN	1.773	
MODE	2.000	STD DEV	.675	VARIANCE	.456	
KURTOSIS	1.970	SKEWNESS	.880	RANGE	3.000	
MINIMUM	1.000	MAXIMUM	4.000	SUM	67.000	
C.V. PCT	38.295	.95 C.I.	1.541	TO	1.985	

VALID CASES   38   MISSING CASES   0

18.   Entry level police officers are less career oriented, and
       are more inclined to view law enforcement as a job, rather
       than a life-time career.

CODE 1   STRONGLY AGREE
     2   AGREE
     3   NEITHER AGREE NOR DISAGREE
     4   DISAGREE
     5   STRONGLY DISAGREE

CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
1.	12	31.6	31.6	31.6
2.	15	39.5	39.5	71.1
3.	3	7.9	7.9	78.9
4.	7	18.4	18.4	97.4
5.	1	2.6	2.6	100.0
TOTAL	38	100.0	100.0	

MEAN	2.211	STD ERR	.189	MEDIAN	1.967	
MODE	2.000	STD DEV	1.166	VARIANCE	1.360	
KURTOSIS	-.521	SKEWNESS	.753	RANGE	4.000	
MINIMUM	1.000	MAXIMUM	5.000	SUM	84.000	
C.V. PCT	52.754	.95 C.I.	1.827	TO	2.594	

VALID CASES   38   MISSING CASES   0
OPTIONAL QUESTION

19. What trends and/or issues do you feel will impact the staffing of law enforcement departments over the next fifteen years?

(* designates a different respondent.)

* A move toward providing services of an emergency nature which is a narrowing of the spectrum of services currently supplied.

The hiring of qualified persons, both educationally and morally is becoming increasingly more difficult. Candidates are more inclined to have used drugs as teenagers than ever before. The attitude of society towards drugs is going to impact law enforcement's ability to maintain high standards. The cost of education is reducing a young person's ability to have upper academic experience.

* Funding from government, better retirement and benefits.

* Financial, economic, technological issues.

* Greater use of paraprofessionals. New roles of private security. Need for specialty training for criminal investigations (i.e., computer fraud, white collar crime, etc.).

* The impact of AIDS on the "victimless" sex crimes is yet to be seen.

Our inability to house convicts will force even more unrehabilitated criminals into the street.

We will spend more effort on crime and less on service aspects so "sworn" personnel will become even more removed from the mainstream public. - The job is going to change.

New technology will force us into spending larger percentages of our budgets on equipment "software", and systems while reducing personnel requirements to some extent offsetting the shortage of "qualified" employees.

* Increasing lack of tax money to fund government agencies. (-)

More conservative and pro-law enforcement approach by the courts due to public sentiment. (+)

* Private police agencies.

* State and Federal mandates without funding.

* Money remains a big issue.

*   Use of civilians in specific areas.
Computers.

Training of police managers.

Priorities set by national lenders - political.

War

Demographics

*   Frequency to name young officers in law suits is demoralizing to them and their families.

*   Fewer applicants qualified.

Lower education level (fewer college graduates).

Minority issues - changing populations.

More jobs than people to fill them - creating a very competitive market.

*   I feel that in the future we are going to see the utilization of para-professionals more and more in law enforcement. I refer to Public Service Officers and/or Community Service Officers.

Any non-hazardous task or call after the fact can be handled by a para-professional including but not limited to check investigations.

We are going to see more and more security companies entering the field of private contractors for certain duties. As food for thought in this area, let's take desk officers. Some police departments utilize sworn officers for this task, others use para-professionals. What if standards were set, training provided - and this task contracted to a private security - food for thought.

We are going to see the utilization of more and more seniors as volunteers in police work in areas covering filing to security checks, assisting neighborhood watch.

In many of the cities we are going to see modified versions of Department of Public Safety started. We will see the combining of training and other administrative duties that are duplicated. Not so much at the line level, but in the areas of administration.

These of course are just a few of the projections for the

future of law enforcement and in this same vain you are going to see more and more civilian business managers at the level of division commander.

* Use of volunteers, especially retired-aged people.

Contracts for special or unique services, i.e., hiring full time people.

Civilianization of more police officer functions.

New funding sources explored.

More community funding for discretionary services.

* Suppression of compensation growth due to tightening of budgets for police operations - as a result of competing for tax dollar, against high labor costs of other city operations.

Candidate's consideration of employee liability of work related acts.

Increase of substance abuse/use by population from which candidates apply.

Greater use of civilians, as tasks become more specialized.

* Baby bust.

Experiences of warrant civilianization programs.

Availability of non-sworn training programs.

Establishment of minimum selection and training standards for non-sworn.

* Decline in the number of young candidates available for jobs.

Increases in civilianization within department.

Increase in females entering the profession.

* Recruiting will become more difficult due to the occupation image and low pay compared to private industry and other government jobs which pay the same wage (fire department's for example). Fire departments have no trouble recruiting and draw a ten to one response for job testing.

* Budget restraints.

*   Must develop new ways to raise revenue, and how to attract qualified personnel.

*   Women in policing.

Prior experimentation/habituation to restricted drugs.

Worker's Compensation Appeals Board decisions.

Work ethics, and cultural values in general.

Maintaining physically fit personnel.

Use of employee assistance and counseling programs.

*   I feel that the most significant issues affecting all governmental agencies are the growing "taxpayer revolts" spreading throughout the country and the increasing demand by taxpayers/voters for greater accountability and responsibility by government officials both for the efficient and judicious use of tax dollars as well as the personal actions of government officials/employees which may not be in the best interests of the public.

The days of virtually "unlimited" public resources, as well as lack of fiscal responsibility and accountability by governmental agencies and officials, are on their way to extinction.

*   Allowing civilians to attend the basic academies.

Higher requirements for reserve officers -
A few years ago people were allowed to become reserves with very little training and were allowed to train while they learn. That way people could find out if they wanted to be a police officer or not, without spending a great deal of time or money. It would also give the department a change to see if they wanted the person to work for them.
I feel that for small departments it worked out very well and I know that 10 years ago we had better police officers than we are getting now. They were more interested in getting the job done and done well than their overtime check.

*   The most difficult chore facing law enforcement now as well as in the future is the recruitment of young persons not actively involved with controlled substances. This is the most significant problem facing recruiters now and I see little chance of the trend diminishing in the near future. In talking with numerous other chiefs over the past few years, we all agree with this point. We consider ourselves lucky to find someone who only experimented in high school

with cocaine or speed. We have almost given up trying to find recruits who never tried marijuana! Many candidates have ongoing habits! It scares the hell out of me!

* Consent decrees/affirmative action's impact on quality.

Women in police work.

Continuing question of local government's ability to fund.

* Private industry trying to get in the public safety market, contract agencies will be lobbying for legislative changes, and if passed we will see an influx of less qualified personnel.

Increased case loads due to increased crime and documentation of minor criminal offenses. We will see increasing levels of reactive law enforcement and decreased levels of proactive enforcement. It is my belief that misdemeanor crime will run rampant because law enforcement agencies will make a concession by hiring more civilian employees who will be used for documentation only, either by mail or by short form report with no investigation or follow up, this will in turn re-enforce the criminal to do more crime because the chances of getting caught will be minimal. Agencies will justify more civilians due to budget constraints and claim better efficiency for the dollar, however in actuality we will continue to lose our grip on criminals and crime.

It is my belief that a small percentage of the population are actually criminals. We already see a trend of being too busy to pinpoint and isolate those criminals. That small element will however effect a larger part of the community.

Without writing a masters thesis on the subject, leaders of agencies and city administrators are faced with two choices for the future:

(1) Hire fewer officers, do not develop special areas of investigations, keep the budget down and hire civilians for police and crime documentation and let crime and case loads increase,

(2) or hire sworn officers and specialize in the most needed areas of investigation, thoroughly investigate crimes and identify criminals, incarcerate criminals and reduce crime by the level each criminal would have committed had they still been in society.

I believe statistics are showing a crime rate that is leveling off. I don't think this is entirely true. I think

law enforcement agencies are altering their reporting
methods so as not to reflect alarming, rising levels of
crime.

$/Officers + Specialization + Thorough Investigation +
incarceration = crime reduction.

* Now that the "baby-boomers" have peaked, there will be fewer
  people to draw from. Also, unless things change radically,
  we will continue to suffer functionally - illiterate high
  school graduates. Job "specs" increasingly need some
  college units, at the least.

* Too many young immature entry level officers. They do not
  have the life experiences or dedication of men in 60's and
  early 70's.

* Money will of course dictate any fiscal trend. [My
  department], I believe will become fiscally stable because
  of the future influx of business. Law enforcement in
  general will suffer and be plagued.

* Minority hiring - equal opportunity

* Wages/benefits

Appendix F

Events

Using the NGT method the group identified the following critical events that may occur within the next fifteen years that would impact the problem of staffing a California police department:

1. There will be a major population shift away from the Santa Clara Valley and relocate in other regions that will be experiencing better economic opportunities.

2. There will be a hiring freeze for the Santa Clara Police Department. The freeze will last for at least six months.

3. There will be new restrictive tax laws similar to Proposition thirteen. These tax laws will reduce funding for local governments.

4. There will be an area depression and severe unemployment throughout Silicon Valley.

5. The City of Santa Clara will go bankrupt.

6. The AIDs disease will be declared an epidemic in California by the Surgeon General of the United States.

7. The United States will become involved in a nuclear war.

8. The United States will become involved in an non-nuclear war.

9. There will be riots and civil disobedience reaching proportions similar to the unrest of the 1960's.

10. The State of California will change the mandatory retirement age for public safety officers.

11. There will be a police strike in the City of Santa Clara.

12. There will be a major change in the immigration laws making it much easier for people to come to California from South America and Southeast Asia.

13. There will be a major transportation breakdown.

14. There will be a major terrorist attack (on the scale of what is occurring in Europe)in California.

15. The City of Santa Clara will create a department of public safety and thereby combine the fire and police departments.   Officers will be required to cross-train in both fields.

16. There will be the creation of a national police force that will take over many local police department responsibilities.

17. There will be another fuel embargo similar to the oil embargo of the 1970's.

18. A civilian review board will be created for the Santa Clara Police Department.

19. There will be a major earthquake in Santa Clara, causing major damage, injury, and loss of life.

20. There will be a major catastrophe other than an earthquake. It will cause major damage, injury, and loss of life.

21. There will be a liberalization of drug laws of major proportions.

22. There will be low inflation.

23. There will be high inflation.

24. There will be a political assassination of a government official in Santa Clara.

25. The United States will become involved in imperialism/colonialism/annexation.

26. There will be a nuclear accident in northern California.

27. There will be a hazardous chemical spill of major proportions in Santa Clara.

Appendix G

EVENT EVALUATION

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA	NET IMPACT ON LAW ENFORCE-MENT
	YEAR PROBABILITY FIRST EXCEEDS ZERO	BY 1992 (0-100)	BY 2002 (0-100)	-10/+10	-10/+10
1. There will be a population shift (fewer workers).	1987	23%	34%	-2	-2
2. There will be a hiring freeze for police department demployees.	1987	19%	23%	-4	-5
3. There will be new and more restrictive tax laws.	1988	46%	75%	-6	-7
4. There will be an area depression causing severe unemployment.	1988	24%	36%	-3	-4
5. The City will go bankrupt.	1988	5%	13%	-8	-9

Appendix H

Santa Clara Police Department
Present Capability Analysis

I   Superior: Better than anyone else. Beyond present need.
II   Better than Average: Suitable performance. No problems.
III   Average: Acceptable. Equal to competition. Not good, not bad.
IV   Problems here: Not as good as it should be. Deteriorating. Must be improved.
V   Real cause for concern. Situation bad. Crisis. Must take action to improve.

CATEGORY	I	II	III	IV	V
manpower		*psm			
technology			*psm		
equipment			*ps	m	
facility			*p	sm	
money		*psm			
calls for service		sm	*p		
supplies		m	*ps		
management skills			*sm	p	
police officer skills		*ps	m		
supervisory skills			*psm		
training		m	*s	p	
attitudes			*psm		
image		*sm	p		
council support		*sm	p		
city manager support		*sm	p		
growth potential			*psm		
specialties		m	*ps		
management flexibility			m	*ps	
sworn/non-sworn ratio			*psm		
pay scale		*psm			
benefits		*psm			
turnover		*pm	s		
community support		*psm			
complaints received		*psm			
enforcement index		*psm			
traffic index		*psm			
sick leave rates		*psm			
morale		*psm			

p = police officers   24 responses of 98 officers
s = sergeants   11   " of 33 sergeants
m = managers   12   " of 13 managers
* = overall (p + s + m = *)   47   " of 144 Total sworn

163

Santa Clara Police Department
Future Adaptability

I.   Custodial: Rejects change
II. Production: Adapts to minor change
III. Marketing: Seeks familiar change
IV. Strategic: Seeks related change
V.   Flexible: Seeks novel change

CATEGORY	I	II	III	IV	V
TOP MANAGERS					
Mentality Personality	___	*psm	___	___	___
Skills/Talents	___	*ps	_m_	___	___
Knowledge/Education	___	*ps	_m_	___	___
ORGANIZATION CLIMATE					
Culture/Norms	___	*ps	_m_	___	___
Rewards/Incentives	___	*ps	_m_	___	___
Power Structure	___	*psm	___	___	___
ORGANIZATION COMPETENCE					
Structure	___	*ps	_m_	___	___
Resources	___	_s_	*pm	___	___
Middle Management	___	_s_	*pm	___	___
Line Personnel	___	___	*psm	___	___

p = police officers   24 responses of 98 officers
s = sergeants   11   "   of 33 sergeants
m = managers+   12   "   of 13 managers
* = overall (p + s + m = *)   47   "   of 144 total

+Managers include: lieutenants, captains, asst. chiefs

Rating Sheet For Policy Delphi

Alternative #1:   Restructure the department - role over

   Feasibility   *DF   PF   PI   DI
                (3) (2) (1) (0)   SCORE: 2
                                                      4

   Desirability #VD   D   U   VU
                (3) (2) (1) (0)   SCORE: 2

Alternative #2:   Leaves of absence

   Feasibility   DF   PF   PI   DI
                (3) (2) (1) (0)   SCORE: 2
                                                      4

   Desirability VD   D   U   VU
                (3) (2) (1) (0)   SCORE: 2

Alternative #3:   Recruit 2nd career people

   Feasibility   DF   PF   PI   DI
                (3) (2) (1) (0)   SCORE: 2
                                                      4

   Desirability VD   D   U   VU
                (3) (2) (1) (0)   SCORE: 2

Alternative #4:   Bid system - seniority 1st option

   Feasibility   DF   PF   PI   DI
                (3) (2) (1) (0)   SCORE: 3
                                                      6

   Desirability VD   D   U   VU
                (3) (2) (1) (0)   SCORE: 3

Alternative #5:   2 ladder career path

   Feasibility   DF   PF   PI   DI
                (3) (2) (1) (0)   SCORE: 3
                                                      6

   Desirability VD   D   U   VU
                (3) (2) (1) (0)   SCORE: 3

Alternative #6:   Involvement: special projects/task forces

   Feasibility   DF   PF   PI   DI
                (3) (2) (1) (0)   SCORE: 2
                                                      4

   Desirability VD   D   U   VU
                (3) (2) (1) (0)   SCORE: 2

Alternative #7:   Part-time/job sharing/flex hours

    Feasibility   DF   PF   PI   DI
                (3)   (2)   (1)   (0)   SCORE: 2

                                                      4
    Desirability   VD   D   U   VU
                (3)   (2)   (1)   (0)   SCORE: 2

Alternative #8:   Cafeteria benefits

    Feasibility   DF   PF   PI   DI
                (3)   (2)   (1)   (0)   SCORE: 2

                                                        4
    Desirability   VD   D   U   VU
                (3)   (2)   (1)   (0)   SCORE: 2

Alternative #9:   Personal growth assignments

    Feasibility   DF   PF   PI   DI
                (3)   (2)   (1)   (0)   SCORE: 2

                                                        4
    Desirability   VD   D   U   VU
                (3)   (2)   (1)   (0)   SCORE: 2

Alternative #10:   Quality training - adapt to change

    Feasibility   DF   PF   PI   DI
                (3)   (2)   (1)   (0)   SCORE: 3

                                                      6
    Desirability   VD   D   U   VU
                (3)   (2)   (1)   (0)   SCORE: 3

Alternative #11:   Wellness program

    Feasibility   DF   PF   PI   DI
                (3)   (2)   (1)   (0)   SCORE: 3

                                                      6
    Desirability   VD   D   U   VU
                (3)   (2)   (1)   (0)   SCORE: 3

Alternative #12:   Temporary change system

    Feasibility   DF   PF   PI   DI
                (3)   (2)   (1)   (0)   SCORE: 2

                                                      4
    Desirability   VD   D   U   VU
                (3)   (2)   (1)   (0)   SCORE: 2

Alternative #13:   Light duty status

    Feasibility   DF   PF   PI   DI
                (3) (2) (1) (0)   SCORE: 2
                                                       4

    Desirability   VD   D   U   VU
                (3) (2) (1) (0)   SCORE: 2

Alternative #14:   Contract services/utilize retired officers

    Feasibility   DF   PF   PI   DI
                3)   (2) (1) (0)   SCORE: 2
                                                         4

    Desirability   VD   D   U   VU
                (3) (2) (1) (0)   SCORE: 2

Feasibility	Desirability
DF - Definitely feasible	VD - Very desireable
PF - Probably feasible	D - Desirable
PI - Probably infeasible	U - Undesirable
DI - Definitely infeasible	VU - Very undesirable

STRATEGIC ASSUMPTION REGARDING STAKEHOLDERS

1. RESTRUCTURE DEPARTMENT - CIVILIANS

CERTAIN
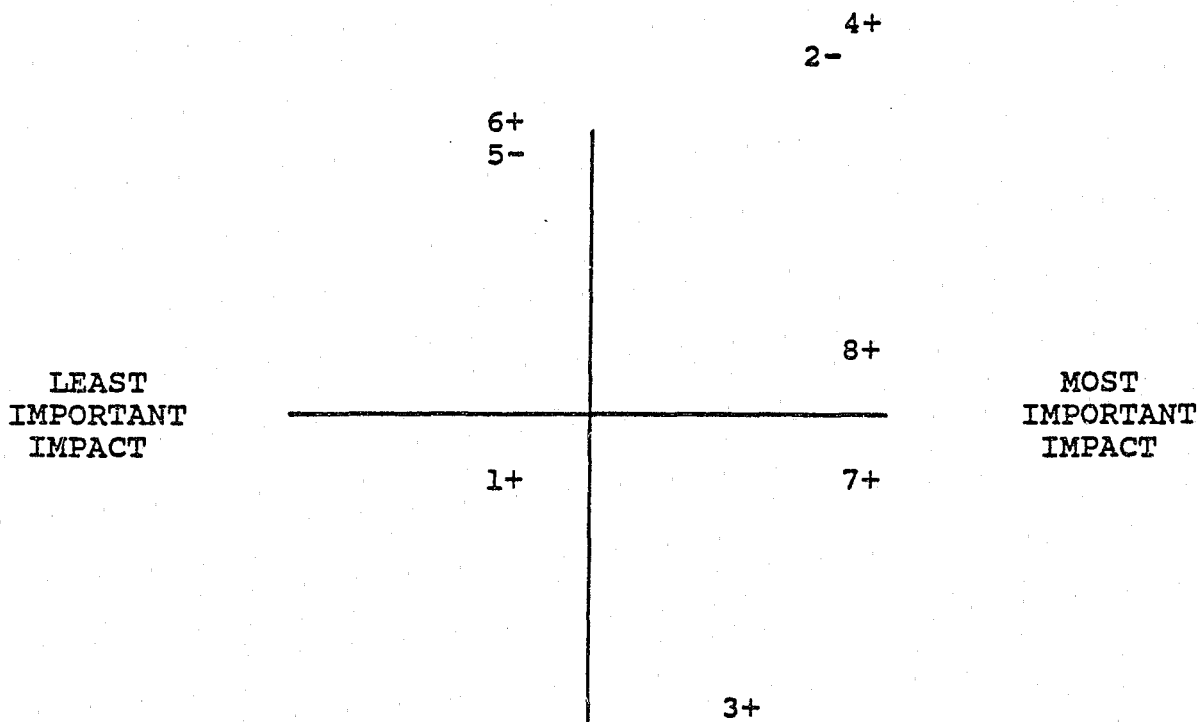
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                                    4+
                                 2-

                 6+
                 5-
                      |
                      |
                      |                    8+
LEAST                 |                              MOST
IMPORTANT  ───────────┼───────────              IMPORTANT
IMPACT                |                              IMPACT
                      |
                 1+   |              7+
                      |
                      |
                      |
                      |      3+
```

UNCERTAIN

+ denotes overall positive role of stakeholder
- denotes overall negative role of stakeholder

1 Santa Clara citizens/taxpayers
2 Santa Clara police officers/Police Officer's
     Association
3 Santa Clara P.D. civilian employees
4 Santa Clara P.D. management and administrative staff
5 Public Employee's Retirement System
6 Senior citizens/A.A.R.P., other special interest
     groups
7 City of Santa Clara management
8 Local politicians/city council and mayor

STRATEGIC ASSUMPTION REGARDING STAKEHOLDERS

2. LEAVES OF ABSENCE

CERTAIN

```
                                              2+
                                 3+


                                  |
                                  |
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                                  |
                                  |
LEAST                             |                    MOST
IMPORTANT      -------------------+-----------------    IMPORTANT
IMPACT                            |                     IMPACT
                                  |          4+
                                  |
          5+                      |           8+
                                  |      7+
          6+                      |
                                  |
                                  |
      1+                          |
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7 City of Santa Clara management
8 Local politicians/city council and mayor

3. RECRUIT SECOND CAREER PEOPLE

CERTAIN

```
                                            4+
          6+                         2-
                                          7+
                                  3-


                    1+

                                  8+

                              5-
LEAST                                                   MOST
IMPORTANT    _____|_____    IMPORTANT
IMPACT                          |                        IMPACT
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      groups
7   City of Santa Clara management
8   Local politicians/city council and mayor

4. BID SYSTEM - SENIORITY FIRST OPTION

CERTAIN

```
                              2+
                              3+

                                    4+

              6+


LEAST                              8+              MOST
IMPORTANT  ──────────────────┼──────────────    IMPORTANT
IMPACT                             7+             IMPACT
              5+



           1+
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5. TWO LADDER CAREER PATH

CERTAIN

```
                              |        2+
                              |
                    6+        |
                              |
                              |
LEAST               1+        |        4+      MOST
IMPORTANT    ─────────────────┼──────────────  IMPORTANT
IMPACT                        |   3+           IMPACT
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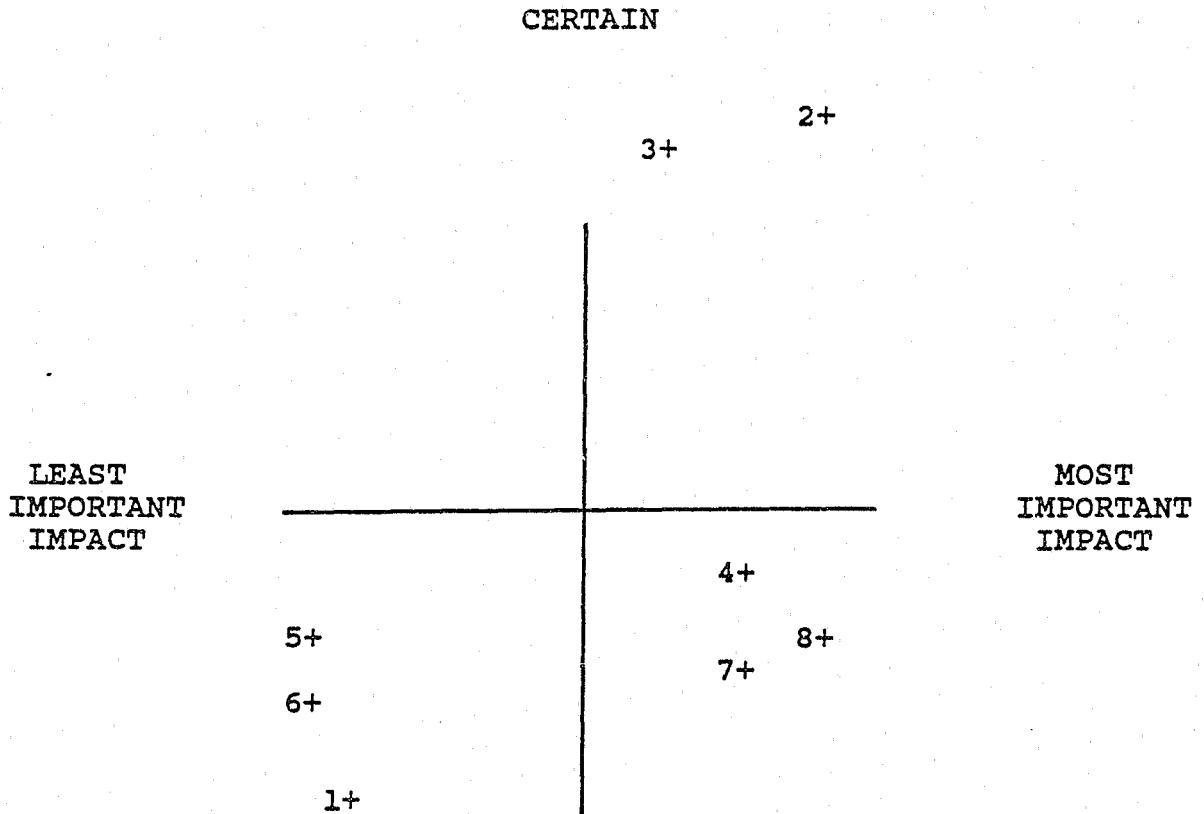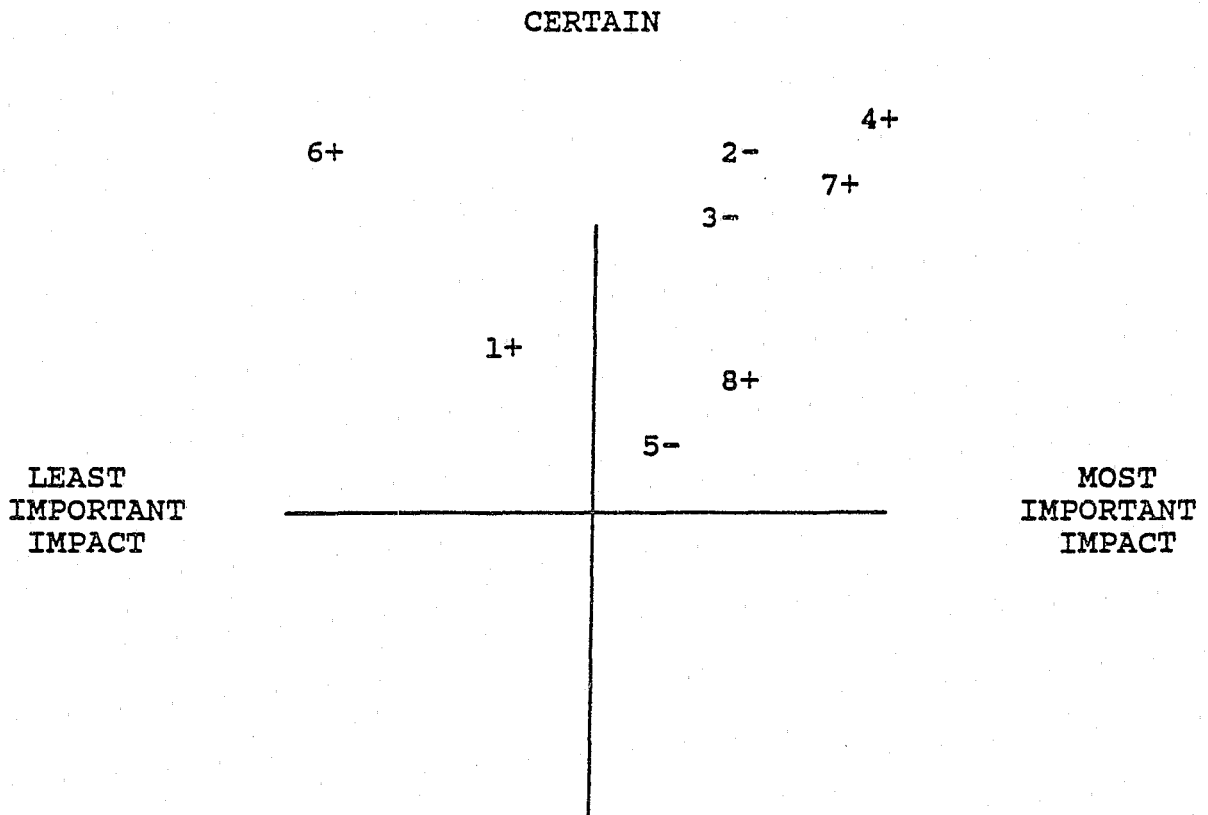
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6. SPECIAL PROJECTS/TASK FORCES/OPERATIONAL COMMITTEES

CERTAIN

2+

3+
7+
8+

LEAST   4+   MOST
IMPORTANT   IMPORTANT
IMPACT   IMPACT
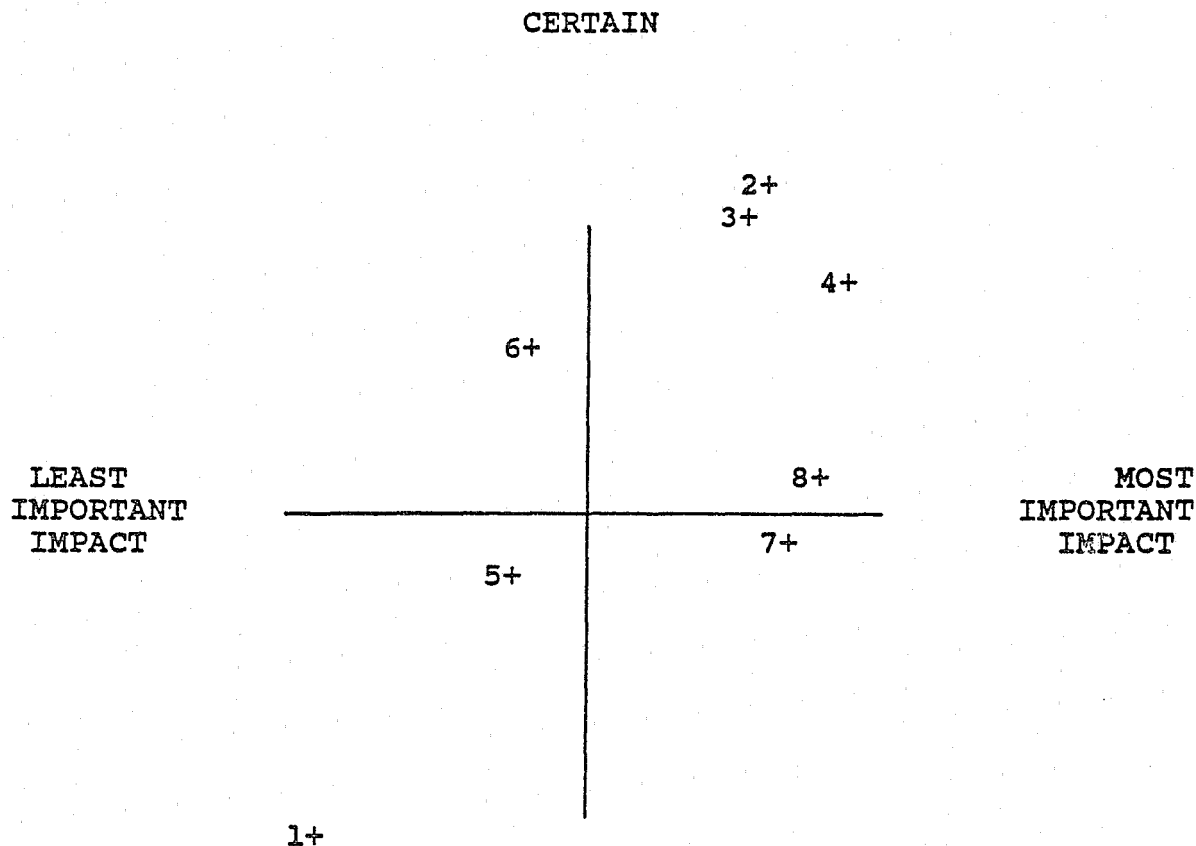
6+

1+

5+

UNCERTAIN

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      groups
7   City of Santa Clara management
8   Local politicians/city council and mayor

7. FLEXIBLE WORK CONDITIONS

CERTAIN

```
                                              4-
                                         3+
                    6+
                                   2+        7-



                                  |
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                                          8+
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 IMPORTANT    --------------------+--------------------      IMPORTANT
 IMPACT                           |                          IMPACT
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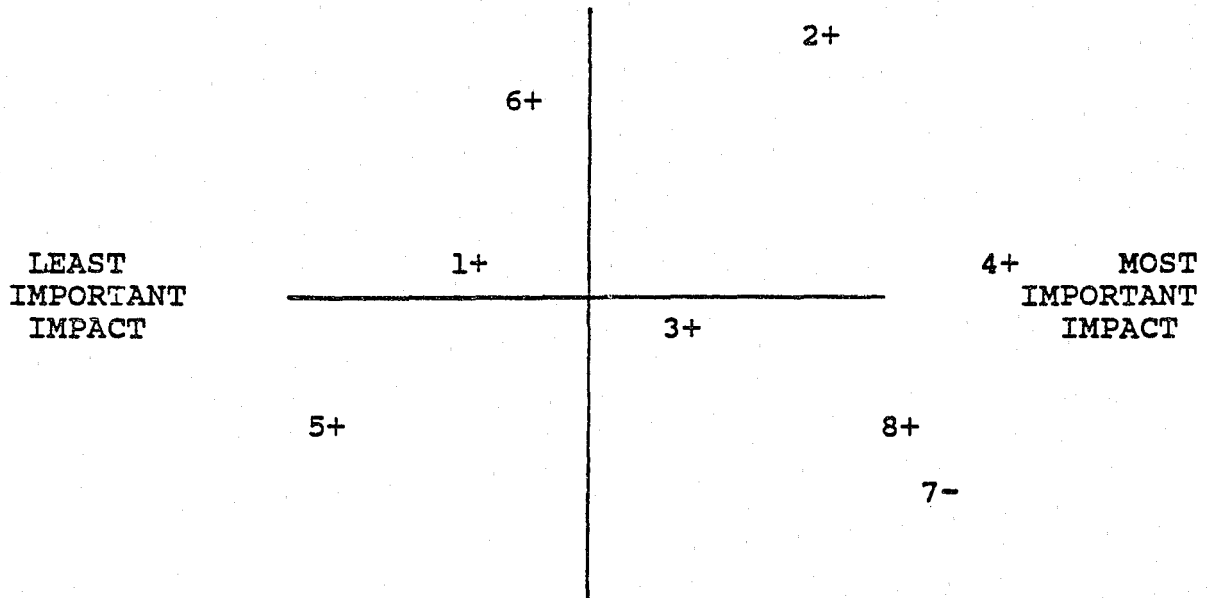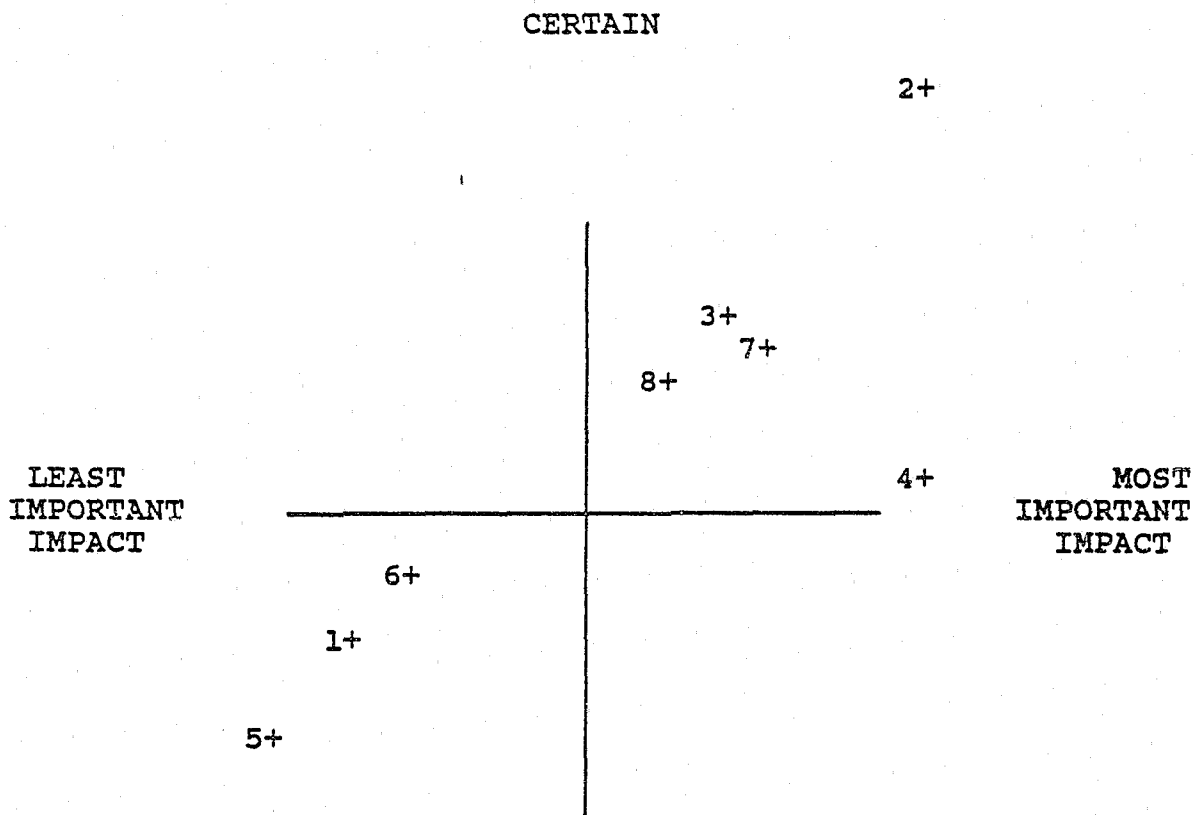
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STRATEGIC ASSUMPTION REGARDING STAKEHOLDERS

8.CAFETERIA STYLE BENEFITS

CERTAIN

```
                                                    2+
                                                    3+

                  6+

                                          8+


LEAST                                                          MOST
IMPORTANT  ──────────────────────────┼──────────────────      IMPORTANT
IMPACT                                                          IMPACT

      1+                              7-  4+

          5-
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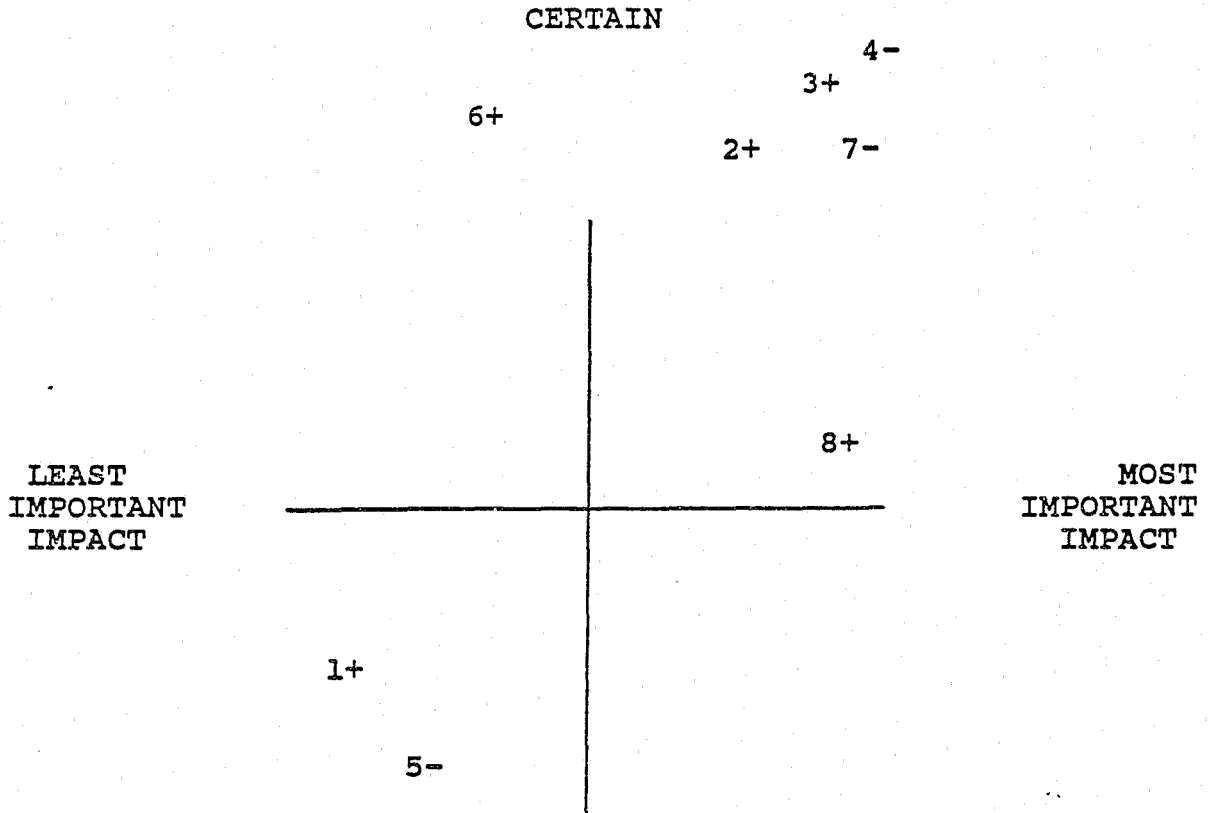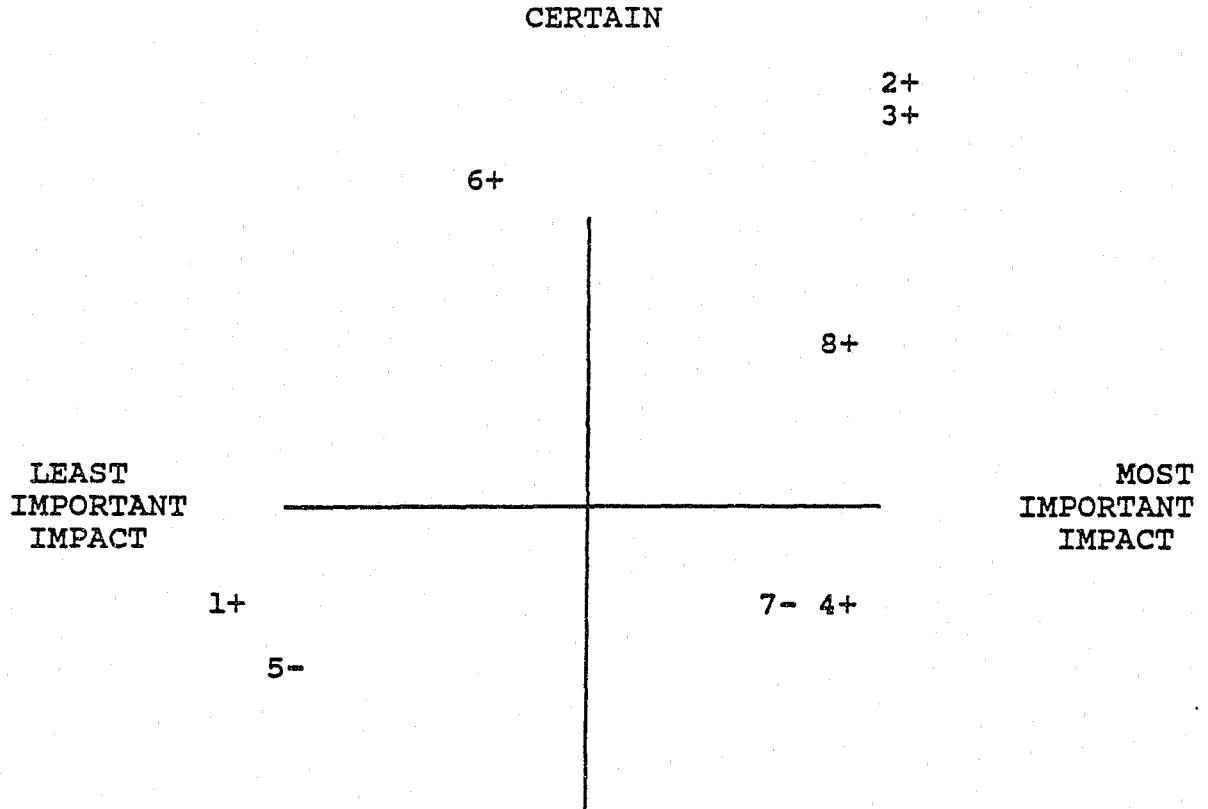
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STRATEGIC ASSUMPTION REGARDING STAKEHOLDERS

9. PERSONAL GROWTH ASSIGNMENTS

CERTAIN

```
                                    3+      4+


                             6+          7+  2+  8+
LEAST                                                        MOST
IMPORTANT    ─────────────────────────────────────          IMPORTANT
IMPACT                                                       IMPACT
          5+
              1+
```
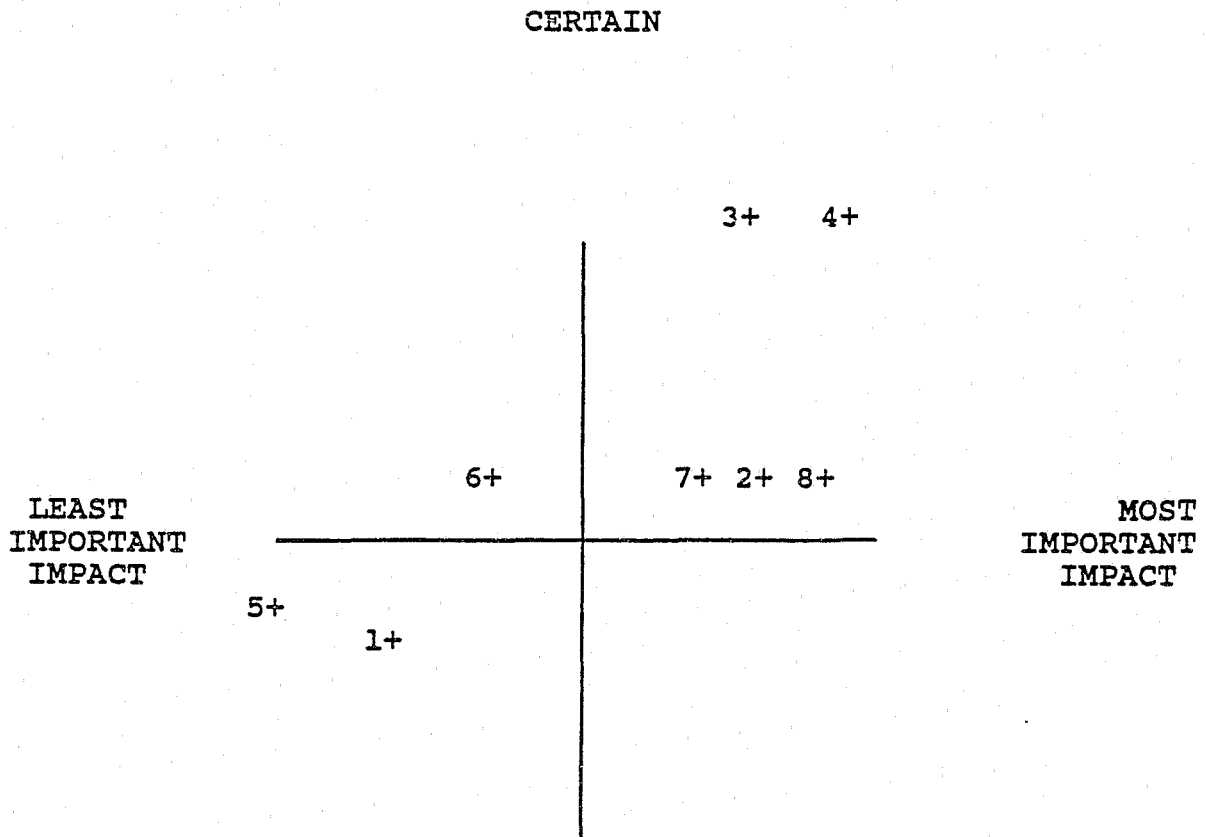
UNCERTAIN

+ denotes overall positive role of stakeholder
- denotes overall negative role of stakeholder

1 Santa Clara citizens/taxpayers
2 Santa Clara police officers/Police Officer's
   Association
3 Santa Clara P.D. civilian employees
4 Santa Clara P.D. management and administrative staff
5 Public Employee's Retirement System
6 Senior citizens/A.A.R.P., other special interest
   groups
7 City of Santa Clara management
8 Local politicians/city council and mayor

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STRATEGIC ASSUMPTION REGARDING STAKEHOLDERS

10. QUALITY TRAINING - ADAPT TO CHANGE

CERTAIN

```
                                      2+

                               3+

                         7+

                    8+              4-

                 1+
LEAST                                         MOST
IMPORTANT  ─────────────────┼─────────────   IMPORTANT
IMPACT                                        IMPACT
           5+  6+
```
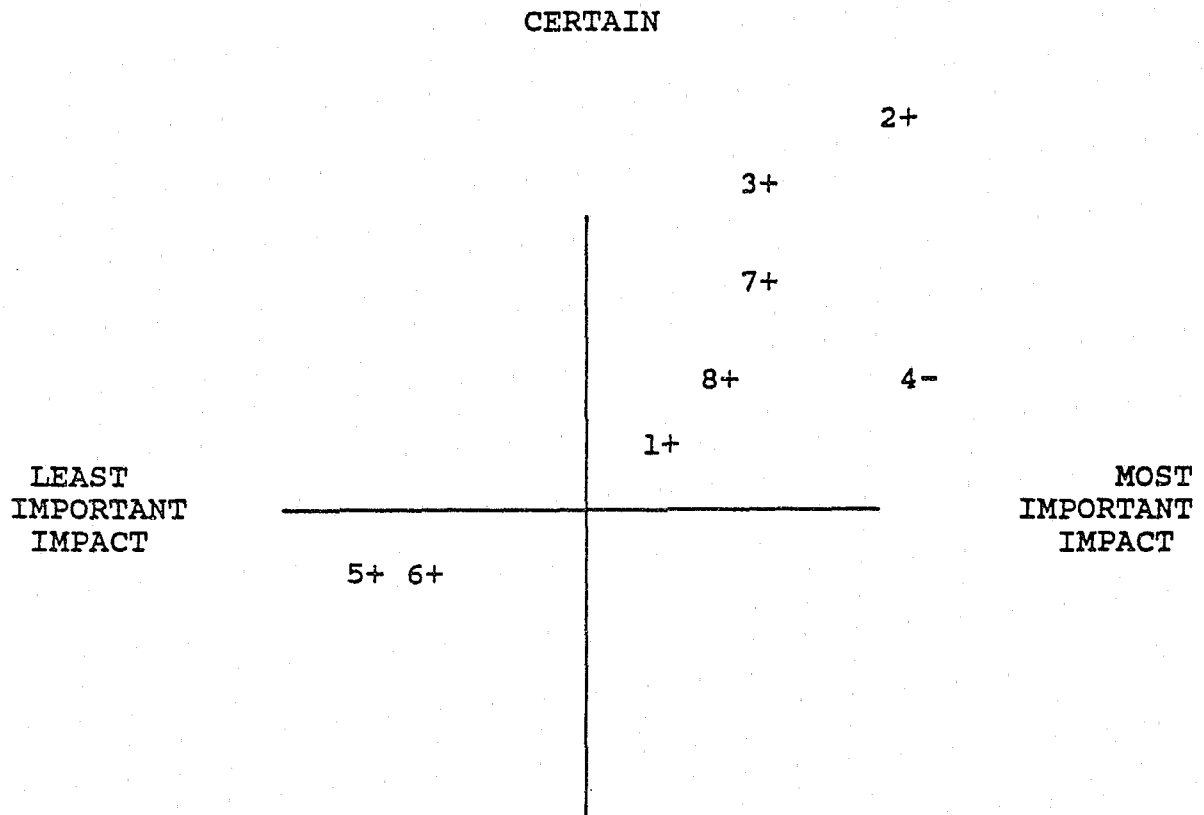
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11. WELLNESS PROGRAM

CERTAIN

```
                                              2+

        6+


                       3+  4+
                       7+  8+


LEAST                                                    MOST
IMPORTANT  _____|_____        IMPORTANT
IMPACT                      |                         IMPACT



   1+          5+
```
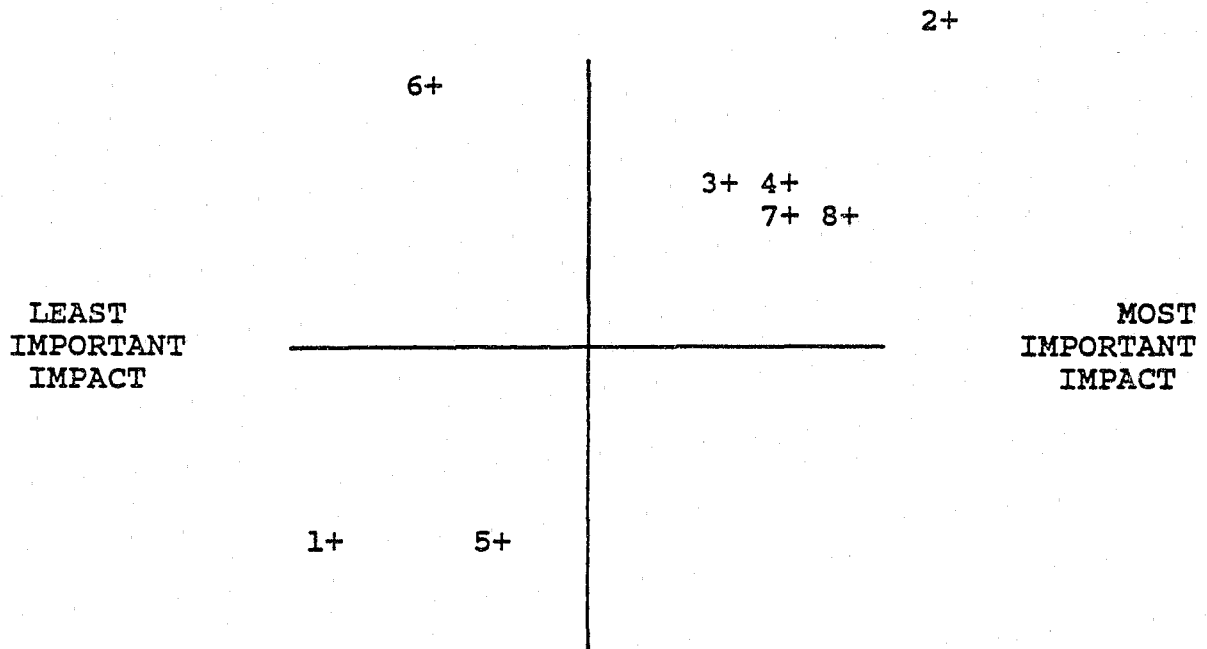
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12. TEMPORARY, EXPERIMENTAL CHANGE SYSTEM

CERTAIN

```
                                    4+

                              2+

                         3+


               1+

LEAST                                              MOST
IMPORTANT  ——————————————|——————————————          IMPORTANT
IMPACT                                             IMPACT
     5+                        7+

        6+                        8+
```
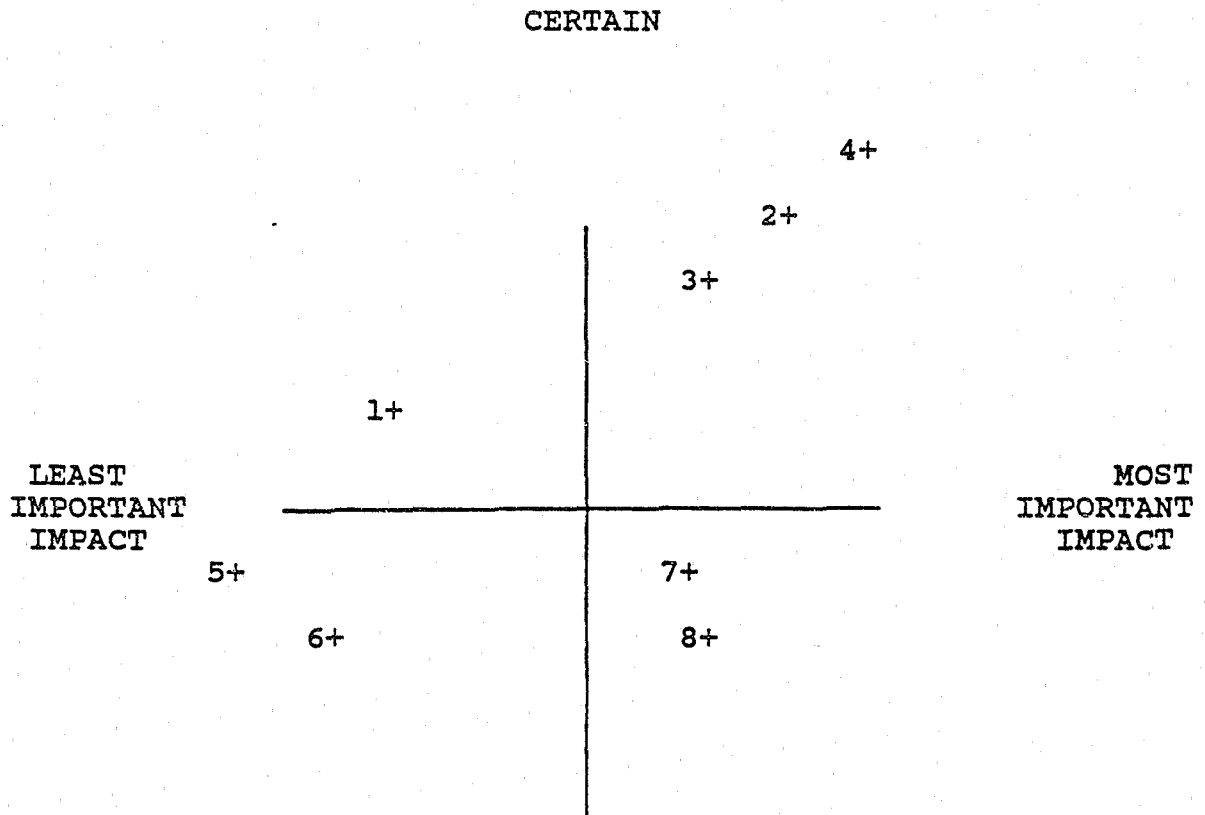
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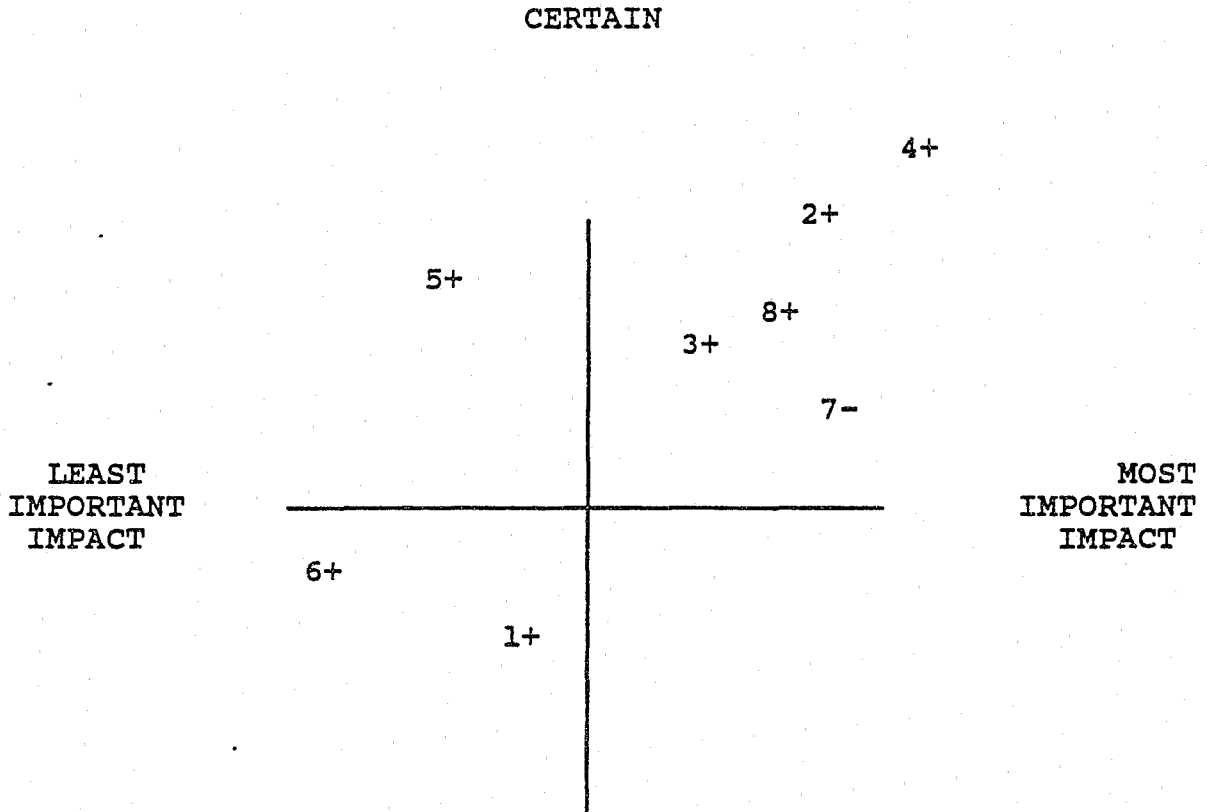
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STRATEGIC ASSUMPTION REGARDING STAKEHOLDERS

13. LIGHT DUTY STATUS

CERTAIN

```
                                              4+

                                      2+

                        5+
                                          8+
                                    3+

                                        7-


LEAST                                                    MOST
IMPORTANT  ─────────────────────┼─────────────────      IMPORTANT
IMPACT                                                   IMPACT

             6+

                  1+
```
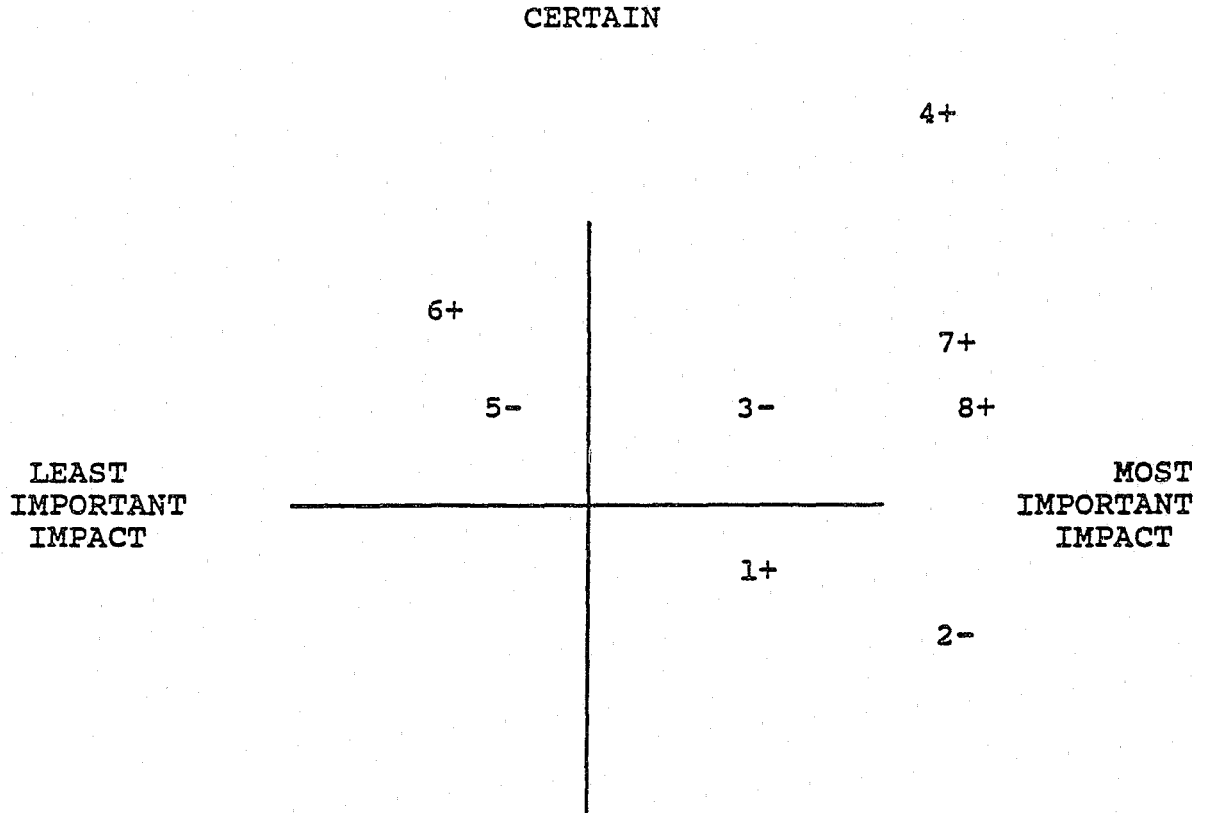
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STRATEGIC ASSUMPTION REGARDING STAKEHOLDERS

14. CONTRACT SERVICE

CERTAIN

4+

6+

7+

5-   3-   8+

LEAST   MOST
IMPORTANT ———————————————————— IMPORTANT
IMPACT   IMPACT

1+

2-

UNCERTAIN

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Appendix L

NEGOTIABLE VS. NON-NEGOTIABLE POLICY STRATEGIES

NON-NEGOTIABLE	1.	Restructure the department
Negotiable		A. Utilization of civilians
Negotiable		B. Roll-over
Negotiable	2.	Leaves of absence
NON-NEGOTIABLE	3.	Recruit second career people
Negotiable	4.	Bid system - seniority first option
Negotiable	5.	2 ladder career path
NON-NEGOTIABLE	6.	Officer involvement in management through special projects/task forces/operational committees
Negotiable	7.	More flexibility in work conditions through:
Negotiable		A. Part-time employment for non-sworn
Negotiable		B. Job sharing for non-sworn
Negotiable		C. Flex hours for non-sworn
Negotiable		D. Part-time employment for sworn
Negotiable		E. Job sharing for sworn
Negotiable		F. Flex hours for sworn
Negotiable	8.	Cafeteria benefits
Negotiable	9.	Personal growth assignments
Negotiable		A. For sworn
Negotiable		B. For non-sworn
NON-NEGOTIABLE	10.	Quality training - help adapt to change
NON-NEGOTIABLE	11.	Wellness program

Negotiable	A.	Physical
Negotiable	B.	Medical
Negotiable	C.	Psychological - stress management
	D.	Chaplain's corps
Negotiable	12.	Temporary change system
Negotiable	13.	Light duty status
Negotiable	14.	Contract service - utilize retired officers on contract basis