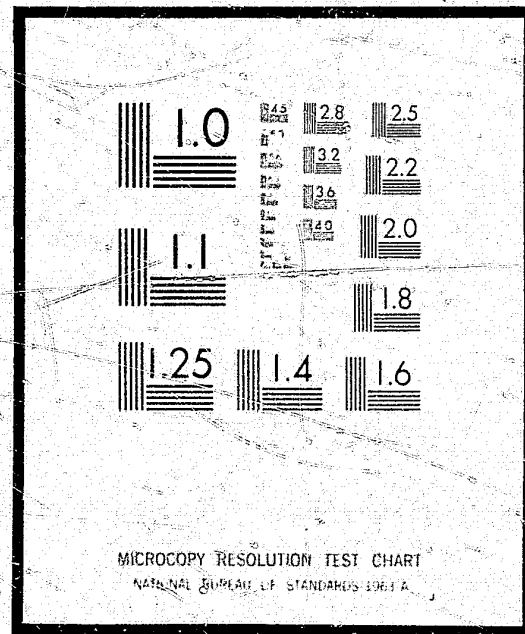


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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
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8/24/77
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R-77-105

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION POLICE METHODOLOGICAL ASSISTANCE REPORT

SUBJECT: Orlando, FL Career Development Program Planning

REPORT NUMBER: 76-203

FOR: Orlando, (FL) Police Department
City Population: 97,465
Police Strength (Sworn): 420
Total: 620

City Area: 27.5 Square miles

CONTRACTOR: Westinghouse National Issues Center

CONSULTANT: James D. Stinchcomb

CONTRACT NUMBER: J-LEAA-053-76

DATE: February 1976

NCJRS

APR 12 1977

ACQUISITIONS

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Foreword

The requested technical assistance was concerned with evaluation of the potential for career development program planning at the Orlando, Florida, Police Department.

Requesting Agency: Orlando, Florida, Police Department;
Chief Robert J. Chewing (since retired),
Chief James W. York

State Planning Agency: Florida Bureau of Criminal Justice
Planning and Assistance;
Mr. Charles B. Davoli

Approving Agency: LEAA Region IV (Atlanta);
Mr. John A. Gregory

1. INTRODUCTION

Career development for police officers has become an increasingly important activity over the past few years as community disorders and crime rates have increased, as the national momentum toward professionalization has accelerated the competition for qualified police officers, and as increasing governmental resources have been made available to innovative agencies for the upgrading of their manpower.

In view of these facts, the recruitment, development, and retention of qualified personnel to meet society's current demand for professional police officers are essential functions of any progressive enforcement agency. Clearly, an effort to upgrade police officers' operational effectiveness is imperative to this goal. Thus, the systematic development of all personnel in a law enforcement agency is likely to:

- Enhance the public's image of the department.
- Attract young, well-qualified careerists to the department, since it is natural that they would be more favorably predisposed to serve in an agency that has demonstrated competence, imagination, and leadership.
- Improve manpower utilization.
- Rationally distribute functions and expand services through the establishment of new roles and jobs at various levels.
- Correlate progression with training and educational opportunities.
- Provide upward mobility to more police officers.
- Enable lateral, diagonal, and vertical mobility between police, courts, and corrections.

This technical assistance assignment came about as a result of a perceived need on the part of the Orlando Police Department to develop career movement for police officers to obtain many of the above-mentioned benefits. The Department recognizes that all employees cannot pursue management responsibilities through the higher rank structure; yet, it is strongly felt by the management of this organization that a continuing increase in responsibility,

proficiency, and remuneration is essential if employees are to be motivated and retained. This was a very serious request on the part of the Department, because a great deal has been accomplished that truly sets the stage for a career development program there.

Major interviews were conducted on site with departmental personnel critical to the planning of this effort, most particularly Chief James York and Lieutenant James Karsay. These also included command officers (rank of major), personnel and training staff, and the equal employment opportunity officer. In addition, a brief, fortuitous discussion was conducted with Warren Headlough from the Police Standards Commission for the State of Florida, whose responsibilities entail that State's official career development training programs. To gain information on cognizant academic programs, discussions were also held with several of Florida Technological University's criminal justice staff and Dean Daniel F. Riva of Rollins College.

UNDERSTANDING OF THE PROBLEM

As defined by Sheriff Peter Pitchess of Los Angeles County in a 1970 article in Police, a career development plan is:

"... a continuing scientific and judicious program for relieving solutions to the long-range problems of executive, managerial, and line functions development within law enforcement. Further, it involves the expedient application of on-the-job instruction, job rotation, and other techniques to assist employees within the organization to increase competent work performance which will benefit both the individual and the group. To that end, career development structure requires a plurality of small, workable, individual components, all established within the more general framework of a unified system."

Thus, Pitchess recommends a program with a number of interrelated subprograms or components containing many potential paths.

The National Advisory Commission on Criminal Justice Standards and Goals in 1971 produced several statements relative to this matter. Specifically, Standard 17.2 states that every police agency should immediately implement formal programs of personnel development, "designed to further the employee's professional growth and increase one's capacity for present or future role within the agency." Besides addressing training, internships, refresher training, leaves of absence, job rotation, and participatory decisionmaking, the report specifically goes on to state that "a formal system should be designed to develop generalist, specialist, and managerial resources." Moreover, the commission suggests that the movement of incumbent personnel should take into account individual needs for specific work experience, individual potential and willingness to participate, and agency needs for the development of personnel, as well as the potential for a cost-effective return on the investment of time and manpower. The exact nature of these goals is not spelled out in the report, and law enforcement is left to its own imagination and initiative as to precisely how to implement them.

The President's Commission on Law Enforcement and Administration of Justice in 1967 addressed the issue when it recommended that "each municipality should carefully assess the manpower needs of its police agency on the basis of efficient use of all its personnel." In dealing with the matter of increasing efficiency through personnel development, it is important to consider some of the factors that negatively affect officers' performance. One important factor is the lack of recognition and opportunity to exercise acquired skills. The President's

Commission addressed this shortcoming in connection with difficulties of retaining college graduates. Another report from the Los Angeles Sheriff's Department points out that law enforcement does not provide sufficient recognition or opportunity for utilization of the skills and abilities of college-trained recruits, and this is perhaps even more valid for those officers with substantial experience in the field.

The causes of job dissatisfaction may be categorized into several major areas:

- Lack of organizational recognition of the individual's efforts.
- Lack of organizational responsiveness to the individual's schooling, financial, and career needs and objectives.
- Lack of a sense of occupational fulfillment, including not only promotion but also the availability of interesting, rewarding, and satisfying job opportunities.

Job dissatisfaction cannot be eliminated entirely but, according to one management expert (Douglas McGregor, writing in The Professional Manager, McGraw-Hill, 1967), it can be reduced. This reduction can be achieved by the organization and can result in an increase in productivity, efficiency, and effectiveness. McGregor distinguishes in this context between intrinsic rewards -- those forms of personal satisfaction resulting from the individual's innate desire to produce and excel -- and extrinsic rewards -- those benefits, wages, and privileges customarily awarded to individuals by their employers.

Career development, then, is directed toward the core problem of improving the level of job satisfaction. Law enforcement experience with this approach is extremely limited, although industry and the private sector have made some progress in both use and evaluation of human resource development and motivational programs. To include more intrinsic rewards, which are now generally associated only with the more established professions, law enforcement must enlarge its reward system. In the field of law enforcement, the traditionally recognized external rewards commonly associated with such factors as hazardous duty, advanced training and education, increased responsibility with commensurate authority, and demonstrated proficiency in performance must be expanded to embrace elements designed to enhance professional satisfaction on the job.

The concept of career development therefore must be viewed from two vantage points: First, that of the individuals whose careers are to be developed; and second, that of the institution providing career opportunities. In terms of the first point of view, the police officer views a law enforcement career as does any other citizen, and self-perceptions depend on the degree of personal gratification obtained from work, the status ascribed by fellow officers, and the community, and opportunities for personal growth and development, financial rewards, and recreation. In terms of the institutional viewpoint, the police department perceives career development as a means of increasing both institutional accountability and the efficiency and effectiveness of the department in keeping the peace and preventing crime. Any policy or plan for career development must ultimately lead to achieving these goals. An intelligent developmental policy must therefore deal with all levels of the organization and all points in the career spectrum, from recruitment through retirement.

The integrating of individual motivations and institutional goals is crucial to a career development plan. Furthermore, a realistic endeavor must be sufficiently flexible to set goals for individual officers within the parameters of their experience, abilities, and motivation. Since abilities and motivations vary widely, the overall career development approach must develop the capability to provide a variety of educational and training opportunities for all members of the organization and must be amenable to the personal development of each at different career points.

An effective, comprehensive career development system requires a planning and coordinating structure and should include a training design, curriculum updating, and research to analyze the relationship of actual performance and training. Moreover, it could be expected to provide educational and training opportunities through a cadet program (for those under age 21), and training for recruits, in-service personnel, specialists, supervisors, middle management, executives, and nonsworn personnel. Such a plan also must entail an extensive, individual advising system, along with performance-based evaluation techniques to demonstrate the validity of the training. A review of selection, incentive, and promotion criteria is likewise essential, and a high degree of participation from the officers themselves will do much to ensure ultimate, successful implementation of the plan. Such involvement should occur at all phases, including the planning, development, continuous improvement, and evaluation of the plan.

The implications inherent in a career development process of this type are extensive and far-reaching. In addition to maximizing the potential of all members of the organization, personnel capabilities could be enhanced to the point where officers are in a position to

enrich the entire criminal justice system with well-trained and -educated manpower. Officers could be provided to new projects, colleges, or corrections systems, as well as to other police units throughout the State or region. In this way, not only the participating police department but the entire area and the whole criminal justice system could benefit from a career development endeavor.

The career development matter being dealt with at the Orlando Police Department was essentially one that is destined for administrative action with increasing frequency in law enforcement agencies as the educational level of line officers rises. The original perceptions of the Department, and the request that was made, remained the same throughout the visit, but, insofar as career development was concerned, a change in emphasis occurred on site, since neither time nor circumstances permitted equal attention and analysis of the reference to behaviorally based performance and evaluation systems. It was recognized by all parties involved that, while this is related to manpower motivation and development, an evaluation structure would, of necessity, have to be developed locally, concurrent with any implementation of the career development plan.

The objectives of this assignment, then, were to furnish background information for the rationale of a career development plan, prepare and prioritize several immediate tracks that the agency might explore, and advise in writing of any particular strengths that the agency possesses, should it be determined that a career development plan is feasible. Likewise, any weaknesses or shortcomings within the agency needed to be cited so that they would not become impediments to the ultimate success of the effort.

Obviously, a major influence on this issue is the budgetary constraint that additional career options require in terms of salary increments. The impact of this constraint, of course, is totally dependent upon the ambitions of the program, and was addressed only in some generalities. The most positive external influences are closely supported by the City administration and the high regard which the Orlando Police Department enjoys in the community.

In any career development plan, the internal organizational structure is most critical since, in reality, a true developmental plan seeks the perfect balance between organizational objectives and individual career aspirations. A program such as the one envisioned in this case must be designed to expend the optimum effort toward merging individual and departmental goals, but giving precedent to agency goals should they seriously conflict with employee interests. This is a most critical phenomenon to be considered in the development of career planning. Efforts designed as an efficient

agent of change may be counterproductive to some extent, in that they will open up not only greater opportunities but the potential is enhanced for mobility outside of the agency as well. A career plan is essentially a device that has as its ultimate objective the utilization of personnel resources in the most effective and efficient manner possible. Towards that end, there is necessarily a conflict -- the more intensively personnel pursue a particular task or function, the more likely they are to enter the sphere of influence of another agency or profession. It is not unrealistic to anticipate that, with proper credentialing, such an external agency or profession may appear to be a more attractive career alternative. Yet, this is not meant to discourage the concept in any way but, rather, to realistically admit at the early stages that trade-offs must be allowed. The more progressive an agency is internally, the more others will perceive that organization as producing highly motivated and productive careerists.

3. ANALYSIS OF THE PROBLEM

As noted in Section 1, interviews with key management, planning, and training police officials constituted the method used by the Consultant to address career development planning in Orlando.

One of the first things revealed by these discussions was that an impressive higher education level exists within this agency. Approximately 50 percent of sworn personnel possess a bachelor's degree. More than 40 percent are between a year of college and obtaining an associate's degree. An unusually small number of sworn personnel possess only the high school diploma. This statistical picture will bear directly upon the ability of the Department to implement any career development activity, for such a plan cannot succeed in an environment that has not previously demonstrated a commitment to formal learning through the educational process.

Another phenomenon that greatly enhances the receptivity of this program (although, at the same time, it should be noted that it also impacts upon the costs), is that the State of Florida subsidizes higher education as well as special training courses for law enforcement personnel, to the extent that an officer can earn an additional \$150 per month. With an incentive of that amount already available through the State to the majority of job incumbents, the pressure is greater. Since the establishment of an educationally based incentive pay program is generally the first step in initiating a long-range career development plan, this department -- and in fact, the entire State of Florida -- has the good fortune of possessing a strong basic foundation.

Not unrelated to this matter is the low turnover of police personnel in Orlando, a starting salary of \$12,000 (with top patrol officers after four years able to earn \$14,000), and a waiting list of applicants. This leaves little doubt that the attractive salary and enhanced department image already make the entry level job appealing, but, again most importantly, demand a broadening or extension of the patrol officer assignment to retain these incumbents in the patrol activity. Since advancement -- typically meaning promotions -- are limited in any one police agency by existing personnel structures, the police profession has not generally been regarded as one that offers a variety of career enhancement opportunities. When one attempts to deal with this matter, aside from the obvious promotional ladder, the most common effort embodies a civilian path that offers both professional and paraprofessional positions as an alternative to ranks. The title "specialist" may often be suggested, since this connotes a particular training and skill, as in the legal advisor, planner, or data analyst.

Currently, there are in existence 109 specialist positions in Orlando. Of that number, some 67 are assigned to criminal investigation, for which the incumbents receive an additional \$900 per year. Noteworthy here is the fact that, often in career development planning, the term *specialist*

arises as one method of creating rewards through a distinctive assignment. In Orlando, as so often happens in police departments, the specialists were created with personalities involved, rather than on the basis of objective criteria.

In relation to this issue of job assignment, it must be noted that within the coming months Orlando plans to introduce into one section of the community the concept of team policing. Considerable planning and training have gone into this decision, and it lays the foundation for greater responsibility on the part of the patrol officer, right at a time that a career development plan should be forthcoming.

In 1968, the International Association of Chiefs of Police (IACP) recommended to Orlando a phased career development plan (see the IACP Survey, pages 231-5). In that recommendation, the IACP described the purposes of better personnel utilization, broadly trained officers, specialists, and technically competent supervisors. However, the plan was limited to a management track in the sense that each phase leads one higher up into the command structure. While this is certainly one facet of a progressive program, it is surely not the only one, and there are many individuals coming into police service today for whom it is decidedly not an appealing one. The IACP study stated that career development planning was an ambitious program beyond the reaches of their current resources. However, the IACP urged that the time to begin was at hand (1967), that program development would follow the development of participants, and that its benefits might not be realized for some time in the future.

To the extent that the Orlando Police Department possesses a pay incentive plan through the State, has available the specialist position (although some reassessment would be required for it), anticipated initiation of team policing, and has available a paraprofessional (cadet) position for entry-level, progress in this direction has been significant. Since no substantial personnel additions are anticipated in the next fiscal year, there is a strong current in the Department to move into career development planning on a serious note. This is certainly the time because some other personnel matters, such as recruit hiring and training, can be held momentarily in abeyance. The painful and difficult task of civilizing certain functions has been dealt with in Orlando, although a dilemma does exist in that certain selected positions, more appropriately civilian, are already sworn specialists. A brief technical assistance study effort cannot be of sufficient depth to identify those specialist positions that need to be moved to civilian status, but the Department should be alert to the need in order to provide for a more realistic nonsworn -- professional -- career ladder. Generally, in sound career planning, there is the opportunity for interchange from nonsworn positions to sworn; however, Orlando presently is limited in this regard to correctional (guard) officers who can transfer to police officer positions.

A progressive personnel system or office recognizes a commitment to develop competent personnel for the health and future of the organization. This incorporates not only recognizing meritorious performance but also providing a structured and meaningful process, a supportive environment in which self-improvement can occur, a career choice arrangement whereby individuals can make rational decisions about their own futures in the agency, and a realistic, equitable, job-related selection and promotion process that recognizes the individuality of the employee. It is virtually impossible to attain widespread support internally for career development until an agency understands the true meaning of professionalism and that it is totally consistent with organizational goals and, likewise, compatible with the individual's own interests. Titles alone will not create professionals; professionalization is only obtained through reflecting certain positive attitudes and behavioral patterns. College credits or mandated training hours are not enough -- they are merely the means to greater skill and understanding.

4. FINDINGS AND CONCLUSIONS

In recent years, much academic attention has been devoted to the generalist-specialist dichotomy, career development training, education as a prerequisite to employment, efforts at job enrichment (e.g., teams), and equity in selection and promotion through the traditional military model. Unfortunately, such discussions have resulted in very little in the way of field experimentation. Often, any changes that do occur are changes in titles, to a lesser extent changes in process, and virtually never changes in conceptual orientation.

Career development is not a collection of dramatic programs. It is a managerial philosophy that stresses the value and growth of the individual. The real potential can only be achieved when each of the facets and steps interrelate and interrelate with the others. In this setting, the Orlando Police Department has already asked itself initial questions having to do with morale, turnover, community relationships, public support, delivery of services, and manpower utilization and satisfaction. The early responses are clearly favorable and promising.

The following conditions, all of which are essential to realistic career planning and meaningful performance evaluations, pertain to the Orlando Police Department:

- Strong and continuing management support.
- Relatively less resistance to change, due to the above-average educational thrust in the Department.
- Receptivity to experimental activities.
- Close ties with several institutions of higher education.
- State-mandated in-service and basic training programs that seem to be subscribed to on a very serious basis.
- Availability of a pay plan for training and educational achievement.

On the negative side, perhaps the weakest link observed during the technical assistance visit was in the Personnel and Training Unit. With regard to its potential to guide, direct, supervise, and even stimulate a career development plan, there are some serious questions and reservations. For one thing, the personnel matter itself seems largely to be viewed as a bookkeeping and record-maintenance function.

Applicants are interviewed by this unit but, beyond that critical role, little seems to occur that could be deemed as conducive to a strong impact in the direction of continuing or maintaining the retention. The indicated training action takes only limited responsibility for the total training system, as evidenced by the dependence of the training officer to engage in the team building efforts being developed at the present time. Field officers (teachers) do not experience a total training program that, advice and input from the field is limited, since it is solicited through a committee in which rank may take its toll. There is a tendency to sidestep in the time spent consulting, rather than to actively engage in the outside training opportunities. To the highest standards, there is an indication of development in terms of building confidence among members, the training officer is not fully knowledgeable of the plans, needs, or content. While a passing state might give higher priority to the entire police department in terms of meeting state standards on availability of basic and more intensive courses, a closer look is suggested, with a raise in standards of quality, safety, and supervision, considering the such a large percentage of officers have a college background and therefore greater aptitudes and expectations for learning.



5. RECOMMENDATIONS

5.1 General and Specific

The onsite analysis in Orlando has raised deep-seated questions that need early -- if not immediate -- consideration prior to making any final decisions. Before other implementation recommendations can be followed, the Orlando Police Department -- especially its chief, planning director, and personnel director -- must more fully determine:

- o Career development costs (real dollars and manpower), with phased steps.
- o Real costs of operating the patrol organization without any alteration of positions (i.e., turn over, job frustrations).
- o Reactions from City Hall, other agencies, other City department heads, and civil service, as well as any accompanying political ramifications.
- o Organizational constraints to be faced (i.e., among those committed to traditional slots and ranks).
- o Potential for horizontal and vertical mobility.
- o Ability and willingness of the organization to create the necessary new programs and activities that career development demands.
- o Capability to provide innovative training experiences in order to enhance jobs and rotation.
- o Potential for new roles for the personnel office in order to augment the process, take charge of new procedures that will occur, and keep definitive records of all personnel.

The cursory analysis of the Orlando situation leads the consultant to some proposed informational needs that may in reality form the basis for any later undertaking, whether under the auspices of a developmental grant (as was obtained for the career development units in existence at both the St. Louis Police Department and Los Angeles Sheriff's Department) or through existing funds. These informational needs can be identified as follows:

- Present personnel flow and utilization within the organization,
- Career choices and various assignments as they now exist,
- The base upon which a career program can actually build,
- Future jobs and desirable alterations in existing functions,

When this information has been obtained, the Department should begin to:

- Chart specific paths and identify jobs to be reorganized or created.
- Plan for dealing with impediments and opposition.
- Prepare periodic evaluation reviews to ensure equality and objectivity in personnel movements.
- Initiate training revisions to accommodate required learning, which will facilitate alternative choices of jobs.

Naturally, the development and implementation of such a process demands the highest level of management support and considerable effort and resources in testing, evaluating, career counseling, training, and rewarding of patrol officers. If short-circuits occur, or the rewards prove less than meaningful, or traditional rank positions interfere with the integrity of the plan, then the system is no improvement over current practice.

Whatever details of programming are worked out in the Department, the structured learning process following entry through the various career paths must continue. To the extent that it can be self-paced, the better the organization. Each officer should be able to influence his or her own career choice at several different points in the career path, depending upon age, educational attainment, or whatever factors are important to the individual.

In this regard, interviews with proper formats must be created and assimilated so that pertinent data and factual information can be recorded into the personnel files. Questionnaires on career goals and individual expectations are needed and, gradually, these results should be incorporated into the individual's personnel files, with a system for tracing career paths and informing officers of their particular

circumstances in relation to openings and realistic choices. Since few officers enter an agency with clearly defined occupational goals, the need for counseling -- and very meaningful counseling at that -- is imperative. Not only will they need job counseling, they will desperately need an outline of procedures to follow to get the next assignment; logically, this will involve additional training, varied education and, ideally, a demonstration of proficiency at the current job, as well as potential capability to perform at the aspired-to level. Such research is missing for the most part in police personnel development. Thus, it is important that the Orlando Police Department document its experience as it progresses in this area, particularly as the behavioral performance criteria for evaluation begin to surface and are used. Industry has had experience with such matters, but these related activities would need translation before being applicable to the public sector. Nonetheless, someone might want to incorporate nearby industrial resources as advisors on techniques and methods utilized to accomplish job satisfaction and employee rewards. Educational consultants from Florida Technological University or Rollins College are another initial solution to the need for objective assessors of performance. The necessary form(s) should be prepared by persons trained in such behavioral science disciplines who are near enough to the organization to become knowledgeable about its strengths and weaknesses. Also, a control group will be needed to ensure long-term validity, supervisors will need training in using any instrument, and other immediate factors necessitate that such services be obtained from someone close at hand.

Another survey instrument that may be needed will address the attitudes of the local community toward the Police Department. It is difficult to change functions and duties of the agency without some knowledge of citizen perceptions; it is even more challenging to alter these tasks and functions on the part of some of the personnel until there is an awareness -- and even acceptance -- of these pending alterations on the part of the community. Since there is rarely only one "community", this task is not so simplistic as asking citizen perceptions via television newscaster polls or direct inquiry of police officers. A valid, reliable, and objective survey is needed, because limited experience suggests that the difficulties in obtaining citizen concurrence with changing roles and newly defined functions are not merely a matter of a press release. To cite the extreme, if citizen perception is that all police officers do is "write traffic tickets and arrest drunks," improved pay scales that reflect areas of proficiency and competency can anticipate a hard fight at city hall. Likewise, departmental fears must be overcome -- if the police sergeants' wives are going to oppose the patrol officer being assigned to intensive investigations of crimes against person, obtaining higher pay than the sergeants in the process, there is an organizational and community potential for serious opposition to the ultimate plan.

Another specific item that could be initiated, even under the Department's own immediate resources, is a job/position specifications catalogue. This amounts to a comprehensive document including all critical data about each particular position and focusing very precisely on projected needs, demands, tasks to be performed, and salary to accompany the role. This undertaking can be costly in terms of updating without some computer assistance, but certainly makes counseling more valuable. It helps match up the organization with the individuals within it, and there would seem to be no substitute for such a device. If the City could provide a personal history and officer profile, present, this would be the ideal. But without the specification cataloging strengths and weaknesses, occupational standards, and the like, there is little to work with. It is because of this complexity that the Consultant during his onsite visit advised the Department not to eliminate its present positions of cadet or specialist. Both are legitimate to the cataloging task, and both are legitimate in terms of overall career planning. To eliminate them may well result in a later determination to retain but alter them and, in the meantime, they would be nonexistent.

Another early strategy that could be taken on the part of the Orlando Police Department might be to approach the local school officials with a request for a full-time professional counselor to be assigned to the department. With the number of officers currently assigned to the schools, this trade-off should not seem unwarranted. The counselor could take on the cataloging of tasks and jobs, the advising and counseling of officers in relation to occupational goals, some objective assessments of individual potential for the more than 600 employees, and provide service on the board, or whatever administrative process is devised, for recommending new assignments and personnel shifts.

Through this two-fold approach, the catalogue could serve as a placement manual and, ultimately, a program plan, with the counselor serving as interpreter of linkages between the organizational need, available opportunities, and the individual. Since attention to young persons with law enforcement career interests is vital, the counselor must also be involved in cadet/explorer programs and be instrumental in the Department's consideration of lowering the police entry age. A point to remember in searching for assistance with job descriptions is that the local office of the U.S. Civil Service Commission has persons familiar with the task generically and likely willing to assist in the technical aspects of this matter.

Another necessary person is a budget analyst, either funded by a potential grant or assigned from the City personnel office, to ascertain real-dollar costs of the alternative plans for any career development program. The costs can become greater than initially

predicted if the program attains wide staff acceptability and as it expands. This seems inevitable, because a good program will appeal to an ever-increasing number of employees, and departmental acclimation and success cases will demonstrate its effectiveness. To be cost-effective, the expansion and extension of some roles will necessitate the reduction and removal of certain tasks from existing positions. This can only be analyzed fiscally by a trained budget analyst who specializes in personnel matters. It is also the only way to offset what could become spiraling salary costs, if the career plan merely entails additions of officers and no alterations of duties, competencies, proficiencies, and organizational worth.

Recent attempts at job enrichment, such as team policing (which is set to be initiated in February 1977 in Orlando), have experimented the matter of organizational responsibility for individual self-development. Since Orlando is moving into this policing strategy, now is the time to reassess the concept of master police officer/agent and consider extending the team officer role by experimenting in the selected sector. New and different functions are appropriate to the team personnel and, from this activity, Orlando could produce the defined duties of its master officer. A visit by appropriate Orlando Police Department personnel to the Baltimore, Maryland, City Police Department was strongly urged by the Consultant, since that agency has operated a college-graduate agent program for several years and reports some success in redefining the role of police officers who attain that status. Orlando might initiate some 20 or so master officers as a realistic beginning and could establish a board to review applicants relative to academic and training credentials, demonstrated proficiency as patrol officers, and potential as measured by peers, supervisors, and the candidates themselves. Currently, Major E. L. Smith of the Field Operations Bureau has requested individual officers to set goals and objectives for the coming year. This step is crucial to team policing and management by objectives. Those attaining the most quantifiable and measurable objectives, using the most appropriate strategies for performing their tasks, and those with the best demonstrated ability to prioritize objectives, as determined by formal scoring, might be assigned to the new master police officer positions on an initial trial basis. Orlando could introduce this role into the community in that method and gradually expand the title as team policing is widened throughout the city. Retention and expansion of such an assignment would ultimately be based upon performance, as related to stated and agreed-upon objectives and planned strategies and techniques for achievement. This approach lays the groundwork for a career development plan and serves as a rather-immediate reward for some limited number of exceptional officers within the team. Obviously, the better strategist and the analytical officer becomes the intrinsic reward.

A further recommendation along this line might embody the titles of police officers I and II, specialist, and agent I and II, in addition to manager I, II, and III. In all cases, patrol officers are cycled through in-service training programs designed in modular format for specific learning experiences. The rotations are spaced at intervals, (e.g., 6 months or a year), the officer moves to a specialty-technician level. After service as a specialty-technician in several categories, he or she is moved at his or her own choice back into an assessment center for screening and on to the specialist-advanced level, or back into patrol as an agent. Always, the opportunity exists for manager status, perhaps in terms of a program, project, or temporary duty. Details, of course, must be worked out, but this concept can be developed in several different ways, depending upon its suitability to the incumbent personnel. The critical ingredient is always cycling the officer back through the learning process associated with the specialty using the assessment center to screen and recommend, and maintaining the highest degree of priority of talent in the patrol unit. Paths in the specialty level can include many of the traditional assignments (such as evidence technician) but can also explore a wide variety of other community needs such as crime prevention, school liaison, hazard intervention, and specific safety duties. Later technical competence is rewarded by the greater responsibilities of the specialist-advanced position or the move to agent. New roles may address pollution, consumer fraud, environmental risks, regulatory and administrative controls, community ombudsman, and the like. Each of the options, after the pro, or learning module has been completed, involves pay differential; and each of the options can be continued if the work assignment is to the officer's liking, or she or he could be rotated back through the assessment center to allow for a new move into another track. The consultant has not attempted to define the roles more precisely, for to do so would be either hypothetical for the City or presupposes on the part of a brief technical assistance study. This system has the advantages of being capable of close monitoring, removal of an individual from an assignment and retraining, voluntary changing of measures to allow personnel to compensate for weaknesses, or movement back to a training module when performance is unsatisfactory. Nevertheless, the system involves continuous challenges in the form of new duties, with the bulk of work citizen- and crime-related through the various career operational tracks.

In summary, while no career system will solve all of the dilemmas of the criminal justice system -- of the Orlando Police Department in particular -- policing is clearly overdue for the establishment of alternatives that are compatible with the recent trends in management, personnel utilization, accountability, and productivity.

5.2 Additional Findings

The following items and specific products were provided to the Orlando Police Department by the Consultant or were recommended during various discussions:

- e. Leidy-Pan Study (a performance evaluation system study from IMA that lists behavior scales).
- e. Patrol Enhancement Programs (includes a list of departments involved in this project).
- e. Ex-facts from Patrol Emphasis Program (Norfolk, Virginia).
- e. Collected to appear in an IMA manual on the Integrated Criminal Apprehension Program.
- e. IMA Series (regarding the performance evaluation system described in the above publication, Police Selection and Career Assessment).
- e. Specific personnel contacts, by name, for the Baltimore City Police Department (Police Training program).

A recommendation was also made for the Department to obtain a behavior expert team with experience in evaluation, design, and testing of job and job analysis, at the American Institutes for Research in Washington, D. C.

The following items were not provided by the Consultant, but it was suggested that they be obtained by the Department:

- e. Career Development for Law Enforcement (a July, 1973 IMA publication reporting work conducted by the Los Angeles Sheriff's Department).
- e. Career Ladder Study for the Portsmouth, Virginia, Police Department, by James and Marc, Social Development Corporation, Hartford, CO: 1970, (COMS 35512).

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