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**THE USE OF PART-TIME SWORN POLICE PERSONNEL
AND THE IMPACT ON RECRUITING
AND RETENTION**

by

**THOMAS A. FROST
COMMAND COLLEGE CLASS 11
PEACE OFFICERS STANDARDS AND TRAINING (POST)**

**SACRAMENTO, CALIFORNIA
1990**

11-0204

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

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

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

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

PART ONE - DEFINING THE FUTURE

WILL THE USE OF PART-TIME POLICE OFFICERS HAVE AN IMPACT ON CALIFORNIA LAW ENFORCEMENT RECRUITING AND RETENTION BY THE YEAR 2000?

PART TWO - STRATEGIC PLANNING

A MODEL PLAN FOR A MEDIUM SIZE LAW ENFORCEMENT AGENCY IN GENERAL AND THE FRESNO, CALIFORNIA POLICE DEPARTMENT, IN PARTICULAR.

PART THREE - TRANSITION MANAGEMENT

A DESCRIPTION OF A MANAGEMENT STRUCTURE AND COMMITMENT PLAN FOR TRANSITION INTO THE USE OF PART-TIME POLICE OFFICERS.

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Abstract

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ABSTRACT

The study consists of three parts: a futures study on employing part-time officers and the impact on recruiting and retention by the year 2000; a model strategic plan; and the transition management plan for the police department, Fresno, California. The study is of interest to law enforcement executives dealing with recruiting and retention. Five trends will increase by 2000: qualified candidates, retention rate, qualified women candidates, retention of women and retention of older officers. High probability events impacting the use of part-time officers are: inflation, affirmative action, health insurance, day-care, and changes in political offices. Recommendations emphasize a flexible work environment for police officers. The model strategic plan includes generic components and operational planning steps. The transition plan presents a management structure for transition. Demographic data, non-extrapolative forecasting results; tables and graphs in text; instruments and graphics in appendixes, references, and bibliography.

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Executive Summary

PART ONE - DEFINING THE FUTURE

This study examines the use of part-time police officers and how they will impact upon law enforcement's ability to successfully recruit and retain police officers. Demographics indicate California will experience a continuing increase in population. Some projections reveal the addition of nine million people to the state over the next twenty years. The demand for law enforcement personnel will continue to escalate with this population increase. At the same time, the median retirement age is dropping. The availability of workers in the eighteen to twenty-four year old group, the group that law enforcement hires from, will also continue to decline through 1995.

A group of ten people were brought together who are considered knowledgeable in the issue area. The nominal group technique (NGT) was utilized to develop data for this study. The panel forecast the following five trends:

1. Percentage of qualified candidates in police officer applicant pool
2. Retention rate of police officers
3. Percentage of women candidates in police officer applicant pool
4. Retention rate of women police officers
5. Retention rate of older police officers

The panel forecast positive increases in all these trends, with those impacting women being the most dramatic.

The panel also developed significant events that could impact the issue area. The two events that were seen to be the most critical to the implementation of part-time positions were viewed as (1) significant inflation and (2) mandated health insurance coverage.

These trends and events were then evaluated, and the most desirable future for purposes of strategic planning and transition management was developed.

PART TWO - STRATEGIC PLANNING

The model organization studied for the purpose of strategic planning development was the Fresno Police Department. An organizational analysis of this agency was conducted to determine weaknesses, opportunities, threats, and strengths in regards to the issue area. A panel then developed two policies which were determined to be both desirable and feasible. They were:

1. An extended career program through the use of part-time employment
2. A retiree part-time employment job pool

These two policies were then subjected to operational planning to determine the steps involved in order to implement part-time positions. Finally, this part of the research outlines the negotiating strategies needed to develop acceptance of the policies by key stakeholders.

PART THREE - TRANSITION MANAGEMENT

This portion of the study examined the critical mass needed to make the strategic plan happen. The readiness, capability, and commitment of the critical mass was analyzed to determine who must be moved to new levels of commitment. One significant area of concern developed over the commitment of the Police Officers Association. This was dealt with through the structure of the committee implementing part-time positions.

These are individuals who actually carry out the transition plan. The committee structure was one representing constituencies who are impacted by the issue question.

CONCLUSION

The study clearly showed that part-time positions will be demanded and will exist in the law enforcement workplace of the future. It is the challenge of the law enforcement executive to cultivate and manage the demand for such positions to enhance the staffing levels of law enforcement organizations.

EPIGRAPH

"Change, not habit, is what gets most of us down.
Habit is the stabilizer of human society,
change accounts for its progress."

William Feather

FORWARD

From time to time, those of us in management recognize unique leadership prospects in a person who we feel has the vision and foresight to guide an organization into the twenty-first century. I have had the pleasure to observe the development of these traits within our organization, the Fresno Police Department, in a number of young men and women, all of whom fit this description, all of whom are many years my junior.

One of the more promising of these future leaders is the author of this project, Lieutenant Tom Frost. In each position held, he has demonstrated confidence, from his entry as a police cadet through officer, specialist, sergeant, and now as a lieutenant. The dedication he has always shown to the department and to the community reflects his personal style and career development. His acceptance of the challenges offered by attendance at the Command College is indicative of his willingness to confront compelling issues head-on, his style and his ability. We have discussed his progress and the issues that confront a not-so-popular issue such as the topic of this paper, "The Use of Part-Time Sworn Police Personnel." These issues include bucking traditional values, developing and promoting a change in the mental attitude of management, and acceptance by full-time workers of part-time employees who have the same benefits.

Today's leaders, and those who will follow in the years ahead, must have the vision to see new ways to address significant issues. I am very confident that Tom Frost is worthy of the distinction of being known as one of the new breed - - one who is willing and able to look beyond.

I wish him the very best in the future. Knowing that individuals such as Tom are willing and able to dedicate themselves to the future will allow for greater growth and prosperity for everyone.

Lt. Ron Passmore
Fresno Police Department

PREFACE

To know where you are going is a fundamental function of the average person. Whether it be to the store or a look at a possible future through research they serve the same purpose. For that reason this research was undertaken: The quest to know where one is going.

This project culminates two years of intense learning and a changing of my personal attitude. I have grown immensely, but this would not have been possible without the support of a number of people whom I owe a great deal of thanks. First of all to my wife, Betty, as she has always supported my endeavors.

I am also indebted to Joyce Quiroz for making this manuscript look so good and for suffering through the endless revisions. And also to Nina Jacobs who has the courage to attempt implementation of a job-share program in the Fresno Police Department against formidable odds. Forging ahead of the crowd is not an easy thing to do.

Finally, a special thanks to Ron Passmore, for his encouragement to attend the Command College and for a Forward that I will strive to live up to, "in the future."

Thomas Frost

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INTRODUCTION

This study will focus on the projected difficulties law enforcement will experience with recruiting and retention of police officers in the nineties. As this personnel issue has become a major problem for the law enforcement executive, this study will focus on future solutions. Specifically, can the demand for worker flexibility in the workplace be cultivated to fill law enforcement's demand for personnel? Although high technology has impacted some employment situations, the labor intensive nature of law enforcement and need for human interaction will result in a continuing demand for law enforcement officers through the nineties.

The first part of this study will entail a process of defining the future. The process will review the history of the labor market, current trends in that market, and projections of what will be occurring in specific areas of the law enforcement labor market over the next ten years.

A group of trends was reviewed dealing specifically with recruiting and retention. A group of experts on the issue area were brought together to forecast how the use of part-time positions will impact law enforcement staffing in general, and specifically impact women and older workers. The group also developed a list of significant events that could occur and have a dramatic impact on the issue question.

To conclude the first part of the study, three data base scenarios of the future are presented. The first one presents a future where no intervening policies are developed and we basically continue down the same road. The second scenario deals with a turbulent future where a combination of events presented by the group of experts are interwoven to present a catastrophic future for law enforcement. The third scenario deals with

the future as we would like it to be, where the necessary policies are set in place to mold the "desired and attainable" future state.

Part two of this study presents a plan or method for obtaining the desired future. This involves taking an indepth look at the implications of part-time police officer positions and strategically managing those implications. To carry out this plan, a model was established in which to continue the study. This allowed for an actual police department to be the focus of the strategic management plan. The plan is also a framework for any law enforcement agency dealing with the issue of part-time positions.

Also contained in this portion of the research was an evaluation of the strengths and weaknesses of the model organization. This evaluation reveals what areas to avoid or modify that are potential pitfalls and what areas to build upon. This portion of the research also identifies stakeholders or those people who are impacted by the changes proposed. Many an otherwise fine plan has failed when the manager has not considered those who are most impacted by his decisions. This portion of the research is one of the most important aspects of the overall project. Part two concludes by proposing two policies for implementation. The policies were determined to be both practical as well as feasible, by a group of experts. The polices were then subjected to operational planning or a series of steps that have to occur for the transition to part-time positions. Finally, this section concludes with a look at the strategies needed for winning over key stakeholders.

Part three will closely examine the transition stage of the proposed policies. The stakeholders are reduced to a small group considered the "critical mass" or those people or groups who can actually make the proposed policies happen. The critical mass is then analyzed to ensure their readiness, capability, and commitment for change is at or will move to the desired level. Finally, a structure of who will actually accomplish

the change is established. These individuals will take the policy direction of the critical mass and actually do the hands-on work to make it happen.

The final phase of this study consists of conclusions, recommendations, and personal reflection. The conclusion will review the key points of the study and ensure all issue and sub-issue questions are answered. The future policy implications that surfaced during this study will also be provided. These future implications are presented as potential sources for further futures research.

Finally, the study will conclude with a personal commentary. As this study was concluding, the "future state" involving the use of part-time police officers began to develop in the Fresno Police Department. This development demonstrates that if law enforcement leaders do not mold the future they risk having turbulent circumstances define their future.

PART ONE

DEFINING THE FUTURE

WILL THE USE OF PART-TIME POLICE OFFICERS IMPACT RECRUITING AND RETENTION?

The purpose of this section is to point the way for the law enforcement executive in regards to a particular policy issue. Although the title, "Defining the Future", sounds ominous it is really quite simple and is a process we have all utilized. It is a process of determining where we are, where we may be going, and the desired state or where we would like to be. Again, it sounds ominous, however, in our daily lives we are continually going through a logical process to create an outcome or desired "future state."

THE ISSUE

An analysis of the issues challenging law enforcement in the nineties reveals significant human resource difficulties. Although the difficulty of acquiring sufficient police officers to staff law enforcement agencies developed in the eighties, demographic trends indicate this situation will become acute in the nineties. The issue question is whether the use of part-time police officers will impact recruiting and retention. Sub-issues were developed through the use of a futures wheel and those sub-issues were used to control the scope of the study. (A futures wheel is a brainstorming method used to develop sub-issues related to the primary issue question.)

One driving force which led to defining the issue question was the assumption that law enforcement will remain a labor intensive business throughout the nineties. Although some law enforcement jobs may be

eliminated through technology, the research period, through the year 2000, will find a continuing demand and need for human resources.

The following sub-issues were accepted for study:

Will the use of part-time sworn police officer positions enhance law enforcement's ability to recruit and retain qualified personnel?

Will the use of part-time sworn police officer positions enhance the recruiting and retention of women in law enforcement?

Will the use of part-time sworn police officer positions enhance the retention of the older worker?

As this study must be limited in scope due to time and economics, this research will not deal with part-time positions as they might impact the Commission on Peace Officer Standards and Training, fringe benefits, organizational loyalty, or specific ethnic classes of police candidates. These sub-issues may be considered in the strategic or transition planning areas of this research where appropriate.

To conclude, the issue area is quite specific; if law enforcement offered part-time positions, would it help or hinder the profession. This is not to be considered a part-time seasonal position, but a continuing employment position with a municipal or county law enforcement agency. Furthermore, would a demand for such positions exist, and if so, is the part-time worker an overlooked resource? The questions are many but with a clear understanding of the issue area we might chance a look at our future.

Operational Definitions

As any study develops "jargon" specific to the topic a few key definitions will be explained here;

Part-Time. Is defined as less than the current, traditional forty hour work week utilized for most sworn law enforcement officers.

Sworn Police Officer. A police officer holding a POST certificate performing the full range of law enforcement duties in a municipal police or sheriff's department. This is a department providing twenty-four-hour-a-day, seven-day-a-week police services.

Recruiting. The ability of a police organization to attract qualified police officer candidates without extreme difficulty or cost.

Retention. The ability of a police organization to retain the services of qualified police personnel.

Contingent work force. Labor that is available for service at a particular place and time. Includes but is not limited to work arrangements such as part-time, job-share, and flex-time.

As a futures study utilizes terms that may not be familiar, some of the concepts will be explained as they are utilized.

METHODOLOGY

Futures research is a series of steps that when taken in conjunction with one another should give a clear overall direction or path to take on a particular policy issue. These steps involve a comprehensive scanning of the environment and the subsequent interpretation of the data gathered. This portion of the project involves a research of the literature, interviews of specific individuals, development of trends and events by a panel of experts, and the forecasting of those trends and events. The trends and events were also subjected to a cross-impact analysis. Finally, an exploratory, normative, and hypothetical scenario were developed. The desired scenario was then carried forward for purposes of strategic planning and transition management in the latter phases of the study.

THE LITERATURE

A review of the literature on the utilization of part-time personnel must include both private and public sector employment situations. This review will, by necessity, look at the history of available human resources and what the future holds for these resources. As any competent manager who is responsible for hiring entry level personnel knows, there is currently an obvious shortage of workers.

Human Resources - Past and Present

The current labor shortages in the United States can be attributed to many factors. One frequently cited reason is the infamous baby boom. The increase in the birthrate after World War II created an abundance of people eighteen to twenty-four years old needed for hiring. However, this has changed in recent years as the baby boomers have moved out of these age groups. In 1980, 29.7 million eighteen to twenty-four year olds entered the work force. The last of the baby boomers turns twenty-five years old this year, resulting in a projection of only 22.7 million eighteen to twenty-four year olds entering the work force in 1995 (1). The declining number of entry level personnel will continue to have a significant impact on the labor market.

There are various projections as to the availability of workers in the nineties. Some projections indicate the number of persons joining the labor force in the nineties will remain constant (2). However, more projections than not forecast difficulties. When looking at a particular age group it is also projected that Americans turning twenty will drop to a low of only 3.3 million in 1995. This is a significant drop from 1980 when 4.4 million Americans reached the age of twenty (3). This is all against a backdrop of a swelling California population which will grow by 9 million people by the year 2010 (4); all of whom will be demanding services.

A second factor affecting the labor force is the loss of the older worker. Those workers over fifty-five are leaving the work force in record numbers. In 1930, 45 percent of the work force population over fifty-five years of age held jobs compared to only 32 percent in 1989 (5). Workers are also retiring at an earlier age. The median retirement age for men has fallen from sixty-five in 1963 to sixty-two in 1989 (6). Those are not the only two factors affecting the availability of workers.

Demands for increased flexibility in the work environment also exist throughout the work force.

This demand for flexibility in the work environment is not new to the private sector, however, it is definitely not the norm in the rigid structure of police organizations which usually schedule personnel to work a standard forty-hour workweek. The demand toward more flexibility developed in the seventies and continued to increase through the eighties. Paul Rupert, Deputy Director of New Ways to Work, San Francisco, testified before a US Congress House Subcommittee in 1988 on the increasing demand for flexibility in the work environment. Rupert pointed out that various types of work arrangements are being demanded by employees. Such arrangements as job-share, part-time, and flex-time result in better morale, lower absentee rates, and long term retention of valued employees (7). Entities such as Hewlett-Packard, Wells Fargo Bank, Levi Strauss, and Pac Bell have either implemented or experimented with flexible work environments. Furthermore, this flexibility has not hampered the growth of these companies (8).

There are a combination of factors, from baby boomers aging to earlier retirements, impacting law enforcement's ability to fill its ranks, not to mention a new generation of workers who demand a flexible work situation. This is all coupled with the fact that law enforcement, specifically field services, is considered a young person's occupation. Those young people are the very resource that law enforcement depends upon to conduct its daily business (9).

Human Resources - Where to Look

Law enforcement obviously is not alone in its need to hire young people. In a poll conducted last year by Business Month, chief executives in the business community were questioned regarding their concerns on human resources. When asked what single issue or problem concerned them the

most as they enter the nineties, 86 percent indicated the quantity and quality of the work force was the number one threat to business. The primary concern voiced by chief executives was finding competent entry level personnel (10).

However, as both the private and public sectors search for human resources, we must first focus on whether those chief executives are part of the problem or part of the solution. How good a job have chief executives done on managing the current work force? Let us look at baby boomers and see how they are being treated by chief executives on an issue such as maternity. Felice Swartz, in a Harvard Business Review article, made the following observations of the maternity issue. Swartz is founder and president of Catalyst, an organization that works with corporations to develop leadership in women. A close-up look at the real impact of maternity leave tells two stories. First, one-half of women going on maternity leave return late or not at all. This could suggest that women are not finding the needed flexibility to return to the work place at a slower pace or part-time. The second concern of the chief executive is how maternity leave disrupts the workplace. However, examining the actual impact does not support such concerns.

Suppose one male and one female worker entered the work force at twenty-two years of age and work until age sixty-five. They will have each worked forty-three years. Now let's assume a woman takes up to five years of leave for the birth of children. The result is that the male would have worked forty-three years versus the female's thirty-eight, not a dramatic difference (11).

One possible work arrangement to lessen the impact of maternity leave would be to entice the employee back to the work place through part-time or job-share arrangements. Schwartz commented further on this job situation in the Harvard Business Review article. Schwartz stated, "...shared employment is the most promising and will be the most wide-

spread form of flexible scheduling in the future. It is feasible at every level of the corporation except at the pinnacle, for both the short and the long term. It involves two people taking responsibility for one job." (12).

However, what is happening specifically in the law enforcement field is that the demand for police officers continues to escalate. For example, the June 1990 issue of PORAC News (Peace Officers Research Association of California), a labor newspaper, revealed twenty-one advertisements by various law enforcement agencies seeking both entry level and lateral police officers (13). The same issue quotes a Los Angeles police recruiter on the percentage of applicants that are eventually hired; 6 percent! (14). In the 1990 third quarter issue of POST Scripts (Commission on Police Officer Standards and Training), a quarterly informational bulletin to law enforcement, there was a listing of 107 agencies seeking employees (15). It is obvious from a review of law enforcement related news items that the business is struggling to fill its ranks. This need for new employees coorelates to the aforementioned changes in the overall demographics of the work force.

The Next Decade

An immediate task is to identify the source of our human resources in the nineties. The chief executive of this decade must value diversity, since it is estimated that 80 percent of the workers in the nineties will be women, minorities, and immigrants (16). The part-time or contingent work force is another source of human resources in this decade. It is estimated that 25 percent of the work force actually work part-time (17). In addition, it is estimated that two-thirds of part-time workers are women (18) and 81 percent of the entire contingent work force prefer part-time work (19). This is a clear indication of a demand for increased flexibility in the workplace.

A considerable amount of experimentation is already occurring in the private sector in the area of part-time employment. Deloitte Haskins and Sells, a Big Eight accounting firm in Boston, recently modified their approach to part-time work. The company now allows employees to change from full-time to part-time work twice during their careers (20). The Boston Company, a financial concern, has also looked at revamping the way they structure employee work hours. They not only allow part-time work among clerical staff, but now have thirty to forty professional staffers working part-time. The Boston company is also experimenting with job-share (21).

The human resources director for the Boston Company, Richard Kennedy, commented in a Business Month article on part-time positions in the work force of the nineties: "The idea that women are now in the work force to stay is no longer new...the next revolution will be that men are no longer sure they want to spend full-time in the work force" (22). It is clear from reviewing articles on the issue question that the private sector is in the midst of redefining the structure of employment.

Although the focus of this research is the part-time position, the common theme running through the literature is also a renewed respect for the employee. One of the most innovative employment arrangements discovered was the Wells Fargo "personal growth leave." This allows employees with over ten years with the firm to take up to a three month paid sabbatical to pursue the project of their choice (23). Again, the value of the employee and retaining that employee has become a priority.

Can we afford to allow the older worker to simply retire? The answer was observed repeatedly in the literature. Not only is simply retiring a brutal psychological blow (24) to the employee, it will not help the private or public sector maintain a work force. The Travelier's Company maintains a "retiree job bank" which helps former employees return to part-time

positions. Once this was established in 1981 the demand for retirees soon outstripped the supply (25).

One of the most innovative programs for the older worker involved Varian, a high-tech company. Not only do they allow employees over fifty-five to work a twenty to thirty hour week with proportional benefits, but senior executives may step down from high pressure management positions to less stressful positions. The Varian Company refers to these concepts as their "retirement transition program" (26). Again, the Varian Company values their employees and furthermore, they show it.

To explore what in the nature of part-time employment or job-share was occurring in the law enforcement field, the POST library was first consulted. A literature search on the topic of part-time/job-share revealed no specific programs of this nature involving law enforcement. A review of the literature demonstrated that this is not a new concept to the private sector, but has seen little or no use in law enforcement.

To confirm that the issue truly had a futures focus for law enforcement, Michael DiMiceli, Chief of POST management consulting was interviewed. Chief DiMiceli indicated the East Bay Regional Park District uses seasonal, part-time personnel. However, he indicated that to his knowledge no general service law enforcement agency in the State of California uses part-time positions. He further stated that POST regulations under PC 830.1 referred to regularly employed police officers. DiMiceli also indicated that training would be of concern to maintain POST certification (27). (Current POST administrative regulations require a peace officer to work at least eighty-seven hours per month.)

It is obvious from reviewing the related literature that a lot has been written about the recruiting and retention difficulties in the law enforcement field. Furthermore, it is obvious that the need for innovation to address these difficulties has been slow to develop. It is time for law

enforcement to look at the contingent work force with the idea that recruiting opportunities will be found.

The literature demonstrated two distinct occurrences in the work force. First, there is an underutilized contingent work force that is untapped consisting of those individuals wishing to work part-time. Within this group there are various segments, however, women appear to be the most readily employable. These are individuals who are not currently in the law enforcement work force, but with a part-time opportunity might consider the occupation.

The second occurrence was a demand for part-time work by those already in the work force. This trend of more part-time workers is obvious in the private sector, particularly with women and older workers. The research showed that mainstream male workers may eventually also be interested in part-time positions.

The time for innovation has arrived, before the infamous baby boomers become a personnel time bomb for the chief executive.

THE FORECASTING PROCESS

A group of ten subject matter experts were convened for the nominal group technique (NGT) and forecasting process. The group was first provided with the issue question:

Will the use of part-time police officers have an impact on California law enforcement recruiting and retention by the year 2000?

The panel of experts was provided with the following five trends:

1. Percentage of all qualified police candidates in police officer applicant pool

2. Retention rate of all police officers
3. Percentage of qualified women candidates in police officer applicant pool
4. Retention rate of women police officers
5. Retention rate of older police officers

These five trends were developed on the basis of the literature review, and allows us to develop a broad then narrow look at the issue. The literature had a reoccurring theme of dealing with flexibility in general and specifically as it relates to women and older workers. Through the NGT process, the panel developed the five most significant events that, in their opinion, could seriously impact the issue question. They were as follows:

1. Serious inflation (determined by the panel to be 10 percent or more)
2. Affirmative action or courts mandating part-time positions for police officers
3. Health insurance mandated for all employees by Congress at employer expense
4. Day-care mandated by State Legislature at employer expense
5. Major change in numerous high state political offices

Trend Evaluation

The panel was then asked to forecast the level of the trends over the span of the study period. The panel was specifically asked to forecast the trend in the nominal or will-be mode reflecting conditions if no intervening policies are employed, and in the normative or should-be mode for conditions reflecting positive intervening strategies. Table One reflects the group median values for all five trends.

TABLE ONE
Trend Evaluation

Trend #	Trend Statement	Level of the Trend			
		5 years ago	Today	5 years from now	10 years from now
T-1	Qualified Candidates Applicant Pool	150	100	85 138	95 150
T-2	Retention Rate All Police Officers	120	100	85 118	78 140
T-3	Qualified Women Candidates	78	100	115 150	130 200
T-4	Retention Rate Women Officers	63	100	100 150	95 175
T-5	Retention Rate Older Officers	105	100	103 125	95 140

** PANEL MEDIANS N=10

*FIVE YEARS FROM NOW	*TEN YEARS FROM NOW
"WILL BE "	"WILL BE"
"SHOULD BE "	" SHOULD BE"

Trend One Evaluation. The panel projected a continued decline of qualified police candidates over the next five years. Although they projected a slight recovery ten years from now, or by the year 2000, the candidate pool remains dismal from just five years ago. The summer, 1990 issue of Postscripts reflects the continuing struggle for a large number of law

enforcement agencies hiring both entry level and lateral police personnel (28). However, with the appropriate intervening policies utilizing part-time employees, the panel projected that the trend level would at least return to the level of five years ago. (These trend levels are displayed graphically in Appendix D.)

Trend Two Evaluation. The panel then dealt with the forecasting of retention rates. This trend looked at all sworn police officer ranks. The key here is to retain the services of qualified officers once they have been obtained. The panel projected a retention rate of only 78 percent of today's rate by the year 2000. However, the panel felt intervening policies would definitely benefit both women and the older worker, and would result in a significant (40 percent) increase in the retention rate. The panel viewed part-time employment opportunities as a way to negate the impact of the baby boomers leaving the work force. (These trend levels are displayed graphically in Appendix E.)

Trend Three Evaluation. The panel then reduced their focus and forecast what type of appeal part-time positions would have on women in the work force. As the literature revealed, there are significant numbers of women in the contingent work force who, due to other commitments, wish a reduced workweek. The will-be trend forecast showed a significant increase in the number of qualified women in the applicant pool, however, the should-be forecast was most dramatic of all five trends forecasted. The panel saw a doubling or a 100 percent increase in the percentage of qualified women candidates in the police officer applicant pool by the year 2000 with the use of policies allowing part-time work. The range of forecast was also significant, as the lowest forecast still saw a 40 percent increase with four of the panel's individual forecasts in the three to four hundred percent range. (These trend levels are displayed graphically in Appendix F.)

Trend Four Evaluation. Again, retaining personnel is the focus of this trend. If women become a larger portion of the recruiting pool, then it is likewise important to retain them as police officers. The will-be trend forecast showed no improvement in law enforcement's ability to retain women and actually reflected a slight drop by the year 2000. With policy corrections, the panel was confident that the retention rate of women police officers would improve by 50 percent by the year 1995, and to a total of 75 percent by the year 2000.

This trend reflects the group consensus that the attitude toward women in the workplace has changed toward acceptance. It further suggests the realization that the chief executive of the nineties should value diversity if he or she is to be successful in recruiting and retaining police officers (29). (These trend levels are displayed graphically in Appendix G.)

Trend Five Evaluation. The older worker is also an important part of the work force. This resource is obviously overlooked as most retirees are given only one option when retirement rolls around: they must leave. This does the retiree and the agency a disservice as literally decades of valuable experience may simply walk out the door.

The panel viewed the issue area of part-time employment as a potential catalyst to retain valued, older employees. The should-be forecast indicated a 25 to 40 percent increase in the retention rate of older workers. The group viewed the retention of older workers as a significant part of the overall strategy in dealing with law enforcement's ongoing staffing difficulties. (These trend levels are displayed graphically in Appendix H.)

Event Evaluation

The final five events generated by the nominal group were examined in terms of their probability of occurring. These events were determined by the panel to have a high likelihood of occurring and to significantly impact the issue area in either a positive or negative fashion. Table Two displays the panel medians.

**TABLE
TWO**
Event Evaluation

Trend #	Event statement	Year that probability first exceeds zero	Level of the Trend			
			*PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
			5 years from now 0-100 percent	10 Years from now 0-100 percent	*Positive 0-10 scale	*Negative 0-10 scale
E-1	Serious Inflation	1992	45	80	0	7
E-2	Affirmative Action Mandates	1993	30	70	7	0
E-3	Health Insurance Mandated	1993	50	68	1	7
E-4	Day-care Mandated	1995	40	80	6	1
E-5	Major Change High Political Offices	1992	50	73	6	0

* PANEL MEDIANS N=10

Event One Evaluation. The panel decided that serious inflation consisted of approximately 10 percent or more. The panel median indicated the probability of this event occurring first exceeded zero in the year 1992

and felt strongly that it would occur sometime over the next ten years. This event was viewed as having a negative impact on the issue question. A consensus of the panel was that under high economic inflation, the demand for part-time positions would be diminished and potential retirees who might have opted for part-time work would remain full-time employees. (At the writing of the segment of the research, but since the panel made their forecasts, the country of Iraq invaded Kuwait. With the economy of the United States so dependent on oil, this event must almost be viewed as a wildcard at this time. With the current tensions in the Middle East, the potential for serious inflation to occur in the United States cannot be overlooked.)

Event Two Evaluation. Affirmative action or court mandates that police agencies maintain part-time positions was an interesting event. The panel forecast only a 30 percent chance of occurrence within the next five years, however, saw this more than doubling to 70 percent by the year 2000 if the issue is not addressed by police executives. In the opinion of the panel, this event could easily become a women's issue. The impact of this event on the issue area would be viewed exclusively as positive as it would create flexibility in the law enforcement workplace. This would be in spite of the fact part-time positions were mandated by the courts.

Event Three Evaluation. Mandated health insurance was forecast as having a 50 percent probability of occurrence within the next five years and rose to 68 percent within ten years. The panel discussion indicated that if a legislative body, such as Congress, mandated that employers provide health insurance coverage, this would alter an employer's thinking on part-time employees. Employers would find it more cost effective to maintain full-time employees if they had to maintain health insurance on all employees. The probability of this event occurring is relatively low initially and is viewed as a wildcard event. The panel's forecast showed a great deal of disagreement as to the probability of occurrence. If this

event should occur within the parameters established by the panel, it would have a dramatic effect on the issue of part-time employment.

Event Four Evaluation. Day-care was an issue the panel felt could be mandated by state legislation. The panel felt day-care is an issue of interest to both men and women because of the large number of single parents in the workplace. This event did not have a probability of occurring until 1995, however, it rose to an 80 percent probability of occurrence by the year 2000. The panel viewed day-care as a positive impacting event on the issue area.

Event Five Evaluation. At the time the panel forecast this event, the campaign for governor of California was taking place. This research will be completed prior to this election, so the impact of this election is difficult to project. The panel did indicate that if a change of political parties occurred, then it would take a couple of years (1992) for political appointments on policy-making bodies to occur. The panel viewed these changes as having a 50 percent chance of occurring within five years, and rising to 73 percent within the next ten years. The panel felt a change in political leadership would have a positive impact on the issue area as the new or Democratic party was viewed by the panel as being more liberal on such issues as part-time work, day-care, and job-share.

Event Synopsis. The five events discussed were clearly evaluated by the panel and the subsequent median calculations confirmed their discussions. Three events were viewed as supporting the issue area:

1. Event Two - affirmative action mandates
2. Event Four - day-care mandated
3. Event Five - change in high State political offices

Two events were determined to be wildcards. The likelihood of these events occurring was somewhat lower, however, the impact on the issue would be significant:

1. Event One - significant inflation
2. Event Three - health insurance mandated

The trends and events were next subjected to a cross-impact analysis to determine the significant impacting events.

Cross Impact Analysis. Five of the original panel members agreed to continue work into the cross impact analysis. They were provided with all median data collected from the larger panel. The panel members were advised that the purpose of this process was to determine if a particular event occurred what impact this would have on the forecasted levels of a particular event or trend. This process also reveals which events are the most active and have the potential to have the most impact on the other events and trends. (The full median results are contained in Appendix I.)

The panel determined the two most active events were:

1. Event One - significant inflation
2. Event Three - mandated health insurance

Event One, inflation, was viewed as dramatically increasing the probability of mandated health care, changes in high political offices, and increasing the retention rate of older officers. Mandated health care was viewed as impacting the probability of inflation by 60 percent.

These results correlate to the event synopsis in that these two events could have a negative impact on the issue question of the use of part-time police officers.

FUTURES SCENARIOS

This portion of the study has been devoted to defining the future. To do so, a review of the past and present status of human resources was conducted. A group of experts then developed a consensus as to where we might be going in the area of recruiting, retention, and the use of part-time police officers. To conclude this portion of the study, three potential future scenarios are presented based on the data developed.

These scenarios consist of an exploratory or "most likely" future without intervening policies or events; a hypothetical or "what if" scenario that presents a turbulent future; and finally, a normative or "desired and obtainable" future. As it is the purpose of this study to examine possible policy alternatives for the law enforcement executive, the "desired and obtainable" future will be carried forward into the strategic and transition management portions of this study.

EXPLORATORY - "MOST LIKELY"

Porac News - January 2000 - California Law Enforcement Now Holds Record Number of Vacancies

The Commission on Peace Officers Standards and Training reported today that California law enforcement has a record number of police officer vacancies. The primary reason cited is a lack of viable candidates, along with a traditional forty-hour workweek many people find unattractive. POST also reported that the percentage of qualified candidates in the applicant pool has dropped over the last decade and still remains below

1990 levels. Another contributing factor is the astounding 22 percent drop in the retention rate since 1990. As a spokesman said, "Law enforcement use to attract and keep people; this is no longer the case."

The only bright spot in the report was that more women are being hired as police officers with a 30 percent increase in women candidates over the last decade. However, the retention rate of women police officers has dropped 5 percent since 1995, due in part to law enforcement's reluctance to develop flexibility in the workplace.

The older workers within police and sheriff's departments also are opting to leave the business. These officers complain about the lack of phased-in retirement, which has become standard in the private sector. These retirees have simply only one option: retire.

Further information in the report revealed that this trend was first observed in the late eighties and early nineties when vacancy rates in law enforcement ran about 5 to 10 percent. Today, vacancy rates run somewhere in the 20 percent range for most agencies. For some agencies, the lack of personnel is so severe that the police respond to only emergency, life-threatening situations. In addition, many police officer associations have negotiated contract restrictions on the amount of overtime officers may work.

The spokesperson stated several options are being explored by the Commission to bolster law enforcement's sagging ranks. These range from utilizing the National Guard for some duties to legislation on a police corps that would mandate all citizens serve a two to four year tour of duty with a law enforcement agency.

HYPOTHETICAL - "WHAT IF" SCENARIO

California Vision - 2020 - Economic Development Corporation - January 2000 - Chapter 1 - "Law Enforcement in the Nineties and Beyond - What Happened?"

The oil war of the Middle East in the early nineties had a dramatic impact on California law enforcement. When war broke out in July of 1991, after a year-long standoff with Iraqi president Saddam Hussein, the United States military implemented a draft. This resulted in the law enforcement recruiting pool being depleted to extremely low levels.

With the election of Pete Wilson to the Governor's office in late 1990, the outdated policies impacting law enforcement's work force slowly began to change. However, as a result of the oil war in the Middle East inflation accelerated. By 1992, inflation hit a staggering 18 percent at about the same time that the various appointments of the Wilson administration were mandating law enforcement provide part-time employment. This inflation, coupled with congressional action in 1993 mandating employer paid health insurance, all but crippled innovations in the law enforcement workplace.

As a result of this combination of events, there was little or no demand for part-time positions by the year 1993. Law enforcement had failed to provide flexibility in the late eighties and early nineties, therefore, potential candidates never sought law enforcement careers. Law enforcement executives failed to offer the work force a flexible work environment, and therefore, massive disruption of services took place.

Some recovery began to occur in the law enforcement field when day-care legislation passed at the State level in 1995. However, the drain of young people to the armed forces to fight the three-year war in the Middle East

drastically curtailed law enforcement's ability to recruit. Although some recovery has occurred between 1995 and 2000, due to people leaving the military, law enforcement's 40 percent vacancy rate has crippled the profession. If economic recovery is going to occur in California, law enforcement services must receive top priority. Legislation should be introduced by the governor's office to establish a police corps. This should require all youth, nineteen and over, to serve in a law enforcement agency from two to four years and establish a priority recruiting ground for the law enforcement field. Such dramatic action is necessary if California is to recover from its substantial economic slide of the nineties.

NORMATIVE - "DESIRED AND OBTAINABLE" SCENARIO

Report to POST Commissioner on the Status of Recruiting and Retention in California Law Enforcement - January 2000

A review of the decade of the nineties on the law enforcement recruiting and retention issue reveals great strides in maintaining the ranks of law enforcement. The POST committee on recruiting and retention was established in 1990 to look at long-term solutions to recruiting and retention problems. As a result of a total change in the thinking of some chief executives, many departments have adequate employees. Only those chief executives who failed to adapt a flexible work environment have suffered. Some of the most innovative ideas were derived from Command College research. An example of this innovation was the utilization of the contingent work force in the early nineties. As a result of cultivating this segment of the work force, a 38 percent increase in the pool of qualified candidates was experienced by 1995 and a 50 percent increase by this year. This increase of qualified candidates was coupled with a retention rate that is up 40 percent over the same period.

One area of particular success was bringing women into the work force. Under new flexible staffing arrangements, qualified women candidates in the hiring pool increased 50 percent by 1995 over 1990, and a full 100 percent by this year. Women have fulfilled the role of protecting United States society in law enforcement like no other seen since World War II when "Rosie the Riveter" kept the production of war materials moving.

Retention rates for all women in law enforcement are also up dramatically. As all employees are now allowed maternity leaves, coupled with a return to part-time employment if desired, the birth of a child is not the obstacle we once made it. Employees are also now allowed to move in and out of full-time employment, thus avoiding job burnout and early medical retirement.

The fears over such issues as tracking seniority, which police associations voiced concern about, were dealt with quite effectively with computer programs specific to personnel management. In short, the whole concept of the workplace has changed. Benefits are now prorated and mandated health insurance program has had little impact on part-time positions.

One other benefit of part-time positions was the more productive use of the older worker. Most seasoned veterans are in phased-retirement programs that allow part-time work or allow an officer to return to work when needed by the department.

This last decade of innovation has seen law enforcement become extremely innovative in personnel management. This is true to such a degree that law enforcement is now viewed as a leader in the field of personnel management.

PART TWO

STRATEGIC PLANNING

STRATEGICALLY MANAGING THE IMPLEMENTATION OF PART-TIME SWORN POSITIONS

Part one of this research provided a vision or preferred scenario of the future. However, with such major change comes chaos and the associated human fears about change. Strategic management brings order to the change process and a refocusing of the vision.

Strategic planning provides a look at the long term impact of decisions. People will be impacted by decisions and any change agent must be prepared to deal with the various stakeholders (people). Once these stakeholders are identified, negotiations can take place so the strategic plan is brought to the brink of implementation.

IDENTIFICATION OF METHODS

This part of the research will utilize the following series of steps:

1. Identify the selected scenario
2. Identify the model or where the strategic planning will or can take place
3. Develop a macro and micro mission statement for the model organization
4. Conduct a situational analysis of threats, opportunities, strengths, and weaknesses; and surveys in regards to the capability of the organization for change

5. Conduct strategic assumption surfacing technique to identify stakeholders, make stakeholder assumptions, and determine importance/certainty of these assumptions
6. Develop policy options using a modified policy delphi and narrow the scope to selected policies for implementation
7. Subject selected policies to operational planning
8. Key components of operational plan will be evaluated to determine negotiating strategy with critical stakeholders

SELECTED SCENARIO

The target scenario is the normative or "desired and attainable" future. This scenario is reasonable and, with the proper innovation, can help resolve recruiting and retention difficulties in law enforcement. The nominal group's forecast supports this scenario as well as the review of the related literature.

THE MODEL

The setting will be the City of Fresno Police Department, which is a department struggling to continue full service to its citizens. Fresno has a population of 350,400 with a sworn compliment of 432 officers and a non-sworn compliment of 240 personnel. The city is geographically located in an agricultural area and is not near any other major population centers. The city has no distinctive seasonal activities due to lakes, beaches, or other attractions that would provide a large influx of tourists during a particular time of year. The city is a transition point for people visiting Yosemite or Sequoia-Kings Canyon National Parks.

Fresno has been experiencing rapid population growth in the eighties and growth is projected to continue through the nineties. For some time, the Fresno City Police Department has been taking advantage of relatively moderate real estate prices in the area to attract candidates, however, prices in the early nineties are rising at a much more rapid rate than in the eighties. This has the potential to eliminate the recruiting edge and dry up the lateral transfer pool. In addition, with the rapid growth of the city into the nineties, recruiting and retention will be a top priority as the police department expands dramatically to meet service demand. Although prices in the area are rising, it is still an attractive area for real estate purchases.

(This model is designed as a framework only for this research and the application of the strategic management plan is meant to be as generic as possible to law enforcement in general. However, at this point in the research, it is necessary to have an actual model.)

MISSION STATEMENT - FRESNO CITY POLICE DEPARTMENT - A MACRO STATEMENT OF PURPOSE

To provide the professional assistance needed to sustain a community-wide campaign against illegal and disorderly conduct. The Fresno City Police Department will provide this assistance while recognizing the diversity of the community and the department, and therefore, will guide the delivery of service through continuing interaction with community members.

MICRO-MISSION STATEMENT - A FOCUS ON THE FUTURE ISSUE

The management of the police department is charged by the City Council with ensuring that service levels established by this Council are maintained at the maximum authorized strength through innovative personnel management strategies.

SITUATIONAL ANALYSIS (WOTS UP)

The purpose of this analysis is to evaluate the current capability of the organization to handle change. As any organization does not operate in a vacuum, both the internal and external environments must be evaluated. Environmental opportunities and threats must be identified to be considered in the planning process along with strengths and weaknesses in the organization (30).

To complete this analysis, a group of six individuals from within the model agency were brought together. They were from three different areas of the agency and ranged in rank from officer through captain. They were also each selected due to their ability to interpret the organizational climate and capability. They were guaranteed anonymity to encourage frank responses as to the organization's ability to change and its strengths and weaknesses. This group also assisted in completing the strategic assumption surfacing technique as well as the modified policy delphi.

The following reflects the group's perception of the weaknesses, opportunities, threats, and strengths faced by the model organization, the Fresno Police Department.

ENVIRONMENT

Opportunities

1. The city is undergoing unprecedented growth
2. Strong community support for the police department

3. Strong police officers association
4. Hiring of a new city manager in late 1990
5. More women in the work force
6. Shortages of people joining the work force
7. Potential to move to a strong mayoral form of government in the near future
8. Wide ethnic diversity
9. Strong potential for UC campus to be located in the immediate area

Threats

1. Lack of infrastructure to match city's growth
2. Relationship with other city departments
3. Increasing minority population
4. Continuing controversies surrounding city, county, and school elected officials
5. Gang violence increasing
6. Continuing budget problems
7. Large economically depressed areas

8. Human Relations Commission advocates Police Review Board
9. Lack of sales tax sharing agreement between city and county
10. County invoking fees on city
11. Local print media has adversarial position on police salary setting formula in City Charter
12. Housing costs in area starting to rise more rapidly
13. Relationship with Sheriff's Department
14. Legislation mandating compliance on numerous issues without proper funding

ORGANIZATION

Strengths

1. Responds well to major incidents
2. Good equipment and facilities
3. Potential for continued hiring
4. Recruiting Team comprised of rank and file members
5. Well-trained, high caliber personnel
6. High technology employed

7. 4/10 work schedule for sworn personnel
8. No court mandated hiring decrees
9. Well-balanced work force in terms of race, gender, etc.
10. Possibility of large turnover of upper level management in the near future
11. Committed police management team
12. No major internal polarization
13. Strong community service officer program

Weaknesses

1. Population of 45,000 Southeast Asian immigrants in the city with only one employed as a sworn police officer
2. Reactive management style
3. Providing full service
4. Too many management layers
5. No strategic monitoring of the environment
6. Department tends to divide along racial lines
7. Very traditional and conservative in terms of new ideas

8. Women under represented at some levels of organization
9. Understaffed at officer level
10. Policing style not aggressive enough
11. Management styles reflect a lack of trust and only a few managers focus on self direction
12. No clear organizational direction
13. Decentralization of agency has adversely affected communications

To further understand specific areas of strengths and weaknesses in the organization, a capability analysis related to resources was completed by this same panel.

The purpose of the capability analysis was to develop an unbiased assessment and documentation of the model organization's strategic strengths and weaknesses (31). (The median results are displayed graphically in Appendix J.)

A second capability analysis was also completed by the panel. They were asked to evaluate the organization's readiness for change. (Appendix K reflects the median results of all categories in this instrument.) Both of these instruments, along with the "wots up" analysis are summarized below.

WOTS UP/CAPABILITY ANALYSIS SUMMARY

In the environment, the opportunities were growth in the city, a new city manager, and a potential move to a mayoral form of government. The current city government structure is viewed as outdated for the size of

the city. There are current indications in the political arena that a strong mayoral form of city government may develop in the near future.

The key threats are the continuing controversy surrounding the various governmental bodies, the police salary setting formula, and recent escalating gang violence. In regards to the police salary setting formula, the local print media is attempting to have the formula repealed, although it was reconfirmed by the voters two years ago. The problem is that the focus is not on the needs of the city in regards to adequate police protection, but on the salaries paid to the officers. This has led to a preoccupation with the salary setting formula instead of looking at the overall good of the city. In regards to escalating gang violence, over the Labor Day weekend of 1990, a group of gang members went on a rampage, killing one innocent citizen and injuring twelve more in random shootings. The Youth Gang Unit of the department reports there is an increasing pattern of gang related violence.

The organization's key strengths are viewed as projected continuing hiring, a 4/10 work schedule, and a well-balanced work force. The weaknesses in the organization were considered to be a reactive management style and no strategic monitoring. Strategic monitoring is a method of closely tracking the environment through review of information in the media. This allows the executive to evaluate trends that could become a problem for a police agency.

In addition, the department was viewed as understaffed at the patrol level and has a management group that is traditional and conservative in relationship to new ideas.

In the resource analysis, the manpower issue came up again, along with the calls-for-service load as negatives. Management flexibility was also viewed as needing improvement. On the positive side, the pay scale, general skills of personnel, and growth were viewed as positive aspects.

Again, with the salary setting formula in the City Charter, it was determined to be a preoccupation with the local media resulting in a negative, however, at the same time a positive method by which to recruit new police officers.

In the readiness-for-change survey, there were two distinct polarized results. The negative side indicated that too rigid of a power structure exists in the organization. On the positive side, the readiness-for-change survey indicated that middle managers and line personnel are ready for change.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

This technique was completed by the same panel. The purpose was to produce a list of stakeholders and snaildarters in relationship to the issue question. The panel was asked to make assumptions about the stakeholders, and to then plot the stakeholders graphically in regards to the importance and certainty of the panel's assumptions. Assumptions are basic, deep-rooted, often unstated values or beliefs that individuals or groups have about the world. This information, in turn, assists with operational planning so as not to overlook some person or group critical to the strategic plan's success.

STAKEHOLDER IDENTIFICATION

Stakeholders are people either singular or in groups who:

1. Impact what you do
2. Are impacted by what you do, or
3. Care about what you do

Snaildarters are "unanticipated" stakeholders who can radically impact your strategy. The panel determined the following were stakeholders in relation to the issue question on part-time police officers:

1. Mayor
2. City Council
3. City Manager
4. Chief of Police
5. Fresno Police Officers Association (FPOA)
6. Womens Police Officers Association (WPOA)
7. City of Fresno Personnel Department
8. Commission on Peace Officers Standards and Training (POST)
9. Fresno City Employees Association (snaildarter)
10. Citizens of Fresno
11. Health and Welfare Board (snaildarter)
12. Retirement Board (snaildarter)

STAKEHOLDER ASSUMPTIONS

The panel concurred on the following assumptions about the stakeholders.

1. Mayor

Would support part-time concept as it would be viewed partially as a woman's issue

Supportive if not too controversial or cost prohibitive

2. City Council

Would be concerned with cost and constituent opinion

May be supportive if policy helped to balance the Department's
race and gender

3. City Manager

Would support if issues of cost and legality were acceptable

Would support concept if it helped overcome recruiting and
retention difficulties

4. Police Chief

Would tend to support part-time concept if it is cost effective

Would be concerned with training and supervision issues of
part-time personnel

5. Fresno Police Officers Association

Would tend to resist such change

Concerns would be with security of currently employed full-
time officers

Would see many issues as meet and confer items, such as
overtime, seniority, assignments, etc.

6. Women's Police Officers Association

Would fully support part-time concept

Would view concept as supportive of women's rights issues

7. Fresno City Personnel Department

Would oppose concept due to added work load

Would perceive difficulties in hiring and tracking of part-time
police personnel

8. POST

Would see a need to clarify the definition of "a regularly employed and paid police officer" in the Penal Code and POST Administrative Manual

Will be concerned about maintaining certification of police officers through mandated training

9. Fresno City Employees Association (snaildarter)

May not initially oppose, but will wait and see how part-time positions are received by sworn police officers.

If concept is favorably received, will push for equal treatment at contract opening

Could cause disruption of implementation process of part-time sworn officers by demanding meet and confer process on issue area

10. Citizens of Fresno

Could raise liability issues concerning use of part-time police officers

Would only be concerned if concept raises taxes or reduces level of service

11. Health and Welfare Board (snaildarter)

Would have a concern over health costs for part-time employees
May object to concept if health costs rise for all employees as a result

12. Police and Fire Retirement Board (snaildarter)

Will be concerned over calculations of retirement benefits

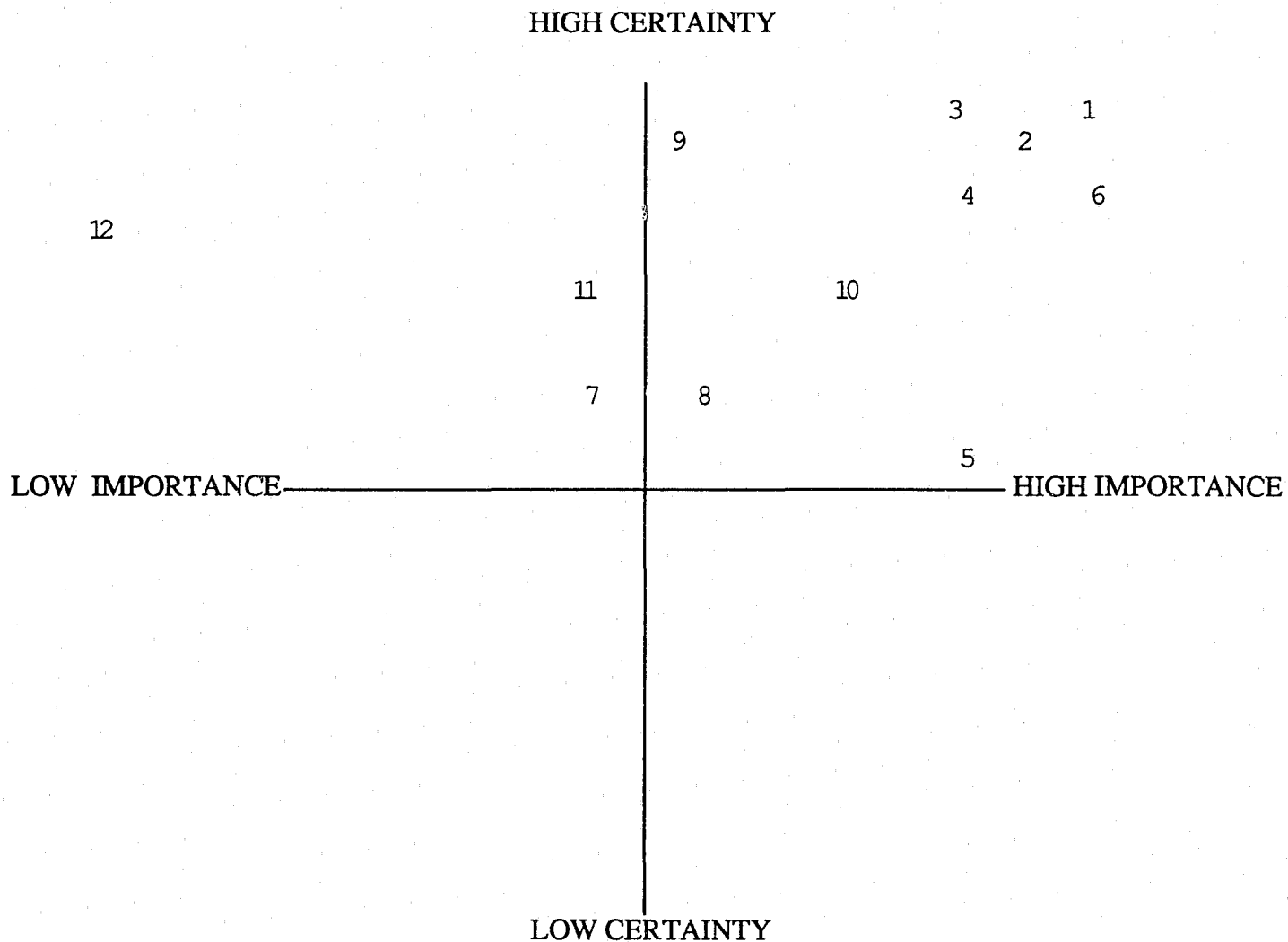
Will be concerned if concept alters solvency of retirement fund

Chart One displays the panel's mapping of these stakeholder assumptions. The panel considered how certain they were of their assumptions and how

important it was that the panel was correct for purposes of further planning.

The panel was somewhat uncomfortable with their certainty of assumptions about the Police Officers Association. The panel felt the Police Officers Association is important and if transition to part-time positions is handled appropriately, the Police Officers Association may actually be very supportive. This view was based on the fact that overtime in the agency has become commonplace and an ever increasing burden. This panel's perceptions on this issue were confirmed by prior research of the issue area where two members of the Fresno Police Officers Association were involved in a nominal group process. If the aforementioned issues of seniority, overtime, assignment, etc. were dealt with satisfactorily, the Police Officers Association members actually saw an increase in positive labor-management relations (32).

**CHART ONE
STAKEHOLDER ASSUMPTION MAPPING**



- 1. MAYOR
- 2. CITY COUNCIL
- 3. CITY MANAGER
- 4. POLICE CHIEF
- 5. POLICE OFFICERS ASSOCIATION
- 6. WOMENS POLICE OFFICERS ASSOC.

- 7. CITY PERSONNEL DEPARTMENT
- 8. POST
- 9. CITY EMPLOYEES ASSOCIATION (SD)
- 10. CITIZENS OF FRESNO
- 11. HEALTH AND WELFARE BOARD (SD)
- 12. RETIREMENT BOARD (SD)

MODIFIED POLICY DELPHI

This panel was first briefed on the prior work of the nominal group and that panel's forecast relative to the issue question. The panel developed four policies for further evaluation. The panel then combined two of the policies into one, and retained one other. The final two policies were determined to have a high degree of stakeholder support, as well as ranking high in desirability and feasibility.

POLICY DESCRIPTIONS

Policy #1. Extended career program through the use of part-time employment. This policy proposes that personnel would be hired specifically for part-time employment. Career length would be extended for these personnel by advancing the minimum retirement age. Retirement benefits would match those of full-time officers by adjusting payments to the retirement fund appropriately. The employee would have the option of working overtime, however, this would be at the same rate of pay as a full-time employed police officer. Other benefits, such as medical coverage, vacation, and sick time would be pro-rated.

This policy encompasses the job-share concept as it would in essence result in two employees holding one position. Therefore, the job-share concept was not examined separately, as this policy simplifies the use of part-time positions, yet encompasses the idea of job-share. These personnel would deliver day-to-day law enforcement services in the city of Fresno.

Advantages of Policy:

Potentially attracts and maintains employees who might not be attracted to law enforcement under full-time conditions

Maintains a larger pool of trained police officers to draw from in the event of emergencies

Would be an attractive long-term program

Disadvantages of Policy:

Would result in higher training and equipment costs

Could lead to difficulties in supervision with employees working part-time

Could lead to a reduced level of professionalism in law enforcement

Policy #2. Retiree part-time job pool. This policy would be directed at the retired police officer. It would in essence create a pool of semi-retired police officers. These officers would be trained, as necessary, to maintain POST certification. They would be hired for special events and/or project development. Benefits would be paid as if fully retired, however, payment for work at special events would be at the applicable rate of pay for a regularly employed police officer. (Although this concept occurs somewhat at this time, it is very limited. Retired officers are hired to do backgrounds, however, do not maintain POST certification or perform the full range of law enforcement duties.)

Advantages of Policy:

Would provide labor for a specific time and place of need

Would receive a high degree of stakeholder support

Disadvantages of Policy:

Maintaining appropriate levels of expertise could be of concern

Reliability of part-time personnel could become a problem

Stakeholder Positions The panel analyzed the positions of the stakeholders for the initial four policies. This was then refined to indicate their positions on the final two policies to be carried forward for operational planning.

Chart Two indicates the stakeholders' positions on the two proposed policies of an extended career program and a retiree job pool. The key opposition appears to be in the area of the Fresno Police Officers Association, as well as some concern with the retirement and medical benefit boards. Evaluating these stakeholders for purposes of negotiating will take place at a later point in this study.

**CHART TWO
STAKEHOLDER POSITIONS**

POLICY

STAKEHOLDERS

	1	2	3	4	5	6	7	8	9	10	11	12
1. EXTENDED CAREER PROGRAM	S	S	C	S	O	S	O	I	S	I	I	O
2. RETIREE JOB POOL	S	S	S	S	O	S	C	C	S	I	I	O

STAKEHOLDERS

- | | |
|---------------------------|------------------------------|
| 1. MAYOR | 7. CITY PERSONNEL DEPARTMENT |
| 2. CITY COUNCIL | 8. POST |
| 3. CITY MANAGER | 9. CITY EMPLOYEES ASSOC. |
| 4. POLICE CHIEF | 10. CITIZENS OF FRESNO |
| 5. POLICE OFFICERS ASSOC. | 11. HEALTH AND WELFARE BOARD |
| 6. WOMENS POA | 12. RETIREMENT BOARD |

S=SUPPORT

O=OPPOSE

C=CHANGE

I=INDIFFERENT

IMPLEMENTATION STRATEGY

Once policies have been established and positions of stakeholders analyzed, an implementation plan must be developed. This is a broad foundation for movement into the transition management section (Part Three). This consists of an overview of action-steps, resource requirements, and time lines.

Action Steps

1. Chief of Police appoints a "champion" or individual who is a respected change agent to chair a committee on part-time employment.
2. Committee appointed representing a cross-section of interested parties. First task will be to survey internal and external interest in part-time positions. (Critical to strategy implementation will be the involvement of a Fresno Police Officers Association Officer.)
3. Develop goals for committee
4. Develop objectives for committee
5. Significant steps:

Request POST change definition of regularly employed police officer to allow more flexibility

Request City Manager present change in Municipal Code and present concept of part-time police officers to Council

Determine use of part-time positions

Determine number of positions to be utilized as part-time

Determine training needs and scheduling

Develop evaluation process for part-time personnel

Determine process for promotion and any excluded positions
from part-time employment

Determine how part-time personnel benefits will be tracked

Meet and confer as necessary with Police Officers Association
on working conditions

Update Chief of Police, City Manager, City Council and rank and
file monthly

6. Marketing Positions

Market flexibility of positions

Market lucrative salaries of positions

7. Evaluation of part-time positions

Monitor evaluations on part-time personnel

Monitor number of complaints on part-time personnel

Monitor number of commendations

Conduct comparison of part-time personnel to full-time personnel

Resource Requirement

Personnel on Committee

Staff officer working with authority of Chief of Police, Deputy City Manager, Police Officers Association President, Management Analyst from Personnel and Training, field supervisor

Time Lines

Make necessary changes of state law and/or POST Administrative Manual in one year

Make changes of Municipal Code in six months

Negotiate with Fresno Police Officers Association at contract renewal

Approximate one to three year implementation time-line, depending on meet and confer process

NEGOTIATING KEY POINTS OF STRATEGY

From closer scrutiny of the strategy, it was determined that some key points were negotiable and several were not. The following four components of this strategy are critical to success and must be accomplished, therefore, are not negotiable:

1. A change in Penal Code Section 830.1, as well as the POST Administrative Manual to reduce the restrictions on part-time employment
2. A change in the Fresno City Municipal Code to allow part-time police officers
3. Appropriate mandated training of personnel to maintain POST certification
4. The use of part-time personnel to perform general law enforcement duties

The following three components of this strategy are important, but negotiable:

1. How many part-time positions will be in each category
2. How benefits such as overtime will be paid
3. How will promotional opportunities be handled

Stakeholder Positions and Negotiating Strategies

Six stakeholders were determined to be vital to the implementation of the selected strategies. These include the City Council, City Manager, Chief of Police, President of the Fresno Police Officers Association, Fresno City Employees Association (sd), and the citizens of Fresno. These people or groups were analyzed as to their overall support or opposition to the selected strategy and what specific points they would each find unacceptable.

Each stakeholder was then considered as to the appropriate negotiating strategy to obtain acceptance of the overall strategy. Considered in this process are the previous assumptions and positions the stakeholders held on the two policies. Although the process of negotiations can be quite complex, time and space in this research does not allow for detailed examination. Each stakeholder will be examined from a satisfaction of needs approach (33) or what it is that motivates an individual or group.

1. City Council. The Council is a diverse group and evaluating their perceptions is difficult. Although the council may support the strategy, the negotiator must take into consideration the cost and the opinion of the council constituents to such change. The city is very diverse ethnically, and if the concept continued to balance the Department ethnically, the Council will more than likely support the concept.

The negotiator approaching the Council must keep this diversity in mind as well as two areas of basic human needs. First, the Council members primarily operate from an esteem need and they strive to maintain a positive reputation in the eyes of their district constituents. In addition, from a more realistic standpoint, they view themselves as leaders of local government. Inasmuch, they strive to satisfy a need to know and understand. For these reasons, it is important that the Council have a

basic, simple, straightforward understanding of the issue area so that they can comprehend the need for such change.

2. City Manager. The City Manager is viewed as supporting such a concept. The key issues with the city manager will be the cost effectiveness of the positions, as well as satisfying all legal requirements. The City Manager would also require that the absolute need for such positions be demonstrated.

The negotiator of this strategy should realize that the City Manager is in a more professional, versus political role. However, the City Manager's proposals if implemented reflect politically on the City Council. The City Manager's needs are those of self-actualization or striving to be all that he or she can. At the same time he or she will have a need to know and understand, so that the negotiator must prove the need for such positions. If properly presented, the City Manager will work for his or her own needs as well as the needs of the negotiator.

3. Chief of Police. The Chief of Police would support the concept but would want to reserve the right to make changes. His concerns would lie with training and supervisory issues that would have to be resolved. The Chief of Police would also want to ensure the proposal did not create labor unrest.

With such a major change in policy, the Chief of Police would be operating from two areas of need. First, safety and security needs would be primary as the Chief of Police serves at the pleasure of the City Manager. Therefore, his second need area would be to know and understand. The Chief would have to be thoroughly satisfied for the concept to move forward. The growth potential for the Department and need for innovative personnel management would have to be clearly demonstrated.

4. Fresno Police Officers Association President. The Police Officers Association would initially oppose the concept. They would view the concept of part-time employees as a threat to current full-time employees. The Association will view many issues as meet and confer and would attempt to draw all possible key elements into the meet and confer process.

The FPOA would be operating from a complex series of competing needs. First, as the concept potentially takes away overtime opportunity from current personnel, they would have a safety and security need. Second, as leaders of the Association strive to utilize their positions as a source of power in the organization, they would be operating from a need of self-actualization. Third, the leaders of the Police Officers Association also understand that recruiting and retention has impacted the law enforcement field significantly, therefore, would also operate from a position of wanting to know and understand.

The key to dealing with this stakeholder is to bring the leadership in on the committee designing the part-time positions. This would create "ownership" of the concept and narrow the issues carried forward into meet and confer.

5. Fresno City Employees Association. Although this Association would tend to support such a concept, they would demand fair and equal treatment for the employees they represent. This would more than likely be requested in the meet and confer process.

The negotiator would find that the Fresno City Employees Association would be concerned with their esteem needs. This would be due to their need to be treated the same as sworn personnel. The negotiator would have to be prepared to respond to a request to possibly meet and confer on the part-time issue.

6. Citizens of Fresno. The position of residents is basically indifferent. Concerns would be over tax increases and service levels if such a concept was implemented. They would be operating from a security need and the negotiator would have to ensure the city residents, publicly, that part-time positions are not only cost effective, but would create a higher level of service with more trained police officers available.

SUMMARY

The purpose of this part of the research was to develop a strategic management plan for the innovative use of part-time sworn police officers, utilizing an actual police department as a model. A mission statement was developed, mandating a responsive police staff that maintains optimum police staffing levels.

The organization in which the model operates was then critiqued as to its weaknesses, opportunities, threats, and strengths. This was done to recognize weaknesses and threats, and to minimize these conditions. Conversely, recognizing the strengths of the organization allowed development of a strategic plan that utilizes these strengths.

The review or look at the environment then allowed a panel of experts to produce two realistic policies for the use of part-time police officers. It created a place to start for the police executive. This was followed by the development of key operational aspects of implementing such positions.

The key stakeholders were also evaluated as to their beliefs, concerns, and ultimate position on the issue area. Negotiating strategies were then developed to bring all stakeholders "on board" for implementation. The overall negotiation strategy should be one of mutual gain or a state of affairs where both parties are satisfied.

The end result of these processes is a strategic plan which has three primary objectives:

1. Communicate
2. Convince
3. Guide (34)

From here the research will move into transition management or that area that is neither where we are now nor where we will be.

PART THREE

TRANSITION MANAGEMENT

A Commitment Plan

Change is inevitable and accounts for progress, but has a distinct impact on those it affects by creating anxiety over uncertainty. In strategic planning, a plan has been developed to actually implement part-time employment for police officers. However, this transition state is unlike the present or the future. It is a neutral zone to a new beginning and, for that reason, it is imperative that commitment exists for all people or groups needed to help move through the transition phase to the "future state."

IDENTIFICATION OF METHODS

This portion of the research will utilize the following series of steps:

1. Identify a "critical mass" or group of people or organizations that can make the strategic plan happen
2. Analyze the "critical mass" as to their readiness and capability for change
3. Analyze the "critical mass" as to their current level of commitment and the necessary minimum level of commitment for success
4. Design a management structure for the transition

5. Develop supporting technologies and/or training to assist those involved in implementing the change
6. Develop a feedback and evaluation process for the transition state

CRITICAL MASS IDENTIFICATION AND EVALUATION

The twelve stakeholders identified in the strategic plan must now be reduced to the smallest number possible, but still be able to carry out the transition plan. A Command College student who assisted on each segment of the data collection assisted in determining the critical mass. Members of the critical mass are people or groups who must be in a position to deliver other stakeholders or are of such importance that they must be considered independently. Based upon the political realities in the model agency, the following stakeholders were determined to be the critical mass and listed below them are the stakeholders, if any, that they can deliver:

City Council

Mayor
 POST
 Health & Welfare Trust (sd)

EPOA

WPOA
 Retirement Board (sd)

City Manager

City Personnel Department

Chief of Police

Citizens of Fresno

Fresno City Employees Associations (sd)

Although the Fresno City Employees Association does not carry any other stakeholders, they are considered a significant enough snaildarter to be part of the critical mass. Although they may not be essential to implementation, the project manager must be prepared to deal with this organization as outlined in the transition management section.

The critical mass was analyzed as to their readiness and capability for change. Readiness refers to their motives and willingness to change, where capability refers to the power, influence, and skills needed for change. Chart Three reflects these results:

CHART THREE
READINESS/CAPABILITY

CRITICAL MASS MEMBER	<u>READINESS</u>			<u>CAPABILITY</u>		
	High	Medium	Low	High	Medium	Low
City Council		X		X		
City Manager	X			X		
FP0A			X	X		
FCEA		X			X	
Police Chief			X	X		

This evaluation shows a concern regarding the readiness of the Police Officers Association to change. To overcome this readiness deficiency, the internal interests of officers in the Association would be utilized. Within this association, there is already considerable interest in part-time positions (35). The Chief of Police would more than likely move to a state of high readiness if the POA supported part-time employment. In addition, educating both of these members of the critical mass would be essential, otherwise, the readiness-capability of the remaining members of the critical mass does not present a problem.

The second level of evaluating the critical mass is commitment planning. All members of the critical mass must at least "let the strategic plan happen," and at least one member of the critical mass must "make the plan happen". The following chart displays the current positions of the critical mass and where they must be moved to, thus making the plan happen.

CHART FOUR
COMMITMENT PLANNING

CRITICAL MASS

MEMBER BLOCK IT LET HAPPEN HELP HAPPEN MAKE HAPPEN

City Council				X-----O
City Manager			X-----O	
FPOA	X-----O			
FCEA			XO	
Police Chief			X-----O	

X = Current State O = Desired State

As the chart indicates, four of the five members of the critical mass are in areas they must be moved out of and into other positions.

Strategy for Developing Commitment

The key to moving members of the critical mass to their desired position would be to utilize a pilot program. A pilot program indicates a temporary aspect to the change and is less threatening. The following commitment strategies would be utilized for each member of the critical mass.

Fresno Police Officers Association. To move the Association to at least a position of letting the plan happen, the interest of police officers represented by the FPOA would be used. A small group of officers have already expressed an interest in a job-share concept. In addition, the leadership would be educated as to the recruiting and retention difficulties in law enforcement as they exist and how they will impact law enforcement in the future. There is no doubt that this leadership is already somewhat familiar with the problems of retention and recruiting. The Police Officers Association would be assured of a place on the planning committee and also assured of the appropriate negotiations on certain issues, if appropriate.

City Council. With the Police Officers Associations approaching the Council, in support of part-time positions, the Council would move to a position of making the plan happen. The Police Officers Association is quite strong politically and if the strategic plan generates better staffing conditions with minimal costs, then the Council would support the Police Officers Association's requested change. It would also be beneficial to educate the Council as to the projected difficulties in staffing law enforcement agencies in the nineties. This should be of substantial concern to a Council in a city experiencing rapid growth into the nineties.

City Manager. The City Manager would need to help the plan happen and would do this by providing assistance, in the form of a staff person, from his office. With the appropriate educating of the critical mass and the manager, he would recognize the innovation of such a plan and support a pilot project. As the City Manager will be newly hired, he will also be eager to see Council mandates carried out smoothly and effectively.

Police Chief. Educating the Police Chief has already partially occurred due to POST seminars on the issue area. It is felt the Chief would have to make the plan happen. The Chief would also be in a position of a

"honeymoon" period with the new City Manager and would strive to carry out Council direction smoothly.

Fresno City Employees Association. The project coordinator would have to monitor the response of this organization and ensure it stays in at least a "let it happen" mode. The project coordinator would need some type of indication from the critical mass as to what the position will be with other bargaining units in regards to part-time employment. However, some bargaining units already have part-time positions but the degree of benefits, overtime, etc. are sporadic.

MANAGEMENT STRUCTURE FOR TRANSITION

One of the key elements for the effective implementation of the strategic plan will be a carefully chosen management structure. The structure utilized will be a combination of a project manager coupled with representatives of constituencies. The Chief of Police would carefully select a respected project manager from his staff, preferably at the position of lieutenant or captain. This would ensure an individual who is fairly close to operations and the issues associated with part-time police officers. This individual must also be a change agent who is not restricted by traditional law enforcement ideals and philosophies.

The following job positions would comprise the committee on part-time police staffing:

- Deputy Chief
- Project Manager (lieutenant or captain)
- Police Officers Association President
- Deputy City Manager
- Management Analyst (Personnel & Training)
- Field Supervisor

The Deputy Chief would oversee the committee during the transition state. The Deputy Chief would help guide the committee and set the parameters for guiding the change to the "future state". The Deputy Chief would also have the authority of the Chief of Police to make the strategic plan happen.

The Police Officers Association President would serve on the committee to generate the initial input needed to effectively deal with the concerns of that organization. This will help streamline the meet and confer process when it occurs.

The Deputy City Manager would create a link to the City Council. As the Council is in a "make it happen" position, this would provide a needed conduit to ensure that the committee does not bog down.

A Management Analyst would provide technical assistance on matters dealing with personnel and training.

The Field Supervisor would provide the actual hands-on knowledge needed to deal with such a complex change and would ensure the proposed changes are practical in the workplace.

Responsibility Charting

To ensure that all of the parties on the task force are clear about their assignments, RASI charting would be applied to the group. This is a process by which members of the group discuss their various roles and it is made clear as to who has responsibility, authority, provides support or is informed on decisions (RASI). For this research, the RASI chart was completed on the committee members and is contained in Appendix L.

Supporting Technologies

The committee must have a clear understanding of the issue area they will be dealing with. This will necessitate the exposure of the committee to the actual use of part-time personnel and related issue areas. Exposure would consist of site visits to the following:

1. POST
2. A law enforcement agency using seasonal part-time
3. Private sector businesses using part-time or job-share employees

The City Manager's Office would notify all city departments of the committee's work to ensure cooperation in such areas as Finance and Personnel. The project manager would be authorized to work with the media as needed to inform the public and prevent any backlash over part-time officers.

Feedback Mechanism

The project manager would be required to make monthly reports on the status of implementation to the City Council, City Manager, and Chief of Police. To avoid the anxiety that comes with such change, these reports would also be made available to rank and file personnel.

SUMMARY

The purpose of this part of the research was to provide a transition structure for implementation of the strategic plan. The critical mass was evaluated and, when necessary, particular members were moved to the required level of commitment.

The "who will do it" structure of the transition team was then developed ensuring that any weaknesses that developed in the strategic plan were mitigated by having the right "actors" on the committee. The management structure was intentionally lean and temporary so it could move rapidly. Part-time employment is not a new idea in the private sector, therefore, law enforcement will also find in the future it is commonplace among police agencies.

The transition management team will be given exposure to the necessary concepts and provided internal support. Lastly, a feedback mechanism is created to inform the critical mass members of the transition status.

The work of the transition management structure will conclude upon successful movement to the "desired" future state. Where part-time workers are as commonplace as overtime workers and flexibility in the work environment is encouraged versus discouraged.

CONCLUSIONS, FUTURE IMPLICATIONS, AND PERSONAL COMMENTARY

There is a tendency to be quite traditional in law enforcement. Law enforcement has been traditionally reactive as the profession generally reacts to crime. Although we could argue crime prevention versus criminal investigation as to which is the appropriate approach to law enforcement activities, there should be no such argument when it comes to personnel management. Managers and chief executives must be proactive in their management style if they are to be successful maintaining the ranks of law enforcement organizations in the nineties.

The research became quite clear on the issue question of part-time police officer positions and their impact on recruiting and retention. The use of part-time police officer positions will occur and will be as widespread in law enforcement as in the private sector. This will result in a distinctive improvement in the police candidate recruiting pool and the retention rate will also improve substantially. The research indicated the law enforcement retention rate between 1985 and the year 2000 will reach its highest point in the year 2000 if the appropriate policies are implemented.

Women

The most dramatic results of this research dealt with women. The recruiting pool is forecast to double and the retention rate of these women will also rise dramatically. The chief executives of the nineties must value a dual-gendered work force and focus on recruiting women as much as men.

Older Workers

The impact of part-time police officer positions on the older worker will be less dramatic. The older worker will look at part-time as an option to retirement versus a regular employment situation. However, allowing such flexibility will demonstrate the value of the employee while at the same time lessening the impact of the baby boomers leaving the work force.

In summary, part-time positions will open new avenues for both the chief executive and the employee. Part-time positions would help solve recruiting/retention difficulties that are projected to reach their peak of difficulty by 1995. Old ideas about the structure of the law enforcement workplace must be dismissed and replaced with new ideas leading towards a flexible work environment.

Strategic Management

One consideration that developed in this section was understanding the environment one finds themselves. The stakeholders could change somewhat depending on the situation, however, the basic makeup of the group will remain the same. The policies derived were also germane to the model evaluated. Although the policies developed for this model were

somewhat conservative, they were practical. The policies are endless and each situation must be evaluated on its own merits to determine how liberal or conservative such policies should be.

The key conclusion from strategic management is to get the right people involved. Although the policies developed may some day be old hat, certain groups will resist almost all changes. The strategic management section also pointed out how interwoven an issue can be with the meet and confer process.

Transition Management

In dealing with the structure to actually make the plan happen, some interesting data developed in commitment planning. The City Council, middle management, and rank and file were perceived in a position of at least allowing change to happen, versus, Chief of Police and the Police Officers Association who are in a block-change mode. However, this is not perceived by the researcher as a lack of faith in innovation, but rather a tendency to maintain the status quo. However, as demonstrated by the commitment plan, there are ways to move a person or groups to the desired level of commitment. It may only take a small group of officers to initiate a change to part-time positions and not a plan from a researcher. Our societal structure has become quite complex and no longer is a straight-up, top-down, mechanism appropriate or realistic.

FUTURE IMPLICATIONS

As a result of any major change, both positive and negative outcomes will occur. During this research, numerous areas of concern developed that were not explored due to the scope of the study.

The following are some of those concerns:

1. As part-time positions develop, what impact will they have on training costs for law enforcement agencies and POST in particular?
2. Does the projected retention rate offset costs of recruiting, training, and equipment?
3. What percentage of an organization should be allowed to work part-time?
4. What impact does part-time employment have on an employee's organizational loyalty?
5. Does the utilization of part-time personnel expose the employing agency to increased civil liability?

These are just a few of the potential future issues surrounding part-time employment of police officers. As the following commentary will indicate, these just scratch the surface.

PERSONAL COMMENTARY

Sometimes the future walks up and hits you in the face. As the research was in its final phases of completion, the City of Fresno entered the transition state toward employing part-time police officers. However, it was not necessarily due to this study, but rather due to a combination of forces.

Approximately a year ago, an officer of the Fresno Police Department mentioned the concept of job-share to this researcher. The researcher told the officer that the topic was being considered for study as a futures issue in the Command College by the researcher. The officer was also told that the structure of job-share potentially held promise for the employee and the Department.

Due to this officer's interest in this area, the researcher involved the officer in the nominal group technique.

While concluding this study and considering the presentation of the findings to the Department staff, the officer again called this researcher. The officer had arranged a meeting with two councilpersons who wished this researcher to attend as an expert on the issue of job-share and to support the officer's position. The officer was given some direction based on this research and the proposed meeting took place which this researcher attended.

As a result, the full City Council directed that a committee explore this employment option for police officers. The first meeting of this part-time police officer committee has taken place, of which the researcher was a member. The make-up of this committee was almost identical to the one suggested in the research, with the exception of the City of Fresno's Labor Relations Manager's involvement. It is obvious that the

issues are many and a pilot project is the appropriate course of action. Although this researcher is probably not the first Command College student to have the future walk up and "greet him," it validates the research undertaken and, along with completing the two year Command College curriculum, offers me somewhat of a personal reward.

The future occurs whether we like it or not. May we all have the courage of the aforementioned officer to challenge the status quo and to mold our "futures" for the betterment of law enforcement and the communities we all serve.

APPENDIX A

NOMINAL GROUP PANEL

(JUNE 28, 1990)

1. Police Management Analyst, Planning and Research
2. Police Management Analyst, Personnel and Training
3. Police Lieutenant, Area Commander
4. Police Lieutenant, Station Commander
5. Police Lieutenant, Personnel and Training Commander
6. Police Officer, Field Operations
7. Police Officer, Field Operations
8. Personnel Management Analyst, City Personnel
9. Labor Relations Manager, City Personnel
10. Personnel Specialist, Major Hospital

APPENDIX B

CANDIDATE TRENDS

1. Retention rate of police officers
2. Two-income families
3. Flexibility in the workplace
4. Sick time use
5. Economic conditions
6. Qualified candidates in applicant pool
7. Health insurance demand
8. Overtime use
9. Budget conditions
10. Qualified women candidates in police officer applicant pool
11. Traditional family structure
12. Demographic make-up of state
13. Retention rate of women police officers
14. Cooperative labor/management
15. Individual contracts for police officers
16. Educational demand
17. Labor law decisions
18. Growth control initiatives
19. Population growth
20. Divorce rate
21. Crime rate
22. Retention rate of older police officers

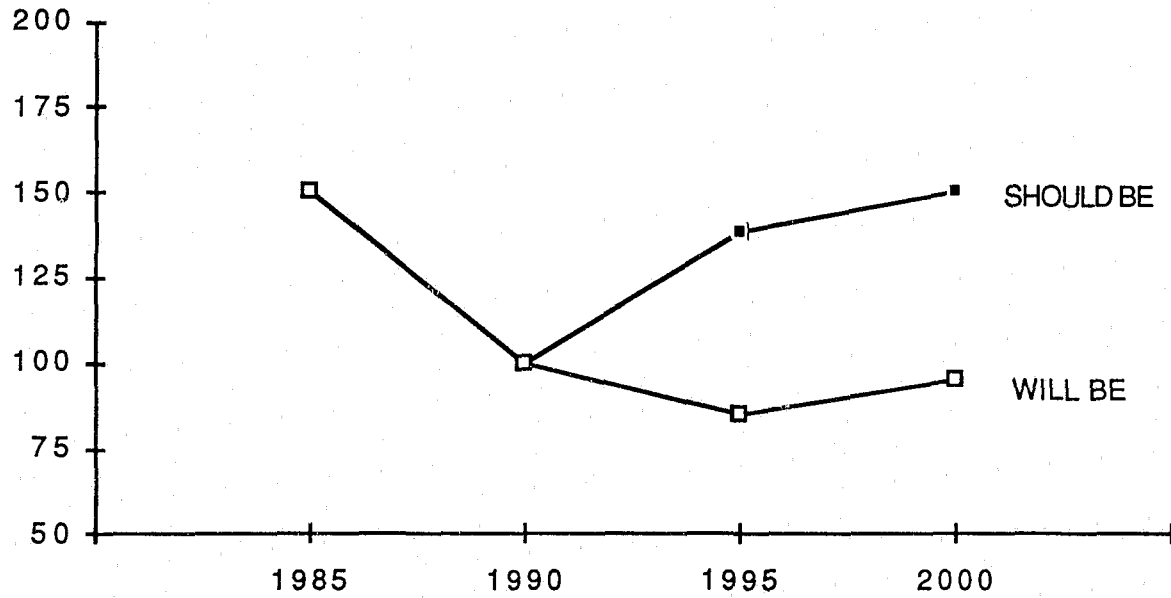
APPENDIX C

CANDIDATE EVENTS

1. Major change in immigration policy
2. Major reduction in size of military
3. Major reduction in private sector employment
4. Privatization of police services
5. Legislature prohibits part-time employment due to labor shortage
6. Increase in law enforcement civilianization
7. Major inflationary increase in cost of living
8. Affirmative action decisions mandate part-time police officer positions
9. Reduction in tax base
10. Legislature mandates day-care for employees
11. Demand for improved police services
12. Federal legislation mandates health insurance coverage
13. Major change in cost of higher education
14. Major change in high political levels of state government
15. Mandated car pooling
16. Stress factors mandate part-time police work
17. Mandatory college degree requirement
18. Mandated proficiency testing
19. Technology results in less demand
20. Reduction in workweek hours
21. Race riots
22. Economic depression
23. Major funding increase to law enforcement

APPENDIX D

**TREND # 1 PERCENTAGE OF QUALIFIED CANDIDATES
IN THE POLICE OFFICER APPLICANT POOL**



PAST-150

TODAY-100

WILL BE
SHOULD BE

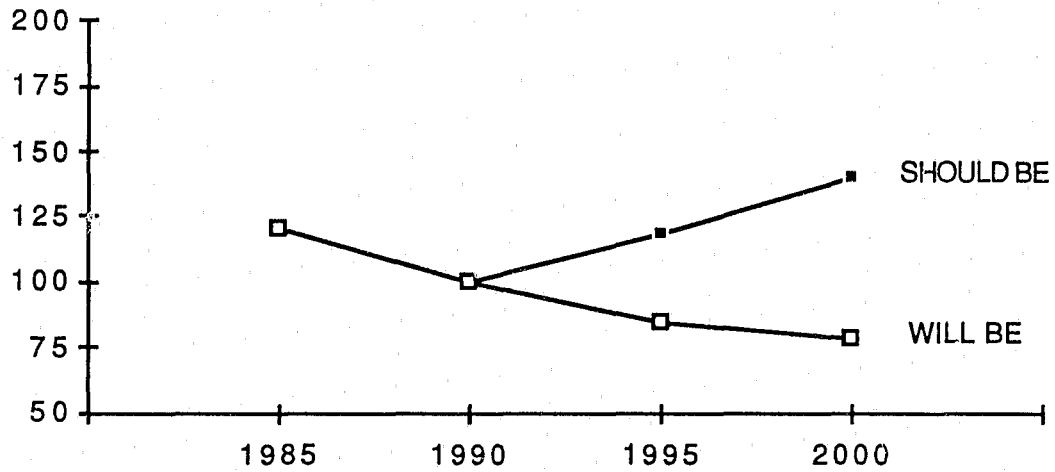
85 (70-110)
138 (100-400)

95 (65-200)
150 (110-500)

NUMBERS IN () REPRESENT HIGH/LOW FORECASTS OF PANEL

APPENDIX E

TREND #2 RETENTION RATE OF POLICE OFFICERS



PAST-120

TODAY-100

WILL BE
SHOULD BE

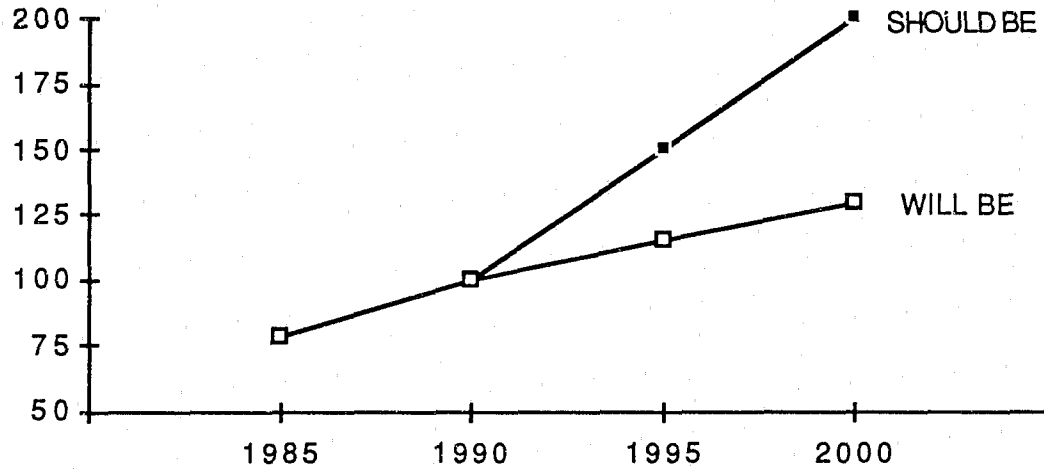
85 (75-110)
118 (90-300)

78 (50-150)
140 (90-400)

NUMBERS IN () REPRESENT HIGH/LOW FORECASTS OF PANEL

APPENDIX F

TREND #3 PERCENTAGE OF QUALIFIED WOMEN CANDIDATES
IN POLICE OFFICER APPLICANT POOL



PAST-78

TODAY-100

WILL BE
SHOULD BE

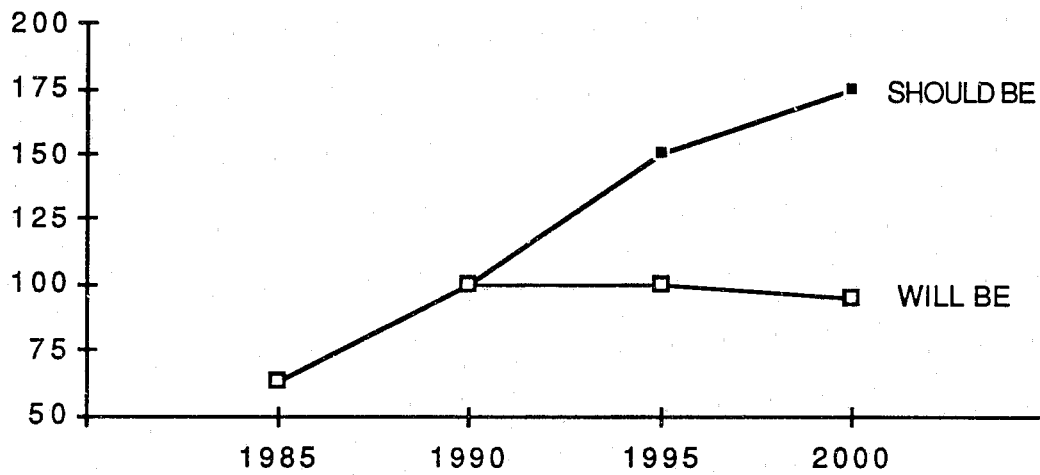
115 (60-200)
150 (120-300)

130 (80-300)
200 (140-400)

NUMBERS IN () REPRESENT HIGH/LOW FORECASTS OF PANEL

APPENDIX G

TREND #4 RETENTION RATE OF WOMEN POLICE OFFICERS



PAST-63

TODAY-100

WILL BE
SHOULD BE

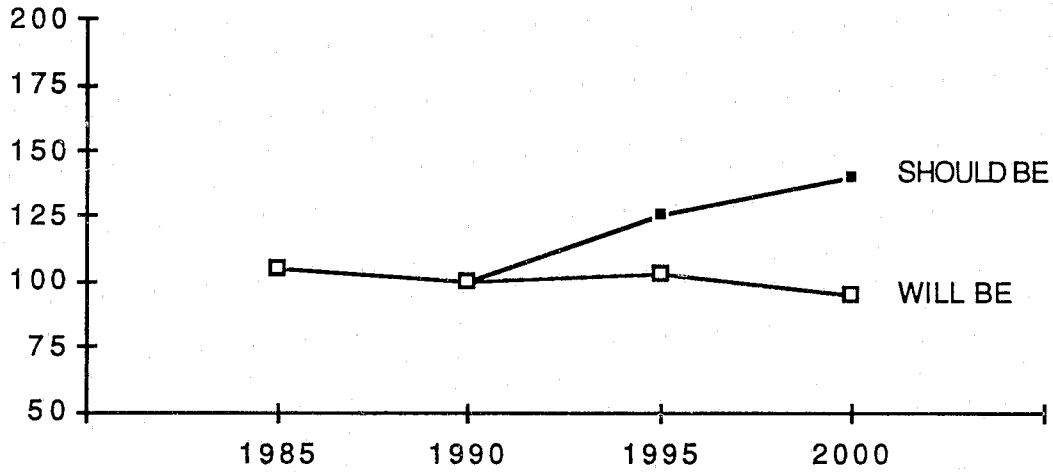
100 (40-150)
150 (100-300)

95 (60-150)
175 (100-500)

NUMBERS IN () REPRESENT HIGH/LOW FORECASTS OF PANEL

APPENDIX H

TREND #5 RETENTION RATE OF OLDER POLICE OFFICERS



PAST-105

TODAY-100

WILL BE
SHOULD BE

103 (20-200)
125 (100-400)

95 (30-300)
140 (100-500)

NUMBERS IN () REPRESENT HIGH/LOW FORECASTS OF PANEL

APPENDIX I

CROSS-IMPACT EVALUATION

IMPACTING EVENT	IMPACTED EVENT					IMPACTED TRENDS					ACTOR HITS
	E-1	E-2	E-3	E-4	E-5	T-1	T-2	T-3	T-4	T-5	
E-1	-	+30	+60	+10	+70	+20	+40	+30	+40	+60	9
E-2	+10	-	+10	+30	0	+15	0	+25	+25	0	6
E-3	+60	0	-	+10	+10	+10	+10	+20	+20	+25	8
E-4	+10	+10	+10	-	+20	+20	+10	+30	+10	0	8
E-5	+10	+50	+50	+10	-	+10	0	+20	+5	0	7
REACTOR HITS	4	3	4	4	3	5	3	5	5	2	

Panel Medians N=5

E-1 Serious Inflation of 10% or more	T-1 Percentage of Qualified Candidates in Police Officer Applicant Pool
E-2 Affirmative Action Mandates Part-time Positions	T-2 Retention Rate of Police Officers
E-3 Congress Mandates Health Insurance for Employees	T-3 Percentage of Qualified Women Candidates in Police Officer Applicant Pool
E-4 Day-Care Mandated by State Legislature	T-4 Retention Rate of Women Police Officers
E-5 Major Changes in High State Political Offices	T-5 Retention Rate of Older Police Officers

APPENDIX J

CAPABILITY/RESOURCE ANALYSIS

Each item was evaluated on the basis of the following criteria:

- I Superior, better than anyone else, beyond present need
- II Better than average, suitable performance, no problems
- III Average, acceptable, equal to competition, not good, not bad
- IV Problems here, not as good as it should be, deteriorating, must be improved
- V Real cause for concern, situation bad, crisis, must take action to improve

Panel Medians = 6

CATEGORY	I	II	III	IV	V
Manpower				X	
Technology			X		
Equipment		X			
Facilities				X	
Money				X	
Calls for service				X	
Supplies			X		
Management skills			X		
Police Officer skills		X			
Supervisor skills		X			
Training		X			
Attitudes			X		
Image			X		
Council support			X		
City Manager support			X		
Growth potential		X			

APPENDIX J (continued)

CAPABILITY/RESOURCE ANALYSIS

Each item was evaluated on the basis of the following criteria:

- I Superior, better than anyone else, beyond present need
- II Better than average, suitable performance, no problems
- III Average, acceptable, equal to competition, not good, not bad
- IV Problems here, not as good as it should be, deteriorating, must be improved
- V Real cause for concern, situation bad, crisis, must take action to improve

Panel Medians = 6

CATEGORY	I	II	III	IV	V
Specialties		X			
Management flexibility				X	
Sworn/non-sworn ratio			X		
Pay scale	X				
Benefits		X			
Turnover			X		
Community support			X		
Complaints received			X		
Enforcement index			X		
Traffic index			X		
Sick leave rates			X		
Morale				X	

APPENDIX K

CAPABILITY/READINESS FOR CHANGE

Each item evaluated as to what is encouraged in the model agency.

- | | | | |
|-----|------------|---|------------------------|
| 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
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Top Managers

Mentality/Personality		X			
Skills/Talents		X			
Knowledge/Education			X		

Organizational Climate

Culture/Norms		X			
Rewards/Incentives			X		
Power Structure	X				

Organizational Competence

Structure		X			
Resources			X		
Middle Management				X	
Line Personnel				X	

APPENDIX L

RESPONSIBILITY CHART

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

ACTORS

Decision	Deputy Chief	Project Manager	F POA President	Council Deputy CM	Mgt. Analyst Personnel & Trn	Field Supervisor
Use of Part-Time	A	R	I	I	-	-
Number of Part-Time	A	R	I	I	S	-
Training Needs	A	R	I	-	S	S
Evaluation Process	A	R	-	-	S	S
Meet and Confer	A	R	A	I	-	-

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