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POLICE MANPOWER
AND
PERSONNEL PRACTICES
IN
NORTH DAKOTA

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North Dakota Combined
Law Enforcement Council

February, 1977

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IN
NORTH DAKOTA

Prepared for the
North Dakota Combined Law Enforcement Council

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PREFACE

During the months of November, 1975, through February, 1976, the North Dakota Combined Law Enforcement Council conducted a law enforcement manpower survey for the purpose of obtaining data on certain employee and agency characteristics which could be used to assist state and local law enforcement planning efforts. The results of that survey are reproduced here in summary form.

This report provides a relatively comprehensive and current assessment of the manpower strength of law enforcement in North Dakota. As a unique source of data, this document can contribute to an agency's personnel planning efforts and to the development of future training programs. It is hoped that the reader will find additional ways in which this report will aid in the understanding of the police personnel field, for it is to the advancement of police professionalism and understanding that this report is devoted.

ACKNOWLEDGEMENTS

The manpower survey and this report which resulted from the survey would not have been possible without the cooperation and assistance provided by the chiefs and sheriffs of North Dakota's law enforcement agencies. Due to the length and complexity of the survey form, these administrators had to spend considerable time to produce the desired information. In some cases, the effort of "digging" through records was required. The support given this undertaking by these men and their staffs is clear evidence of their desire to improve the police profession.

No less a measure of gratitude is extended to the five regional criminal justice planners who spent innumerable hours traveling, telephoning, and interviewing chiefs and sheriffs to obtain the requested information. To Mr. James Beneteau, Mr. Jeff Skjerven, Mr. Jack Myers, Mr. Stan Zimmerman, and Ms. Cindi Goodyear, acknowledgement of their important contributions to this report is extended with sincere thanks.

METHODOLOGY

Survey Sample

All municipal and county law enforcement agencies in North Dakota, the North Dakota Highway Patrol, and every peace officer in North Dakota constituted the survey population.

Of 53 county agencies, 52 responded to the survey for a 98 percent return rate. Of 136 known municipal police agencies, 105 responded for a 77 percent return rate. There are approximately 1,051 sworn peace officers in North Dakota. Of this number, 759 officers or 72 percent returned a completed questionnaire. Where possible, existing records were used to supplement the survey data. Consequently, some charts, such as Table 3, will have totals which are greater than the number of agency responses to the survey.

Questionnaire Forms

Two questionnaire forms were developed specifically for this manpower survey. The first questionnaire was designed to obtain manpower information from each law enforcement agency. This questionnaire consisted of 71 questions which were organized under the following categories: Staff Size, Recruitment and Retention, Personnel Policies, Training, Financial Data, Reserve Law Enforcement Officers, Jails, and General. The second questionnaire was designed to obtain biographical information from each peace officer in North Dakota. This latter form requested such information as name, age, ethnic classification, employ-

ment stature, education, employment title, job assignment, rank, tenure in law enforcement, and employing agency and location.

Survey Administration

One of the main concerns of conducting any survey, of course, is to obtain a high response rate. Because of the complexity and length of the questionnaire form which pertained to agencies, it was decided to enlist the aid of the five existing regional criminal justice planners to administer the survey in their respective regions (Regions II, III, IV, V, VI, and VII). Law Enforcement Council staff were assigned to those regions which did not have a regional planner at the time the survey was conducted (Regions I and VIII).

A packet of questionnaires was mailed to each regional planner. The regional planners in turn were to either personally administer the questionnaire to the head of each law enforcement agency in his/her region or, in the case of small departments (one or two man agencies), administer the questionnaire by telephone. The responsibilities of the regional planners were three-fold. First, it was their responsibility to check the accuracy of the information reported on each questionnaire and to resolve any inconsistencies or omissions. Secondly, the regional planners were charged with the task of assisting agencies in the completion of the questionnaires. Thirdly, the regional planners were requested to encourage the agencies within their region to complete and return the questionnaires. The high rate of return of the questionnaires can be attributed to the generous efforts of the regional planners in carrying out these responsibilities.

The second questionnaire form was hand delivered to most law enforcement agencies and mailed to others for subsequent distribution to all law enforcement personnel within each agency. These personnel were to complete the form and return it to the head of their agency who in turn mailed the forms to the Law Enforcement Council in Bismarck.

Limitations of the Survey

Although every effort was made to insure the accuracy of the data presented in this report, the survey was not completed without some limitations. The questionnaire was lengthy and complex, which lent to the misinterpretation and subsequent inaccurate reporting on some items. Certain data which was requested (especially budgets and salaries) was not always available or was not kept in the records of the jurisdiction in a form which could be transferred to the questionnaire. Finally, the overall return rate of 82.6 percent makes the survey not entirely characteristic. Nevertheless, the data presented here is still useful as being representative of the entire survey population. Additionally, the data is valuable in terms of providing at least a general framework on which to base manpower plans and programs.

STAFFING

Number of Officers

The number of peace officers per 1,000 population in North Dakota closely approximates that of the national average for urban areas. For the eight largest cities in North Dakota the average number of peace officers per 1,000 population is 1.64. The national average for urban areas is 1.7. Statewide, including both urban and rural areas, the number of officers per 1,000 population drops slightly to 1.46. This decrease probably reflects the lower crime rate in rural areas (see Tables 1 and 2).

Although the number of peace officers per 1,000 population is frequently used as a comparative measure to determine whether an agency is sufficiently manned, such a measure can just as frequently be misleading.

To illustrate the point, Table 3 shows that 28 agencies or 90 percent of the agencies serving communities between 500 to 999 people consist of one or two men. At the same time, there is one agency serving a community within the 500 to 999 population range that has six to ten men. In comparison, this latter agency has a significantly higher officer/population ratio than 90 percent of the other agencies in the same population category. However, it is difficult to draw inferences or conclusions from just this one measure without also knowing other demographic features.

Table 3 also serves to illustrate the well known fact that law enforcement in North Dakota is primarily a product of very small agencies. There are 53 sheriff

| CITY | Bismarck | Dickinson | Fargo | Grand Forks | Jamestown | Mandan | Minot | Williston |
|---------------|----------|-----------|--------|-------------|-----------|--------|--------|-----------|
| POPULATION | 37,164 | 12,387 | 56,637 | 41,447 | 15,243 | 11,370 | 33,643 | 11,084 |
| # OF OFFICERS | 63 | 22 | 87 | 63 | 27 | 18 | 52 | 19 |
| RATIO | 1.7 | 1.78 | 1.54 | 1.52 | 1.77 | 1.58 | 1.55 | 1.71 |

TABLE 1: NUMBER OF SWORN OFFICERS PER 1,000 POPULATION IN THE EIGHT LARGEST NORTH DAKOTA CITIES
(Source: 1973 Census Data and LEC Survey, 1976)

| REGION | Region I | Region II | Region III | Region IV | Region V | Region VI | Region VII | Region VIII | TOTALS |
|---------------|----------|-----------|------------|-----------|----------|-----------|------------|-------------|---------|
| POPULATION | 28,988 | 102,024 | 53,896 | 99,854 | 123,159 | 77,579 | 108,012 | 41,976 | 635,488 |
| # OF OFFICERS | 63 | 108 | 74 | 119 | 201 | 95 | 199 | 69 | 928 |
| RATIO | 2.1 | 1.06 | 1.4 | 1.2 | 1.6 | 1.2 | 1.8 | 1.6 | 1.46 |

TABLE 2: NUMBER OF SWORN OFFICERS PER 1,000 POPULATION BY REGION (Source: 1973 Census Data and LEC Survey, 1976)

agencies and approximately 136 local* police agencies for a total of 189 law enforcement agencies. Of this number, 151 agencies or 79.8 percent consist of four men or less. There are more one man agencies than any other size agency. Seventy-four or 39 percent of all law enforcement agencies in North Dakota are comprised of only one person. Forty-two or 22 percent of all agencies consist of only two men. Taken together, one and two man agencies equal 61 percent of the law enforcement agencies.

Tables 4 and 5 provide relevant data concerning the total law enforcement manpower strength in North Dakota. In terms of regional populations and crime rates, no significant differences were noted when comparing the number of law enforcement personnel on a regional basis. Nor were any significant differences noted when making the same comparisons by population categories.

Rank Categories

Table 6 depicts North Dakota's peace officers by rank categories and type of agency. Because of the wide variance in the size of law enforcement agencies, it is difficult to draw inferences from the data relative to the number of individuals under the supervision of the next highest rank category. Nevertheless, excluding chiefs, because of the high number of one-man police agencies, it appears that the total number of supervisor and command positions (205) in proportion to the number of patrol officers (389) is inordinately high in local agencies.

* The term "local" is used throughout this report to refer to municipal police agencies and the term "county" is used to refer to sheriff's departments.

| AGENCY SIZE | | POPULATION CATEGORIES | | | | | |
|-------------|---------|-----------------------|---------|-------------|-------------|--------------|-------------|
| | | Under 500 | 500-999 | 1,000-2,499 | 2,500-4,999 | 5,000-15,000 | Over 15,000 |
| 1 man | Police | 46 | 19 | 7 | | | |
| | Sheriff | | | 2 | | | |
| 2 men | Police | 5 | 9 | 13 | | | |
| | Sheriff | | | | 9 | 6 | |
| 3 men | Police | | 1 | 7 | 1 | | |
| | Sheriff | | | 1 | 5 | 6 | |
| 4 men | Police | | 1 | 7 | 1 | | |
| | Sheriff | | | | 1 | 3 | 1 |
| 5 men | Police | | | 4 | | | |
| | Sheriff | | | | | 1 | 1 |
| 6-10 men | Police | | 1 | | | 2 | |
| | Sheriff | | | | 1 | 6 | 3 |
| 11-15 men | Police | | | | | 4 | |
| | Sheriff | | | | | 1 | 2 |
| 16-21 men | Police | | | | | 1 | |
| | Sheriff | | | | | 1 | 1 |
| Over 21 men | Police | | | | | 2 | 5 |
| | Sheriff | | | | | | 2 |

TABLE 3: NUMBER OF AGENCIES BY AGENCY SIZE, TYPE OF AGENCY AND POPULATION CATEGORIES
(Source: LEC, 1977)

| | Region I | Region II | Region III | Region IV | Region V* | Region VI | Region VII | Region VIII | Hwy. Patrol | TOTALS |
|------------------------------|-------------|--------------|---------------|--------------|--------------|--------------|---------------|----------------|----------------|--------------|
| Number of Police Agencies | 6 | 12 | 7 | 3 | 26 | 16 | 18 | 17 | | 105 |
| Number of Sheriff's Agencies | 3 | 6 | 5 | 4 | 7 | 9 | 10 | 8 | | 52 |
| Full Time Sworn Male | 46 | 73 | 59 | 106 | 156 | 79 | 129 | 53 | 98 | 799 |
| Full Time Sworn Female | 8 | 11 | 4 | 7 | 12 | 6 | 20 | 6 | 0 | 74 |
| Part Time Sworn Male | 5 | 20 | 1 | 0 | 28 | 7 | 19 | 8 | 0 | 88 |
| Part Time Sworn Female | 0 | 0 | 0 | 2 | 0 | 1 | 5 | 2 | 0 | 10 |
| Full Time Unsworn Male | 0 | 4 | 4 | 4 | 12 | 0 | 4 | 0 | 0 | 28 |
| Full Time Unsworn Female | 1 | 10 | 5 | 9 | 16 | 0 | 2 | 0 | 19 | 62 |
| Part Time Unsworn Male | 2 | 1 | 8 | 4 | 2 | 0 | 1 | 1 | 0 | 19 |
| Part Time Unsworn Female | 2 | 0 | 6 | 3 | 0 | 1 | 1 | 0 | 1 | 14 |
| Contract Police | 4 | 4 | 10 | 0 | 5 | 2 | 26 | 0 | 0 | 51 |
| Police Reserve | 0 | 50 | 6 | 14 | 26 | 50 | 15 | 17 | 0 | 178 |
| TOTALS | 68 | 173 | 103 | 149 | 257 | 146 | 222 | 87 | 118 | 1,323 |

*Region V contains North Dakota's only SMSA area and North Dakota's largest city and county.

TABLE 4: STATEWIDE LAW ENFORCEMENT MANPOWER BY REGION, TYPE OF AGENCY, TYPE OF EMPLOYMENT AND SEX
(Source: LEC Survey, 1976)

| Type of Employment and Sex | Under 500 | 500- 999 | 1000- 2499 | 2500- 4999 | 5000- 15000 | Over 15000 |
|----------------------------------|--------------|-------------|---------------|---------------|----------------|---------------|
| Full-time Sworn Male | 33 | 49 | 98 | 27 | 156 | 434 |
| Full-time Sworn Female | 1 | 6 | 12 | 2 | 14 | 39 |
| Part-time Sworn Male | 24 | 21 | 25 | 1 | 0 | 13 |
| Part-time Sworn Female | 0 | 2 | 6 | 0 | 0 | 0 |
| Full-time Unsworn Male | 2 | 1 | 4 | 0 | 13 | 8 |
| Full-time Unsworn Female | 0 | 1 | 5 | 7 | 8 | 41 |
| Part-time Unsworn Male | 1 | 6 | 4 | 1 | 6 | 1 |
| Part-time Unsworn Female | 0 | 3 | 6 | 0 | 4 | 1 |
| Contract Police | 5 | 22 | 8 | 4 | 8 | 2 |
| Police Reserves | 1 | 9 | 10 | 6 | 20 | 82 |
| TOTAL | 67 | 120 | 178 | 48 | 229 | 621 |

TABLE 5: NUMBER OF LAW ENFORCEMENT PERSONNEL BY TYPE OF EMPLOYMENT, SEX AND SIZE OF POPULATION SERVED (Source: LEC Survey, 1976)

| RANK | STATEWIDE | LOCAL | COUNTY |
|----------------|------------|------------|----------|
| Patrol Officer | 389 | 389 | 0 |
| Deputy Sheriff | 218 | 0 | 218 |
| Corporal | 13 | 13 | 0 |
| Sergeant | 98 | 86 | 12 |
| Lieutenant | 68 | 52 | 16 |
| Captain | 39 | 31 | 8 |
| Major | 6 | 1 | 5 |
| Colonel | 6 | 2 | 4 |
| Ass't Chief | 23 | 20 | 3 |
| Sheriff | 53 | 0 | 53 |
| Chief | <u>101</u> | <u>101</u> | <u>0</u> |
| TOTALS | 1014 | 695 | 319 |

TABLE 6: NUMBER OF PEACE OFFICERS BY RANK AND TYPE OF AGENCY (Source: LEC Survey, 1976)

MINIMUM ENTRY LEVEL REQUIREMENTS

There are no statewide uniform minimum selection standards for entry into police employment in North Dakota. The traditional entry level requirements of age, height, weight, and visual acuity vary from agency to agency; however, the majority of all law enforcement agencies do not have formal requirements for these physical factors. Similarly, most agencies do not have formal aptitude and character requirements.

The most frequently administered applicant assessment procedure is the oral interview. Seventy-four percent (N=117) of all law enforcement agencies use this selection procedure. A background investigation is conducted by 51 percent (N=80) of the agencies and nine percent (N=15) of the agencies administer a written examination. The clinical appraisal and polygraph administration methods of selection are used by few agencies. Only five percent (N=8) of the agencies use the former, and only 2.5 percent (N=4) of the agencies use the latter.

Other selection requirements utilized by North Dakota law enforcement agencies include, residency, U.S. citizenship, possession of a driver's license, and the nature of a criminal history. Few agencies (7.6 percent, N=12) have a pre-employment residency requirement although most agencies (56 percent, N=89) have a post-employment residency requirement. United States citizenship is required by 73 percent (N=123) of the agencies. There is little variance in the selection standards among municipal and county agencies (see Table 7).

The most frequently reported minimum educational requirement for sworn personnel was the high school diploma or equivalency certificate for local (42 percent) and county (54 percent) agencies. Forty-seven percent of local agencies and 41 percent of county agencies indicated that they have no formal educational requirement. No local or county agencies require four years of college. The number of agencies and their minimum educational requirements are depicted in Table 8.

The level of education required by an agency generally is in direct relationship to the size of the population served by the agency, and therefore, of the agency itself. The smaller the population served, the lower the entry level educational requirement. Of 72 agencies

| PRACTICE | Under 500 | | | | 500 - 999 | | | | 1000 - 2499 | | | | 2500 - 4999 | | | | 5000 - 15000 | | | | Over 15,000 | | | |
|---------------------------|-----------|----|----|-----|-----------|----|----|-----|-------------|----|----|----|-------------|-----|----|-----|--------------|-----|----|-----|-------------|-----|----|-----|
| | Yes | | No | | Yes | | No | | Yes | | No | | Yes | | No | | Yes | | No | | Yes | | No | |
| | # | % | # | % | # | % | # | % | # | % | # | % | # | % | # | % | # | % | # | % | # | % | # | % |
| MEDICAL EXAM | 2 | 5 | 35 | 95 | 3 | 9 | 32 | 91 | 6 | 12 | 46 | 88 | 1 | 17 | 5 | 83 | 3 | 19 | 13 | 81 | 6 | 55 | 5 | 45 |
| PHYSICAL AGILITY | 0 | 0 | 37 | 100 | 1 | 3 | 34 | 97 | 2 | 4 | 20 | 96 | 0 | 0 | 6 | 100 | 3 | 19 | 13 | 81 | 1 | 9 | 10 | 91 |
| WRITTEN EXAM | 0 | 0 | 37 | 100 | 0 | 0 | 35 | 100 | 3 | 6 | 49 | 94 | 0 | 0 | 6 | 100 | 5 | 31 | 11 | 69 | 7 | 64 | 4 | 36 |
| POLYGRAPH EXAM | 0 | 0 | 37 | 100 | 0 | 0 | 35 | 100 | 1 | 2 | 51 | 98 | 0 | 0 | 6 | 100 | 0 | 0 | 16 | 100 | 3 | 27 | 8 | 73 |
| ORAL INTERVIEW | 15 | 41 | 22 | 59 | 27 | 77 | 8 | 23 | 42 | 81 | 10 | 19 | 6 | 100 | 0 | 0 | 16 | 100 | 0 | 0 | 11 | 100 | 0 | 0 |
| BACKGROUND INVESTIGATION | 10 | 27 | 27 | 73 | 22 | 63 | 13 | 37 | 36 | 69 | 16 | 31 | 6 | 100 | 0 | 0 | 16 | 100 | 0 | 0 | 10 | 91 | 1 | 9 |
| PSYCHOLOGICAL EXAM | 0 | 0 | 37 | 100 | 0 | 0 | 35 | 100 | 2 | 4 | 50 | 96 | 0 | 0 | 6 | 100 | 3 | 19 | 13 | 81 | 3 | 27 | 8 | 73 |
| PRE-EMPLOYMENT RESIDENCE | 1 | 3 | 36 | 97 | 4 | 11 | 31 | 89 | 3 | 6 | 49 | 94 | 1 | 17 | 5 | 83 | 2 | 13 | 14 | 87 | 0 | 0 | 11 | 100 |
| POST-EMPLOYMENT RESIDENCE | 7 | 19 | 30 | 81 | 15 | 43 | 20 | 57 | 33 | 63 | 19 | 37 | 2 | 33 | 4 | 67 | 8 | 50 | 8 | 50 | 4 | 36 | 7 | 64 |

TABLE 7: NUMBER AND PERCENT OF AGENCIES EMPLOYING VARIOUS FACTORS FOR PERSONNEL SELECTION BY POPULATION CATEGORIES
(Source: LEC Survey, 1976)

having no formal educational requirement, 97 percent (N=70) serve populations with less than 5,000 persons. Conversely, 92.5 percent (N=25) of the agencies which serve jurisdictions with more than 5,000 persons require at least a high school diploma or G.E.D. (see Table 9).

Policies regarding the rejection of candidates for various prior arrest and conviction records differ from agency to agency as do other selection policies. Most agencies (97 percent) will not reject a candidate from employment because of moving traffic violations. Ninety-two percent of all agencies will also not reject a candidate because of a misdemeanor arrest record. However, this percentage drops to 81 percent if the record shows a conviction for a misdemeanor. In regard to felonies, 54 percent of the agencies will not reject a candidate with a felony arrest record, but if there is a conviction for a felony, 78 percent of the agencies will reject the candidate (see Table 10).

| TYPE OF AGENCY | NO FORMAL REQUIREMENT | 8th GRADE | 10th GRADE | H.S. Dipl. or G.E.D. | SOME COLLEGE | A.A. DEGREE |
|----------------|-----------------------|-----------|------------|----------------------|--------------|-------------|
| LOCAL | 50 | 1 | 1 | 44 | 2 | 1 |
| COUNTY | 22 | 0 | 1 | 29 | 0 | 0 |

TABLE 8: NUMBER OF AGENCIES AND THEIR MINIMUM ENTRY LEVEL EDUCATIONAL REQUIREMENT
(Source: LEC Survey, 1976)

| Educational Requirement | Under 500 | | 500-999 | | 1000-2499 | | 2500-4999 | | 5000-15000 | | Over 15000 | |
|-------------------------------|-----------|------|---------|------|-----------|------|-----------|------|------------|------|------------|------|
| | # | % | # | % | # | % | # | % | # | % | # | % |
| No Formal Requirement | 31 | 83.8 | 18 | 51.3 | 24 | 46.2 | 3 | 50 | 2 | 12.5 | | |
| Completion of Eighth Grade | | | 1 | 2.9 | | | | | | | | |
| Completion of Tenth Grade | | | 1 | 2.9 | 1 | 1.9 | | | | | | |
| High School Diploma | 4 | 10.8 | 7 | 20 | 14 | 26.9 | | | 6 | 37.5 | 4 | 36.4 |
| GED or Equivalent | 2 | 5.4 | 8 | 22.9 | 11 | 21.2 | 2 | 33.3 | 8 | 50 | 6 | 54.5 |
| Some College - up to One Year | | | | | 1 | 1.9 | 1 | 16.7 | | | | |
| Associate Degree | | | | | 1 | 1.9 | | | | | | |
| Bachelor's Degree | | | | | | | | | | | 1 | 9.1 |
| TOTAL | 37 | 100 | 35 | 100 | 52 | 100 | 6 | 100 | 16 | 100 | 11 | 100 |

TABLE 9: NUMBER AND PERCENT OF AGENCIES AND EDUCATIONAL REQUIREMENT BY POPULATION CATEGORIES (Source: LEC, 1976)

| Population Categories | TYPE OF OFFENSE | | | | | | | | | |
|-----------------------|--------------------------|------------|--------------------|------------|------------|------------|---------------|-----------|------------|-----------|
| | Moving Traffic Violation | | <u>Misdemeanor</u> | | | | <u>Felony</u> | | | |
| | | | Arrest | | Conviction | | Arrest | | Conviction | |
| | Yes | No | Yes | No | Yes | No | Yes | No | Yes | No |
| Under 500 | 1 | 36 | 1 | 36 | 5 | 32 | 9 | 28 | 16 | 21 |
| 500 - 999 | 0 | 35 | 3 | 32 | 7 | 28 | 19 | 16 | 28 | 7 |
| 1,000 - 2,499 | 2 | 50 | 4 | 48 | 10 | 42 | 24 | 28 | 45 | 7 |
| 2,500 - 4,999 | 0 | 6 | 1 | 5 | 2 | 4 | 5 | 1 | 6 | 0 |
| 5,000 - 15,000 | 1 | 15 | 3 | 13 | 5 | 11 | 12 | 4 | 16 | 0 |
| Over 15,000 | 0 | 11 | 0 | 11 | 1 | 10 | 2 | 9 | 11 | 0 |
| TOTALS | 4 | 153 | 12 | 145 | 30 | 127 | 71 | 86 | 122 | 35 |

TABLE 10: APPLICANT REJECTION FOR PRIOR ARREST AND PRIOR CONVICTION: NUMBER OF AGENCIES (Source: LEC, 1976)

RECRUITMENT

Although the same recruitment procedures generally were indicated by both local and county agencies, the extent to which some of them are employed varied. Both local and county agencies reported that the following three procedures are most frequently utilized: placing want-ads in local newspapers (32 percent and 25 percent respectively); asking for referrals from police employees (16 percent and 32 percent respectively); and requesting referrals from employment agencies (eight percent and 21 percent respectively). Forty percent of the local agencies and 27 percent of the county agencies did not undertake any recruitment efforts.

How people who were subsequently hired became aware of a job opening also varied by type of agency. For county agencies the source of job information most frequently reported by new hirees was personal acquaintances (24 percent) and submitting an unsolicited application (19 percent). For local agencies 25 percent of the new hirees become aware of the job through employment agencies and 24 percent through advertisements in local newspapers. Referrals from police employees accounted for only 11 percent of the hirees in county agencies and for ten percent of the hirees in local agencies.

TRAINING LEVEL

The Law Enforcement Council has statutory authorization to recommend training standards. The Law Enforcement Council, in conjunction with the North Dakota Peace Officers Association, has developed training standards for entry level, supervisory, and command ranks. However, since the training standards are not mandatory,

the extent of compliance with them is unknown, except for the entry level standard. A 200 hour basic course is the recommended standard for entry level personnel and, with few exceptions, new personnel fulfill this requirement within the one year allotted time period from the date of hire.

The number of agencies which require personnel in each rank category to receive a minimum number of training hours each year is depicted in Table 11. Out of 105 local agencies which responded to this survey item, only 14 (13 percent) require patrol officers to receive some type of annual in-service training. Fifteen (28 percent) of the county agencies do not require annual in-service training of their deputies. That more agencies do not require annual in-service training of their personnel is due in part to the numerous one, two, and three man agencies. It is also partially due to limited local budgets. Even though most agencies do not have a minimum annual in-service training requirement, their personnel do take advantage of local and regional in-service training programs and out-of-state training programs with Law Enforcement Council funding support. The number of peace officers who have attended national training programs is depicted in Table 12.

Eleven agencies have one individual each whose sole function is that of training. An undetermined number of other agencies have at least one individual each who is responsible for the training function as well as another functional assignment (i.e., patrol command). Few agencies have even the elementary resources to conduct an in-service training session. For example, 81 percent (N=128) of the law enforcement agencies do not have classroom space; 84 percent (N=132) do not have a chalkboard; and 97 percent (N=153) do not have a

flipchart. A small number of agencies do have some of the more sophisticated types of training aids (i.e., 35 mm and 16 mm projectors, closed circuit TV).

| RANK | STATEWIDE | LOCAL | COUNTY |
|----------------|-----------|-------|--------|
| Patrol Officer | 14 | 13 | 0 |
| Deputy Sheriff | 15 | 0 | 15 |
| Corporal | 4 | 4 | 0 |
| Sergeant | 14 | 9 | 5 |
| Lieutenant | 12 | 6 | 6 |
| Captain | 11 | 5 | 6 |
| Major | 3 | 0 | 3 |
| Colonel | 4 | 0 | 4 |
| Ass't. Chief | 5 | 3 | 2 |
| Sheriff | 11 | 0 | 11 |
| Chief | 17 | 17 | 0 |

TABLE 11: NUMBER OF AGENCIES WHICH HAVE A MINIMUM NUMBER OF ANNUAL TRAINING HOURS REQUIREMENT BY RANK AND TYPE OF EMPLOYING AGENCY
(Source: LEC Survey, 1976)

| TRAINING PROGRAM | STATEWIDE | LOCAL | COUNTY |
|--------------------------------|-----------|-------|--------|
| DEA 10-Week Academy | 15 | 14 | 1 |
| FBI National Academy | 23 | 17 | 6 |
| FBI Short Courses | 301 | 168 | 133 |
| Southern Police Institute | 1 | 1 | 0 |
| Northwestern Traffic Institute | 21 | 16 | 5 |
| Other | 48 | 37 | 11 |

TABLE 12: NUMBER OF PEACE OFFICERS WHO HAVE ATTENDED NATIONAL TRAINING PROGRAMS
(Source: LEC Survey, 1976)

In regard to needed training, law enforcement officials were requested to check the five training topics (from a list of 22 training topics) which they felt would most benefit their personnel and their agency. The responses to this survey item are presented in Table 13 according to population categories. The topic area which received the greatest positive response was criminal investigative techniques. Of the 157 responding agencies, 63 percent perceived a training need in this area. Accident investigation also received a high positive response rate. Fifty percent of the agencies serving less than 15,000 felt more accident investigation training was needed. In contrast, only 18 percent of the agencies serving more than 15,000 people felt training in this area was needed. The next most needed training area according to the responses is crime prevention. Over 37 percent of the agencies cited this topic as a training need. Surprisingly, there was little need felt for supervisory training and even less for management training.

The data indicated that there are some wide variances of self-perceived training needs among population categories. Only 13.5 percent of agencies in the smallest population category felt training in report writing was needed, while 45 percent of the agencies in the largest population category reported training in this topic was needed. Responses to the need for training in criminal law also varied greatly among population categories. Over 65 percent of agencies in the 2,500-4,999 population category responded positively to this training topic, as did 36 percent of agencies in the over 15,000 category. However, only 19 percent of the agencies in the under 500 category felt criminal law training was needed.

| Training Topics | Population Categories | | | | | | | | | | | |
|-----------------------------------|-----------------------|----|-----------|----|-------------|----|-------------|----|--------------|----|------------|----|
| | Under 500 | | 500 - 999 | | 1000 - 2499 | | 2500 - 4999 | | 5000 - 15000 | | Over 15000 | |
| | Yes | No | Yes | No | Yes | No | Yes | No | Yes | No | Yes | No |
| Criminal Investigative Techniques | 13 | 24 | 23 | 12 | 37 | 15 | 5 | 1 | 13 | 3 | 9 | 2 |
| Crime Prevention | 8 | 29 | 13 | 22 | 23 | 29 | 3 | 3 | 7 | 9 | 5 | 6 |
| Community Relations | 10 | 27 | 12 | 23 | 24 | 28 | 0 | 6 | 8 | 8 | 4 | 7 |
| Criminal Law | 7 | 30 | 9 | 26 | 14 | 38 | 4 | 2 | 4 | 12 | 4 | 7 |
| Fingerprinting | 7 | 30 | 5 | 30 | 11 | 41 | 1 | 5 | 2 | 14 | 1 | 10 |
| Police Photography | 2 | 36 | 5 | 30 | 3 | 49 | 1 | 5 | 3 | 13 | 1 | 10 |
| Sex Crimes | 0 | 37 | 0 | 35 | 1 | 51 | 0 | 6 | 0 | 16 | 0 | 11 |
| Public Speaking | 1 | 36 | 4 | 31 | 4 | 48 | 1 | 5 | 1 | 15 | 1 | 10 |
| Accident Investigation | 14 | 23 | 18 | 17 | 31 | 21 | 4 | 2 | 6 | 10 | 2 | 9 |
| Case Preparation | 6 | 31 | 3 | 32 | 17 | 35 | 4 | 2 | 4 | 12 | 4 | 7 |
| Report Writing | 5 | 32 | 8 | 27 | 9 | 43 | 3 | 3 | 4 | 12 | 5 | 6 |
| Juvenile Procedures | 10 | 27 | 13 | 22 | 21 | 31 | 1 | 5 | 3 | 13 | 2 | 9 |
| Riot/Bomb Training | 2 | 35 | 0 | 35 | 1 | 51 | 0 | 6 | 0 | 16 | 0 | 11 |
| Patrol Procedures | 6 | 31 | 6 | 29 | 10 | 42 | 0 | 6 | 6 | 10 | 3 | 8 |
| Police Lab Services | 2 | 35 | 3 | 32 | 1 | 51 | 0 | 6 | 0 | 16 | 0 | 11 |
| Defensive Tactics | 7 | 30 | 6 | 29 | 7 | 45 | 0 | 6 | 0 | 16 | 1 | 10 |
| Firearms and Weapons | 8 | 29 | 4 | 31 | 7 | 45 | 1 | 5 | 4 | 12 | 2 | 9 |
| Crisis Intervention | 1 | 36 | 6 | 29 | 1 | 51 | 0 | 6 | 3 | 13 | 1 | 10 |
| Alcohol Related Problems | 10 | 27 | 13 | 22 | 15 | 37 | 0 | 6 | 3 | 13 | 3 | 8 |
| Supervision | 1 | 36 | 1 | 34 | 1 | 51 | 2 | 4 | 3 | 13 | 2 | 9 |
| Management | 1 | 36 | 1 | 34 | 3 | 49 | 0 | 6 | 1 | 15 | 3 | 8 |
| Instructor's Training | 1 | 36 | 0 | 35 | 1 | 51 | 0 | 6 | 1 | 15 | 2 | 9 |

TABLE 13: NUMBER OF AGENCIES BY SELF-PERCEIVED TRAINING NEEDS
(Source: LEC Survey, 1976)

Overall, with the exception of criminal investigative techniques and accident investigation, there are no one or two topic areas that were commonly perceived as needed by a majority of the responding agencies.

PROMOTION

Some 52 percent (N=55) of the reporting local agencies do not have formal promotion programs, but handle each promotion action on the merits of the individual case. Six agencies reported a uniform promotion program throughout the department and none of the local agencies indicated that the promotion program varies in accordance with rank. Table 14 depicts the frequency with which local agencies either formally or informally consider various factors for promotion or for awarding a salary increase.

| Factors | Promotion | Salary Increase |
|-------------------------------|-----------|-----------------|
| Formal Performance Evaluation | 18% | 18% |
| Veteran's Preference | 7% | 2% |
| Seniority | 12% | 13% |
| Written Exam | 8% | 2% |
| Oral Exam | 9% | 4% |
| Awards or Commendations | 4% | 4% |
| In-Service Training | 16% | 16% |
| Education Beyond High School | 8% | 6% |
| Other | 2% | 26% |

TABLE 14: PERCENT OF LOCAL AGENCIES EMPLOYING VARIOUS FACTORS FOR PROMOTION AND SALARY INCREASE (Source: LEC Survey, 1976)

PERFORMANCE APPRAISAL

A few local agencies reported having a formal performance appraisal program for recruits (14 percent), police officers (17 percent) and ranking officers (12 percent). Performance reviews are most frequently conducted every six months for all rank categories (64 percent). Twenty-two percent of the local agencies review the performance of police officers and ranking officers annually. Performance appraisals are most frequently conducted by the immediate supervisor (44 percent). Supervisory panels also frequently conduct performance appraisals (26 percent) as does the next highest supervisor (19 percent). None of local agencies reported using fellow employees for conducting performance appraisals.

The uses for which formal performance appraisals are conducted include the following in order of frequency: discipline (24 percent); salary increase (20 percent); promotion (17 percent); counseling (16 percent); dismissal (14 percent); and assignment/transfer (six percent).

APPEALS AND GRIEVANCES

Some 34 percent (N=36) of the responding local agencies indicated that formal procedures in the department exist for a sworn police employee to submit an appeal of a personnel decision. Of these agencies, 89 percent (N=32) indicated that the employee has the right to appeal and hearing, and in 80 percent of these agencies the employee has the right to have a representative at the hearing.

In addition to the 36 local agencies which reported having formal appeal procedures, 17 local agencies reported having informal appeal procedures. Of these 53 agencies, appeals are most frequently made to the chief of police (25 percent) and to the mayor (23 percent). The following persons and agencies were cited with much less frequency: Civil Service Commission, Central Personnel Agency, City/County Manager, Departmental Review Board, and Civilian Review Board.

BENEFITS

Table 15 depicts the types of benefits provided to sworn and unsworn employees and the percent of local agencies having each benefit.

| Types of Benefits | Sworn Employees | Unsworn Employees |
|--------------------------------|-----------------|-------------------|
| Retirement | 28 | 6 |
| Life Insurance | 16 | 6 |
| Hospital Insurance | 50 | 10 |
| Accident/Disability Insurance | 19 | 3 |
| False Arrest Insurance | 11 | 9 |
| Workman's Compensation | 75 | 14 |
| Hazardous Duty Pay | 0 | 0 |
| Shift Premium Pay | 9 | 9 |
| Paid Court Time | 18 | 7 |
| Uniform Purchase/Replacement | 75 | 8 |
| Equipment Purchase/Replacement | 67 | 5 |
| Vacation Leave | 80 | 12 |
| Sick Leave | 59 | 11 |
| Other | 5 | 4 |

TABLE 15: PERCENT OF LOCAL AGENCIES WITH BENEFITS FOR SWORN AND UNSWORN EMPLOYEES
(Source: LEC Survey, 1976)

TENURE AND TURNOVER

Table 16 depicts the tenure of peace officers in North Dakota by type of agency and Table 17 depicts the tenure of peace officers by population categories. There are no significant differences in the length of tenure between local peace officers and county peace officers with the exception of personnel employed for less than one year. In that category, county agencies have 23 percent more personnel who have served less than one year than do local agencies. Both types of agencies have a high percentage of officers who have served less than one year, which provides some indication of agency turnover rates.

Some noteworthy differences of tenure of peace officers do occur when looking at this statistical measure by population categories. As can be seen in Table 17, peace officers serving population categories under 5,000 people do not normally remain in service with small agencies for the span of a police career at the same rate as peace officers serving populations of over 15,000 people. For example, peace officers serving populations over 15,000 have a 50 percent higher rate of service over 25 years than do peace officers serving populations under 500. It is assumed that peace officers do not make a career out of policing in a small community because of low salaries and benefits and few opportunities for advanced training.

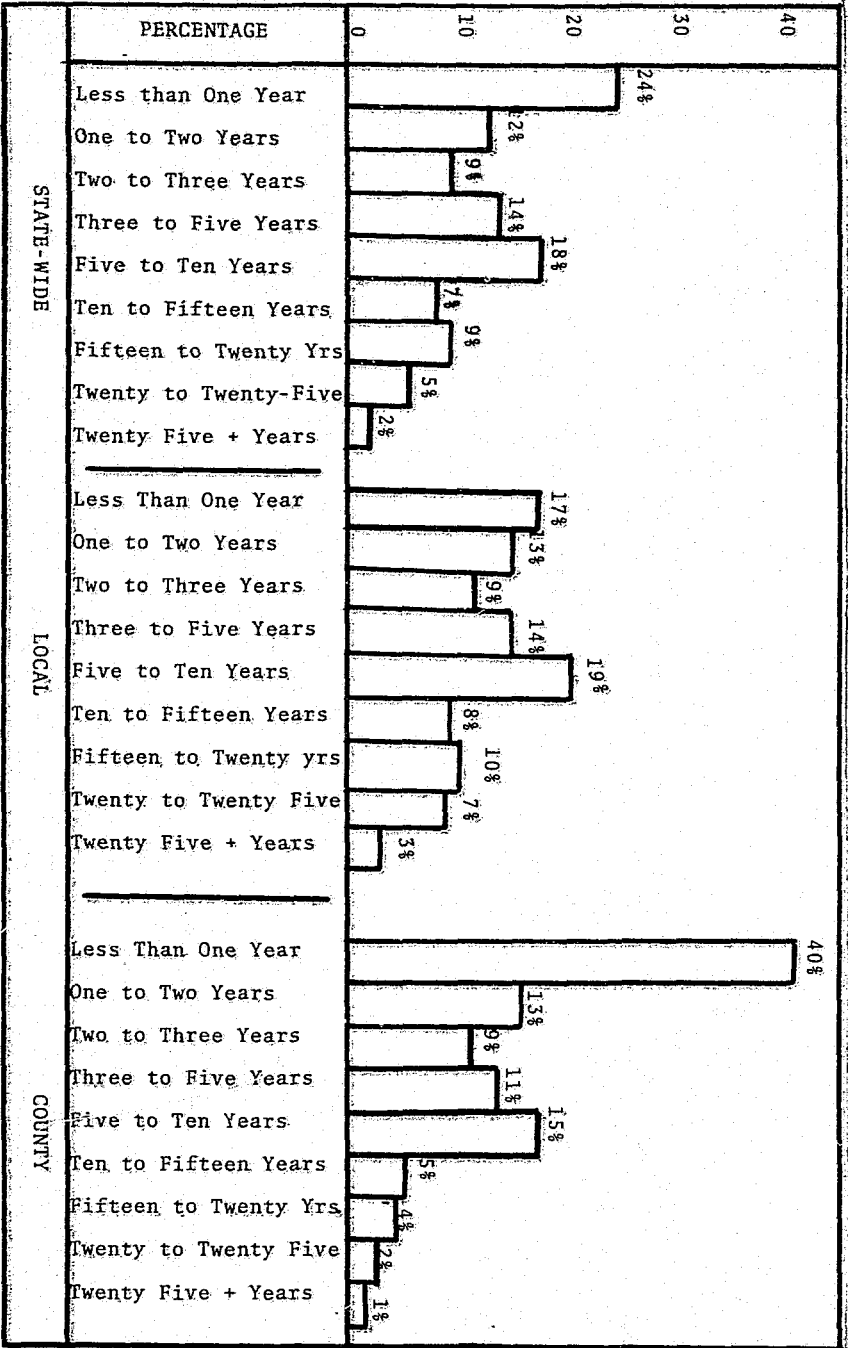
During the one year period of October, 1974, to October, 1975, 112 officers either resigned or were discharged from local agencies and 142 officers were hired. Consequently, 78.8 percent of new hires in local agencies were replacement personnel. For the same period of time, 42 officers either resigned or were discharged

from county agencies and 119 were hired. In comparison, county agencies have a lower turnover rate than do local agencies.

In terms of manpower planning and police administration it is important to determine the reasons expensively trained and equipped personnel leave an agency so that measures may be taken where possible to decrease the turnover rate and hence, the cost of recruiting, training, and equipping new personnel. Surprisingly there were few retirements in local agencies (six) and none in county agencies. There were also few resignations because of job-related physical disability or other type of illness or death (three) for local and county agencies.

The greatest percentage of officers resigned because of presumably better job opportunities elsewhere. Twenty-eight percent of local and county officers resigned during the above stated time period to accept employment with a non-law enforcement organization and 18 percent resigned to accept employment with another law enforcement agency. Dislike for the job was the reason given for 17 percent of the resigning officers. Of all officers in the state, only one percent were discharged for unsatisfactory performance or for cause (dishonesty, alcoholism, insubordination, etc.), and only one officer was released because of budgetary reduction.

TABLE 16: TENURE OF PEACE OFFICERS BY TYPE OF AGENCY (Source: LEC Survey, 1976)



| LENGTH OF SERVICE | POPULATION CATEGORIES | | | | | |
|-------------------------|-----------------------|-------------|---------------|---------------|----------------|---------------|
| | Under 500 | 500- 999 | 1000- 2499 | 2500- 4999 | 5000- 15000 | Over 15000 |
| Under One Year | 13 | 27 | 58 | 11 | 45 | 69 |
| One - Two Years | 3 | 11 | 23 | 8 | 24 | 39 |
| Two - Three Years | 2 | 6 | 13 | 1 | 21 | 26 |
| Three - Five Years | 7 | 15 | 14 | 8 | 22 | 61 |
| Five - Ten Years | 3 | 10 | 21 | 1 | 36 | 96 |
| 10 - 15 Years | 3 | 4 | 6 | 0 | 15 | 41 |
| 15 - 20 Years | 5 | 3 | 6 | 0 | 7 | 78 |
| 20 - 25 Years | 2 | 1 | 4 | 0 | 8 | 32 |
| Over 25 Years | 1 | 2 | 3 | 0 | 1 | 25 |
| TOTAL | 39 | 79 | 148 | 29 | 179 | 467 |

TABLE 17: NUMBER OF PEACE OFFICERS BY LENGTH OF SERVICE
AND POPULATION CATEGORIES
(Source: LEC, 1976)

SALARIES

Table 18 depicts the annual salary levels for law enforcement personnel in various ranks. These salaries are only partially representative of peace officers' salaries throughout the state because of incomplete responses to this survey item. As can be seen, there is a wide variance between the highest and lowest paid officer in every rank category, with the greatest difference appearing in the rank of chief. The annual salary for the lowest paid chief is \$2,000, whereas the highest paid chief receives \$23,412. This difference is undoubtedly attributed to the difference in the sizes of the agencies. The assumption is also made that the \$2,000 annual wage is for part time services or limited services.

In regard to the average salaries listed in Table 18, it should be emphasized that these are average salaries only for the number of agencies which provided a salary figure for each rank category, and that the average salaries are not necessarily the average salaries for all officers throughout the state. For example, only 55 agencies provided salary data for the rank of patrol officer, with the average patrol officer salary for those agencies being \$8,715. This figure would undoubtedly be different if patrol officer salary was included from the 134 agencies which did not respond to this item. For the same reason, the average salaries for assistant chiefs/chief deputies, captains and lieutenants appears to be higher than the average salaries of chiefs. If salary data from all agencies were included, this apparent irregularity would not be present.

| Rank | Number of Agency Responses | Annual Salary | |
|----------------------------------|----------------------------|---------------|----------|
| Chiefs | 84 | High | \$23,412 |
| | | Low | 2,000 |
| | | Average | 10,076 |
| Assistant Chief/ Chief Deputy | 32 | High | \$20,496 |
| | | Low | 4,800 |
| | | Average | 10,488 |
| Captains | 13 | High | \$17,976 |
| | | Low | 10,000 |
| | | Average | 15,599 |
| Lieutenants | 19 | High | \$17,124 |
| | | Low | 7,800 |
| | | Average | 10,993 |
| Sergeant | 21 | High | \$14,700 |
| | | Low | 7,200 |
| | | Average | 9,488 |
| Patrol Officers | 55 | High | \$13,284 |
| | | Low | 4,182 |
| | | Average | 9,140 |

TABLE 18: ANNUAL SALARIES FOR LAW ENFORCEMENT
PERSONNEL STATEWIDE
(Source: LEC Survey, 1976)

Since the ranks of chief and patrolman are the most numerous ranks in law enforcement, it was thought that it would be informative to show the salaries of these two ranks by population category. Table 19 provides this information. As could be expected, the salaries of chiefs and patrolmen increases significantly from small jurisdictions to large jurisdictions, with chiefs in the largest category receiving, on the average, more than three times the average annual salary of their counterparts in the smallest jurisdictions. The highest annual salary of a patrolman in the largest jurisdiction surpasses the highest annual average salary of a patrolman in the smallest jurisdiction by more than 35 percent.

The most representative salary data produced from the survey is presented in the rank of chief in the population categories of 500-999, 1,000-2,499, and over 15,000. In the 500-999 population category, 27 out of a possible 31 agencies (87 percent) provided salary data for the rank of chief. In the 1,000-2,499 category 25 out of a possible 41 (61 percent) agencies provided salary data for the rank of chief, and in the over 15,000 category nine out of 15 agencies (60 percent) provided salary data for this rank. Within these three population categories the difference between the highest paid chief and the lowest paid chief ranges from \$5,100 in the 500-999 category to \$9,405 in the over 15,000 category. The highest paid chief in the 500-999 category receives more than the highest paid chief in the 1,000-2,499 category. In comparing the salaries of chiefs in these two categories, there are no other notable differences since the agencies in both categories are of similar size.

| Population Category | Rank | # of Agency Responses | Annual Salary | |
|---------------------|-----------|-----------------------|---------------|----------|
| Under 500 | Chief | 12 | High | \$10,800 |
| | | | Low | 2,000 |
| | | | Average | 5,907 |
| | Patrolmen | 2 | High | \$ 8,400 |
| | | | Low | 7,800 |
| | | | Average | 8,100 |
| 500 - 999 | Chief | 27 | High | \$12,300 |
| | | | Low | 7,200 |
| | | | Average | 9,218 |
| | Patrolmen | 8 | High | \$10,320 |
| | | | Low | 4,182 |
| | | | Average | 8,262 |
| 1000 - 2499 | Chief | 25 | High | \$11,620 |
| | | | Low | 7,200 |
| | | | Average | 9,466 |
| | Patrolmen | 18 | High | \$ 9,900 |
| | | | Low | 5,400 |
| | | | Average | 7,338 |
| 2500 - 4999 | Chief | 1 | High | \$11,040 |
| | | | Low | 11,040 |
| | | | Average | 11,040 |
| | Patrolmen | 5 | High | \$ 9,000 |
| | | | Low | 6,600 |
| | | | Average | 8,148 |
| 5000 - 15000 | Chief | 10 | High | \$16,260 |
| | | | Low | 10,280 |
| | | | Average | 12,665 |
| | Patrolmen | 12 | High | \$11,505 |
| | | | Low | 7,740 |
| | | | Average | 9,574 |
| Over 15000 | Chief | 9 | High | \$23,412 |
| | | | Low | 14,007 |
| | | | Average | 17,976 |
| | Patrolmen | 10 | High | \$13,284 |
| | | | Low | 9,000 |
| | | | Average | 10,933 |

TABLE 19: ANNUAL SALARIES FOR CHIEFS AND PATROLMEN BY POPULATION CATEGORIES (Source: LEC Survey, 1976)

As stated previously in this report, the lower salaries paid by the smaller jurisdictions is a factor closely related to the length of time an officer serves with an agency. Low salary gives the appearance of a money savings to a community. But, the repeated costs of advertising, hiring, equipping, and training new personnel due to constant turnover may in fact negate any such money saving. In other words, a community may find it more cost effective to pay a higher wage to retain police personnel for career periods of time rather than to repeatedly expend funds for new personnel.

Referring to just the 55 agencies which reported patrolmen salaries as depicted in Table 19, the patrolmen in these agencies, and possibly most patrolmen in North Dakota, receive a comparatively low wage. The average annual patrolman salary for the 55 reporting agencies is \$8,715. This is considerably lower than the national median income of over \$10,000. When considering that \$8,715 is the average and that many patrolmen receive less than \$8,715 for an annual wage, it is surprising that the turnover rate is not greater than it is. Salary levels should be determined with consideration given to the following three questions:

1. What salary is necessary to attract and retain a well qualified police officer?
2. What sort of living standard is desired for the police officer?
3. What amount should be designated to reward superior performance or added responsibility?