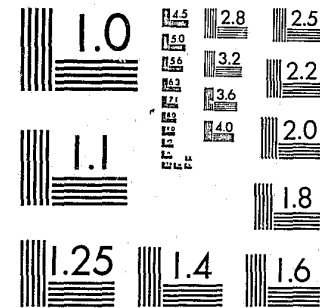


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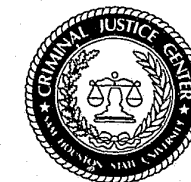
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CRIMINAL JUSTICE
HUMAN RESOURCES PLANNING
PROJECT

CRIMINAL JUSTICE CENTER
SAM HOUSTON STATE
UNIVERSITY



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AN INTERACTIVE EFFECTS MODEL
IN HUMAN RESOURCES PLANNING
FOR CRIMINAL JUSTICE AGENCIES

Volume II
of the
FINAL REPORT
for
Grant Number 80-MU-AX-0005

Submitted to
Office of Criminal Justice Education and Training
Law Enforcement Assistance Administration
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U.S. Department of Justice
National Institute of Justice
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I. INTRODUCTION AND BACKGROUND

Public institutions in the later half of the twentieth century have undergone extensive complex changes in their efforts to meet public needs in an efficient and effective manner. At the same time, the rate of change prompted by technological developments, media attention, and social movements has increased exponentially. The criminal justice system--comprised of law enforcement, courts, and corrections--represents a prime example of this phenomenon. As a result of this situation, criminal justice administrators and policy makers need to have a systematic way of viewing recent or contemplated changes in the criminal justice system--a framework that charts the implications of a single change upon all facets of the criminal justice "system", whether it be on the local, state or national level.

As a part of the Criminal Justice Human Resources Planning and Information (HRPI) project funded by a grant from the Law Enforcement Assistance Administration (LEAA), the Criminal Justice Center of Sam Houston State University undertook the development of an "Interactive Effects Model" to provide a framework for human resources planning. The model, as originally conceived by Dr. Price Foster of LEAA, is a framework within which a single change in a criminal justice human resources system, e.g., the advent of collective bargaining could be thought through vis-a-vis its potential effects on all components or aspects of human resources

within a criminal justice agency. Thus the model provides the basis for hypothesizing the potential effects of an initiative such as collective bargaining upon recruitment, selection, and placement of personnel; education and training; career development; wages and salaries and fringe benefits; health and safety; records management; labor relations in general; and research and planning. The major components included in the model were derived from an extensive analysis of extant literature in criminal justice human resources planning.

The purpose of the interactive effects model is to provide criminal justice policy makers, administrators and planners with a simple tool for thinking through the implications of such phenomena as new policy decisions, regulations, fiscal constraints, and social priorities. Hopefully, the Interactive Effects Model will promote proactive planning in lieu the reactive decision making that too often has typified public agencies in the past.

As a beginning effort in establishing a planning framework, the Interactive Effects Model is intended to be illustrative, not definitive; descriptive rather than prescriptive. The model is intended as a creative think-piece which can be applied to subsystems of criminal justice at the local, state and national levels.

II. FUNCTIONAL COMPONENTS OF THE INTERACTIVE MODEL

Any action in a criminal justice agency--whether it be on the policy or administrative level--generates complex interrelationships and reverberations within the agency. In this section we will consider the effects of one or more examples of action initiatives within each of eleven agency human resources components. The eleven functional components, which are typical of most criminal justice agencies, are:

- Recruitment
- Selection
- Placement
- Education and Training
- Career Development
- Wage and Salary Concerns
- Fringe Benefits and Services
- Health and Safety
- Labor Relations
- Records Management
- Research and Planning

A conceptual paradigm of the Interactive Effects Model is presented in Figure 1.

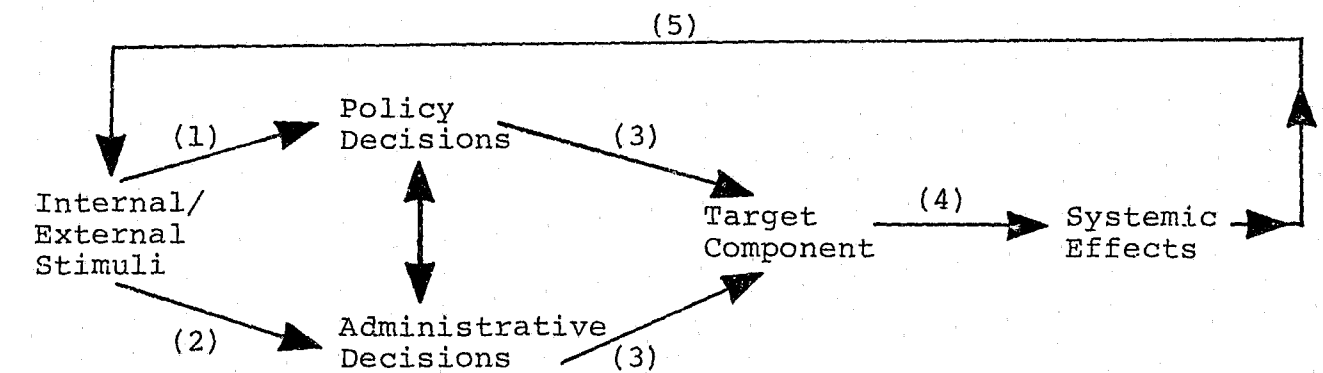


FIGURE 1

The model depicts internal or external stimuli (e.g., legislation, unionization, community pressure, etc.) triggering either policy (1), or administrative decisions (2) which influence certain human resources components (3). Changes in these components, in turn, influence the total criminal justice system and other components (4). Systemic changes in the agency impact (5) on the agency environment, both within the agency and in the community at large.

Figure 2 displays the eleven components of the model which will be discussed in the following sections. It should be noted that changes in one component may impact on other components directly as well as indirectly or systemically as depicted in Figure 2.

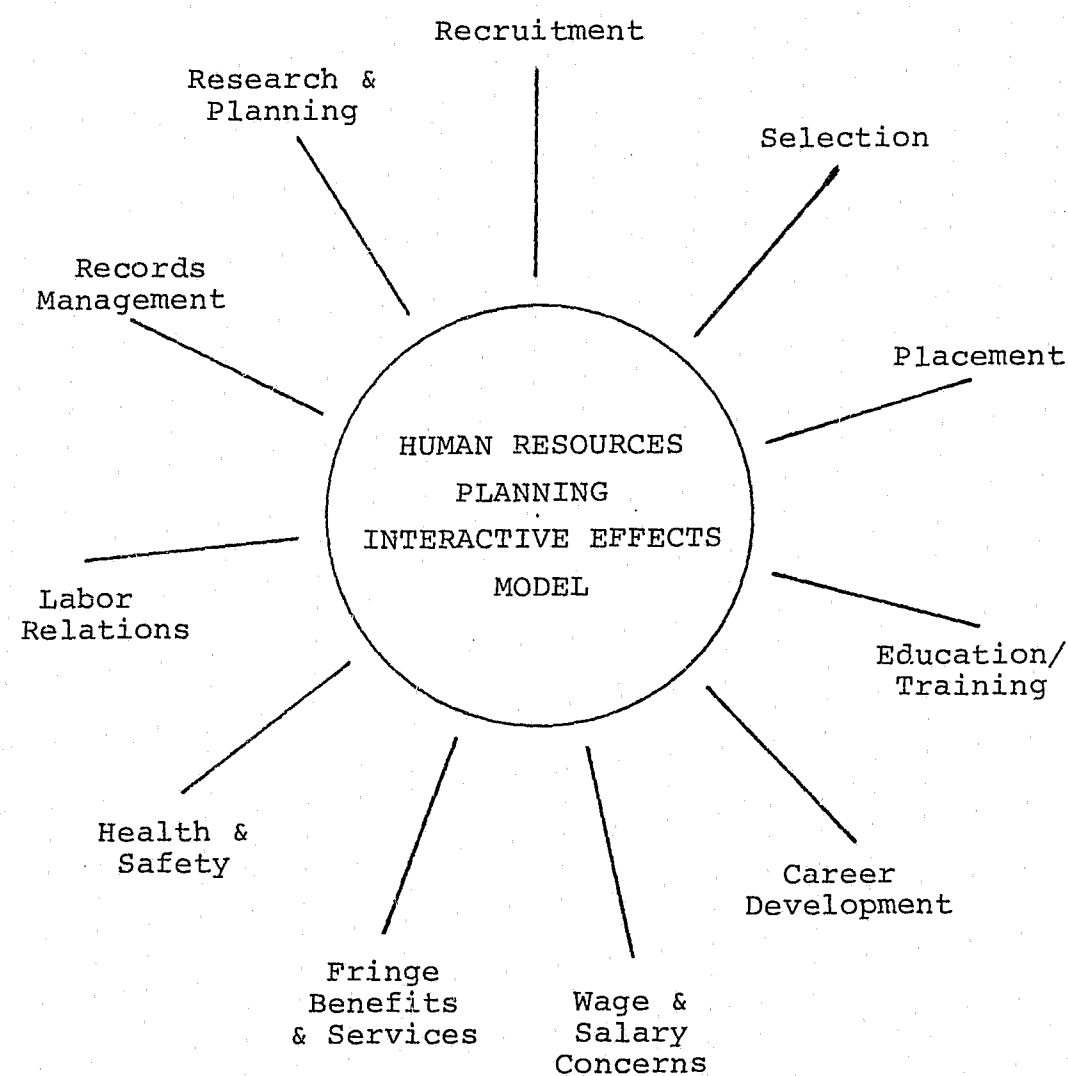


FIGURE 2

1. Recruitment

In the area of Recruitment, three major issues/actions were identified as current controversial issues for criminal justice manpower planning: (1) the implementation of a volunteer workforce program; (2) the expansion of recruitment efforts in line with EEO/Affirmative Action guidelines; and (3) the impact of a hiring freeze on agency functions.

Volunteer Workforce Program. The implementation of a volunteer workforce program reflects a significant change in the policies and organizational boundaries of heretofore traditional, insulated organizations. It represents the culmination of increased costs of providing criminal justice services against an economic backdrop of fiscal austerity and the "Proposition 13" syndrome. Such a program provides one of few realistic alternatives for criminal justice agencies faced with shortages in staffing, funding, materials and supplies. It offers a means of continuing the provision of ongoing services rendered to the communities simultaneously emphasizing an orientation which promotes community involvement and support.

In order to implement a volunteer workforce program, recruitment and selection components within criminal justice agencies must be expanded or redesigned to encompass the induction of non-paid workers. At the front end of our component system, the recruitment division may require either partial re-structuring of the staffing allocation to

provide assignments of one or more personnel to the special function of coordinating recruitment efforts (media, community speaking, newspaper announcements, etc.) or will require the broadening of job descriptions for recruitment personnel in general to include this program assignment. Considering the special characteristics of this workforce (particularly the motives of volunteerism) the former route, the creation of a special division or appointment of a single recruit officer to oversee its implementation, is probably the more fruitful approach.

Implementation of a volunteer program adds significantly to the time, cost, and effort involved in the personnel selection process. In cooperation with the research and planning division, agencies will have to develop some form of screening device that allows for quality control among volunteer applicants. Identification of jobs amenable to volunteer work must be completed prior to selection and assignment of volunteer workers. From pre-program job analyses, the requirements necessary for specific tasks can be matched with volunteer applicant abilities.

The placement of volunteers may cause a general shift or re-allocation of paid personnel, creating secondary effects of (1) changing job parameters for paid personnel; (2) potentially re-structuring the career ladders within the formal organization; and (3) requiring additional re-training for transferred paid personnel into new positions,

and re-certification of sworn personnel for line duty. The creation of a volunteer workforce simultaneously demands some supervision by a portion of the supervisory/management staff. Again, this requires specialized training for the person or persons assigned to supervise the new employees, and the development of policy or guidelines shaping this supervision.

Within the training component or division of the agency, the addition of the volunteer workforce requires the development of new training modules specific to their function(s). Again, we see the need for job analyses to provide a basis for training modules. Working with the research and planning division, such modules might be videotaped, with annual updating and augmenting, as necessary. In this manner, a continuous training program can be provided for not much more than the initial cost to video tape and develop each unit. As the volunteer program expands, additional training modules can be developed and taped. Furthermore, such a program provides for easy retraining of active volunteers. In order to assure consistency and quality of training volunteers, this part of the program plan appears to be imperative.

Although not directly affected by the volunteer workforce program, career development as a system component will be affected as a result of the "retrenchment" of officers. Issues such as early retirement and career changes must be

anticipated by the agency, and countered by emphasis on other policy issues such as seniority, fringe benefits, overtime pay, etc. It is anticipated that short term absenteeism and turnover may be expected as a response to the re-assignment of personnel, particularly of veterans reassigned from desk to street or unit duty. As the volunteer workforce becomes an established program, two possible outcomes can be forecasted. First, it may be that absenteeism rates will subside following the initial shift in personnel assignments. Second, if the volunteer workforce proves to be a successful program, its effect on paid personnel may result in a laxness of on the job responsibility. In summary, it is suggested that in an attempt to avoid a large and extended negative impact, the implementation of a volunteer workforce program should include heightened attention to the concerns and attitudes of the paid employee workforce.

In the area of wage and salary concerns, a secondary effect of implementing the volunteer program may be the rescaling (adjustments) of wage/salary schedules complementing the re-structuring and re-assignment of jobs. The re-examination and development of new job descriptions may result in an unexpected increase in wage and salary expenditures. Increased budget provisions must be weighed against the costs of hiring more paid personnel to fill jobs planned for the volunteer workers. In periods of crime increase,

the use of volunteers may serve to moderate the pace at which sworn officers must be hired. However, a program of this nature should not be viewed by administrators as an opportunity to hire fewer sworn personnel during any crime climate. It is, rather, the opportunity to free sworn personnel for "active" assignments. As a secondary effect, a large and qualified volunteer workforce may provide the agency more flexibility in hiring better qualified employees for its paid positions.

The proper use of fringe benefits provided by criminal justice agencies may be a key ingredient in successful attraction of volunteers. Change in the physical environment (such as the addition of restrooms, lounges, a cafeteria) provide fringe benefits to the total workforce, aiding in the promotion of a positive work atmosphere. The costs of making such improvements should be weighed against forecasting the need for increased staffing, and in the nature of these anticipated job functions. For example, if the need for increased staffing is clear, yet the need is for field work, the addition of a lounge at the central agency headquarters would be unnecessary; if, however, the need is in increased staffing of central agency offices, this addition might be useful as a fringe benefit.

In addition to the creation of a pleasant atmosphere, the re-design of criminal justice agency buildings may serve to better the health and physical safety conditions of the

workplace; examples of this include the addition of elevators and/or ramps for handicapped employees, improved lighting in office areas, lighted parking lots for nightshift workers, etc. Legal consideration of the parameters of agency responsibility for the volunteer workforce is paramount. The development of health and safety work release forms, where necessary, will have to be developed within specific legal guidelines for the agency, and must be developed with the approval of the District Attorney, Attorney General, or with the appropriate legal counsel as designated by the department. Research in the form of monitoring should be instituted to determine the degree to which accidents occur to or as a result of volunteer involvement.

With the re-distribution of paid personnel, particularly officers back into active service, research should be initiated to determine the increase if any in health and safety problems experienced by heretofore sedentary employees. Physical exams should be required of all personnel transferring from desk assignments to more active positions after prolonged periods of desk work.

Labor relations within criminal justice agencies will be directly affected by the implementation of a volunteer workforce program. Due to the inevitable and purposeful re-distribution of paid personnel, re-design of job parameters, and re-structuring of some career paths, increased grievances and labor negotiations will likely ensue.

Anticipation of such responses may successfully preclude major conflicts by the inclusion of labor representatives in the initial development of the program, and in the re-analysis of job parameters. Cooperation and assistance of the paid workforce is mandatory to successful productivity of a volunteer program.

Finally, given predictions of long-term economic austerity and a shortage of citizens able to provide free service to public agencies, this type of program is still recommended as worthwhile. Agencies considering this program should anticipate the increase in short-term expenditures resulting from the previously discussed requirements, and balance these against the likelihood of meeting agency goals in the long term with the addition of a volunteer workforce.

Expanding Recruitment Efforts for Affirmative Action.

With Title VII of the Equal Employment Opportunity Act in 1972 extended to public agencies, and subsequent issuance of Affirmative Action Guidelines, intensification of recruitment efforts has become a major aspect of criminal justice human resources planning. As criminal justice agencies enter the decade of the 1980s, this effort is expected to continue.

The expansion of recruitment efforts by criminal justice agencies affects both the quantity of personnel and its composition as well. The Oakland Police Department,

in an analysis of ten years of recruitment/selection efforts, found that any strategy aimed at the quantitative increase in manpower must include specific attention to recruitment techniques aimed at minority and disadvantaged groups. This rubric is likely to guide legislatively and judicially implemented Equal Employment Opportunity/Affirmative Action guidelines as well.

For the recruitment staff of a criminal justice agency, an expansion effort aimed at increasing the number and composition of its personnel is actually a two-fold task. On the one hand, its objective is to seek the most qualified individuals for the job; on the other, it seeks specific characteristics in applicants, such as gender, handicap, or minority group representation. To readily achieve this objective, these same characteristics should be present in the recruitment population as well. Thus the recruitment division may have to be revamped in terms of staff and strategy. For example, the Oakland Police Department effort to recruit minorities included in the following:

1. Expand, if necessary, recruitment to include predominantly minority areas of the city and the state;
2. Recruitment efforts should be presented to minority civic leaders and business people;
3. Include clergy, education and counselors, YMCA and YWCA directors in minority areas to assist in identifying potential qualified recruits;
4. Re-design media presentations reflecting a varied composition of criminal justice personnel to encourage the change in the composition of agency personnel.

This may also entail an expansion in the distribution of media presentations from the local newspaper to minority newsletters and other reading materials with high circulation among minorities and women.

5. Active recruiting at colleges and universities in the area, coordinating efforts with faculty members and counselors who may be helpful in identifying candidates who are handicapped, minority, or women.

Of course, such changes in strategy require the expenditure of additional funds and person hours in design and implementation. In addition, the enabling vehicle of minority recruiters may require the hiring of experienced recruiters who are members of minority groups or the training of minority employees to join the recruitment staff.

The impact of an expanded recruitment program will affect the selection staff of an agency directly. Due to the increase in the volume of applicants, there may be a need for additional personnel in the subsystem processing applications. The director of the agency must also be sensitive to possible changes in policy regarding selection criteria, their weighting as well as their use. Selection validation research must be conducted pursuant to interagency guidelines to insure that the criteria used in selecting agency minority candidates are directly related to the requirements of the job. Such changes will potentially require additional expenditure of person hours, particularly in research and planning, to validate research concurrent with the expansion of recruiting efforts.

Within the placement component of the agency, expansion of recruitment efforts may require the reconsideration of present policy and/or development of policy and guidelines regarding job parameters. For example, bona fide occupational requirements may be invoked for specific programs where females may provide more assistance to the client than males and vice versa. Two examples of such situations are (1) rape programs which emphasize the use of female officers in making initial contact with the victim and assisting with medical/legal procedures; (2) policies in correctional facilities concerning male and female prison supervision for respective inmate populations. The criteria used for applying policies concerning the placement of specific types of employees by race, sex, or ethnic background should employ the least restrictive means for a legitimate interest.

Increased recruitment efforts may result in significantly larger classes of cadets per training academy. Attention must be focused on the increased cost of extra-agency training where no in-house training academy is available, or increased cost to in-house training academies due to increased volume. Consideration of maintenance of quality and quantity of pre-service training per cadet may require an increase in the number of training academies per annum (e.g., from four to six) or a division within each academy into small groups which rotate among the training modules simultaneously. Either strategy includes the addition of training personnel to supervise the increased numbers of cadets. A direct effect

or increased staffing is the additional expenditure of funds either in the training of additional training staff members if none are available or a re-allocation of training staff to accommodate the increased numbers of cadets. Physical restrictions, such as room size or limits on materials required for the job may also require re-structuring the training academy by size or process to accommodate the increase in class size.

Aside from initial increases in human resource funding, wages/salaries should at minimum match those of other similar agencies. The more competitive the wage/salary, the more the recruitment effort is enhanced. Barring an ability to increase the attractiveness of wages/salaries for personnel, the increase in fringe benefits and services represents a secondary source of attraction to potential applicants. At a minimum, fringe benefits such as insurance coverage, support for continuing education, and provision of services to the family should match that provided by competing agencies. Every attempt should be made to exceed standard benefit packages of law enforcement organizations in cities of comparable size.

While recruitment efforts include the hiring of handicapped persons, redesigning some aspects of the work environment (e.g., ramps, horizontal filing systems, restroom facilities) may be required. Any substantial changes in the physical structure of buildings to accommodate handicapped persons should be planned in advance so that the necessary funding

for the changes is made available prior to the arrival of the new employees. Changes in the physical structure of agency buildings may further require planning to work around inoperable areas of a building while construction is under way.

While no immediate direct impact on labor relations issues is foreseen, it is anticipated that in the long term, the greater mix of employee characteristics may result in intensification of intra-agency grievances as well as a strengthening of intra-agency associations on behalf of different types of employees. Union representation on the whole may significantly increase, resulting in major power structures representing the interests of public employees where no or less significant union involvement was present prior to expansion of employee recruitment and hiring.

In summary, the expansion of recruitment efforts, and resulting expansion of the workforce, appears to effect the structure and process of agency functions in the short term. Longer term implications, however, would appear positive -- additional human resources to provide services and a mix of employees (by race, sex, and ethnic background) to better complement the changing constituencies of the jurisdiction served.

Hiring Freeze. A current controversial issue specifically relevant to the criminal justice system is the wave of hiring freezes to cross the nation since the 1980 elections. As this report is being written, a court challenge is under

way against President Reagan's freeze on federal hiring retroactive to his first day in office. The National Treasury Employees Union, representing some 120,000 federal employees nationally, is filing in behalf of all individuals having received written job commitments from executive branch agencies. Similar class action lawsuits have been and will continue to follow the growing number of hiring freezes enacted in state and local government agencies.

In light of the primary importance of employing sufficient numbers of employees to provide law enforcement and correctional protection and supervision as mandated by law, criminal justice agencies must contend with the possibility of such freezes and the subsequent shortage in personnel. For any public agency, the inability to hire necessary personnel coupled with concurrent loss of employees represents a critical situation for administration, its employees, and the community served.

For criminal justice agencies, the concerns and problems resulting from a hiring freeze tend to be similar. In the area of recruitment, the initial change is the slow down in the recruitment process. There may be a reduction in the number of person hours required to recruit as well as a reduction in the quantity of promotional advertizing done to pro-actively recruit applicants. This automatically reduces the amount of expenditures needed and the number of employees required to supervise the recruitment effort.

A hiring freeze may result in a reduction in the amount of necessary expenditures in the recruitment effort and the number of employees assigned to conduct that aspect of personnel operations. Thus its primary effect on recruitment would be to reduce staffing and promotional efforts to a skeletal operation, providing re-allocation of funds and personnel to other areas within the agency.

The impact of a hiring freeze in the selection component of an agency is similar to that of the recruitment process; there are fewer candidates to screen, resulting in less workloads per employee assigned to the selection process. Due to the smaller pool of applicants, there is the potential for reduction in the number of employees assigned to process applicants. Reduction of candidates to be screened may be managed through one of two strategies: first, the agency may provide fewer personnel to process applicants, or provide the same number of supervisors/processors but on a part-time basis. (Instead of an ongoing selection process, the selection of candidates might take place on a bi-monthly or monthly basis.) Information could be gathered on applicants and held until a position is open for replacement. Thus the result of a hiring freeze may allow for a re-structuring of the calendar used in the selection process, as well as for the re-assignment of employees from the selection division to other departments within the agency.

With a significant drop in the number of probationary trainees, attention may be re-focused on the re-assignment

of displaced personnel from the recruitment and selection process. A policy formulation would appear appropriate concerning several issues: (1) whether the re-assignment of displaced personnel is temporary or permanent; (2) whether displaced personnel may have some input into their transfers; (3) analysis to determine the location of the most critical functions in the agency which require additional person effort compared to the location of the most critical shortages due to the freeze; and (4) whether displacement could occasion some form of promotion or demotion by position, salary, or fringe benefits. Placement of new personnel may be re-structured toward a re-evaluation and re-assignment of displaced personnel -- giving first consideration to veteran employees. This will require approximately the same level of division activity, but will focus it on already employed individuals rather than on placement of probationary employees.

With regard to the education and training efforts of the agency, there may be a primary effect of reducing the number of training academies or training sessions necessary to prepare cadets for placement in the agency. This, however, provides time to re-evaluate and train the re-assigned personnel to the extent required by their new assignments. Thus, a decreased emphasis on pre-service appears to be coupled with an increased focus on in-service training.

With the decrease in new personnel, more career counseling must be devoted to veteran employees to provide a

support system for the re-assigned personnel to assist them in the change of career paths brought about by the re-assignment and to assure their continued employment with the agency. With the hiring freeze and a natural dropout rate through retirement, removal, resignation there may be an increased opportunity for employees to make lateral, intra-agency transfers. For those employees in the divisions most affected by the freeze, this may be viewed as either an opportunity to broaden their experiences, change career paths, or as a negative effect on their plans to specialize in one aspect of the agency function. With the ongoing retirements from the agency, an increase in the need for strengthened mid-level management will emerge. The span of control will tend to increase at a lower level across the agency as veteran employees retire. According to the extent to which workloads expand, job evaluations and re-alignment of salary schedules may be required.

Although the hiring freeze has the surface appearance of saving the funds which would have been tagged for additional employees salaries, at least a portion of these "savings" will be used in up-grading the salary schedules based on the re-assessment of job workloads. Furthermore, where shortages in person effort results in increased overtime, additional expenditures will result. If, on the other hand, no funds are available for overtime pay, transfers without salary increases and extra work without compensation may result in increased grievances, absenteeism, and turnover --

which only serves to aggravate the shortage of person effort. Two alternatives emerge: the recruitment of volunteer workers and the prioritization of tasks and objectives wherein the most important tasks are accomplished first. This prioritization may be accomplished by an ordering of activities according to (1) nature of the need, (2) emergency vs. routine work, (3) degree of effect if not provided, (4) and legal liability if not provided. If prioritization is implemented, it is recommended that prior consultation be made with the appropriate legal counsel.

Related to the issue of workloads and critical functions is the effect of the increased workload on the employees' health. With a shortage of staff, any significant increase in workloads may result in increased physical and psychological stress for the employees or an increased probability in the number of accidents, illnesses and absences per employee. It is necessary to consider whether each employee can handle the additional work, and the extent to which the increased workloads will affect the quality of the services rendered. Research and planning should be undertaken to assess and monitor these effects, as well as to evaluate the overall health of the agency. It is possible that the resulting increased responsibility per employee may result in a stimulation of grievances against the agency, particularly in instances where the veteran employees are transferred from special areas of expertise to line positions traditionally

assigned to new employees. If transferred, over-worked employees do not receive normal pay increases, there is also likely to be an increase in absenteeism and turnover. The development or strengthening of labor unions is sometimes a natural response to such a situation.

While a hiring freeze within a criminal justice system will ordinarily affect only the agency within which it occurs, a hiring freeze for one agency may have a significant impact on the other subsystems. For example, a hiring freeze on police departments, coupled with resulting increased workloads per employee may, in turn, reduce the quality of work or increase the delay in case processing activities. Because the courts and corrections subsystems proceed on the basis of outflow from the police agencies, any significant change in the case flow and quality of casework is likely to have direct negative effects on their operations. Poorly prepared cases will result in disruption for the police, the District Attorney's office, the courts, and correctional agencies. If, instead of a hiring freeze for one subagency of the criminal justice system, there is an overall hiring freeze in the local or state public agency system, the criminal justice system may evidence these same signs of stress. When this situation occurs, it is recommended that all subsystems reduce the scope of their activities to the level of primary, secondary and tertiary priorities which would allow for the retention of critical and quality public service at the expense of assistance to all clients for all complaints.

An increase in governmental regulation of hiring coupled with a continuation in the workers' search for rewarding careers, a lengthy hiring freeze may result in severe agency staffing shortages. This possibility may be offset by the following alternatives: (1) narrowing the jurisdiction of the agency(-ies), (2) narrowing the types of services rendered, (3) extending or abolishing any maximum retirement ages used by the agency, and (4) increase the use of nonpaid workers to provide support to veteran employees in the interim.

Recruitment of Part-time Staff. The use of part-time staff in criminal justice agencies occurs in the employment of non-sworn personnel for less than forty workhours per week and, in some instances, in the use of seasonal support staff in areas having resort seasons and special weeklong activities, e.g., Mardi Gras in New Orleans. In times of economic constriction, increases in crime rates, and stringent, time-consuming employment selection guidelines, the criminal justice system must look to its support services staff to provide additional assistance to its sworn or line employees. One means of finding this assistance for line personnel in a relatively simple, less time consuming manner is through the increase in part-time staff employees. In order to best use the resources of part-time staff, the agency must be able to accurately identify those tasks within the staff function which adapt most readily to flexible work hours, allowing full-time staff the time to get the most critical assignments accomplished as needed.

Thus the initial task of management is the identification of those less critical staff tasks which are amenable to part-time staff functions from tasks which are of a tire-critical nature and which must be accomplished or staffed on a continuous basis within the agency.

For the particular criminal justice agency, the recruitment of people willing to work on a part-time basis, as opposed to those seeking a full-time job and/or career may be viewed as a separate applicant pool to be tapped by unique recruitment methods. For the recruitment division, the addition of part-time jobs should be advertised as a special aspect of agency work, particularly where the traditional image of the agency is that of a "career oriented" full-time position. Changes in advertizing or supplemental advertizing will require short-term funding increases. Where the agency uses fliers to promote recruitment, an update to include part-time staff positions should be made.

For the selection process, selection standards and criteria for employability should not change with respect to staff qualifications. Therefore, it is not expected that the addition of part-time staff members would affect the selection procedure.

With respect to placement considerations, there may be a need to assign or appoint a veteran staff worker to supervise new part-time staff additions, as their scheduling and work performance requirements may require specific attention. The initial and major thrust of a part-time staff program

will involve the scheduling of these support personnel in positions which will free the full-time staff for more time/agency critical tasks. Areas of criminal justice work amenable to part-time staffing must be identified prior to placement. This should be done in cooperation with persons responsible for research and planning. Positions suggested as potential part-time staff jobs include: intake/process procedures such as calls for service, intake of records, and evidence; communications; records management/computer programming; and transportation of documents and clients between agencies.

Research should be undertaken at the onset to design part-time staffing in the most cost-effective manner. If such a program saves the agency money and if the work to be performed is amenable to part-time staffing, then such a move would certainly be advisable. Part-time staff would not be eligible for fringe benefit packages -- a source of savings to the agency. Reduction in costs due to the replacement of retiring full-time staff members with part-time staff at a lower rate and no fringe benefits may allow the agency to provide additional benefits to the remaining full-time employees.

The use of part-time staff, particularly in positions heretofore staffed by full-time staff and sworn personnel during periods of job rotation may result in increased grievances emanating from the following situations: (1) sworn personnel previously kept in "desk jobs" until retirement

due to minor physical disabilities pushed into "active" work again due to the expense of keeping them in the desk jobs; (2) full-time staff may have problems coordinating their work efforts with part-time staff who are present only a portion of their workdays; (3) union interference may increase as unionized employees attempt to protect their own jobs which could be filled by part-time staffing; (4) where there is no union present, part-time staff implementation may incite full-time employees to unionize; and (5) part-time staff may instigate grievance procedures in an attempt to gain benefits from the agency. This would destroy a major purpose for initiating a program of this nature -- fiscal savings. One way to counter the potential problems of grievance procedures on the part of the full-time employees would be to re-route the savings into higher wages for full-time workers, thus turning at least part of the savings benefits back to the workers.

In the area of records management, only a slight increase in the amount of records kept is expected. Due to the special nature of pay without benefits, a separate computer file or storage unit might be assigned to cover part-time staff records such as salary schedules, fringe benefits and time scheduling.

Initial increases in the area of research and planning, discussed in the opening paragraph, consist primarily of the identification, through task analysis, of those staff functions which are potential assignments for part-time

staff members. Second, research should include the monitoring of this program with respect to cost-effectiveness to determine whether the agency actually is saving money and whether workloads stabilize, increase or decrease. The impact of part-time staffing on full-time staff and line personnel, their workload and workplace; overall climate of the organization should be monitored. Where agencies have particular seasonal demands and nonstable workloads, research may include the analysis of fluid or flexible, part-time staffing.

The general economic climate may have a significant effect on the relative availability of part-time staff workers. During economic austerity, it may be that many employees will need full incomes. In such conditions, part-time workforce may consist of workers who have retired from full-time employment but who are looking for a source of additional income. In times of economic ease, the composition of the part-time workforce may be more varied. For both situations, the use of flex-time for part-time staffing may be the most fruitful means of getting secondary agency activities accomplished in the most feasible manner possible.

2. Selection

The selection component of criminal justice agencies, as well as public agencies in general, refers to the process whereby an agency evaluates candidates in its applicant pool in order to identify those suited for agency employment. Selection as a whole includes a combination of standards, criteria for employment, and techniques for assessing the characteristics considered relevant to successful job performance.

Since 1972, with the passage of Title VII of the Civil Rights Act of 1964, and through the subsequent formation of the Equal Employment Opportunity Commission, state and local public agencies have had to reevaluate their selection criteria and techniques in order to meet federal opportunity guidelines. However, this task has not been fully achieved. Indeed, agencies without funding support for in-house research and development have been bereft of any significant redesign of selection procedures. Although most states have provided mandatory or voluntary guidelines and standards through "POST" Commissions, these commissions have primarily focused on the development of guidelines for training of sworn personnel. Little attention has been focused on selection procedures.

Therefore, it is incumbent upon criminal justice agencies to begin an analysis of their present selection criteria and procedures to validate instruments and use the most appropriate tools available in achieving their

goal: selecting the most qualified person for the job within the guidelines set forth by federal and state commissions.

Two selection procedures used minimally by criminal justice agencies which offer potential benefit for reaching selection objectives are the use of validated test batteries and the use of job-related performance tests.

Validated Test Batteries. Validated test batteries are groups of tests used in a selection process which have been validated across the population on which they are being used, or across a similar population. The assumption is made that the test battery is a valid tool for all agencies in that the characteristics of the agencies and of the applicants are similar enough to assume that the results of the tests would be the same across both groups.

The 1978 Federal Interagency Uniform Guidelines for Employee Selection Procedures support the transfer of tests validated by one group for use on another. Prior to these guidelines, validation was necessary for each agency to produce, as it was believed that each agency was so unique as to require separate validation of tests. However, this procedure has proved to be prohibitive in terms of costs and time. Furthermore, with the acceptance of the "4/5 or eighty percent rule" in the Uniform Guidelines, small agencies tend to use a selection process which guarantees a total effect in compliance with the 4/5 rule. This

enables them to avoid much of the test validation previously required under the 1970 Guidelines.

With respect to the recruitment component of an agency, the effect of transferring tests validated on other agencies presents no significant problems. Recruitment from all surrounding areas, in all parts of a community, through its community leaders, schools and churches, can generate applicants representative of the population served.

The selection process within the criminal justice agency will experience some major changes in terms of the techniques used, interpretation of test results and their use in the selection decision. The agency may need to send a representative to the agency from which the test validation is being transferred to determine that the appropriateness of the transfer. Furthermore, an assessment of agency similarities must form the firm foundation upon which the test transfer is based. The agency may also want to enlist the help of a representative of the donor agency to supervise the implementation and interpretation of the test battery. Once the user agency representative has been thoroughly trained in the use of the test, he or she should, in turn, train all those involved in its implementation and interpretation. In coordination with the research and planning specialists, monitoring of results should be undertaken to provide statistical validation of its transferability within the user agency.

The end result of the test transfer ought to be higher quality information upon which to make the decision to hire. This, in turn, should affect the sensitivity with which pre-service training can be refined to cover specific areas found to be weak on the basis of test results. It may also serve as information from which the agency can assign its cadets to additional or specific training modules (see the section on training modules). Any significant increase in the agencies' ability to specifically assess a candidate's abilities may also enhance the optimum placement of probationary employees in agency functions. A validated test battery should provide the agency with the justification for requiring additional skills for specific agency jobs. Where educational levels can be statistically identified as required or significantly beneficial to a particular agency function, the validation process should be used to support this decision.

In the area of labor relations, specific to the agency will be its protection against possible EEOC allegations of guideline violations. Validation of test techniques for selection of employees should ultimately provide the agency with specific job-related criteria and bona fide measures of skills necessary for successful job performance. Where the agency chooses to meet EEOC Guidelines, internal employee disputes with respect to the criteria become moot issues; the employees must instead seek redress of grievances to the Commission or agency sponsoring the guidelines.

Because any major effort to implement a validated test battery requires an intra-agency assessment or job analysis of all employee positions, this analysis may result in a revision of wage and salary schedules. As this job analysis may involve the additional expenditures, the agency may have to plan for legislative support in advance.

As the field of employee selection becomes clarified with respect to Commission guidelines and research techniques, it is expected that criminal justice agencies will move toward a statewide standard format in selecting and training qualified persons for employment in the criminal justice system.

Job-Related Performance Tests. If performance measures indicate that specific types of candidates are better suited to specific jobs within an agency, then placement of probationary employees may be more accurate, resulting in fewer requests for job transfers later on in the employee's career.* Also, if the tests identify specific skills, they may allow for more specific training which, in turn, leads toward a more specialized, individualized training situation. Such analyses appears to support the use of training modules wherein the general pre-service training academy is supplemented with the use of individually planned training programs, based on the individual strengths and weaknesses.

*This presumes, however, that EEO standards have been maintained by the agency.

The effect of a performance-based selection technique may enhance the career paths of personnel, providing opportunities early on in a career to improve abilities and gain the required skills for specialized jobs within the agency or in the field. This appears to be supportive of public employees who hope to stay in the agency or in the related field. Specialization appears to be a near requisite in career paths in criminal justice agencies. As such, the use of job-related performance tests in the selection process would appear to be beneficial to both the employer in protecting the agency against possible litigation (violations of equal employment opportunity guidelines), and to the employee in providing early guidelines by which they may realistically assess their desires and capabilities and identify their future areas of expertise in the field of criminal justice.

The use of job-related performance tests in the selection process involves the determination of specific tasks required in the routine of employee operations for each type or level of activity within the organization, a validation of its presence as a job requirement, and the development of a "test situation" in which candidates for employment may be assessed with respect to their ability to perform job-related tasks successfully. Initially, this calls for the combined efforts of selection and research personnel to identify and develop those elements in the job(s) that would be amenable to use in a test battery. Once developed, the technique would

have to be evaluated over a lengthy period of time and over a large enough sample size to validate reliability of the technique.

The only effect on recruitment that a performance-oriented test might have is a minimal reduction in the number of potential job applicants who may decide not to apply to the agency on the basis of the performance requirement. For the selection process itself, the inclusion of this technique might result in two extremes of impact: minimal where the test requires performance such as report writing based on the oral interpretation of a witness; maximal impact where the test involves performance of actual role-playing of everyday events. Restructuring the selection process for the latter may involve both an extension in time to process applicants as well as space in which the selection assessment is to take place.

The use of a performance technique in selection should serve to enhance the initial placement of personnel or at least indicate areas of strength and weakness in probationary employees so as to provide for specific training where deficits are present.

3. Placement

In the area of placement, two issues emerge as important for criminal justice human resources planning:

(1) an increased emphasis on seniority for placement purposes; and (2) expansion of the probationary period.

Increased Emphasis on Seniority. Increasing the emphasis on seniority has the potential of creating an unequal distribution of experienced employees thereby creating a situation where some critical jobs may not be filled by the most experienced or capable employees. Placement of personnel in general will be more difficult and could reduce the decision-making power of management in the critical area of placement.

Education and training could be put under additional strain by having to provide additional training to maintain agency efficiency. Further, there may be a greater demand for new certifications due to more senior employees shifting jobs. The reverse of this situation would be evidenced in areas where newer employees are called on to perform critical jobs without adequate training. Consequently, education and training may be called on to take a more active role in keeping the workforce current and capable of functioning under the new emphasis on seniority.

An increased emphasis on seniority could have positive or negative effects on career development paths within an agency. On the one hand, turnover among senior staff may be reduced and the attractiveness of seniority within an

organization enhanced. On the other hand, younger employees may perceive their opportunity for upward mobility blocked by the seniority system, thus adversely affecting their morale. Organizations with a heavy seniority emphasis may need to expand career ladder options to avoid lowered morale among newer employees.

Organizations may expect that an increased emphasis on seniority may lead to a decreased emphasis on traditional reward criteria and lead to a situation where fringe benefits and services take on added meaning. It may be, for example, that an organization may have to increase fringe benefits and services to offset the decreased morale among less senior employees; particularly in the areas of counseling, physical environment, and other amenities.

In the area of health and safety, an organization might expect increases in workman's compensation, increases in health costs, and an increase in the number of accidents among less senior employees due to lack of experience.

A policy of increased emphasis on seniority would tend to increase the power of labor unions and decrease the power of management. In addition, one could expect an increase in grievances resulting in the loss of effective person effort both operationally and administratively.

The research and planning branch of the agency may need to increase emphasis on personnel issues of productivity, cost effectiveness, and task analysis in an effort to achieve some balance.

Overall, the agency might see a decline in the quality of output due to a loss of employee motivation. The agency could see a situation where less senior employees, without adequate training, are being called on to assume the larger portion of maintaining daily operations.

Expansion of the Probationary Period. Expanding the probationary period could lead to a situation where the selection process is directly affected. This could take the form of decreased activity in selection due to the decreased need for new employees or, conversely, a situation where the expanded probationary period leads to more terminations and thus an increased need for personnel.

Education and training would probably see an increase in costs and staff time due to the expanded period of probation. Further, the extended supervision of probationers would decrease the actual number of hours regular staff devote to performing their jobs.

Placement would be affected because of the requirement for placement staff to more effectively evaluate and supervise those on probation. Further, the evaluation techniques themselves may require modifications due to the increased emphasis on successful completion of probationary periods. In the long run, such a program could increase the quality of personnel and thus reduce the need for reallocation of personnel later in the career path.

In the area of career development one could expect increases in short term turnover and the potential for

increased disciplinary problems due to the lengthened probationary period. Long term turnover, however, could be reduced by virtue of the longer period of observation created by the new probationary period.

A larger share of wages and fringe benefits may be allocated initially to probationees during the longer period of probation, but should be offset as the program becomes more sophisticated and effective in identifying those who cannot adjust to the demands of criminal justice work.

With respect to health and safety, the increased supervision required in the longer probation period could create a decrease in the number of accidents among new employees. Labor relations could see a greater demand to develop objective selection and placement criteria. More grievances may arise from dissatisfaction of permanent employees caused by the extra duties involved in additional supervision. Records management and research would probably see an increase in activity. Increased paperwork in documentation of problem areas in the expanded probation period may lead to new research programs aimed at assessing the impact on turnover rate and the productivity level of permanent employees.

Overall, an expanded probationary period could lead to a more refined selection and placement function which would result in employees more suited to criminal justice employment. The program would also, however, necessitate a more careful monitoring of budget and (staffing) requirements

to assure that the new program doesn't decrease the quality or quantity of human resources.

4. Education and Training

Of the numerous purposes served by the education and training component of the human resources system, two purposes -- recertification and pre-service/in-service training -- are particularly critical today for criminal justice agencies. This section explores the implications of actions relating to these two purposes.

Mandatory Recertification Program. During the past decade, criminal justice agencies have been the focus of the critical concern of federal, state, and local agencies due to an increasing crime rate which appears to grow unabated inspite of criminal justice efforts and the resulting publicity surrounding the mutiple reasons for this failure. One such reason identified by media, government, and agency alike is the absence of re-certification, re-training, or re-qualification through examination for veteran criminal justice agency employees. The concept of re-certification is not new. In the field of medicine, medical practitioners have been asked by the American Medical Association to take re-qualifying examinations. Within the judicial branch of government, in-service educational seminars for judges are on the rise. Although none of the programs mentioned or others in the same vein are mandatory, it is projected that for some specializations, such as in medicine and law, these examinations will eventually become requirements.

For the criminal justice system, the concept of mandatory re-certification represents both potential and problems. Its potential lies in the benefits accrued by an agency which requires re-certification of officers and line workers who must know both the legal guidelines of their work and how to best use the protective equipment provided them through statutory law. This holds true specifically in the cases of law enforcement officers and correctional officers who are "instruments" of the law, and who are required to have the skills necessary to bear protective devices (arms) to protect and serve their jurisdictions.

On a small scale, re-certification in the use of firearms -- sometimes referred to as firearms safety control -- has already begun. Programs are readily designed around the pre-service training programs, as well as around provisions for necessary space and equipment.

The implementation of a re-certification program has immediate effects on two components of a criminal justice agency at the onset. For the selection component it would be necessary to produce requirements for each job category -- to determine critical areas which should be part of a re-certification program. If these job criteria have not been validated, the necessary validation tests should be completed prior to the development of the program. For the initial determination of whom should be required to go through a program of this type, a review of personnel assignments would

assist in providing even more objective criteria upon which to design the program and identify appropriate participants. Although it would appear beneficial to have all employees be re-certified, this may not be necessary after some in-depth analysis of job criteria. On the other hand, the job descriptors may indicate that all employee positions would benefit from re-certification programs, but that the orientation should differ from one job category to another. For the most part, however, the topic of re-certification will pertain to the areas of firearms safety and handling and the law.

The major effect of instituting a new program of this sort falls on the education and training personnel of most criminal justice agencies, requiring an increase in the in-service training staff to accommodate the additional classes presented on an ongoing basis. This training should include specific requirements for meeting the criteria desired, e.g., a certain skill, or a certain score on a job sample test or legal issues exam. The population for whom the re-certification program is mandatory may be the entire force, or it may be that only those officers cited for misuse of firearms or inappropriate actions due to unfamiliarity with the law. The administrator of an agency must make some initial policy regarding whether the program will be required for all sworn personnel, only those who have been cited for infractions, or only on a voluntary basis.

A re-certification program may require some increases in funding if the training staff is increased in order to

accommodate the necessary numbers of trainers. If the program is designed as a voluntary one, some form of remuneration may be one means of increasing incentives to re-certify.

Where increased wages are not possible, consideration of some provision in the form of fringe benefits may be a viable option. Re-certification might be tied to the provision of increased medical and other insurance benefits as well as the potential for decreased medical/life insurance costs of the agency as a group, or compensatory time. With respect to the health and safety elements of employment, any addition of training should result in a safer, less stressful environment for employees.

The primary opposition to mandatory as opposed to voluntary re-certification would be in the form of labor grievances. The addition of any requirement after an employment contract has been agreed upon must be made with caution and consideration of the opposing parties' views. Potential opposition could be avoided through the involvement of labor leaders in the development and implementation of the program.

Although an expense in time, human and material resources, the implementation of a re-certification program, whether mandatory or voluntary, would appear to be beneficial for any criminal justice agency. It adds to the professionalism of the career, and holds the potential for improving the quality of agency performance overall.

Pre-service and In-service Training Needs. A second issue relevant to criminal justice human resources planning

is that of pre-service training. Since the development of statewide Law Enforcement Standards and Training Commissions during the 1970s, pre-service training -- whether in-house or contractual -- may be described as the most critical agency activity next to its direct service to the public. Proper training provides both the agency and the employee with the necessary tools and skills to accomplish agency activities. Thus, the scope and type of training determines, in large part, the qualifications of the employee.

For the criminal justice system, employee training has involved the use of academies, where for a specified period of time, the probationary officer or cadet is paid to attend "school" with his/her fellow cadets. Training continues until those areas identified by the agency as necessary to successful employment performance are adequately covered and until the cadet achieves a successful passing performance grade. Most traditional academies begin with the assumption that all cadets are equal with respect to their knowledge and skills for the job. While this assumption is made by many academic/training programs, changes in the composition of the workforce are fast making this assumption unreliable. For example, with the growth of lateral entry between law enforcement agencies, new employees to a police department will have quite varied degrees of law enforcement skill. Therefore, it appears appropriate that consideration be made to the development of training modules to complement differential levels of new employee skills.

The development of specialized training modules has its greatest effect on the education and training component and research/planning division of a given agency. Within the training division, increased staff hours will be required initially in order to re-structure the existing training academy courses toward a "leveling" of each section into modules for untrained, semi-trained and highly skilled candidates. The identification of areas of specialization will also be necessary within the agency so as to develop specific task-based or department-based training modules to be used with candidates whose job assignment calls for additional, specific information/skills training.

The assumption made with respect to this kind of training program or format is that the selection process can provide the agency with diagnostic information regarding the levels of skills held by the applicant/employee as well as the areas in need of further development. Thus the program simultaneously requires that the selection criteria and techniques be such that qualitative and quantitative information pertinent to later training can be gathered. For example, familiarity with the use of firearms, or protective equipment, first aid, and similar competencies may be required. Once these kinds of data have been tapped, they form the basis for determinations regarding an individual's training schedule.

In conjunction with the research unit or media division, the training modules, particularly those for highly specialized topics, can be filmed. From these films, individual employees

can schedule their worktime to include completion of their training plan.

The modular training plan can also be used for promotional and other advancement considerations. Where there is evidence that an employee has completed the training modules offered for a particular area of specialization, then he/she may become eligible for transfer or promotion. Such a program provides not only individualized attention to weaknesses and strengths, but offers the agency the opportunity to strengthen its decision-making processes with respect to human resources placement and planning. With respect to the employee, the implementation of training modules provides him/her the flexibility of time to get the necessary academy/training hours needed to make the promotion or transfer desired. Agency employees will likely see this as an opportunity to design and achieve career development paths of their own choosing.

With regard to costs, the use of training modules would not entail significantly more funding. Indeed, once developed, the use of videotapes represents a savings in terms of staff needed to train personnel. A film can be highly effective in providing individual instruction and allows the agency to avoid staffing shortages during training sessions. In the modular approach groups of employees are no longer out of duty at the same time.

Continued upgrading the training modules--whether videotaped or presented in class format--will, of course,

be necessary. Research and evaluation of on-the-job requirements and of the instruction provided will provide the necessary information against which modules can be upgraded. Thus, one segment of the module can be modified as necessary without disturbing the remaining segments.

Changes in job requirements among public service agencies will continue as long as society changes. Accordingly, it is important that criminal justice agencies design their training activities to respond to this continuous change. The implementation of training modules represents a good means of providing society, the agency, and its employees with a cost-effective, time-efficient and easily changeable format for training for the 1980s.

5. Career Development

In the area of career development, four major actions were identified as critical issues for criminal justice human resources planning: (1) expand career ladders and implement a career counseling program; (2) implement a lateral transfer program; (3) implement goals for minority promotion; and (4) institute an assessment center.

Career Ladders and Career Counseling. Expanded career ladders and career counseling may strengthen the recruitment program due to enhanced career opportunities. Further, an agency would need to train personnel in recruitment to provide information to potential recruits on the new career opportunities. Selection of personnel may become more job specific and the potential exists for attracting more qualified personnel. As a result, placement may require more emphasis on matching personnel to specific jobs.

The education and training department may need to increase amount of training and change the emphasis in certain areas of training to accommodate the need for continuing education for personnel who have identified a specific career path.

In the case of career development, one could expect more staff time required to restructure the career ladder. There would be a potential for less turnover, more job satisfaction and increased career opportunities. However, as is the case with most new programs, the potential exists for employee dissatisfaction due to unmet expectations generated by the new programs.

In the labor relations area, one would anticipate a necessity for close communication and a working relationship between management and labor to redesign the career paths. There would also be the potential need to restructure salaries and fringe benefits to accommodate the changes in career ladders. Assuming that an agency has some form of labor relations, one would expect a period of negotiation to facilitate the restructuring process.

A major change in expanding the career ladder would also necessitate changes in records management and lead to some new programs in research and planning. For example, one might expect new programs to monitor the new position(s) by way of task analysis. In addition, research and planning might want to study personnel reaction to the new program through job satisfaction/dissatisfaction assessment.

Lateral Transfer Program. A second major issue in the area of career development is the implementation of new policies to permit lateral entry.

If this new policy were to be implemented, one could expect an increase in the amount of interagency recruitment and consequently a decrease in need for new recruits without law enforcement experience. Further, the agency may consider implementing a new unit or designating someone to coordinate this new initiative. Finally, the potential exists for a somewhat lessened recruitment effort.

In the area of selection, one could expect implementation of a special selection/screening process for lateral entry

personnel. In addition, the potential number of lateral entries could allow for a more selective procedure for regular recruits. The agency may also need to appoint one person to handle the requests and procedures for lateral entry. In the area of placement there could be a call for special probationary periods or reduced probationary periods with intensified orientation and supervision.

Education and training may need to develop special individualized assessment and training for each lateral transfer. Individual inservice training modules may also be required for each of the various levels of lateral entry.

In career development one could expect perhaps the most problem areas with implementation of a lateral entry program. With the lateral entry of personnel into supervisory positions one could expect veteran agency personnel to feel frustrated and blocked in their own career path. Consequently, one might see higher absenteeism, higher turnover, and more disciplinary problems. One alternative to this situation could be to expand specialization across the various levels in the traditional career ladder rather than simply filling vacant positions from outside the agency.

Wages and fringe benefits would not be greatly affected by lateral entry if new personnel were integrated into the existing pay and fringe benefit structure. However, an agency may want to consider upgrading well-performing agency veterans as a method of offsetting potential employee dissatisfaction as a result of blocked career paths.

In the area of labor relations, those agencies with employee associations and unions can probably expect opposition to implementing a program of lateral entry. Increased grievances and higher turnover may result in a condition where labor and management must work closer together to make a better transition into the new policies. The potential also exists that labor unions may be strengthened as personnel become interested in positions in other agencies and form a more consolidated interagency group.

Overall, an agency can expect increased expenditures and staff hours for implementing, monitoring, and evaluating the success of such a program. One could expect that if lateral transfers and entries occur with any frequency, criminal justice agencies would realize increased communication and cooperation among themselves.

Goals for Promotion of Minorities and Women. A third action/issue in career development is the potential for goals in the promotion of minorities and women.

In recruitment, for example, such an action would probably increase the pool of minority applicants, with a corresponding decrease in the percentage of nonminorities in the pool. Whereas selection and placement activities would be affected slightly if at all, education and training could experience an increased emphasis on in-service and developmental training for those personnel promoted under the new goals system.

In the area of career development itself, there might be an increased potential for reverse discrimination suits due to the perception of blocked career paths. As a result, one might expect motivational problems, increased absenteeism, increased turnover, and related morale problems. This situation in turn, then may require an organizational response to the perception blocked promotional opportunities. Management might, for example, want to explore the possibility of creating specialized positions which although not are actual promotions, may have added responsibility to compensate for perceived blocked career opportunities.

In the area of salaries and fringe benefits one organizational response could be to restructure the pay scale to include performance provisions, thus putting more emphasis on merit. In addition, an effort may be necessary to increase nonmonetary fringe benefits and services such as counseling services.

In the area of labor relations one might expect to see an increase in grievances and instigation of reverse discrimination suits. Further, it is likely that the minorities/women goals program would become a negotiation issue in future contract talks. Systemically, the potential for decreased morale in one agency in criminal justice could overflow and affect other agencies in the system.

Records management would probably have to respond to such a program with increased staff hours and money to document the implementation of goals system and also to study

the consequences of such a program. Research and planning units will concomitantly need to assess the impact of a goals program and to suggest programs to counter the potential negative results.

Assessment Center. The next program to be discussed is implementation of an assessment center. Assessment center is defined as a method of evaluating promotional candidates consisting of an extensive array of techniques to assess a candidate's promotional potential. This program is usually contracted out, but some larger agencies have in-house capabilities.

While recruitment would probably not be affected, the selection process may require increased expenditures and changes in criteria due to the refined task analysis that usually accompanies an assessment center approach to promotion. Placement activities would probably involve an increased workload on supervisory personnel due to the necessity of increased feedback in employee performance and ability. Further, there would probably be a need for specialists to train supervisors in the implementation of an assessment center approach. Finally, the implementation of an assessment center would increase the time necessary in making placement decisions.

In the area of education and training, one might expect increased specialization in areas found deficient by the assessment center. There would be an increased workload in education and training to train the assessment center

staff, assuming it is an in-house service. Finally, the assessment center experience may lead to an increased emphasis on education to successfully fill higher organizational positions.

Career development may become more refined with clearer career paths and more objective analysis of career potential. Wages and salaries may need to be studied in conjunction with the task analysis which usually accompanies an assessment center approach. In labor relations, because of the potential for an increase in grievances due to the new approach, the organization should include labor officials in assessment center development and evaluation.

In general, organization officials should expect an assessment center to affect all areas of the organization. A transition period should be planned for in advance and provision for coordination with all parties having vested interests in its effects should be planned as well.

6. Wage and Salary Concerns

Wages and salaries are an integral part of any human resources planning system. The power of money as a motivator and a status symbol has long been considered a key factor in administrative planning and policy making. The practical question which must be addressed by administrators, however, is: how important are wage and salary concerns as compared to other motivational factors such as promotion, job security, "interesting" work, working conditions, and appreciation for work done? The question of relative value adds complexity to the issue of wages and salaries. Further complexity results from the acknowledgement that the relative importance of wages and salaries to employees is a fluid concept which varies with general economic conditions. When unemployment is high, wages may be a powerful factor in determining general job satisfaction and performance. Conversely, when unemployment is low and the general standard of living is high, employee performance and motivation may center around social, recognition, and status factors.

Another factor related to the relative importance of wages and salaries is the individual needs of the employee. Those employees whose needs are primarily "lower order" (e.g., monetary) may be more responsive to wage and salary factors than those whose needs focus more on "higher order" needs such as recognition and status. It may or may not follow that younger, less experienced or entry level employees may be more responsive to wage and salary concerns than those employees who are older and more experienced.

Within this framework of general assumptions, three wage and salary actions will be considered in their impact on the human resources system: 1) a general increase in salaries as compared to cost of living; 2) an increase in the range of salaries within job descriptions, and 3) an increase in entry level salaries without a corresponding increase throughout the agency.

General Salary Increase. Criminal justice salaries have increased dramatically in the past several years. In some instances, salary increases have only kept pace with inflation or even lagged behind the increase in the cost of living. In other instances, however, triggered by technological advances, increases in educational levels, and the unionization of criminal justice employees salary increases have exceeded inflation. Such improved conditions make a career in criminal justice more attractive to the potential employee. The higher unemployment rates of the past several years in many areas have also made the relatively stable criminal justice field more attractive. This section will examine the impact of a net salary increase on the criminal justice human resources system.

The first area to be considered is that of recruitment and selection. These two related facets of the human resources system often exist in an inverse relationship to each other. During the late 1960s and early 1970s when it was difficult to fill criminal justice positions, much emphasis was placed on proactive recruitment with selection standards often being

deemphasized in order to meet agency needs. With a general increase in starting salaries we can expect to see, as has been the case in many state police agencies, an overabundance of applicants and stricter selection criteria. Rather than using general advertising strategies, the agencies can focus their efforts on recruiting minorities and specialized expertise to add to the pool of applicants.

However, the increase in the number and quality of applications related to the higher salary scales, poses short-range problems in the selection sub-system. The Equal Employment Opportunity Act of 1972, the Civil Rights Act of 1964, and the rulings of the United States Civil Service Commission have considerable bearing on the selection process. Selection criteria in all forms must be closely related to job performance and designed so as not to discriminate against minorities, women, handicapped or older workers. The development of a selection program which ensures the hiring of the best possible personnel while maintaining strict standards of fairness to all applicants will continue to challenge administrators. The more qualified applicants there are, the more difficult the problem becomes.

Another area which will be affected by increased salaries is the education and training component. With the assumption that higher salaries are related to job satisfaction, we can expect a lower personnel turnover rate. This will lessen the expense of pre-service training. Savings could result from smaller academy classes or from the decision to hold

training sessions less often; the greater savings being realized from the second option. If the majority of personnel assignments to the training function are permanent positions, the training emphasis can shift from pre-service to in-service training. The existence of a more stable work force will necessitate the use of in-service training in order to maintain currency in the areas of law and agency policy changes. The shift in emphasis from pre-service to in-service training could result in very positive increases in the sophistication of training material and the subsequent skills of employees and general skill depth among the force.

Higher wages in combination with the previously mentioned training can also result in changes in the area of career development. If there is a low turnover rate and higher skills, the competition for vertical advancement could become a major problem because the quasi-military structure of most criminal justice agencies provides only a limited number of managerial positions. The criminal justice planner and administrator should also be mindful of the potential problems associated with "over qualified" employees. Provisions must be made for rewarding performance and excellence and in ways other than vertical mobility. This could be accomplished in several ways including participatory management, job rotation, and differential salary schemes. Regardless of the methods used, however, management must assume the responsibility for making lower echelon jobs attractive and challenging for the career-minded employees. As a systemic

issue, change in the personnel profile may lead to long-term change in management style. Such programs as Zero-Based Budgeting, Unit Management, and Management by Objectives may provide the mechanism for staff participation, thus making use of the talents of the better qualified work force.

With respect to labor unions, if significant wage increases precede the formation of a union, the action may serve as a deterrent to the formation of a union--unless, of course, a number of employees become disgruntled with the resultant longer periods of "time in grade". If a union is already in place, the change in net salary must be characterized by management as a one-time only policy decision. Otherwise, the union will be looking for a sizable increase on a regular basis.

Increase in Salary Ranges Within Job Description. Criminal justice agencies have been described as having a "quasi-military" style of management. Though often criticized as obsolete, this relatively autocratic style of management will probably continue to remain popular because criminal justice agencies, particularly police and corrections, must be prepared to respond quickly to contingencies. Though the "quasi-military" model serves well this need for rapid decision making and deployment, the model does admit of some inherent problems. One such problem is the limited opportunities for advancement within its pyramid-shaped managerial structure and committant career paths. Not enough supervisory and managerial positions are available to justify the use of

vertical mobility as a primary reward for exemplary job performance.

One method for dealing with this problem is to increase monetary rewards for excellence within a given job description. This monetary incentive plan both increases the buying power of the employee and symbolically raises his or her status among his or her working peers. Thus, both higher and lower needs are being recognized at once. This plan goes beyond the aforementioned general increase in salaries in that it rewards individual motivation and effort.

Prior to addressing the specific effects of increasing salary ranges within the respective job descriptions of the human resources system, three general assumptions concerning the action must be identified. First, it is assumed that salary increases will be differentially awarded according to some specific, rational criteria. Whether this criteria is to be time in grade, educational achievement, exemplary performance or other objective factors, it must be assumed that salary awards are not perceived by employees as arbitrary. Secondly, it is assumed that implementation of the action will increase morale and subsequently reduce the turnover rate. The third assumption follows from the first two. That is, if employees perceive their positions to be rewarding, both monetarily and personally, there would be less competition for managerial positions as they become available, in that job satisfaction is not, at least totally, linked with vertical mobility. With these assumptions in mind, the possible effects of action implementation can be examined.

Because this action primarily effects in-service employees, the effects on recruitment and selection would be minimal. The placement component, however, would probably feel immediate effects. Within the assumption of the importance of job satisfaction, placement decisions must be made according to the expectation of relative permanence. Specialization, therefore, is likely to be emphasized over a generalist philosophy. This factor, in combination with the assumption of a lower turnover rate, significantly influences the career development and training components of the manpower system.

As discussed in other sections, a lower turnover rate will lead the training component to reduce either the size or frequency of recruitment classes. This would allow for the training component to increase its focus on in-service training. The philosophy of specialization resulting from job satisfaction with a given job description would lead to an adjustment of the training component to allow for an increase in the depth of training as well as the typical emphasis on keeping employees up-to-date on information within their specialization.

This concentration on depth of specialized knowledge would also lead to a change in the area of career ladders. Though vertical mobility would be the mainstay of career planning, a new emphasis in career planning would involve mastering and, perhaps, contributing to the skills and knowledge associated with the various functional positions within the agency.

In the area of labor relations, the impact of increasing the salary range within job descriptions would be minimal if the awarding of advanced salaries is based on what the labor union perceives to be objective criteria. The administrator should be prepared to defend the implementation of this salary action against challenges of arbitrariness.

The last area of impact is that of research and planning. This impact may be felt in two ways. First, if the goal of higher job satisfaction within the various positions is realized, and employees subsequently are willing to remain in assigned positions longer, the planner must be sensitive to agency human resources needs on a long-term basis in order to aid in the placement process. The success of this wage and salary action will, in part, depend upon knowing agency needs and matching individual aptitudes with the various job descriptions. Secondly, the research and planning component must interface with the training component to develop in-depth training curriculums in order to maximize the potential of employees within the respective specializations.

In summary, if the need for increased job satisfaction is partially met with increased salary ranges, the demand for vertical mobility will be lessened, and the administrator can expect to observe primary effects in the human resources system with respect to the placement, training, career ladder, and research and planning components.

Increase in Starting Salaries. As previously discussed, the importance of wages and salaries as they relate to motivation and job satisfaction is a complex issue. The symbolic power of money has different meanings to individuals partially as a function of their age and job status. An action increasing starting salaries without a subsequent "across the board" increase would be premised upon the assumption that younger, less experienced entry-level individuals are more concerned with monetary rewards than older, more financially secure employees. The obvious initial primary impact, therefore, would be in the recruitment and selection components.

The elevated starting salary could be expected to make criminal justice employment more competitive in the market place and more attractive to potential applicants. It can therefore be expected that, due to increase in employment applications, recruitment efforts could shift their focus from general recruitment to a concentration on minorities, women, and specialized skills. The selection component would be affected by an increase in the number of applicants in a similar fashion as noted in the section on a general increase in salaries. The criteria for selection must be specific, job related, and challenging enough to ensure the hiring of the most qualified people from the pool of applicants. Additionally, the selection process may have to be interfaced with the placement and planning components in order to differentially define selection criteria (e.g., aptitudes) for the specific positions which need to be filled.

The increase in starting salaries may have positive or negative implications in the area of labor relations. If factors other than salary are negotiable, such as fringe benefits and working conditions, the increase in starting salary may not have appreciable effects on labor relations. If, however, the increase in starting salary is perceived by labor as a threat to job security or career opportunities, administrators may expect a deterioration in the relationship with labor.

7. Fringe Benefits and Services

Fringe benefits and services in criminal justice agencies include a wide variety of potential amenities which accrue from employment with the agency. Benefits and services may range from the usual retirement, vacation, and sick leave benefits to the use of a patrol car to commute to work or complimentary on-the-job-needs. Two types of benefits which may have significant effects upon human resources planning are the use of a "transferable retirement system and an education benefits program.

Transferable Retirement System. Retirement systems for criminal justice agencies vary throughout the nation. According to the National Advisory Commission on Standards and Goals: Police the diversity of criminal justice retirement programs "hampers transferability, mobility, or lateral entry among the various agencies." It is therefore recommended that municipal, county, and state agencies develop a standardized system so that individuals would have professional flexibility. The value of a transferable retirement system to criminal justice agencies is considerable. American workers tend to be goal-oriented and the most cherished goal is often retirement. But often retirement plans are so diverse that those persons who have built up years of retirement do not want to transfer to another department for fear of losing what they have accrued. If retirement programs were more compatible, practitioners would not be as reluctant to move from one

agency to another. A 1970 LEAA sponsored survey found that the second most cited reason for not accepting another position in criminal justice was the fear of losing pension benefits. Therefore, the implementation of such a program will have an effect throughout the agency especially on those components that involve human resources decision-making. Each of these components and possible effects are discussed in the following sections.

With regard to recruitment, the implementation of such a program would enhance the opportunity for lateral entry if current roadblocks such as statutory changes are overcome. Recruitment methods and approaches could possibly change because the agencies would be able to seek out qualified, experienced personnel for specific positions. Thus, an agency's recruitment efforts might focus on other agencies for the qualified personnel they need.

Implementation of lateral entry will generate more qualified candidates in the applicant pool which, in turn, means an increase in the number of candidates to be processed. This situation would apply particularly to the selection of personnel for upper-level administrative, non-line positions or specialized jobs for which persons in other agencies with those skills may apply.

Education and Training Component. The purpose for implementing a transferable retirement program is to provide an incentive for the employees to remain in criminal justice while seeking career opportunities. Using this type of program combined with a viable lateral entry program would help retain those persons with valuable training and experience. This, in turn, would provide qualified persons within the department to assist with education and training duties.

A transferable retirement system provides the means through which lateral transfer is possible for criminal justice employees who previously had limited choices. The usual first choice was to leave the agency for private employment. The second choice was to continue with the agency but become less active--waiting for retirement. The use of a transferable retirement program would also allow "burned-out" employees the alternative of transferring to another job in criminal justice and retaining their accrued retirement benefits.

This type of retirement program has the potential for stimulating police professionalism and enhancing promotion opportunities. All agencies might benefit generally from professional mobility. However, it could have a correlative effect of a demand for increased wages and salaries which would put many small departments at a disadvantage.

It is arguable that a good retirement system will improve the labor relations between management and staff.

The implementation of a transferable retirement program, coupled with a lateral entry program also, could make police unions, which are currently fragmented, more unified.

The potential effect on wages and salaries is wide open. There may be, as a result of a transferable retirement program, competition between agencies to obtain more qualified veteran employees by way of lateral entry. A minor "wage war" could result in which the wealthier communities are able to retain and recruit more qualified personnel.

Education Benefit Program. The employment of college-educated criminal justice personnel has been an ideal for some time. Not until 1967, when the President's Commission on Law Enforcement and Administration of Justice took a giant step forward in this direction did this ideal ever seem attainable. Again in 1973, the reality of college-educated police and other criminal justice personnel came closer when the National Advisory Commission on Criminal Justice Standards and Goals made a concrete recommendation that by 1975 beginning employees have at least two years of college and by 1982, four years of college.

A recent vehicle for upgrading the educational level of criminal justice personnel was the Law Enforcement Education Program (LEEP) funds which were provided by the Law Enforcement Assistance Administration (LEAA). However,

with the demise of LEAA and the LEEP funds, it is reasonable to assume that city, county, and state criminal justice agencies will be seeking an alternative program for providing educational funds for their employees. One such program that could be implemented is an educational reimbursement program in which employees are reimbursed for college classes in which a grade of "C" or better is obtained. Programs of this nature already exist in private business and some governmental agencies. For example, General Electric offers this type of program for courses related to an employee's job and the City of Owensboro, Kentucky makes the same offer to city employees.

The implementation of such a program will have effect throughout the agency, especially on those components that involve human resources planning. Each of these components and possible effects are discussed in the following paragraphs.

An educational reimbursement program could change the direction of the primary focus of the agency's recruitment. If, for example, an agency had primarily recruited high school graduates, with this type of benefit program they might change their emphasis and begin to focus on individuals who have had some college training.

The employment benefits would not only serve as an incentive to those employees to finish their degrees but they may also serve to attract more qualified high school graduates--ones who aspire toward a college education. In

either case, this type of program can be used by the agency as a positive incentive to attract more qualified personnel and to help in the recruitment of minority candidates, thus supporting affirmative action goals. This change in the emphasis of qualifications, however, will also mean the agency must redesign their present recruitment strategies to reach the new target group. For example, recruitment visits might be extended to include junior or community colleges and four-year colleges and universities if they had not previously been visited.

This change in recruitment strategies will likely create a more qualified applicant pool from which to select candidates. In turn, there may be an increased workload for those persons who are responsible for selecting the best qualified candidates. Thus an agency might be well advised to develop more efficient selection processes and consider a possible reexamination of existing selection criteria.

The implementation of an education benefits program will definitely have an effect on the scheduling of individuals for work owing to employees attending college classes. To minimize these problems, agencies may want to contact the local colleges to explore scheduling options such as courses offered both during day and night-time hours so that criminal justice employees on shift work can change the section of their class when their shift changes. Thus the employees would be attending class only when off-duty. Most colleges will offer night classes to accommodate daytime workers,

which would help solve some of the scheduling problems for non-shift agencies. While it is not likely that all scheduling problems can be averted, working with the local colleges will help solve most of the problems.

With the potential for hiring more qualified, higher educated personnel, the nature of training to be offered will also be affected. Not only is it likely that more advanced training will be required, but if the personnel turnover rate is reduced, training will need to be more in-service than pre-service oriented.

The assumption that the turnover rate will be reduced may be limited to those younger employees in the process of obtaining their college degree. Once an individual receives a degree and fulfills his or her obligation to the agency, he or she may be inclined to leave the agency for higher pay or a more desirable job. It should be noted that obtaining a college degree in this manner will generally require an extended period of time because most employees will only take one or two courses a term. Because a limited number of upper level jobs available within each agency will preclude extensive upward mobility for increasingly educated employees, agencies might consider job specialization as an alternative. This would allow qualified employees not only to move vertically where there is increased competition but also horizontally.

More highly educated employees tend to be more concerned about preventative health programs. An agency's response to

this phenomenon might be to plan workshops on such topics as coping with stress.

Inevitably, attracting more highly qualified personnel will require higher wage and salary scales competitive with the private sector. Higher salaries and the specialization of functions may require revamping the system of step increases and pay grades within the context of a merit system.

Agency management may use the implementation of education benefits as a "bargaining chip" in collective bargaining with labor. This bargaining advantage, however, may be offset by two potential side effects of educational benefits. The more informed and educated personnel may be more adept at identifying areas where agency management is deficient and they may be more aggressive in attempting to influence agency policy. Also, problems may develop between the "old line" personnel and the new, more highly educated personnel--unless, of course, senior personnel also take advantage of the education benefits.

An educational benefits program will likely entail an increased amount of record keeping regarding educational records. While no additional personnel should be necessary, the agency will need to record and analyze the use of these benefits in light of its EEO/Affirmative Action plan.

The addition of more college-educated personnel may upgrade the quality of research and planning, especially when

these higher-educated individuals reach administrative levels of decision making.

As the two examples of retirement and education benefits illustrate, ostensibly minor changes in the benefits package can have numerous implications for human resources planning. By considering the potential effects before implementation, the agency will be in a better position to maximize the beneficial effects and to avert negative effects.

8. Health and Safety

Provisions for health and safety include a broad range of policies and activities in support of the general well being of agency personnel, volunteers, and those whom the agency serves. This section will consider the implications of one health and safety measure, the implementation of an ongoing physical fitness program.

Implementation of An Ongoing Physical Fitness Program.

Criminal justice agencies are often among those agencies which have minimum physical fitness standards among their entrance requirements. Few of these criminal justice agencies, however, have ongoing physical fitness programs beyond the recruit level, as the National Advisory Commission on Criminal Justice Standards and Goals noted in 1973. Because many criminal justice personnel are required to perform physically and mentally demanding work, it is of paramount importance that physical fitness programs be implemented. The American Heart Association warns that persons in poor physical condition who are suddenly thrown into high exertion situations run a relatively high risk of injury, strain, or heart attack. Other research has also indicated that persons who exercise regularly run a lower risk of heart attack than those who do not exercise.

While an ongoing physical fitness program would likely represent no major change in recruitment strategy, it is

possible that the requirement of ongoing physical fitness programs would hinder recruitment of some otherwise interested candidates. Potential candidates may be deterred either because they have minor health problems or because they do not relish the regimen of regular exercise.

The placement of personnel in the agency could be more flexible under a fitness program than without one. With all persons maintaining some standard of physical fitness, there would be less concern that selected individuals could not perform a particular task because of health reasons.

To insure adequate compliance with physical fitness standards it will be necessary for the agency to disseminate the proper guidelines and procedures to all personnel. One logical strategy will be to provide in-service training to employees that focuses on basic health care. This in-service training would include such topics as appropriate methods for staying physically fit and the latest information on ways to recognize and deal with stress. These health care training sessions or workshops could be held on an annual basis to encourage personnel to maintain the desired physical fitness required by the agency.

Because programs that upset the status quo inevitably meet with opposition, it is realistic to assume that the inauguration of a fitness program will be resisted by some senior staff. As a result, there likely will be some

irritation within the organizational climate and, quite possibly, a lowering of job satisfaction among some. Thus, before implementing such a program the administration should assess the current developmental levels of agency personnel and establish equitable standards that can be met.

Positive effects may also emerge, for example, greater job satisfaction in the long run for those employees maintaining better health.

As indicated earlier, labor relations problems could develop, or existing problems could be aggravated, because of the implementation of an ongoing physical fitness program. The most obvious is the reluctance of senior personnel to accept change. However, labor relations could also be strained if an unrealistic program is established in which the goals of fitness are unattainable. Possible legal challenges from labor, the Equal Employment Opportunities Commission, or Affirmative Action representatives can be averted by the development of a program that is realistic, related to the agency's mission, and readily enforceable.

If employees are required to adhere to physical fitness standards, it will be necessary to maintain records which provide an updated physical profile of the workforce. Thus, the record keeping work load will increase but not to the point at which it is a critical factor in the decision to implement this program. No additional personnel will be required to implement the fitness program.

9. Labor Relations

The labor relations aspect of the criminal justice human resources "system" includes all formal and informal interactions between management and labor. This section addresses the most common labor relations issue--unionization and collective bargaining. Because the literature shows that it is collective bargaining, rather than simply unionization that impacts agencies, the interactive effects model will focus on this aspect of labor relations.

Collective Bargaining By Agency Personnel. Collective bargaining of criminal justice personnel is a relatively recent phenomenon. During the 1960's, police collective bargaining became widespread and the power of collective bargaining by police began to be felt. This initiative by police was followed by the state correctional workers, and, more recently, by court system personnel.

While collective bargaining in criminal justice is already a fait accompli, some still question the appropriateness of collective bargaining by public safety agency personnel. The right of law enforcement personnel to engage in collective bargaining is sanctioned by statute in 35 states and is permitted in several others on a discretionary basis. In 1977, there were approximately 479,350 individuals working full-time for local and county police agencies. Of these, 258,929, or 54 percent, were affiliated with a nationally-affiliated union or some form of local association.

Thus, the labor movement in police agencies is firmly established nationally and growing steadily. In fact, the future of criminal justice appears to hold: 1) more unionization, 2) more affiliation with organized labor, 3) an increase in legislation authorizing collective bargaining, and 4) greater reliance on compulsory arbitration. The possible effects of collective bargaining on the various components of the agency that affect human resources decision making and planning are described in the following subsections.

The impact of collective bargaining on recruitment is by way of a secondary effect of an increase in wages, salaries, and fringe benefits. To the extent that wages, salaries, and fringe benefits increase with the onset of collective bargaining in a jurisdiction, more persons, and possibly more qualified applicants, will be attracted to employment in the agency. If these changes occur, a change in emphasis on recruitment will likely take place also, e.g., less effort need be expended on recruitment and more selective recruitment may be utilized.

If more qualified applicants are available, the more "competitive" applicant pool will require more discriminating and exact selection procedures. Also, if lateral entry is an option, selection of personnel will need to be coordinated with research and planning activities so that a top heavy distribution in the age and experience of employees does not bring attendant problems from upward mobility, cost of wages and salaries, and similar imbalance-driven problems.

Higher salaries may or may not result from unionization and collective bargaining. Given continuation of the present economic situation, wages and salaries will likely not continue to increase significantly. However, one of the many reasons that people organize is a basic belief that they have a right to negotiate in determining their pay and benefits.

When personnel unionize they expect to be represented aggressively and effectively on economic issues including pay increases, better fringe benefits, greater job security, and improved working conditions. Wages and salaries will remain a primary issue in criminal justice unionization.

As wages and salaries become competitive and other factors create tighter budgets, benefits can be expected to be a fertile area for negotiation. Indeed, as one writer has pointed out, collective bargaining has made a significant difference in the extent of fringe benefits. Fringe benefits can also be used as an aid in recruitment and in career development. Fringe benefits, the costs of which are often hidden from the taxpayers, can become an important equalizer when small wage and salary increases are awarded.

Unionization can be both an aid and impediment to career development. Unionization could give employees better working conditions, career paths, and greater job security but it could also protect the status quo and hinder career development in young innovative personnel. However, it is

generally considered that career development within an agency is enhanced by unionization.

10. Records Management

There is an ever increasing need for accurate and timely information for decision making not only in the areas of employee records but also in the planning and daily operation of the agency.

Information requirements are numerous and increasing at a rapid rate. The impact of legislation such as EEO, ERISA, and OSHA have necessitated that increased amounts of well organized records be kept by an agency. Reporting to outside agencies has increased not only in amount but also in frequency. It is likely that this reporting will continue to increase in the future. Connected with these developments are the increased costs of inaccurate or incomplete information. The consequences of the failure to maintain adequate records may result in litigation, loss of adequate budgets, and inadequate or insensitive future planning. Legal changes in the future will make it more likely that greater constraints will be placed on the accessibility of employee files for public and private inquiry.

Records management refers to those designated activities that are concerned with the control of a record from its creation to its ultimate disposition. The establishment of a records system involves several decisions. What information will be collected? What method will be used to file the information collected? How will the information be used? How will the information be stored? How will the

information be retrieved when there is a demand for it? How will the information be held when it is no longer useful? In any agency there is a need for records to be kept to enable the agency to make decisions.

This section will consider the implications of the installation of a computerized records management system.

Implementation of a Computerized Records Management System. What formerly was an important initial decision--whether to computerize the information system or not--is no longer in question. Today the only question is what kind of computer hardware and software is appropriate for the size and scope of agency operations. With the availability of small reasonably priced computers small agencies can now develop data bases and implement programs that formerly were only available to large agencies.

The impact of the installation of a computer system for records management can have many effects throughout the local system. The overall effect of the implementation of a computer system is the one of greater management control of the agency and potentially more reliable and defensible research and planning. A potential and subtle side effect of a computerized information system is that agency employees may develop a new "self-concept" as an agency--one that is modern and progressive rather than out-moded and traditional. The thoroughness with which an agency keeps its records and the rapid accessibility of data may help avoid costly litigation and court decisions owing to lack of adequate decision information.

The initial implementation of a computer system is expensive in terms of staff hours required for the selection, development or adaptation of the software package. The initial data collection and documentation may engender some negativism from the staff as well as extensive "debugging" of the system. All areas of an agency's human resources planning will be affected in some way by the use of a computer system.

With the implementation of a computer system those involved in the recruitment and selection processes will have automated assistance in determining what type of candidate the agency is seeking for each opening. With a complete set of job analyses indicating the skills that are involved in each position, the computer may be used to determine if any of the present employees are eligible for retraining into the new position or, alternatively, which candidates in the applicant pool most closely qualify for the opening.

The use of a computer system for records management will have several major effects on the system. The basic components of the system will include personnel records and employee profiles. These records will include all legal personal information that is considered essential to the agency. There may be an employment history component that shows the organization's entire work force as well as the careers of employees within the organization. Career profiles and the optional career profiling aspect should reflect the

skills and talents acquired by an applicant/employee through prior job, present job training, and formal education. The system should be capable of providing an agency-wide talent directory. The major consequence of this action should enable the agency to make the best possible use of the personnel pool and eliminate costly training programs for unqualified personnel when better qualified personnel can be readily identified through immediate access to the talent directory. Major uses of the system might include planning and research and improved payroll capabilities. Deductions for unions, insurance and other benefits can be written in with a minimum of data entry. Other modules that might be considered are attendance, position control, job evaluation, salary projection, organization charts, and health and safety information. The system can also be expanded to include benefits statements, pension schemes, EEO compliance, affirmative action planning, and future projections.

The decision whether to implement a computerized records system must rest with agency administrators and policy/budgetary authorities. The feasibility of the proposal to introduce computerized records management is indicated by a consideration of two major areas. Technical feasibility refers to the process whereby a decision is made regarding whether a manual or an automated system is the answer. Since the payroll has more often than not been extended to include some personnel data, it seems clear that

the automation of records can be considered technically feasible on the basis of the degree to which the clerical workload will be reduced and the degree to which the system will be responsive to the company's needs. Economic feasibility is essentially the cost-benefit factor. The expected reduction in the amount of personnel required to maintain the records will possibly cause repercussions in and problems of the absorption of personnel. Saving of staff time and better allocation of resource will result hopefully in reduction of people doing simple tasks and leave them free for more useful employment. An automated system will make more use of the computer and generate more expense in this area and, contrary to popular opinion, may not lead to a reduction in employees. There is the strong possibility that there will be a great increase in the amount of data kept, this will result in many more people collecting, interpreting and disseminating data. In the implementation of a computer system there is a need for the design of the software to be as well planned as possible. The building of the data base and the documentation can be undertaken with the assistance of the company from whom the hardware or software package is purchased.

Education and training will be altered by the installation of a computer for the records management. In addition to training those who will be responsible for the operation of the system, there must be a general overview presentation

of the system so that all employees feel that their records are safe, that no data is held in the system that cannot be validated, that they have access to their own personnel file, and that there are benefits in maintaining rapidly accessible information for salary and wage issues. Management training programs can be based on more quantitative data, thus, increasing the potential objectivity in decision making.

Wage and salary decisions should be easier to make if the system is able to retrieve wage histories on both an individual and company basis. With the ready retrieval of an individual's wage file, cost-of-living increase merit raise decisions can be made more objectively.

With respect to health and safety, quantitative data on such factors as the incidence and costs of accidents or the number of employee nonsmokers may be the basis for more favorable insurance rates and more appropriate coverage. This information may also become the basis for employee training sessions on health and safety.

In addition to the potential for streamlining decision-making, computerized records will provide research and planning personnel with new capabilities for short term, quick-turnaround decision making information and for more sophisticated long-term planning by way of trend analysis, forecasting analysis, and model simulations. This potential capability will, in turn, have implications for the types of

staff capability required in research and planning. Thus, the more sophisticated operations will impact on recruitment and selection of staff or on the need for specialized staff development training.

11. Research and Planning

Research and planning are integral functions of any criminal justice agency. The mandate under which an agency operates often dictates the policies of an agency and planning is essential in implementing these policies.

Whether or not an agency has special personnel assigned to research and planning generally depends upon the size of the agency. Regardless, each agency has someone responsible for performing these functions. Research and planning units are presented by management with specific problems that need resolution. Problems arise from verifying sources and have considerable impact with other components of the system.

The major sources of problems are 1) human resources planning for operational success and 2) complying with legislative mandates. Accordingly, the interactive effects model will focus on two potential initiatives which may be undertaken by a research and planning unit: the institution of a job/task analysis system for the agency and the implementation of a litigation avoidance program.

Similarly, the education and training component will have many specifications for training modules provided by the job/task analysis. The education and training component will also be responsible for the initial orientation and training of all staff in the implementation of the job/task analysis system as well as providing orientation for new employees in the use of the system.

Career ladder will be readily identified through the job/task analysis system, enabling employees to chart career development plans and options more realistically and to arrange for appropriate education and on-the-job experiences in support of individualized plans.

With respect to wages and salaries, the job/task analysis system will permit a more accurate justification for pay scales for comparable and noncomparable types of responsibilities and functions.

The health and safety of employees and clients will stand to benefit from the agency's ability to isolate "danger" areas in job performance more effectively and to arrange for specialized training, closer supervision, or whatever corrective action may be necessary.

The redefinition of terms and provisions in some union contracts may be necessary as a result of the job/task specifications. Offsetting any potential complications in labor relations, however, will be the opportunity for a better mutual understanding of performance roles and responsibilities.

Among the many potential implications for records management and research and planning will be the ability to provide management with staff resource allocation reports which specify the amount of time staff members devote to each job/task. Management will also be able to identify how each individual staff member participates in the

records management component of the agency, thus will be able to prescribe selection, training, and career development provisions accordingly.

Implementation of a Litigation Avoidance Program. With the proliferation of expensive litigation, employers are becoming increasingly concerned about avoiding litigation. Research and planning to avoid litigation involves careful appraisal of a number of sensitive areas within the organization.

In the area of recruitment, it will be necessary to ensure that recruitment techniques are in compliance with local, state, and federal laws. The selection and placement criteria and performance figures must be able to withstand scrutiny by the court according to statutory requirements and the findings of recent court decisions. If the selection procedures are by definition restrictive, the research and planning unit must be able to establish that there are bonafide qualification requirements for each position.

The education and training aspects of an agency might well prove to be the cornerstone of efforts to avoid litigation. If education and training programs are well designed--with equal representation of the employees' constitution, statutory and contractual rights and the employer's (agency's) needs, there will be less likelihood of litigation in these areas. If all workers are given opportunity to extend their repertoire of skills and thereby gain some form of reward, the organization will build a

defense against litigation in that area.

To avoid litigation in the area of wage and salary concerns and fringe benefits, there must be a thorough documentation and validation for the current salary and wage scales. Because salary histories and evidence of salaries for comparable positions in the area labor market will be demanded if litigation should arise, full documentation of these data becomes essential.

In the area of labor relations, the avoidance of litigation is a crucial factor. Union officials must be provided with a clean understanding of the mission and organizational structure of the agency. Management, on the other hand, must be aware of the potential for litigation if any union rights and privileges are eroded. Throughout the entire human resources system the avoidance of litigation demands that records be kept in such a way that: 1) only relevant information is kept, 2) information is readily accessible to those who need it, 3) information is accurate and 4) there is nothing within the records that cannot be validated.

There has been considerable litigation that may have been unnecessarily lost because insufficient records were kept. Although there are privacy requirements that must be observed, with today's modern information and computer systems technology adequate records should be a comparatively simple matter.

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The planning for the future would hopefully be sufficient to eliminate a special action of the avoidance of litigation. If there has been sensitivity to those areas where litigation in the past has occurred, and the records are adequately kept it is possible that expensive litigation could be avoided.

An agency of the criminal justice system today cannot afford either the monetary or imaginal (i.e., public image) costs of litigation. Consequently, agency officials must have an acute sensitivity to possible problem areas within the system. Inasmuch as criminal justice must rely on public funding, the extent to which an agency is embroiled in litigation will have an adverse effect on community support for the agency.

III. SUMMARY AND CONCLUSIONS

The term "systemic effects" refers to the factors that influence the operation of the entire human resources system. These factors can be divided into two major groups. The first group includes those influences that originate within the system. The second group is constituted by those factors that originate outside of the parameters of the system.

The factors that originate externally have tremendous influence on the operation of the system. Issues such as the political orientation of the community, budget allocations, general economic trends and demographic factors impact heavily on the operation of the system.

The agency makes little or no contribution to these external forces or to the intensity of their effect. However, the agency must handle the consequences to the best possible resolution.

Internal factors which operate as "systemic issues" can be said to assume that change in one or more events will cause some alteration in other aspects of the system. The issues may result in sequential change or in change that is spread randomly throughout the system.

In light of the federal mandates regarding Equal Employment Opportunity and Affirmative Action, the entire human resources operation is directly influenced. The almost snowballing effect of the legal ramifications of

federal guidelines on selection procedures apply not only to promotion but to performance appraisal as well.

The efforts expended to avoid litigation have refined many prior practices so that agencies benefit by the greater accuracy of the information collected. Also, in the attempt to avoid expensive litigation agencies are forced to delineate more carefully their entire human resources program.

The abruptness of political change as we witnessed in the 1980 elections has had many effects on the policy making and orientation of public agencies. The initial effect was the awareness of possible budget cuts and elimination of many programs. Shifting of goals and priorities may also follow as a result of shifting national/state priorities and limitations on funding.

Population changes in an area affect the agency in a variety of ways. Employment opportunities, promotional questions and the relevance of some impossible-to-implement schemes to an agency with a declining sphere of influence in an area of declining population become systemic issues affecting the entire human resources system.

Inflation, without automatic increases to compensate, can have disastrous effects in an agency. There will be adjustments to be made to overcome some of the problems. Scheduling of priorities will appear to have greater significance. Changes will necessitate the formulation of alternative solutions. As demand for services will tend to increase as the budgetary resources are diminished, hard decisions will need to be made.

Guideposts for the Future

Future decisions and planning in human resources for criminal justice agencies will be determined by two major guideposts: environmental changes and trends in development. Responsible administrators and planners will need to monitor these events in order to make informed decisions.

Environmental changes include economic conditions, legislative policies, emerging social priorities, technological impacts on society, and landmark judicial decisions. Anyone of the factors--either singly or in concert with the others--can be expected to markedly influence the structure and composition of human resources in criminal justice agencies of the future. For example,

- Sustained periods of economic severity may dictate the use of team policing rather than traditional patrols; smaller communities may contract law enforcement services from larger adjoining communities.
- New legislation regarding narcotics possession or traffic regulations may require changes in the amount, deployment, or pre-service training of law enforcement personnel.
- Concerns for older workers, youth employment, the handicapped, women and minorities may continue to create new requirements for law enforcement agencies.
- The cybernetic revolution may both lessen the need for previously large numbers of personnel in certain

functions and also require advanced pre-service and in-service training for all personnel.

- Judicial decisions will interpret the constitutional implications of the interplay of economic conditions, legislative changes, social priorities, and technological advances.

In any event, the task before criminal justice agencies is not to predict what the future will look like, but to locate the indicators in the present which will provide guidance, planning and decision making as the time for these actions arrives. Cues to these indicators will be found in the research literature, judicial decision trends, newsletters, and in the positions taken by special interest groups.

The second guidepost, trends in development, is dependent upon the social, technological, and organizational configurations carved by successive decades of environmental changes. We have already seen the impacts of specialization and higher education levels upon criminal justice agencies. Because trends emerge more slowly than environmental changes (e.g., the change in educational levels as compared to the impact of the Civil Rights Act of 1964), the astute perceptions of these trends is, perhaps, even more difficult for criminal justice leadership than the more obvious environmental changes.

Recommendations for Development and Application

The interactive effects model for human resources planning in criminal justice agencies holds many implications for criminal justice planning. The manifold implications can be synthesized into the following general recommendations.

- Because of the interactive nature of the effects of new initiatives in the human resources aspect of a criminal justice agency, any realistic planning must include a consideration of a systems approach. In other words, the agency must be seen as a total organism whose component parts will be affected to a greater or lesser degree by each change introduced into the system by policy decisions, environmental factors, or legislative mandates.
- Criminal justice planning for human resources must consider primary, secondary, and tertiary effects of introduced changes. That is, the agency components which are primarily affected by the change will, in turn, affect other components which will affect still others. Indeed, the planned initiative, once implemented, may itself be altered by the reverberations caused by its introduction.
- Human resources planners must read the "signs of the times" as conveyed in legislative decisions, economic conditions, technological developments, judicial

decisions, and the emerging strengths of interest groups. Thus, factors external to the agency can interact with one or several organizational components.

- Of the external factors currently impacting human resources planning in criminal justice, two factors appear to be most prominent: 1) the changing expectations of the workforce and 2) budget restraints. Planners and administrators must therefore give more consideration to the influence of employee attitudes on the organizational climate and be aware of the limitations of a line item budget for planning within an interactive effects model.

The clear message which emerges from this initial thinkpiece on interactive effects in human resources planning is that the planning process is much more complex than simple line item additions or projections in the agency budget. Hopefully, the Interactive Effects Model will be a framework for agency planning and a help identifying parameters for future research in criminal justice human resources planning.

END