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Participation in the police promotional process for the rank of sergeant within the Fairfax County Police Department Fairfax, Virginia

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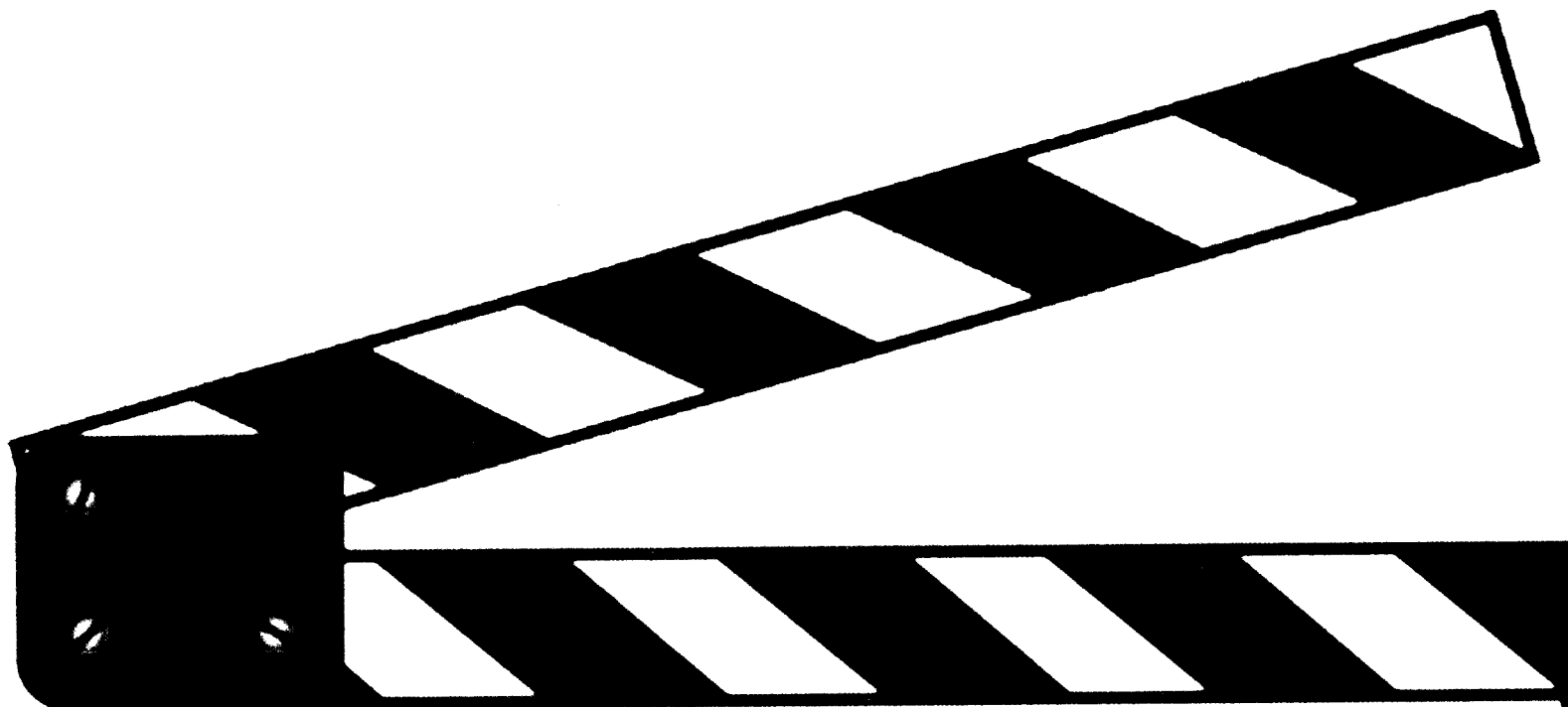


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PARTICIPATION IN THE POLICE PROMOTIONAL PROCESS FOR THE RANK OF
SERGEANT
WITHIN THE FAIRFAX COUNTY POLICE DEPARTMENT
FAIRFAX, VIRGINIA

By

PURVIS L. DAWSON, JR.

B.S., George Mason University, 2002

A Thesis

Submitted to the Graduate Faculty

of the University of Richmond

in Candidacy

for the degree of

Master's of Human Resource Management

May 2008

Maria T. Poindexter, Ph.D.

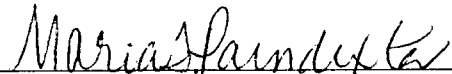
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Abstract

Police Departments across the country are experiencing vast numbers of veteran supervisory and command personnel retiring from public service. Without careful planning, these retirements can create a leadership void that will be difficult to fill with well-qualified candidates. These separations pose a loss of institutional knowledge, expertise and leadership continuity. The research conducted focused on the underlying reasons why highly-competent, experienced police officers are refusing to advance their law enforcement careers in becoming supervisors. The study included a review of the published literature and surveys being administered to 105 non-supervisory Fairfax County Police Officers on their interest in becoming a supervisor at the entry rank of sergeant. The fostering of future leaders should be made a priority and it should be the responsibility of those in leadership positions to identify, mentor and assist aspiring supervisory candidates to obtain the training and experience required to become a successful police manager.


I certify that I have read this thesis and find that, in scope and quality, it satisfies the requirements for the degree of Master's in Human Resource Management.

Signature



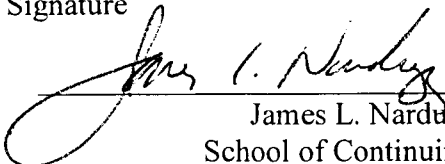
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On my honor I hereby affirm that this work was created by me, the writings and conclusions are entirely my own, I actually completed the research (surveys, interviews, etc.) noted on this thesis, and all ideas from others are properly cited and referenced.

Signed: Terrie H. Dawson, Jr.

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Chapter One

Introduction

Rational for Selection

Police departments across the country are at a critical juncture concerning the filling of first line supervisor and command positions within the ranks of the organization. In fact government agencies in numerous countries have reported that their workforce is maturing towards retirement and the void of the upcoming vacancies will not be filled with fully prepared candidates for leadership positions. It was reported that seventy-one percent of the Federal Government's Senior Executive Service (SES) would reach their retirement eligibility by the end of fiscal year 2005; more than half of those SES members in federal service will have left the government by October 2007. In a Government Accounting Office report, it noted, "without careful planning, these separations pose the threat of an eventual loss in institutional knowledge, expertise, and leadership continuity" (U.S. Government Accounting Office [USGAO], 2003, p. 7). Ranking command staff officers and first line supervisors in law enforcement agencies throughout the country are retiring and/or will be retiring in the near future, thus leaving a leadership/management vacuum. "Leadership in public safety agencies is at a critical crossroads, the result is an upcoming shortage of police leaders" (Michelson, June, 2006, p. 16). The Fairfax County Police Department is no different; a substantial number of first-line supervisors and command staff officers are eligible to retire. This dilemma creates a unique challenge; for the past five to ten years, the Fairfax County Police Department has experienced a decrease in the number of candidates participating in the sergeant's promotional process. This challenge also affords the police department with the opportunity to examine the promotional process and the potential candidates. Taking inventory, cultivating and developing the talent pool that makes up

the agency must now become a prime objective in assuring that the leadership crisis can effectively be dealt with.

The rank of sergeant is the initial supervisory rank within the Fairfax County Police Department and is vital in developing future leaders within the agency. The pool of candidates participating in the sergeant's promotional process continues to shrink, even though the police department has significantly increased in size over the past ten years. As the number of candidates continues to diminish in the sergeant's promotional process, a ripple effect will occur for each subsequent rank above sergeant causing a void in critical leadership positions throughout the police department. The Fairfax County Police Chief, Colonel David M. Rohrer, is extremely concerned over the declining numbers of police officers electing not to compete for the rank of sergeant. As a result, the police chief has succession planning as an agenda item on his weekly administrative staff meetings.

The Fairfax County Police Department is undergoing a tremendous amount of change due to a surge in resignations and officers applying for retirement. Eighty percent of the department's command staff are eligible for retirement over the next five years. In fact, all three current Deputy Chiefs of Police have entered into the Deferred Retirement Option Program (DROP); within the next three years, the chief of police will have to replace all three deputy chiefs. Numerous other key decision makers in leadership positions have also entered into the DROP program and will soon be retiring from the agency. The department is facing a leadership crisis. Patrol supervisors and commanders of the Fairfax County Police Department that choose to retire take their institutional knowledge and experience with them, leaving behind supervisors that have limited experience and lack of wisdom when making critical decisions. This retirement phenomena is not unique to the Fairfax County Police Department and/or the general work force

of the County of Fairfax. In a recent federal report from the United States Government Accounting Office, thirty-four percent of the Federal civilian workforce is over the age of 50; over one third of the workforce has been eligible to retire since 2003. In Canada, approximately eighty percent of its public service workforce, which includes executives and executive feeder groups, will retire by the end of the decade. This growing predicament of an aging staff adversely affects not only governments, but private industry as well. As a result, it is incumbent that succession planning be in the forefront; failure to do so can result in monetary losses, the loss of a business, and a leadership vacuum that may not be filled with well trained, qualified candidates that severely lack the core competencies for the task or role at hand.

Significance of the Topic

The rank of sergeant is the first level of supervision within the organizational structure of the Fairfax County Police Department. An officer aspiring to move up within the supervisory rank structure of the police department must first obtain the rank of sergeant; this is why it is essential to seek qualified individuals for this position. This position is the gateway supervisory rank within the Fairfax County Police Department. The only position that does not require an individual to obtain the rank of sergeant before being promoted to the next rank is that of Chief of Police. The Chief of Police in Fairfax County is an appointment made by the governing body of the county, the Fairfax County Board of Supervisors. The Board of Supervisors selects their chief of police and elevates the individual to the rank of Colonel along with the title Chief of Police. The police chief serves at the leisure of the Fairfax County Board of Supervisors.

The Fairfax County Police Department was formed on July 1, 1940. Since its formation, every police chief has come from within the ranks of the department. Meaning, each police chief of the Fairfax County Police Department at one time served at the rank of sergeant except for the

very first chief who was appointed by the Fairfax County Board of Supervisors when the department was first formed. This is a critical rank for the police department and it is incumbent for every member of the supervisory (first line) and command staffs of the Fairfax County Police Department to encourage and facilitate eligible members of the nonsupervisory staff to participate in the sergeant's promotional process.

The department's future successes are dependent upon filling leadership positions with well qualified candidates and it is every member's obligation to encourage greater participation in all promotional processes administered by the department. However, the most significant rank to focus on currently is that of sergeant.

Delimitations

In this study, the researcher examines the underlying reasons why police officers and detectives are not participating in the promotional process for the rank of sergeant. The rank of Sergeant has the greatest impact on the department; some of the obligations and duties required to be performed by a Fairfax County Police sergeant as per the department's Standard Operating Procedures (SOP 04-007) are as follows:

Assists in the supervision and participates in the work of a detail of police officers engaged in patrol and traffic enforcement to ensure the maintenance of order, enforcement of laws, prevention of crime, and protection of life and property; trains and advises patrol officers in the performance of their duties; questions suspects and interviews witnesses in the manner prescribed by law; and gives testimony in court. Under special assignment, investigates a wide variety of offenses including homicide, rape, larceny, auto theft, fraud, and police misconduct; on assignment, makes specialized vice and alcoholic beverage violation investigations and raids; ascertains information or secures evidence for the arrest of suspects and the preparation of arrest/search warrants; searches for and apprehends criminal offenders.

Therefore the research question to be answered is why eligible candidates fail to participate in the sergeant's promotional process?

As the entry supervisory rank, it is imperative that the police department draws from the widest selection of personnel. This includes both male and female officers and members of every race, color and creed. The police department as a whole has an obligation to mirror the community it serves. The rank structure must also have the same reflection. The future leaders in the Fairfax County Police Department are those individuals that become promoted to the rank of sergeant and aspire to take on additional duties and responsibilities at a higher rank.

Client

The police department that has been selected for this study is the Fairfax County Police Department. The County of Fairfax is located in Virginia; with a population of approximately 1.1 million residents. The police department has an authorized strength of one thousand, five hundred and sixty (1,560) police officers and an estimated civilian support staff of four hundred (400) making the Fairfax County Police Department the 38th largest municipal police department in the United States.

The mission of the Fairfax County Police Department is as follows, “The Fairfax County Police Department protects persons and property by providing essential law enforcement and public safety services, while promoting community involvement, stability and order through service, assistance and visibility” (Fairfax County Police Department, n.d., 1). The County of Fairfax is the most populous county in the Commonwealth of Virginia. The Fairfax County Police Department is also the largest municipal police agency in the Commonwealth of Virginia; the only other law enforcement agency that is larger than the Fairfax County Police is the Virginia State Police Department. The population is expected to grow continuously and it is anticipated the governing body of Fairfax County, the Board of Supervisors, will increase the size of the police department incrementally in the coming years. A copy of the organizational

chart for the Fairfax County Police Department can be located in the appendix section. The department's mission statement, values, and goals are also included in the appendix.

Chapter Two

Review of the Literature

Law enforcement agencies throughout the United States are currently suffering from the lack of participation in promotional processes. As a result, agencies are fearful for the future; they are facing a leadership crisis. Throughout the United States, law enforcement agencies are experiencing vast numbers of their supervisors leaving due to retirements. As a result of the high turnover rates, departments are dealing with the loss of experienced supervisory staff as well as line officers. To further complicate this dilemma; there has been a dramatic decrease in the amount of candidates interested in taking on supervisory roles; “Leadership in public safety agencies is at a critical crossroads (Michelson, 2006, p.16).” Leaders need to be identified early and mentored throughout their careers if this leadership void is to be filled. Proper succession planning is the key to success and must be implemented immediately and then institutionalized into the corporate (department) philosophy. It is imperative that police departments and public safety agencies modify their traditional approach to lateral, upward promotions through the career ladders with the belief that promotions will cure all the ills.

Today career success is no longer defined by being promoted from officer through chief. “Rather, career success is reviewed by employees in terms of personal goals, family concerns and career expectations (Distelrath, 1988, i).” Today’s law enforcement officer does not necessarily value the promotion over personal needs. If competing and accepting a promotion means leaving a coveted assignment, a desired shift, an ideal location in close proximity to one’s home, then the promotion is not worth accepting, even if the agency is in need of good qualified officers to step – up to the plate and fill the department’s need for supervisors. Other factors officers now consider before accepting a promotion are that of dual incomes. Married officers

whose spouse is employed will often decide not to compete in the promotional process.

Distelrath (1988, p. 13) stated in his independent study project,

An increasing number of middle managers are refusing to move their families and/or disrupt the career of a spouse for the objective sake of advancement. Additional issues involving two – career couples are new assignment, overtime and scheduling, all of which are meeting with resistance.

With the abundance of overtime in numerous police agencies, especially since the terrorist attacks that occurred on September 11, 2001, officers are defining their success not by rank but by their earnings. If they are living comfortably and able to provide for their family, then their personal needs and definition of success have been met. Previously, “Officers viewed promotions as a vehicle to attain higher salaries,” (Scarborough & Gaines, 1998, p. 12) this is not the case anymore. As a result of the expansion of specialty positions in the law enforcement community, this has afforded officers more opportunities beyond their normal patrol duties. As one police chief noted, “One major law enforcement agency now has sixty (60) specialty assignments; specialties are multiplying like rabbits” (Grossman & Doherty, 1994, p. 12). These specialty assignments provide an avenue for additional income as well as they make available duties beyond being a patrolman and/or an investigator/detective. These extra duties enable officers to receive ample compensation; thus satisfying their overall monetary needs. As their financial and personal motivational needs are being met, the desire to become a supervisor is less meaningful, especially when the individual has to weigh leaving a coveted assignment that is financially rewarding. According to a research report submitted to the National Institute of Justice (Scarborough & Gaines, 1998, p. 1):

Since the 1980’s, a number of police departments throughout the United States have made substantial progress in obtaining higher salaries for officers. Today, law enforcement in many parts of the country competes

fairly successfully with business and industry in terms of salary, working conditions and benefits.”

The promotional process is a key component in how police departments select personnel for placement at higher levels of responsibilities that come along with each supervisory rank. According to Scarborough and Gaines, over time promotions have been very problematic. Their research concluded that over the years, “promotions in some departments have come to be seen as a method of earning additional income” (Scarborough & Gaines, 1998, p. 1). As a result of this frame of mind, officers engaging in the promotional process are not interested so much in the position as well as the duties and obligations that come with it, but are only looking for avenues to increase their rate of compensation.

The research conducted by Scarborough and Gaines focuses on the Lexington, Kentucky Division of Police and the reluctance of qualified officers participating in the promotional exam for the rank of sergeant. “That is, employees at the officer level showed little interest in being promoted” (Scarborough & Gaines, 1998, p. 2). Due to the declining numbers of officers choosing not to participate in the promotional process, the department “feared that they were not in a position to promote the best candidates in the department” (Scarborough & Gaines, p. 2). Law enforcement executives want to promote the best qualified candidates and not the mediocre candidates for supervisory positions. If the only reason a candidate desires to be promoted is to increase the rate of compensation one receives, then both the agency and supervisory candidate are setting themselves up for failure.

The Fairfax County Police Department in Fairfax, Virginia has also experienced a similar dilemma concerning the lack of participation in the promotional process for the rank of sergeant. In the fall of 2006, only 171 police officers/detectives or nineteen percent (19%) participated in the sergeant’s examination out of a pool of 886 eligible candidates. The prior sergeant’s

promotional examination which was administered two years earlier (2004) had very similar results; only 170 officers/detectives or twenty percent (20%) out of a candidate pool of 835 took the examination.

YEAR	ELIGIBLE	PARTICIPATED	PERCENTAGE
2004	835	170	20
2006	886	171	19

The lack of participation in the sergeant's promotional exam in the Fairfax County Police Department has greatly concerned the chief of police and his administrative staff.

The department has embarked in discussions of succession planning and one of the key ranks in those discussions is that of the rank of sergeant. The police chief has challenged members of his command staff to help come up with a remedy to the declining numbers of participants in the promotional process. The department has a mentoring program for newly hired police recruits which have proven to be successful in assisting newly hired officers in getting acclimated and assimilated into the police department. One of the current proposals under consideration is to expand on the mentoring program concept to include staff officers in actively mentoring subordinates for promotions. Although the idea of mentoring and cultivating the future leaders and supervisors of the agency is only under consideration, it has successfully been utilized in other law enforcement agencies. For example, in a study conducted in the United Kingdom concerning the process of promotions, the researchers made the following conclusions (Gaston & King, 1995, p. 7):

The promotional process could be altered in order to maximize the learning opportunities and to minimize stress levels which are exacerbated by lack of knowledge of the task requirements. Structures need to be developed further whereby mentoring by experienced officers is available

during acting duty periods...The challenge for the police service is to manage the management development and training process better.

In the research conducted by Grossman and Doherty, they recommend that career counseling programs be instituted throughout a law enforcement agency starting at the police recruit level. "Career counseling programs help officers to understand better their abilities and opportunities as well as what steps they might take to move their careers in a positive direction" (Grossman & Doherty, 1994, p. 14). They also believe that career counseling programs would be an avenue in which the department can utilize in "developing a talent inventory" for the agency.

An effective career counseling program and/or mentoring program has the potential to increase the amount of law enforcement officers participating in the promotional process. Officers will have a better understanding of the expectations of their job requirements and the roles they play in the organizational structure as well as the significance of taking on more responsibility with each subsequent rank. Grossman and Doherty further state that effective career counseling programs send a message to officers "that they are valued as unique individuals, not just as bodies that walk a beat or answer radio calls" (Grossman & Doherty, 1994, p. 14).

The research study conducted by Scarborough and Gaines on the lack of participation in the sergeant's promotional process for the Lexington, Kentucky Division of Police concluded the following (Scarborough & Gaines, 1998, p. 12):

The results of this study are somewhat disturbing, but consistent with officers' behavior relative to the promotion system. Essentially, officers have not embraced the opportunities for promotion in large numbers which coincides with their opinions that promotions do not significantly contribute their lives. The most plausible explanation for the findings is that officers are

relatively satisfied with their life situation. The department is able to provide the officers with comfortable salaries. Promotions generally result in a transfer which may interfere with previously established activities. A promotion may also mean moving from a desired unit assignment to a less desirable assignment. In essence, it may be that promotions, for the most part, offer to many drawbacks for too little reward.

The researchers recommended that the Lexington, Kentucky Division of Police find ways of “increasing the desirability of promotions if larger numbers of officers are to compete” (Scarborough & Gaines, 1998, p. 12). The best way to accomplish this is to increase the salary differences vastly across the various ranks and consider adding additional benefits.

In an article written by Elvin G. Miali entitled, “*Why Would You Want To Be a Supervisor.*” it is noted that the prime motivational factor for an officer in becoming a supervisor is you become “a vital player in the development of your subordinates and the department” (Miali, 2006, p.1). The article utilizes a comparison of citizens complaining about their elected representatives and yet these are the same individuals that have never cast a vote in any election and/or have failed to vote for long periods of time. Although they were afforded the opportunity for their voice, beliefs, suggestions and comments to be heard by casting a vote, they decided to be silent by not voting.

The correlation is that officers often have been heard throughout police departments in the United States, both large and small agencies, complaining about their supervisors and the decisions that were made or not made and/or courses of actions taken and/or failed to be taken. These individuals are afforded the opportunity to compete in the promotional process and be promoted into positions of higher authority and be the decision makers. Yet, because of they fail to compete in the promotional process, they are not promoted and the status quo remains and the complaining continues. For example, the independent survey research conducted for this thesis

uncovered such attitudes. In quoting from a number of Fairfax County Police Officers who participated in the anonymous surveys, they wrote the following statements:

- Leadership ability is not adequately gauged or encouraged.
- There is no personal satisfaction in competing in such a process.
- Uncertain about the tasks and abilities of being a supervisor.
- I don't want to be a supervisor; I want to be a police officer assigned to patrol.
- I don't have much faith in current supervisors due to their lack of training and experience.
- Supervisors fail to lead and inspire; they are just good test takers.
- The few leaders we are fortunate to have are not allowed to do the job as they see fit.
- Current supervisors lack common sense and fail to win the respect of their subordinates.

Retired chief of police Elvin G. Miali, noted in his article, *Why Would You Want to Be a Supervisor*, that those officers who decide to take up the challenge and become supervisors will have increased opportunities to facilitate change and help rid the status quo mentality. A police supervisor is in charge of every situation; they identify the training needs of the officers under their command and afford them the opportunity to improve not only the delivery of service, but to the overall effectiveness of the agency/department. Lastly the article takes note that supervisors face new challenges and open up new frontiers in not only their personal career, but the career of others. A police supervisor has the task of being, “a mentor, a confidant, a cheerleader, a disciplinarian, and you will be able to help other personnel develop their breadth of knowledge” (Miali, 2006, p. 1).

Taking the bold step in becoming a supervisor requires commitment and if the job functions are performed properly, one can make a difference. In lieu of complaining and standing on the sidelines by participating in the promotional process and getting promoted, the more impact one can have. It is about making a difference instead of speaking indifference. Retired police chief Miali concludes his article with the following statement, “...you are the

main person in charge, and you can develop others who in turn will help develop the future of your department (Miali, 2006, p. 2).

The Effects of Race and Gender

The lack of qualified candidates participating in the promotional process affects the minority representation within the supervisory ranks. The Fairfax County Board of Supervisors, in conjunction with the chief of police, desires that the police department mirror the community. The only way an agency can reflect the community, is to ensure that qualified men and women, of all races and both genders, are recruited, hired and trained as Fairfax County Police Officers. The chief of police and his administrative staff have made it a priority not only fill our entry police officer ranks with highly qualified candidates of all races and both sexes, but also to encourage men and women of the various nationalities to participate in the promotional processes. This has become a challenge, not only for the Fairfax County Police Department, but for agencies throughout the United States.

The Fairfax County Police Department's Personnel Resource Division reported that one hundred and seventy (170) candidates participated in the Sergeant's promotional process in 2004. Out of the one hundred and seventy (170) candidates that took the written exam, which is the first portion of the testing process in sergeant's exam, only one hundred and forty (140) proceeded to the remaining two phases of the process, which is referred to as the assessment center. The gender and minority make-up of those eligible to continue forward in the assessment center was reported to be as follows:

Gender/Race	Total # Participating	# W/ Passing Score	# Withdrew
African American/Males	6	5	1
African American/Females	2	2	0
White Males	86	73	17
White Females	6	6	1
Hispanic Males	5	3	0
Pacific Islander Male	1	1	0

The chart clearly illustrates that white male candidates make up the majority of the gender and race population participating in the promotional process; African American Males, White Females and Hispanic Males represent the next largest population segment, although their numbers are few.

Overall, there were only fourteen (14%) percent of the eligible police officers in Fairfax County that elected to participate in the promotional process for the rank of Sergeant in 2004. The reasons varied, however the most common reasons cited were that officers were currently assigned to a specialty position and if promoted, would be transferred from the assignment and the contentment with their current assignment. This included the shift assignment, work location, such as a district station, and/or squad assignment. As a result of the lack of participation in the promotional process, some extremely well qualified individuals, who have a vast amount of experience, knowledge and many whom already serve as informal leaders in the agency, failed to capitalize on the opportunity to move-up within the rank structure of the Fairfax County Police Department.

It is imperative that men and women of both genders and all races compete in the sergeant process; without adequate representation, a discernible void within the entire rank structure is probable. The affects will be long lasting and have adverse effects on both the agency/department and the general public served. This progression must be reversed in order for

not only the department to mirror the communities that make up the County of Fairfax, but also those in leadership positions.

Agencies throughout the United States have struggled with ensuring that their promotional processes better reflect their communities and that all races and both sexes are represented throughout their rank structure. However, numerous agencies have fallen into litigation concerning the promotional processes that they have developed and administered. In an article published by the Boston Globe, "Promoting Good Police," the article notes that there is a lack of minorities in the higher ranks of the Boston Police Department. According to the Boston Police Commissioner, minorities are "lost in both the entrance and promotional exams...minorities often fare more poorly than whites on the written examinations and fall farther behind due to the civil service policy of absolute preference for veterans" (The Boston Globe, 2005, p. 2). The commissioner (O'Toole) noted in the article that "in urban law enforcement, a representative police force is an essential element of neighborhood policing" (The Boston Globe, p. 2). The Boston Globe reported that there is no evidence that there is any resistance by the Commissioner in promoting minorities. Since Commissioner O'Toole arrived in Boston in February, 2004, fourteen promotions have been made to the command staff ranks, which is outside the scope of the civil service system. Out of the fourteen promotions, six of the officers were minorities and two were white females.

Succession Planning within the Fairfax County Government

The Fairfax County government recognized that its' workforce was not only aging, but was quickly reaching retirement eligibility. The county noted that there will be an increased number of position vacancies as baby-boomers prepare to leave the work force and labor market

analysts predict a continued shortage of skilled managers and technical experts for at least the next three to five years.

As a result, for the past two years, several agencies have been piloting several programs that are institutionalizing succession planning that emphasizes employee development. “The intended result from succession planning is development of a highly qualified pool of employees who are prepared and available to compete for key positions as needed...The succession planning process will benefit county employees, managers, and residents” (Fairfax County Courier, 2006, p.6). Under the county’s succession plan, managers and supervisors will identify key positions that succession planning is a must and critical to their department (division/section/unit) overall mission. These managers and supervisors can then take proactive steps to “develop the work force to ensure the necessary competencies and capabilities are available to meet future needs. By doing this, management can link human resource needs with organizational goals and objectives” (Fairfax County Courier, 2007, p. 6). The Fairfax County Government defines succession planning as follows:

Succession planning (SP) provides managers and supervisors with a process for effective human resource planning and employee development. It will enable the county to continue to provide consistent, quality services to residents while retaining and developing valued employees” (Fairfax County Courier, 2007, p.6).

The county plans to implement succession planning throughout the Fairfax County government as of late spring of 2007. The pilot programs were so successful that the County Executive in conjunction with the Fairfax County Board of Supervisors has contracted out with a vendor to select software and training programs for its implementation. The purpose of the software and training is to eliminate “cumbersome forms and paperwork” (Fairfax County Courier, 2007, p. 6)

and to provide those in management and leadership positions with the proper training in mentoring, coaching, and developing their workforce to take on additional roles and responsibilities in the future.

The county is comparing succession planning to that of strategic planning; it will be an evolutionary process. “Departments will continually revisit their plans to fine tune them in order to meet anticipated changes in the work place” (Fairfax County Courier, 2007 p.6). The county does not subscribe to the philosophy that one – size fits all approach. The county government through the department of Human Resources will provide guidelines and tools that can be selected depending on the needs of the organization. An example of succession planning from the Fairfax County Department of Public Works and Environmental Services succession plan is as follows; “Monitor future talent needs; assess available talent and potential candidates; create development plans for candidate employees; analyzing the success of the plan” (DPWES Community of Interest, 2007, p. 1). The succession planning process model adopted by the Fairfax County government consists of the following ten steps:

1. Identify Strategic Needs of the Department
2. Identify Key Positions (Leadership, Critical, or Difficult to Recruit)
3. Complete Competencies Common to Key Positions
4. Identify Competencies Common to Key Positions
5. Identify Development Pool
6. Complete Profile of Individuals in Development Pool
7. Gap Analysis

8. Establish Group and Individual Development Plans
9. Integrate Development Plans into Strategic Plan and Budget
10. Review Development Plan Process and Revise

The Fairfax County Police Department did not take part in the initial pilot programs for succession planning, however the department's member to the task force that examined succession planning, Major Edward Roessler, the Commander of the Administrative Services Bureau, is working with the Office of the Chief of Police and the administrative support staff, (which consists of the department's nine Majors and three Deputy Chiefs), of the police department in developing and/or further improving succession planning within the Fairfax County Police Department. The department relies heavily on the competitive promotional process to fill vacancies within the supervisory ranks. As the research has indicated, police officers are electing not to compete for promotions to the supervisory ranks within law enforcement agencies.

In summary, the lack of participation in the promotional processes is a phenomenon that is not only confined to the Fairfax County Police Department; it is experienced throughout police agencies across the United States of America. Police Officers are not seeking positions of higher authority. The notion of giving up a coveted specialty position, moving from an assignment that keeps you close to home, and/or changing from the shift of choice to one that is not preferred, has impacted the amount of individuals that have decided not to participate in the promotional process. Another major factor is one's personal definition of career success. A successful career is no longer a career that incorporates moving up the career ladder to positions of higher authority.

Previously, to earn more income as a police officer and/or detective, an officer, detective and/or investigator would have to be promoted. Most law enforcement agencies have become very competitive with the non-public safety agencies and the corporate (business) world, as a result, officers do not learn towards getting promoted, just to add additional income to their salary. Research has demonstrated that in families that have dual incomes, the need to earn more salary is weighed upon spending time with the family, travel time to and from work, the assignment and required hours to work as well as the added responsibility of becoming a supervisor and being responsible for others, has had a major impact on eligible candidates for participating in promotional processes. These individuals simply decide they are satisfied with their career and life style and as a result, elect not to seek promotional opportunities.

As stated earlier in this chapter, the expansion of the mentoring program maybe an avenue worth pursuing to encourage officers to participate in the promotional process. The Fairfax County Police Department has effectively utilized the mentoring process for new hires. By creating and facilitating a mentoring process that includes staff officers that would actively mentor subordinate officers, the dwindling numbers that are participating in the promotional process could be reversed. As noted in the Article, *On Troubled Waters – Promotion and Advancement in the 1990's*, “Career counseling programs help officers to understand better their abilities and opportunities” (Grossman & Doherty, 1994, p.13). Career counseling programs will assist the administrative staffs (command staffs) in recognizing the talent pool that currently exists as well as “send a message to the officers that they are unique individuals, not just as bodies that walk a beat or answer radio calls” (Grossman & Doherty, p. 14). These types of programs will enable departmental personnel (officers) focus realistically on their careers and help the department identify the future leaders of the department.

The development and cultivation of future leaders is not only a concern for law enforcement agencies, it is a concern for the business community as well. The average college graduate will change jobs five times in his or her career. It is predicted over the next decade, the changing of jobs in one's career will increase to nine; as a result, recruiting and retaining leaders is paramount; it has become an economic and strategic challenge to do so. Fulmer (2002) wrote that the current demand for effective managers will continue to grow, while at the same time, the pending retirement of baby boomers is generating a sharp decline in the ranks of available personnel. He further noted that effective succession management is a voyage and not a destination. Succession planning will continue to become more integrated into the everyday life and fabric of organizations; it has become a matter of survival. In an article published by *American City Business Journal*, one of the contributor's for the *Business First of Louisville* edition, wrote that "one of the chief concerns facing owners of family or closely held businesses is how to effect an orderly and affordable transfer of the business to the next generation or a key employee" (Amundson, 1997, p. 1). Failing to adequately prepare the business for an orderly transition could result in monetary losses and/or the failure of the business all together. Amundson recommended the following seven stage business plan to ensure the survival of your business (Amundson, p. 2):

Survival	Once the business has survived the start up stage, the owner should consider a business succession plan.
Commitment	The owner must be committed to the concept that the business must continue to create opportunity for those to come.
Recruitment	Recruiting good people always pays dividends and is a key area of importance in succession planning.
Development	Investing time in developing family members, key employees, and management team members, and allowing them to exercise authority and control, and will be vital to your success.
Selection	Having developed a transition plan and recruited the right people, selecting a successor or successors becomes easier. By empowering a broad range of key people, the selection process is simplified and the owners' options are enhanced.
Announcement	Once a succession plan is in place, the owner should communicate that plan. Such communication gives key management people and/or family successors a clear understanding of the path to the future, as well as any role they may play in that path. It also allows them to begin setting future goals and objectives for themselves.
Implementation	In implementing the succession plan, the owner must be ready to step aside and allow the successor/s to take over. The owner must be prepared to take on new challenges in retirement, knowing that his or her financial future is secure.

Proper succession planning enables the company to make certain that the right people are moving into the right jobs at the right time and those gaps are being spotted early on. In fact, what private industries and law enforcement agencies should focus upon is, "get the right people on the bus (and the wrong people off the bus) before you figure out where to drive it" (Collins, 2001, p. 44). Each one of the above listed steps can adequately be applied to the development of law enforcement officers. In order for a law enforcement agency to survive in today's climate and successfully combat crime and implement the mission of the agency, there has to be a plan in place and leaders to put it into practice. The commitment starts at the top of the agency; in the case of the Fairfax County Police Department, the chief of police must be steadfast and inspire his subordinates to be just as committed; he must be unwavering in the development of his staff; it has to be a priority, regardless of the budgetary cost in doing so. The selection of those to be

promoted to a rank of higher authority can be cumbersome; when you have the right people in place and the ability to place them in the right position at the right time, your decision making is much easier. The key is grooming numerous people to fill a void and/or a special need. Within the Fairfax County Police Department, the rank of sergeant becomes a critical pivotal supervisory position when evaluating the long term needs of the agency and anticipating future requirements that need to be met. The final two steps, announcement and implementation are extremely important. The Chief must announce his plan and stick with the course of action laid out; there must be a clear understanding to the path of the future and the roles individuals play in that path. By doing so, the Chief may begin to set future goals and objectives for the agency, subordinates and even him.

The rank of sergeant is the first supervisory rank within the Fairfax County Police Department. It is this foundation that future leaders within the agency are developed into ranks of higher responsibilities. As a result, the department must cultivate and motivate officers (non – supervisors) to participate in the promotional process for the rank of sergeant. Identifying those individuals with the drive, the skill sets and the mental fortitude to become a supervisor early in their careers is paramount. Mentoring and providing ongoing training will better prepare those individuals and enhance the talent pool within the agency. It is getting the right people on the bus, with the appropriate skills and confidence to drive it forward.

In the next Chapter, the methods on how the survey instrument was administered to sworn officers of the Fairfax County Police Department will be discussed. The surveys were taken by officers in a roll call setting and were done anonymously. One hundred and five officers were surveyed; these officers were assigned to four of the eight district police stations and worked various shifts. It was stressed to the survey participants that it was imperative that

the answers reflected in the surveys adequately and accurately reflect the true sentiment of the contributor.

Chapter Three

Methodology

This study focused on why a significant number of eligible Fairfax County Police Officers choose not to take part in the Sergeant's promotional process. The lack of participation in the department's promotional processes for the rank of sergeant is of great concern to the chief of police, the administrative staff of the police department, as well as with members of the rank and file. A significant number of talented officers refuse to advance their careers to that of a supervisory capacity. The dwindling number of supervisory candidates, specifically for the rank of sergeant, has lasting effects which could potentially create a leadership void within the police department's supervisory ranks. The research conducted attempts to identify the underlying reasons for the lack of participation in the sergeant's promotional process within the Fairfax County Police Department.

Research Question

Why are qualified police officers electing not to participate in the Sergeant's promotional process? Additional research could examine the opposite and/or flip side of this question; why do officers choose to be promoted and/or compete in the competitive promotional process?

Hypothesis

The research focused on why a significant number of eligible candidates opt out of participating in the promotional process for the rank of sergeant; their decisions can be attributed to several main assumptions which include the following variables;

Hypothesis #1: Police Officers will participate in the promotional process if the increased compensation fits the duties and responsibilities of the rank.

Hypothesis #2: Police Officers will participate in the promotional process if they would not have to leave their coveted specialty position such as being a Detective, Canine Officer, member of the Tactical Team (SWAT), Motor Squad Officer, etc.

Hypothesis #3: Police Officers will participate in the promotional process if they could remain on the shift that best suits their life style and/or conducive to meeting their spouse, significant other and/or family needs.

Hypothesis #4: Police Officers no longer define success based solely on rank; success is based on the financial security of the household; many households have dual incomes which satisfy their needs for a stable, secure environment that offers them fulfillment. Officers need to be identified, mentored and coached early in their career to entice them to become a supervisor. Increased rewards and benefits are needed to allure officers into the supervisory process.

Research Design

The researcher utilized surveys to conduct the research; specifically the sample method verses a census of all of officers who were deemed by the Fairfax County Police Department to be eligible for participating in the police promotional exam for the rank of sergeant. The main reasoning for utilizing the sample method was time constraints, costs, easier to administer and it provided a representative snap shot of officers who may decided to participate in the promotional process. The following table provides for insights on the use of sample versus census surveys (Church & Waclawski, 2001, p. 120):

SAMPLE	CENSUS
Smaller and easier to administer	Larger and more complex to administer
Less costly	More costly
Provides a representative responses	Provides complete responses
Involves only certain employees	Involves all employees
Data analysis can be more limited	Provides for greater depth in analyses
Not appropriate for smaller organizations	Should be used in smaller organizations

The surveys were utilized to collect valuable information, insights and opinions from officers within the Fairfax County Police Department. While self-reporting data like a survey may be an easy method of obtaining information, individuals may prejudice the information they reveal about themselves, or have trouble recalling accurately the events of significance (Hook & Rosenshine, 1974). Since the survey may only be able to collect selective information, prejudice or biased answers may have clouded the true feelings of my sample.

The surveys were constructed by utilizing open ended or write-in questions and closed ended questions. The open ended or write-in responses allowed for the survey respondents “to provide an answer in their own words (Church & Waclawski, 2001, p. 65).” Thus, the respondent had no boundary and/or limitations imposed on them; the respondent could freely write their own opinions as if it were an exam question. Open-ended questions also allow for the respondent to express themselves freely “blowing off steam, thus an effective avenue of catharsis” (Church & Waclawski, pp. 66-67).

ADVANTAGES	DISADVANTAGES
They are less sterile or flat than close-ended questions; they can enrich and enlighten one’s understanding of the data by adding a more descriptive human element	The time required on the part of respondents for completion is considerably longer.
People can answer these types of questions from their own unique perspective instead of being forced into the response options that are driven by the paradigm of the survey practitioner or design team. In this way they allow for more individuality and expansiveness on the part of the respondent.	They are much more time consuming for the practitioner or survey task force to content code and analyze.
They allow people the opportunity to let off steam, thus are an effective avenue of catharsis.	By their unstructured nature they have a tendency to produce redundant or extraneous information.
These types of questions allow respondents to answer in their own words.	They rarely assess the level of intensity of a given issue, feeling, or concern.

The closed-ended questions asked on the surveys allowed for the collection of descriptive data; these questions also allowed the responded to quickly answer the question and move onto the next question. The data abstracted from these types of questions are easily understood and interpreted. Both types of questions have pros and cons associated with them. The approach utilized in this survey was a “balanced complement of both these basic item types (Church & Waclawski, pp. 67-69).”

ADVANTAGES	DISADVANTAGES
They are fast and easy for the respondent to answer	The questions chosen to be included in the survey instrument may not be representative of people’s attitudes and opinions regarding a certain content area.
They provide data that are easy to understand and interpret.	These types of items compel respondents to express attitudes, even if they truly do not have them.
They ensure uniform responses across respondents in different functions, areas, and even organizations, thus making comparisons simple and efficient.	The response options provided may not reflect the full range of needs or opinions.
They provide the respondent with helpful memory cues to facilitate some sort of response.	
They can remind respondents of ideas or potential options that were unknown or forgotten	

The survey method allowed the researcher to collect specific, narrowly defined information and the true mind-set of the respondent, in a cost effective manner, targeting a sample population.

Dependent Variable

The dependent variable was identified as the number of officers who decided to compete in the promotional process for the rank of sergeant.

YEAR	ELIGIBLE	PARTICIPATED	PERCENTAGE
2004	835	170	20
2006	886	171	19

In 2004, only twenty percent of the eligible candidates participated in the promotional process; this number decreased to nineteen percent two years later in 2006. In the time period between 2004 and 2006, the department grew in authorized strength. During this time frame, not only did department gain additional officers, but more officers became eligible to participate in the promotional process in 2006; yet the number of candidates participating dropped by one percent.

Independent Variable

The independent variables identified consisted of the following factors; age, gender, experience/tenure, participation in previous promotional exams and educational background.

Population of Interest

The sample populations chosen for this research are sworn non-supervisory police officers that fall into the following ranks: (1) Police Officer, (2) Police Officer First Class and (3) Master Patrol Officer from within the Fairfax County Police Department. The sample population received a survey concerning the sergeant's promotional process. The authorized strength for sworn officers within the Fairfax County Police Department was 1,360 Police Officers during the time frame in which the surveys were administered. As of March, 2009, the authorized strength has risen to approximately 1,560. The majority of these sworn (officer) positions are non-supervisory in nature.

Survey Administration

The initial surveys were administered during March and April of 2006. The survey instrument was re-administered to a different segment of Fairfax County Police Officers during the months of February and March of 2007. There were no obvious risks to the participants in this study. The surveys were completed in a squad roll-call setting; each participant was informed not to put their name, badge number, and/or any identifiable markings on the survey

instrument. They were also informed that if at any time they wanted to discontinue their participation, they could. After the purpose of the study and directions on how to complete the survey instrument were explained in detail, the researcher left the room. The shift/squad supervisors appointed a proctor to monitor the process; the completed surveys were collected by one of the participants in the room, placed in an envelope and sealed. The surveys were then turned over to the researcher. One hundred and five (105) officers participated in the survey. The research ultimately revealed that the majority of the officers that took part in the survey had never participated in a promotional process for the rank of sergeant. Not all of the surveys were completely answered by the survey participants; these factors will be discussed in great detail in the next chapter.

During the time frames when this study was conducted, the researcher was a member of the command staff of the Fairfax County Police Department. During the initial distribution of the surveys in 2006, the researcher held the rank of First Lieutenant. In 2007, the researcher held the rank of Captain. None of the survey participants were under the direct command of the researcher. However, some of the participants had been previously supervised by the researcher and/or assigned to the same shifts/assignments as a peer (equal in rank).

Analysis of Threats to Internal Validity

The surveys were administered anonymously in a police roll call setting. The instructions for completing the surveys were explained by the researcher; written instructions were also attached to the survey instrument. The researcher explained that it was imperative that each applicable question be answered and any written responses accurately reveal the rationale behind their answer. The more complete the answer, the more information that researcher would encompass in examining the sergeant's promotional process within the Fairfax County Police

Department. Although the instructions were given and a plea was employed for the completeness of the surveys, some survey recipients failed to complete the surveys and/or adequate answer the questions. As a result, not all of the questions were answered and valuable information and insights that the survey participant could have provided will never be made known. The survey data captured appeared to have come from a large segment of junior officers that lacked seniority in time and grade to have previously participated in the promotional examination process for the rank of sergeant. Additionally there was a segment of officers for personal and/or professional reasons had never partaken in any supervisory promotional process administered by the Fairfax County Police Department. As a result, data collected from these survey participants did not provide the researcher with all the sought after information necessary to help identify the underlying causes for the lack of participation in the sergeant's promotional process.

During the initial administration of the surveys (2006), the researcher held the rank of First Lieutenant; at the time of the second administration (2007), the researcher's rank was Captain. Although the researcher's interaction with the survey recipients was brief in duration, because of the rank and/or command positions held, the officers who were participating in the study may have felt compelled to participate in the process and/or in some cases, not be forthright with their answers. The researcher's rank and position within the police department may have influenced the process unknowingly.

Selection

The population targeted for this research was officers that were eligible to participate in the promotional process for the rank of sergeant. This pool of candidates consisted of Fairfax County Police Officers that held the rank of Officer, Police Officer First Class and Master Police

Officer. One of the requirements for being eligible to compete in the process is the officer had to have a minimum of four years of service with the Fairfax County Police Department. A significant number of survey participants never participated in a previous promotional process due to their limited amount of tenure on the police department. They were both male and female with various educational backgrounds. The survey participants were assigned to patrol; the majority had limited exposure to specialty and/or technical support assignments in the past. The researcher randomly selected the District Stations and the Shifts/Squads that the survey was administered to. As a result, the intended audience and specific targeted population of eligible candidates with previous exposure to the promotional process was not captured. Each police district commander assigns personnel to the various shifts/squads. Although these commanders attempt to balance the experiences levels of the officers assigned to the various shifts (days, evening, and mid-nights), there is no set formula, no specific requirement to do so, as a result, the shifts that participated in the selection process did not necessarily emulate one another.

Mortality

The survey instruments were administered anonymously in a police roll-call setting. The researcher provided the participants with a brief explanation of the purpose for conducting the surveys as well as instructions for completing them. It was requested and stressed that the surveys be answered completely from start to finish. The more information provided by the participant, the more accurately the researcher would be able to report the findings to the Chief's Office; the overall goal was to increase the participation in the promotional process as well as improve an officer's preparation in competing in it. The researcher was not present in the room during the administration of the survey; a proctor collected the surveys and turned them over to the researcher upon their completion. Even though the researcher provided guidance and

purpose for the administration of the surveys; stressed the importance of completeness, numerous surveys were not completely filled out, even if the questions applied to the survey recipient. A large percentage of officers elected not to answer all of the questions on the survey subsequently dropping out of the process. As a result of failing to complete the survey and/or answer the questions to the fullest extent, valuable information and insights were lost.

External Threats to Validity

The target population for the survey consisted of non-supervisory Fairfax County Police Officers. The researcher administered the surveys at five of the eight district stations within the county police department; a total of 105 officers participated. The researcher randomly selected shifts supervisors on various shifts/squads and asked permission to administer the survey. The only stated requirements for taking part in the survey process consisted that the participant be an officer (Officer, Police Officer First Class and/or Master Police Officer); make no identifiable marks on the survey such as name, badge number, and/or station identification; and there was no requirement to forcibly direct the officer to participate in the survey process and/or answer all of the questions, although it was stressed, the more complete answers, the better the results and research findings.

Each district station has three shifts that make up the total police coverage for a 24 hour period; day shift (0530 hours to 1700 hours), evening shift (1330 hours to 0100 hours) and the mid-night shift (1930 hours to 0700 hours). Officers assigned to district stations are further divided up into two unique shifts for scheduling purposes; "A" and "B" shifts. The researcher had no control over the level of experience, gender, educational background, and/or any other characteristic of the survey participant with the one exception that the officer was not a supervisor (sergeant and/or above).

The various shift assignments are determined by the district station commanders. Although commanders attempt to balance their shifts with the various levels of experience, gender, and technical skills and abilities of their officers; a shift of ten to twelve officers at Fair Oaks District Station will not be a replicate of a shift at Mount Vernon District Station. For example, the day shift is a very popular choice for more tenured officers with families; while officers with less seniority and no spouse and/or children may prefer to work the evening and/or mid-night shift. As a result, no two shifts/squads are identical. The research conducted amongst the five district stations and personnel assigned to various shifts may not be a true reflection of the intended survey population. It should be further noted that personnel assignments are fluid; due to promotions, transfers, retirements, and resignations, the composition of a shift is always subject to change. As a result of these variables, there are threats to the external validity of the surveys administered. The researcher administered the surveys in the spring of 2006 and the spring of 2007. During the twelve months that lapsed between survey intervals, the staffing levels at each district station were subject to change; thus time, place and people were affected and may not be subject to replication.

Conclusion

The survey instrument encouraged the recipients to provide written responses to six of the questions. These written responses were necessary to better understand why the officers felt that the sergeant's promotional process needed improvement. Two questions on the survey specifically asked the respondent, what the perceived weaknesses and strengths of the promotional process were. A written response was requested for officers who marked on the survey that they had decided that they were not interested in participating in a future promotional

process and/or they were undecided. The question asked for reasons why the officer felt the way he/she did.

A written response was requested on how the Fairfax County Police Department could better prepare the sergeant's candidate for a future promotional exam. A similar question was asked to the survey recipient by inquiring what the officer did to prepare themselves for the promotional process. The survey provoked a yes, no and/or undecided response to the question concerning whether the officer plans to participate in any future promotional process within the Fairfax County Police Department. There was a follow up question that requested the recipient to write a response to this question as well noting the reasons why the officer was not going to take part in future exams and/or why he or she was undecided. The written comments reflected various reasons why the officers had no desire to be promoted and/or take part in future examinations. The final question asked on the survey was an open ended question inquiring if there were any additional comments and/or suggestions that they would like to make concerning the promotional process and/or promotional examinations they have participated in the past as a Fairfax County Police Officer. The information gained would provide the researcher with additional insights on why a large segment of patrol officers within the Fairfax County Police Department elect not to participate in the sergeant's promotional process.

Nineteen close-ended questions were included on the survey. These questions consisted in quantifying specific data such as the respondent's current rank, years of service, gender, educational background and age grouping. The closed-ended questions also prompted the survey recipient to answer questions concerning their participation in previous promotional examinations, their self-preparedness, and opinion of the promotional process and if they felt that the department could improve upon the examination process.

The survey instrument was designed with both open and closed ended questions that would provide the researcher with a balanced complement of questions that would help identify the root causes and factors on why officers elect not to take part in the promotional processes for sergeant. In Chapter Four, the findings of the survey will be discussed greater detail.

Chapter Four

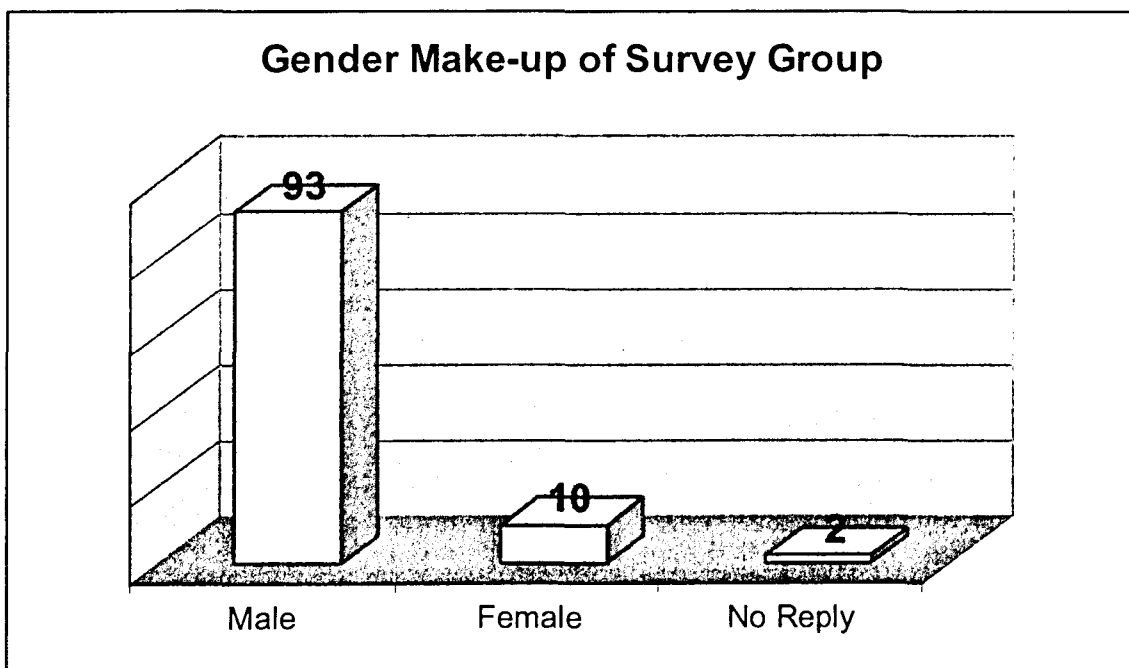
Findings

The purpose for administering the survey to non-supervisory members of the Fairfax County Police Department was to gain insight on why more and more officers are not participating in the promotional process for one of the most critical ranks in the police department, that of the rank of sergeant. As research has indicated, "leadership in public safety agencies is at a critical crossroads" (Michelson, 2006), and the Fairfax County Police Department is no different. The Fairfax County Police Department is facing a critical shortage of qualified personnel to take over leadership responsibilities which begin at the rank of sergeant. The findings of the research will be presented to the Chief of Police and his administrative staff with the overall objective of understanding why so many officers elect not to participate in the promotional process and recommendations to increase the number of candidates in future processes.

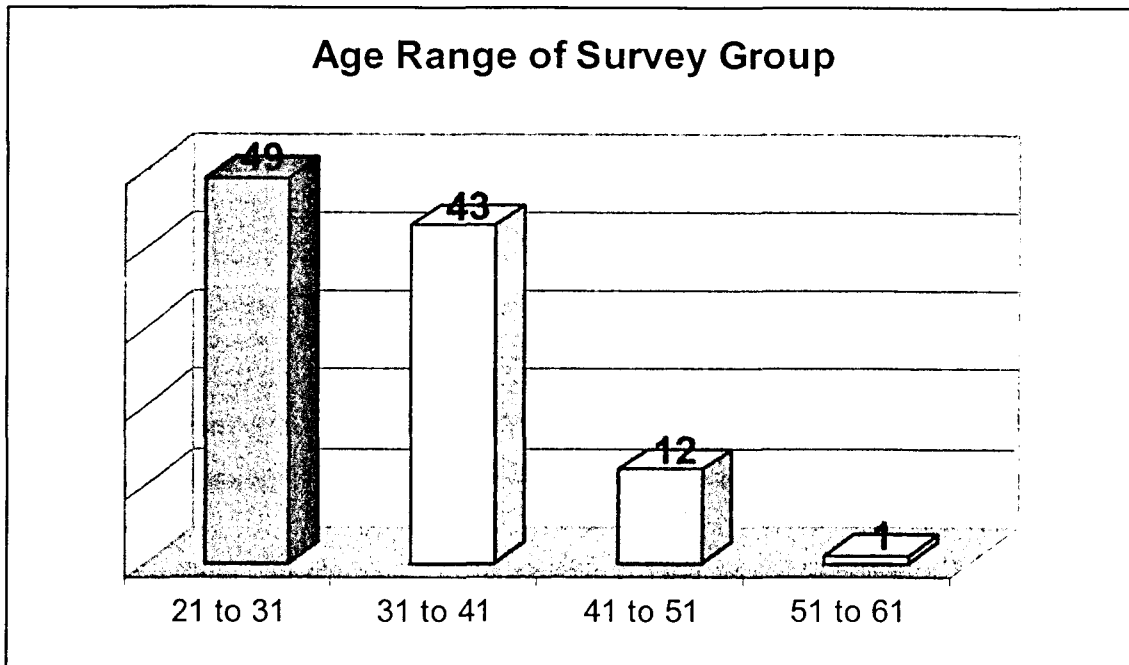
The survey was administered to one hundred and five (105) Fairfax County Police Officers from various district stations, different shift assignments, all whom were assigned to the patrol division. This includes detectives assigned to the Criminal Investigations Section at the various district stations. The Fairfax County Police Department's patrol bureau is comprised of three divisions which divide the county into eight distinct police districts; each district has its own police station. Surveys were administered at the following locations; Fair Oaks, Franconia, Mason, Mount Vernon and Sully Police District Stations. Although the survey was intended for non-supervisory personnel, eleven (11) surveys were completed by shift supervisors which consisted of personnel that currently hold the rank of sergeant and second lieutenant; the data

obtained from these surveys was not considered and/or discussed in the previous chapters of this research, however highlights of the supervisory comments will be discussed in this chapter. A number of the comments and observations made by the supervisors directly support some of the literature research and the survey findings.

The majority of officers who completed the survey did not complete all of the questions on the survey even though it may have been applicable to them. Ninety – three of the respondents were males and ten were females; two were not answered.

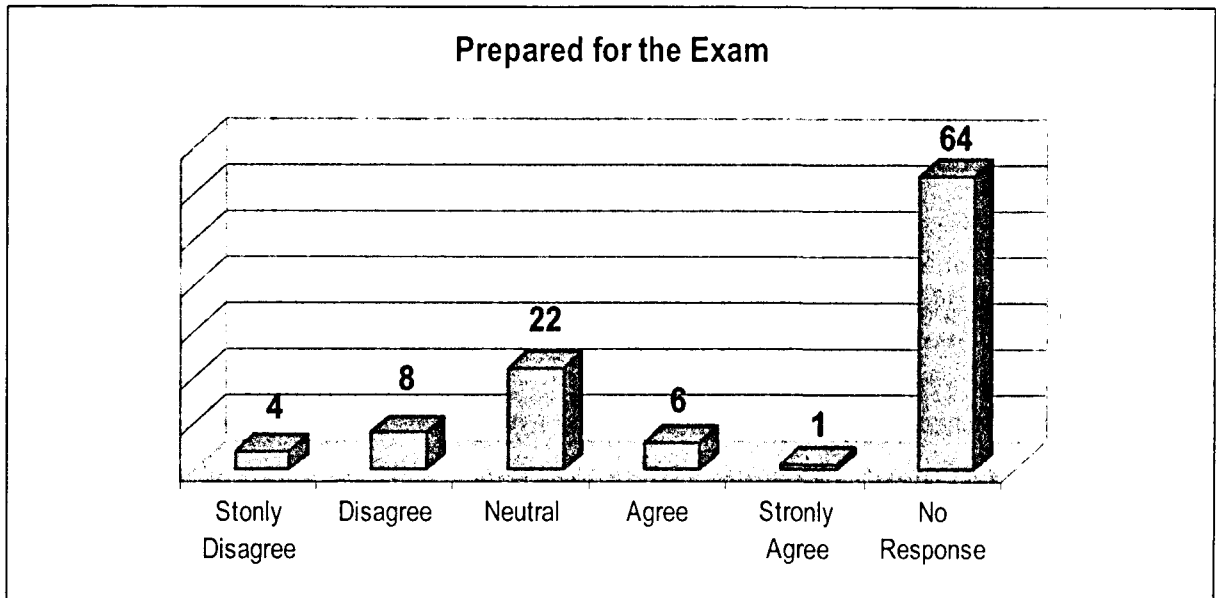


Males made up approximately eighty-eight percent of the participants. The majority of recipients had between one and ten years of service with the Fairfax County Police Department and were between the ages of twenty-one and forty-one years of age. The results further indicated the following: The two largest age groups that took part in the survey were between the ages of twenty-one (21) to thirty-one (31) which consisted of 49 officers and the thirty-one to forty-one age groups, which had a total of forty-three officers.



Approximately seventy-five percent of the officers surveyed had never participated in the sergeant's promotional process. Because of this high percentage, numerous questions on the survey were not answered because they did not apply to the candidate and/or they had no relevance. Only twenty-six officers answered in the affirmative that they had taken a previous sergeant's exam administered by the Fairfax County Police Department; two officers failed to answer the question.

When the survey recipients were asked if they felt they were adequately prepared for the sergeant's exam, the majority responded neutral on the question or disagreed with the statement. Only seven participants responded in the affirmative that they personally felt that they were prepared to take the test. Sixty-four surveys were returned with no answer.



The survey data revealed that fifty-eight officers noted that they possessed a degree and/or professional certificate from a college and/or university; twenty-seven officers responded that the highest level of education currently completed was that of a government equivalency degree and/or high school diploma.

Educational Background	Survey Responses
High School Diploma or GED	27
Professional Certificate	1
Associates Degree	16
Bachelors Degree	37
Post Baccalaureate	4

Twenty officers failed to answer this question. It should be noted that to become Fairfax County Police Officer, a degree from a College and/or University is not required; it is only preferred.

Prior law enforcement experience and/or time in the military are also not a prerequisite in getting hired. Thirty-five officers indicated on their survey that they had prior law enforcement experience; forty-nine did not have prior law enforcement experience and fifty-six officers did not answer the question.

The survey instrument inquired if the respondents were satisfied with their own personal study habits and preparations they put forth in preparing for the last sergeants promotional process. The majority of the officers did not answer the question concerning their opinion of the promotional process.

Personal Study Habits

Category/Rating	Responses
Very Dissatisfied	4
Dissatisfied	7
Neutral	21
Satisfied	4
Very Satisfied	1
Total Responses Received	37

This is an accurate reflection, because the most of the surveyed officers indicated that they had never participated in a promotional process since becoming a Fairfax County Police Officer. The survey asked the flip side of this question as well; the recipients were asked if the department could improve upon the testing procedures, fifty-eight participants answered the question, while forty-seven did not.

Can the promotional process be improved upon by the department?

Category/Rating	Responses
Strongly Disagree	0
Disagree	0
Neutral	21
Agree	18
Strongly Agree	19
Total Responses Received	58

Twenty-one responses were neutral while thirty-seven responses agreed that the department could improve upon the promotional process.

In the written comments provided by the survey recipients soliciting opinions if the current promotional process can be improved upon, officers expressed that the sergeant's exam did not actually test one's leadership skills and/or leadership potential. The perception being, if you had a good day and passed the written portion of the test and made it to the assessment center and had another good day, then you can get promoted. However having two or three good days while taking a test is not a clear indication that one has the potential and/or abilities to become a leader. The overall essence behind these comments were directed at the fact one's past experience, tenure on the department and/or current and past performance did not have an influence on the promotional score. The officers also noted that an officer's disciplinary record needed to be taken into consideration and should either disqualify the candidates from being promoted and/or from the process altogether. As a result of these written sentiments, the survey

provided the researcher with mixed results: Officers were asked if they plan to participate in any future promotional processes for the rank of sergeant. Eighty-five officers provided responses to the question. Just fifty-five officers indicated that they would participate in a future sergeant's exam; fourteen officers do not plan to participate in any future promotional processes while sixteen were undecided.

Participation in Future Promotional Process	Responses
Yes	55
No	14
Undecided	16
No Response	20
Total Responses Received	85

Once again, a segment of participants failed to provide an answer to the question which was common throughout the survey.

The commonality in the written responses reasons indicated the following reasons for not participating in future promotional exams:

- There was no interest in pursuing a supervisory career path in the police department.
- Content with their current position and if promoted would loose the position and be forced out of it.
- Current shift is great for the home life allowing the officer to spend time with family.
- No personal satisfaction with becoming a supervisor.
- The responsibilities are high and the compensation is low.
- Too close to retirement.
- Lack of respect for the current leadership - not inspired by others and lack of vision.
- Seniority and experience does not account for anything any more, therefore there is no need to try and be promoted.

Another common theme detected in the survey responses included the lack of continuous preparation for assuming leadership positions.

According to research published in the FBI Law Enforcement Bulletin, “career counseling programs help officers to understand better their abilities and opportunities, as well as what steps they might take to move their careers in a positive direction...Most important, career counseling programs can send a message to the officers that they are valued as unique individuals, not just as bodies that walk a beat or answer radio calls (Grossman & Doherty, 1994, p. 14).” The article further noted that effective career counseling programs assist in the development of a talent inventory for the agency.

As previously indicated, when the survey recipients were asked what the department could do to further assist an officer in his/her preparation for the sergeant’s exam, numerous responses indicated that the department should provide on-going training related to promotions; institute career counseling in the department for all ranks and provide mentors and coaches for those who are interested in advancement through the ranks. Retired police chief Elvin G. Miali, stated in an article that he wrote for *Officer.com*, a police periodical, that as a supervisor you become, “a vital player in the development of your subordinates and the department” (Miali, 2006, p. 1). His statement means that every supervisor should have the responsibility of developing the current leadership (supervisors) as well as those who are the potential leaders of the future. The survey reflects that officers want to learn, and have a yearning to be coached and mentored. Morreale & Ortmeier (2004) wrote that one of the foremost roles of leaders is that of development of their subordinates so that they can become self-sufficient, contributing members of the agency; fully prepared to take on the given task, including that of becoming a supervisor.

The survey data revealed that officers would like the Fairfax County Criminal Justice Academy to offer courses that focus on the leadership principles that can be directly applied to the promotional processes for various ranks throughout the department's rank structure. The written comments revealed that officers wanted continuous preparation courses, and not just a pre-exam course and/or seminar taken just weeks before the beginning of the promotional process. The use of study guides as well as question and answer sessions with first line supervisory personnel along with members of command staff were recommended; these sessions could be compared to work groups that encourage active participation, fostering an atmosphere conducive to the development of future leaders. These sessions could be offered quarterly and would help officers understand the expectations, duties and responsibilities of supervisors in the Fairfax County Police Department. Additional comments consisted of the following:

- Allow first-line supervisory and command staff personnel to mentor officers on a one on one basis.
- Provide on-going career counseling.
- Provide copies of tests given in the past to be used as study guides and/or develop useful study guides for testing at various ranks.
- Institute and facilitate study groups and be given on-duty time to prepare for the upcoming promotional examinations.

The survey data also indicated that a preponderance of the responses pointed out that the department needed to improve upon the current process. If changes to the process can be made, and those changes be made evident, the possibilities exist that the percentage of officers undecided and/or answered no, may decide to involve themselves in future processes, thus increasing the pool of candidates.

The administered survey instrument was also taken by eleven first line supervisors; they held the rank of sergeant and/or second lieutenant. When the surveys were passed out during the various roll calls, several supervisors wanted to participate in the process. The researcher felt

that their answers could bring value to the research, especially when compared and contrasted to the non-supervisory officers' responses. The supervisors that took part in the survey were afforded the same anonymous protections as afforded to the intended audience.

The majority of the supervisory responses indicated that if the department truly wanted to attract additional personnel to the supervisory ranks, especially the rank of sergeant, then the pay needs to be more attractive. The current pay of a Fairfax County Police Sergeant is approximately five percent above the salary of a Master Police Officer and approximately ten percent above the salary of a Police Officer First Class. If an officer is in a specialty position that requires various shifts to be worked, has an assigned take-home vehicle, and is required to make numerous court appearances, and/or work extended shifts, then the officer would actually take a pay cut for more responsibility, if promoted to the rank of sergeant. The compensation for the duties and responsibilities is not considered fair and equitable and needs to be addressed. The supervisors noted that the majority of sergeant positions in the police department are assigned to the three patrol divisions.

The supervisory responses also indicated that a test given on one day and/or over a series of days does not necessary indicate that the candidate will be a good leader. The sentiment in the responses indicated that the department was fostering managers and not leaders. Their responses noted that character, integrity, prior experience, disciplinary records and past evaluations should be factors considered when an officer is going to be promoted to the rank of sergeant. The participants indicated that on-going supervisory training and career counseling should be a standard. If the department reached out and developed its greatest resource, which is personnel, there would be no shortage in qualified candidates for the rank of sergeant and/or any other rank within the department.

The written responses from the supervisors concerning the resources that they utilized in preparing for promotional exams for the rank of sergeant and second lieutenant were almost identical to the responses provided by the non-supervisory survey participants; they studied the department's general orders, report writing manual, patrol-supervisor's manual, along with the criminal and traffic codes of the County of Fairfax and the Commonwealth of Virginia. They also indicated that the majority of them sought out help and advice from current supervisors and/or those who had participated in previous exams.

In conclusion, the research data revealed both positive and negative attitudes about the sergeant's promotional process in the Fairfax County Police Department. Some of the written responses reflected what existing research has already indicated, for example, officers fear that by getting promoted they will be transferred from their current assignment. This is especially true when it comes to specialty positions and assignments close to home and/or good for the family life. Officers want to be fairly compensated. With the abundance of over-time and with dual income families, the notion that sergeant's pay is going to fairly compensate them for all of their increased duties and responsibilities is unrealistic. Officers want their overall performance to be considered during the promotional process. They hold the opinion that the department has to go beyond the test and look at past – performance, awards, supervisory recommendations, disciplinary actions taken against them or not, as well as their leadership abilities. The survey participants desire for the department to create and maintain career counseling. Officers of the Fairfax County Police Department should be able to choose career paths with a road map on how to get there. The department has no formalized program to identify officers who aspire to become a supervisor. Characteristics such as integrity, moral fiber and work ethic were key

elements identified as lacking in the promotional process. In the next chapter, the researcher will recommend enhancements that can be made to the sergeant's promotional process.

Chapter Five

Conclusions

The research findings concerning the lack of participation in the sergeant's promotional process for the Fairfax County Police Department will be shared and discussed with the Chief of Police and/or his designees. The chief along with his administrative support staff have been working closely with members of command staff, first line supervisors, and personnel from the Fairfax County Department of Human Resources, in making changes to the promotional processes for various ranks within the Fairfax County Police Department. The rank of sergeant is critical because it is the gateway rank of advancement and achievement; without a pool of qualified candidates for this rank, then the other ranks will suffer; the ripple affect can be long-lasting and devastating if future enhancements are not made. It is imperative succession planning become a formalized practice with the Fairfax County Police Department. The department needs to embark on taking an inventory on the talent possessed by all police personnel; knowing their strengths and weaknesses as well as their specialized skill sets will bring value to the agency as well as the affected employees. There are numerous other recommendations discussed in this chapter; if instituted, the challenges in recruiting well-qualified candidates for the Sergeant's promotional examination will subside. These recommendations could result in a ripple effect throughout the agency facilitating positive attitudes concerning the promotional process. An unintended consequence of proper succession planning is that of the minority and gender composition of the agency; successful succession planning helps an agency mirror the community and increase the number of minorities involved in the promotional process along with closing the gender gap between males and females.

The survey research revealed that officers want their experience, performance evaluations and training to be considered towards their overall score and final ranking on the promotional process. The current promotional processes for the ranks of Master Police Officer, First Lieutenant and Captain currently reflect those suggested changes. It is referred to as the talent – model. For the ranks of First Lieutenant and Captain, the process examines the assignments the candidates have been assigned to, the educational development, such as the pursuit of additional training and/or higher learning education, their tenure, and aspects of their overall performance; both successes and failures. For the rank of Master Police Officer, the process also includes elements of training, education, specialty positions held along with particular skill sets the candidate possess. These changes have been not been without controversy; however they have been implemented to help identify the best qualified candidates for promotion. The contemplation of these proposed changes for the sergeant’s promotional examination have merit. If they can be incorporated in future processes, the possibility exists that the department could see an increase in the participation levels.

Along with considering tenure, overall experience, education and training, as well as past performance, the department should consider developing courses at the Fairfax County Criminal Justice Academy for those interested in future leadership positions in the police department. The survey reflected strong sentiments that officers felt that by developing promotional courses, officers that have a desire to pursue a career path in police supervision could begin to develop the required skills early in their career. This too would help the department identify those individuals we the aptitude and fortitude to become leaders in our agency. The survey recipients

also indicated that these courses should be continuous and not just offered prior to a promotional exam.

The Fairfax County Criminal Justice Academy currently offers an assortment of supervisory courses for individuals that are currently in supervision; supervisory courses are not open to patrol officers, unless they are in-line to be promoted. During calendar year 2006, then Major Tyrone Morrow (retired), the former Director of the Fairfax County Criminal Justice Academy, and his staff, along with the Chief of Police, have worked in conjunction with the United States Military Academy, to offer the West Point Leadership Course to members of the Fairfax County Police Department. This course is designed to teach leadership principles and foster the professional growth of those who are selected to attend.

The West Point Leadership course introduces the values, attributes, skills and actions that a competent police leader must possess. This is one course that is currently being utilized by the Fairfax County Police Department to develop current and future leaders. Those in attendance include officers that are currently informal leaders in a non-supervisory rank, and individuals who presently are police supervisors/commanders that have expressed a desire to improve their skill sets. Another version and/or hybrid of this course could be developed to include career counseling, mentoring and coaching individual officers to better prepare them for future promotions; for all ranks within the police department. In the study conducted by Grossman and Doherty, their research indicated that "Career counseling programs help officers to understand better their abilities and opportunities as well as steps they might take to move their careers in a positive direction" (Grossman & Doherty, 1994, 14). This would be an opportunity for the police department to examine their talent inventory verses the future needs of the agency. It should be noted, that because of budget constraints placed upon the police department in fiscal

year 2010, the West Point Leadership Course will be suspended along with other courses taught by outside vendors. It is highly recommended that the department consider funding this course in the future when monies become available. Additional leadership courses and workshops should also be developed and implemented in the future; funding for training needs to be made a priority without compromise.

The Royal Canadian Mounted Police link the development of their personnel to their strategic planning process. Planning committees within the RCMP examine the number of senior executives and key personnel that are eligible to retire over a set period of time. The planning committees work directly with the Commissioner's Office of the RCMP to ensure enough human capital are in the development pool; if not enough qualified candidates are available, they take steps to increase it. The RCMP goes to great lengths to develop their future talent (leaders) earlier in the employee's career. They seek out highly motivated employees who demonstrate the potential and express the desire to take on different management and leadership roles. The Commissioner of the RCMP and his executive committee have a succession planning and management system in place that provides them "with an organization wide picture of current and developing leadership capacity across the organization's many functional and geographical lines" (USGAO, 2003, p. 10). The RCMP constructed a succession room, "which is a dedicated room with a graphic representation of current and potential job positions for the organization's top 500-600 employees covering its walls, where the Commissioner and his top executives meet at least four times a year to discuss succession planning and management for the entire organization. For each of RCMP's executive and senior manager-level positions in headquarters and the regions, the incumbent and one or more potential successors are depicted on individual movable cards that display relevant background information; an electronic data

base provides access to more detailed information for each incumbent and potential successors, including skills, training, and past job experience” (USGAO, p. 10). In total, the RCMP has in place three separate career development programs that that identify and develops high potential employees at various levels within the organization. The following are examples of programs in place at the RCMP (USGAO, p. 11):

PROGRAM	DESCRIPTION
Entry Level - Referred to as Full Potential Program	This program reaches as far down as the front line constable and identifies and develops individuals, both civilians and officers, who demonstrate the potential to take on future management roles.
Experienced Staff – Officer Candidate Development Program	This program identifies and prepares individuals for increased leadership and managerial responsibilities and to successfully compete for admission to the officer candidate pool.
Senior Executive Development Process	This program helps to identify successors for the organizations senior executive corps by selecting and developing promising officers for potential promotion to the senior executive levels.

The Fairfax County Police Department could emulate a similar program in identifying and developing future candidates for the rank of sergeant; this program could be expanded to other ranks, both sworn and civilian, within the police department; specifically for the rank of First Lieutenant, which is the first rank command staff rank in the department; it too historically suffers from a lack of participants contending in the promotional process.

The GAO report on *Human Capital – Insights for U.S. Agencies from other Countries’ Succession Planning*, noted several other distinctive succession planning programs from various countries that are of worthy note; the concepts in these programs can be applied to the

promotional practices of the Fairfax County Police Department. The following is a brief summary of the programs (USGAO, 2003, p. 10 - 12):

COUNTRY	PROGRAM DESCRIPTION
United Kingdom	<u>Fast Stream Program</u> – targets high potential individuals early in their civil service careers as well as recent college graduates. The program places participants in a series of jobs designed to provide experiences such as developing policy, supporting ministers, and managing people and projects; each of which is linked to strengthening specific competencies required for admission to the senior civil service.
Canada	<u>Accelerated Executive Development Program</u> – AEDP prepares individuals for senior leadership positions through the support of coaches and mentors, formal learning events, and placement in a series of challenging development assignments.
Transport Canada	Succession Planning – <u>Human Capital Flexibilities</u> ; this program encourages transportation inspectors to utilize pre-retirement transitional leave, which allows employees to substantially reduce their work without reducing pension and benefit payments. This initiative ensures a smooth transition of knowledge from incumbents to successors.

The GAO report concludes with the following summation (USGAO, 2003, p. 16):

“As government agencies around the world anticipate the need for leaders and other key employees with the necessary competencies to successfully meet the complex challenges of the 21st century, they are choosing succession planning and management initiatives that go beyond simply replacing individuals in order to recreate the existing organization, to initiatives that strategically position the organization for the future.”

These key strategic concepts have the following components which have made them successful:

- Active support of top leadership
- Link to strategic planning
- Identify talent throughout the organization (talent pool)
- Emphasize developmental assignments in addition to formal training
- Address specific human capital challenges

- Facilitate broader transformation efforts

Taken together, these practices have provided agencies with a powerful set of tools which to strategically manage their most important asset, their human capital. The main concept that the department needs to study and give consideration to is the development of personnel early within their career, identify talent, create a vocational track, mentor and coach personnel throughout their career, provide on going training, funding and commitment from the leadership.

The Fairfax County general county government has been piloting several programs over the past several years concerning succession planning. Although the Fairfax County Police Department did not participate in the pilot, the department appointed a representative to the review committee overseeing the pilot programs. Succession planning includes the “successful transfer of leadership as key staff leave through retirement or other means” (Fairfax County Department of Human Resources, 2006, p.1). As the Fairfax County government continues to grow their succession planning process county-wide; the police department needs to consider adopting and formalizing a succession planning process tailored for the agency. Succession planning will continue to become more integrated into everyday life; it will no longer be an annual event and/or an afterthought; something nice to do and/or something we ought to fund in the future. It should become part of the daily fabric of doing business; as an agency, succession planning should be in the forefront, no matter the cost. Investing in your human capital will pay dividends and keep your company, department and/or agency viable, competitive and growing for years to come.

The survey data indicated that there is a current dissatisfaction with the police promotional process for the rank of sergeant. This is a critical rank because it is the gateway rank into the supervisory structure of the police department. The research also revealed that a

significant portion of the command staff of the police department, approximately eighty (80) percent, is eligible to retire over the next five years. It is imperative that the police department replace the upcoming vacancies with highly qualified, motivated individuals and that mirror the community composition of the County of Fairfax. As a result, the pool of qualified candidates must be increased and include individuals of both genders with various ethnic backgrounds. A successful succession plan may address both the lack of participation in the promotional process and the diversity of the candidates.

As previously indicated, by addressing the problem early, identifying and cultivating potential leaders, providing the necessary training as well as instituting a supervisory mentoring program, the void of qualified individuals available to be promoted into supervisory positions can be prevented. Bench marking the current talent pool is a key ingredient in identifying future leaders of the Fairfax County Police Department.

The United States Office of Personnel has published guidelines for succession planning. In reviewing their documentation, the researcher learned that senior leaders are to be personally involved in succession planning and held accountable for growing leaders. They are also responsible for identifying a talent pool early; this will enable them to meet their long term needs. The Fairfax County Police Department does not practice this thought process formally. The department should consider allowing and/or implementing a formal mentoring program for officers at all ranks that have the desire to become a supervisor. Currently, the department's only formal mentoring program concerns the hiring of new officers. When an individual is hired by the police department, then he/she is assigned a mentor. This same concept can be utilized in cultivating and growing future leaders of the police department. It should be noted that officers have a responsibility in being committed to their own self development. With a formalized

mentoring program and/or the development of career tracks, in conjunction with educational/training opportunities, the department could begin growing their talent and meeting their future leadership needs.

Both the research literature and the findings from the surveys revealed that officers no longer define career success to what rank one achieves during their tenure as a law enforcement officer. Police officers take into consideration their current assignment, the hours that they are required to work, their responsibilities and the compensation they are receiving. These factors are weighed against that of a police sergeant. The questions that they now ponder are as follows: does one give-up a coveted specialty position, such as member of the tactical team, canine unit, motor-squad, intelligence unit, and/or a detective assigned to the criminal investigations section or bureau.

As the men and women of the Fairfax County Police Department now contemplate these factors, they also consider the amount of personal and family time that maybe sacrificed due to being promoted to the rank of sergeant or in fact, any supervisory rank. Compensation and family time are major reasons why more and more officers have opted out of the promotional process. Another major factor that has prevented officers from participating in the promotional process is the amount of time it will take them to commute to work. If an officer is assigned to close proximity to his/her residence at a shift that is conducive to their life style, why bother taking a promotional exam. If they get promoted, then their personal and professional lives will be changed and sacrifices will have to be made.

The survey data indicated that officers are not willing to make the changes and sacrifices to what they personally consider to be a good quality life style for not much more in pay, more responsibilities and the likely hood of increasing their commute times and infringing on family

time. Some of the comments cited from the survey mentioned that the compensation for becoming a sergeant is too low and should be increased. It is recommended that the department consider an increase in pay for the rank of sergeant; this may be beneficial in attracting additional candidates to the promotional process. In comparing the mid-point salary range between a Master Police Officer and a Sergeant, the difference is \$3,893.00. The mid-point between a Sergeant and a Police Officer First Class is \$6,293.00 and the mid-point for an Officer and a Sergeant is \$10,130.00.

The majority of officers in the Fairfax County Police Department have the capability of closing the financial gap between their current non-supervisory rank and that of sergeant, simply by taking advantage of the numerous over-time opportunities available, both public funded and government funded over-time as well as by working evening and mid-night shifts for the increased shift differential pay and/or by being compensated for call-back time or on-call pay. Compensation and an officers earning potential have greatly influence their decision making process on whether to take the sergeant's exam or not. With dual income families, the need to earn additional pay as a police officer may not be as critical when all the aforementioned reasons are considered.

The rank of sergeant within the department is predominately located within the patrol bureau. Sergeants are normally assigned to one of the three patrol shifts at one of the eight district stations. There are very few supervisory opportunities beyond patrol for those who have been promoted to this rank. The department should consider examining the supervisory structure throughout the police department. Providing further opportunities for the placement of sergeants will allow for the development of their talents, enhance the prospect of the sergeant rank and increase the candidate pool for future sergeant promotional processes. Most veteran police

officers who have been assigned to patrol for the majority of their career do not want to be locked into patrol for years to come as a patrol sergeant. If additional opportunities for sergeants are made available, it may attract additional officers into the promotional process. The pay increase that comes along with the rank of sergeant needs to be analyzed, evaluated and increased. The research reveals that the responsibility and commitment that is required to become a sergeant within the Fairfax County Police Department is not adequate for all that is required and serves as a roadblock in attracting talented officers in competing in the process.

The survey research also revealed that characteristics such as integrity, moral fiber, work ethic and one's disciplinary record were key elements identified as lacking in the promotional process. An officer's prior work ethic and lapses in moral judgment which led to disciplinary actions cast upon them should be considered when promoting an officer to a supervisory position. The department needs to develop a template and/or policies that address how prior discipline can affect one's career ladder of opportunity. The promotional process needs to take into account the candidate's work ethic over the span of his/her career and not narrowly focused. Input from various supervisors, commanders and co-workers should be sought after and quantified when promotions are being considered. The department needs to look at the sum total of the candidate and just not a snap shot limited in scope. A test on a given day may not adequately reflect the candidate's strengths and weaknesses, leadership qualities, managerial skills and most of all, their potential.

In March of 2009, the Fairfax County Police Department combined the general knowledge test that was administered for those aspiring to become sergeants, to those officers who were competing for the rank of Master Police Officer. Not only did they incorporate the same general knowledge exam, they provided the opportunity for the candidates to compete for

both Master Police Officer and/or Sergeant. As a result of this new testing policy and procedure, the amount of candidates participating for the rank of sergeant increased dramatically. This new forward thinking approach should be continued in the future promotional examinations.

In conclusion, it is recommended that the lessons learned from the survey research be considered as the department develops future exams. The results can be utilized as a foundation when examining the reasons for the lack of participation in the promotional process, but should not be considered all inclusive. Additional research is needed and should be undertaken by the Personnel Resource Division of the Fairfax County Police Department and/or the Department of Human Resources, for the Fairfax County Government. It is recommended that a survey of all eligible candidates for the rank of sergeant be administered in the future. Although one hundred and five (105) surveys were completed over a one year period of time, and from various district stations, the majority of the surveys were completed by officers who had never participated in a promotional process. As indicated, the surveys were administered within a twelve month time frame; a portion of the participants took the survey prior to a sergeant's promotional process and a segment of the survey population took it after the exam. In order to obtain a more accurate reflection, a survey instrument should be designed and administered to a larger segment of the police population that have taken the Fairfax County Police Department's promotional exam for the rank of Sergeant. It is further recommended that the department also examine the participation levels for the First Lieutenant's promotional process. In order to prepare for the future, it is necessary for the department to act now before the leadership crisis that is prevalent in law enforcement agencies throughout the United States, becomes critical and leave this agency with a leadership void that could adversely affect the department and the citizens of Fairfax County.

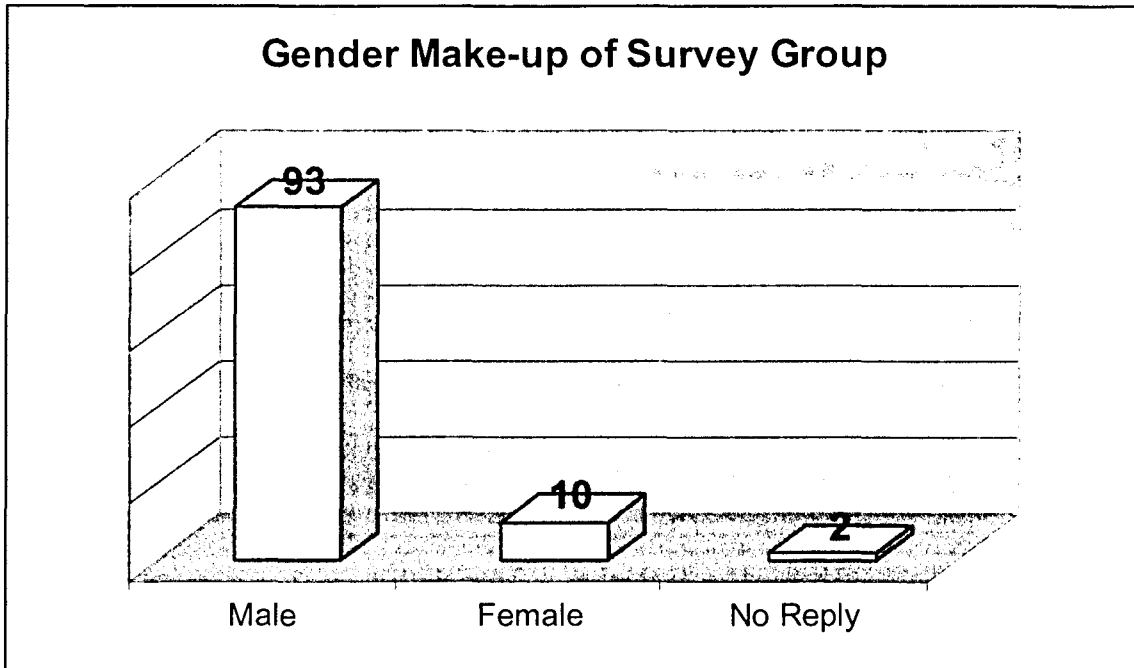
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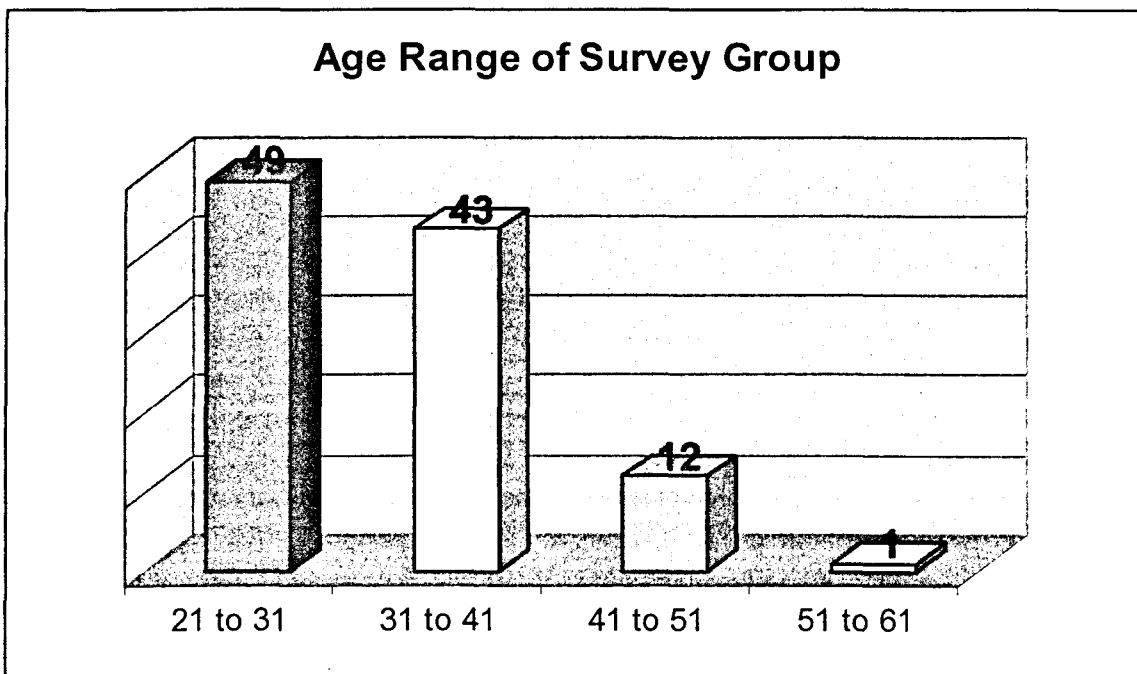
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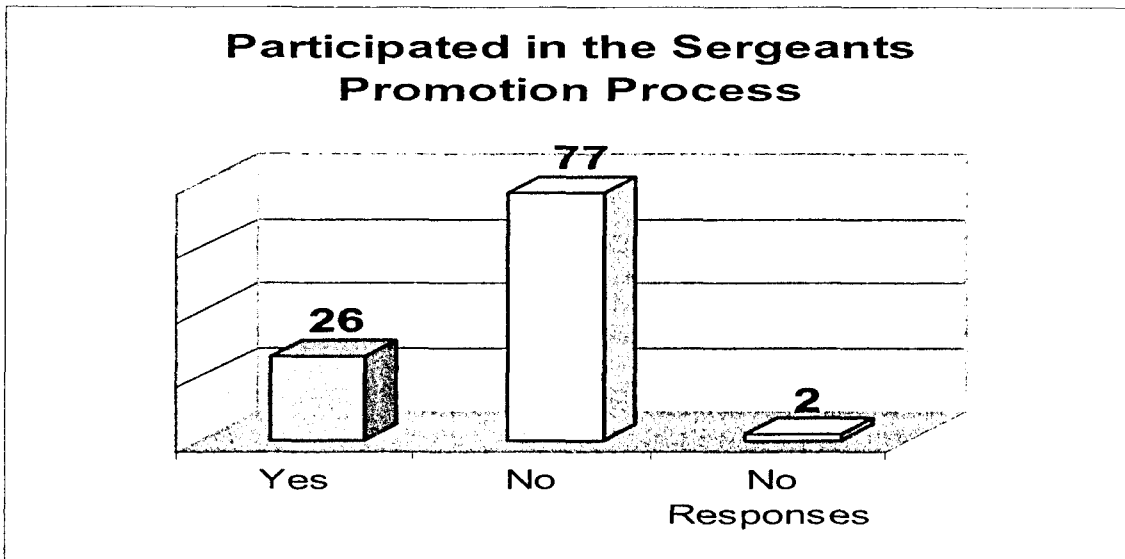
Appendix A-Gender Make-up



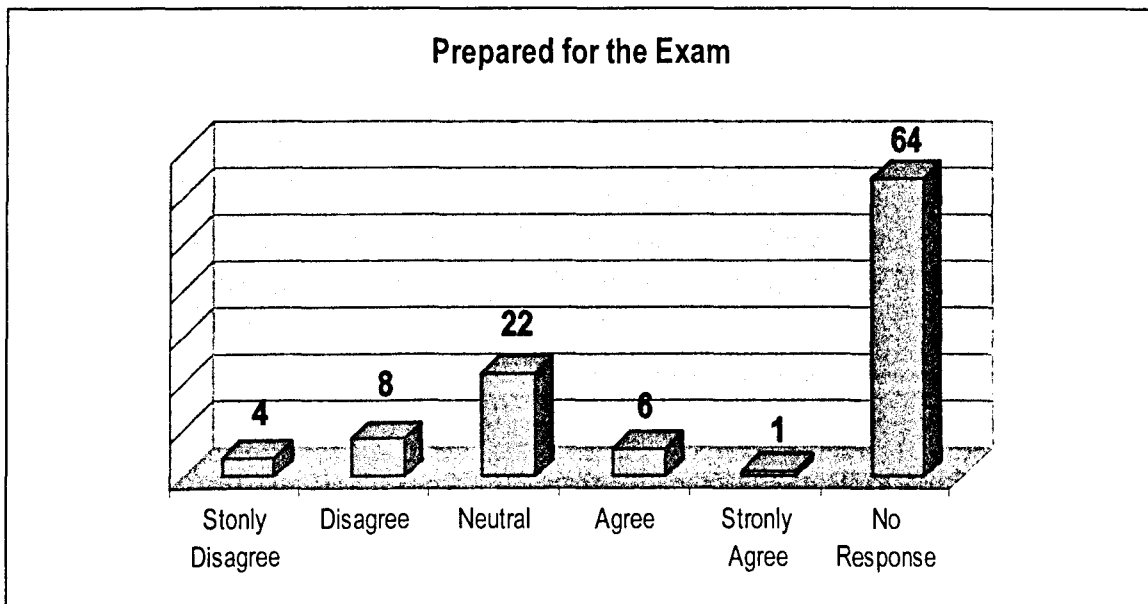
Appendix B-Age range



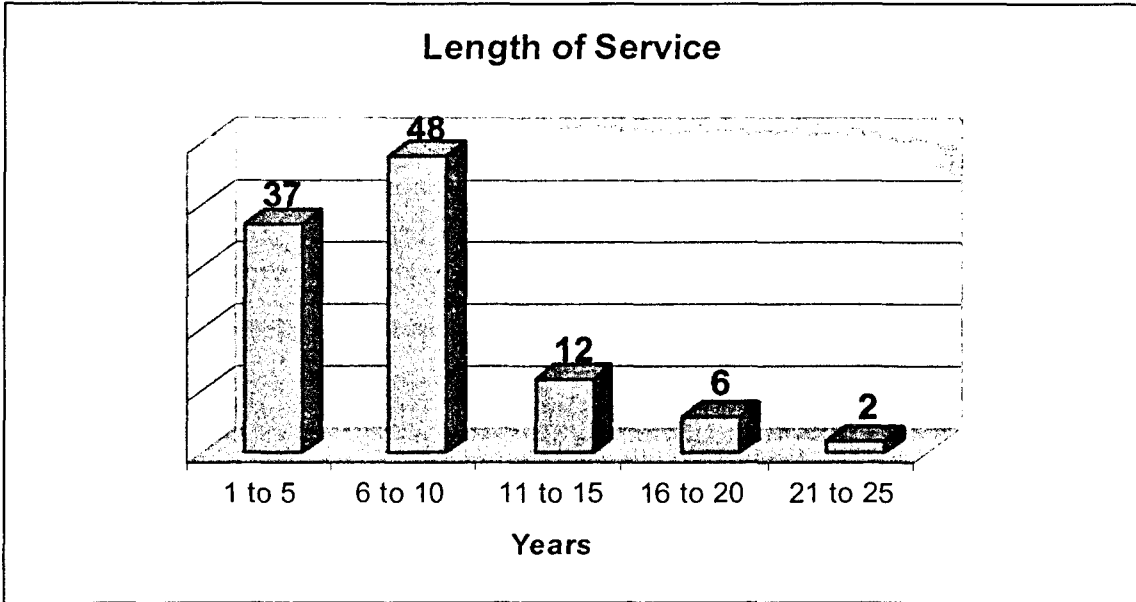
Appendix C-Participated in Sergeants Promotion Process



Appendix D-Prepared for the exam



Appendix E-Length of service



Appendix F-Promotional Survey

Please follow the directions for each question. You will be asked to circle, check the appropriate block and/or provide a written answer for each question in the survey. Some questions may not apply and you will be asked to skip that particular question in the survey. Your answers are valued as well as the time it takes you to complete this survey.

1. What is your current rank? (Check the appropriate block)

Officer	[]
Police Officer First Class (PFC)	[]
Master Police Officer (MPO)	[]
Sergeant (SGT)	[]
Second Lieutenant (2LT)	[]

2. How many years of service do you have on the Fairfax County Police Department? (Check the appropriate block)

1 to 5 years	[]
6 to 10 years	[]
11 to 15 years	[]
16 to 20 years	[]
21 to 25 years	[]
26 to 30 years	[]
30 + Plus Years	[]

3. Please provide your gender (Male or Female) (Check the appropriate block)

1. Male - ()
2. Female - ()

4. Please select the appropriate age group:

21 to 31 years of age	[]
31 to 41 years of age	[]
41 to 51 years of age	[]
51 to 61 years of age	[]

5. Have you ever participated in a promotional process within the Fairfax County Police Department? (Please check the appropriate block). If you answer yes, please go to question #6. If your answer is no, then go to question #7.

Yes	[]
No	[]

6. When was the last promotional process you participated in and for what rank?
(Please check the appropriate answer and write in the year).

RANK	Check the Rank Tested	YEAR (Write in Year)
Sergeant (SGT)	()	
Second Lieutenant (2LT)	()	
First Lieutenant (1LT)	()	

7. Do you feel that you were adequately prepared for the promotional process?
Please "circle" the appropriate response

1	2	3	4	5
Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree

8. How did you prepare for the promotional process? (Please write a brief summary in the box below)

9. Did you attend any "training" courses or seminars to help prepare you for the promotional process? If you answer yes, please go to question #10, if no, skip to question #11.

YES	[]
NO	[]

10. Where these courses or seminars offered by the Fairfax County Police Department?

YES	[]
NO	[]

**11. Did you participate in the Pre-Test Review of the promotional process?
If "yes" ... please answer question #12. If "no" ... go to question #13.**

YES	[]
NO	[]

12. For what rank? (Please check the appropriate box)

Sergeant	()
Second Lieutenant	()
First Lieutenant	()

13. Did you participate in the Post – Test Review of the promotional process that you competed in? If "yes" ... please answer question #14. If "no" ... go to question #15.

YES	[]
NO	[]

14. For what rank? (Please check the appropriate box)

SERGEANT (SGT)	[]
SECOND LIEUTENANT (2LT)	[]
FIRST LIEUTENANT (1LT)	[]

15. Do you have any prior law enforcement experience?

YES	[]
NO	[]

**16. What is the highest level of education you have completed to date?
(Please check the appropriate box. If you check "other," please write in the appropriate response).**

High School Diploma or GED	[]
Professional Certificate	[]
Associates Degree	[]
Bachelors Degree	[]
Post Baccalaureate	[]

17. What is your overall opinion of the promotional process? (Please "X" the appropriate box)

Very Dissatisfied	Dissatisfied	Neutral	Satisfied	Very Satisfied
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Appendix G-Consent Form

University of Richmond
School of Continuing Studies
Human Resource Management

Anonymous Consent Form

March 26, 2006

Title: Analyzing the Promotional Processes for the ranks of Sergeant and First Lieutenant in the Fairfax County Police Department.

Principle Investigator:

Purvis L. Dawson, Jr.
Graduate Student

Sponsor:

Dr. Maria Poindexter
Professor

Introduction/Purpose:

The purpose of this study is to analyze the lack of participation by qualified officers in the promotional processes for the ranks of Sergeant and First Lieutenant in the Fairfax County Police competitive promotional processes.

This study is part of a project associated with graduate course work being undertaken at the University of Richmond. Your **anonymous** participation involves completing the following survey which should take approximately twenty minutes to complete. The questions are a combination of selecting the correct answer (multiple-choice) and providing some written responses which will focus on your current and past impressions of Fairfax County Police Department promotional processes that you have competed in and/or future promotional processes that you may not have a desire to participate in.

The sole investigator is Purvis L. Dawson, Jr. who can be reached at (703) 403-7243 and is being supervised by Professor Maria Poindexter. Should you have any questions, please contact Professor Poindexter at (804) 240-0458. If you have any questions concerning your rights as a research subject, you may contact Ms. Kathy Hoke, Chair of the University of Richmond's Institutional Review Board for the Protection of Research Participants at (804) 289-8417 or Khoke@richmond.edu

Your participation in this project is **voluntary** and you are free to withdraw your consent and discontinue participation at any time without penalty. Your name is **not** collected in the survey and the information collected will only be reported in group fashion to the class of graduate students in an informal presentation. As a result of your participation in this survey, should you it induce any emotional stress, please feel free to contact the INOVA Employee Assistance Program at 703-914-6711 or 1-800-346-0110. This is a confidential service provided to all departmental employees. Counselors can be contacted 24 hours a day, 365 days a year.

In order to ensure confidentiality, you will **not** be asked to sign a document indicating that you agree to participate. However, by completing this survey you give consent to participate in the study. If you have any questions or concerns please contact Purvis Dawson at (703) 403-7243 or Professor Maria Poindexter at (804) 240-0458.

Thank you for your participation! The valuable information you provide in completing this survey will enable us to have a better understanding of the participant's perceptions of the Fairfax County Promotional Processes for the Ranks of Sergeant and First Lieutenant.

Biography

The researcher has been employed with the Fairfax County Police Department since February of 1981 and currently holds the rank of Captain. His current assignment is that of one of the four Staff Duty Officers assigned to the Patrol Bureau. Previous command assignments have included the following; Commander of the Animal Services Division; Commander of the Helicopter Division; Assistant Commander of the Fair Oaks District Station; Commander of the Field Support Division within the Technical Services Bureau; and Acting Assistant Director of the Public Safety Communications Center. He also was a patrol supervisor at the ranks of Sergeant and Second Lieutenant. As a patrolman, the researcher held the non-supervisory ranks of Police Officer (P-1), Police Officer First Class (P-2) and Master Police Officer (P-3). The majority of the researcher's career has been spent within the patrol division. He is married with three daughters living in his native Fairfax County as a life long resident.