# The Bill Blackwood Law Enforcement Management Institute of Texas

Recruiting and Retaining Women in Law Enforcement

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#### **ABSTRACT**

Recruiting and retention of women in law enforcement is relevant to contemporary law enforcement due to the overwhelming number of police vacancies that have been occurring and the disproportional number of women in law enforcement. The purpose of this research was to identify ways that law enforcement agencies could make small changes to their recruiting methods to attract female applicants and also identify methods to help retain the officers they hire. The method of inquiry used by the researcher included: a review of articles, Internet sites, periodicals, journals, and a survey distributed to 30 survey participants.

The researcher discovered that the majority of agencies have limited number of female officers in their department. The overall majority feel that it would be beneficial to have a gender diverse applicant pool, but the recruiting techniques depend on the size of the agency. Small to mid size agencies are less likely to appeal to a gender diverse group based on their recruiting methods and techniques. While larger size departments do have techniques for recruiting, they are experiencing recruiting and retention challenges due to lack of qualified applicants. The research identified new methods and tools that each agency could utilize to increase the recruitment and retention of women in law enforcement.

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#### INTRODUCTION

Law enforcement has been an ever evolving culture throughout history. What once was described as a male dominated occupation, law enforcement is beginning to develop into a well diverse profession. While the increase of females in this field has been a slow progression, there have been signs of an improved diverse culture developing. The problem or issue examined was whether or not law enforcement agencies are recruiting to their full potential, and specifically recruiting for gender diversity in their agencies, and enhancing the number of qualified applicants. What agencies have done to retain these female officers that they recruit and hire was also researched.

Recruiting and gender diversity in law enforcement is relevant because of the need to hire officers based on increases in crime, expected number of officers per thousand and law enforcement job vacancies over the past twenty years. The population has been consistent for the male to female ratio of about 50 percent each, yet this does not compare to the ratio of males to females in law enforcement (U.S. Census Bureau, 2007). Over the past fifteen years, the ratio of female sworn officers has increased at a gradual pace.

Another factor to this equation is the retention of these officers. With agencies competing for the same applicants, many agencies are experiencing applicants with an expected benefit or perk for staying with an agency. Many agencies offer a sign on bonus after hire, but then do not consider how to retain those officers.

The purpose of this research was to discover whether agencies are reaching their full potential by recruiting applicants for a gender diverse population of sworn law

enforcement officers and using effective means to retain these officers. The research question examined focused on whether or not these law enforcement agencies could make small changes to their recruiting techniques to further a gender diverse department and bring more candidates to apply for their agency, instead of competing for the same candidates. After the applicant is hired, the research question examined focused on whether these same agencies could make changes to enhance the officer's environment so the officer remains satisfied while employed with that agency.

The method of inquiry included a review of articles, books, Internet sites, periodicals, journals, and surveys distributed to 30 sworn law enforcement officers. The review of internet sites was used to determine if agencies are recruiting to a diverse population group and what types of methods for recruiting are being utilized. Many of the books and publications reviewed address the aspects of recruiting and retaining female applicants.

The outcome or findings of the research was that many law enforcement agencies are not specifically recruiting for a gender diverse population and may be using methods that discourage female candidates from applying at their department. With the reduction of qualified applicants, agencies need to take a look at their recruiting methods to determine if changes can be made to these methods to allow for a larger and gender diverse pool of applicants. Agencies also need to look to see if changes need to be made to their methods for retaining these officers.

The field of law enforcement will benefit from the research and be influenced by the conclusions because agencies are experiencing a lack of interest in law enforcement as a career choice. With this slimming applicant pool of qualified sworn law enforcement officers, agencies are competing for the same applicants. Most agencies have worked to maintain a competitive salary and are limited to negotiate higher salaries or incentives to draw further applicants. By making small modifications in recruiting and retention techniques, law enforcement agencies can open themselves up to attracting and retaining a gender diverse group of potential candidates. Each agency would benefit by increasing the public image for women in law enforcement, opening up the potential applicant pool and creating a more gender diverse department. They would also spend less effort and money rehiring and retraining new applicants as officers explore other opportunities in the field at other departments.

#### **REVIEW OF LITERATURE**

Since the early 1900's, gender diversity has been a topic of discussion in law enforcement. In 1910, Alice Stebbin Wells became the first female police officer. Even at that, Wells was assigned to other tasks such as "working with juveniles, female offenders, and female victims, as well as community relations" (Felkenes & Unsinger, 1992, p. 93). It was not until over 50 years later that "the majority of police departments began to assign women to patrol..." (Sulton & Townsey, 1981, p. 4). The field of law enforcement still continues to struggle with recruiting and retaining females.

In 1971, "only 1.4% of the total number of municipal officers were female" (Kennedy & Homant, 1987. p 161). According to the National Law Enforcement Memorial Fund (NLEMF), that number has only increased today to 12% (NLEMF, 2007). This percentage does not reflect the male to female ratio for our population. With a fairly balanced population ratio of 1:1, women in law enforcement are lacking in

this demographic. The consideration should be made to evaluate agency recruiting methods to appeal to this population group. In 1998, the International Association of Chiefs of Police (IACP) completed a study, The Future of Women in Policing: Mandates for Action. The results of the study indicated that recruiting strategies for women were lacking, sexual harassment was still occurring, and few departments had a mentoring program (Horne, 2006).

In order to understand how to recruit females into law enforcement, it is important to understand issues as to why women fail to make this a career choice or are unable to make it through the hiring and training process. Three common issues are the physical agility requirements, improper fitting equipment, and sexual harassment. While each of these issues is unique, each does have a proposed solution that will impact how an agency recruits and retains these applicants.

In 1980, "less than 50% of the nation's police agencies use physical performance tests..." (Horne, 1980, p. 85). Other research by Sulton shows that "78 percent of municipal and 91 percent of state police departments require physical agility tests..." (Sulton & Townsey, 1981, p. 18). According to Martin in the chapter Women Officers on the Move, the presence of a physical assessment test greatly reduced the number of women who applied for law enforcement positions (Dunham & Alpert, 2001). Many agencies are combating this barrier by making sure the test is applicable for the current duties of a law enforcement officer, providing physical fitness techniques and strategies, and assisting candidates through pre-hire training programs.

Another common issue that many female officers face is the incorrect and improper fitting of uniforms and gear. An assessment from Albuquerque, New Mexico

conducted by the Institute for Women in Trades, Technology, & Science (IWITTS) showed that "thirty-three percent of the department's female officers reported that their uniforms and equipment did not fit satisfactorily..." (Polisar & Milgram, 1998, p. 48). Many specialty uniform and equipment companies can be contracted with to provide uniforms and equipment for females. This also includes ballistic vests. Proper fit of the ballistic vest is necessary for the officer's safety. Major ballistic vest companies do have vests that are fitted to women who typically have a short waist and need to have a fitted area for the chest. There is an expectation that the uniform should be properly fitting for each officer. How an officer is perceived and how they present themselves depends on the presentation of their uniform.

There have been many studies conducted on sexual harassment in the workplace. In 1985, the Police Foundation completed a survey that showed 67 percent of female officers were victims of sexual harassment (Polisar & Milgram, 1998). More recent studies show that number to remain consistent. Law enforcement agencies that make changes in their sexual harassment policies to reflect zero tolerance has proven effective. Many agencies not only implement the policies, but also require officers attend mandatory training on prevention and reporting of such behavior. IWITTS also developed an eight hour training session that consists of group discussion on the education and prevention of sexual harassment (Polisar & Milgram, 1998). As programs and policies for sexual harassment prevention develop, the occurrence of sexual harassment is expected to decline enhancing the work environment for females in law enforcement.

Law enforcement is beginning to experience some additional changes that have reduced the interest in law enforcement as a career. Changes may need to be made in order to generate additional interest from diverse groups. Factors that have attributed to this decline include: students seeking higher education, opportunities in the high tech industry, negative publicity in high profile cases, and the war in Iraq (Woska, 2006). Another factor is baby boomer retirement. As baby boomers retire from law enforcement, "the next generation's labor pool is smaller, further reducing the number of prospective applicants" (Woska, 2006, p. 54). This creates a shortage of law enforcement officers and causes agencies to have multiple vacancies. In many areas, agencies are beginning to experience the lack of good qualified candidates and end up competing for the same viable applicants.

Technological advances have led to innovative ways to recruit and draw candidates to an agency. With so many people having access to the internet, agencies are able to recruit through websites and have little communication with potential applicants prior to testing. Since these potential applicants have this information first, the content on the website needs to have accurate and up-to-date information. The information also needs to appeal to a diverse group. "If a female applicant finds photos of only male officers on the home page of the department's web site, she is less likely to click through to recruitment information..." (Milgram, 2002, p. 25). Websites also need to be reflective of different job assignments and benefits for retaining employment with the agency. Some examples of benefits may include a twenty year structured pay scale, retirement program with a match ratio, education reimbursement program, or

incentive pay for shift differential, field training officer, certification or education. This information, if added to the website, would appeal to a diverse population of applicants.

Many agencies are successful in the recruiting process through other types of media outlet such as ads in newspapers and television outlets. New York State Police and Michigan State Police both utilized this type of media outlet to specifically target female applicants. Strategies used for this targeting included emphasizing "the challenging nature of the job, the diverse activities and skills required...and an opportunity to make a social contribution" (Prussell & Lonsway, 2001, p. 93). The Fulton Police Department in New York experienced a lack of applicants completing the hiring process. In the year 2000, the department increased the recruitment efforts and broadcasted press releases to local newspapers and television media outlets (Spawn, 2003). The agency also provided applicants details of the hiring process to include the fitness standards in advance. The agency's efforts resulted in a greater number of applications and applicants passing the screening process (Spawn, 2003).

When trying to establish ways to retain officers, it may be difficult as agencies need to appeal to a diverse group that have own individual needs and motivations. There are many reasons as to why officers stay at a department and why they choose to leave. Some decisions are personal, but some are professional. The goal would be to establish both personal and professional opportunities in an agency that would attract and motivate officers to remain.

One of the newer concepts that may appeal to personal and professional goals in the retention of officers is mentoring or succession planning. Many agencies have begun to implement programs to train and prepare future leaders within a department. "Mentoring is an essential part of leadership development" (Alhstrom, 2006, p. 22). In 2003, The Cedar Falls Police Department in Iowa under Chief Richard T. Ahlstrom developed a program called Chief's University. The program focused on aspects of personal career goals in leadership and what it takes to obtain the level of Chief of Police. Mentoring future leaders are essential for an organization. It allows for the officer to self assess what they could do to promote to the next level and give the officer the knowledge to successfully obtain those goals. It also helps to further develop their skills and give them the motivation to continue not only seeking higher goals, but also provides them with a plan on how to progress and remain with their existing agency.

Mentoring within an agency can also occur on a lateral level. Through a formal program, officers could mentor newly hired officers and increase their chances for success in the department. This formal process "affords every employee the opportunity and inclusiveness within the organization" (Sprafka & Kranda, 2008, p. 47). The results of the mentoring programs promote personal and professional growth, leadership, and a sense of increased worth and investment in an agency.

A gender specific program of mentoring concept occurred in December 1998 with the Charlotte-Mecklenburg Police Department in North Carolina. This women's network group realized that there were specific issues that applied to female police officers (Maglione, 2002). The group focused on areas such as recruiting qualified female applicants and the retention of these officers. The group has helped to identify different marketing tools that would appeal to qualified candidates. They have also created support groups for the female officers to discuss issues and create professional bonds with other female officers. Assistance is provided if necessary with physical fitness

challenges and preparing for promotional opportunities. Since the program began, only four female officers have left the agency and the number of female officers that retained employment rose (Maglione, 2002).

#### **METHODOLOGY**

The research question to be examined considers whether or not law enforcement agencies can make small changes not only to their recruiting techniques, but also to options and benefits to recruit to a gender diverse population group and retain those applicants after hired. The researcher hypothesizes that agencies are not using recruiting methods that attract a gender diverse population and lose focus on maintaining the officers they heavily recruited and hired. The method of inquiry will include review of articles, Internet sites, periodicals, journals, and a survey distributed to 30 survey participants. The instrument that will be used to measure the findings regarding the subject of recruiting and retention of female applicants for a gender diverse group will include a survey. The size of the survey will consist of 16 questions distributed to 30 survey participants from Texas law enforcement agencies of various sizes. The survey was completed in two section with the response rate to the first part of the survey instrument resulting in 100 percent of the surveys returned and the second part resulting is 73 percent of the surveys returned. The information obtained from the survey was analyzed by categorizing the surveys based on the size of the agency. Since recruitment and retention are reflected based on the size of the department, the surveys were evaluated based on these measures. The law enforcement agencies surveyed were divided in three categories to include small, medium, and large size

agencies. Small size agencies included sworn staffing of 30 officers or less. Medium size agencies reflected sworn staffing of 31-100 officers. The final category was departments with more than 100 officers.

#### **FINDINGS**

A survey was conducted on officers in various Texas law enforcement agencies of various sizes. The intent of the survey was to determine the ratio of female officers in a department, if the agencies consider gender diversity and recruiting to be beneficial, and to identify methods of recruiting and retention changes that could be made to increase a gender diverse applicant pool. The survey was two parts consisting of recruiting and retention. The first part of the returned surveys was divided in three distinct groups based on the size of the sworn staffing of the agency. The categories were small departments with 30 sworn officers or less, medium departments of 31-100 sworn officers, and large agencies with more than 100 sworn officers. When reviewing the surveys, it was noticeable that recruiting and retention depended on the agency size. Regardless of the size of the agencies, it was fairly consistent of the percentage of female officers in a department. Nationally there is an average of approximately 12 percent female officers in a department. Agencies surveyed measured an average of 10 percent females in their departments. The majority of the responses from the agencies indicated that it was highly important to important to reflect a gender diverse department.

Small agencies surveyed resulted in some commonalities. The majority of these agencies do not target females for recruiting and only half have any recruiting methods

in place. These agencies also lacked qualified candidates that apply for positions. The agencies indicated various reasons for a lack of gender diverse applicants from personal safety concerns to physical requirements. Due to the size of the small agencies, many felt their recruiting efforts were fair to poor.

Medium size agencies also reflected common factors. Each of these agencies indicated they all recruit for applicants. Of those agencies, only one agency specifically recruited females to their department. Only half of the medium agencies have a technique in place to draw gender diverse applicants. Many of the officers surveyed from this group selected various reasons for indicators of a less gender diverse applicant pool to include negative perceptions, personal safety concerns, physical requirements, and work hours and assignments.

Agencies in the large size category indicated a better approach to a gender diverse applicant pool. These agencies surveyed reflected good to excellent recruiting efforts and the majority has techniques in place to specifically recruit and target females in law enforcement. These officers also reflected their agencies still have issues that are hindering a more gender diverse applicant pool due to hours, assignment, and physical requirements.

The second part of the survey consisted of questions in regards to retention of officers. The first question was in regards to reasons officers leave employment. The majority of the surveys returned indicated the reasons to retain employment at their current agency were due to better pay and promotional opportunities. Each survey participant was asked in regards to the type of step pay plan or cost of living allowance provided each year and whether it had a factor in retaining employment. About half the

surveys showed they did not have a pay plan and almost two thirds of the officers did not feel this was a reason for officers to consider remaining at an agency. The majority of the agencies offer incentive based pay for education pay, education reimbursement programs, certification pay, and field training officer pay.

The most intriguing portion of the survey for the retention aspect was in regards to reason officers retain employment and what draws the survey participant to retain employment at their agency. The survey participants had many individual answers based on their own personal and professional goals. Three main concepts did emerge from the choices given. The main reasons listed for retention of employment focused on salary and pay, growth and development both in the agency and in the community, and promotional opportunities. While many agencies are experiencing a large amount of growth and development, it seems that this tends to draw applicants to an agency. This may be dependant on the type of development and potential for the community.

#### DISCUSSION

The problem or issue examined by the researcher considered whether or not law enforcement agencies are recruiting to their full potential and specifically recruiting for gender diversity in their agencies to enhance a greater applicant pool. What also follows is what agencies are doing to retain these female officers that they recruit and hire. The purpose of this research was to determine if law enforcement agencies could make small changes to their recruiting techniques to appeal to a gender diverse group of applicants. These changes could potentially increase the applicant pool and focus on other options and benefits to appeal to the officers hired in order to retain their employment. The research question that was examined focused on recruiting and

retention of female applicants in order to increase the applicant pool and retain the applicants that were hired. The author hypothesized that many agencies are not recruiting to a gender diverse group and the information on their websites does not encourage or appeal to this target applicant pool. These agencies also focus on recruiting officers, but spend little effort to retain these officers once hired.

The researcher concluded from the findings that the majority of law enforcement agencies are not specifically recruiting for a gender diverse applicant pool. Larger size law enforcement agencies do have more progressive techniques for recruiting from this target group, but are not receiving a large number of qualified candidates. The majority of the smaller agencies had limited resources and openings to focus on recruiting, but did feel it was important to reflect a gender diverse department.

The findings of the research did support the hypothesis. The reason why the findings did support the hypothesis is probably due to the large amount of law enforcement officer job openings for each agency. Many of the agencies did not recruit specifically to a gender diverse group. The larger agencies were more progressive with their approach for recruiting with websites containing frequently asked questions for women, pictures depicting females in law enforcement roles, and job promotional opportunities for women in law enforcement.

The findings for the retention of the officers varied. It does appear that retention of officers depended or depends on both the personal and the professional goals of the officer. Many agencies could make changes to include mentoring programs and should avoid becoming a stagnate agency. The potential for growth and development in the agency and community seems to be a significant factor in retaining officers. It is the

potential of working for a progressive agency and having input and a process for the growth that contributes to officers feeling valued by the agency. As the officers goals change and adapt, the agency must be able to provide the challenges necessary for the success of the officer.

The study of recruiting and retention of female applicants is relevant to contemporary law enforcement because many agencies are competing for the same applicant pool and there are a limited number of trained officers due to various issues such as baby boomer retirement and the war in Iraq. These same agencies spend much of their effort, time, and money on the recruitment of officers and fail to address the issue of retaining the officers. Since the issue of a diminishing applicant pool is affecting the majority of law enforcement agencies, all agencies stand to benefit by the results of this research on recruiting and retaining female applicants.

Since 1910, when Alice Stebbin Wells became the first female police officer, there has been a negative perception by some of the women in this career field. Nearly 100 years later, there are still a disproportionate number of females in law enforcement. While law enforcement is beginning to see an increase in the percentage of female officers, law enforcement recruiting and retention efforts have not changed significantly to address the issue of gender diverse recruiting.

The author's own experiences as a newly employed officer reflected negative perceptions from the basic line officer to the administration in regards to gender diversity. It was common for female officers at some departments to be told they would not make it through the field training program due to the physical requirements and because of their gender. Sexual harassment was also a common occurrence. It was

conveyed that law enforcement was a man's career field and women who choose that as a career needed to be assigned to desk work. These female officers had to endure the remarks or choose to leave the workforce.

As law enforcement agencies grow and as the field of potential applicants decrease, law enforcement officers and agencies must look at altering the negative perceptions of women in law enforcement. While law enforcement has its challenges, it is a career field that has the potential for growth and development of a gender diverse profession. Based on this research, agencies should understand the value in restructuring their recruiting techniques to increase qualified female applicants and not alienate women from this field. It is also the hope that law enforcement agencies will formalize mentoring and educational programs to promote officers reaching their full potential in both their personal and professional lives.

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## **APPENDIX**

A survey was provided to 30 law enforcement officers from various agencies in the State of Texas. A copy of the survey is provided within the appendix.

# RECRUITING AND RETENTION OF WOMEN IN LAW ENFORCEMENT SURVEY FOR ARP

Agenc	y:				
Numbe	er of Sworn Officers in Department:				
1.	What is the total number of sworn female officers in your department?				
2.	What is the total number of sworn female officers in your department that hold rank above patro officer?				
3.	Have you observed an increase in the percentage of sworn female officers in your department				
	over the past ten years?				
	A. YES				
	B. NO				
4.	Does your agency currently recruit new applicants for sworn law enforcement officer positions?				
	A. YES				
	B. NO				
5.	Does your agency specifically recruit females to be sworn law enforcement officers?				
	A. YES				
	B. NO				
6.	What do you believe is the level of importance for your department to reflect gender diversity?				
	A. Highly Important				
	B. Important				
	C. Not Important				
	D. Unsure				
7.	How would you rate your department's efforts in recruiting women as sworn law enforcement				
	officers?				
	A. Excellent				
	B. Good				
	C. Fair				
	D. Poor				
	E. Unsure				

8.	What d	o you believe is hindering a more gender diverse sworn workforce in your department?
	Circle a	all that apply.
	A.	Education requirements
	B.	Lack of training
	C.	Physical requirements
	D.	Work hours
	E.	Lack of benefits
	F.	Lack of choice of duty assignments
	G.	Personal safety concerns
	H.	Negative perceptions of police work
	I.	Lack of gender diverse recruiting
	J.	Other:
9.	Of the	following options, what recruiting techniques are done to target females as sworn law
	enforce	ement officers at your agency? Circle all that apply.
	A.	Photos of Women in Law Enforcement on brochures or website
	B.	Women in policing link on website
	C.	Assistance with preparing for physical agility
	D.	Frequently asked questions for women regarding shift schedules and benefits
	E.	Female recruiters providing information to potential applicants
		None
	G.	Other:
10.	Do you	feel that gender specific recruiting would be beneficial to your agency?
	A.	YES
	B.	NO
-	•	name of contact person and phone number at your agency for the person responsible for
recruiti	ng:	

### RETENTION OF WOMEN IN LAW ENFORCEMENT

Name	of Agency:					
1.	What do you believe is the most common reason officers in good standing leave employment at your					
	agency?					
	A. Better Pay					
	B. Promotional Opportunities					
	C. Work outside field of law enforcement					
	D. Other:					
2.	Does your agency offer a pay plan or Cost of Living Allowance (COLA) each year? If so, which plan?					
3.	Do you feel this pay plan or COLA impacts your decision to maintain your employment with your agence.  Please explain.					
4.	Many agencies offer pay for assignments and educations. Please circle the categories that your agency offers?					
	A. Shift Differential					
	B. Education Pay					
	C. Education Reimbursement					
	D. Certification Pay					
	E. Field Training Officer Pay					
	F. Physical Fitness					
	G. Other:					
5.	What do you believe is the reason that officers maintain employment at your agency?					
	A. Salary					
	B. Growth and Development					
	C. Take Home Vehicles					
	D. Extra Job opportunities					
	E. Incentives for extra pay for certifications, FTO, etc					
	F. Community and schools					
6.	If you could name one reason for maintaining your employment with your agency, what is that one reason	n				
	why you stay?					

Thank you for your participation in this survey.

Please return completed survey to: