

The retention of university police officers: An examination of the causes of employee turnover
and recommendations for administrators

Approved by Susan Hilal _____ Date: August 26, 2010
Advisor

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A Seminar Paper

Presented to the Graduate Faculty
University of Wisconsin-Platteville

In Partial Fulfillment of the
Requirements for the Degree
Master of Science in Criminal Justice

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August, 2010

Under the Supervision of Dr. Susan Hilal

Acknowledgements

I would like to thank my graduate advisor Dr. Cheryl Banachowski-Fuller and a special thanks to Dr. Susan Hilal for her guidance, encouragement and support during the writing of this paper.

I would also like to thank my family, friends, and co-workers for their understanding and support over the past three years while I was on this journey.

To my mentor Michael Marzion, thanks for your trust, support, advice, and giving me the nudge I needed to go back to school and complete my degree.

To Dr. William Streeter, thanks for placing your trust in me and giving me the opportunity to serve as Interim Director for three years while completing my degree.

Abstract

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Statement of the Problem

One of the biggest challenges facing police departments today is the successful recruitment and retention of police personnel. University police agencies are not immune from recruitment and retention issues. University police departments experience many of the same causes for employee turnover as other municipal, state, and federal police agencies, but often it is magnified in university agencies. Most university police agencies are smaller departments made up of fewer officers than the cities and towns in which the campuses are located. For smaller agencies, turnover is an even greater problem than with larger agencies because these agencies have smaller budgets and fewer personnel so there is a greater impact when there are vacancies.

This study focuses on only sworn university police officers, with a special focus in Wisconsin, who are armed and receive the same training as municipal police officers. While there are retention issues with unarmed campus public safety officers and campus security officers also, they are outside the scope of this study.

Methods of Approach

The main method of approach is a comprehensive review and analysis of various secondary sources of related empirical, statistical, and theoretical findings. Sources for this

approach include scholarly journals, criminal justice magazines, the internet, and criminal justice textbooks. Some of theories examined are Maslow's Hierarchy of Needs Theory, Vroom's Expectancy Theory, and Herzberg's Motivation-Hygiene Theory. Based on the analysis of the collected data, conclusions and recommendations are presented to address the problem of university police turnover. The problem of university police turnover and the methods available to address this problem are explained through various strategies, techniques, and psychological and criminological theories.

Key Findings

The results of this study indicate that turnover of police personnel continues to be a problem for police agencies across the nation. In particular small agencies and university police departments experience a higher rate of turnover and must be willing to incorporate some proven retention strategies if they are going to be successful in maintaining staff levels. Police officers leave agencies for a variety of reasons including low pay and benefits, poor supervision, lack of career growth, insufficient recognition, inadequate training, inadequate equipment, and unmet or unrealistic job expectations (Orrick, 2008).

Pay and benefits are generally controlled by labor agreements and often there is little that police administrators can do to improve these conditions. Administrators must focus on what they can control and change such as: a) developing a compressed worker friendly schedule, b) creating a mentoring program, c) implementing employee recognition systems, d) allowing for promotional opportunities or specialized assignments and training, e) creating employee buy-in of the agency's mission and vision and allow for employee policy making input, f) empowering

employees to make decisions in the field through a community policing philosophy, and g) implementing a tuition remission policy.

Embracing these strategies and others mentioned in detail in this study will result in greater morale, motivation, and teamwork and should result in reduced officer turnover for university police departments as these suggestions are grounded in empirical literature and theoretical ideas.

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SECTION I. INTRODUCTION

Statement of the problem:

Turnover of police personnel is a significant problem because law enforcement agencies depend upon set staffing levels in order to put the required amount of personnel into the field on any particular day and shift to best serve and protect their communities. Their operations revolve around and depend upon a certain number of officers to respond to calls for service and investigate crimes. When officers leave a department a void is created and must be filled by officers on overtime or working double shifts which will be felt in the agency's budget. The alternative is for agencies to put fewer officers on the road and allow service levels to drop and possibly compromise public safety. Neither solution is a good one for police administrators which is why it is so important to identify why police officers leave an agency and to make changes where possible to attract and retain top quality police officers. In addition, when experienced officers leave the turnover creates a department with younger less experienced officers that could result in a reduction in the quality of service that a community receives.

The competition for law enforcement jobs is intense and departments actively search out officers with the strong credentials and experience and as a result they tend to grab officers from other departments. Often officers from smaller police departments are lost to larger departments who are able to offer higher salaries, better benefits, increased training opportunities and assignments, and a greater chance for upward mobility (Cyprian, 2009). Small police departments feel the impact of employee turnover to a greater extent than larger agencies because they have smaller budgets and with fewer personnel to fill the gaps burnout can occur from the long hours and overtime needed to cover the vacancies. Smaller agencies also have a

more difficult time filling open positions because of their lack of resources and ability to recruit effectively against the larger agencies who can offer perks unheard of and unrealistic at smaller police departments and university police departments. An example of these benefits can be seen by examining the recruitment literature from the City of Miami Gardens in 2006 through 2008. According to the department website (2007), among the benefits being offered were a \$12,000 signing bonus, \$7,000 in moving expenses, a \$5,000 housing down payment, and a take home car. In 2008, the Anchorage Alaska Police Department was recruiting for officers as far away as the Midwest states of Minnesota, Michigan, Illinois, Iowa, and Wisconsin advertising among other things take home squads for the officers, paid college tuition, no state income taxes, and an average salary for a first year officer of over \$73,000 per year and a 10-year veteran officer over \$100,000 per year (Hass, 2008). These are not the type of signing bonuses, benefits, and salaries that a small police department or a university police department would be able to offer a prospective police officer candidate and it gives the larger departments an edge on recruiting experienced officers to their departments from smaller police agencies and university police agencies.

Method of approach:

The method of approach includes a comprehensive review and analysis of various secondary sources of related empirical, statistical, and theoretical findings. The sources for this approach include scholarly journals, criminal justice magazines, the internet, and criminal justice textbooks. Theoretical explanations are evaluated as they relate to the cause of employee turnover and job satisfaction. The theories that are examined include Maslow's Hierarchy of Needs, Vroom's Expectancy Theory, and Herzberg's Motivation-Hygiene Theory. Once the data was examined, the information gathered was used to show the significance of the problem

of university police turnover and to offer solutions to the problem. A special focus is placed on Wisconsin university police officers who are sworn and armed.

Limitations and Assumptions:

There are many reasons why an employee may leave an organization. While involuntary reasons such as termination or disability separation are important they are not be included in this paper. In addition, this study did not focus on voluntary retirement. Some generalizations were made when comparing university policing and policing in small departments as the majority of university departments are smaller departments. However, the unique differences between municipal policing and university policing are discussed. Little data is available from studies on turnover rates specifically from university police departments. Some of the reasons for employee motivation and leaving a non-law enforcement job were used for this study. It is assumed that many of these reasons will hold true for sworn police officers and unsworn people in the work force. Where sworn officers have unique issues that influence their decision to leave an agency they were discussed in greater detail.

SECTION II. LITERATURE REVIEW

The following review is divided into sixteen parts. The first part looks at the reasons why an employee leaves their job. The second part looks at warning signs managers can look for when an employee is considering leaving. The third part examines employee turnover statistics. The fourth part looks at university police departments. The fifth part looks at salaries of select municipal police departments and select university police departments. The sixth part looks at the impact of binding arbitration on contract negotiations. The seventh part looks at labor contracts and benefits, comparing and contrasting select municipal police departments with select university police department. The eighth part looks at alternate work schedules. The ninth part looks at promotional opportunities inside police departments. The tenth part looks at employee recognition systems. The eleventh part looks at mentoring inside police organizations. The twelfth part looks at employee buy-in. The thirteenth part looks at hiring practices. The fourteenth part looks at policy decisions. The fifteenth part looks at tuition reimbursement. The final part looks at innovative patrol methods.

Reasons for turnover:

There are numerous reasons why employees end up leaving a particular job. The reasons can be divided into voluntary and involuntary reasons. Involuntary reasons such as layoff or termination are not the focus of this study. This study focuses on voluntary reasons for departures, not to include retirement. The causes of employee turnover are not unique to law enforcement. McCullum (2009) reviewed responses of employees in exit interviews and found five main factors that employees cite for leaving their job. Each of these reasons can be seen in law enforcement employees. They include: 1) bad bosses, 2) lack of employee recognition, 3)

lack of advancement and growth opportunities, 4) work/life balance issues, 5) eroded trust with leadership.

Salary levels are another important factor to examine when determining why employees leave a job and one of the main reasons according to administrators why people leave. A worker's salary level sends a message to the worker how much they are valued. When other employees at the same company or law enforcement agency make more money working in comparable positions the employee can become frustrated and not feel appreciated. In addition, when employees do not make enough money to make ends meet at home they experience elevated levels of stress at home and may seek out a second job or overtime assignments in order to pay the bills. The lack of family time can increase marital or personal problems at home. This results in many officers feeling anxiety and depression and they may end up getting divorced or leaving the department (Orrick, 2008). Salary levels will be discussed in more detail below.

A study of police officer turnover was completed in Vermont in 2006 by I/O Solutions, Inc. by way of surveys conducted with current officers, former officers, and officers who transferred to other law enforcement agencies. Fifty eight of the sixty six police agencies in Vermont participated in the study. The study found that officers from smaller departments were more likely to leave their department for jobs in larger communities or agencies where officers reported receiving better salary and retirement benefits and better work hours and more vacation/sick time (Litcher, Reister, & Mason, 2006).

When an employee decides to leave an organization it is usually a decision that occurs over time and after a period of disengagement (Stanley, 2008). Some warning signs of

disengagement that Stanley (2008) elaborated on were absenteeism, tardiness, and other behaviors that show withdrawal or elevated negativity (p.84). Managers often believe that employees leave for more money, while employees often cite reasons other than money for leaving an agency (Branham, 2005) as cited in Stanley (2008). Branham went on to list several reasons that cause employee disengagement and any single event could cause an employee to leave a department. Some of these reasons include being passed over for promotion, finding out the job is not as promised, being asked to do something unethical, conflict with a co-worker, bad performance review, and any incident of racial or sexual harassment (p.85).

When examining employee turnover, researchers will look to reasons cited by employers for the departures and also reasons given by the officers who left the agency. These reasons don't always match up. Orrick (2008) looked at some of the reasons given by departing officers as to why they left certain agencies and he came up with eight main reasons that officers give as to why they left a department. These include: 1) poor supervision, 2) lack of career growth, 3) unmet or unrealistic job expectations, 4) inadequate feedback, 5) insufficient recognition, 6) inadequate training, 7) inadequate equipment, 8) loss of trust in senior leaders (p.159-164). Examining the reasons employees cite for leaving may be more beneficial than interviewing employers, especially if the employer was not particularly close with the employee or didn't interact very often with the employee. Nothing is lost in the translation when heard straight from the departing employee as long as the employee is free to speak and not worried about hurting the feelings of the employer.

Statistics:

In North Carolina in the early summer of 2000, the Governor's Crime Commission, in conjunction with the North Carolina Criminal Justice Education and Training Standards Commission and the North Carolina Sheriffs' Education and Training Standards Commission, held a joint planning retreat to recognize and deal with the issues facing the state's criminal justice system and police departments. Members of the three different commissions created groups to study such things as professional development, public policy, funding and recruitment and retention. The study teams developed and administered surveys to 205 officers with various sized departments in North Carolina. One of the findings of the study was that attrition in large agencies was 10.2% and in small agencies attrition was 18.2% (Yearwood, 2003). Also shown in this study was that entry level salaries were not a contributing factor to employee turnover, yet failure to increase officers' salaries within the first two years of employment was found to be a factor in officers leaving for other departments. Survey respondents identified their most successful retention technique as annual pay increases, regardless of performance (81.5%). Offering educational incentives, such as tuition reimbursement or granting leave time for school during normal work hours was the second most popular technique at 76.6% (p. 20).

In 2001, a COPS Office study was released that examined hiring and retention issues in police agencies. Most of the findings were based on results from a telephone survey with a nationally representative probability sample of 1,270 police agencies. Among the findings was that officers serve for fewer years in small agencies than in large agencies. Half of officers leaving large agencies but only a fifth of those leaving small agencies are retirees. In addition, two-thirds of departing officers in small agencies and about a third of those in large agencies leave after five or less years of service. Approximately half of officers leaving small departments and about a quarter of those leaving large departments go on to other law enforcement work (Koper, Maguire, Moore, &

Huffer, 2001). These findings indicate that departments should focus efforts on retaining young officers in their first several years of employment. These years seem to be the most critical and factors that occur during these years seem to have the greatest impact on whether officers decide to stay or go to another police department to work. Administrators must recognize when they have a retention issue and take steps to address the problem.

In 2006, a best practices guideline on recruitment and retention was released by the California Commission on Peace Officer Standards and Training Council (POST). The Council studied strategies to improve recruitment and retention in the state because of the high cost associated with turnover and the negative effect on public safety. One of the findings was that officers were vulnerable to leaving an agency early in their careers. In fact, 22.4% of officers in the state had worked for more than one police department and 25% of officers who changed departments did so within the first eighteen months of service and 50% who changed jobs did so in around four years of service (POST, 2006). At the completion of the study, the Council released some best practices related to recruitment and retention of qualified police officers. Some of the retention practices that were recommended were: 1) creating worker friendly policies, 2) improving supervision and management, 3) improving organizational communication, and 4) develop or update the agency's strategic plan (p. 173-208).

University police departments:

While many of the reasons that an employee leaves a job are universal across occupations and employers, university police officers experience some issues that are unique to their work environment. The FBI's Uniform Crime Report lists 625 public campuses that employ full-time police officers throughout the United States. Armed patrol officers with full arrest powers were

used at nearly 9 out of 10 agencies that employed sworn officers. The majority of these police departments are smaller departments with less than 50 police officers. Out of the 625 police departments who report for the UCR, only forty agencies employed at least fifty full-time police officers (UCR, 2007). In Wisconsin there are twenty six campuses that make up the University of Wisconsin System of campuses. Thirteen of these campuses are 4-year campuses and the other thirteen are 2-year college campuses. The 2-year campuses do not employ full-time sworn police officers. All of the thirteen 4-year campuses employ sworn armed university police officers. Some of the campuses also supplement with unarmed security officers who perform tasks that do not require a sworn police officer to be performed. Out of the thirteen campuses, Madison is the only campus to employ more than fifty full-time officers, with 65 reported on their August 2010 job description for a vacant officer position (Schicker, 2010).

University police officers typically must complete the same minimum amount of training and education as other police officers in their respective states. In Wisconsin, the Training and Standards Bureau sets the minimum standards for being a police officer. Their authority to set the law enforcement standards is granted in Wisconsin State Statute 165.85. Currently in Wisconsin, police officer candidates must complete a 520 hour basic training academy in addition to possessing an associate degree from a Wisconsin technical college or its equivalent from another state or have earned 60 fully-accredited college level credits. Once hired by an agency, police officers typically undergo a field training process of varying length and they must attend 24 hours of in-service training each year to maintain their certification (WILENET, 2010). According to the Bureau of Justice Statistics (2008), 30% of all campus law enforcement agencies had some type of college education requirement for new officers.

In addition to having the same requirements to become a police officer, university officers in Wisconsin are generally equipped the same as municipal officers and respond to the same types of calls as municipal officers. The BJS reported that nearly 9 in 10 campus agencies with sworn officers were equipped with firearms, pepper spray, and batons (BJS, 2008). The BJS also reported that about 1 in 5 sworn officers were authorized to carry hand-held conducted energy devices such as Tasers. While campus officers respond to the same types of calls as municipal officers, the frequency to which they respond to these calls is often times less. This is true for violent crime and property crime. In 2004 campus agencies received reports of 62 violent crimes per 100,000 students. This is compared to the overall U.S. violent crime rate of 466 per 100,000 residents. In the same year, campus agencies received reports of 1,625 property crimes per 100,000 students compared to 3,517 per 100,000 residents nationwide (BJS, 2008).

Universities can be viewed as small villages or cities with their own central government typically with a Chancellor or President at the top. However, there are some differences in how they govern. Municipalities provide government services with law enforcement among the top of the list. There is no dispute at the municipal level that law enforcement is necessary and vital to the goals of a safe and secure community. However, unlike municipalities, universities are created with a central goal of providing higher education and law enforcement is not generally at the top of the list for important functions on college campuses (Heinz, 2003). In recent years, this has begun to change and more campus resources are being diverted towards safety on campus and quick responses to emergency situations following the tragic campus shootings at Virginia Tech in 2007 and the Northern Illinois University in 2008.

When the goals of the university and the university police clash, the campus administration will decide what is in the best interest of the university. Ultimately, the university

Chief or Director will report to the Chancellor or President of the university either directly or through a chain of command. These individuals tend to have an academic background, with limited or no law enforcement knowledge. Their goal is to keep enrollment up and to provide a top notch education with top notch faculty and staff. The goal of the police is to provide a safe and secure campus.

University police, because of their position on the hierarchy of institutional goals, have historically come up short on resources and personnel. The values of the higher education culture can also create difficulties for the university officer. The higher education culture is liberal, theoretical, permissive, decentralized, and normally officials take time to consider all facets of an issue before coming to a decision or deciding on issues through the use of committees. These values often conflict with law enforcement work, which is often conservative, non-permissive, authoritarian, paramilitary, pragmatic, and requires quick decision making (Heinz, 2003). In addition, some proactive officers become frustrated and disillusioned with either restrictions placed on their enforcement activity, simply low activity levels on campus, or the monotonous service type calls that dominate a normal shift. These officers may leave for municipal departments with higher activity levels, more enforcement possibilities, and greater promotion and specialty assignment possibilities. In addition, most people do not join campus departments because they are seeking campus policing as a career. Instead, they view it as a stepping stone to another police agency (Pearson, 2003). The campuses lose out as they have invested the time and money on recruitment and training only to lose this investment to neighboring cities and counties. The strength a department enjoys when they have experienced staff is diminished when experienced officers leave and can't easily be replaced. The cost for a department to recruit, select, outfit, and train a new employee can have severe negative effects to

a department's budget. The rule of thumb according to Orrick (2008) for estimating the cost of losing a qualified employee ranges from one to five times the employee's total salary (p. 149).

High turnover rates make it difficult for faculty, staff, and students to get to know their police officers and for the police officers to get to know the campus community members. This is compounded by the fact that universities are made up of transient populations. The majority of students on most campuses are commuters, who have no real emotional, financial (other than tuition), or time-related investment in their community, which in this case is their campus. As of 2004, private campuses had 32% of their students living on campus and public colleges had 21% of their students living on campus (BJS, 2008). The remainder of students drive to school, attend classes, and go home. Some may be involved in extra-curricular activities or sports, but certainly not the largest portion of any student body. Even the residence life students, who reside in on-campus housing, may only do so for one or two years and then move into apartments with friends, fraternity houses, or the like, in their cities off-campus. The transient nature of this population makes it difficult for the police to build up relationships and trust. The police have a difficult time getting involvement from the commuters and if they manage to get involvement and support from housing students, these students move out after one or two years and the police must start all over again with new students. This can be frustrating for university police officers.

Salaries:

Where university police departments lose out to municipal departments, particularly in Wisconsin, is the ability for automatic pay progression with a compressed pay grid. Starting salaries for entry-level university police officers (\$31,200) were 6% lower on average than for local police (\$32,900) in similar size agencies (BJS, 2008). In Wisconsin, university police

officers who work for UW-System schools have a higher starting salary than the national average at just over \$41,000 as of June, 2009 (WLEA Contract, 2008). However, these same police officers have no mechanism in place for receiving raises beyond contract negotiations that happen every two years to coincide with the state budget as these officers are state employees. As a result, in lean budget years these employees may receive no raise over the course of 2 years if this is what was offered to all other state employees. Even though these officers are placed into familiar pay grids based on years of seniority much the same as municipal officers, the pay grids are only valid for the two years being negotiated. Currently, the pay grid for UW-System police officers takes a starting officer 17 years to reach top pay. When the state offers a 0% raise over the two years of the contract, these university officers receive no raise even though their contract books would show an officer with two additional years of seniority making as much as \$1.50 more per hour (WLEA Contract, 2008). Currently, UW-System police officers have not settled the 2009-2011 contract and officers are working under extended contract terms that scheduled to expire in June 2009. Should the State of Wisconsin continue the recent trend and offering no raise during the biennium, at the end of June 2011, university police officers will be required to work 19 years to reach top pay and have their salary continue to remain frozen. This stretching of the pay grid continues to move the university police officers farther and farther out of the mainstream for other sworn police officers in the state move through their pay structures.

It is hard for younger officers to work for four or five years and still be as much as \$7 an hour behind top patrol officer pay when their counterparts at neighboring police department are reaching top pay in the same time frame (WLEA Contract, 2009). These officers are performing the same job duties as senior co-workers working side by side with them for drastically lower pay. This is detrimental to morale and must be addressed in order to attract and retain the best

and brightest new officers to work for their respective departments. According to Orrick (2008), as a rule of thumb, officers who are under thirty-five years of age place a greater emphasis on salary and officers over 35 years of age place a greater emphasis on benefits. To compound matters, Wisconsin state officials also implemented 8 mandatory furlough days for each year of the 2009-2011 contract which includes university police officers. Not only do these officers receive no raise, the mandatory furlough days amount to just over a 3% reduction in pay during these two years.

Municipal police departments typically have guaranteed pay grids that are more compressed than the university pay grid described above. Most municipal officers also receive regular raises regardless of budget difficulties. While officers at the top of the municipal grid may receive little or no raise depending on funding, the officers moving through the grid continue their movement. This is in stark contrast to the university or state model in Wisconsin. For example, The Racine Police Department in Wisconsin starts new officers out at almost \$52,000 per year. In addition to being much higher than the university officer starting pay described above, Racine officers receive a raise every six months and achieve top pay of over \$63,000 in only 2 years (RPD Contract, 2009). It is possible for a university officer described above to toil away at entry level pay for three or four years if the state offers no raises while they watch municipal officers from neighboring jurisdictions reach top pay and make more than \$20,000 per year more in the same time frame. In the city of Milwaukee, police officers are hired at an annual rate of pay at just over \$47,000 per year. These officers receive guaranteed annual increases each year and at five years they reach a top pay of \$63,404 (MPD Contract, 2009). It is easy to see from examining wages alone why some universities lose their officers to municipal departments. According to Susan Riseling, Director of Police & Security and an

Associate Vice Chancellor at the University of Wisconsin at Madison the most significant factor in retaining officers is increasing pay and benefits (Van Der Werf, 2007).

Arbitration:

What allows municipal police departments in Wisconsin to offer such a different salary approach to university departments is found in state statute. Municipal police officers have their working conditions governed by the Municipal Employment Relations Act (MERA) while state university police officers have their working conditions governed by the State Employment Labor Relations Act (SELRA). MERA provides different impasse resolution processes depending on the type of bargaining unit and in some cases the population of the municipal employer involved. SELRA provides a non-binding, non-compellable fact finding process for contract negotiation impasse resolution (WERC, 2010). Wisconsin State Statute 111.77 describes the settlement of disputes in collective bargaining units composed of municipal law enforcement officers and fire fighters. 111.77(3) reads in part:

Where the parties have no procedures for disposition of a dispute and an impasse has been reached, either party may petition the commission to initiate compulsory, final and binding arbitration of the dispute (WI State Statutes, 2010).

This section alone represents the major difference between how state university police officers and municipal police officers handle salary inequities. University officers in Wisconsin have no mechanism in Statute to appeal to for binding arbitration when they feel they have been given an unfair wage offer such as zero percent for two years. Municipal officers have the right to appeal to binding arbitration. In arbitration, an impartial arbitrator will decide what is a fair offer between what the municipality is offering and what the municipal officers are requesting.

One factor that arbitrators will examine is comparable communities to see what those communities are offering their police officers for wages and benefits (WERC, 2010). For example, if Racine offered their officers a zero percent raise over two years and the officers asked for a four percent raise each year for two years the case may be appealed to arbitration by either party. The arbitrator will look at comparable communities which might include the neighboring city of Kenosha. If Kenosha was offering their officers a two percent raise each year the arbitrator may very well split the difference between both parties and rule that the City of Racine must pay its police officers a two percent raise each year for two years. Under the same scenario, UW-System police officers would simply get the zero percent raise and have no recourse.

Labor contracts and benefits:

While university police officers tend to receive lower salaries than their municipal counterparts, a review of several labor contracts has shown that often university officers receive comparable or more desirable benefits. University police officers who work at University of Wisconsin campuses enjoy the same retirement pension benefits as the majority of municipal police officers in the state. These pension benefits are governed by the Wisconsin Retirement System (WRS). Employees have the option of a money purchase benefit upon retirement or a formula option. The more popular formula option allows police officers who are at least 53 years of age with 25 years of service to retire at a maximum of 65% of their annual earnings based on an average of their three highest earning years (ETF, 2010). Employees receive these pension benefits for life. While this pension benefit certainly separates the public colleges from the private colleges in retirement benefits it isn't necessarily one of the main driving forces that keep officers with a particular campus since the benefit is portable and travels with an officer if

they choose to go to another UW campus or most of the municipal police departments in the state. Milwaukee employees have their own independent pension system for county and city police officers. However, if the pension benefit wasn't an option for Wisconsin university officers, or if officers were required to work until 65 years of age like general employees and teachers in the state it certainly would hinder campus agencies from retaining officers.

In addition to pension benefits that mirror municipal officers in Wisconsin, UW police officers also receive a generous sick leave program that allows officers to bank 5.0 hours of sick leave each pay period or 130 hours annually. This sick leave bank continues to accrue until an employee retires. At the time of retirement, officers with 26 years of service will have up to 2080 hours of their sick leave bank matched by the employer. A police employee with 3,000 hours of sick leave at retirement with 26 years of service would have 5,080 hours of sick leave credits. These credits are then converted into a lump sum of money that can only be used to purchase health insurance during retirement. A current UW officer in the above scenario with 5,080 hours of sick leave who retired at current top pay (\$28.955 per hour) would establish a health insurance bank of \$147,091.40 (WLEA Contract, 2009).

City of Racine police officers accumulate sick leave at a rate of one day per month or twelve days annually. Racine officers may bank up to 150 sick days into a primary sick leave bank and additional sick leave into a reserve bank. Upon retirement, death, or disability they may cash in up to 140 hours of sick leave for cash. At the current top pay for patrol officers (\$30.52 per hour), an employee would receive a check for \$34,182.40 upon separation for 140 hours of accumulated sick leave (RPD Contract, 2009).

Some municipal police departments also offer attendance incentive programs. Racine police officers receive 8 hours of casual time off for every 3 months of work with perfect attendance (RPD Contract, 2009). Kenosha police officers receive \$125 for every 4 months of work with perfect attendance (KPD Contract, 2009). Milwaukee police officers receive 8 hours of pay or leave for every 4 months of work with perfect attendance (MPD Contract, 2009). UW police officers receive no benefit for perfect attendance.

Ironically, at least in Wisconsin, municipal police departments are more inclined to reward advanced education than university police departments. UW police officers receive no additional pay add-on for furthering their education beyond the minimum of 60 college credits or an associate's degree needed for the position. Milwaukee police officers are paid \$770 annual for possessing a baccalaureate degree (MPD Contract, 2009). Kenosha police officers receive \$50 per month add-on in pay for a baccalaureate degree (KPD Contract, 2009). Dane County Sheriff's deputies in Wisconsin earn up to 18% over base pay for possessing a baccalaureate degree (County of Dane, Wisconsin website, 2010).

UW police officers are eligible to receive reimbursement of 75% of tuition for career related education classes. This is limited to 6 credits per semester and 3 credits in the summer and is limited to the per credit rate in effect at UW-Madison at the time the reimbursement request is made (WLEA Contract, 2009). Marquette Public Safety officers in Wisconsin receive 100% tuition remission at a rate of 7 credits each semester and 8 credits in the summer towards their undergraduate and graduate degrees. In addition to public safety officers at Marquette receiving free tuition, their spouses and dependents also receive free tuition. Spouses receive free tuition on the same part-time basis described above and dependents are able to attend full time tuition free (Marquette website, 2010). It should be noted that according to UW-Madison's

website, tuition costs and fees for the 2010-2011 academic year are \$9,050 plus \$8,490 for room and board for those who reside on campus for a total of \$17,540 per year. According to Marquette's website, tuition costs and fees for 2010-2011 academic year are \$30,462 plus \$10,060 for room and board for those who reside on campus for a total of \$40,522 per year. Even though Marquette public safety officers are not state certified police officers this type of tuition remission program could certainly lure and keep public safety officers who may have otherwise used the department as a stepping stone into law enforcement and move on after a short time with the department. UW police officers actually have a clause in their contract (10/11/8) that allow chancellors to exceed the 75% tuition reimbursement level (WLEA Contract, 2009). To date, no UW chancellor has exceeded this minimum standard for reimbursement. There is no opportunity currently for spouses or dependents of UW police officers to receive any type of tuition remission or reimbursement. In order to remain competitive with private colleges, University of Wisconsin System may want to explore the benefits of a full tuition remission policy and include family members as a means of retaining employees.

Favorable Work Schedules:

Unlike the majority of other occupations, police officers work all hours of the day and on weekends and holidays. New police officers are typically placed on the most undesirable shifts and are most likely to be forced on overtime and working holidays. Missing family events such as holidays, vacations, and birthdays can be a source of stress for police officers. In smaller police departments and university police departments, police officers may find themselves stuck on an unfavorable work shift for many years because with fewer officers there may be less opportunity to change shifts which is typically governed by seniority. These officers find

themselves sleeping during the day when most people are awake or they stay awake in order to see their family and attend family events only to go into work without proper sleep and they may not be as efficient or alert as a result. A lack of proper sleep may cause poor performance which could lead to stress and unhappiness in the workplace as co-workers and supervision expect employees who are alert and responsive during their shifts.

One way for police administrators to manage officer fatigue and improve morale would be to examine compressed work schedules. The Police Foundation conducted a nationwide random phone survey of police agencies in 2005 to assess the impact of various shift schedules on safety, health, performance, and quality of life. The study showed that the most prevalent shift in police agencies continued to be the traditional 8-hour shift at 40.1% of police agencies (Amendola, Hamilton, & Wyckoff, 2006). Non-traditional shifts such as twelve hour shifts were found to be most prevalent in smaller police agencies. The survey showed that 28.5% of smaller agencies worked twelve hour shifts, while 19.5% of mid-sized departments and 15% of large departments worked twelve hour shifts. Ten hour shifts work well for departments that wish to overlap a shift during peak call periods that allow for more officers to be on duty during these peak times. Compressing work schedules allows for police officers to have more days off for family activities, recreation, and recuperation. In addition, compressing work schedules into fewer longer shifts gives employees fewer days in which they need to commute to the worksite which could attract and retain officers who desire these favorable work shifts (Villa, Morrison, & Kenney, 2002).

Police officers working 10-hour shifts work 52 fewer days a year than police officers working traditional 8-hour shifts. Those working 12-hour shifts typically work 78 fewer days than police officers working traditional 8-hour shifts. This additional time away from work for

recreation and family time could be one of the main deciding factors in police officers deciding to work for one department over another and to stay with a particular department. University police departments also have the added benefit of often times having low activity levels in the summer, on holidays, and for some colleges, even low activity levels on weekends. This is particularly true for colleges where a majority of the student body is commuters. This allows police administrators at these campuses to adjust their work rotations around their peak activity levels and give their officers more weekends and holidays off in addition to more days off per year. This can create even more quality family time when the police officers' spouse also has off and children are off from school. In large cities and other municipal departments, the opposite is true. These municipal police department see some of their busiest activity levels on holidays and weekends and as such officers at these agencies are forced to work more holidays and weekends.

The Lincoln Nebraska Police Department experimented by placing 37 police officers and supervisors in one geographical area of the city on 12-hour shifts for a year while the rest of the department remained on 8-hour shifts. At the end of the year the officers were surveyed. The following are some of the results as reported by Sundermeier (2008):

- 84% felt their work schedules had improved
- 100% wanted to continue working the 12-hour shifts
- Positive changes had been noticed by the families of 77% of the officers
- Officers reported being more rested and ready to return to work after days off
- Job satisfaction and morale were extremely high with this group
- 2 of the 37 officers were actively looking for a career change before the schedule change
- There was no negative fiscal impact and a trend towards less sick leave use was reported

12-hour shifts may not be the right solution for all police departments and there are concerns such as court appearances, calls coming in towards the end of a shift that extend the 12-hour shift, and general fatigue working 12-hour days that must be considered. Police administrators must evaluate their employees and would benefit from seeking input from their police officers prior to implementation so that they can address as many concerns as possible and gain valuable buy-in from the officers. A few disgruntled officers may be enough to jeopardize the success of a schedule switch.

Promotional Opportunities:

Police officers often list the lack of promotional opportunities or the ability to grow and move up as a reason for leaving a department. Large police departments are able to lure police officers from smaller departments and university police departments by offering greater opportunities for promotions. Police officers need to be challenged and provided with opportunities for personal growth and promotion in order to remain satisfied and motivated to continue working for an agency (McKeever & Kranda, 2000). While small police departments and university police departments may not be able to offer the same level of promotional opportunities as larger police departments, there are alternatives these smaller departments can employ. Smaller police departments are able to create innovative positions using line officers where larger departments may use first line supervisors. Some of these positions may include firearms instructor, emergency vehicle instructor, defense and arrest tactics instructor, fleet manager, recruiter, court officer, evidence technician and custodian, and information technology officer.

In smaller police departments, police officers usually have direct access to the chief and the chief is aware of the strengths and weaknesses of his/her officers. This direct knowledge of skill level allows the chief to place officers in positions which will allow them to succeed and flourish while improving employee morale and dedication to the department. Rather than relying on contracting out with larger neighboring police departments for training, smaller departments and university departments are able to train in-house and build the skill level of their own employees. These same employees may go on to become instructors themselves at local police academies, technical colleges, and for regional police in-service training, allowing them to earn additional money as a part-time job. These part-time jobs could offer future employment opportunities upon retirement from their full-time jobs. University police officers in Wisconsin may reach full retirement age at 53 (50 for early retirement) with 25 years of credible service (ETF, 2010). At this age employees may wish to retire from their full-time positions and begin collecting their pension but may still want to work part-time. Having gained a specialized skill or certification while working in a small police department or university police department allows these employees to market themselves and continue to work well into retirement in a specific area of law enforcement that they excel at and are passionate about.

Employee Recognition:

Recognizing employees who are doing a good job can be an important part of any retention program. McKeever and Kranda (2000) advise that appreciation and recognition are consistently reported by workers as something they value more than a salary increase. In small police departments and most university police departments, officers have direct access to the chief. It is important for the chief to create a positive place to work at where employees will have a hard time wanting to leave. Many university police departments while relatively small in

size find themselves as part of a larger bureaucracy and working conditions are governed by either campus wide policies or in some cases statewide policies and union contracts. These policies can sometimes limit an administrator's ability to reward certain behavior or actions as they would like. Administrators in these situations will need to be innovative in their recognition programs. They might not be able to offer additional official leave time for perfect attendance as is the case with several of the municipal police departments mentioned earlier due to contractual and state or campus limitations regarding uniform benefits. However, university police administrators may be able to offer small tokens of appreciation such as a gift certificate for lunch or dinner or take the person to lunch. The employee should also be congratulated personally by the chief and provided with a written acknowledgement of their achievement that other staff members are made aware of. If citizens wrote a letter complimenting an officer or the department the letter should be shared with the staff and posted. These are the dedicated employees that agencies do not want to lose and it is important to recognize them for their efforts and let them know that their extra efforts have not gone unnoticed. Gathering together to have a meal or watch a sporting event like the Super Bowl may help to build camaraderie. Having a cookout or pizza party to celebrate birthdays may be another way of showing appreciation and attempting to establish a family atmosphere within the department. Administrators must be careful though if they decide to celebrate events such as birthdays that they do it for all staff members or those left out could feel disenchanting and that the department uses favoritism to reward only certain employees and not others. Heathfield (2010) views employee recognition as an important form of communication that reinforces and rewards behaviors and positive outcomes that people create for your agency. Heathfield goes on to stress that to be effective,

recognition programs must be simple for employees to understand, immediate, and powerfully reinforcing.

Many police departments, especially large police departments, have annual or semi-annual traditional awards ceremonies. These ceremonies can be a great mechanism for recognizing superior achievements and in some cases citations for bravery or life saving measures. Smaller police departments or university police departments may have a more difficult time putting together such ceremonies. There may just not have been any cases or events during the previous six months or year that stand out and administrators must be careful not give out awards that are not earned by some standard or they will lose value. Jacobson (2008) cautioned against rewarding work that occurred many months in the past as this can create a weak link between the reward and the accomplishment and create a view that the reward was just for doing a good job. University police administrators may be better served by having smaller events on a case by case basis as the recognition is earned.

The establishment of a formal awards policy that lists criteria for recognition is important so that the requirements are transparent to all and there is no sense of favoritism in handing out awards. It may be helpful to have an awards committee made up of officers and civilian members of the department to review and approve suggestions for awards and citations. Any performance or achievement above and beyond what is normal should entitle that officer to receive an award letter (Orrick, 2008). This may include a letter of commendation, recognition, or achievement depending on the circumstance. Award ribbons, medals, and plaques should be reserved for serious incidences or life saving events in order to maintain the merit of the program. If all officers on the department had a uniform full of ribbons that resembled a high

ranking military officer and they were unable to identify a specific incident which warranted the award, then the program may begin to lose credibility both inside and outside the department.

Mentoring:

The implementation of a formal mentoring program can help university police departments retain valued employees. How a police officer is transitioned into an agency can have considerable influence on their opinion of the agency, their performance level, and whether or not they ultimately decide to stay with the agency (McKeever & Kranda, 2000). Starting a new job is a stressful experience and if a department can utilize low-cost methods to improve success rates for new officers this would seem to be a wise investment in their new employee. A mentoring program can anchor new officers to their department during their formative periods and show that they are valued as individuals.

Mentoring can also positively affect the retention of seasoned officers who can gain satisfaction in pride in knowing they helped someone else succeed. Often, people become mentors because they experienced the benefits of a mentoring program when they started and it helped them to stay with the department. Others may choose to become mentors because they didn't have a mentor to help them and really would have liked one and know what a difference it makes (Sprafka & Kranda, 2008). Seasoned veteran officers help set the tone for a department and having them on board with a mentoring program with help ensure the success of the program. This is similar to field training officers in a department except that the mentor does not evaluate work performance, but rather is a resource for information and guidance as the new officers adjust to the job.

Small police departments and university police departments can take advantage of the fact that most line employees have direct interaction with their chief which is not always the case with larger police departments. The chief in these departments should have a close enough relationship to be able to identify strengths and weaknesses of his/her officers and then help to develop the careers of these officers. McKeever and Kranda (2000) suggest that when a chief focuses on developing the career of his/her officers by giving them the tools and ability to expand their skill set this will result in loyal workers with high self esteem. At the Knoxville Police Department in Iowa the chief serves as a mentor to his small department of 18 police officers. The chief concentrates on goal setting and career development and reports that he has seen reduced employee turnover and increased employee loyalty since he started to embrace this concept (Sprafka & Kranda, 2008). Chiefs in small police departments must be able to look to the future and who might lead the department in their absence or when they move on. McKeever and Kranda (2000) believe that effective leaders will see their present position as temporary and it is their responsibility to develop a successor without causing disorder in the department.

Employee Buy-In:

Campus police officers need to understand the values, mission, and vision of their department if they are going to effectively represent the department and have satisfaction at their job. The staff has a need to know what the department is about and where it is heading if they are to be able to make an informed decision about whether or not they want to continue working there. Organizations tend to fail because they allow too much complacency, lack powerful guiding coalitions, do not effectively communicate the vision, and they allow obstacles to get in

the way of the vision (Meese & Ortmeier, 2004). Police officers do not want to work at fledgling departments with no sense of direction or shared beliefs.

University police administrators would benefit by allowing their police officers to help create an updated vision or mission statement for their department. Many departments have a vision or mission statements but often times the officers do not know what they are if asked and they are not committed to it because they were not involved in developing it. A buy-in resides with those who create the vision and with them alone. The vision statement should be able to articulate the fundamental reason for the department's existence (Whisenand & Ferguson, 2005). A long complicated statement will be hard for employees to remember and grasp. Generally a university police department will value upholding the law and protecting the citizens while helping to foster a high quality learning environment. The mission of the University of Wisconsin-Milwaukee Police Department is to provide a safe and secure environment in which to learn, live, and work (UWM Police website, 2010). The University of Wisconsin Stout Police Department has an even shorter mission statement which is to serve and protect UW-Stout's unique and diverse community" (UW-Stout police website, 2010). These statements make up the backbone of the departments and what they stand for. They are direct and short enough that officers should be able to remember and follow them.

Hiring the officer who is the best fit for the agency:

One of the most important factors for university police departments to consider regarding retaining police officers is to make sure they hire someone who is a proper fit for the agency. No matter what steps they take to make the department a place where employees will want to work, if the officer is not a proper fit and does not share the values and mission of a university police

department they will be short time employees who drain organization of time and resources only to leave. When screening and interviewing perspective candidates, university administrators should clearly explain the job description and makeup of the department. The candidate deserves to know what shift they will most likely end up working, what types of duties they will be performing, and whether or not they will be working under the direction of a first-line supervisor. In many cases, especially in small university police departments, police officers may find themselves working without direct supervision.

While there are many similarities between police departments, there are distinct differences between each community's expectations and how their agencies provide services (Orrick, 2008). While one officer may work out great at municipal department, they may struggle at a university police department and vice versa. At a university police department officers may be asked to walk part of their shift on foot patrol and to develop and present training programs in classrooms and residence halls on topics such as dating violence, sexual assault, alcohol and drugs, and active shooters. If the perspective officer is more concerned about making traffic stops and hoping for routine high activity levels during their shift they may become disillusioned and look for a quick exit from the agency.

University police departments must attempt to screen out candidates who are not a proper fit for their agency and actively recruit and pursue those who are a proper fit. Interview questions should be structured to help weed out those who may not fit with the agency or be capable of sharing their values. University agencies may also work with a psychologist and advise them what types of traits they are looking for to be a proper fit for their agency. The psychologist can then test for these traits and attempt to find a police officer who will be a good fit. While not necessarily a requirement for success and longevity with the department,

university police departments may find that candidates with a college education are better able to relate to the college experience and adjust easier to the work environment. Studies have also found that college educated police officers are less likely to be cynical or use excessive force (Orrick, 2008).

Community Policing:

In some respects, campus police departments have been performing community policing measures before they were even identified as such. Due to the geography of their patrol areas, campus officers often patrol large portions of their work shifts on foot or bicycle. In addition to having the advantage of saving the department and university money on transportation costs, these patrol methods establishes presence and rapport with the community members. This presence not only deters crime and reassures the community, but also allows the police to become aware of campus community concerns, observe criminal activities, and respond quickly to them (Petty, 2005).

As of 2004, about two-thirds (69%) of campus law enforcement agencies had incorporated community policing into their campus policy. About half had upgraded technology to support community policing efforts (51%) and collaborated with citizen groups, using their feedback to support community policing strategies (47%) (BJS, 2008). Collaboration with student, faculty, and staff groups is essential to a successful program. Each have their own interests and set of ideas, but deep down, all want a safe and secure campus. According to the BJS 2004 report, more than 80% of campus agencies met regularly with faculty, staff, and student groups.

Implementing a community policing program is not a short term fix, but rather a long term investment that could take years to see results. This can discourage staff and administrators who tend to look for the quick fix. Police are accustomed to and often committed to a traditional view of policing, which is focused on tangible results and crime fighting. Without a buy-in and commitment from the staff and community, a community policing program will not be successful (Cavanagh, 2004). In order to be successful, a community policing program on a college campus must have buy-in from the staff and community. The police administrator must sell the benefits of such a program to these individuals and groups. Inside the police department, the administrator must be willing to decentralize and empower his or her employees at the line level to make decisions that will be beneficial to the agency. By sharing power with the employees, the administrator places trust in the employee that are on the front lines and can offer rapid solutions to situations on the spot without going through channels. When the employee is the one who comes up with the solution to the problem, that employee is vested in the successful outcome and he or she takes pride in the fact that they can make a difference (Whisenand & Ferguson, 2005). This buy-in can then become contagious as other officers follow suit and want to be part of the team and have their name associated with a positive outcome that they helped create.

University police departments and other small police departments may find it easier than large police department to switch from an authoritarian top down management style to a decentralized management style of a community policy model. University police departments should emphasize the management style of the department when recruiting perspective officers. Policies and programs that were born out of line officers' ideas should be brought to light during the hiring process so perspective officers understand that the department values individual officer

input and they will not just be another number working for a large agency. This sense of empowerment may help attract and retain police officers to university police department who may not have otherwise considered a long term career in university policing.

Policy Decisions:

Building on the community policing philosophy mentioned above, university police departments can improve officer morale or esprit de corps by allowing line officers the ability to collaborate on department policies and procedures. While some input will not carry forward into the final policy, inevitably some will and just to have the opportunity to help shape the operations of the department allows individual officers to have their views heard and examined and to feel valuable to the agency. Unnecessary administrative policies or interference is frequently listed as one of the greatest causes of stress and discontent inside a police department (Orrick, 2008). While larger police department might have a more difficult time seeking officer input on policies, smaller police departments and university police departments should embrace this and emphasize this difference with larger departments when recruiting for new officers.

Tuition Reimbursement:

University police departments should work with their university administrators on a tuition reimbursement program or full remission program such as the one mentioned earlier at Marquette University in Milwaukee, Wisconsin. One would think working for a college campus this would only make sense. The campus administration should value an educated work force. There is very little cost associated with allowing employees of a university to take classes where they work. With the increase in on-line offerings, many of these university police employees could take classes on their own time and at their own pace on-line and not impact facility usage

or parking. A full tuition remission policy could draw police officers to work and remain at a university department who might not have otherwise considered this venue.

All University of Wisconsin (UW) System campuses are part of the same bureaucracy. As long as a current UW employee attends a UW school, the tuition could be held in abeyance until the completion of the class. If the employee successfully completes the class, the employee would only be responsible for books and fees. With the on-going budget cuts to UW System in the state budget, this type of program could offer a benefit that most municipal employers would not be able to offer and it provides incentive for the employees to remain with the university. The employee is able to further their education without needing to stress over how to pay for it and the employer gains an educated work force.

Innovative Patrol Methods:

University police departments should consider alternatives to vehicular patrols and foot patrols as a way to improve officer morale and to improve patrol coverage on campus. Bicycle patrols have become popular as a supplement to vehicle patrols on numerous police departments, including university police departments. This form of patrol also allows officers to get valuable exercise during their shifts. Exercise has been shown to decrease stress hormones and increase endorphins which can improve an employee's overall mood (Scott, 2008). In addition to Bicycle patrols, university police departments may also consider other forms of patrol such as motorcycles, Segways, ATV's, and even electric powered vehicles. These innovative patrol options may not be possible for many municipal police departments but could be very useful on university campuses. Giving officers additional options beyond a squad car and foot patrol will benefit the department by increasing patrol coverage and improve the morale of officers.

In summary, there are many strategies and policies that university police administrators can implement to help reduce officer turnover within their departments. Some items such as starting salary, benefits, and contractual shortcomings such as a lack of binding arbitration may be difficult for these university administrators to control. Other initiatives to reduce turnover are easier to initiate and often have little budgetary impact. Some of these initiatives include: 1) implementing a compressed worker friendly schedule, 2) allowing for promotional opportunities or specialized assignments, 3) implement an employee recognition system, 4) implement a mentoring program for new officers, 5) implement a community policing philosophy within the department, 6) allow for employee empowerment and policy input, 7) initiate innovative patrol methods, and 8) implement hiring practices that locate officers who are the best fit for the agency. If university administrators embrace some of these strategies they may be able to reduce turnover within their agencies and succeed in creating a work environment that promotes satisfaction, motivation, and loyalty. In doing so, campus administrators may find employees who choose to work their entire career with their department.

SECTION III: THEORETICAL FRAMEWORK

There are numerous sociological theories that can be applied to worker motivation and why employees do what they do. This study examined three of these theories and how they help to explain what motivates employees and why some employees choose to leave certain jobs. The three theories that were examined are Maslow's Hierarchy of Needs Theory, Herzberg's Motivation-Hygiene Theory, and Vroom's Expectancy Theory.

Maslow's Hierarchy of Needs Theory:

Abraham Maslow arranged individual motivational factors according to a hierarchy of needs. Maslow identified five types of employee needs and separated them into higher and lower level needs. Physiological needs include food, water, shelter, and clothing and they make up the bottom of the hierarchy. Security needs identify the desire for stability, safety, health, and the absence of threats or pain. The next need on the hierarchy moving up in importance is affiliation. This includes the desire for social interaction, friendship, affection, and love. When affiliation needs are not met, dissatisfaction may lead to decreased productivity, absenteeism, stress, and psychological problems (Meese & Ortmeier, 2004). Esteem needs are next and include the need to for self respect and to receive recognition and appreciation. Self – actualization needs are at the top of Maslow's hierarchy and are achieved when a person realizes their full potential as a human being. Maslow's theory suggests that as each of the needs becomes substantially satisfied, the next need becomes dominant. Although no need is ever fully gratified, a substantially satisfied need no longer motivates an employee (Whisenand, 2001). As a police employee climbs the hierarchy of needs pyramid they must continue to satisfy their needs or they will look elsewhere for this satisfaction.

Herzberg's Motivation-Hygiene Theory:

Fredrick Herzberg developed a Motivation-Hygiene Theory that concluded that the opposite of satisfaction is not dissatisfaction. Removing dissatisfying characteristics from the job does not necessarily make the job a satisfying one. Herzberg listed 7 hygiene factors that help to prevent dissatisfaction. The hygiene factors will not lead to higher levels of motivation, but dissatisfaction will occur when they are not present. The seven hygiene factors are: 1) company's policies and administration, 2) quality of supervision, 3) working conditions, 4) interpersonal relationships, 5) salary, 6) status, and 7) job security. Herzberg listed six factors that lead to job satisfaction and a high level of motivation. The six factors are 1) personal growth and development, 2) achievement, 3) recognition, 4) work itself, 5) responsibility, and 6) advancement (Whisenand, 2001). Herzberg stated that the factors that lead to job satisfaction are separate and distinct from the factors that lead to job dissatisfaction. Employers must first address hygiene issues and then focus on motivation factors. When hygiene factors are high but motivation is low the workers will not have very many complaints but they will not be highly motivated. These employees will invest very little in the organization and simply collect their paycheck and go home. If hygiene factors are low and motivation is high workers will be motivated but have numerous complaints. In this situation, the worker may find the job exciting and interesting but their salary and working conditions are not acceptable. When there is low hygiene and low motivation, workers have a lot of complaints and they are unmotivated to do their job. When hygiene and motivation factors are addressed by police organizations and rank high, they result in a very motivated police force with few complaints. If police agencies strive for high levels of hygiene associated with high levels of motivation they can help to reduce their turnover.

Vroom's Expectancy Theory:

Expectancy Theory was originally conceived by Victor Vroom and assumes that employees, when given choices, select options that are perceived to provide the greatest rewards (Meese & Ortmeier, 2004). According to Vroom, for a police employee to be motivated to perform at a high level and remain with an agency, three conditions must be present. These conditions are valence, expectancy, and instrumentality. Valence is the value or importance that a worker attaches to various outcomes. In order for motivation to be high, the valence must be high. Expectancy is the employee's belief that a specific level of effort will result in a certain level of performance. Under expectancy an employee thinks that if they try hard it will lead to performance at a high level. Instrumentality is a person's belief that a specific level of performance will lead to a desired outcome. Whisenand (2001) applied Vroom's Expectancy Theory to come up with five suggestions for police supervisors to motivate employees. The first is to identify outcomes that have a high value for your staff and clearly communicate to the staff what must be done to receive the desired outcome. The second is for managers to have control over the outcomes and to give them or take them away as deserved. The third is to let the staff know that the desired outcomes depend on them performing at a high level. The fourth is for managers to encourage their staff to have high expectancies. The final suggestion is to occasionally survey the staff to assess beliefs about expectancies and instrumentalities and their valences for different outcomes (p.153).

Application of Theories:

Each of the three theories described above can be applied to several of the motivation and retention strategies mentioned earlier. When examining salary levels for university police

officers, Maslow's Theory can be applied as university officers climb Maslow's Hierarchy of Needs, they often times stop at the esteem level. The officers' esteem needs for self respect and recognition are not met when they lament at entry level pay for several years and realize there is no mechanism in place to receive regular raises. These officers see themselves performing the same level of work as other officers on the department and receiving much less in the way of wages to compensate them. Herzberg lists adequate salary as one of the seven hygiene factors that when not present will cause dissatisfaction with employees. Since Herzberg believes that hygiene factors must be addressed before motivation factors can be introduced, many university police departments may never be able to properly implement motivational and job satisfaction techniques because employees can't get past the low wages and lack of pay progression.

Applying Vroom's Expectancy Theory, one can see where university officers become disillusioned as they believe that putting forward a strong effort and working hard should result in adequate compensation. When this doesn't occur, the employees' expectations are not met and they become unhappy and unmotivated.

When examining work schedules, Maslow's Theory can be applied as university police officers strive for health and working rotating shifts, overtime shifts, and late night shifts can prove unhealthy for the officers. Administrators can try to allow their officers to achieve their necessary health by implementing a compressed work schedule giving officers increased time away from work to get refreshed and rejuvenated. In addition, the increased time away from work allows for more family time and time with friends and helps satisfy Maslow's social tier of interaction, friendship, affection, and love. Switching from standard eight hour shifts to ten hour shifts would give an employee an additional fifty two more days off per year. Twelve hour shifts could offer up to seventy eight additional days off compared to eight hour shifts.

When looking at promotional opportunities, all three theories mentioned above have application. At the top of Maslow's Hierarchy is self-actualization and in order for employees to realize self actualization they must be allowed to reach their full potential which includes promoting to a position with greater responsibility and recognition. Herzberg lists job status as one of the hygiene factors that must be addressed before employers can begin to tackle motivation and job satisfaction issues. If an employee has no mechanism for advancement or ability to change their status within the department it could create dissatisfaction. In university police departments that are small and where promotional opportunities are rare or nonexistent, managers still have the opportunity to advance an employee's career by sending them to specialized training. Employees can become trainers and teachers in various law enforcement disciplines which can satisfy their self-actualization needs and allow them to reach their full potential. Herzberg lists growth and development, achievement, recognition, responsibility, and advancement as the cornerstone of how employers can create high job satisfaction and motivation. All of these can be achieved if the department creates opportunities for promotions. Vroom would apply promotional opportunities as the calculated outcome for employees who put forth the necessary effort. When promotion opportunities do not exist or an employee is passed over, dissatisfaction may occur and the employee may look to leave the department to join another that offers promotional opportunities or where their efforts are rewarded.

When examining employee recognition, all three theories clearly have application. Maslow lists esteem just below self-actualization on his Hierarchy. To achieve esteem, employers must provide employees with self respect, recognition, and appreciation in order for employees to realize their needs and move on to realizing their full potential. The self esteem may come from verbal or written commendations or even awards or ribbons if the situation

merits. Herzberg lists achievement and recognition as two of his six motivational factors. Recognizing an employee for their achievements will result in an employee who is motivated and who strives for similar continued recognition. In applying Vroom's Theory on recognition, employers must be certain to identify outcomes (awards/recognition) that have a high value for your staff and clearly communicate to the staff what must be done to receive the desired outcome. Employers must have control over the outcomes and to give them or take them away as deserved. Finally, employers must let the staff know that the desired outcomes depend on them performing at a high level and to encourage their staff to have high expectancies (Whisenand (2001)).

In applying Maslow's Hierarchy of Needs, socialization is found in the middle of the hierarchy just above security needs and just below the need for esteem. Employees according to Maslow have the need for social interaction, friendship, affection, and love. When an employee is mentored, they are able to interact with an established employee within the organization and possibly establish a friendship during the mentoring process. This mentoring welcomes the new employee to the department and help to eliminate the feeling of being an outsider. Herzberg lists interpersonal relationships as one of the hygiene factors that must exist before employers can begin to look at job satisfaction and motivation. Without interpersonal relationships according to Herzberg, employees will be dissatisfied and may look elsewhere for employment.

Maslow's Theory and Herzberg's Theory both have application when examining employee buy-in and input into policy decisions. Maslow would view allowing employees to provide input into decision making and planning and generally allowing them to become involved in all aspects of the organization as meeting the self-actualization needs of the employee and allowing them to reach the top of the hierarchy of needs. Herzberg sees company

policy and administration as the first hygiene factor for employers to address. If employees are unhappy with policies and have no mechanism in place for voicing their concerns or unhappiness with certain policies they may look for another department whose policies more closely match their desired working conditions. University police departments, especially smaller departments may be better suited to allowing employee input due to their size and access to upper administration. Employees working for these smaller departments may find satisfaction in knowing their input can help make policy changes whereas if they were working in a larger department or municipal department they may have limited opportunities to change policy.

When examining a department's commitment to implement a community policing philosophy, all three theories have application. Maslow would view community policing policies as beneficial in helping employees achieve esteem and self-actualization. This occurs as employees are empowered to make decisions at the line level and interact with community members in an effort to better the community and reduce crime. Herzberg would view community policing efforts as aiding employees in controlling and improving their working conditions and achieving this necessary hygiene factor. Herzberg would also see that community policing efforts may lead to personal growth and development, responsibility, and achievement as employees work with community members and other co-workers to lower crime and increase the quality of life in the community. Vroom would surmise that officers who embrace community policing practices would expect that their efforts would help to lower crime rates and as a result increase officer satisfaction.

In summary, there are numerous sociological theories that can help explain employee satisfaction, motivation, and turnover. Maslow, Herzberg, and Vroom all put forth theories that have strong application in helping to determine why university police employees decide to leave

one department for another or university policing in favor of municipal policing. Often, no single theory alone explains an employee's decision leave. Rather, a combination of several theories better explains the decision to depart. Police administrators would be well served by examining the applications of the theories mentioned above and promulgating policies and practices that assist officers in achieving job satisfaction and motivation. Doing so should help to reduce turnover in their respective agencies.

Section IV: Summary, Recommendations and Conclusions

The turnover of university police officers continues to be a major concern for administrators on campuses across America. Often officers from smaller police departments are lost to larger departments who are able to offer higher salaries, better benefits, increased training opportunities and assignments, and a greater chance for upward mobility (Cyprian, 2009). University police departments tend to be smaller police departments who have a more difficult time compensating for the void left behind when officers depart. There are fewer officers to cover the shifts and burnout and community safety become a concern. In addition, these smaller departments are less able to absorb the costs associated with recruitment and training of a new replacement officer.

University police administrators also must contend with the issue that some police officers join university departments to start their careers but have no intention of remaining with their departments. Pearson (2003) found that most people do not join campus departments because they are seeking campus policing as a career. Instead, they view it as a stepping stone to another police agency. University police administrators must attempt to screen for officers who will be a proper fit for their agencies and who they think will be long term employees. This is normally accomplished through the interview process, background process, and a pre-employment psychological and trait assessment exam.

A review of the literature showed that 50% of officers who leave one police department for another do so within 4 years of initial employment (POST, 2006). While entry level pay wasn't shown to be a contributing factor, failing to receive regular increases during the first few years on the job was shown to be a contributing factor in officers departing for other police

departments (Yearwood, 2003). Salaries of University of Wisconsin System police officers were compared with some select municipal police agencies. UW police departments were found to have a competitive starting salary (over \$41,000), yet took 17 years to reach top pay (WLEA contract, 2008). Racine Police officers reach top pay in 2 years (RPD contract, 2009) and Milwaukee police officers reach top pay in 5 years (MPD contract, 2009). It should also be noted that UW police officers have no option for binding arbitration in salary disputes like municipal police officers have (WERC, 2010). This means that municipal officers can appeal to a neutral third party to arbitrate salary disputes while UW police officers must accept their offer from state officials or not agree to new contract terms. As a result, UW police officers may go years without a raise while municipal officers in the state receive guaranteed annual increases until they reach the top of their respective pay grids.

There were several successful strategies found that university police administrators can employ to help retain the police officers on their departments that have little cost impact to their budgets. Some of these strategies include:

- Developing a compressed worker friendly schedule
- Allowing for promotional opportunities or specialized assignments and training
- Have an employee recognition system in place
- Create a mentoring program
- Create employee buy-in of the agencies mission and vision and allow for policy making input
- Empower employees to make decisions in the field through a community policing philosophy
- Implement a tuition remission policy

The retention strategies above are supported by the literature and by sociological theory. Compressing work schedules into longer work days with more days off per week allows officers more time away from work to be with friends and family and recuperate. When employees lack needed family time, marital or personal problems can occur. This may result in officers feeling anxiety and depression and some officers may end up getting divorced or leaving the department (Orrick, 2008). Switching from eight hour shifts to ten hour shifts gives officers an additional fifty two days off per year. Villa, Morrison, and Kenney (2002) found that compressing work schedules into fewer longer shifts gives employees fewer days in which they need to commute to the worksite which could attract and retain officers who desire these favorable work shifts. The Lincoln Nebraska Police Department switched some of their officers from 8-hour shifts into 12-hour shifts for one year. At the conclusion, 100% of the officers wanted to continue their shifts, officers reported being more rested and ready to return to work, and positive changes were reported by the families of 77% of the officers (Sundermeier, 2008).

The opportunity for promotions and implementing employee recognition programs were found to be important factors in retaining employees. McKeever and Kranda (2000) found that police officers need to be challenged and provided with opportunities for personal growth and promotion in order to remain satisfied and motivated to continue working for an agency and that appreciation and recognition are consistently reported by workers as something they value more than a salary increase.

Mentoring new employees and empowering employees to make decisions at the line level were shown to have positive influences on employee attitudes, performance, and retention. McKeever and Kranda (2000) reported that how a police officer is transitioned into an agency can have considerable influence on their opinion of the agency, their performance level, and

whether or not they ultimately decide to stay with the agency. Implementing a community policing philosophy is one method for administrators to allow for employee empowerment. As of 2004, about two-thirds (69%) of campus law enforcement agencies had incorporated community policing into their campus policy (BJS, 2008). In a community policing philosophy, administrators decentralize and empower their employees at the line level to make decisions that will be beneficial to the agency. Employees that are on the front lines are allowed to develop rapid solutions to situations on the spot without going through channels or layers of command staff. Whisenand and Ferguson (2005) found that when the employee is the one who comes up with the solution to the problem, that employee is vested in the successful outcome and he or she takes pride in the fact that they can make a difference.

Tuition policies were examined for this paper as they relate to recruitment and retention of university police officers. It was discovered that in Wisconsin, municipal police departments are more inclined to reward advanced education than university police departments. UW police officers receive no additional pay add-on for furthering their education beyond the minimum of 60 college credits or an associate's degree needed for the position. Milwaukee police officers are paid \$770 annual for possessing a baccalaureate degree (MPD Contract, 2009). Kenosha police officers receive \$50 per month add-on in pay for a baccalaureate degree (KPD Contract, 2009). Dane County Sheriff's deputies in Wisconsin earn up to 18% over base pay for possessing a baccalaureate degree (County of Dane, Wisconsin website, 2010). In addition, while UW police officers may receive 75% tuition reimbursement for approved career related courses for themselves, Marquette Public Safety officers receive 100% tuition remission for themselves, their spouses, and their children (Marquette website, 2010).

In addition to the empirical research summarized above, there are numerous sociological theories that can be applied to worker motivation and turnover. This study examined three of these theories and how they help to explain what motivates employees and why some employees choose to leave certain jobs. The three theories that were examined and applied to motivation and employee turnover were Maslow's Hierarchy of Needs Theory, Herzberg's Motivation-Hygiene Theory, and Vroom's Expectancy Theory.

In some instances all three theories were applied to help explain reasons for employee turnover or to support a recommendation for reducing turnover. For instance, when examining salaries of UW police officers all three theories were applied to explain why stagnant salaries especially in the early years of the career can result in employee turnover. Maslow's Hierarchy of Needs Theory was applied as officers' needs for self respect and recognition are not met when they lament at entry level pay for several years and realize there is no mechanism in place to receive regular raises. Herzberg lists adequate salary as one of the seven hygiene factors that when not present will cause dissatisfaction with employees. Since Herzberg believes that hygiene factors must be addressed before motivation factors can be introduced, many university police departments may never be able to properly implement motivational and job satisfaction techniques because employees can't get past the low wages and lack of pay progression. Applying Vroom's Expectancy Theory, one can see where university officers become disillusioned as they believe that putting forward a strong effort and working hard should result in adequate compensation. When this doesn't occur, the employees' expectations are not met and they become unhappy and unmotivated. All three of these theories help to explain why a lack of pay progression and pay equity can cause university police employees to leave their jobs.

All three theories were also applied when examining promotional opportunities. Maslow places self-actualization at the top of his hierarchy and in order for employees to realize self actualization they must be allowed to reach their full potential which includes promoting to a position with greater responsibility and recognition. Herzberg lists job status as one of the hygiene factors that must be addressed before employers can begin to tackle motivation and job satisfaction issues and if an employee has no mechanism for advancement or ability to change their status within the department it could create dissatisfaction. Vroom would view promotional opportunities as the calculated outcome for employees who put forth the necessary effort. When promotion opportunities do not exist or an employee is passed over, dissatisfaction may occur and the employee may look to leave the department to join another that offers promotional opportunities or where their efforts are rewarded.

These three theories were also applied to such areas as: a) work schedules, b) employee recognition systems, c) mentoring, d) employee buy-in and input into policy making, and e) community policing. All three theories have strong application in helping to determine why university police employees decide to leave one department for another or university policing in favor of municipal policing.

While the strategies described in this paper are not all inclusive of the retention strategies available, the majority of the suggestions have little to no cost impact for university police departments. University administrators must focus on what they have control over. If their budgets will not allow for regular pay increases that allow them to be competitive with neighboring municipal police departments then they must look to alternative retention strategies such as some of the strategies above. If they do, they may find that they are able to keep some of the police officers who would have left their agency. These administrators may help to create

satisfied, motivated police officers who become career university police officers with their agency. That is a win-win scenario for the officer, the department, and the university community.

Section V. References

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