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Community Oriented Policing: Do the GenXr's Have What It Takes?

Daniel D. Mark Bressler

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Community Oriented Policing—
Do the GenXr's Have What it Takes?

By Daniel D. Mark Bressler

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Instructor: Dr. J. Gonzalez

Table of Contents

TABLE OF CONTENTS.....	II
CHAPTER 1-INTRODUCTION	1
<i>The Community Oriented Policing (COPS) Model</i>	1
<i>The Traditional Policing Model</i>	3
<i>Enter, Generation X</i>	3
RESEARCH PURPOSE.....	5
CHAPTER 2-LITERATURE REVIEW	9
<i>What Makes Genxr's Different?</i>	9
<i>Value Consistency within the Police Force</i>	10
<i>Future Hirings—What is the Ideal?</i>	12
<i>Individual Dimensions of the COPS Model</i>	13
<i>To Change or Not to Change</i>	16
<i>Stated Attitude v. Behavior—a Critical, or not so Critical Distinction</i>	21
CHAPTER 3-RESEARCH DESIGN AND METHOD.....	23
<i>Survey Dimensions</i>	27
<i>Method of Data Calculations</i>	30
CHAPTER 4-RESEARCH RESULTS AND ANALYSIS.....	32
CHAPTER 5-CONCLUSIONS AND POLICY IMPLICATIONS	40
SUMMARY AND CONCLUSIONS.....	40
<i>Conclusion</i>	41
POLICY RECOMMENDATIONS	42
<i>Appendix I</i>	44
<i>Introductory Letters and Survey</i>	44
<i>Appendix II</i>	49
<i>Sample Data Collection Page</i>	49
<i>Appendix III</i>	51
<i>Participating Agencies</i>	51
END NOTES AND BIBLIOGRAPHY	53

Chapter 1-Introduction

The Community Oriented Policing (COPS) Model

Community oriented policing has become commonly recognized as the law enforcement manifestation of the government reinvention movement. Just as the government reinvention has popularized such concepts as market oriented, customer driven, results oriented, and decentralization, so has community policing promised to reflect those same values. As such a reinvention demonstration, community policing has become a global phenomenon.¹

Community oriented policing is a philosophy of the law enforcement agency as a customer based entity focused on solving the problems of the community with the help of the people who live within its boundaries. It not only empowers the local police officer to use his discretionary authority to identify, analyze, and respond to community problems, but it requires the community stakeholders to be an integral part of the crime/solution process. Under the community oriented policing umbrella, police officers take ownership of their beats, but only so far as they *share* the responsibility for problem solving crime related problems with their constituency.

The COPS philosophy demands certain traits of its officers. They must be resourceful. Working not just with officers from your own agency, you must also be adept at networking—because the solution to your community problem might not rest within the realm of your own expertise or agency. Maintaining relationships with other departments and agencies is crucial.

The COPS officer must be flexible. Routine shift work is not conducive to the COPS concept. One must be able to come in and work whatever hours are necessary to get your community problem solved. As a customer based program, the days of hiding behind the wheel

of a patrol car and driving anonymously through your beat are in the past. You must be able to walk out of your patrol car and into community meetings. There, you must be able to communicate with and between members of the community who most officers wouldn't ordinarily be contacting outside the domain of your typical 911 calls for service.

The COPS officer must be approachable. Providing a pager number to members of the community is no longer taboo—it's a must. He must take ownership in the community's problems, share the work in the battle against crime, and share the credit with the community when the problems are solved. He must have the autonomy to work towards solutions while not being dependent on supervision, management and restrictive policy.

A good COPS officer must be willing to shirk the reactive mode of traditional police work and work instead within the realm of pro-activity. He must value diversity and he must be able to exhibit patience and humility when the need arises.

In summary, and in developing a model of the ideal police officer of his day, Sir Robert Peel, in his address to the first Metropolitan Police officers, said:

"The primary object of an efficient police is the prevention of crime, the next that of detection and punishment of offenders if crime is committed. Every member of the Force must remember that it is his duty to protect and help members of the public, no less than to bring offenders to justice. Consequently, while prompt to prevent crime and arrest criminals, he must look on himself as the servant and guardian of the general public and treat all law-abiding citizens, irrespective of their race, color, creed or social position, with unfailing patience and courtesy."²

Much of this dissertation, as it applies to the job of the modern day COPS officer, still applies.

The Traditional Policing Model

In contrast to the community oriented policing philosophy, the traditional method of policing demands the officer respond to calls for service in the same "Just the facts Ma'am" manner that was so popularized in the Jack Webb produced "Dragnet" television series. [That series was modeled after LAPD Detective Marty Wynn, who then saw to it that Jack Webb was allowed access to scores of LAPD files which inspired each episode of "Dragnet".³] The traditional policing method, besides allowing for 'just the facts', provides for a rapid police response and quick, decisive problem solving by the officer assigned. When that call is finished, the officer is expected to clear the immediate area as quickly as possible in order to continue their preventive patrols and become available for the next radio call assigned.

Under the traditional policing model, police are most often evaluated not on community results, but on numbers of arrests and citations issued.⁴

Police officers, under the traditional method, soon learn to maintain an aloof omnipresence in the community. This behavior isolates them from the community and makes it difficult to build any sort of trust with the public. Under the traditional approach, the police tend to adopt the images of "warriors" and "crime fighters," often becoming tyrannical, arrogant and rude in their dealings with the community.⁵

Enter, Generation X

Canadian Douglas Coupland, in his 1991 novel, "Generation X: Tales for an Accelerated Culture," is credited with pasting the label of 'Generation X' on nearly 46,000,000 young Americans born between approximately 1965 and 1980 (dates vary depending on which generalizations you accept). Media moguls pounced on the opportunity to segue into their own

depiction of GenXr's as unmotivated, self absorbed slackers. Often tagged as useless, unambitious and sharing no common cause, this age group of 'Americans laid to waste' has frequently been typecast as a symbol of American decline.

To be sure, these media depictions have been exceedingly harsh. Certainly there is no reason to suspect the DNA of those so labeled as GenXr's somehow became contaminated in the mid 1960's. That doesn't mean, however, those so-named aren't possessive of social idiosyncrasies borne out of the cultural milestones that shaped their latch-key upbringing.⁶

GenXr's were raised in a period between Nixon's corruption (I am NOT a crook) and Clinton's disgrace (I did NOT have sexual relations with that woman). They were left home alone as a direct result of their families going 'dual income' and becoming more absorbed in fast cars and prestige than bonding with and caring for their children. Drug abuse and divorce rates rose as fast as the incidence of political scandal, and distrust ruled their consciousness. As companies downsized, traditional employee / employer relationships crumbled. As a result, loyalty, job security and "paying one's dues" for unspecified future rewards have become a thing of the past.⁷

As you can see, there are certainly legitimate reasons why GenXr's might see the world a little differently than the generation of Baby Boomers (Boomers) before them.

The mass of literature on GenXr's has yet to generate a consensus on the degree to which their individual characteristics differ from those of prior generations. But are they really so different? Or are they simply as misunderstood as every other generation before them? Regardless, there are certain traits seemingly more often attributed (though not universally or empirically proven) to GenXr's than to the Boomers who preceded them. Some of these attributes, or 'tags' if you will, are as follows.

GenXr's have a negative view of the world and sorely want to have a part in changing it. They need to think they are important to an organization, and they need to be given a say. If they perceive disinterest in their contribution, they will leave for greener pastures—their average stay at any one job is three years.⁸ They value their family relationships and they tend to not work long hours the way their own parents did.⁹

They strive for recognition and they despise the seniority based promotions so often perpetrated—especially in the public service.¹⁰ They want to think they have value to the organization, they want to participate in the decision making process,^{11 12} and they don't want to wait their turn just because they haven't been there long enough.

GenXr's are distrustful and unresponsive to traditional institutions, policies, and management techniques,¹³ and want to be able to make their own decisions and deal with the problems as they see best.¹⁴ GenXr's want professional development training and they want job rotation. The more training and development they feel they are receiving, the more likely they are to stay.¹⁵

GenXr's are fiercely independent, wanting to plan their own projects and set their own schedules. They crave flexibility and self expression at all costs. Finally, they need to have created for them a culture of teamwork, personal responsibility, visibility within the organization, and even fun.¹⁶

Research Purpose

The proper role of police in our society will be debated ad infinitum. Those on the side of community oriented policing argue that a pooling of resources between the community and law

enforcement offers the best chance of reducing not only crime, but the fear of crime. On the other hand, the traditionalists maintain a police agency should serve as the bureaucratic and militaristic arm of the government charged with impersonally keeping order and crime fighting.

Those in the traditionalist camp are steadfast in their reluctance to change the way police agencies have been doing business since the day the New York City Police Department became the first full time professional law enforcement agency in the country. As Machiavelli stated,

“There is nothing more difficult to plan, more uncertain of success, or more dangerous to manage than the establishment of a new order; because the innovator has for enemies all those who have derived advantage from the old order and finds but lukewarm defenders among those who stand to gain from the new one. Such a lukewarm attitude grows partly out of fear of the adversaries ... and partly from the incredulity of men in general, who actually have no faith in new things until they have been proved by experience.”¹⁷

Traditionalist thinking aside, considering the wave of agencies embracing the community policing concept, and taking into account the flexibility and mass market appeal of the reinvention movement that acts as the foundation for said concept, the idea of COPS as both a philosophy and an agency program¹⁸ (its current reduction of funding prospects notwithstanding¹⁹) is not going away. Nor is the rate of influx of GenXr's into the public service going to be slowing any time soon.

The question to be answered within these pages is whether or not the characteristics research has attributed to the GenXr's provide a workable fit with those traits deemed necessary to the success of a community oriented policing program. Or, are those traits a better fit with the traditional philosophy of law enforcement—that of the crime fighter—or warrior—police officer? Further, at what stage in a police officer's career are the officers' values, attitudes, knowledge and experiences best suited for working under the reinvention, or COPS umbrella?

Are the GenXr's best suited for COPS work or are the more mature officers, with the better perspective and the "warrior" days behind them, better suited for the job?

This study has an interest in the comparative analysis of the qualities of a successful COPS officer as they relate to the attitudes and experiences of modern day police officers in various stages of their lives and careers. A sampling of officers, supervisors and managers from several police agencies throughout the Sierra region of Central and Northern California was formed, and a questionnaire was developed. The questionnaire was distributed to that sampling, completed, and returned to this author.

A demographic analysis of these officers in terms of their generational/biological age, years as a sworn officer, years until retirement, supervisory status, formal education, number of years assigned to specific COPS programs, and gender has been referenced with the dependant variables that show the individual officers' attitudinal and experiential preferences.

An exploratory analysis has been prepared as the surveyed officers' data relates to their demographics. Although this study emphasized and revealed findings comparing their generational age with established COPS principles, more substantial and delineating results occurred when the data was corrected for the independent variable, "years as a sworn officer." Officers enter their careers at differing stages of their lives, seemingly accounting for some unpredicted results.

The results have painted a clear picture of each survey respondent's traits and attitudes as they relate to well established ideals for officers performing in a COPS assignment. Measures of central tendency and measures of variability were calculated in order to determine similarities and degrees of distribution.

Conventional wisdom and an overview of the majority of the literature on the subjects of GenXr's and community oriented police officers would lead you to believe the GenXr's, with their reported tendencies towards flexibility, diversity, creativity, capacity for change, technological expertise and other traits would fit the ideal; however, the results of this study indicate when the significant traits are broken down by category and subjected to analysis and presentation, the officer from the so-called Boomer Generation seems to possess the higher level of overall community oriented policing compatibility.

By referencing and subjecting the data from this study to at least a preliminary analysis, police agencies will be in a better position to make more considered decisions when staffing future openings in COPS related positions within their departments. Further, police agencies should be in better standing when staffing decisions are to be made as they relate to the generational and occupational years possessed by current and future police officers.

Although this research was limited in scope, it clearly provides information from which inferences of a more global nature can be further explored.

My initial research question was, "Do the values and beliefs held by the new generation officers make them better suited to community policing than their more traditionally oriented counterparts?" This was left unsubstantiated by the data in this study.

Chapter 2-Literature Review

What Makes Genxr's Different?

There are a plethora of media representations of Genxr's as being somehow different than generations before. They are thought by many to not possess the basic skill levels in the areas of math, language, reading and writing that they need to succeed in the workplace.²⁰ Yet, it is equally reported that Xers possess an exceptional ability to learn and adapt quickly to new situations. Which view is accurate, and who is to blame for the perceived shortcomings assuming every generation has the same average intelligence as the next? Can we blame the Xers who are quick and adaptive learners or do we blame the Boomers for not teaching them the social and technical skills they require to compete in today's job market?

So what is it then that makes Genxr's so different? What contributes to this generation gap that's so widely reported? Brien Smith, in his USA Today commentary from Nov. 2000 says, "The generation gap exists when managers do not perceive intelligence and ambition are exhibited in an appropriate fashion. Accordingly, these differences stem from a misunderstanding about how to behave in a corporate context."²¹

Let's digress. It is widely reported that Genxr's possess a variety of attitudes and attributes not particularly attributable to the Boomers. They believe security comes from transferability of skills rather than corporate loyalty.²² They are more interested in developing new skills rather than life-long employment.²³ They scoff at old fashioned concepts such as security, time in grade, and time in service. Genxr's are reported to be more concerned with quality of life issues than with money, and are willing to trade off high compensation for leisure time.²⁴

Further, Genxr's entering the police service are thought to be more highly educated, technologically proficient, and people oriented. They respond to less hierarchy, demand more training, and work better with more community interaction.²⁵ Other studies proffer that Genxr's thrive on flexibility, job fulfillment, and enhanced monetary compensation. It has been said Boomers live to work and Genxr's work to live.²⁶

Where do these seemingly and often conflicting generalizations of Genxr's leave us? Are they slow learners and less adept at reading and writing or are they technologically proficient and quick to learn new things? Do they enjoy interacting with the community or do they work better by themselves? Are they more concerned with quality of life issues or does money rule their consciousness?

Value Consistency within the Police Force

There are reams of studies on ways of effectively managing Genxr's, generational differences between Xers and Boomers, and the like. But my study relates to the generational differences between Genxr's as police officers compared with the Boomer generation of police officers, some of whom are nearing retirement age. Specifically, which of the two 'generations' are better suited for the position of community oriented police officer?

Caldero and Larose, in their 2001 feature article in *Policing* magazine, represented the most relevant and intuitively reasonable research I could find on this topic. Albeit limited in scope, it implores further research on the topic of value patterns of police officers as they relate to the social equity dimensions of the COPS philosophy. They validated generalizations of the police that "the police perspective is primarily a product of pre-employment socialization and personal predispositions as opposed to the influences of organizational culture."²⁷ I had difficulty

coming to grips with that concept from personal experience. I have always felt the influences of the police organizational culture are much stronger than those outside the profession can imagine, and once value systems are formed in the individual by that culture, those value systems are far more concrete in nature than they were prior to such indoctrination.

Caldero and Larose referenced two studies that analyzed police values using the independent variables of experience, education and gender and found there were few significant differences among these demographic groups. From that finding, they inferred the value systems of police officers seem to be a near constant over time and across subpopulations of officers.²⁸ What they are suggesting is that this finding is a result of a certain type of individual being predisposed to police work. They added to the study just referenced (and this is where our studies mirror each other) that any socialization process [change in value system to that of the typical police officer] takes place almost immediately after the officer is hired into the job. My research similarly shows marked changes in officers' attitudes and experiences take place after their first year on the job.

This system of values as it relates to the COPS officer is exactly the area I have chosen to study. I believe value orientations are set in a police officer within the first few months after he puts on a badge and begins to work with a training officer. Those with beliefs outside the conservative are considered outsiders and prone to early job change, retirement or other less than honorable discharge. The irony is COPS is not a program that fits with that "conservative" philosophy.

Skipping to the conclusions of the Caldero study, they found the police hold a conservative view concerning the performance of their official function. They conclude that this does not fit well with the implementation of the social equity dimensions of the COPS

philosophy. They would have expected the values of COPS would be less of the "I" oriented capitalist philosophy and more of the "we" oriented values of socialism.²⁹ In that light, they conclude the COPS philosophy in its current state is doomed to failure until there is a significant change in recruiting and training methods in police work at the initial stages of a police officer's career.

Future Hirings—What is the Ideal?

We compare the views held by those in the Caldero/Larose camp as described above with the opinions of a group of visionary police chiefs who met to discuss the important concerns in law enforcement for the next decade. Nancy Dale, in Law and Order Magazine, moderates a discussion of a conference of Police Chiefs from all over the country.³⁰

Their number one concern revolved around hiring and retaining professional, ethical, educated, and culturally diverse personnel. Remember some of the ideals of an effective community policing program are the officers are just that—professional, ethical, educated, and diverse; so, these issues go hand in hand. Another of their concerns is to maintain a community oriented police agency. Among their goals is to find a way to be "respectfully irreverent" of their traditions (the traditional method of policing) yet to constantly find a better way of accomplishing their mission. They proposed risk taking, experimentation, creativity, and ingenuity play a critical role in their efforts.³¹

Recall the traditional method of policing, that of a rapid response and incident driven police patrol system. Nearly every chief at this conference emphasized the importance of maintaining a community oriented policing philosophy to maintain their partnerships with the community and to jointly solve community problems. Each emphasized their hiring practices

will center on attracting highly educated professionals who possess a genuine desire to serve the community. They proposed future police officers will be working with less hierarchy, more community interaction, they will be more technologically proficient, highly educated, and certainly more people oriented.³²

Individual Dimensions of the COPS Model

This is the point in the literature review where the community policing model merges with the main attributes of employee behavior and attitudes where the actual program implementation takes place. The model of community policing requires law enforcement and the community to find new ways to address crime problems. Some of the necessities, as described by forced choice questions in the survey developed for this research, are as follows:

Law enforcement must permit citizen access as well as input into decisions relating to their crime and fear of crime related problems. These activities would include community surveys, block watch programs, and identifying and documenting community problems. Inherent in this documentation would be a results oriented premise—and that doesn't necessarily translate into numbers of arrests or citations, although that may be one criterion among many.

Quantifiable outcomes may be demanded, but caution must rule the day because expecting too much too soon is a common mistake among new community oriented police programs.³³

In other terms, networking among community groups and other public organizations becomes critical to the success of any community oriented program. Law enforcement officers alone do not always hold the answers. Officers must break with familiar and comfortable norms of traditional police work and delve into areas they may not be comfortable with. Within that

realm, the typical hierarchical structure of law enforcement must be broken down to the point where a decentralized model is essential.³⁴

Recall the community oriented policing model presupposes decentralization of supervision, management, power and decision making to the line officers. It follows the officer on the street must be free and flexible to create, with the help of his constituency, solutions to the problems specific to the geographic and demographic area in question. As no policy and procedure manual can cover every conceivable incident the officer will face, to be bound to a strict and laborious manual of procedures is in direct conflict with the nature of the community oriented police philosophy.

In the name of flexibility, which is likely the single most critical demand of a community oriented police philosophy, many an un-indoctrinated autocratic leader interprets empowerment to the officer as disloyalty to their department. With the COPS philosophy, just the opposite must be interwoven into the fabric of the department AND management must fully buy into the concept. This is the fact. The higher the degree of organizational bureaucracy, with its increased levels of hierarchy and strict adherence to rules, the less empowered is the officer who is left with decreased flexibility in their day to day dealings with their public. If there is one crucial tenet to the COPS philosophy, it is the officer on the street MUST be flexible and free from rigid structure and adherence to written rules.³⁵

Continuing with the concept of flexibility, Christina DeJong, in her feature article on Patrol Officers and Problem Solving, said the community police officer does not rely on rules and standard operating procedures to deal with crime, but rather, they "harness [their] creativity and flexibility..." Her point is that the police professional, the one who is adept at dealing with the public, extends the scope of routine activities to network not only within their teams and their

beat partners, but with outside partners—not only with other police agencies, but with partners outside police work. The police officer, in her model, serves more as a clinician who engages in problem solving with the clientele he or she serves. As this relates to this research project, one cannot emphasize enough the importance of a willingness to work outside the envelope as well as outside one's own agency. Those officers unwilling to work outside their own comfort zone will find a hard go of it in a community oriented policing system.³⁶

To this end, there are two views of the nature of policy and procedure in any agency. On the one hand, many believe every situation should be covered and written down for all to read and adhere to. The other view is policy and procedure manuals should be generally written to allow for the individual officer to make judgments in the field that may not be covered in any written manual. To the community oriented police officer, the less specific the policy and procedure manual, the more effectively he or she can do his or her job.

The same goes for the command structure. Information flow is paramount, and the flatter the hierarchy and the more informal the chain of command, the faster—and the more accurate—will be the communication between the line officers and the supervision and management staff. The flattened hierarchy is the single most structurally demanding change any agency can make when deciding to buy into the COPS philosophy.

As to the notion of technology as it relates to the COPS philosophy, the Internet provides the ideal source of information as to the best practices of COPS related programs. A quick search using any Internet search engine will reveal hundreds of matches relating to community oriented policing. Among them, there are not only best practices—example after example of COPS success stories, but opinions to the contrary—that COPS programs are not working. It would be inherent upon any administrator to familiarize himself with both ends of the continuum.

In the Dale article³⁷ Orlando Chief Demings made a point of stressing the importance of not only decentralizing their operations but to make use of technological advancements. Another of the chiefs attending the conference said the following: "The future police department will be highly educated and technologically proficient."³⁸ Make no mistake—police officers who have not reached a degree of computer literacy are going the way of the dinosaur.

To Change or Not to Change

Referring to Vest's work in the FBI 2001 Law Enforcement Bulletin, Vest supposes the younger employees want to work in an environment of change. They want their upper management to be open to change and to the ideas of subordinates regardless of rank or status.³⁹ This point reverberates through many of the concepts of the COPS philosophy including flattening of the hierarchy, freeing line level officers to make decisions on their own, and constructing a policy and procedure manual that leans more towards the general than the specific. But is it not change that the more traditional officers despise so?

Many critics have rightfully questioned whether law enforcement is even in the market for change towards a COPS philosophy.⁴⁰ Many studies have found not only has law enforcement been slow to implement agency wide changes needed to fully put into practice a COPS program and philosophy, and because of the half-hearted efforts by some to take advantage of the COPS funding and take it no further, efforts to empower police officers with the ability to problem solve in their community are simply being added to their traditional 911 emergency response and crime fighting activities.⁴¹

All the 'rah rah' literature aside, Davis and Gianakis conclude that increasing resources is ranked by most agencies as a higher goal than providing better supervision, shortening the chain

of command, and developing the officers' skills in providing better public service delivery. In other words, as the line officers realize their operational support and training are taking a back seat to other funding uses of the COPS resources, much of the resistance to the implementation of the COPS program is coming from the line personnel and their unions as opposed to their managers and supervisors.⁴²

The Davis/Gianakis study sets out, to be certain, to undermine the efforts of the COPS philosophy and the program, and the points are indeed valid. But another, more intuitive claim for the failure of the COPS philosophy in so many agencies relates to the basic response to change by members of public service. Workers resist change! And we're talking about changing the entire philosophy of a police agency? Are the GenXr's, with their supposed generational differences going to be able to make any inroads into that most institutional tenet of any public servant—the resistance to change? Will their managers, due to retire soon, who have worked in the same traditional system for 30 years, be willing to change their basic police philosophy when it has rewarded them so well? Will the patrolmen, so indoctrinated in the 911 crime fighting philosophy be able to move away from that mentality and into a problem solving, public acknowledging, networking, and dynamic environment so seemingly against everything they've been taught and have learned in the academy and throughout their training program?

Does not today's environment demand decisions made outside strict compliance with the rules? Change is making these rules obsolete, which causes officers to make decisions that often conflict with existing rules.⁴³ Can a foundation as traditional as law enforcement actually rely on the judgment of their people rather than detailed rules? Law enforcement typically does not lend itself to the GenXr's request for flex time, allowance for input into decision making, the team

concept in planning and the like. So is change possible within the law enforcement community? Literature is rife with conflicting conclusions.

The Community Policing Consortium published a document entitled, "The Police Organization in Transition." The entire 14 pages of text is dedicated to how a police organization can manage the change process this transition will require. The first requirement is a department must have a leader willing to make the changes necessary and provide support to those changes with commitment and energy. Why, I ask, would an elected sheriff or an appointed chief—especially in rural northern California where my study is centered, embark on a journey that is sure to cause him or her headaches and stress beyond which there is no sure result but for the possibility of additional funding that may or may not develop? And if it does, who is going to monitor that those additional funds are actually going towards a change in philosophy from the traditional to that required by a community oriented policing philosophy agency-wide? And who is going to be able to complete an agency wide change in an agency filled with long time traditionally oriented officers who are perfectly content in doing police work the way they always have?

Change requires a vision for the organization for the future and the establishment of goals and objectives for community policing. Few agencies are currently using line personnel to assist with their planning methods because no one listens to the new guy anyway. So without the input of the GenXr's who will be running the organization within the next decade, where is the incentive to change from the traditional to the community oriented philosophy going to come from?

Because his viewpoints are referred to repeatedly in the literature I reviewed for this research, I refer back to Machiavelli, who said management embarking on the change process

will be easily diverted and transition will be derailed. Staff will be fearful of losing their turf, status, responsibility, power, and perks.⁴⁴ Fear of the move from the known to the unknown is further exacerbated by those officers who feel community policing is "touchy feely stuff" they don't wish to be associated with.

But in the literature, as in real life, there are examples of positive change. Supervisors can change and influence their officers' behaviors in many ways. While officers rely on their supervisors for small favors,⁴⁵ supervisors can in turn reward their officers for community oriented efforts IF, and this is a big IF, the supervisors' managers support *their* efforts. If management hasn't bought into the COPS philosophy, no amount of supervisory effort is going to change the way their troops see and determine their day to day job duties.

And make no mistake, literature in the field has no shortage of success and best practice examples of the positive impact of community policing. Patrick Murphy, Director of the Police Policy Board at the U.S. Conference of Mayors gave a dissertation on the function of police being that of assisting every neighborhood community to exercise social control.⁴⁶ He challenges police to work closely with parents, teachers and community leaders to exchange information, plan, monitor violators, intervene with troubled families, and to generally turn the police officer into a generalist as contrasted with the specialist who tends to remain aloof from the people.

In his work he blasts the waste of manpower that is inherent in an agency where only 10% of police response is warranted by emergency requests. Why then is time not required for emergency response not utilized in other, more (what he calls) Differential Police Response?

His dissertation needs further dissemination—especially in this time of reduced funding and a return to the traditional police response so many agencies are reverting to. He is asking for a friendlier police, less bureaucracy, more personal, decentralized, and more generalization of the

police personnel. He also stresses a four year degree should be required—"The sooner the better." (This would be nice, but unreasonable under present pay scales and shortages of police officers when all that is currently required is a high school degree). But the idea, nonetheless, requires examination.

He stresses beat level relationships and responsibility. He challenges the conventional and traditional wisdom of cross dispatching cars between beats and begs for patrol officers, sergeants, lieutenants and above to be personally responsible for the problems in their areas. He stresses flexibility and dealing with people as individuals, not numbers. He devalues chasing 911 calls where they aren't needed and he stresses the preventative aspect of the patrol force. In general, his report represents a refreshing look not at the difficulties of change, but at the potential for change once barriers are broken down and police operations are re-examined.

Recall, it is the purpose of this paper to determine if the GenXr's, and if not the GenXr's, than which segment of the police demographic-wise, is best set up to make just these changes necessary to the continuing search for the right way to do police work—because the traditional method is not working. Is it the GenXr's? How about the officers closest to retirement who have seen it all and believe the traditional method isn't working? Is it the most educated of the group? The females? The supervisors? The managers? Is there, in fact, any difference at all between *any* demographic of police officers, since they've all been integrated into the same general philosophy and mores and values—and any other? Are we doomed to the same traditional methods that have been practiced for 150 years? The literature is mixed.

Stated Attitude v. Behavior—a Critical, or not so Critical Distinction

Let's assume, for the purposes of argument, the police profession succeeds in hiring that ideal of a COPS officer; one who is adept at problem solving, believes in diversity, is highly educated, culturally sensitive, technologically oriented, likes to work with other agencies, and the rest. What then of the study by Engel and Worden in *Criminology* (2003) that reports officers' perception of their supervisors' priorities for problem solving affect the amount of time they spend on community policing regardless of their own feelings and attitudes? Further, that same study brings to the forefront the argument that attitudes and behavior often times have little or no relationship to each other—especially when it involves police work.

According to several studies referenced in Engel and Worden's commentary, officers' attitudes and behavior are often two different animals. More so, police officers' behavior is affected by such influences as their supervisor's expectations, their perceptions of their supervisor's goals for police work, their bureaucratic rules and regulations, and their intuitive grasp of situational exigencies.⁴⁷ It is argued it is this 'overhead bureaucracy' that governs their behaviors, not their attitudes as they would list in a survey such as the one included in this research.

DeJong, Mastrofski, and Parks, in their dissertation on patrol officers and problem solving, add their take. The values officers internalize are largely irrelevant to their actual practice. Instead, it's the external structures the department provides and the variance in the actual demands for service each officer faces when he leaves roll call that determine how much of his time will be spent on problem solving in the community oriented policing capacity.⁴⁸

There is, on the other hand, a school of thought which postulates very few studies fail to find significant relationships between attitudes and behaviors. In that context, it has been found

attitude-behavior consistency is attenuated when the behavior is subject to the influence of 'situational pressures'. The following concept, as it relates to this research paper, bears highlighting: Situational pressures that determine behavior inconsistent with stated attitudes include social norms, the norms of reference groups, and the behavior of others. "In general, attitude-behavior consistency is greater when these social forces are congruent with a subject's predisposition than when they conflict."⁴⁹ Police work is nothing if it isn't rife with situational pressures. Much of this pressure originates with police bureaucracy, supervisor expectations, peer pressure from partner officers, and the situational exigencies of each situation requiring a police response.

To put all this in the perspective of this dissertation, I believe the officers' attitudes, knowledge, and beliefs represent the best information available for this purpose—to discover what type of officer is best suited for a stint as a community oriented police officer.

I have received surveys with complete responses from 158 officers. Their choices will likely translate to behavior under certain, behavioral circumstances. When subjected to the pressures inherent in the job of police work, the degree to which these responses translate to behavior will remain subject to interpretation.

Chapter 3-Research Design and Method

The research design for this study will be both descriptive via the literature review and introduction, and exploratory via a survey distributed by way of a non probability sampling design. The population of the sample are all sworn police officers, regardless of rank, in the rural, Central to Northern region of the State of California. The sampling frame are all sworn police officers from the eight agencies selected to participate in the survey. The choice of the eight agencies from this region makes this somewhat of a convenience sample because the departments chosen were geographically centered around the Tuolumne County area.

As my research was not intended to be universal in nature, I took a map of California and selected three police departments and five sheriff's departments from our region of the state and I sent surveys to be delivered to every sworn officer within each of those eight agencies. The total number of surveys I sent out in the eight packages were 257.

I made contact with an administrative supervisor from each agency, explained and introduced my project verbally and with a formal letter, and requested he provide each of their sworn personnel, regardless of rank, with a copy of the survey. Each copy had an introductory letter attached; each consisted of a page containing seven independent/demographic variables along with two pages of a total of 20 forced response questions. I sent the total number of surveys to each contact at each agency in one package (one survey per sworn officer), but each individual survey had a self addressed and stamped envelope attached to it for individual return. I did not want the individual officers to feel their surveys would be reviewed by anyone within their agency, so I had them mailed directly back to me. The survey was designed to take an average of only four minutes to finish. (The survey and introductory letters can be found in Appendix 1.)

I was dependant on my contact at each agency to distribute the survey exactly as I requested. Every package of surveys was delivered to the intended agency and received. Had every survey been individually delivered to every sworn officer at each agency, and had every officer responded, I would have received 257 surveys in return. As it was, and with the representation that my administrative connection at each agency would give his best effort to distribute the survey to every sworn officer at his agency, I received over 160 surveys (63%) in return. This number is quite high for a mailed questionnaire.⁵⁰

Because I was limited in my ability to follow up on unreturned questionnaires (only one follow up call was made), I attribute this high rate of return to the cooperation and diligence of the individual supervisors I initially contacted.

The seven demographic questions relating to the individuals returning the survey was a necessary gathering of the factual information I needed to analyze the results of the survey. Without the demographics to control for, I'd have received an overall view of police officers in this region which would have no operational significance other than for comparative purposes to other similar surveys which to my knowledge don't exist.

The forced response questions (the dependant variables) related to the attitudes, knowledge and beliefs of sworn officers in the population. The seven demographic questions which made up the independent variables to be compared to the forced responses provided information about specific personality traits of individual officers that make up the agencies that make up the Northern California rural sierra region. (The study revealed very few of them have an extensive history of involvement in community oriented policing programs, which, I felt, gave an even clearer, unadulterated view of their beliefs and value systems as they relate to the COPS

Age	Frequency	Percent
Under 23	4	2.5%
24-29	26	16.5%
30-37	36	22.8%
GenXr's (37 & Under)	67	42.4%
38-46	49	31.0%
47-55	34	21.5%
Over 55	8	5.1%
Boomers (Over 37)	91	57.6%
Supervisory Status		
Non-supervisory	85	53.8%
Field Training Officer/Corporal	30	19.0%
Sergeant or Equivalent	25	15.8%
Lieutenant or Above	18	11.4%
Years as Sworn Officer/Deputy		
Less than 1	7	4.4%
Between 1-5	41	25.9%
Between 5-10	25	15.8%
Between 10-20	44	27.8%
Between 20-30	31	19.6%
Over 30	10	6.3%
Years as COPS Officer		
None	124	78.5%
Between 1-3	27	17.1%
More than 3	7	4.4%
Years to Retirement		
Over 20	46	29.1%
Between 10-20	56	35.4%
Between 5-10	27	17.1%
5 or Less	13	8.2%
Less than 2	16	10.1%
Male or Female		
Male	146	92.4%
Female	12	7.6%
College Degrees Possessed		
None	92	58.2%
AA	39	24.7%
BA/BS	27	17.1%
Masters or Above	0	0.0%

Table 1

philosophy itself.)

The data received, interpreted, and displayed represents a comparative analysis of a group of individuals belonging to similar organizations at a single point in time. (Refer back to Table 1 for the frequency statistics of the independent variables)

Although subjectively, a 63% rate of return leads me to a high degree of confidence in my results, make no mistake; the information put forth in this report is only meant to be an analysis and presentation that will provide information from which inferences about actual influences as they relate to staffing current and future COPS related programs can be made. This is a regional survey, and I've little doubt varying regions of the state and the country would show differing results in varying degrees.

Recall from the literature review, and keep it in mind while reviewing this paper; stated attitudes, knowledge, experience and beliefs have varying resemblance to actual performance—especially when it comes to police officers and their situational approaches to problem solving. Regardless, and lacking any better means to obtain the information for this study, I prepared the survey for this research requiring 20 forced responses. I combined those responses into differing dimensions. Next, I combined all dimensions into a single figure which I have referred to in this paper as a **COPS Factor** (or C-Factor). It is within the *COPS Factor* that the information provided in this research paper will center.

Prior to sending out the surveys, I conducted a sampling of the survey to ten members of my department—members who ranked from deputy to lieutenant. From that sampling and the responses I received, two questions were slightly altered and clarified. Nothing of substance was added or removed from the survey.

The data for the questionnaire was gathered from the literature relating to the subject matter at hand. There are many different characteristics attributed to a successful community oriented police program and those who are chosen to participate in it. There are also many different traits and characteristics attributed by some to GenXr's as opposed to Boomers. My goal was to provide the opportunity for sworn police officers to answer each question to the best of their personal knowledge, skills and attitudes and to determine, from those responses, if there was indeed any indication that there are any generational differences between those that would work best within a community policing environment and those who are better left to working within the traditional methods of police work.

Survey Dimensions

Within the survey, question 1, my first level of variability, relates to whether the officer more enjoys the law enforcement/arrest process or problem solving with the parties involved in the incident. Community oriented officers typically make less arrests and spend more time problem solving.

Question 2 relates to the "warrior image" many officers fall into—or feel they should fall into. Several studies suggest the warrior image falls less in line with the community oriented officer than does the image of the officer who feels their communication skills and other personal attributes should warrant a higher emphasis and present a better community image.⁵¹ The question requested of the officer whether he or she felt the physical aspect of the job of police officer is overrated.

Question 3, as do questions 14, 15, 18, 19, and 20 represent the most common of the community oriented policing attributes as mentioned in nearly every study referenced within these pages and to be sure, hundreds of others. It is incumbent upon the COPS officer to exhibit flexibility far beyond that of the traditional roles of police work. Without flexibility, we're left with tens of thousands of pages of law and policy and procedure manuals that fall far short in their attempts to cover our everyday responsibilities and duties.

Question 20 is included because one of the tenets of community policing is the officer should be willing to work a flexible schedule in order to solve problems as they arise—not as routine schedules dictate. Again, creativity, flexibility, less structure, more general policy and procedures—they all fall under the dictum of the prototypical community oriented police officer. Along the same lines, government reinvention is demanding of the same general characteristics.

Regarding question 4, it is clear government reinvention is leading to more and more civilianized positions among police work. Some officers resent that change in thinking, some welcome it.

Questions 5 and 7 relate to the technological competence and preference of the individual officer to avail themselves to computers and the Internet. In our dynamic society, this is an imperative quality one must possess in order to keep up with the information age that's clearly overtaking us.

Questions 8 and 9 relate quite clearly to either an empathetic and compassionate officer with little if any prejudices, or an officer who often finds himself cynical towards victims and who has developed significant prejudices during his or her career.

Question 12 deals with racial diversity. Either the officer feels his or her agency should be more diverse, or they feel this is not an issue at their agency for whatever reason. Diversity is another universally accepted attribute to an effective COPS program response.

As to question 10 as it relates to the chain of command, it is clear among reinventionists in government work both in and out of police work that ideally, the loosening and flattening of the department hierarchy increases not only the quantity of exchanged information but the quality as well. Informal communication between the ranks represents the best an adhocracy has to offer. As one of the tenets of the reinventionist movement, a strict chain of command often stifles and mutes communication in either direction. The more you are forced to travel up and down your hierarchy, the more filtered and increasingly inaccurate information you end up with.

Questions 11, 13, and 17 relate to a specific and direct COPS philosophical issue. The COPS philosophy is about taking the police officer out of his squad car and having him interact not only with his constituency, but with other agencies for the purposes of networking and exchanging information. The public generally misunderstands our job because many believe we are poor at communicating to, and with them. The prototypical COPS officer understands that and works to correct it. Either you think the police would benefit from increased oversight of the police effort or you don't.

Questions 14 and 18 represent the values of change and a dynamic environment v. no change and, "just keep things the way they are." Some resent change, some welcome it. COPS officers realize change is inevitable, society is dynamic, and they work well with it.

Question 16 is again right out of the COPS 'manual'. Officers should be allowed discretion in the way they handle their duties. Detailed policy and procedure manuals don't allow for the gray area in which the police so often are forced to work.

Question 19 relates to leanings toward creativity as opposed to structure. To be an effective COPS officer, you must creatively solve problems in your area. Being focused and controlled is not a negative in police work, it is often necessary. But the ideal profile of a COPS officer is one who uses creativity above all else to solve community crime related issues.

To summarize, the following dimensions were chosen, all leading to a compilation of the resulting COPS Factor: problem solving, the "warrior image", flexibility, tendencies towards civilianization, computer/Internet orientation, degree of diversity/empathy/prejudice, preference for strong or weak chain of command, networking/working with others outside the officers' agency, tendency to accept change, choice between working with a general or specific policy and procedures manual, and creativity. Each answer to the individual questions were then grouped into one of the above dimensions.

Method of Data Calculations

In order for the arithmetic mean and standards of deviation to be determined for analysis and presentation purpose, each individual answer from each respondent was entered with a score of "1" or "0". The answer corresponding to the ideal for a COPS officer was assigned a score of "1", so if the officer chose that answer, one point was added to his or her resulting COPS Factor score. Responses indicative of the more traditional aspects of police work were assigned a "0" score. Scores were added up, controlled by the various independent variables (most notably whether the officer would be considered a GenXr or a Boomer), and documented.

The maximum score (COPS Factor) any individual officer could receive was 20, the minimum, 0.

Each survey was also calculated for the individual dimensions listed above (problem solving, flexibility, etc.). These responses are displayed as a percentage score. The percentage is representative of the percent of answers that would be indicative of an officer possessive of those traits that would lead toward a higher COPS Factor. Only findings of significance regarding these individual dimensions will be displayed in this report, as the emphasis remains on the total COPS Factor findings.

With more than a sufficient sampling of the sworn peace officers from the departments chosen, I was able to provide not only a primary response to my research hypothesis, but I was able to compartmentalize and control for other demographics as well. As a primary result, I've postulated that, at best, officers from the Boomer generation are better fit for COPS related positions, and at the least, GenXr's possess no more of the traits considered conducive to the prototypical COPS officer than do those Boomers who preceded them into the profession.

As it is always the responsibility of the author to report possible biases in any report of this nature, although I have spent only one and a half years in a COPS program in my career, I would consider myself more of a COPS oriented thinker than a traditionalist. As a result of my own orientation, when I computed the COPS Factor of the survey I completed at the outset of this study, I scored among the highest 10% of all responses. For purposes of this study, my result indicates this survey possesses, at least in my case, some positive show of validity.

Chapter 4-Research Results and Analysis

This chapter will describe and display the results of the survey as well as significant data gathered relating to the individual dimensions. The focus of this study will remain on the total COPS Factor results; however, some of the aforementioned dimensions are deserving of mention as well. Although all dimensions will be noted, only significant results—those that show apparent tendencies as they relate to their independent variables—will be displayed. In other words, if a dimension shows an equal percentage corrected for each independent variable across the board, it will only receive slight mention in this report.

Recall the COPS Factor is comprised of the sum total of the assigned points resulting from the 20 forced choice answers. So, each survey is assigned, based on those 20 answers, a dependent variable total ranging from a possible score of 0, which would be indicative of an officer who you would most likely never consider for a COPS related assignment, to a score of 20, which would represent, in this research, the ideal score and someone who you would strongly consider for an opening in a community oriented policing position. (Appendix 2 is a sample of a page with all data entered for the series of responses required in this survey.)

The data was tabulated and coded for all 158 useable responses. (Four were discarded. One was incomplete, three were late arriving). Summing all responses, controlling by age with the emphasis on GenXr's v. Boomers, the Boomers consistently, as the data arrived, scored higher on the COPS Factor scale. (Refer to Table 2 and Figure 1—both representative of the same data) This is relatively significant for several reasons (all subjective as this sample, not being from a probability sampling, was not subjected to further statistical analysis). A summary of the reasons I feel these findings are significant and how these findings could be operationalized will conclude this paper; however, in the mean time, there are a few individual

dimensions within this survey, as they relate to certain independent variables, (including the finding relating to years as a sworn officer) that warrant our attention.

AGE	N	COP Factor (mean)	Standard Deviation
Under 29 Yrs.	31	10.84	2.78
30-37 Yrs.	36	11.5	3.28
GenXr's (37 & Under)	67	11.19	3.06
38-46 Yrs.	49	12.12	2.74
Over 55 Yrs.	8	13.12	2.64
Boomers (Over 37)	91	12.02	3.16

Table 2

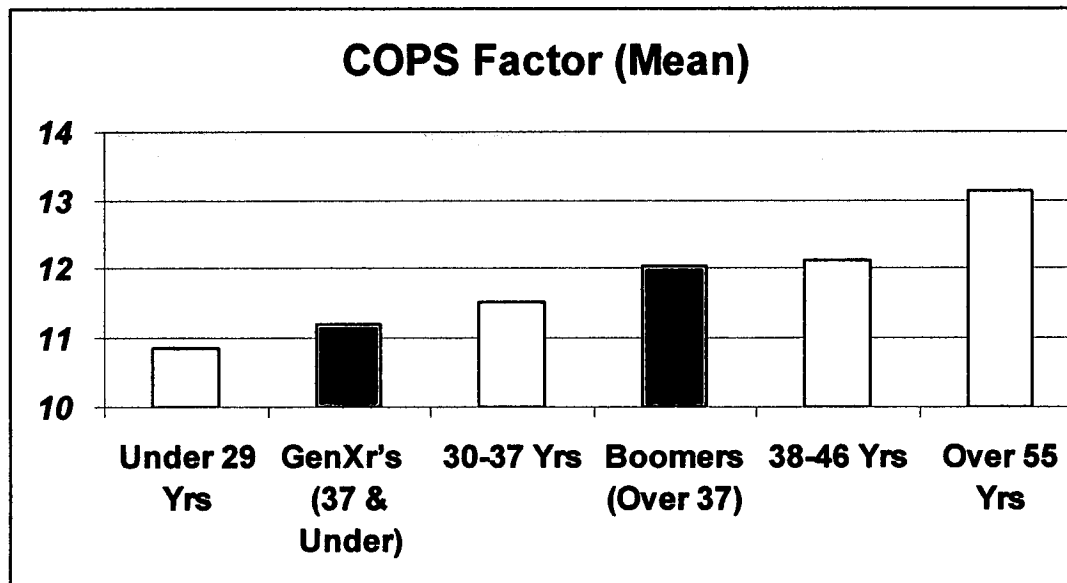


Figure 1

Problem Solving

The problem solver dimension asked the question: "While working in the community, which do you enjoy the most; the arrest or the problem solving process?" The answer to this question was directly related to the generational age of the respondent.

It is clear by the literature and by the design of the COPS program that the officer assigned to the community should be more inclined to place a higher priority on the problem solving process—although obviously there are times when an arrest will be what solves the problem. Regardless, the finding that the older the officer, the more likely he or she will be more likely to engage in a problem solving process not necessarily related to an arrest is clearly indicated by the data I received from the survey. (Refer to Table 3 and Figure 2)

AGE	N	Problem Solver
Under 29 Yrs.	31	39%
GenXr's (37 & Under)	67	42%
30-37 Yrs.	36	44%
38-46 Yrs.	49	61%
Boomers (Over 37)	91	67%
47-55 Yrs.	34	71%
Over 55 Yrs.	8	88%

Table 3

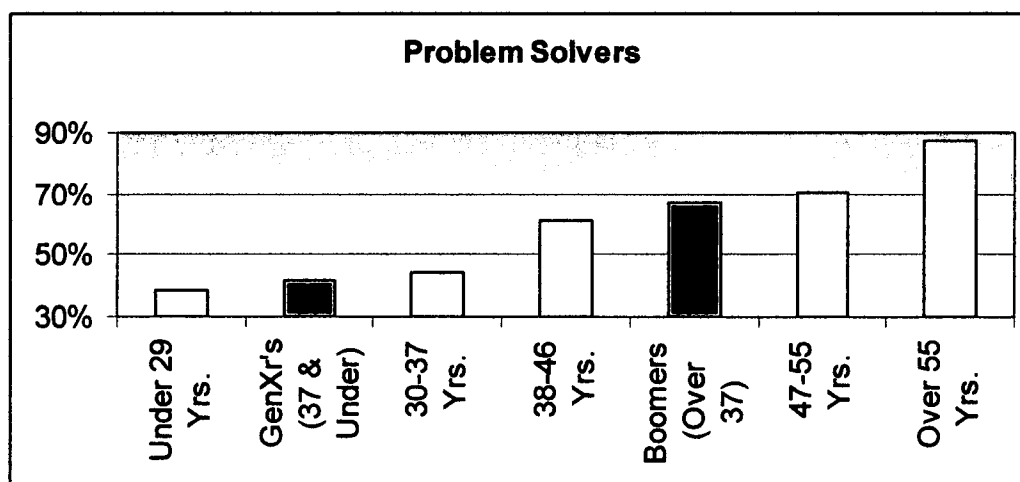


Figure 2

Civilianization

As to the survey question of whether or not certain police functions should be left to civilians or volunteers, the GenXr's outnumbered the Boomers in their positive response. Although the numbers weren't overwhelming (87% to 78% in favor of the GenXr's), they were still indicative of a willingness of the younger generation to accept there are jobs in the police service that civilians can do. Reinventionists stress the importance of using a civilian force to do the work that doesn't require a sworn police officer presence. As this is becoming more and more the norm, the concept seems to be, at least in this survey, almost universally accepted by the GenXr's.

Policy and Procedures

By a somewhat larger margin, 67% to 51%, Boomers seemed to believe policy and procedure manuals should contain general guidelines rather than rigid controls. GenXr's on the other hand have more of a tendency to believe policy manuals should be detailed and comprehensive. This is another dimension that pushed the COPS Factor up for the Boomers. It is generally accepted police officers in community oriented police programs should have leeway to use their judgment and not be tied so tightly to rules and regulations. As shown by these results, the Boomers feel more comfortable given more autonomy to do their jobs.

"Warrior Image"

Question number 2 in the survey gave the respondent a choice between the following two responses: a) I believe physical strength plays a critical role in our everyday job assignment; or

b) I believe the physical aspect of our job is overrated. Table 4 displays the not-so surprising responses:

AGE	N	Physical Over-Rated
Under 23 Yrs.	4	0%
Under 29 Yrs.	31	16%
GenXr's (37 & Under)	67	28%
Boomers (Over 38)	91	38%
30-37 Yrs.	36	39%
38-46 Yrs.	49	41%

Table 4

While it's true there were only four respondents under 23 years of age, all of them still believe physical strength plays a critical role in their everyday job assignment. Even for those still in their 20's, only 16% felt the physical aspect of police work is over-rated. The longer one stays in the law enforcement profession, the less physical one tends to be. You either avoid it, or the chances for physical contact lessen as you move into more administrative positions and become generally less active while working the streets.

Regardless of the number of explanations for the phenomenon as it revealed itself clearly through this survey, it seems clear the consummate community oriented police officer would prefer to use his or her brain rather than their brawn to solve community problems. This dimension is another that pushed up the COPS Factor for the Boomer generation of officer.

Other Dimensions

In Table 5, you can see how evenly the individual dimensions not specifically mentioned above were distributed within the results of this survey. GenXr's and Boomers rated themselves

uniformly in the areas of flexibility, computer/Internet oriented, diversity/empathy and non-prejudicial, willingness to work with outside agencies, creativity, and perhaps most surprisingly, in the area of acceptance of change. Each of these areas is stressed in community oriented policing manuals as being of critical importance to the reinvention concept.

In turn, and as is so often reported in the literature, so much is made of the differences between the generations in these areas. GenXr's are considered to be more flexible, computer oriented, diverse, more willing to network than stay inside their own workplace, more creative, and most of all, they are considered more acceptance of change. In short, the GenXr should make the ideal community oriented police officer. As you can see, Boomers and GenXr's were nearly equal in their responses in all these areas.

Age	Flexibility	Computer Oriented	Diversity / Empathy / Non Prejudicial	Networking / Public / Outside Agencies	Positive Change	Creativity
GenXr's	62%	51%	61%	50%	78%	58%
Boomers	63%	48%	62%	55%	75%	63%

Table 5

Years on the Job

Because of the emphasis of this study being what it is, GenXr's v. Boomers, this final discovery wasn't made until the last of the surveys were being analyzed. Until that point, I was satisfied the data was indeed worthy of further study, and held implications for the staffing of future COPS positions. It also showed a lot of equality between the generations as the individual dimensions of the community oriented policing philosophy showed more uniformity than you would think based on the literature reviewed for this report.

What the final bit of information seems to show is it's not the generational or biological age so much that indicates a higher or lower COPS Factor; however, when you analyze the independent variable of Years Sworn, the numbers seem quite a bit more delineating in nature. (Refer to Table 6 and Figure 3)

	N	COP Factor (Mean)	COP Factor (Median)	COP Factor (Mode)	Standard Deviation
Years Sworn					
Less than 1 Year	7	13.43	14	14	1.5118
Btwn 1 & 5 Yrs	41	11.27	12	12	2.4497
Btwn 5 & 10 Yrs	25	10.96	12	12	3.6569
Btwn 10 & 20 Yrs	44	11.93	12	11	3.35079
Over 20 Yrs	41	11.93	12	13	3.3195
Over 30 Yrs	10	12.9	13	10	2.9981

Table 6

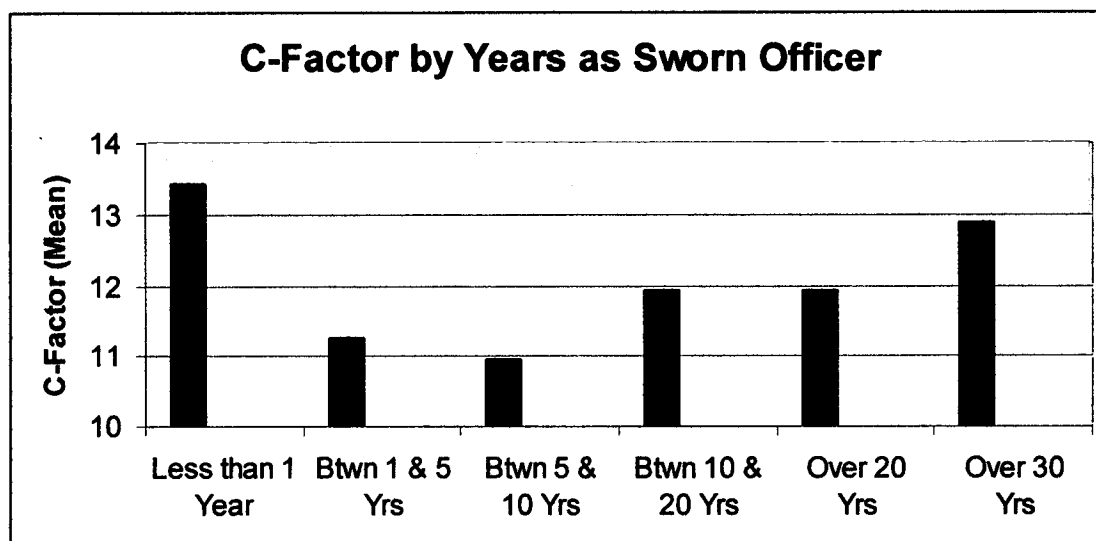


Figure 3

The COPS Factor for those officers on the job for less than one year was the highest of any grouping I discovered during the analysis of the data. Further, their standard deviation was

the lowest of any grouping I discovered, indicating quite a similarity in their attitudes, knowledge, training and beliefs when compared to the standard deviation of every other group of data. Even when you consider there were only seven officers with less than one year on the job who responded to this survey, that is still significant because in this region, the average years on the job is approximately ten years—there are very few new officers and deputies, percentage-wise and in actual numbers, employed at these eight agencies.

Immediately after their first year on the job, then for the next ten years, their COPS Factor starts dropping, and it bottoms out at about the ten year mark. Then, for the next 20 years and on throughout the rest of their career the C-Factor continues to rise; but it never reaches the level attained during that first year.

Chapter 5-Conclusions and Policy Implications

Summary and Conclusions

I was unable to ensure, other than by verbal assurance, that these surveys were distributed evenly and to every sworn officer throughout the eight agencies; however, the independent variable of Supervisor seems to indicate it was equally distributed to all ranks. In addition, after reading the questions in the survey over and over again, I am fully aware they could have been improved upon. There are also other factors which would lead one to question both the internal and external validity of this survey. In addition, you must also consider the behavioral v. attitudinal factor that makes you wonder if what we might write down on a survey of our beliefs and attitudes has any relationship to how we actually perform our duties. In short, it would be naïve for anyone to consider these findings to be any more than what they are—indications and inferences made for the limited purpose of review and potential for further study.

All that said, I believe this data does hold enough validity to be useful to the administrator so inclined to look further into how one might successfully implement a COPS program.

GenXr's do not indicate any more inclination towards being a successful COPS officer than do the Boomers who preceded them. In fact, the data seems to indicate otherwise—that the older, more experienced officer would be the better fit with the community. This belief is further buttressed by the findings of the COPS Factor by sworn years of service. New officers and deputies, with the ideals and principles they've brought with them from their limited life and academy experience, aren't going to be placed in a position to work a special assignment in the COPS capacity within the community. They aren't yet off their probationary status and they

haven't yet learned the ropes of basic police work. Such special assignments are reserved for those who have been around a couple of years, made their fair share of arrests, handled a variety of calls, and have become aware of their surroundings and the resources available to them. That leaves the officers in the five to ten year range who are being assigned to COPS assignments—just as their attitudes and beliefs are less inclined towards those typically thought of to be the ideal COPS officer.

Conclusion

Many brand new officers come into the police service with the principles, attitudes and beliefs that would make them a perfect fit into the community oriented policing setting. Something happens over the next ten years of their careers that changes those attitudes and beliefs, pushing them away from the community orientation and back towards the traditional policing philosophy.

All the data analyzed, supported by the literature dealing with the ideal COPS officer, shows more experienced officers are just as well suited, if not more so, to the community oriented policing capacity than the younger GenXr's who have followed them into the police service.

Finally, at least within the confines of this study, it seems GenXr's and Boomers are not so different in their attitudes and beliefs regarding their service to the public as police officers as those purported to be GenX 'experts' might think.

Policy Recommendations

Most law enforcement agencies throughout the country have implemented COPS programs in one form or another—or at least have provided *some* training in the philosophy to *some* of their deputies or officers.

For some agencies, community oriented policing represents a program, for some, a philosophy, for some, both. Some agencies have small, one, two or three person COPS teams, some have entire units working COPS programs. Some programs are dynamic and up to the challenges of a changing society, some are in place simply for the added funding the agency received for the additional officers.

Clearly the quality and quantity of the commitment to community oriented policing within individual departments is as varied as the thousands of individual agencies in our country and the tens of thousands around the world.

Based on the findings of this research, media hype aside, it seems there are no significant differences between the GenXr's and the Boomers in many of the critical dimensions of the COPS philosophy. In this study, the older more experienced officer seems to be possessive of the higher level of COPS compatibility. Further, once indoctrinated into the police organization, even the idealistic new officers tend to gravitate more towards the traditional philosophies of police work than those conducive to the COPS philosophy.

To those agencies with established COPS programs, as well as those considering implementing new COPS programs, train then utilize use your COPS oriented officers as mentors for the new hires to help them hold onto and maintain the idealistic attitudes and beliefs they start with. New officers want and appreciate mentors. The data I gathered indicates it would

be wise to give consideration to the more experienced officers—those with at least 10-15 years on the job—for the openings in COPS positions as they arise and as mentors to the new officers.

To those who believe the GenXr's are any more or less equipped to handle the COPS duties, this research should give you cause to rethink that belief; because as far as the attitudes and beliefs of GenXr's, as reported in the data from this research, once the GenXr's have been indoctrinated into the organization, it's the culture of the organization that will determine the level of commitment to the COPS philosophy by your individual officers. Otherwise, within the scope of this research, there is little evidence of much differentiation between Boomers and GenXr's.

Appendix I
Introductory Letters and Survey

Sept. 5, 2003

Sgt./Lt. X
X Sheriff's/Police Dept.

Dear Sgt./ Lt. X

I would like to introduce myself, Sgt. Dan Bressler of the Tuolumne County Sheriff's Department. I am currently writing my Masters Thesis to complete my Masters Degree Program at Golden Gate University. When this study is completed, I will receive my degree in Executive Management, Public Administration.

Your department has been selected as one of eight agencies throughout the region in order to study generational differences in the attitudes and beliefs of sworn police officers. Those results will be contrasted and compared to those believed to contribute to the community oriented policing philosophy.

The data gathered on your officers and deputies will be strictly confidential; thus, specific data from the survey on your department will not be identifiable. Your support and participation will be acknowledged in the study, but all data will be examined in the aggregate.

I am asking for your support in the completion of this survey. If you can distribute it to as many sworn members of your agency as possible, I would appreciate it. It is important that it be distributed equally—to night shift personnel as well as day shift personnel, to managers, supervisors, investigators and officers/deputies. Please have them complete it as soon as they receive it and return it to me via the mail. Return, postage paid envelopes will be included with the surveys.

I cannot thank you enough for your time and effort on my behalf. I will be sure to forward you a copy of the research paper upon its completion.

Sincerely,



Sgt. Dan Bressler
Tuolumne County Sheriff's Dept.

September 5, 2003

To whom it may concern, who is a sworn peace officer.

My name is Dan Bressler and I am a patrol sergeant with the Tuolumne County Sheriff's Department. I am currently writing my Masters Thesis to complete my Masters Degree Program at Golden Gate University. When this study is completed, I will receive my degree in Executive Management, Public Administration.

I am asking that sworn officers, supervisors, and managers from your department contribute to my research on various attitudes and beliefs of sworn police officers by taking a few minutes (average completion time: 4 minutes) to complete and return the attached survey.

The data gathered from your personnel will be strictly confidential; thus, specific data from the survey of sworn personnel at your department will not be identifiable. Your support and participation will be acknowledged in the study, but all data will be examined in the aggregate.

When you are finished, please put all three pages of the survey in the attached envelope and mail it back to me.

If you have any questions, my 24 hour pager number is (209) 736-XXXX. Thank you very much for your time and effort on my behalf. It is very much appreciated.

Sincerely,

A handwritten signature in cursive script, appearing to read "Dan Bressler".

Sgt. Dan Bressler
Tuolumne County Sheriff's Department

Survey

All of us in police work are different. We have different knowledge, skills, and abilities based on our training, experience, and individual personalities. **Please answer these questions as they relate to your particular expectations, experiences, values and beliefs.** Do not answer them as you feel your department wants you to answer, rather, *choose the best answer* that reflects how you, as an individual, feel about your job. Please circle either 'a' or 'b' to reflect your best answer for EVERY set of statements.

-
1.
a. While working in the community, I enjoy the law enforcement/arrest process.
b. While working in the community, I enjoy problem solving with the parties involved.
-
2.
a. I believe physical strength plays a critical role in our everyday job assignment.
b. I believe the physical aspect of our job is overrated.
-
3.
a. I believe most in the values of conformity and consistency.
b. I believe most in the values of flexibility and free thinking.
-
4.
a. There are certain police functions that should be civilianized or left to volunteers.
b. Most, if not all, police functions should be left strictly to sworn officers.
-
5.
a. If I wanted to buy a used weapon, I would be more likely to call gun shops, talk to co-workers, and look through magazines for the best deal.
b. If I wanted to buy a used weapon, I would be more likely to utilize the Internet to find the best deal.
-
6.
a. I believe community members should have a voice in how crime related matters are resolved in their community.
b. I believe it is the responsibility of the local law enforcement agency to come up with solutions to crime related problems within their communities.
-
7.
a. I feel fairly competent working with computers.
b. I feel less than competent working with computers.
-
8.
a. I have empathy and compassion for victims of crime and injustice.
b. I often find myself cynical towards victims of crime and injustice.
-
9.
a. I have developed significant prejudices during my time as a police officer.
b. I have developed few if any prejudices during my time as a police officer.
-
10.
a. I believe police departments should maintain a strong chain of command and formal communication between the ranks.
b. I believe in a system of informal communication between and across the ranks.

-
- 11.
- a. I would prefer to work with only the deputies in my own agency.
 - b. I enjoy working with personnel from other agencies.
-
- 12.
- a. I believe it would benefit our department to be more racially diverse.
 - b. I believe the racial make-up of our department is appropriate.
-
- 13.
- a. Open and honest communication is critical when dealing with the public.
 - b. The public generally misunderstands and misinterprets how we do our job.
-
- 14.
- a. I prefer change, and I welcome it.
 - b. I prefer things stay the way they are.
-
- 15.
- a. I work better within a structured and controlled environment.
 - b. I work better within a flexible, less structured environment.
-
- 16.
- a. Policy manuals should be detailed and comprehensive.
 - b. Policy manuals should include only general guidelines rather than rigid controls.
-
- 17.
- a. Law enforcement agencies would benefit from increased public oversight of their efforts.
 - b. County Boards of Supervisors, City Councils, and the voting public currently exercise sufficient oversight of local law enforcement agencies and their efforts.
-
- 18.
- a. I prefer to work in an innovative and dynamic environment.
 - b. I prefer a stable environment where day to day working conditions are consistent.
-
- 19.
- a. I consider myself a creative person.
 - b. I consider myself focused and controlled.
-
- 20.
- a. I prefer a set schedule with set hours and days off.
 - b. I prefer to work a flexible schedule.
-

Now please place all three pages of the survey in the attached, postage paid envelope and mail it back to the address on the envelope. You may discard the introductory letter. Thank you for your time and effort.

Appendix II
Sample Data Collection Page

Sample Data Entry Page

Age	Supervisor	Years Sworn	Years COPS	Years to Retire	Male/Female	College	COPS Factor	1. Problem Solve	2. Phys. Overload	3. Flexibility	4. Civilianization	5. Internet	6. Civilian	7. Computer Literate	8. Empathy	9. No Prejudice	10. Informal C of C	11. Other Agencies	12. Open to Public	13. Change is Good	14. Flexibility	15. General Policies	16. Increased Oversight	17. Innovation	18. Creativity	19. Flex. Schedule
4	4	4	1	2	1	1	11	1					1	1	1											
3	1	4	2	2	1	1	8			1	1						1		1	1	1		1	1		
5	1	5	3	2	1	1	17	1		1	1	1	1	1	1	1			1	1	1	1	1	1	1	1
4	1	3	2	2	1	1	15	1	1	1	1		1	1		1	1		1	1			1	1	1	
5	1	4	1	2	1	1	10	1	1	1	1		1	1		1		1	1							
3	1	2	1	1	1	2	9			1			1	1	1		1		1	1	1	1	1			
4	1	2	1	1	1	1	13			1	1		1	1	1	1			1	1		1	1	1	1	
2	1	2	1	1	1	1	12	1		1	1		1	1			1	1		1	1	1		1	1	
2	1	1	1	1	1	1	14	1		1	1		1	1	1		1	1	1	1			1	1	1	
4	3	4	3	2	1	2	15	1		1	1		1	1		1	1	1	1	1	1	1		1	1	1
3	2	3	1	1	1	1	5		1		1					1				1						
4	1	4	1	1	1	1	9	1	1	1	1				1	1			1	1				1		
3	1	4	2	2	1	1	11	1		1	1			1		1			1	1	1		1		1	
3	1	2	1	2	2	1	12	1			1		1	1		1	1	1		1	1	1		1	1	
2	1	1	1	1	1	2	11			1	1		1	1	1	1		1				1	1	1		
2	1	2	1	1	1	3	11			1	1		1	1	1		1		1	1			1	1		
5	3	4	1	4	2	1	16	1	1	1	1		1	1	1	1	1	1	1	1	1	1	1	1	1	
4	2	2	2	2	1	3	14	1	1	1	1		1	1	1	1			1	1	1		1	1		
4	2	4	1	2	1	1	5				1		1	1					1						1	
4	1	5	1	2	1	1	13	1		1			1	1	1	1		1	1	1	1	1	1	1		
3	3	4	1	2	1	2	14	1	1	1	1	1	1	1	1		1		1	1	1		1			
3	1	3	2	2	1	1	12	1		1	1		1	1		1	1	1	1		1			1	1	
4	3	4	1	3	1	1	11		1					1	1	1	1	1	1	1	1	1	1			
5	1	4	1	3	1	1	16	1	1	1	1		1	1	1	1	1	1	1	1	1	1	1	1	1	
5	1	5	1	4	1	1	11	1		1	1			1	1		1	1		1	1	1		1		
3	1	4	1	3	1	2	7			1	1			1	1	1				1					1	
4	1	4	1	2	1	1	13	1	1	1	1		1	1	1		1		1	1			1	1	1	
3	1	3	2	2	1	1	6			1	1		1						1	1	1	1				
4	3	4	1	2	1	3	14	1			1		1	1	1		1	1	1	1	1		1	1	1	1
5	4	5	2	3	1	3	13			1	1		1	1	1			1	1	1	1	1		1	1	1
6	4	6	1	5	1	2	10	1					1	1	1		1	1	1	1			1	1		
5	1	6	1	5	1	2	15	1		1		1		1	1	1	1	1	1	1	1	1	1	1	1	
4	3	4	1	2	1	1	10	1			1		1	1	1		1	1		1			1	1		
5	4	6	1	5	1	2	16	1	1	1	1		1	1	1	1	1		1	1	1	1	1	1	1	
3	1	1	1	1	1	2	14		1		1		1	1	1	1	1		1	1	1		1	1	1	1
4	1	2	1	1	1	1	12	1			1			1	1	1	1	1		1	1	1	1		1	
5	3	4	1	2	1	1	14	1	1	1			1	1		1	1		1	1	1	1	1	1	1	1
3	1	3	2	2	1	3	13	1		1	1		1	1		1	1	1	1	1	1	1		1		
4	1	4	3	3	1	1	17	1		1	1		1	1	1	1	1	1	1	1	1	1		1	1	1
3	1	3	1	2	1	1	8				1			1					1	1	1	1	1	1	1	
4	2	4	1	2	1	1	13	1		1	1		1	1	1		1		1	1	1		1	1	1	1
5	1	6	1	5	1	1	12	1	1	1	1		1			1			1	1	1		1	1	1	1
5	1	3	1	2	1	1	7	1		1			1	1	1		1				1					
4	1	4	1	2	1	1	4				1			1		1				1						
4	1	2	1	2	1	1	11			1	1	1	1	1			1	1		1	1		1	1		
5	3	5	1	4	1	3	4		1							1	1			1						
4	3	5	2	3	1	3	15		1	1	1	1	1	1			1	1	1	1	1	1		1	1	1

Appendix III
Participating Agencies

Tuolumne County Sheriff's Department

Alpine County Sheriff's Department

Sonora Police Department

Mariposa County Sheriff's Department

So. Lake Tahoe Police Department

Calaveras County Sheriff's Department

Mono County Sheriff's Department

Jackson Police Department

End Notes and Bibliography

End Notes

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