

The University of New Mexico

Study of the Recruiting Competitiveness of the Albuquerque Police Department

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Preface

The City of Albuquerque hired the University of New Mexico through the Institute for Social Research (ISR) to research the recruitment competitiveness of the Albuquerque Police Department (APD) compared to 11 pre-selected law enforcement departments.

Project Objectives

The ISR agreed to use specific factors to determine the competitive status of the APD. These factors included: compensation issues, i.e., analyzing the salary and benefit data of the pre-selected sites; department influences, i.e., community policing approaches, staffing, department structure, city organization; geographic influences such as, Uniform Crime Report data, and census data; and match these data and positions as closely as possible across departments.

The ISR supplemented the study by identifying several issues related to recruitment since the attack on the World Trade Center and reviewed changes in entry level positions at APD since 2001. We also include one more agency, the Colorado Springs Police Department in our department sample.

Recruitment Issues

The efforts of recruitment, hiring, and retention in the field of law enforcement have changed over the years. Beginning with a spoils system in the early 20th century, to inherited positions, to an emphasis on gleaning the best recruits, communities now demand that their police force be professional, knowledgeable, mature, and skilled communicators (Alpert 1991; Dantzker 2000; Hochstedler & Conley 1986; Holden 1994). The dilemma for police recruiters is an increase in hiring standards and a decrease in the pool of qualified applicants (Butterfield 2001). Recruiters are using various methods to attract qualified applicants, e.g., multi-media advertisements, internet application forms, hiring professional recruiters or creating a recruiting department (Lonsway et al 2003), joining other agencies in a recruitment pool (Swope 1999), providing incentives or bonuses to officers for referring potential applicants (Lonsway et al 2003). Whetstone et al (2006) found traditional advertising methods were relatively ineffectual and aggressive face-to-face recruiting efforts at job fairs and community gatherings effectively reached more applicants. The use of internet websites to submit applications has shown promise for increasing the number of viable candidates. In a survey of police departments in North Carolina, Yearwood (2003) found increasing the average starting salary may attract a better and larger applicant pool, but that retaining new officers at an adequate salary became a concern. The concern centered on limited opportunities for promotion and failure to receive salary increases. According to the study, officers left departments after approximately three years because of the limited opportunities for promotion or the failure to receive an increase in their salaries. This held true for all officers irrespective of whether or not they possessed a two- or four-year college degree.

Competitive Issues

Who are police departments competing against for desirable applicants? The optimal candidate has a clean criminal record, little or no drug use, a high school education or better, strong interpersonal skills, average to high aptitude, is physically fit, and is willing to work outdoors in dangerous conditions. Unfortunately for agencies like the

APD, all police departments are looking for candidates with the same desirable qualifications.

Since September 11, 2001, police departments are in competition among themselves and with fire departments, the armed services, homeland security agencies, and even overseas private security companies. Research on the subject of qualified candidates since 9/11 is limited. In 2005, the RAND Corporation supported the concept that local police departments should learn recruitment techniques from the military. The military has a personnel planning division and funding to study the demand and supply of available candidates. Based on external challenges to “national interests,” military planners make decisions about future staffing size, strategy, and equipment acquisition needs (Raymond 2005). Thinking strategically about personnel management is a valuable concept for local police departments. It is less critical that the predictions be highly accurate. The exercise of carefully thinking through the issues will aid police and city leaders to make difficult decisions regarding staffing priorities and resource allocations. Through this process, police personnel planning would be linked to a city’s strategic plan, leading to integrated activities and economies of scale.

The 2001 Watson Wyatt Compensation Analysis of APD

In 2001 the firm of Watson Wyatt compared nine peer agencies to the Albuquerque Police Department. Watson Wyatt found APD compensation was generally competitive within New Mexico but not competitive outside the state. Additionally, they found APD overtime cost practices were consistent with other agencies, but management accountability needed to improve.

The Watson Wyatt report made several recommendations. They recommended a reduction in the amount officers must contribute to their retirement, replacing specific incentives with a broader career enhancement pay program, funding the enhancements by reducing holiday and overtime pay, and creating special incentives for upper supervision positions. Our study and the Watson Wyatt report differ in scope. The objective of the Watson Wyatt report was to review value differences in compensation programs and complete pay and benefit arrangements at other agencies. ISR reviewed selected factors important to the issue of recruitment competition. We reviewed benefits only as a component of our study.

Method

To complete this study, we used six local and national sources of data to determine the competitive position of the Albuquerque Police Department relative to the 11 pre-selected law enforcement agencies (see Table 1 for a listing of the pre-selected agencies). One, we acquired salary and benefit data on the 11 agencies from their websites. Law enforcement agencies rely heavily on the internet to reach the largest number of potential candidates, consequently we determined that current salary and benefit data could be easily obtained from agency websites. Two, we used proprietary published 2006 salary survey data from the International City/County Management Association (ICMA). Three, we used 2005 and 2006 Uniform Crime Report (UCR) data from the Federal Bureau of Investigation as a gross measure of crime in each of the jurisdictions. Four, 2006 population estimates from the U.S. Census Bureau were incorporated in the study. Five, data from the 2003 Law Enforcement Management Administrative Statistics

(LEMAS) survey were used to provide baseline information and community policing policy. Six, we obtained information from a percentage of the 13 agencies through means of a short survey. Survey questions were based on several questions used in the LEMAS 2003 survey. The survey instrument addressed questions on the general hiring protocols as well as on salary, staffing structure, and equipment policies. Additionally, agencies were asked to clarify the status of collective bargaining in their jurisdiction. We automated the survey form and distributed it via e-mail to each of the agencies. E-mailing the form was preceded by a phone call to introduce the survey to the recipient. Of the 13 survey recipients, 6 responded, for a response rate of 46%.

Since a competitive analysis is the objective of this study, most comparisons in the analysis are framed in a manner to show the competitive position of APD. In general, this study compares similarities and differences in salaries, and selected benefits. For instance, the study focuses on the median salary level for three benchmark positions, i.e., recruit after academy, entry level officer after probation, and sergeant or equivalent first-line supervisor. In addition to salary comparisons we analyze staffing, crime rates, and other elements. Measures of central tendency (i.e., mean and median), are used throughout the analysis and report. We summarized the study with a conclusion and recommendations.

Description of Sample Sites

APD selected the law enforcement agencies for the study. Table 1 lists the departments in the sample and provides the latest estimated population from the U.S. Census Bureau. In addition to the estimated population, Table 1 also shows the population density per square mile under the jurisdiction of each agency in 2006 and the cost of living by jurisdiction in 2006. The Cost of Living category uses data provided by the Council for Community and Economic Research (ACCRA/C2ER). The ACCRA/C2ER Cost of Living index measures differences in goods and services costs in six key expenses from dozens of cities. ACCRA/C2ER produces an index which adequately measures differences in goods and services costs, rather than an inaccurate measure which attempts to incorporate taxes levied on real and intangible property, retail sales, and income. Due to the multiplicity of state and local taxes, taxing jurisdictions, and assessment procedures, it is complicated and expensive to calculate detailed local tax burdens reliably. The ACCRA/C2ER is a market basket measure and is used to illustrate economic wellbeing at a point in time. The ACCRA/C2ER measure should not be used for historical comparisons or be applied to very large urban areas (Curran et al 2006; Koo, Phillips, and Sigalla 2000). A Cost of Living Index lets us determine how much more (or less) salary a recruit will need to maintain the same standard of living in various cities. In the calculation, we held Albuquerque at an artificial level of \$100. Using the Cost of Living Index, a recruit in Tucson would only have to earn \$97.80 to maintain the standard of living of an APD recruit while a recruit in Denver would have to earn \$101.10 to maintain the standard of living of an APD recruit.

Table 1 Select Sample of Law Enforcement Agencies

Selected Sample Law Enforcement Agencies			
Agency	US Census 2006 Estimated Population	Population Density Per Sq Mile	Cost of Living
Albuquerque Police Dept	504,949	2,795	100
Rio Rancho Public Safety Dept	71,607	975	96.2
Bernalillo County Sheriff's Dept	110,150	112	n/a
University of NM Police Dept	28,505	n/a	n/a
NM State Police Dept	1,954,599	16	n/a
Tucson Police Dept	518,956	2,666	97.8
Salt Lake City Police Dept	178,858	1,640	98.3
Denver Police Dept	566,974	3,697	101.1
Omaha Police Dept	419,545	3,626	87.7
Tulsa Police Dept	382,872	2,096	89.1
Oklahoma City Police Dept	537,734	886	90.7
Fort Worth Police Dept	653,320	2,233	87.2
Colorado Springs Police Dept	372,437	2,005	93.4

ISR decided to include one more agency, the Colorado Springs Police Department. Colorado Springs, Colorado is in close proximity to Albuquerque, it has similar demographics, it has a limited suburban population, and it was included in the 2001 Watson Wyatt study.

Table 2 describes various characteristics of each department, i.e., number of employees, certification by the Commission on Accreditation for Law Enforcement Agencies (CALEA), number of neighborhood substations, authorized collective bargaining, and operating budget. Fort Worth, Texas and Denver, Colorado are the most populated cities and have the largest police departments in our sample. Both have approximately the same number of employees. Among departments in our sample, APD ranks number five for number of sworn employees and four in the total number of employees. Currently APD has 1.9 sworn officers per 1000 population.

Table 2 Description of Selected Sites

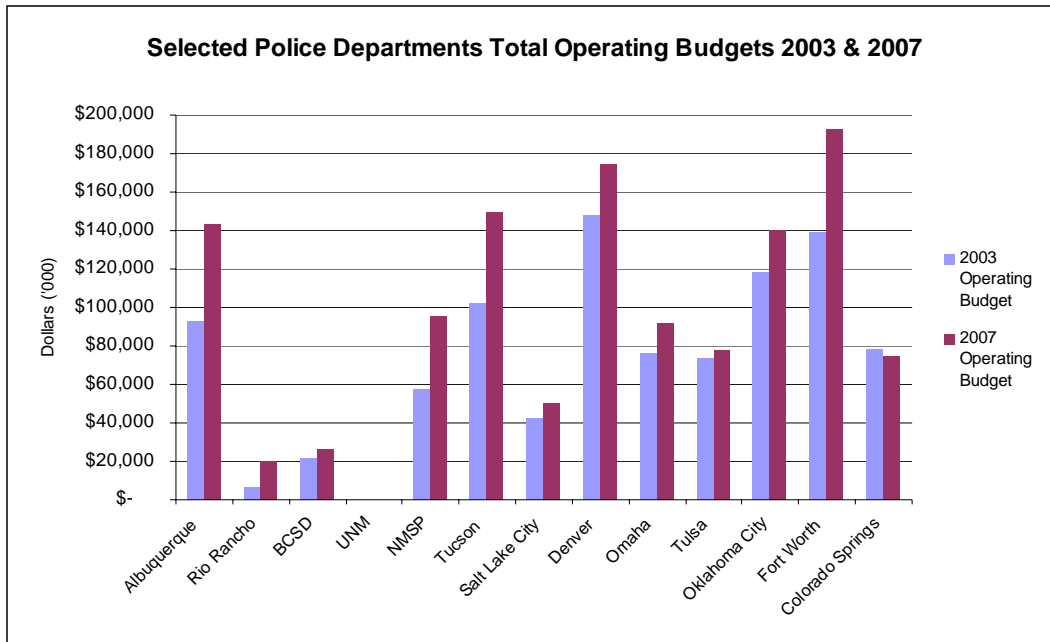
Items	Description of Selected Sites											Colorado	
	APD	Rancho	BCSD	UNM	NMSP	Tucson	Salt Lake	Denver	Omaha	Tulsa	OK City	Ft Worth	Spring
No. of Sworn Officers	980	125	266	50		1,028	408	1,463	773	814	1,033	1,388	668
Total Number of Employees	1,368	197	347	60	-	1,411	606	1,792	994	936	1,299	1,772	958
Sworn Officers per 1000 pop	1.9	1.7	2.4	1.8		2.0	2.3	2.6	1.8	2.1	1.9	2.1	1.8
No. of Facilities	15	1	3	1	32	7	2	11	5	7	6	19	4
No. of Neighborhood Substations	5	0	2		3	5	3	0	1	0	n/a	65	4
Collective Bargaining	yes	yes	yes	yes	no	yes	yes	yes	yes	yes	yes	no	no
CALEA certification	yes	no	no	no	yes	yes	no	no	yes	yes	yes	no	yes
FY07 Operating Budget ('000)	\$143,571	\$ 19,785	\$ 26,210		\$95,266	\$149,739	\$ 50,670	\$174,648	\$91,663	\$77,421	\$140,083	\$193,125	\$ 74,339

Source: ISR Survey of Select Law Enforcement Departments, Bargaining Contracts & 2003 LEMAS data

APD has the 3rd highest number of facilities in the sample of city departments. The New Mexico State Police (NMSP) has the largest number of facilities with 32 around the state. At least 10 of the 13 departments in the sample, including APD, authorize collective bargaining for their employees. We noted, in 2007 the City of Fort Worth began talks with the Fort Worth Police Officers Association. Retirement and deferred benefit programs for police are usually well funded and somewhat generous for public service employment. Denver and Colorado Springs offer a normal retirement of 57.5% of annual salary after 25 years and a maximum of 85% is available for 36 years of service. APD and other departments in New Mexico offer 80% of salary after 22.8 years of service. Seven of the 13 departments in the sample are credentialed members of the CALEA. This organization provides law enforcement agencies with a method to voluntarily demonstrate their commitment to excellence in law enforcement. APD and the NMSP are the only New Mexico departments in the sample that participate in the accreditation program.

Operating budgets in the sample have increased an average of 44% in four years. Chart 1 shows the operating budget amounts for the sample departments in 2003 and 2007. Among cities the size of Albuquerque, police departments experienced at least an 18% increase from 2003 to 2007. The APD budget increased 54% during this time. Colorado Springs reported a reduced budget over the seven year period of time.

Chart 1 Operating Budgets 2003-2007

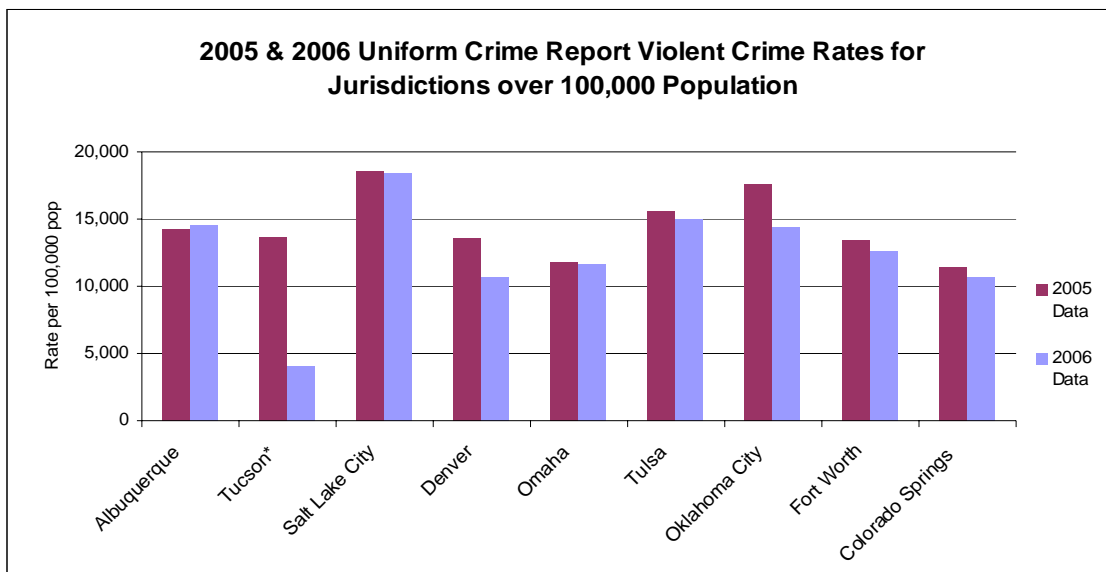


Geographic Issues

Uniform Crime Data

Uniform Crime Report data is collected and reported by the FBI. They discourage using the data to compare or rank jurisdictions. The data should only be used to show fluctuations in the level of crime from year to year. We looked at 2005 and 2006 UCR data for the selected department in jurisdictions over 100,000 population. Chart 2 shows the rate of violent crime for cities in our study over 100,000 population. Albuquerque is the only jurisdiction in our sample with an increase in the rate of violent crime between 2005 and 2006. The 2006 data for Tucson is extremely low. According to UCR staff this occurred because Tucson did not comply with data reporting standards in several categories.

Chart 2 2005 & 2006 UCR Violent Crimes for Selected Jurisdictions



Compensation Issues

We displayed salaries from our sample and determined the median salary for each benchmark position. The median is the middle salary of a sample group of salaries; that is, half the competitive departments pay salaries greater than the median and half the departments in the sample pay less than the median. A department that pays employees more than the competitive median salary may attract better applicants but runs the risk of appearing to pay excessively high salaries. Yet, a department that pays less than a competitive median cannot reasonably expect high performance from the staff and in theory suffers in its ability to recruit and retain employees. Incentive and specialty pay should also be positioned at the competitive median. We feel it is important for departments to review their total compensation package against perceived competition and make adjustments toward a competitive median.

Salary and Benefit data

To begin, we made several assumptions regarding what would concern potential applicants as they choose a career in the public service and we held certain categories equal to level the analysis across categories.

1. Take home pay was assumed to be important for applicants.
2. Promotion opportunities were assumed to be important for applicants.
3. Benefits were assumed to be important.
4. Work shifts and differential pay were equal across departments.
5. Officers average approximately 6 years of experience before becoming eligible for promotion to a first line supervisor.

We selected three benchmark job classifications to analyze in this study. These positions were determined to be the most representative in a competitive analysis of recruits and applicants and each position was found across all agencies. The classification of recruit or cadet was chosen because it is a beginning position in all departments. Coming out of a training academy environment, this is the first regular full time position available. The entry level officer was the second classification included in our analysis. The description “entry level,” was used as a standard descriptor for the various job titles and step grades used by all departments. The entry level classification after the required probation is a benchmark for us and is important to recruitment efforts since it is the next full time position after “recruit” and would be the next logical step in a career. Our third benchmark position is a first line supervisor. We used the job title “sergeant” as this is a typical title for this supervisory level, but the title is only a marker to describe the first line supervisor. Sergeant was a benchmark position for us because it is a possible goal for new recruits to aspire and realistically attain.

Salaries in our analysis are divided into two categories, direct pay and incentive pay. Direct pay includes the minimum base pay amount for each benchmark position, differential pay for shifts, longevity, and uniform/equipment allowances. Incentive pay includes adjustments for education, bilingual language skills, bonuses, and military service.

As public sector employers, police departments provide the typical range of benefits (e.g., medical, insurance, vacation, sick leave, and disability). Since each department incorporates standard benefits into their salary structure we did not include these benefits into our analysis. We mention exceptions when they occur, but assume all

departments have similar benefits packages. We also assumed applicants know the benefits are part of the salary structure but the typical benefits do not play a part in the applicant's decision to sign with one department over another. The amount of the contribution employee and employers make vary by agency but benefits are similar overall. In discussions with ISR, staff from the City of Albuquerque provided information obtained in interviews with budget officials in the sample departments, comparing certain elements of retirement packages in the sample agencies. The information compares number of years to maximum retirement and maximum percent of salary. It also delineates a broad amount of the net salary earned at our benchmark positions and the employer's retirement contribution. Salary contributions are partly a function of state retirement plans for law enforcement officers (see Table 3).

City of Albuquerque staff reported that in the fiscal years beginning in 2006 and 2007 the City of Albuquerque in negotiations with the APD police union agreed to pick up 75% of the employees share of retirement in lieu of a salary increase. This resulted in a reduction of the employees' contribution to retirement from 16.3% to 4.07%. The fiscal impact to the City was the equivalent of a 4.5% salary increase in each of those fiscal years.

Table 3 Police Retirement Comparisons

	Police Retirement Comparison												
	APD	Rio Rancho	BCSD	UNM	NMSP	Tuscon	Salt Lake	Denver	Omaha	Tulsa	OK City	Ft Worth	Colorado Springs
Yrs of Service to highest retirement	22.8	22.8	22.8	25	22.2	32	20	36	30	30	30	25	36
Max % of salary at retirement	80.0%	80.0%	80.0%	68.0%	80.0%	80.0%	70.0%	85.0%	65.0%	75.0%	75.0%	11.5%	85.0%
% salary contributed by jurisdiction	30.7%	30.7%	30.7%	10.9%	25.1%	23.3%	35.7%	8.0%	20.2%	13.0%	13.0%	11.5%	8.0%
% salary contributed by employee	4.1%	4.1%	4.1%	7.8%	7.6%	5.0%	0.0%	8.0%	14.6%	8.0%	8.0%	7.4%	8.0%
Annual Salary													
--- Recruit	33,197	32,365	38,334	40,227	30,784	45,510	37,565	41,124	36,346	42,470	36,247	46,051	42,806
-- 1st Yr Officer	39,520	37,502	46,251	42,238	37,731	45,510	41,038	45,912	44,608	44,593	44,265	48,360	49,212
-- Sgt 1st Line Supervisor	53,248	50,024	55,370	46,280	52,603	74,131	60,299	75,610	60,320	53,098	65,062	68,078	78,720
Net Salary minus Emp Ret. Contribution													
-- Recruit	31,846	31,048	36,774	37,075	28,444	43,235	37,565	37,834	31,058	39,072	33,347	42,629	39,382
-- 1st Yr Officer	37,912	35,976	44,369	38,929	34,863	43,235	41,038	42,239	38,118	41,026	40,724	44,767	45,275
-- Sgt 1st Line Supervisor	51,081	47,988	53,116	42,654	48,605	70,424	60,299	69,561	51,543	48,850	59,857	63,020	72,422
Employer Ret. Contribution													
-- Recruit	10,201	9,946	11,776	4,385	7,727	10,604	13,414	3,290	7,331	5,521	4,712	5,277	3,424
-- 1st Yr Officer	12,144	11,524	14,208	4,604	9,470	10,604	14,655	3,673	8,997	5,797	5,754	5,542	3,937
-- Sgt 1st Line Supervisor	16,363	15,372	17,010	5,045	13,203	17,273	21,533	6,049	12,167	6,903	8,458	7,802	6,298

Source: City of Albuquerque, 2007

Selection

Table 4 describes the techniques used by the different police departments to screen new recruits. The first procedure in the selection process is a version of a civil service type exam and a written entrance exam. Although the precise order may differ, our review found subsequent steps include a background investigation, credit history, criminal history, driving record, medical exam, physical agility, and psychological exam (100% of agencies), followed by the assessment center and practical tests (100% of agencies). With some consistency, the final steps in the process often include a personality inventory (77% of agencies), a personal interview, and a drug test (92% of agencies). Techniques exist that are not used by a majority of agencies, e.g., assessment of understanding diverse cultures, mediation skills/conflict management assessment (7% and 15%). Voice stress analysis exists but is not used by any of the agencies in our study.

Departments indicated they pay recruits a salary during training, offer a uniform allowance or provide uniforms, pay the tuition for recruit training at an academy or school, some offer a salary incentive for college degrees, and provide take-home cars. Additionally, after completing the academy some departments allow officers to work overtime.

Table 4 Screening Techniques

Screening Techniques	Screening Techniques Used to Select New Recruits												
	Rio					Colorado							
	APD	Rancho	BCSD	UNM	NMSP	Tucson	Salt Lake	Denver	Omaha	Tulsa	OKCity	Ft Worth	Springs
Analytical problem solving	✓						✓	✓	✓	✓	✓	✓	✓
Understanding diverse cultures									✓				
Background investigation	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Credit history check	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Criminal history check	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Driving recordcheck	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Drug test	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Mediation skill assessment	✓								✓				
Medical exam	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Personal interview	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Personality inventory	✓	✓	✓		✓			✓	✓	✓	✓	✓	✓
Fitness/Agility test	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Polygraph exam	✓		✓		✓	✓	✓	✓			✓	✓	✓
Psychological eval	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Second language test	✓		✓		✓	✓	✓	✓				✓	
Voice Stress analyzer													
Volunter service check								✓	✓				✓
Written aptitude test	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓

Source: ISR Survey of Select Law Enforcement Departments & 2003 LEMAS data

Incentives

Incentive opportunities are generally the same across departments. We found 77% of departments offer incentive pay for higher education degrees and 92% reimburse officers for tuition (see Table 5). A majority (77%) of departments pay tested bilingual officers but few departments have more than 20% Hispanic officers. Few departments (31%) pay for performance and less than half (46%) offer incentive pay to veterans. APD is fairly typical among departments, offering a range of special pay elements. Additionally, all departments in the study with the exception of Omaha and Colorado Springs allow officers to take marked vehicles home. We made no distinction for using the vehicle for personal use or merely taking the vehicle home.

Table 5 Special Pay Elements

Special Pay Elements	Special Pay Elements										Colorado		
	APD	Rio Rancho	BCSD	UNM	NMSP	Tucson	Salt Lake	Denver	Omaha	Tulsa	OK City	Ft Worth	Spring
Education incentive	✓	✓	✓		✓	✓	✓			✓	✓	✓	
Hazardous duty	✓	✓	✓		✓	✓		✓		✓	✓		✓
Merit/performance		✓			✓	✓	✓						
Shift differential	✓	✓	✓		✓	✓			✓		✓	✓	✓
Special skills proficiency	✓		✓		✓		✓	✓	✓	✓	✓		✓
Bilingual ability	✓		✓			✓	✓	✓	✓	✓	✓	✓	✓
Tuition reimbursement	✓	✓	✓	✓	✓	✓	✓		✓		✓	✓	✓
Military service	✓		✓		✓	✓				✓	✓		

Source: ISR Survey of Select Law Enforcement Departments & 2003 LEMAS data

Recruits

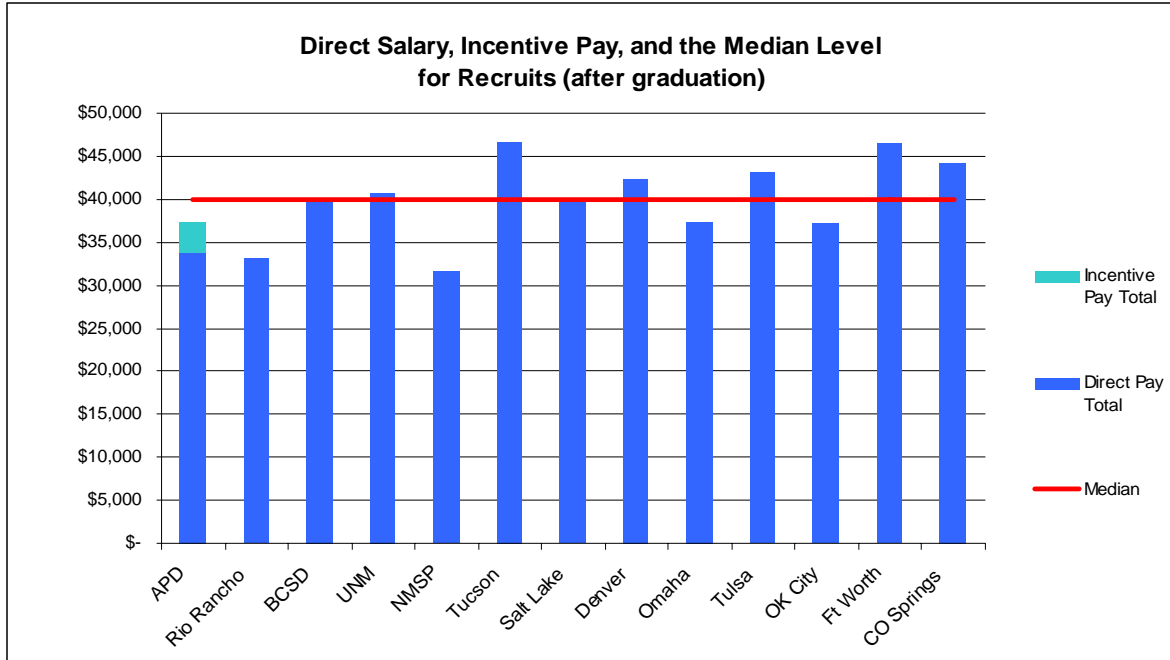
Table 6 shows recruit salaries after graduation for the selected departments. Recruits earn a minimum salary and do not necessarily have the possibility of advancing to a maximum salary while serving as a recruit. We assumed recruits work the graveyard shift and earn the available salary differential to increase their salary. We applied the graveyard differential in our calculations to the agencies that reported the amount. Equipment and uniform allowances were also applied in our direct pay calculation. Allowable incentive pay included bonuses. APD pays \$1,500 to recruits when they successfully complete the 4th week of the academy and an additional \$2,000 at the successful conclusion of the academy.

Table 6 Recruit Compensation

Yearly Compensation for a Recruit (after graduation)													
Pay Elements	New Mexico					Regional							
	Rio					Colorado							
	<u>APD</u>	<u>Rancho</u>	<u>BCSD</u>	<u>UNM</u>	<u>NMSP</u>	<u>Tucson</u>	<u>Salt Lake</u>	<u>Denver</u>	<u>Omaha</u>	<u>Tulsa</u>	<u>OK City</u>	<u>Ft Worth</u>	<u>Springs</u>
Recruit Salary - Min. Level	33197	32365	38334	40227	30784	45510	37565	41124	36346	42470	36247	46051	42806
Graveyard Shift Differential	600		624				1871						1456
Equipmt/Uniform Allow ance		800	900	550	800	1060	450	1250	1040	625	910	325	
Direct Pay Total	33797	33165	39858	40777	31584	46570	39886	42374	37386	43095	37157	46376	44262
Max. Hiring Bonus end of 1 yr	3500												
Incentive Pay Total	3500												
Total	37297	33165	39858	40777	31584	46570	39886	42374	37386	43095	37157	46376	44262

Chart 3 shows that among the sample agencies, Salt Lake City pays recruits at the median level of \$39,886. In our sample, the University of New Mexico Police Department pays recruits the highest total salary in New Mexico (\$40,777). Tucson and Fort Worth pay the highest salaries in our sample.

Chart 3 Salary Comparison for Recruits



Entry Level Officers

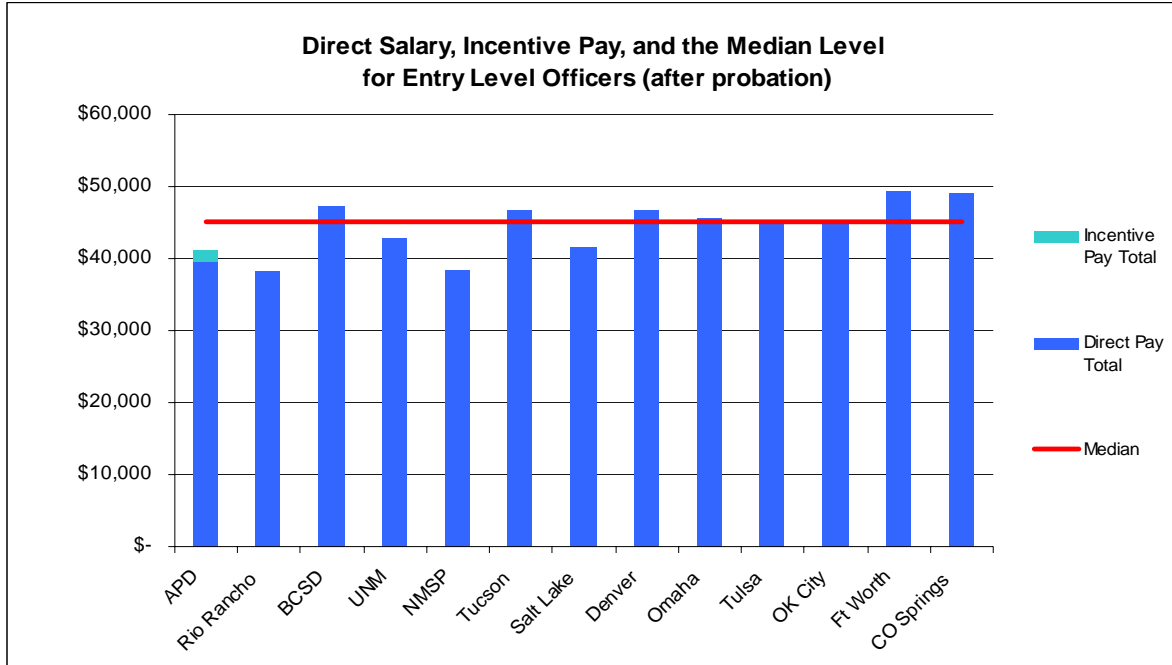
Table 7 shows the yearly salary compensation for Entry Level Officers in our sample. We applied assumptions to this position as we did to recruits, namely entry level officers earn the equipment/uniform allowance. We also applied bonuses and longevity pay. This includes the remainder of APD’s hiring bonus to officers who successfully complete on-the-job-training and the required probation period. This term lasts for approximately 18 months in most departments; however two departments (Omaha and NMSP) reported having a two- year probation period. Longevity pay begins at the first year for Bernalillo County Sheriff’s Deputies and Fort Worth Police Officers.

Table 7 Entry Level Officer Compensation

Yearly Compensation for an Entry Level Officer (after probation)													
Pay Element	New Mexico					Regional							
	Rio					Colorado							
	APD	Rancho	BCSD	UNM	NMSP	Tucson	Salt Lake	Denver	Omaha	Tulsa	OK City	Ft Worth	Springs
Officers salary- Min. Level	39520	37502	46251	42238	37731	45510	41038	45912	44608	44593	44265	48360	49212
Longevity pay			125									558	
Equipmt/Uniform Allowance		800	900	550	800	1060	450	700	1040	625	910	325	
Direct Pay Total	39520	38302	47276	42788	38531	46570	41488	46612	45648	45218	45175	49243	49212
Max. Hiring Bonus	1500												
Incentive Pay Total	1500												
Total	41020	38302	47276	42788	38531	46570	41488	46612	45648	45218	45175	49243	49212

In our sample, Fort Worth pays the highest salary (\$49,243). APD pays the remainder of the hiring bonus but is still below the median level set by Tulsa (\$45,218). BCSD is the highest paid agency we sampled in New Mexico. Two departments, Fort Worth and BCSD, allow their officers to earn longevity pay after one year. (see Chart 4)

Chart 4 Salary Comparison for Entry Level Officers



First Line Supervisor (Sergeant) Level

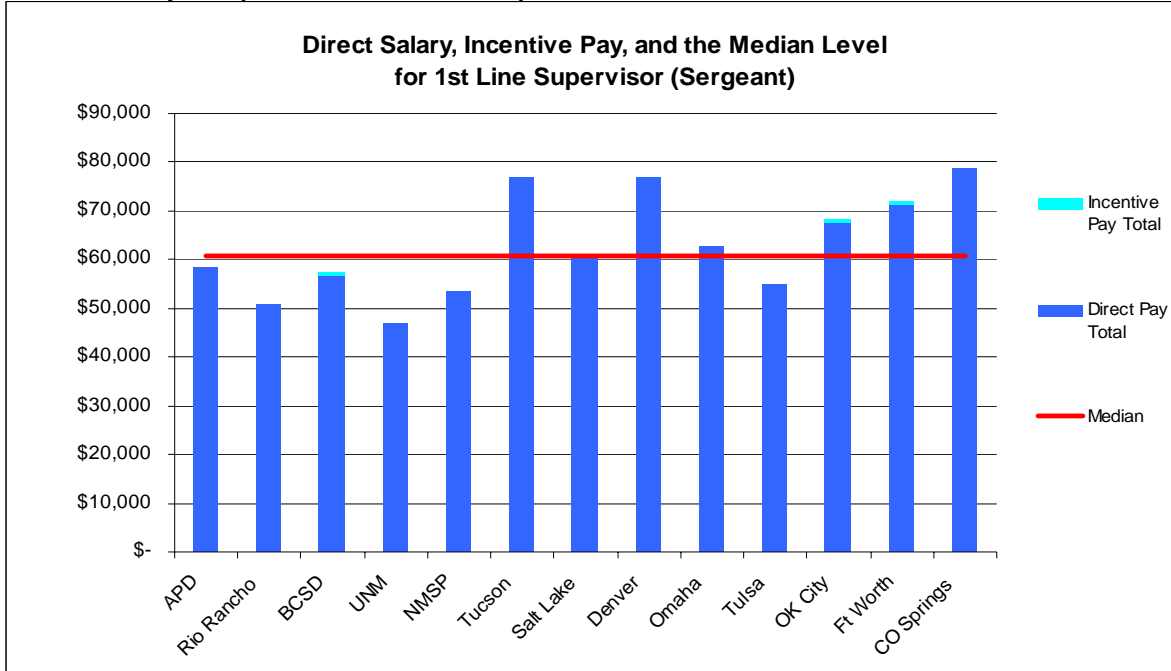
We assumed first line supervisors are eligible for longevity pay, equipment/uniform allowance, and education incentive pay. Using these assumptions, APD is approximately \$2,300 below the median level of \$60,749 set by Salt Lake City (see Table 8). Several departments, including APD, pay officers a substantial longevity rate.

Table 8 Salary Compensation for First Line Supervisor

Pay Element	New Mexico					Regional							
	Rio					Colorado							
	APD	Rancho	BCSD	UNM	NMSP	Tucson	Salt Lake	Denver	Omaha	Tulsa	OK City	Ft Worth	Springs
Sergeant or equivalent 1st line supervisor - Min. Level	53248	50024	55370	46280	52603	74131	60299	75610	60320	53098	65062	68078	78720
Longevity pay - average	5200		625			1531		515	1398	1037	1590	2789	
Equipmt/Uniform Allowance		800	900	550	800	1060	450	700	1040	625	910	325	
Direct Pay Total	58448	50824	56895	46830	53403	76722	60749	76825	62758	54760	67562	71192	78720
AA. Degree or 60hrs			540								600	720	
Incentive Pay Total			540								600	720	
Total	58448	50824	57435	46830	53403	76722	60749	76825	62758	54760	68162	71912	78720

In our sample, Colorado Springs, Denver, and Tucson pay their first line supervisors the highest salaries. These three departments pay their first line supervisors an average of approximately \$18,974 more than what APD pays. All New Mexico agencies in our sample are below the median set by Salt Lake City for first line supervisors. (see Chart 5).

Chart 5 Salary Comparison for First Line Supervisor



Salary Increases in Four Years

In our sample, over the past four years APD salaries have not kept pace with cities of approximately the same size population (see Table 9). APD salaries for entry level officers increased 14% while Tucson, Denver, Omaha, Oklahoma City, and Fort Worth increased salaries an average of 24% from 2003 to 2007.

Table 9 Salary Progression in Similar Size Cities

		Base Salary Progression for Departments in Similar Size Cities			
		Years			
Similar Size Cities	Positions	2003	2007	% Change	
APD	Entry Level Officers	\$ 34,652	\$ 39,520	14%	
	Sergeant	\$ 43,826	\$ 53,248	21%	
Tucson	Entry Level Officers	\$ 37,225	\$ 45,510	22%	
	Sergeant	\$ 54,998	\$ 74,131	35%	
Denver	Entry Level Officers	\$ 37,608	\$ 45,912	22%	
	Sergeant	\$ 69,132	\$ 75,610	9%	
Omaha	Entry Level Officers	\$ 34,251	\$ 44,608	30%	
	Sergeant	\$ 54,769	\$ 60,320	10%	
OK City	Entry Level Officers	\$ 36,415	\$ 44,265	22%	
	Sergeant	\$ 44,147	\$ 65,062	47%	
Ft Worth	Entry Level Officers	\$ 38,953	\$ 48,360	24%	
	Sergeant	\$ 57,601	\$ 68,078	18%	

Salaries for first line supervisors track approximately the same as the entry level positions. APD salaries have risen 21% while the five similar size cities increased supervisors' salaries an average of 24% in four years. Again, the City of Albuquerque staff report, in the fiscal years beginning in 2006 and 2007 the APD police union negotiated the City picking up 75% of the employees share of retirement in lieu of a salary increase. This resulted in a reduction of the employees' contribution to retirement from 16.3% to 4.07%. The fiscal impact to the City was the equivalent of a 4.5% salary increase in each of those fiscal years.

Department Issues

Community Policing

According to the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS), community policing focuses on crime through the delivery of police services. Police services include traditional law enforcement, prevention, problem-solving, community engagement, and partnerships. The community policing model balances reactive responses to calls for service with proactive problem-solving centered on solving the causes of crime in neighborhoods. Community policing requires police and citizens to join together as partners in the course of both identifying and effectively addressing these issues.

Eleven of the departments in our sample reported they at least address the issue of community oriented policing. Five departments have a specialized unit with assigned personnel to coordinate community policing efforts; two departments have dedicated staff members who address community policing tasks; four departments address the issue but do not have dedicated personnel; and two departments do not address this task.

Crime prevention is an older issue and better organized among the departments in our sample. Seven departments have a special unit to address crime prevention. One department reports having a dedicated staff but no special unit and three departments report they merely address the issue in an unspecified way.

Each department in our study addresses the issue of community interaction but demonstrating a connection between department policies and recruiting enticements is not clear using available data or periphery observations. There seems to be limited association between community oriented prevention efforts and recruitment. Further study of applicant attitudes toward community policing might shed light on this issue.

Department Structure

Examining the organizational structure of police agencies is a daunting task because of the variety of organizations. Over time, police departments have evolved into unique organizations. Police organizational literature insists that the form of organization a police department takes is limited by external and internal constraints.

ISR reviewed two organizational elements, i.e., complexity and control, in each of the sample departments. Complexity involves the number of levels in the department, geographic locations, division of labor, and the degree of specialization in the department. The control element includes: administrative controls, formal rules and policies, and centralization. At least three factors might influence the organizational complexity and control in the department, i.e., size, the work that is performed, and the internal and external environment (Langworthy 2000; Maguire 2003).

Without exception each department is headed by a chief and several deputy or assistant chiefs. Deputy chiefs typically supervise a large division or bureau. Bureaus are organizational levels that contain from three to nine units. Each unit in a bureau is managed by a captain/major or in the case of APD, a commander. Unit captains are supported by a staff of lieutenants, sergeants, and officers. Some administrative units, e.g., records, information services, are supervised by non-sworn employees, but under the authority of a deputy chief or captain. For an entry level officer there are approximately four levels of command.

We found a variety of intriguing although perhaps not startling situations. According to the literature, large departments in our sample would be the most complex. The complexity of the largest departments, e.g., Denver and Fort Worth, is not evident in the number of vertical reporting levels but in the number of divisions across departments. The largest departments contain a breadth of specialized units not found in the smaller departments in our sample. Large departments also typically have a greater number of facilities to manage and add to the complexity of their organization structure. In our study, smaller departments have a similar level of spatial complexity as the larger departments. The two largest departments, Fort Worth and Denver, report having 19 and 11 facilities respectively. Three departments with less than 1,000 sworn officers report having a similar proportion of facilities, APD has 15 facilities to manage, Omaha has 7, and Tulsa has 5 facilities. This finding would suggest that APD is a more complex department than other departments its size.

Organizational control within the sample departments is difficult to determine from the data. Large departments are thought to exert more organizational controls, i.e., written formal policies, centralized decision-making, complex reporting structures, high commitment of resources to administration. It is difficult to measure these types of controls in a closed environment such as a police department. Additionally, informal networks and knowledge management is difficult to measure using available official data.

The organizational structure of each department is described in Appendix A.

Government Organization & Characteristics

ISR reviewed each municipal government associated with the departments in our sample. The exception in our sample is the state government structure of the NMSF and UNM Police. Most municipalities use either a mayor-council government or a council-manager government. The council-manager system combines political officials, in the form of a City Council, with an appointed local government manager. Power is concentrated in the elected council, which hires the manager to carry out its directives and oversee the delivery of public services. In our sample, five municipalities use a mayor-council government and six use a council-manager government. Mayors are considered strong or weak depending on several factors including the level of control the council has to hire department heads. The NMSF is part of the State of New Mexico governor's cabinet and the UNM Police Department is part of the University of New Mexico system which functions under a President and Board of Regents.

Comparing municipal government systems to recruitment competitiveness is complex and was not possible given the resources and time available for this study. Each municipal council, mayor, and manager, in our sample has a history of interaction with their local law enforcement agency. It would be difficult to tease out details from budget

documents and previous government decisions that might reflect the level of support for the police department.

Findings

It appears one goal of the APD recruitment effort is to be competitive in the Southwest and Midwest region job market. APD initiated this study of 12 selected sites to document and measure issues that relate to recruitment, issues important to the City of Albuquerque and thought to be important to potential applicants. ISR reviewed numerous data sources related to the required issues in an attempt to understand the issues and the status of the Albuquerque Police Department in relation to the 12 comparison agencies.

In this study, we found APD offers many of the same incentives as other departments. APD has a competitive retirement, at 80% for 22.8 years, it's better than the departments outside of New Mexico. APD utilizes a typical range of pay incentives used by other departments in the study. APD pays a liberal percentage of employee retirement benefits. APD is ethnically diverse to the degree it has a larger number of Hispanic officers and a larger percentage of Native American officers than departments in the sample. We assume APD pays a larger percent of it's officers for bilingual skills than departments outside New Mexico. The hiring bonus incentive used by APD is unique and was not found in other departments of similar size and was not used by smaller departments. We found hiring bonuses being used in other agencies in the nation but not frequently.

One purpose of offering incentives is to attract competent applicants. APD offers supplemental pay for incentives and special skills. The specialty pay options were not analyzed in this study. Several of APD's incentives are worthy of mentioning, i.e., hiring bonus, retirement, pay for bilingual skills, and education. The hiring bonus, additional pay for language skills, and increased amount for education are good incentives and may attract some applicants. The retirement plan is an incentive but may not be incredibly important to young applicants. We explored the literature but were not able to document the importance of retirement as an incentive.

APD pays employees below the median salary level in two of our three benchmark positions (i.e., recruits and first year entry level officers). APD rivals law enforcement agencies within New Mexico, and might be competitive outside the state. The APD hiring bonus may help APD be competitive in the state, from the recruitment event through the officer's one-year probation period. After APD awards the remainder of the hiring bonus to officers who complete one year, the officer's direct salary dips further below the median salary level for departments in our sample. APD pays sergeants very near the median level among the sample departments. APD officers are able to earn longevity pay after four years of service.

Community circumstances appear to not be beneficial to APD's recruitment efforts. Relative to the cost of living information we used in this study, Albuquerque is more expensive than all the cities in the sample except Denver. The cities east of Albuquerque, (i.e., Omaha, Tulsa, Fort Worth), had the lowest cost of living. In our sample comparison the difference between Omaha and Albuquerque was \$12.30, when the potential salary is computed the cost of living impact is sizable. Omaha pays recruits approximately \$37,386. Considering the difference in the cost of living, a similar salary in

Albuquerque would be \$42,500. Albuquerque is the only jurisdiction that had an increase in the rate of violent crime between 2005 and 2006 according to UCR data. The APD budget has increased approximately 54% in the past four years, the most of cities in our sample with over 100,000 population.

Other departments offer higher direct pay than APD and incentives that appear to be aimed at appealing to retaining new officers. For instance, several departments offer longevity pay after only 1 to 3 years of employment. A few departments pay an educational incentive for 2 years or 60 hours of college credit. Other departments in the sample as well as APD offer pay adjustment for specialty duties, i.e., SWAT, bomb squad, and other tactical assignments. Just as with the incentives offered by APD, enhancements are attractive to a particular age range of employee. Certainly, the longevity incentive for one year of experience and the college incentive is probably appealing to a young applicant.

It may be true to the extent APD competes with these selected sites for recruits, that attractive offerings by these departments may prevent APD from being competitive. Greater salaries, incentives targeted at retaining young officers, and better community circumstances may hinder APD's competitiveness in this sample job applicant market.

Conclusion and Future Study

As a process, comparing recruitment elements, e.g., salary, uniform allowances, take home vehicles, benefit percentage, etc., of police departments with APD, does provide a measure of APD's competitive position relative to the selected departments in this study. We do not know from this study the extent APD actually competes with these law enforcement departments. It would be useful to better understand with whom APD competes and the criteria APD should use to evaluate its' competitiveness.

Compensation, incentives, community circumstances, and department image are elements that may or may not have a bearing on APD's competitive position among applicants. We were not able to clarify from the literature whether compensation, department image, and community circumstances, i.e., crime level, cost of living, and economic wellbeing, matter to applicants. We do not know to what extent these factors bear on the issue.

The question should be: Do the salary, incentives, and benefits offered by APD match the needs and interests of recruit applicants, entry level officers, and officers during their careers?

It is difficult to determine from the pre-selected factors in this study the exact competitive position APD holds in the sample job market. A more complete test of competitiveness would entail a pre and post survey of applicant and academy graduates, as well as survey information from experienced officers, and exiting employees. We currently lack clear information on the perspective of applicants, academy graduates, and experienced officers on issues related to competitiveness. In this study we made assumptions about the competition and competitive criteria. Some of our assumptions are probably correct and some are incorrect.

Opportunities for Future Research

Based upon the findings in this study it might be useful for APD to consider creating a unified plan to address staffing priorities and resource allocation which also includes recruiting and retention strategies. Building a unified plan would first require careful study. A number of topics could be addressed in a future study, such as:

Employment priorities. The current study makes some assumptions regarding the employment priorities of new applicants, recent post-probationary officers, and new sergeants. Employment priorities include salary, retirement, and benefits. It would be useful to study why individuals apply to APD and what is important to officers after they are employed. For example, is salary more important to some individuals than others? What role does retirement play in the recruitment process? Accomplishing this task would include a survey of applicants as well as individual who become officers, and officers leaving the department.

Retention. Currently we do not know what factors are important in retaining officers and whether certain factors vary over time and are more important at different stages of an officer's career. Retention factors that include salary and retirement may be more or less important to different officers. We also do not know how this may differ by various factors including age at recruitment, gender, marital status, etc. A review of historical data and a proper survey would target particular demographic ages, gender, and ethnic diversity ranges. Additionally, an exit interview should be completed by each officer who leaves the department. The interview would note the reason for leaving, the officer's time in the department, future plans for employment, etc. This information would be valuable in determining turnover and possible strategic incentives to motivate experienced officers to work for APD beyond the officer's initial retirement date.

Screening Techniques and Academy Requirements. The selection and training process has become more critical in recent years. Departments use a wide variety of tests and checks to insure applicants are qualified. Recent literature suggests the use of personality tests in police selection is not always a true predictor of future performance (Barrett et al. 2003). Traditionally, police academies use a military training and education model yet is the military model a deterrent to Generation X and Y applicants? A study of the current selection and training processes used in other professions in both the public and private sectors would be beneficial (McCafferty 2003).

Competition. Historically, APD has considered local area law enforcement agencies as the competition for recruits and lateral transfers. More recently the use of the internet, the need for more officers, higher salaries, and limited qualified applicants has brought parity to police recruiting. Have these changes also expanded the number of police department competitors? Is APD in competition with the fire department and other public sector agencies as well as private sector employers outside the state and the Southwest region? How should APD's strengths be presented to potential applicants and lateral transfers in other parts of the country? APD

Retirement. Earlier studies of the APD recommended reductions in the amount officers contribute to their own retirement. APD has followed this recommendation in negotiations with the union. What is the importance of retirement as an incentive in recruiting? Inversely, the APD practices rehiring officers who have retired and want to return to work. How does APS's rehire program encourage officers to retire and later return to work for APD? What are the benefits and costs of the rehire program to the

future staffing needs of APD? Analyzing retirement issues would involve reviewing budget documents and using surveys or other methods (focus groups, Delphi) to collect opinions from city staff and police officers.

Strategic recruitment policy. The RAND Corporation has suggested local police departments should learn recruitment strategy and planning from the military. External challenges and technology impact future staffing needs, department size, equipment, and education requirements. A recruitment strategy should be part of a complete staffing plan. As officers exit the department through turnover and retirement the recruitment strategy should be flexible enough to handle diverse needs of the department and the community. Our study touched on the differences in local government systems. Future studies could expand on the interaction between strategic recruitment planning and government systems. Studying policy and government systems would require an extensive review of historical budget data and the use of focus groups with participants from the city government and the police department.

In recent years, competitive police recruitment has received increased scrutiny and emphasis among law enforcement agencies. The Albuquerque Police Department has followed this lead and this study is their most recent effort to understand their competitive position in the southwest region. We have learned APD has made large investments in their retirement plan, that it is extremely competitive, and it is an important element in their recruitment effort. APD also offers an innovative hiring bonus to recruits and could possibly expand this concept to motivate and retain officers with more years of experience. Additionally, the APD budget has continued to grow, approximately 10% more than the average department in our sample. Alternatively, APD operates in a growing city with a higher crime rate than surrounding communities, and a slightly higher cost of living. Perhaps the most important effort the City of Albuquerque and APD have made is to study the issue of police recruitment. By updating and strengthening its recruitment and retention policies, APD can further ensure its operations are effectively carried out to meet its mission.

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Appendix A

Organizational Descriptions of Sample Departments

Albuquerque Police Department is organized under a chief and three deputy chiefs. Each deputy chief has responsibility for at least one branches of the department. There are five commands which are aligned closely to neighborhood boundaries. Each command is staffed by a commander and between 82 and 119 officers, depending on the size of the area command and number of calls for service. In addition to the commands, there are other divisions and specialized units that support the department.

Bernalillo County Sheriff Department is organized under an elected sheriff and chief deputies. The chief deputy sheriffs are responsible for the seven branches of the department: Operations, Criminal, Narcotics, Blue Collar Investigations, Training and Recruitment, Special Victims Unit and Administration Support. There are four command centers, each lead by a commander and are aligned closely to neighborhood boundaries. In addition to the command centers, there are 14 specialized units.

Colorado Springs Police Department is organized under a chief, two deputy chiefs. The Department is organized into two bureaus and two divisions that report directly to the Chief. Each deputy chief supervises a bureau, i.e., patrol and operations support. The administration division is managed by the chief and the professional standards division is managed by a commander. The second level supervisors in the bureaus each hold the rank of commander. Additionally, the department offers 16 specialized units.

Denver Police Department is organized under a chief and two deputy chiefs. There are four division chiefs, each division chief is responsible for one of the following divisions: patrol, criminal investigations, special operations and technology/support. Each division contains at least three bureaus and each bureau is lead by a captain. The patrol division is housed in six neighborhood substations.

Fort Worth Police Department is organized under a chief and deputy chiefs. Each deputy chief is responsible for at least one branches of the department. There are four jurisdictional divisions divided by neighborhood and each of these divisions is supervised by a captain. Each division is further divided into districts and these are managed by a lieutenant. In addition to the neighborhood divisions there are 15 special support units in the department.

New Mexico State Police Department is directed by a chief of police. An adjutant chief assists and there are two deputy chiefs under the adjutant. One deputy chief controls uniform and special operations section. The other deputy chief supervises all investigation in the state, including narcotics. Two inspectors report to the deputy chiefs. The inspector level supervises the special operations bureau and the training/recruitment bureau. Below the bureau level are three majors, two command either side of the state and the third is in-charge of professional standards and internal affairs. Below the three majors are six operation units. Each unit is managed by a captain. The NMSP offers at least 9 specialized support units.

Oklahoma City Police Department is organized under a chief and four deputy chiefs. Each deputy chief is responsible: special investigations, emergency management, public information, professional standards, finance and personnel. Each deputy chief is

responsible for a division of the department, i.e., administration, investigation, and operations. The operations division requires two deputy chiefs to manage. Each division is led by a major or in most instances a captain. There are 16 specialized units in the operations division.

Omaha Police Department is organized under a chief and four deputy chiefs. Deputy chiefs are responsible for the bureaus, divisions, and units of the department. There are 15 special divisions in the department.

Rio Rancho Police Department is organized under a chief and two deputy chiefs. One deputy chief is responsible for enforcement operations bureau and one is in-charge of the support services bureau. The enforcement operations bureau includes the investigations section and patrol section. The Support services bureau includes fiscal and records. Each level below the bureau is supervised by a lieutenant or captain. Additionally, the department offers 10 special support units.

Salt Lake City Police Department is organized under a chief and three assistant chiefs. Each assistant chief is responsible for one bureau; Operations, Investigations, or Internal Administration Support. Each bureau is divided into at least two divisions. Divisions are supervised by either a captain or director.

Tucson Police Department is organized under a chief, a deputy chief, and four assistant chiefs. Each assistant chief is responsible for one of four bureaus; investigative services, administrative services, field services, or support services. Each bureau contains at least three divisions and there are a total of 16 divisions. Each division is supervised by a captain or a lieutenant, except the information services division. There are a total of 41 specialized units or sections within the 16 divisions.

Tulsa Police Department is organized under a chief and three deputy chiefs. Deputy chief are responsible for one of the three bureaus; administration, investigations, or operations. Nine divisions within the three bureaus are supervised by majors. Additionally, there are eight specialized units within the nine divisions.