

Texas State University's William P. Hobby Center for Public Service

## **Refocusing Government:**

Applying Requisite Organization Principles to Municipal Police Wages

Tommy Williams

Certified Public Manager (CPM) Program

David Tees

October 21, 2013

Table of Contents

Introduction .....2

A Need for Reform.....2

Current Pay Trends.....6

A Foundation of Understanding.....8

Preparing for Application.....12

Positional Application.....13

Conclusion.....16

Works Cited.....19

Appendix A – Pay Trends Survey.....20

Appendix B – Setting Stratum Levels.....21

## **Introduction**

The purpose of this paper is to discuss how to apply the stratum level principles of Elliott Jaques' "Requisite Organization" to pay scales of government. Specifically, we will consider police officer salaries at the local level. While this sounds like a simplistic topic, it is actually a complex subject that requires a re-thinking of strategies on the part of both local government employees and employers.

## **A Need for Reform**

Throughout the 1990s, the United States experienced a surge in job growth and technology. The economy was healthy and great wealth was created, especially in the Internet business boom. Going into the year 2000, there was no reason to believe it would slow down. Local governments benefited from this booming economy as citizens began to demand a higher quality of life. Cities responded by hiring more employees, paying them higher wages, and increasing quality-of-life services such as libraries and parks.

The boom was stunted on September 11, 2001 with the terrorist attacks on New York City and the Pentagon, as well as United Flight 93. The damage created a vacuum in the airline industry as well as those industries supporting the airlines. Coupled with this were the protracted wars we began to fight in Afghanistan and Iraq. All of this placed a strain on public funds available for local government.

By 2007 the American economy began a downward spiral that saw many in both the private and public sectors scrambling for survival. Public sector organizations began to talk in

terms of sustainability as they saw the private sector stop expanding, and in many cases even downsize both workforces and operational locations. Factories were shuttered and employees were laid off as companies went out of business completely, or at the least moved manufacturing operations to overseas facilities. Private sector employees struggled to meet the demands of surviving in a shrinking economy for the first time in years.

At this same time, local governments found their budgets shrinking due to diminished revenues. Home values declined, in many cases for the first time in decades. Declining property values meant reduced property tax income, which came at the same time that families were cutting back on discretionary spending. This meant that sales tax revenues also declined; local governments struggled with where to cut budgets without lay-offs or service reductions. Cities adopted strategies such as employee furlough days but ultimately a number of cities were forced to reduce staff positions.

In 2007, the city of Kennedale retained a new city manager. One of the first issues that this new manager identified was that the city's budget was simply unsustainable. It was, in fact, operating at a deficit level. The budget deficit was in excess of \$600,000 due to past growth demands in personnel and services that the city simply couldn't afford. Previous management decisions to hire additional staff to address issues within the city had over-burdened Kennedale's ability to maintain the positions added. Reductions were necessary, but citizen service demands remained high. It was obvious that this deficit that could only be eliminated by thoughtful cuts, improvements to existing processes, and developing new processes to address current issues.

City Manager Bob Hart was convinced that any new direction for the city management philosophy needed to include principles based on Elliott Jacques' *"Requisite Organization"* books. In his writings, Jaques identified key components of what constitutes "work" and roles within an organization. Jaques believed that workers have an applied capability for present work (Jacques, 18) but also have a thinking capacity that can be measured for how they will grow into more advanced work as skills are developed (Jacques, 28).

In order to define what constituted "work," the management staff in Kennedale focused on the four areas of knowledge, skills, values and commitment, and required behaviors. Knowledge involves skills and procedures that can be articulated by the employee as well as duplicated on the job (Jacques, 20, 25). Skills apply to abilities learned through experience and practice as well as what instincts for the job the employee may have developed (Jacques, 23). Values and commitment refer to the dedication an employee will have to a role. If the employee values the work, the employee will be more committed to performing at a high level (Jacques, 16). Required behaviors speak to how the employee's values align with the organization's established values, policies, and procedures. The employee must have similar values in order to take the specific actions required by the role they are filling (Jacques, 16). These areas can be summarized into a concept of operating "stratums" for purposes of role assignment.

In our case, a police officer applicant must have a shared value system that aligns with the enforcement policies and core values of the Kennedale Police Department's mission. The further the staff delved into Jacques' writings, the more obvious it became that this was a

practical system to establish both an organizational culture as well as a fair compensation system. Pay scales could be set based on an employee's skills capability and using the task complexity required for them to perform the work.

The management team continued to study these principles while taking a year to assess the staffing levels and existing processes. Staffing levels were considered in comparison to turnover rates. Processes were evaluated, and were either eliminated where unneeded or streamlined where possible. The staff was able to ascertain where cuts could be made to staffing while maintaining service levels. Ultimately staffing levels were lowered in every department while maintaining those citizen service expectations.

The city's budget deficit had been eliminated by the 2012-13 fiscal year by not only position cuts but by not allowing pay increases to employees for four budget cycles. The Kennedale Police Department essentially moved to a "one job, one pay" system for its employees in 2008. Driven in large part by the lack of pay increases, by 2011 the city's turnover rate had reached unacceptable levels and needed to be reduced.

A number of principles in the Requisite Organization were applicable to Kennedale's situation. Jacques' principle of defining "work" was very important in looking at pay for employees. It is important to define what the work is for a particular job classification. Critical to this is setting the stratum level for each job based on the work required. One of Jacques' main points is that when an employee is placed in a position that requires mental operation at one stratum level, but is compensated for the work at a lower stratum, it creates

dissatisfaction. Jacques contends in his book *“Requisite Organization”* that employees know instinctively if their pay isn’t fair for the level of work performed (Jacques, 75).

An example of this was in the police communications office. Public safety dispatchers were not being paid at a level that reflected the performance needed to be successful. The office was a revolving door of employees who worked for a time and then left for other jobs. In 2008, the dispatchers were given pay raises that were roughly \$3.00 per hour higher than existing salaries. It placed the dispatch salaries at Kennedale in line with many larger cities in the area. From 2008 to 2012, even with the salaries frozen, the turnover stopped. In 2012 and 2013, the only dispatchers lost were employees who wanted to become police officers and move forward in their career. Two of those employees are currently training to become officers for Kennedale.

This lines up with Pink’s assertion in *“Drive.”* In his book, Pink discusses the intrinsic motivators that drive employee performance. Issues such as money are extrinsic motivators to an employee. Pink’s solution is to set salary levels at a place where money isn’t a concern for employees (Pink, 33). Employee salaries don’t have to be the highest for the area or the career field, but do need to be fair for the work required.

### **Current Pay Trends**

Since the discussion thus far has centered on why Kennedale has adopted the R.O. methodology, it would be of benefit to note other trends for police pay in local entities. An e-mail survey of several Texas police departments was conducted with departments ranging from

10,000 to 40,000 in population. The survey revealed that all are using some variation of a traditional pay scale. The text of the survey instrument is listed in Appendix A.

The first and second questions were related and asked what type of classification system was being utilized by that agency as well as the criteria used for classification. The departments were a mixture of civil service and non-civil service, which did not appear to have any bearing on the classification levels. All of the classifications were either based on seniority or position title. For example, a police officer was simply that, a police officer. The positional rating did not take into account any knowledge, educational, or experiential factors.

The third question asked about the pay scale that was currently in place. All reported using a system that was either a “step” pay plan or a plan that was based on a salary range that was broad in scope but difficult to ever move very far into.

A “step” plan sets a series of pay steps that are based on seniority. A typical plan will cover a period of time from five to seven years, with set percentage increments of increase each year. Steps are not necessarily tied to performance or skills but can be awarded for simply not being terminated each year.

The second system, the broad range pay plan, is actually deceiving to prospective employees. This is because cities typically give pay raises to employees in three to five percent increments with cost of living adjustments to the pay scale every few years. When the pay scales or grades are adjusted, the employees’ salaries are usually not, thus causing an experienced employee to fall backwards within their pay range. This creates dissatisfaction in the ranks due to the experienced employees moving closer to the salary of beginning

employees. An inequity, or compression, develops that can cause employee satisfaction to decline.

Only one respondent used a “one job, one pay” system for employee salaries. Pay was based on positional title and nothing else. Extra salary adjustments were in the form of incentive pay for various certification levels.

The last question asked about what the respondent would do if the pay system could be “re-invented.” Every response indicated a desire to reduce compression within the existing “step” plan and/or adding extra incentives based on skill sets attained as an employee grows in the job. The skill set incentives actually come close to a R.O. type of system but stops short because it addresses just skill sets and not thinking capabilities.

### **A Foundation of Understanding**

Elliott Jaques authored a number of books on organizational culture, including *“Requisite Organization”* in 1989 and *“Executive Leadership”* in 1991. The second book was co-authored with Jaques by Stephen D. Clement. Jaques’ idea in *“Executive Leadership”* about organizational structure revolves around a core precept that a person’s thinking abilities, or “stratums,” should be the basis for assignments when considering jobs classifications (Jaques and Clement, 115). These stratums refer to a person’s ability to mentally process the duties of a particular organizational position, or role. The higher the stratum, the more mental processing ability an employee needs to possess.

In her CPM research paper, *“Making the Case for Local Government Use of the Requisite Organization in the Selection Process: Improving Employee Satisfaction and Government Performance”*, Kennedale’s Human Resources Manager, Kelly Cooper lists the stratum time lines. The higher the stratum, the more mental processing that is required in completing the assigned job tasks (Cooper, 8, 9). For discussion purposes, we will use the Kennedale Police Department.

- Stratum 1 – This is the front line worker with a maximum task distance of three months. Task processing at this level tends to be linear in nature. Public Safety dispatchers operate at the upper level of this stratum.
- Stratum 2 – This is the police patrol officer or a specialist such as an investigator or field training officer. This level may involve data interpretation or collecting information for problem solving. Task time line may be up to one year but can be as short as three months.
- Stratum 3 – This is the director level, such as a first line supervisor or captain. The task time line in this role is one to two years. This level requires mental processing and information complexities that relate to overcoming obstacles and identifying alternative solutions to problems. Police sergeants will normally operate in the low to mid stratum 3 while a captain would operate in the higher end.
- Stratum 4 - This is the level that would apply to the chief of police position. This is a highly complex level of work that requires the coordinating of multiple projects, insuring that they are paced properly to completion. The task time line at this level would be two to five years.

- Stratum 5 – This is the highest level of complexity for processing and collecting information. The city manager would function in this area. This level of processing requires a strong ability to conceptualize ideas and see a big picture far out beyond the current situation. The task time line for this stratum is five to ten years.

It should be noted that within each stratum there are three levels of mental processing: low, medium, and high. As an employee develops higher skills and abilities through training and education, they should naturally move through these levels as they reach a higher stratum.

As an example, a trainee police officer will be given no task that isn't directly supervised by a more experienced officer. For our purposes this would be a Stratum 1 (High) position. They will learn the profession through a written set of protocols, checklists, and staged scenarios as well as actual hands-on training.

By the end of a five month long academy and 18 weeks of field training, each recruit is expected to be able to move past the check lists, printed protocols, and other supports. Most of their daily operational decisions should be made by lateral thought processes or instinct rather than a linear thought progression (check lists). They should, if properly trained, be able to function as an independent officer who may require some extra oversight in the form of asking questions. They will require regular meetings with their supervisor to check on their progress during the one year probationary period. This is a Stratum 2 (Low) position.

Once an officer has completed training and probation, they are expected to be able to function as any other officer in the department. They will know how to answer most of their

own questions and will begin to teach themselves through observation, training, and education. This is a Stratum 2 (Medium) level.

This same path applies to each rank level within the department. A sergeant, field training officer (FTO) or investigator all move from low to medium to high within Stratum 2 into Stratum 3 as they develop skills and abilities for their position. It is critical for employees to be within the proper stratum once they occupy a position and have been trained.

An example of a failure to move through a stratum level was evidenced in 2010 with two new officers hired by the Kennedale Police Department. Both were sent through the same police academy class together and then spent 18 weeks in field training. One of the recruits excelled at the job from the start and demonstrated a strong aptitude to handle anything encountered. The second officer struggled with the safety aspects of street patrol on everything from traffic stops to domestic disturbances. During scenario training, the officer would perform normally until an extraordinary incident was encountered, such as a traffic stop where one of the passengers exits the car and runs away unexpectedly. At this point, the officer would simply freeze, or would ignore the anomaly and continue with the original task. It was obvious that as the officer performed each duty, he was checking off a list in his mind of what to do and when to do it. In most cases the officer failed to recognize even the most overt threat to his personal safety. Ultimately, unable to move from Stratum 1 (High) to Stratum 2 (Medium), the officer was released from employment.

The interesting item to note in this example is that the employee was not completely incompetent at the job of police officer. He was very good at the personal side of relationships

with both other employees and citizens. He could correctly interpret and apply the law. Citizens responded well to him in most situations, even those contacts that were considered adversarial. He simply was unable to protect himself and others from threats that arose unexpectedly.

### **Preparing for Application**

Police officers are useful for this discussion as there are definite levels of skills and abilities that an officer must demonstrate to achieve successive levels of proficiency, or certification. These proficiency levels are defined as follows: Basic Peace Officer, Intermediate Peace Officer, Advanced Peace Officer, and Master Peace Officer.

When applying the idea of stratum to these levels, obviously the basic certification would be where all entry-level police officers start. This is the level that all police academy graduates will meet as they begin their careers. A basic police officer will have all of the requisite knowledge to begin to learn the profession of law enforcement but will need the direction and guidance of a more experienced police officer, commonly known as a Field Training Officer. The FTO will guide the basic officer, or recruit, through a program of instruction that prepares the new officer for solo operation. Once this program is completed, the recruit officer is then placed on a shift and given the normal responsibilities of all other officers.

In order to become an Intermediate Peace Officer, there are service time and classroom requirements that must be met. These are set by the state's Commission on Law Enforcement. The requirements are set out as a combination of time in service and training hours, but also include a core group of seven classes that officers must complete in order to move to this level.

These classes cover a host of subjects including special investigative topics, emergency Spanish, and higher levels of training on criminal code and procedures. This is the level that most officers move to in order to insure their qualification to become a specialist officer or supervisor.

The Advanced Peace Officer follows the same pattern of time in service combined with training hours. Candidates for this level must complete classes in human trafficking and handling mentally ill persons. An advanced certificate is normally required for anyone desiring to move into a command level position such as captain, deputy chief, or chief of police.

The Master Peace Officer is the highest level of proficiency that may be obtained. This level is defined by time in service and training hours only since the two previous levels have mandated all of the training needed to increase an officer's basic skills. Once this level is achieved, an officer need only complete the state-mandated 40 hours of training every two years to stay current on educational requirements. It would be unusual for a chief of police and his/her assistant to not possess a Master Peace Officer certificate.

### **Positional Application**

When using task time lines to understand mental processing, it must be noted that the more basic the skills the more time that is needed to complete a task. In line with this is the idea that the more basic the employee skill level, the more supervision will be required. The secondary issue to deal with at the basic level is that many employees cannot process more difficult problems without direct supervision. The R.O. methodology states that a pay level should be equal with the employee's ability to perform the tasks required by their role description. The role description identifies what the work for that position will be.

An entry level employee would be assigned a base pay for a Stratum 1 position. This is an employee who must be shown everything from the start. A trainee comes into a law enforcement environment with little or no knowledge of what the job requires except pre-conceived ideas from television and movies, or personal observations. Officer candidates must attend a basic police academy which is five months long, after which a state-developed licensing examination is administered. A recruit is allowed to graduate the academy and proceed to field training only after passing this test. During this phase, the recruit will ask many questions and will have to be shown all facets of the job.

Once a recruit enters the field training program, he or she is paired with an experienced officer who is specially trained in how to supervise new recruits and pass along the knowledge necessary to be successful as an officer. The training that a new recruit receives is a combination of on-the-job task performance coupled with written testing of knowledge gained and scenario/situational training. While this level is still a low Stratum 2 position, the employee should show indications of operating at a medium Stratum 2 by the time the training program is at mid-point. Once the field training program is completed and the employee is ready to release, the employee should be performing at a medium Stratum 2 regularly. The employee may still need some mentoring from time to time on more difficult issues, but should regularly be completing tasks on their own.

At this point, the employee is considered a fully trained police officer and operates as such. They continue on probation for one year to insure that all of the training has taken root and that there are no latent behavioral issues that have not been observed. It is at this point in

their career that an officer will begin to attend what are known as the “core courses” for their certification levels. Each of these seven courses is designed to elevate the officer’s knowledge and skills to allow them to function at a higher level. At the point that an officer has completed these courses and obtained an intermediate certification, they should be at a Stratum 2 (High) level. They should need very little direct supervision, and should be developing desires to move to a more specialized position within the department. The officer should also be showing signs of moving into a Stratum 3 (Low), which is required for them to successfully function as a field training officer or detective.

It is important for anyone desiring to become a first-line supervisor or sergeant, to move well into the Stratum 3 level. In a small police department such as Kennedale, a sergeant not only serves as a supervisor but will also perform a number of tasks that are managerial in nature. For example, one of our sergeants is a grant writer/manager. Another sergeant oversees all firearms and less-lethal munitions training for the department officers. A third sergeant manages the dispatch and jail functions, including scheduling and discipline. All of these functions require the ability to perform at a minimum of a Stratum 3 (Medium).

When considering employees for promotion to the next level of rank, their stratum should be demonstrated through performance and reflected as such in their yearly evaluations. Employees should not be considered for promotion until recommended for that process by their immediate supervisor and their command officer. Only when the employee demonstrates the ability to operate at the prescribed stratum level should they be approved to move forward and upward.

This has become the consideration in hiring new employees as recruits for the Kennedale Police Department. Written tests require the demonstration of the ability to process critical information and recreate facts in writing. Oral interview board questions target the applicant's ability to reason and think critically. The interview board works to measure the applicant's ability to think at a Stratum 2 (Medium) by assessing if they can understand the bigger picture concept of the job they will fill. Applicants should not only know the technical aspects of the job but should be able to understand the broader concepts of department operations within the city.

Finally, the chief's interview concentrates on the applicant's personality, and how he/she will fit into the overall department structure. A discussion takes place on the department's mission statement and how the applicants see themselves fitting into that mission. The applicant is probed for any abnormalities that would clash with the department staff and mission, and what the applicant ultimately wants to accomplish in their career. As Jim Collins stated in his "Good to Great" monograph for public sector employers, it is about "getting the right people on the bus" (Collins, 13, 14). A lot of problems with personnel and performance issues can be avoided by simply hiring employees with the desired temperament, motives, and personality to do the job properly and for the right reasons.

### **Conclusion**

The purpose of this research has been to apply the R.O. principles to salary levels for employees within the ranks of a local police department. Qualified police officer applicants are becoming more difficult to find as successive generations don't always have the desire to serve

in their communities as past generations have done. Meanwhile the requirements for an officer's skills and abilities, and education levels, are being set at higher levels by state-mandated standards.

The past trends of multiple step increases or setting broad pay ranges have proven to be costly and financially unsustainable, and may be demoralizing to employees. Couple with this the failure of organizations to recognize that salary levels cannot be adjusted without looking at equal adjustments for individuals in those salary levels, and it becomes evident why employees can become dissatisfied with salaries. As Pink points out in "Drive," money is an extrinsic motivator and must be removed from the table by paying a fair wage (Pink, 33).

R.O. has so many facets that can revolve around this topic, but time constraints prevent a full discussion. The stratum levels are the easiest to apply and understand when looking at a pay system that is fair and equitable as well as linked to an employee's actual abilities to process the work.

The pay system should be set according to knowledge necessary to perform the work at that level. Appendix B contains a more thorough discussion on the methods used to create the levels listed below.

- Police Officer 1 – Stratum 2 (Low) – Recruit officers in training.
- Police Officer 2 – Stratum 2 (Medium) – Officers who are fully functional but are still within a positional learning curve. They are able to teach themselves in most instances.
- Police Officer 3 – Stratum 2 (High) – Has obtained intermediate certification and is working toward the advance certificate.

- Police Officer 4 – Stratum 3 (Low) – Should be qualified for the advanced certificate once the requisite time in service has been realized. This is the level for promotion to sergeant.

As the economy continues to struggle, cities must find innovative ways to compensate employees while working within limited resources. Tax dollars are shrinking in many cases. Even where growth is being seen, the revenue is not at the level of previous decades. Cities will need to re-think how they set employee salaries and how those salaries will be sustained. This is the new normal for local government. Only by shifting the paradigm will cities be able to survive and maintain quality services by attracting and retaining quality employees.

Works Cited

Collins, Jim. *Good to Great and the Social Sectors: Why Business Thinking is Not the Answer*.

Boulder: Jim Collins, 2005.

Cooper, Kelly. *Making the Case for Local Government Use of the Requisite Organization in the Selection Process: Improving Employee Satisfaction and Government Performance*.

Certified Public Manager Program, 2010.

Jaques, Elliott. *Requisite Organization*. Baltimore: Cason Hall and Co. Publishing, 2006.

Jaques, Elliott and Clement, Stephen D. *Executive Leadership*. Cason Hall and Co. Publishing, 1991.

Pink, Daniel. *Drive*. New York: Penguin Group, 2009.

## Appendix A

### Pay Trends Survey

An e-mail inquiry was used to survey a total of five (5) police departments ranging in population from 15,000 to 40,000. All departments responded to the inquiry. The departments were chosen due to their chiefs being known for forward thinking and progressive management. The text of the e-mail is included below.

**I am conducting some research for a final project in my Certified Public Manager program. It has to do with police officers compensation as it relates to their job classification. If you have the time, I would like your responses to a few questions.**

- 1. Do you have police officer classifications (i.e. P.O. 1, P.O. 2, etc.)?**
- 2. If yes, what criteria do you use to establish each level? If no, how do you classify officer positions?**
- 3. What pay scale do you use to establish officer pay? Is it a broad range with a standard starting pay, one job/one pay, a step plan, or some other variation?**
- 4. If you could re-invent your officer pay scale, how would you set it up?**

Let me say thanks in advance for your assistance. I know you are all busy so I am not looking for a long response, just something that gives a solid idea of how you pay your officers. As an FYI, my project regards establishing officer pay based on Eliot Jaques' Requisite Organization principles rather than the historical systems of broad pay ranges and/or step plans. I appreciate your help.

*Chief Tommy Williams*

Kennedale Police Department

401 Municipal Drive

Kennedale, TX. 76060

817.985.2161



## **Appendix B**

### **Setting Stratum Levels**

We have discussed the fact that a difficult issue for many cities to overcome is unrealistic pay ranges. As mentioned earlier, when a broad range is used to define pay grades, salaries tend to become compressed within the ranks. The range itself is adjusted for cost of living, but the individual salaries already in place are not adjusted. Within police officer pay grades, levels need to be set with a wide enough range to avoid compression. There needs to be a large enough separation between grades so that employees will want to work toward the next grade to increase their salary and to become eligible for promotional opportunities. This can also create a common problem for departments in that highly qualified officers may not want to promote because the salary increase is not enough to make the added responsibility worth the effort.

The recommendation for application of R.O. to pay grades is very simple for employees to grasp and understand. The salary range would be listed as roles, and pre-set stratum levels would indicate the progression of the employee's skills, knowledge, and expertise in their position. The position would be indicated by titles of Police Recruit, Police Officer 1, Police Officer 2, etc. The purpose for this is to assist the employee in defining the R.O. principal involved as well as encourage them to learn more about all facets of R.O. as they advance through the ranks.

Added to this is a component of college credit hours for each level. This is necessary for two reasons. First, knowledge gained through college level work increases a person's critical

thinking skills as well as the ability to self-research to teach one's self or problem solve. Second, it will assist the employees in gaining certification levels more quickly as college credit hours and degrees carry more weight with the certification levels than normal training hours.

An entry level employee would enter at Stratum 1 (High) for academy purposes and field training. Employees not needing academy training would still enter at the same level but would simply skip the academy portion of training. Upon completion of training and a probationary period, the employee should have moved to a Stratum 2 (Medium). During this training and probationary period, an employee would be designated a Police Officer 1 position.

Once an employee is operating at Stratum 2 (Medium), he or she would begin to work toward the next level of performance by completing their core course work for an Intermediate certification. Added to this would be a requirement to complete at least 30 hours of college work toward an associate or bachelor degree. Once the employee has demonstrated these qualifications, he or she should advance to the Stratum 2 (High) level. This position would be designated a Police Officer 2.

Once the employee has attained a Stratum 2 (High) level, he or she would begin working on courses to gain advanced certification plus continue to work toward completion of their two year college degree. The employee who completes the core courses, a week-long field training officer course, and at least 20 additional college credits hours would then be classified as a Stratum 3 (Low). A Stratum 3 (Low) position would carry a Police Officer 3 designation. Movement to Stratum 3 (Low) would qualify the employee for promotion to field training

officer or detective. These positions both function as an assistant supervisor in the Kennedale Police Department.

After the employee has actually completed an associate degree (or higher) and is eligible for an advanced certification, the employee would move to a Stratum 3 (Medium) level, and would be move to Police Officer 4. This position is provided to allow employees who enjoy the work, but may not want to advance to the supervisor ranks, to make a reasonable salary for a highly talented and trained officer who can be a mentor to newer officers and assist sergeants when necessary.

Sergeants would be paid at an entry level Stratum 3 (Medium) standard. Only Police Officer 2 and 3 employees would be eligible to compete for promotion to sergeant. Once the sergeant has actually received the advanced certification as well as completed a 30 day executive supervisor school such as the one through the Institute for Law Enforcement Administration, he or she would be able to move to a Stratum 3 (High) level to qualify for a higher salary. This would be the only salary step for a sergeant.

All of these stratum levels are based on a combination of skills, education, and time in service. It is recommended that each stratum level have an initial separation of 7% between levels. Since the progress of employees will be dependent on training availability as well as budget constraints, each stratum increase needs to be significant enough to make it worth the wait and the effort to attain. It could take an officer two to three years to advance through each stratum unless they are aggressive at obtaining the requisite skill sets and knowledge.

It should be noted that Jaques suggests that pay strata be separated by a 26% differential (Jaques, 76). This can be done easily within a private sector employer who operates on a profit margin and returns on investments. It is more difficult to have such a large stratum separation for a public sector employer. Kennedale has adopted a philosophy of a 12% stratum differential; however, due to budget constraints it is impossible to meet even this goal with current revenues.

The advantage of this recommendation is that it can apply across the board to other city departments. As an example, fire departments already have the same certification levels in place as police departments. The same mindset for advancement could be placed on the certification levels for advancement to positions such as engineer, shift lieutenant, and fire marshal or arson investigator.

In the public works department, the certification levels could be replaced by water certificate levels. The same mandatory training requirements exist to advance to Class A, B, C, etc. water and wastewater certificates. Similar levels can be applied to any position within a city.