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Leading Our Most Important Resource:
Police Personnel Issues in the Year 2020

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Executive Summary

The heart and soul of any profession is its people. While many of the personnel issues that confront police leaders today will continue into the future, new challenges will undoubtedly emerge. In this paper, the authors have attempted to envision personnel issues that will affect U.S. police departments by the year 2020. Studies dealing with the future are by their very nature speculative. However, every effort was made to ensure that the forecasts contained in this report were built upon solid ground.

Three major "drivers" will likely change personnel issues by the year 2020:

- New technologies will offer both challenges and solutions. Crimes involving computers will continue to grow and become more sophisticated, while technological innovations (e.g., the automated, continuous analysis of CCTV feeds) will serve as "force multipliers" for law enforcement agencies.
- Demographic shifts will include Baby Boomers living longer and healthier, possibly delaying retirement until economic conditions improve; continued high levels of both legal and illegal immigration; and the entry of the Millennial Generation into the workforce. For the first time in history, four different "generations" will be working side by side.
- While inherently difficult to forecast, many experts believe that economic recovery from the recession of 2008 will be slow; most police agencies will not see significant increases to their budgets in the near future.

Hiring the Future Workforce

The typical police department of 2020 will likely resemble the agency of today in many ways. However, there will be differences. As cyber and technology-based crimes continue to evolve, police organizations will increasingly need to hire or partner with individuals who possess specialized skills. Increased specialization suggests that the role of nonsworn personnel in agencies will increase. The entry of many healthy Baby Boomers into retirement may provide a ready source of volunteers to supplement the shrinking ranks of the employed. Finally, the role of the private sector may take on much more importance in the future.

Police agencies will need to revise recruiting practices to ensure that (a) individuals with necessary skills (e.g., math and science) are recruited, (b) strategies and techniques that appeal to the Millennial Generation are maximized, and (c) the needs and desires of special populations (e.g., veterans) are considered.

Technology and ubiquitous communications will provide techniques to test and interview candidates remotely, allowing for agencies to pursue national rather than regional hiring campaigns. Background investigations will likely evolve given twenty-first-century realities—technology has facilitated "new" crimes that are not

necessarily regarded as such by aspiring applicants (e.g., illegal downloading of music). Social networking will continue to provide transparency on a scale never seen before; this will require a balancing of competing interests (e.g., an agency's responsibility to learn as much as it can about a candidate versus an individual's right to privacy).

Training the Future Workforce

While much police training has generally not kept pace with the times, that may soon change. "Gamification," or the use of video-gaming techniques, offers the potential to provide police training that is economical, meaningful, interactive, asynchronous, and enjoyable. Some training of this type, such as the Federal Law Enforcement Training Center's Avatar-Based Interview Training, already exists.

Retaining the Future Workforce

It is likely that law enforcement pay will not significantly increase in the coming years; it is further likely that salaries will not attain parity with the private sector. Law enforcement leaders must therefore provide intangible benefits to motivate employees. For example, research suggests that rotational programs, close mentoring, flexibility, and work/life balance are of great importance to the Millennials and Generation X.

Although direct compensation may play a large role in recruiting and retaining police officers, the future of health care and pensions may ultimately prove equally significant. Some experts suggest that health care and pension concerns could be the "rallying cry" that causes an explosion in union membership and activism in the twenty-first century (see, inter alia, Schramm, 2005).

Leading the Future Workforce

Good leadership is timeless, and the fundamentals that make someone a good leader will not change measurably between now and the year 2020. That said, the ability to adapt one's organization to the reality of the times might well spell the difference between success and failure.

Most experts agree that organizational structures, in both the corporate world and in policing, are shifting from hierarchies to networks (see, inter alia, Cowper, 2005). Networks are flexible and fluid; they respond quickly to change and adapt as necessary to meet exigent demands. As a result, tight control and micromanagement are anathema to a successful network. Empirical evidence suggests that Millennials understand and value net-centricity. They understand networking and teamwork, communicate seamlessly, and value feedback from members of the community and peers, as well as from their leaders (Trunk, 2009; Meister and Willyerd, 2010).

The role of the police in society has evolved over the years. This has forced a reassessment of the metrics generally used to gauge police performance. The old "cleared by arrest" standard is increasingly being replaced by new measures, such as community engagement and crime prevention. Future technological advancement holds the promise that innovative strategies, including intelligence-led and preventative policing, may be in wide use by the year 2020. Both individual and agency performance standards must adapt to these new paradigms to correctly measure whether the police are carrying out their duties properly.

The appropriate application of discipline may prove especially challenging in the twenty-first century. Millennials are the most wired generation in history; they and their peers have few inhibitions in posting all facets of their lives. As police officers, they need to understand that even the perception of wrongdoing can have dire repercussions. While it is unlikely that discipline will change markedly in the future, the opportunity for misconduct will increase; the Internet, with its myriad temptations, makes it easier to engage in unwise or illegal conduct. Additionally, it will be easier to intentionally or unintentionally compromise investigations and reveal sensitive information. Managers need to ensure that their personnel are trained in Internet security; they must further adopt strict policies regarding infractions.

Veterans are currently returning from the wars in Iraq and Afghanistan. Many of them are reservists who previously served as public safety professionals; additionally, many former military personnel will inevitably enter policing in the next several years. While most service members readjust well once they have returned home, a certain percentage do not. Some combat-related issues, such as Post Traumatic Stress Disorder (PTSD), may not show themselves for years. Officers suffering from PTSD put themselves, their agencies, and the community at risk. Law enforcement leaders must develop strategies to reintegrate returning veterans to their agencies and support efforts to recognize and treat PTSD.

Finally, the most significant responsibility for the police leader of the future may be that of "coalition builder." Given the many challenges facing policing, to include dwindling resources and the increasing sophistication of criminality, police leaders should understand that their personnel will come to include a much wider circle than the employees of their agency. The successful police chief will be one who can readily reach out to multiple constituencies, using them as partners and "force multipliers."

Strategies and Recommendations

The challenges facing policing in 2020 will be wide and deep. So will the opportunities. The final section of this report contains strategies and recommendations primarily designed for employment on the national level but adaptable for local organizations as well.

Because the world of tomorrow is already being created today, every action or inaction will have a consequence. By understanding the world as it is and envisioning how it could be, policing leaders have the opportunity to create the future by design rather than by default. The nation, the community, and the brave men and women who serve in uniform deserve no less.

1.   Introduction

The most important job of any leader is to create the conditions for his or her subordinates to be able to perform their jobs to the best of their abilities.
—Schafer, Buerger, Myers, Jensen, and Levin (2012)

The heart and soul of any profession is its people. Personnel who possess the knowledge, skills, abilities, and motivation to perform their assigned duties properly are aligned for success; those who do not are foredoomed to failure. Nowhere is this more important than in policing, where trained professionals must deal with some of life's most difficult challenges. Communities depend upon their police—citizens need to feel confident that the right people are hired, properly trained, and effectively led in order to maintain the safety and security of their homes, businesses, and loved ones.

Throughout the years, policing has developed multiple "styles" to deal with the reality of the times: the "cop on the beat," the professional model, Community-/Problem-Oriented Policing, and COMPSTAT are some of the more noteworthy policing paradigms that have been attempted. Each has required personnel with different skills, personalities, and attributes to perform effectively. But what of the future? Because the agency of the future will in large part be determined by the people hired today, it is imperative to understand how likely future events will drive police personnel issues. Some of these issues include selecting, hiring, and retaining the "correct" personnel; training them effectively; supervising them appropriately; foreseeing and managing expectations; and developing an organizational culture that meets the needs of the community and the organization.

`   In this paper, the authors have attempted to envision personnel issues that will affect U.S. police departments in the year 2020. As with any study dealing with the future, there are many unknowns and possible "wild cards" that could upset our conclusions. To reduce the risk, we have concentrated more on those areas that have the greatest likelihood for accurate forecasting: for example, extrapolating trends in technology and demographics is generally safer than forecasting political trends, which are inherently dynamic. Nevertheless, readers are encouraged to develop their own forecasts for their agencies and communities.

We identified the following drivers of the future as being of the greatest likely significance for leading personnel. In futures research, a "driver" is a variable or force that is expected to bring about change. To some extent, the drivers outlined below overlap; for example, one cannot separate technology from its effect on Generation Y. Nevertheless, each individually will likely drive personnel issues by the year 2020:

- Technology
- Demographics and Generational Issues
- Economics

The personnel issues considered in the report are:

- Hiring
- Training
- Retention, Compensation, and Benefits
- Leadership and Supervision

The final section provides recommended strategies at the national level.

2.   Significant Future Drivers

2.1   The Year 2020: What Will the Police Be Doing?

Mission and vision should drive all facets of a police department; that includes any decision relating to personnel matters. To that end, it is important to understand future challenges and likely responses. Increasingly, both scholars of policing and its practitioners are focusing on the future of the profession rather than merely the past and present (see, inter alia, the Bureau of Justice Assistance's (BJA) Law Enforcement Forecasting Group [https://www.bja.gov/ProgramDetails.aspx?Program_ID=98]), the Futures Working Group (http://futuresworkinggroup.cos.ucf.edu/), and the Society of Police Futurists International (http://www.policefuturists.org/).   While there is no consensus on exactly how the future will unfold, many scholars expect the following by the year 2020 (Schafer, Buerger, Myers, Jensen, and Levin, 2012):

- Despite a drop in rates of crime over the past several years, traditional policing responsibilities such as law enforcement, order maintenance, patrol, and problem solving will not disappear; however, drivers like technology may affect the way some policing duties are performed.
- Rates of nontraditional criminality, such as cyber crime, will continue to increase.
- The world will continue to "flatten." Networks will increasingly replace hierarchies; boundaries between criminal enterprises, such as transnational organized crime factions and terrorist groups, will blur and disappear.

2.2   Technology in the Year 2020

We live in an age of rapid technological growth. That trend will likely not abate by the year 2020. In fact, most experts agree that the speed at which

technology grows is itself increasing. Computer entrepreneur and futurist Ray Kurzweil calls this phenomenon the "Law of Accelerating Returns" and explains:

> An analysis of the history of technology shows that technological change is exponential, contrary to the common-sense "intuitive linear" view. So we won't experience 100 years of progress in the 21st century—it will be more like 20,000 years of progress (at today's rate) (Kurzweil, 2001).

While there is no guarantee that Kurzweil's forecasts will prove exactly correct, advances are being made daily in fields such as quantum computing, artificial intelligence, and nanotechnology. Some of these advances will have a direct effect on policing. For example, while still in its infancy, computers today can analyze surveillance camera feeds to recognize suspicious and illegal behaviors. When this technology matures, it could have a significant impact on crime prevention and control.

Additionally, the future will likely witness small, cheap, possibly "wearable" computers. Perhaps more important, they may communicate through speech and will certainly move closer to "thinking" like humans.

In the twentieth century, power was measured primarily by size—large factories, armies, and even vehicles represented strength. Today, power is increasingly vested in the "small" and the fast; powerful innovations like nanotechnology hold the potential for allowing humans to manipulate matter at the atomic level. Some think this will revolutionize everything from computers to industrial manufacturing.

The proper application of emerging technologies could prove to be a great boon for policing. From the prospect of personnel issues, "smarter" computers could take on some of the tasks now performed by humans, such as report taking, the monitoring of CCTV cameras, and even traffic enforcement.

This is not to suggest that technology will replace humans—rather, it will allow departments to reallocate officers and staff into duties more suited to their talents, such as responding once criminality has been detected and working with the community to solve problems. For example, technology already exists that would allow citizens to report crime via smartphones, thus eliminating the need for "live" report takers. Further, cloud computing will make it possible for police records systems to be automatically or near instantaneously integrated into records management systems (RMS) for real-time crime trend analysis. Technology clearly has the potential to act as a force multiplier—augmented reality systems, such as Google's Project Glass, could be configured to assist crime scene investigators with the collection and analysis of forensic evidence. All of these technologies are within reach today; by the year 2020, they should have matured to the point that their use will be routine.

Finally, two obvious areas where technology can assist are recruiting and training. Sections 3.1 and 3.2 provide a discussion of technology in these areas.

2.3   Demographics and Generational Issues

2.3.1   Generational Theory

Though researchers differ regarding exact years and labels, they generally agree that, at present, four generations of employees exist within the workplace: Silents (born 1925–1945), Baby Boomers (born 1946–1964), Generation X (born 1965–1979); and Millennials/Generation Y (born 1980–1999) (Twenge, Campbell, and Freeman, 2012; Sujansky, 2009; Deal, 2007; Strauss and Howe, 2000).

Literature regarding generational differences in the workplace falls into two general categories (Tolbize, 2008). First, some scholars argue that members of each successive generation share their own unique and defining characteristics. Each generation's shared experiences lead them to exhibit behaviors and thought patterns that distinguish them from members of other generations (Zemke, Raines, and Filipczak, 2000). Historians William Strauss and Neil Howe popularized the study of generational differences, arguing that generations fall into one of four groups: prophet, hero, nomad, and artist (Howe and Strauss, 1991).

Other scholars, however, believe that all employees, regardless of age or generation, hold similar values (Deal, 2007; Jurkiewicz and Brown, 1998). They caution that placing too much emphasis on workers' generations can mislead those trying to understand employees (Jorgenson, 2003; Jurkiewicz and Brown, 1998; Yang and Guy, 2006). According to this line of reasoning, employees of all generations stay in their jobs for the same reasons. They want career advancement, promotions, and opportunity for growth (Deal, 2007). Researchers who examined high school students from 1976 to 2000 concluded that few differences exist between Generation X (GenXers) and Millennials (Trzesniewski and Donnellan, 2010). Some studies even purport that meaningful similarities exist between GenXers and Baby Boomers (Yang and Guy, 2006) as well as between Millennials and Baby Boomers (Hewlett, Sherbin, and Sumberg, 2009). Instead of focusing solely on generational differences, managers may instead benefit from establishing mentor relationships between employees of various levels of experience and ability to make them more aware of their commonalities. Becoming aware of similarities, however, is not enough. Employers should not merely pretend that differences do not exist. To alleviate conflict between generations, some researchers advocate multigenerational education, a method that prompts employees to focus on disparate groups' similarities (Greene, 2008; Balda and Mora, 2011).

2.3.2   Conflict Between Generations

Generational differences can promote conflict, particularly when employees become mere stereotypes of their respective generation. Older workers have

traditionally argued that GenXers and Millennials do not exhibit a strong work ethic. Some studies purport that younger employees manifest less loyalty to employers and feel entitled to promotions within the first few months of starting their job (Smola and Sutton, 2002). Studies show that older and younger employees also view authority differently. Older workers believe they obtained their high statuses through hard work and therefore expect respect from their younger subordinates. Millennials, on the other hand, came of age in a cocoon of parents, teachers, and coaches who provided constant feedback and accessibility. This upbringing leads older employees to view their younger colleagues as suffering from an "entitlement complex" (Alsop, 2008). Furthermore, more senior workers often complain that younger employees have difficulty exhibiting the kind of respect that older employees expect (Deal, 2007). Some scholars have noted that different generations also value distinctive leadership characteristics. While older workers place great value on a leader's credibility, Millennials most value a boss's ability to listen to employees (Deal, 2007, Tolbize, 2008).

Because Baby Boomers have longer life expectancies and because their retirement savings suffered during the recent recession, many have delayed retirement. As older workers remain in their jobs, they may diminish in productivity and also pass on to their employers increased medical costs. For management, delayed retirement not only poses challenges to the company but also to other workers. Younger workers, typically from Generation X, face the harsh reality that no matter how many hours they put into their job, they have hit a "gray ceiling." Because their bosses are not retiring, younger workers find themselves in a stalemate. In terms of numbers, Generation X is the smallest generation since the cohort of the Great Depression; additionally, GenXers are sandwiched between two large generations—Boomers and Millennials. When members of Generation X struggle for career advancement, they sometimes look outside their organizations for recognition (Fisher, 2006). For departments that cannot move Generation X employees into higher positions of leadership, studies show that providing challenging assignments and employment training and development opportunities can entice them to stay (Bova and Kroth, 1999).

2.3.3 Demographic Trends

Two major demographic trends will likely influence policing organizations in the year 2020. First, Baby Boomers are living longer and healthier and many are delaying retirement. As the economy improves, however, they will likely retire in larger numbers. This will offer challenges for policing (e.g., increased calls for service, a proliferation of senior victimization in areas such as fraud and elder abuse) as well as opportunities (e.g., a ready pool of volunteers).

Second, immigration rates are expected to remain high, especially in western states such as California. The fastest rates of growth are projected for Asians/Pacific Islanders and Hispanics (Campbell, n.d.). Additionally, the native-born birthrate currently trails the birthrate of immigrants in the United States. In short, the

American population will continue to diversify. Diversity brings with it many benefits, such as fresh, new perspectives and renewed energy and vigor. It also brings challenges—the police will find themselves increasingly dealing with new types of crime (e.g., human trafficking), crime problems and ethnic rivalries "exported" from foreign countries into the United States, and individuals who may not understand American customs and laws. As a result, police organizations will need to work harder than ever to hire and retain a workforce that mirrors the makeup of the community. Some professionals worry that policing is actually moving in the opposite direction. For example, Deputy Commissioner Nola Joyce of the Philadelphia Police Department notes:

> I am afraid that, as minorities and females that were hired in mass in the 1970s retire, we are not replacing them at the same rate. In other words, will the near future police force be whiter and more male than today's? If so, this is contrary to the overall demographic makeup of the United States (Joyce, 2012).

2.4 Economics

It is difficult to forecast economic trends with any degree of certainty. Nevertheless, a 2010 Congressional Budget Office report does not paint a rosy picture for the near-term future (Congressional Budget Office, 2010: 23):

> Economic growth will probably be restrained by the aftermath of the financial and economic turmoil. Experience in the United States and in other countries suggests that recovery from recessions triggered by financial crises and large declines in asset prices tends to be protracted.

This will likely affect many police personnel issues, including three of special significance: pay, health care, and pensions (see Section 3.4).

3. Personnel Issues

3.1 The Future Workforce

While the typical police department of 2020 will likely resemble the agency of today in many ways, some noteworthy differences will likely emerge. For example, as cyber crime continues to evolve, police organizations will increasingly need to hire or partner with individuals who possess advanced computer skills. In many cases, this may be someone who has no desire to serve in a sworn capacity or an individual in the private sector. At the very least, the emergence of such new paradigms as predictive policing suggests that the role of nonsworn personnel within agencies will continue to grow. Budget concerns as well as the entry of many healthy Baby Boomers into retirement may provide a ready source of volunteers to supplement the shrinking ranks of the employed. Finally, the role of the private sector may take on much more importance in the future. Taken together, these

suggest that agencies may be much more diverse, both demographically and in terms of interests, than most police organizations are today. Implications will be far-ranging in terms of hiring, training, leading, and disciplining.

3.2   Hiring

Hiring in policing generally consists of three areas: recruiting, screening, and training. Each will be affected by trends in technology, generational issues, demographics, and economics.

3.2.1   Recruiting in 2020

3.2.1.1 Recruiting the Right Person for the Job

Increasingly, policing is becoming highly technical. It will likely continue to do so well into the future. By way of example, a senior official at a large agency recently described the inability of many of his personnel to operate sophisticated accident reconstruction technology because they were unfamiliar with the math and science that provided its foundation. Police leaders will need to attract individuals conversant in science, technology, engineering, and math (STEM) as well as the more traditional social sciences.

Career portability will no doubt continue. Agencies should develop procedures for recruiting those in midcareer; this will include police officers seeking new opportunities as well as individuals desiring new challenges or a change in careers. The latter will add diversity to the organization and may bring new and valuable insights based on an incumbent's own education and experience.

In recent years, lateral transfer opportunities have become more common for sworn officers and chiefs; however, the same cannot be said for civilian employees. According to Joyce, departments are currently losing valuable civilians whom they cannot replace. These factors promote the isolation of departments and the profession from new ideas and views, which could prove disastrous in a rapidly changing world (Joyce, 2012).

3.2.1.2 Recruiting the Millennial

The Millennial Generation is the most wired and structured in history. Some studies also suggest that members of this generation have an interest in careers pertaining to civil service. Since most Millennials will spend much of their childhood involved in structured activities and because the high achievers will be sought out by competing professions, recruiting efforts can and should begin early in their lives, even as early as elementary school. Such things as summer camps, after-school activities that focus on actual policing-type activities, and internships should be aggressively pursued. It is worth noting that businesses today use

internships to guide talented youth at an early age to their particular company. Policing should follow suit.

3.2.1.3 Recruiting Through Nontraditional Sources

Information, including recruiting messages, will continue to be disseminated in nontraditional ways to the next generation of policing. In order to maximize effectiveness, police leaders must remain aware of the latest trend in social media (these trends change quickly). Those who anticipate the next wave will prosper; those who are dragged along behind will suffer the consequences. Facebook provides an instructive example. Although many police departments now have a Facebook presence, most were late adopters, following behind academe and the private sector. As a result, recruiting opportunities for the "best and brightest" were lost. Agency heads should consider appointing a "social media czar" to monitor the latest trends; the International Association of Chiefs of Police (IACP) Center for Social Media provides one source of good information in this area.

3.2.1.4 Recruiting Nationally

Police recruiting is generally accomplished on an agency-by-agency basis, usually at the regional level. It is often expensive and the pool of potential candidates is limited. Recently, BJA in partnership with IACP established the *Discover Policing* Web site, a "one-stop shop" for agencies to post job openings; the site also provides valuable information to prospective applicants, such as what to expect in a policing career and how to dress for an interview. This site appears to have great potential; BJA and IACP should continue to develop and market it. In particular, the site will have great utility if it captures the attention of tech-savvy Millennials, who understand, appreciate, and access cutting-edge social media and who demand content relevant to their needs and desires.

3.2.1.5 Recruiting and Hiring the Veteran

The wars in Iraq and Afghanistan swelled the ranks of the military. Currently, returning veterans are entering the job market, and many will consider a career in policing. Veterans typically possess many character traits and skills that translate well to policing (e.g., a sense of service and commitment, an understanding of the chain of command, good order and discipline, the ability to work in extremely stressful situations). No doubt, many with military experience will make excellent police officers, and agencies are already making special efforts to hire them.

However, veterans bring with them their own unique personnel challenges that may affect agencies well into the future. Some who saw action will no doubt suffer from PTSD, which could negatively affect their personal lives and job performance for many years (see Section 3.4.3: Combat and Trauma-Related Issues). Additionally, many agencies are carving out special exceptions to their hiring policies to accommodate veterans. Recently, the Philadelphia Police

Department raised its educational standards to 60 college credits for new hires but will waive that requirement for veterans. Some experts worry that this will create a "dual culture" within agencies, with as yet unforeseen consequences (Joyce, 2012). For example, will veterans with fewer educational credits be less competitive in the promotional process? There are steps that police leaders can take to anticipate and ameliorate these challenges; with regard to the previous example, management could encourage officers to take full advantage of their GI Bill of Rights educational benefits and provide a work environment that accommodates and promotes scholastic achievement.

3.2.2 Screening

3.2.2.1 Testing and Interviewing

The first step in most law enforcement hiring processes consists of a written test; successful candidates are generally passed on to "phase two," which consists of an in-person interview. Many agencies are regulated by civil service or peace officer standards and training (POST) requirements; that is not likely to change by the year 2020.

The questions on the written test and the interview process are designed to ensure that the candidates with the best knowledge, skills, and abilities (KSAs) are selected. However, it is not clear that this is the case, especially given the possibilities of changing missions and responsibilities in the future. While every agency is different and clearly the activities of an officer in a large, urban environment will be markedly different from those in a small, rural agency, the federal government is in a unique position to continually evaluate the KSAs required for successful police officers and provide evidence-based guidance to agencies. This could range from improving questions to devising a new hiring process altogether. Different models could be developed based on different needs (e.g., service-oriented agencies versus those with a high volume of criminal calls), and of course, each model would be advisory rather than prescriptive.

While technology already offers the ability to test candidates remotely, most agencies still require applicants to test and interview in person. As communication software improves, there will be no need for in-person interviews or testing. Satellite facilities already offer sites for students to take the SATs, MCATs, and other academic tests in a proctored environment; such an arrangement could be made for policing as well. Interviews conducted using the next version of Skype or its successor could provide all the input realized in a face-to-face setting. This could prove effective and efficient and should open applicant pools significantly.

Another approach could be to follow the college application model. Candidates would take a national-level test (the policing version of the SATs) that would serve as the first step in the hiring process. As with college selection, the test would play but one part in the overall application process. It is not altogether clear

whether this model, while technically feasible, would be embraced by U.S. agencies that place a high premium on local control. BJA is in a unique position to gauge local acceptance and study the feasibility of such a model.

3.2.2.2 Background Investigations

The second part of the police hiring process is the background investigation (BI). Though time-consuming and expensive, BIs are critical in ensuring that potential employees exhibit the highest levels of trustworthiness, loyalty, and character; anything short of these standards can prove disastrous for the agency and community.

The standards for passing the BI have evolved over time; for example, for many years, any drug use was grounds for disqualification in most police departments. Now, many agencies allow their personnel to have engaged in the "recreational" or "experimental" use of drugs. In recent years, technology has both produced new offense categories, such as the illegal downloading of music, and a greater likelihood that a candidate's past behavior will come to light.

As things currently stand, there is little empirical evidence to suggest whether minor behavioral infractions in one's youth successfully predict bad acts in the future. It may well be that the current standards cause the rejection of some excellent candidates or, worse yet, allow others in who should not become part of the profession. BJA could conduct a comprehensive study of the background process and develop evidence-based practices, both on appropriate standards and the manner in which BIs are conducted (e.g., the efficacy of the polygraph).

Recently, police departments have required job candidates to submit their social media user names and passwords in their job applications. Social media has created a range of problems for police departments, resulting in firings. Defense attorneys increasingly look at officers' Facebook postings to glean information useful for impeachment on the witness stand (Goode, 2011).

Agencies are correct to use caution when hiring employees, as their Internet postings can produce extremely negative repercussions for the organization. Recent litigation, however, suggests that agencies must solicit information about potential and current employees in ways that do not compel them to turn over exceedingly personal data, such as passwords. For example, Maryland's Department of Corrections historically required job applicants to provide their social media passwords until the American Civil Liberties Union (ACLU) brought suit against the agency. To settle the dispute, Maryland changed its protocol; applicants must now search their own social media pages during job interviews and allow their interviewers to view their pages "over the shoulder" (Sullivan, 2012).

Several states are currently considering legislation that would ban police departments from requiring that applicants submit their passwords altogether. The

ACLU strongly supports this position, arguing that asking for a password creates an obligation on the part of the applicant to turn over highly personal information in order to be considered for employment. If departments wish to avoid litigation, they should seek to screen candidates without compelling or pressuring them to provide information; employers can glean a tremendous amount of information about potential employees by searching social media sites through the public domain. Employers should also prioritize training employees, once hired, on proper Internet protocols in an effort to avoid future problems. Employers should provide explicit training for new employees regarding appropriate and inappropriate forms of Internet activity, keeping in mind that they cannot infringe on employees' First Amendment rights. Additionally, agencies should draft Internet policies to familiarize employees with departmental procedures regarding private Internet use. To protect departments from potential scandals, agencies may routinely monitor employees' Internet postings, via the public domain, for inappropriate content (Daigle, 2010).

3.3   Training

Much police training has not kept pace with the times in terms of both content and delivery. By 2020, unless something meaningful changes, training will be woefully outdated and all but irrelevant to tech-savvy students who have never known an unconnected and unwired world. Fortunately, opportunities already abound for training that is meaningful, interactive, asynchronous, and enjoyable, all at the same time. It can also be delivered quite economically, especially if developed at a national level. Today, businesses are finding success using "gamification," or the integration of video-gaming techniques, to share information and train personnel (see Donston-Miller, 2012).

A 2008 RAND Corporation study related this directly to law enforcement by recommending that the New York City Police Department partner with the video gaming industry to develop realistic, scenario-based firearms training (Rostker, Hanser, Hix, Jensen, Morral, Ridgeway, and Schell, 2008). Early generations of this type of training are already being employed by some agencies. For example, the Federal Law Enforcement Training Center developed Avatar-Based Interview Training, which allows students to conduct in-depth interviews in a virtual reality-like setting and receive comprehensive feedback on their performance. The U.S. military has been heavily involved in developing virtual reality-based training for years in areas running the gamut from immersive combat training to cultural sensitivity awareness (Drummond, 2012).

State POST organizations should continually monitor training requirements to better meet the needs and demands of tomorrow's recruit; further, methods of training delivery should be continually scrutinized to ensure they effectively and efficiently impart knowledge and skills in a manner best suited to adult learners. Entities such as BJA's National Training and Technical Assistance Center (NTTAC) are well positioned to provide leadership in developing interactive, evidence-based

training that can be distributed to law enforcement agencies throughout the United States at little or no cost.

3.4   Retention, Compensation, and Benefits

3.4.1 Compensation

Pay is an important issue in drawing quality individuals into policing and retaining them; a 2010 study found increased compensation to be among the strongest statistical predictors of police recruitment success (Wilson, Rostker, and Fan, 2010). It is likely that law enforcement pay will not significantly increase in the coming years; it is further likely that salaries will not attain parity with the private sector. While police leaders should assiduously argue for increased compensation for their personnel, they should likewise remain realistic in the face of mounting public debt and economic hard times.

Although pay is important, it is not everything. The previously cited generational research suggests factors beyond pay—such as rotational programs, close mentoring, flexibility, and work/life balance—are also of great importance to the Millennials and Generation X. As a result, considerations beyond pay, such as an increased focus on compensatory time, a meaningful work environment, and a rethinking of rigid shift work (see Text Box 1), might offset some of the dissatisfaction that accompanies inadequate compensation. In some cases, many variables may work together synergistically.

> *Reports from the field indicate that many members of the Millennial Generation balk at shift work. Of course, the police serve the public 24 hours a day. As a result, shift work will continue to be the norm. However, innovative agencies can combine various 2020 realities to serve both the community and agency personnel. Consider:*
>
> - *Low pay will continue to plague policing.*
> - *Generational theory suggests Millennials value teamwork, work in which they learn new skills, flexibility in the workplace, continual feedback (although not necessarily from those in their direct chain of command) and rotational assignments.*
> - *The crisis in corrections places increasing importance on preventing crime rather than merely incarcerating offenders.*
>
> *One possible solution could be the implementation of community service teams made up of officers with little seniority who work together with the community to solve problems. The officers assigned to the team would split their time between shift work and problem-solving functions, with continual input and feedback from both the community and the agency. At first blush, this resembles both Community- and Problem-Oriented Policing. However, given the ongoing and close relationship between the policing team and the community, a closer model would actually be Levin and Myer's Neighborhood-Driven Policing, which to date has not been implemented in a sustained manner in policing (Levin and Myers, 2005). The implementation of such a strategy could serve several mutually beneficial goals by (a) reducing crime, (b) providing satisfaction beyond compensation, and (c) playing to the strengths and desires of the newest generation of police officers. Though certainly not the only strategy to offset low compensation, community service teams are one example of the types of innovation that will be required for police managers to meet the needs of both their personnel and their communities.*

Text Box 1: Shift Work Example

3.4.2 Health Care and Pensions

While direct compensation may play a large role in recruiting and retaining police officers, the future of health care and pensions may ultimately prove equally significant. Given their sheer numbers, the Baby Boomer generation will continue to have a significant effect on the rest of society. The Boomers have begun to retire (although not at the rate of previous generations); this will no doubt continue. As well, they are living longer than previous generations, thanks in part to better health care. While this is a desirable outcome, the strain placed on health care costs and pension systems will be intense.

Many state pension systems have already begun to feel the pinch and have responded by reducing benefits and raising employee and agency contributions. Many private sector organizations have shifted from defined benefit (DB) to defined contribution (DC) pension plans that effectively require individuals to shoulder the burden of their retirement. Regardless of the state of the economy in the year 2020, it is likely that public-sector agencies will move in that direction as well.

Additionally, the rising cost of health care does not show signs of abating in the near-term future. Historically, favorable health care and retirement plans have been among the most attractive incentives in terms of recruiting and retaining high-quality police officers. Should these benefits diminish, it could have significant effects on policing, to include:

- Increased difficulty in recruiting and retaining high-quality individuals.
- Increased unionization and heightened tension between workers and management. Over the past 40 years, union membership in the United States has decreased, largely as a result of reductions in the manufacturing sector. Membership in public-sector unions, on the other hand, has increased. In 1973, for example, 32.8 percent of the public workforce belonged to a union or an employee organization similar to a union; by 2011, that figure had grown to 37.0 percent (Hirsch and Macpherson, 2012). Some experts predict that health care and pension concerns could be the "rallying cry" that causes an explosion in union membership and activism in the near future (see, inter alia, Schramm, 2005). However, the passage of the Patient Protection and Affordable Care Act in 2010 and other reforms may reduce the impact of health care as an issue for workers. In addition, there has been a recent movement in some areas to reduce, restrict, and even eliminate public sector unions; whether this will prove successful is unclear, but it is an alternative future that should be considered (Travis, 2013).
- Increasing amount of the budget directed to health care and/or pension costs, leading to reductions in other areas.
- Two-tiered systems with senior employees vested in the "old" system while new hires are subject to the "new" and far less generous plan. This could lead to morale problems, especially if younger employees feel that workload and other issues also favor the more senior members of the agency.

While these are not pleasant considerations, some experts believe there may be opportunity in all the gloom and doom (see criminologist Joseph Schafer's comments in Text Box 2). Schafer notes that the portability of health care and DC retirement plans may make them attractive to some individuals, especially those who do not want to become "trapped" by more traditional systems; this would seem to apply particularly well to Millennials, who have expressed a desire for multiple jobs over the course of a career.

> *Defined contribution plans might actually be a blessing in disguise. For years, officers have been locked into agencies after a few years on the job because of pensions. Few states have functional lateral transfer. Good people become locked into environments that don't maximize their assets. Bad people…stick around because they can't walk away with a meaningful retirement option if they separate after ten years. Networked organizations become difficult to realize because people are stuck in silos. Lots of this is driven by pension systems. [If you] move to defined contributions with full portability, you can move people around. Those who need to go can walk away with something for the future. Those who are good can take their talents to where they will be used and rewarded. It will be terrible for poor agencies, but I think with time it will be a tide that lifts all boats. Agencies that can't innovate in terms of leadership and structure will be hurt even more because the good folks will move on.*
>
> *Some agencies will get hurt. But in the aggregate, policing agencies will be able to move people into networks where their skills can be better utilized. They can come in, work on an issue for a few years, and move onto other challenges. That might actually help us recruit better and brighter folks and retain them because they like public service, want to make a difference, want to be challenged, but want to move on at some point.*
>
> *There will be hiccups and tension. The profession needs to stop assuming that once we hire someone, they will be ours for 25–30 years. Though perhaps not literally on fixed term contracts, personnel resources need to be viewed in that way...how do I keep my personnel happy and here given the resources I have? I might not have money, but I will control many aspects of environment; good leaders, courageous and true leaders, will innovate and adapt. They won't keep everyone, but they will do better than traditionalists.*

Text Box 2: Joseph Schafer's Views on Retirement Plans (Source: Schafer, 2012)

3.4.3 Combat and Trauma-Related Issues

As currently envisioned, the international combat mission in Afghanistan will end in 2014. The wars in Iraq and Afghanistan have been long and brutal, with personnel often completing multiple tours. By one estimate, 10 percent of National Guard and Reservists who served in combat theaters were public safety professionals (Ritchie and Curran, 2006). Additionally, many former military personnel will inevitably enter policing in the next several years.

While most service members readjust well once they have returned home, a certain percentage do not. Some combat-related issues, such as Post Traumatic Stress Disorder (PTSD), may not show themselves for years. Symptoms accompanying PTSD and combat-related trauma include substance abuse, nightmares, flashbacks, depression, avoidance of close relationships, anger, risk-taking, irritability, and the sense that danger is always near (hyperarousal) (Webster, 2008). Of course, any one of these can negatively affect police performance and potentially harm the community.

Although PTSD is most often associated with combat, it can result from any significant emotional event. By one estimate, at least 10,000 firefighters, police officers, and civilians exposed to the terrorist attack on the World Trade Center in 2001 have experienced PTSD symptoms (Hartocollis, 2011).

As a result, PTSD may exist as an issue for many departments even as late as 2020. At present, treatment options include therapy (cognitive and exposure), desensitization and reprocessing (EMDR), and medication (Webster 2008). In the future, more effective treatment options may become available.

Given the large number of officers potentially affected by combat- and trauma-related disorders, law enforcement as a profession should strongly support efforts by all levels of government to enhance treatment and prevention options. Some strategies include:

- Ensuring that programs to recognize and treat trauma-related issues (e.g., Employee Assistance Program, critical incident counseling) remain viable and evidence-based.
- Developing relationships with community, academic, health, and support groups to ensure that adequate resources are available to meet organizational needs.
- Educating agency personnel to recognize the signs of traumatic disorders and develop a culture that supports individuals seeking help rather than punishing them.

3.5 Leadership and Supervision

3.5.1 Leading Generations

Good leadership is timeless. The fundamentals that make someone a good leader today—empathy, character, dedication, enthusiasm, compassion, and the like—will not change measurably between now and the year 2020. That said, the ability to adapt one's organization to the reality of the times might well spell the difference between success and failure.

Most experts agree that organizational structure, in the corporate world as well as in policing, is shifting from hierarchies to networks (see, inter alia, Cowper, 2005). Networks are flexible and fluid; they respond quickly to change and adapt as necessary to meet exigent demands. As a result, tight control and micromanagement are anathema to a successful network.

The successful leader of a net-centric organization empowers his or her people by trusting them to respond as necessary in a given situation. This is accomplished by establishing meaningful vision and values and assiduously following them. Empirical evidence suggests that Millennials understand and value

net-centricity. They understand networking and teamwork, communicate seamlessly, and value feedback. In this context, feedback is not the same as micromanagement. Feedback comes from members of the community and peers as well as from the boss (Trunk, 2009; Meister and Willyerd, 2010). Additionally, members of the Millennial Generation not only like to receive feedback, they like to give it (Martin, 2009). Given their general disregard for hierarchical positions within the organization, they are equally unafraid providing feedback up, across, and down the chain of command.

Related to feedback, members of the Millennial Generation want and expect to be mentored. For most police agencies, mentorship consists of assigning a field training officer (FTO) to a new officer. However, Millennials expect to receive mentorship throughout their careers. Some private agencies are already moving in this direction, establishing career-long mentorship much like the military's Professional Military Education program establishes formal education throughout a military officer's career. In the future, mentors may come from both within and outside the agency. Thanks to global connectivity, long-distance mentoring relationships can be established between officers from different agencies; in some cases, this may take the form of international relationships. BJA could facilitate this by formulating mentoring "best practices" and serving as a conduit for the formation of relationships.

Wise leaders understand the values and strengths of the personnel under their command and leverage them for the good of the organization and the community. The shift work example discussed in Text Box 1 provides an example of a situation that a chief of police might encounter in the year 2020. It highlights many of the concepts already discussed in this paper and provides one example of how many needs can be addressed. Its purpose is to underscore the point that by anticipating and understanding future issues and acting innovatively, leaders can move toward "creating the preferred future" for their communities and agencies.

3.5.2 Performance Measures

The role of the police in society has evolved over the years. This has forced a reassessment of the metrics generally used to gauge police performance. Some years ago, "cleared by arrest" was the standard by which agencies were judged. Today, paradigmatic shifts such as Community Policing and COMPSTAT have placed increasing focus on alternative measures of performance, such as community engagement and crime prevention. As agency missions change, the criteria by which individual officers are judged should evolve as well. Davis (2012), however, notes that this is often not the case; outmoded and obsolescent personnel performance measures continue to be utilized by many agencies even as they acknowledge that their missions have shifted.

Future technological advancement holds the promise that innovative strategies, such as intelligence-led and preventative policing, may be in wide use by

the year 2020. If that proves to be the case, the standards for individual and agency performance must adapt; otherwise, there will be little incentive for officers to embrace the tactics required for success. Organizational psychologists often cite the phrase "what gets measured gets done." In policing, selecting the correct measures will be an essential role of twenty-first-century leadership.

3.5.3   Discipline and Accountability

For enlightened leaders, the purpose of discipline is not to punish but to deter bad behavior and enforce the expectations of the organization and community.   Evidence suggests that younger employees appreciate constant feedback; administered appropriately, this could help head off trouble before it starts. On the other hand, increasing transparency will make it much more likely that any and all transgressions will come to the attention of supervisors. Millennials are the most wired generation in history; they and their peers have few inhibitions in posting all facets of their life. As police officers, they need to understand that even the perception of wrongdoing can have dire repercussions. Consider having to explain, on the witness stand, a Facebook picture from a night of revelry when testifying in a DUI case.

It is unlikely that discipline will change markedly in the future, but the opportunity for misconduct may increase; the Internet, with its myriad temptations, makes it easier to engage in unwise relationships and pursue unhealthy "hobbies." Additionally, it is easier to intentionally or unintentionally compromise investigations and reveal sensitive information. Managers need to ensure that their personnel are trained in Internet security; they must further adopt strict policies regarding infractions lest personnel perceive that this type of behavior is condoned.

3.5.4   Collaboration

Some years ago, FBI National Academy instructor Larry Monroe opined that the most significant responsibility for the police leader of the future would be that of "coalition builder." Given the many challenges facing policing, including dwindling resources and the increasing sophistication of criminality as the result of globalization and technological innovation, Monroe seems prescient in his observation. Police leaders should understand that their personnel will come to include a much wider circle than the employees of their agency. The successful police chief will be one who can readily reach out to multiple constituencies, using them as partners and "force multipliers."

Consider the cyber task force of tomorrow—can it meaningfully exist without members of the private sector to provide guidance and technical advice? It seems highly unlikely. An ever-expanding scope of collaboration will bring with it increasing potential for security breaches as well as liability issues. However, not accepting some risk likely guarantees irrelevance.

Police leaders should further understand that challenges of the future also bring opportunities. Take the case of senior citizens—they will provide myriad challenges for policing, such as elder abuse and increased calls for service; they also offer opportunities. The large and healthy Baby Boomer cohort is in a position to "give back" to the community. Police leaders should utilize their talents to supplement dwindling personnel resources through volunteering opportunities. Seniors can handle rudimentary, nonphysical tasks such as taking routine crime reports and offering peer counseling/outreach to the elderly (a task that often falls to patrol officers who are dispatched to handle their "unfounded" 9-1-1 calls).

Table 1 provides a list of various possible sources of assistance from volunteers and partners.

Table 1

Group	Benefits to an Individual Agency
Seniors	- Report-taking - Outreach - Counseling - Leveraging of specific talents (e.g., investigations, marketing, press relations)
Colleges and Universities	- Subject-matter expertise (e.g., computers, criminal justice, psychology, business) - Applied research - Interns
Schools	- Outreach and community building - Volunteers
Private Sector	- Resources (e.g., state-of-the-art computers) - Expertise - Partnerships

4.   Potential Strategies and Recommendations

The challenges facing policing in 2020 will be wide and deep. To prepare for the future, steps should be taken at the national as well as the agency level. Given its resources and ability to communicate across agency lines, the federal government, along with partners such as IACP and Police Executive Research Forum (PERF), enjoys a far reach. Some issues, however, can only be handled within agencies. While we have included only potential recommendations at the national level, agency personnel can likewise apply the principles we have discussed, tailored to their own needs.

Potential National-Level Strategies and Recommendations

4.1   Technology

4.1.1   Remain alert for technologies that can automate functions or augment the efforts of police personnel in the performance of their duties. This will require close cooperation with the private sector, the military, and academe—the entities that generally develop most of the technology ultimately adopted into policing.

- Design model programs for implementing technologies into an agency with an eye to maximizing effectiveness and efficiency.
- Take the lead in leveraging technologies and producing products that can be distributed to agencies at little or no cost.

4.2   Demographics and Generational Issues

4.2.1   Track generational issues in policing through surveys and other forms of feedback.

- Design model programs and recommendations based on empirically derived results for integrating different generations into police agencies to maximize effectiveness and efficiency.

4.2.2   Produce and distribute methods for individual agencies to anticipate demographic changes in their community and strategies to ensure that agencies reflect the diversity of that community.

4.3   Hiring

4.3.1   Conduct research to determine:

- The KSAs necessary for successful future personnel.
- The best methods to recruit and attract future generations of personnel.
- Empirically sound methods for conducting background investigations.

4.3.2   Based on the results obtained in 4.3.1, establish and/or expand national-level programs to assist agencies with:

- Recruiting personnel with desirable skills.
- Testing and interviewing potential recruits.
- Conducting background investigations.

4.4   Training

4.4.1   Conduct research to determine:

- The competencies required for future personnel at different stages in their careers.
- The optimum training methods to impart identified competencies, taking into account generational strengths and characteristics.

4.4.2   Based on the results obtained in 4.4.1, establish model programs for career-long training.

4.4.3   Based on the results obtained in 4.4.1, establish national-level programs to produce and distribute suitable training programs for individual agencies at little or no cost.

4.5   Retention, Compensation, and Benefits

4.5.1   Conduct research to determine:
- The factors that will enhance agency retention in the future
- Trends in satisfaction regarding pay and benefits
- Trends in pay, benefits, and special circumstances that will likely affect agencies in the future (e.g., PTSD).

4.5.2   Based on the results obtained in 4.5.1, establish model programs to assist agencies.

4.6   Leadership

4.6.1   Conduct ongoing research to determine best practices in:
- Leading multiple generations.
- Performance Measures
- Collaboration.
- Integrating principles of net-centricity into policing

4.6.2   Based on the results obtained in 4.6.1, establish model programs to assist agencies.

5.   Conclusion

The year 2020 may seem far off, but it is not. There is much that can be accomplished today at the national and agency level to begin "creating the preferred future" for the most important resource a police department has—its people. Because the world of tomorrow is already being created, every action or inaction will have a consequence. By understanding the world as it is and envisioning how it

could be, policing leaders have the opportunity to create the future by design rather than by default. The nation, the community, and the brave men and women who serve in uniform deserve no less.

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Appendix A

Law Enforcement Forecasting Group Members

Law Enforcement Forecasting Group Members

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