



Washington State Patrol Trooper Recruitment and Retention Study

DRAFT FINAL REPORT

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Prepared for

Washington State Joint Transportation Committee

Prepared by



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Executive Summary

The Washington State Patrol (WSP) is at a crossroads. In a changing cultural environment, the agency faces challenges involving both employee satisfaction and compensation competitiveness, all while attempting to be an employer of choice for those seeking law enforcement careers in Washington State. The WSP needs to take proactive steps in each of these areas in order to continue to meet its mission of maintaining safety on the State's highways and ferries.

The alternatives and recommendations detailed throughout this report address these concerns on an issue-by-issue basis, but the key requirement for the WSP and the Legislature is to take action in a comprehensive manner. Investing in greater compensation without also addressing employee satisfaction is unlikely to resolve the WSP's current retention and recruitment issues. At the same time, compensation issues are real and must also be addressed.

Recruitment and retention can both be improved through a comprehensive approach to address the agency's full range of opportunities. In turn, such actions can build on a proud set of organizational traditions and capacities to ensure a strong Washington State Patrol for many years to come.

Report Overview

In the years since the "Great Recession" ended¹, the Washington State Patrol (WSP) has seen an increased level of turnover among Troopers with less than ten years of service. In conjunction with normal service retirements, this trend has contributed to rising vacancy rates. Further, over the next decade, a growing number of commissioned personnel at all ranks will reach retirement eligibility and this is projected to place additional strain on staffing for the Field Force workforce – those 690 Troopers and Sergeants responsible for field operations on the State's highways and ferries.²

At the same time, recent WSP recruitment efforts have not yielded increased numbers of Cadets to fully replace these current and projected vacancies and, in fact, the number of graduates of the last several Academy classes has been below historical norms. Across the State of Washington, competition for qualified law enforcement personnel has heightened, as local agencies have ramped up hiring due to the end of recession-era freezes and cost containment. Often these local agencies offer higher salaries and geographical certainty, compared to the WSP which places Troopers statewide (based on location preference by seniority). Local agencies also actively recruit for both newcomers to policing and more experienced, lateral hires from other law

¹ The "Great Recession" refers to the US recession that lasted from December 2007 through June 2009. The recovery from this recession lasted several years beyond that, and is still impacting some government organizations.

² Field operations work includes such things as patrolling the highways to enforce speed limits and other traffic laws, removing impaired drivers from the roadways, inspecting ferries and other vessels, and ensuring the general safety on all highways in the state.

enforcement agencies. In contrast, the WSP does not accept lateral hires, further elevating the importance of entry-level Trooper recruitment.

In this context, the Washington State Legislature requested an analysis of the recruitment and retention practices and experience of the WSP to identify potential barriers to recruitment and drivers of attrition, with the end goal of attracting and retaining the highest quality Trooper workforce.

This Report encompasses the findings and recommendations resulting from approximately five months of study, which includes extensive surveys of current and former Washington State Troopers at varying career stages, benchmarking to other State Police agencies nationally and local police departments across Washington, analysis of recruitment and retention data and other documents, process mapping and evaluation, multiple field visits, and scores of interviews.

In addition, while this final Report solely reflects the independent conclusions of the PFM project team, our evaluation benefited greatly from the review and feedback throughout our study period of a working group that included experienced representatives of the Joint Transportation Committee staff, House and Senate Transportation Committee and caucus staff, Governor's Office of Financial Management, Washington State Patrol, and the Washington State Patrol Troopers Association. We appreciate their insights, and hope that this study helps to inform and advance the important work ahead to strengthen the Washington State Patrol.

Projected Trooper Levels

Without corrective action, the current trends facing the Washington State Patrol give rise to significant concern regarding future staffing levels:

- Voluntary resignations among Field Force Troopers prior to retirement eligibility increased from just 9 in 2010 to 17 in 2014 and 35 in 2015 (through the end of October alone).
- Field Force Trooper retirements more than doubled from 8 in 2010 to 18 in 2015. In total, 49 commissioned personnel have retired in 2015 (through the end of October).
- Looking forward, nearly 40 percent of commissioned staff are eligible to retire within the next ten years
- Academy classes are filling at lower than normal historical levels, with the most recent five classes averaging 32 graduates, while the average for the prior 35 classes was 37 graduates. The latest class graduated just 25.

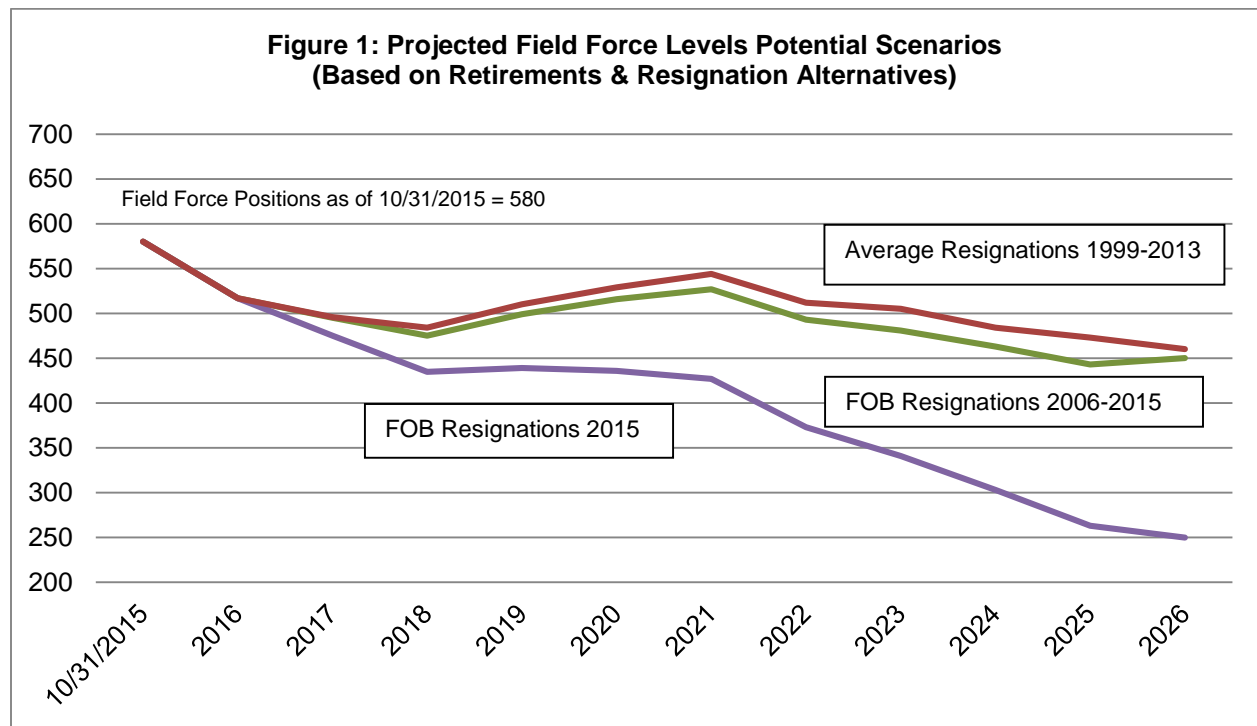
As shown in **Figure 1** below, these and other factors combine to produce three potential scenarios showing future declines in overall Field Office Bureau (FOB) Trooper levels if change does not occur. In the three scenarios shown below, the primary variable is the level of Trooper resignations, assuming average Trooper Basic Academy graduating rates and the separation of retirement-eligible commissioned staff.

Currently the WSP Field Force is authorized for 690 positions, of which 580 are filled. Figure 1 shows that under any of the three scenarios, within the next ten years, WSP will suffer an unsustainable drop in the level of Field Force staffing, threatening their ability to complete their mission.

The red line illustrates what will happen if the average resignation rate between 1999 and 2013 continues into the future. It shows that staffing drops from 580 to 460.

The green line illustrates what will happen if the resignation rate for the past 10 years continues into the future. It shows that staffing drops from 580 to 450.

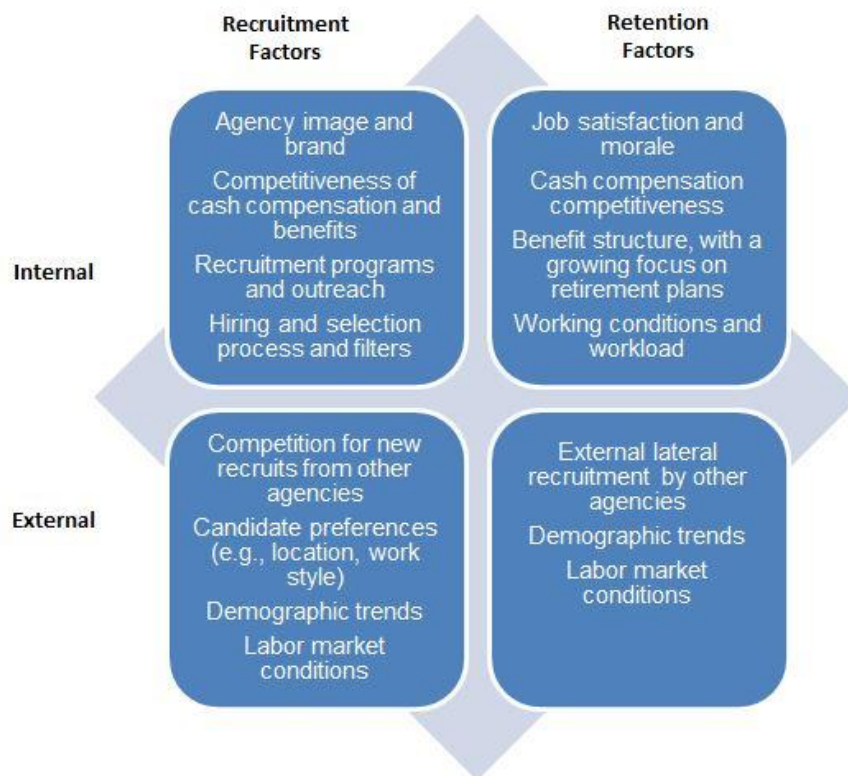
The purple line illustrates what will happen if this year's extremely high resignation rates continue into the future. It shows that staffing drops from 580 to 250.



Findings and Recommendations

For any organization, recruitment and retention experience are driven by a mix of internal and external factors as outlined in **Figure 2** below. Such organizational dynamics are complex, and in the case of the WSP, that complexity is amplified by having a workforce that is dispersed across the state, strong traditions that are often not aligned with a younger workforce, a changing economic climate, and a demand by all workers for an increased work-life balance.

Figure 2: Internal and External Factors Affecting Recruitment and Retention

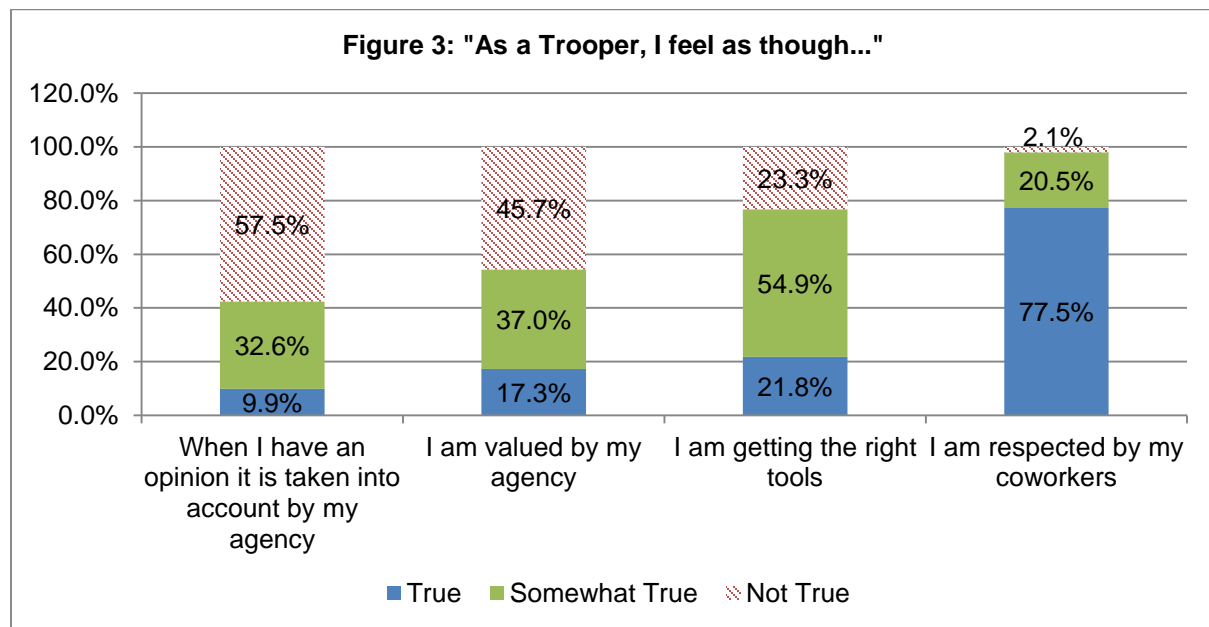


Recommendations in this report to address recruitment and retention issues should be viewed as a whole. No single recommendation has been identified that, if made in isolation, will fully resolve the WSP's retention and recruitment issues. The key will be for the Legislature and the WSP to take a comprehensive approach to addressing these issues.

Two major themes emerged from the analysis performed in this report in regards to Trooper retention: the importance of strengthening both employee satisfaction and compensation competitiveness. In addition, a number of important but secondary opportunities also emerged from this study including elements of the recruitment process and impacts of the WSP culture on recruitment efforts.

Employee Satisfaction. Surveys and interviews conducted for this study identified significant strain between WSP management and many Troopers and Sergeants in the field. This strain has the effect of spurring some Troopers to look for work outside of the WSP and others to retire as soon as eligible. For many who stay, there is a feeling of dissatisfaction and low morale that impacts the overall operations of the organization. While part of this dissatisfaction is related to compensation, as discussed below, much of the dissatisfaction is related to working conditions and workload, along with communications across the organization.

A key indicator of this dissatisfaction is shown in responses to specific survey questions regarding employee perspectives, as shown in **Figure 3** below. Overall, high percentages of current Troopers and Sergeants do not feel listened to or valued by the agency.



Dissatisfaction in an organization is often a driving force behind attrition issues, and part of the survey design was aimed at measuring satisfaction levels in the WSP. Based on survey responses and interviews from both current Troopers and Sergeants and separated Troopers, high levels of employee dissatisfaction exist in the WSP Trooper workforce.

In the survey of current Troopers, 88 of 482 respondents indicated they plan to leave the WSP for another law enforcement agency in the next two years, with another 24 indicating they plan to leave in more than two years. If this ratio of respondents holds for the entire Trooper and Sergeant workforce, WSP could be facing the loss of 225 more Troopers in the near future. WSP management needs to act now to stop this unsustainable level of Trooper resignations.

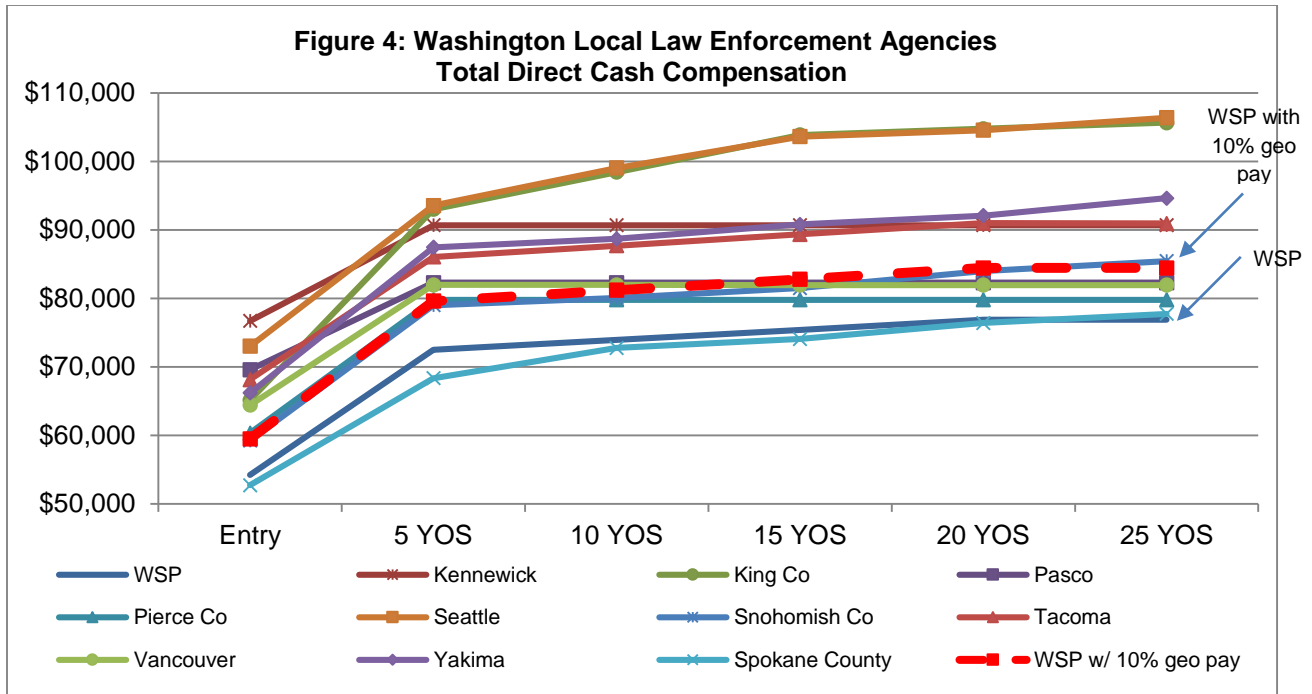
Many of this Report's recommendations addressing employee satisfaction are generally within the ability of the Legislature and the WSP to implement in the near future with limited cost. Key opportunities include the following:

- Commission an organizational assessment to identify where communication between management and staff has broken down, and make specific recommendations to improve management engagement with line staff.
- Conduct in-depth performance evaluations of all managers with the rank of Lieutenant and above, including 360 degree reviews³, in order to provide better feedback to managers with a goal of improving leadership performance.
- Change the metrics used to evaluate Trooper performance, to reflect public safety outcomes (e.g., reducing the number of highway fatalities) rather than the current focus on outputs (e.g., the number of tickets issued or traffic stops made).
- Engage Troopers in selection of new uniforms, addressing current comfort and style concerns (now underway)
- Evaluate alternative shift schedules toward providing greater alignment with workload demands. A pilot project is currently underway.

Implementation of these recommendations is essential in order to address the current employee satisfaction issues, and is equally important to address both retention and recruitment problems.

Compensation Competitiveness. Compensation is also an important issue for the FOB Troopers and Sergeants. Over the last several years, growth in compensation at many competitive local law enforcement agencies has outpaced the WSP, leaving the WSP at the bottom in terms of direct cash compensation, as illustrated in **Figure 4**. When factoring in the 10 percent geographic pay received by Troopers stationed in King County, the WSP's total direct cash compensation improves, but only to about the middle of the comparison group. While a recent 7% Trooper pay increase helped to narrow this gap -- and some Troopers also earn up to 10% geographic pay in certain higher cost areas of the state -- the WSP continues to lag in salaries.

³ A 360 degree review solicits feedback from the manager, subordinates, superiors, and peers.



On a total compensation basis, the WSP does offer a somewhat more generous pension, along with a take-home vehicle for Troopers and Sergeants that a few local agencies provide. Nonetheless, in the context of current recruitment and retention challenges, compensation competitiveness is of concern.

If viewed to be well below competitive law enforcement agencies, compensation can have a compounding effect on employee dissatisfaction and if compensation differentials grow too large, many employees will feel compelled to consider moving to a different agency. Additionally, potential recruits to the WSP may also opt for higher paying local law enforcement jobs and not consider a Trooper career.

To address these concerns, this Report outlines a set of options for the State to consider in the context of a revised long-term compensation plan, as highlighted below.

All Troopers:

- Increase geographic assignment pay in regions with high attrition, targeting dollars to the regions with the greatest competition.
- Roll selected premium and differential pays into base salary, thereby creating a more attractive starting salary for recruitment purposes.
- Provide future across-the-board wage increases to further improve overall pay competitiveness, calibrating the size of such adjustments to take into account the impact of the other compensation initiatives outlined above.

Early-Career Troopers:

- Increase pay for Cadets and early-career Troopers. To pay for this additional cost, offer a new retirement plan for new hires, one that is more similar to the LEOFF retirement plan for local law enforcement officers. This means new WSP hires will be eligible to retire with 30 years of service, rather than the current 25 years of service in the WSPRS Trooper retirement plan. Actual savings will need to be actuarially determined). Over the long-term, the extended pension age will provide for longer careers more in line with contemporary retirement practices. In the short-term, the savings generated would be directed primarily to those experiencing the change in pension benefits.

Mid-Career Troopers:

- Establish Senior and/or Master Trooper levels to provide more compensation and additional opportunities for advancement linked to performance and professional development goals.

Retirement-Eligible Troopers:

- Provide a retention bonus, increased longevity pay, or targeted pension benefit enhancements to encourage retirement-eligible Troopers to stay beyond retirement age. This will particularly help address WSP's near-term staffing pressures.

Any revised compensation plan will ultimately be refined to meet the State and Trooper's needs through the collective bargaining process. The WSP does not have the ability to unilaterally make changes in compensation.

New Trooper Recruitment. Recruitment of Cadets for the Trooper Basic Academy is the sole source of replenishment of Troopers in the WSP. In order to meet the replacement demands projected from near-term attrition, the WSP needs to increase the number of Cadets who complete the Trooper Basic Academy and are commissioned as Troopers.

The **recruitment process** spans four discrete areas: understanding who the ideal candidate is and what they want from a law enforcement job, outreach and marketing to the target Cadet, the process of selecting Cadets for the Trooper Basic Academy (e.g. exams, background checks, etc.), and the training process itself. WSP's hiring needs require that recruitment efforts work at an optimal level and be responsive to the changing needs of the new workforce. Throughout the course of this study, we have seen that the WSP staff has been actively improving the overall recruitment process to make it shorter for recruits and more productive for the agency.

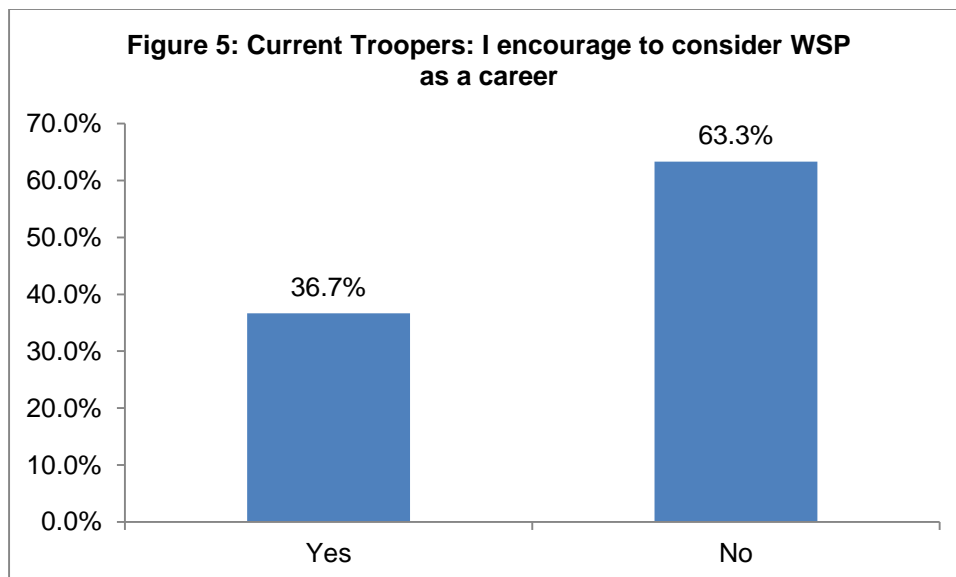
The most recent recruiting process for the 30th Arming Class (the class began November 23rd), and has generated a total of 53 Cadets, who, over seven to eight weeks, will go through the evaluation and training process in preparation for the Basic Trooper Academy.

Opportunities identified for improving the recruitment process are more related to fine tuning, rather than redoing, processes. Addressing employee dissatisfaction and compensation will

help strengthen recruitment as well. The following are some substantive recommendations to improve the selection and training process:

- Currently WSP rejects all candidates who have any misdemeanor convictions or past drug use. This is too harsh. Change it to a case-by-case review of an individual's circumstances, in order to determine if the candidate is fit for a law enforcement career
- Review the psychological testing portion of the selection process to bring the testing protocols more in line with contemporary national standards; currently the WSP fail rate is well above statewide and national norms.
- Contract with outside psychologists to increase testing capacity during peak hiring times
- Merge the Arming Class and Trooper Basic Academy into a single class to reduce total Academy time.
- Consider repurposing Cadets who are too young or otherwise not ready to be a Trooper into District-level positions with duties now performed by Troopers but do not require commissioning to perform enforcement activity.
- Run two academies per year to fill current and projected vacancies in the field.

A majority of Troopers who come into the WSP are influenced to apply by someone they know who works at WSP. This personal connection is common among law enforcement officers in all agencies. A key question that was asked of current Troopers was about encouraging people to consider the WSP as a career. As shown in **Figure 5**, over 64 percent of current Troopers answered “no” – they would not encourage someone to consider a career at WSP. In a similar question asked of Troopers who separated from the WSP, nearly two-thirds answered “no.” This connection between recruitment and employee dissatisfaction also shows the connection between retention and recruitment issues.



The WSP is at a crossroads. In a changing cultural environment, and facing the erosion of employee satisfaction and compensation competitiveness, the WSP needs to make immediate changes to ensure that it can continue to meet its targeted staffing and service levels.

The list of recommendations provided below, and detailed throughout this Report, address such important concerns and opportunities on an issue-by-issue basis. However, it is important that both WSP and the Legislature take action in a comprehensive manner. Neither compensation increases alone nor improvements in employee satisfaction and communications -- without compensation increases -- will fully resolve the agency's current retention and recruitment challenges.

By undertaking a comprehensive set of actions however, the WSP can build on its proud traditions and incorporate new ways of doing business to better align with the current workforce.

Report Recommendations

All recommendations included in the Report are provided below. Some recommendations are shown in an abbreviated format. More detailed findings and recommendations are provided throughout the report, and provided in whole in **Appendix A**.


Each recommendation also includes visual cues to help identify key implementation issues:


New Funding Required: 

Legislative Approval Required: 

Change to Existing Laws Required: 


EMPLOYEE SATISFACTION

Finding #1 (Employee Satisfaction)	A majority of the Troopers and Sergeants surveyed indicated management and morale issues within the WSP. These perceptions have led to job dissatisfaction and have magnified pay issues.
Recommendation 1.1 	The State should commission an organizational assessment to identify specific management strategies and recommendations that will improve overall engagement with line staff.
<i>Cost</i>	<i>The cost of an organization study will vary based on scope, but should be in the range of \$75,000 to \$150,000. Analysis and surveys from this JTC study should help to defray the cost of a future analysis more directly focused on improving Trooper engagement.</i>
<i>Implementation Hurdles</i>	<i>Funds need to be appropriated by the Legislature. The study will work best if WSP management actively works with the study consultant to implement changes.</i>

Finding #2 (Employee Satisfaction)	Both separated and current Trooper surveys indicate a perceived disconnect from the realities of day-to-day field operations on the part of some supervisors and upper management. This disconnect appears to be contributing to the recent resignations of Troopers for other law enforcement agencies.
Recommendation 2.1 	The WSP executive staff should work with its Human Resource Division and/or the State Human Resources Division within the Office of Financial Management to conduct performance evaluations, ⁴ of all management staff with the rank of Lieutenant and above. This should include 360 degree reviews. The results of these evaluations should be used to identify opportunities to improve management performance.
<i>Cost</i>	<i>The cost of performing evaluations and 360 degree reviews should be minimal; however, such an undertaking can be time consuming and will create an expectation of change within the agency.</i>
<i>Implementation Hurdles</i>	<i>WSP executive leadership must be willing to undertake and act on this type of performance evaluation.</i>

⁴ A 360 degree review solicits feedback from the manager, subordinates, superiors, and peers.

Finding #3 (Employee Satisfaction)	A focus on outputs with FOB Troopers (e.g., specific goals for traffic stops) as a measure of Trooper performance is contributing to a disconnect between Troopers and management, as well as a perception that management does not understand the difficulties of the Field Force Trooper job.
Recommendation 3.1	Performance metrics provide important feedback, and their active use should be continued, but refined. As this occurs, and as specific measures are reevaluated, the WSP executive team should reinforce the focus of Trooper work activity around improving public safety outcomes (e.g., reduced traffic fatalities) rather than focusing on specific enforcement outputs (e.g. issuing tickets).
<u>Cost</u>	<i>No identified cost.</i>
<u>Implementation Hurdles</u>	<i>Must be embraced by WSP executive staff.</i>



Finding #4 (Employee Satisfaction)	The WSP uniforms have not been updated since they were designed prior to the 1960s. The WSP is now reviewing options for modern wash-and-wear fabrics, and is planning a more comprehensive review of uniforms in the near future.
Recommendation 4.1 	The WSP should engage commissioned employees across all ranks to review uniform options and recommend changes to style and fabric for executive management consideration. Engagement of Troopers in this evaluation can begin to address the communication problems identified in the survey responses of current Troopers.
<u>Cost</u>	<i>Moving to new uniforms will have a one-time cost of approximately \$1.67 million to replace all components for the current 1,005 commissioned staff who wear a uniform (approximately \$1,660 per employee).</i>
<u>Implementation Hurdles</u>	<i>The WSP executive team is currently reviewing uniform options. Funding will need to be appropriated by the Legislature.</i>

Finding #5 (Employee Satisfaction)	The WSP Field Force schedule calls for rotating between night shift and day shift every 28 to 56 days. Alternative shifts are allowed in some Districts under provisions outlined in the collective bargaining agreement (CBA) with the WSPTA. Troopers do not gain more control over their schedule with greater seniority, and the current practice of shift rotation does not take into consideration staffing requirements based on call volume or other measures of workload activity.
Recommendation 5.1	WSP management should encourage the development of experimental shifts - designed by detachment personnel - to create more stability in and Trooper control over choosing their schedules. ⁵
<u>Cost</u>	<i>Different schedules could result in more or less overtime depending on how they are implemented. No cost is projected at this time.</i>



⁵ In accordance with section 12.11 of the collective bargaining agreement

<i>Implementation Hurdles</i>	<i>Requires support from WSP management at HQ, Districts and Detachments (group of Troopers assigned to a specific geographic location within a District).</i>
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COMPENSATION

Finding #6 (Compensation)	The WSP compensation package plays a role in the overall job satisfaction of WSP Troopers and is a major factor cited in recent separations from the WSP. Further, current Troopers also cite pay and benefits as an issue that could move them to leave the WSP (both retirements and resignations) in the near future.
Recommendation 6.1 	Working with the Office of Financial Management, WSP should develop a long-term compensation plan to address issues of pay competitiveness within the context of the State's ability to pay. Creating such a compensation plan, even if it takes several years to fully fund and achieve, can help to address existing dissatisfaction and concerns.
<i>Cost</i>	<i>Based on the total budgeted Trooper and Sergeant positions, each one percent pay increase will cost approximately \$925,000 per year on an ongoing basis inclusive of all pay categories (including a 17% allowance for pension and other payroll costs). Increases at the Trooper and Sergeant levels may cause compression issues at Lieutenant and above that if addressed, would lead to additional costs.</i>
<i>Implementation Hurdles</i>	<i>Increasing compensation levels may require the State to identify new funding for the WSP.</i>
Finding #7 (Compensation)	Certain District offices in the State have been losing more Troopers than others. This is due in part to Troopers leaving for higher-paying law enforcement positions in or near those same Districts.
Recommendation 7.1 	The WSP should review its geographic pay practices to both expand counties they cover as well as to potentially increase the rates for geographic pay. Providing higher pay on a geographic basis could provide additional incentive to stay with the WSP for Troopers where pay is a primary issue. This will also help attract new recruits from more populated areas where there are many other law enforcement choices.
<i>Cost</i>	<i>Increasing geographic pay makes the most sense in King County where pay differentials to the Seattle Police Department and King County Sheriff's Office are over 15 percent and in District 5 where pay differences to Vancouver are nearly 13 percent. Increasing geographic pay in King County (District 2) will cost approximately \$103,000 per one percent increase (including 17% for pension and other payroll costs). A one percent geographic pay allowance for District 5 Troopers would cost approximately \$63,000 per one percent per year (not all counties of the District will necessarily be included).</i>

<i>Implementation Hurdles</i>	<i>Requires negotiations over the CBA with the WSPTA, and approval by the Legislature.</i>
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Finding #8 (Compensation)	The WSP provides opportunities for specialty and certification pays. While these are ways to boost pay for employees who have special knowledge or provide special services, only a small percentage of Field Force employees actually receive these extra pays, and those that do are typically more senior Troopers that would benefit from implementation of various other compensation recommendations.
Recommendation 8.1	The WSP should consider merging specialty pays, certification pays, and shift differentials into base pay . This will serve to increase the base pay levels presented in pay comparisons, while limiting pay differences among Troopers.
<i>Cost</i> 	<i>To the extent that some premiums are not now pensionable or included in the overtime base, shifting such elements of pay could marginally increase pension and overtime costs. If a cost neutral shift is intended, this factor should be accounted for when determining the size of the resulting base pay adjustment.</i>
<i>Implementation Hurdles</i>	<i>Requires negotiations over the CBA with the WSPTA, and approval by the State Legislature.</i>
Recommendation 8.2	Institute a new promotional class of Trooper . The WSP could offer a promotional opportunity for Troopers to an advanced level (a Senior and/or Master Trooper, for example) with additional duties and expectations.
<i>Cost</i> 	<i>The total cost of this recommendation would depend on how many Troopers would qualify into such levels, and whether or not any existing premiums would be folded into the new level (e.g. if points toward Master Trooper status for educational attainment and/or field training officer (FTO) duties were part of advancement under such a program, then existing, separate premiums might be eliminated).</i>
<i>Implementation Hurdles</i>	<i>Requires negotiations over the CBA with the WSPTA, and approval by the State Legislature.</i>

RETIREMENT


Finding #9 (Retirement)	The issues motivating current early and mid-career Troopers to resign from the agency are also influencing retirement-eligible Troopers' decisions regarding when to retire. Despite the fact that they likely have many years of employment opportunity before they want to fully retire, many current WSP Troopers nearing retirement indicated their plan is to stay with the WSP only until they reach normal service retirement requirements (25 years of service).
Recommendation 9.1 	Evaluate and implement appropriate options to extend a career past retirement eligibility. Options include: increased pay for retirement-eligible Troopers (e.g., longevity steps); offer a retention bonus; increase retirement eligibility to 30 years of service (legislative

	change for future hires; must include offsetting new advantages and satisfy legal review for current employees); increase pension accrual after 25 years of service; evaluate a limited-duration DROP (deferred retirement option program); and/or create a Trooper Reserve program. More detailed descriptions start on page 101.
<i>Cost</i>	<i>Varies by option—see recommendations starting on page 101</i>
<i>Implementation Hurdles</i>	<i>Most options require negotiations over the CBA with the WSPTA, and approval by the State Legislature.</i>

RECRUITMENT

Finding #10 (Retirement)	WSP struggles with attracting candidates who desire to stay in one geographical location, thus limiting the potential applicant pool. This can manifest both in not knowing where they might be stationed once becoming a Trooper as well as the possible need to move in order to promote.
Recommendation 10.1	The WSP should create a system that allows candidates during the initial application process to prioritize district assignments and, prior to employment or early in the training process, to be assigned to a district. This assignment may not coincide with the Cadet’s initial choice if assignments are not available in that location. For example, the Spokane District has over 70 current Troopers who desire to transfer to that district, and it would not be appropriate to place a new recruit there.
<i>Cost</i>	<i>No anticipated costs</i>
<i>Implementation Hurdles</i>	<i>Will require a change in the current timing of the WSP practice to make current Trooper transfer requests prior to placing Cadets. That process will now need to be completed in advance of the hiring for each Cadet class (rather than during the Academy class).</i>


Understanding Ideal Candidates


Finding #11 (Recruitment)	The WSP Cadet enters into the agency at a lower starting salary than they will receive when commissioned as a Trooper. The WSP Cadet and Trooper pay levels are low compared to other law enforcement agencies and likely discourage some qualified applicants from applying to the WSP.
Recommendation 11.1 	The WSP should consider increasing pay to levels that improve the WSP’s competitive position relative to local law enforcement agencies. Increasing Cadet pay is one way to address this, and movement toward a single rate for the first year of service (both at the Academy and afterward) could be a means to achieve this. At the same time – given such factors as the global pay disparity between the WSP and competitive agencies, the relatively short time a new hire remains a Cadet, the focus of job seekers on longer-term opportunities, and competing demands for limited budgetary resources – the project team recommends seeking to adjust overall

	Trooper compensation within a broader strategic framework that encompasses a full career, not just Cadet pay.
<i>Cost</i>	<i>Depends on overall change to Cadet and Trooper compensation. Moving Cadets to entry-level Trooper pay alone would cost approximately \$350,000 - \$400,000 per year depending on how many Cadets are hired into the WSP and how long they take to complete the training program.</i>
<i>Implementation Hurdles</i>	<i>The WSP Chief has the authority to set Cadet salaries within the total authorized budget of the agency.</i>

Finding #12 (Recruitment)	The WSP has a carefully cultivated paramilitary culture that is reflected in recruitment outreach and reinforced in the Trooper Basic Academy. Current applicants to law enforcement agencies, however, are less likely to embrace this paramilitary style. Even the WSP’s current recruits are significantly less drawn by this factor than were current Troopers when they joined the Patrol.
Recommendation 12.1	The WSP needs to take a close look how it can align its culture to the contemporary approach favored by many current recruits while still maintaining its “service with humility” mission. The issue of cultural realignment impacts the entire recruitment process and is central to other recommendations provided in the Recruitment chapter of this Report.
<i>Cost</i>	<i>Unless the WSP utilizes outside resources to address cultural changes, there is no cost to this recommendation.</i>
<i>Implementation Hurdles</i>	<i>Culture is difficult to change and can take a concerted effort over many years. A culture change would need to be embraced by WSP’s executive management.</i>

Outreach and Marketing


Finding #13 (Recruitment)	The WSP uses traditional law enforcement outreach and marketing strategies that rely on personal interaction between a potentially qualified candidate and WSP personnel. These strategies include job fairs, military installation visits, and general public appearances.
Recommendation 13.1 	The WSP should develop a comprehensive outreach and marketing strategic plan that expands on the success of current strategies and looks for ways to tap into groups of individuals that do not currently show an interest in the WSP or law enforcement as a career, such as women and minorities. This will require the use of non-traditional marketing and outreach methods.
<i>Cost</i>	<i>Outside consultant support may be valuable in evaluating marketing successes in other locations. Expanded marketing and outreach efforts could need additional resource allocations.</i>
<i>Implementation Hurdles</i>	<i>Staff time is limited, and funding will need to be identified if an outside consultant is utilized.</i>

Finding #14 (Recruitment)	The most successful recruitment tool is personal relationships with WSP Troopers. To improve on recruitment outside of traditional strategies, many agencies across the country have developed youth-oriented law enforcement academies or magnet schools to create a pipeline of potential candidates starting as early as grammar school.
Recommendation 14.1 	The WSP should consider reinstating the Explorer program or a similar youth outreach program, in order to expose teens to the possibility of a career with the WSP. This may require the expansion of work currently done by recruiters in District offices.
<i>Cost</i>	<i>Trooper time to manage the program at the district level. Could also use retirees for non-benefit-qualified work. Pay for Administrative Assistant or Program Specialist job classes ranges from \$15.00 to \$22.00 per hour. Eight people working half-time on the Explorer program would cost up to \$225,000 per year.</i>
<i>Implementation Hurdles</i>	<i>Limited staff resources due to recent attrition issues. Need to address employee satisfaction issues to make this most successful.</i>

Finding #15 (Recruitment)	Survey results identify WSP personnel as influential in the recruitment process. The ability to expand recruitment relationships will require effort by more Troopers than are currently assigned recruiting duties in the Districts.
Recommendation 15.1	Identify staff who have the skills, ability, and desire to function as both formal and informal recruiters. Not everyone desires to be a recruiter nor does everyone have the skills to undertake that role. The pool of Troopers used for recruitment activities should be increased and the role enhanced to include higher levels of youth and community engagement.
<i>Cost</i>	<i>Minimal cost expected. Requires training time and material.</i>
<i>Implementation Hurdles</i>	<i>Need to address employee satisfaction issues to make this most successful.</i>

Finding #16 (Recruitment)	Patrol recruitment staff currently poll applicants about how they found out about the WSP, but they do not keep statistics on the success of each outreach and marketing method as they relate to attracting applicants who eventually become Troopers.
Recommendation 16.1	Recruitment staff should continue tracking how applicants find the WSP as well as how successful each outreach method is in terms of yielding new Troopers
<i>Cost</i>	<i>No identified cost.</i>
<i>Implementation Hurdles</i>	<i>None identified.</i>

Finding #17 (Recruitment)	Potential law enforcement candidates are researching potential employers online before applying for a position or accepting a conditional job offer. As identified in survey results, the primary research tool is the website.
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Recommendation 17.1 	The WSP should redesign its website to engage viewers with an emphasis on creating a positive and welcoming environment. The WSP should include videos that demonstrate the full range of duties performed by the Patrol.
<i>Cost</i>	<i>Varies based on approach used and availability of existing staff. Engaging outside web-design help could be in the range of \$25,000 or more.</i>
<i>Implementation Hurdles</i>	<i>Website changes need to be consistent for the agency, and must be approved, ultimately, by executive management.</i>


Selection Process

Finding #18 (Recruitment)	Candidates have been removed from the selection process through the pre-polygraph interview for disqualifying conduct before the circumstances surrounding the conduct can be evaluated on an individual basis. Although it is not official policy, it appears that it has been WSP's practice to reject candidates at the pre-polygraph interview when the candidate admits to 'disqualifying conduct' such as misdemeanor convictions or past drug use.
Recommendation 18.1	Except as required by law, the WSP should change their criteria from an absolute rejection of a candidate for any and all misdemeanor convictions and drug use to a case-by-case review of the individual's circumstances. This allows for consideration of extenuating circumstances without lowering any ethical standard. The background check follows the polygraph exam, and issues raised in the polygraph can be followed up and addressed, if necessary.
<i>Cost</i>	<i>No expected cost</i>
<i>Implementation Hurdles</i>	<i>None identified.</i>



Finding #19 (Recruitment)	WSP fails 38 percent of its recruits on the psychological exam -- a level well above the national and local law enforcement average of 5 percent ⁶ and above the State Patrol benchmark agency failure rate of 18 percent. Also, the tests WSP uses for the psychological evaluation are not the current national standard tests, which are normalized for law enforcement personnel.
Recommendation 19.1	The WSP should review the psychological testing portion of the selection process to bring the testing protocols in line with contemporary national standards as well as to determine possible causes for the high failure rate.
<i>Cost</i>	<i>Potential small cost in changing psychological tests.</i>

⁶ "Psychological Testing and the Selection of Police Officers: A National Survey"

<i>Implementation Hurdles</i>	<i>Testing methodology is determined by the WSP's Psychologist</i>
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Finding #20 (Recruitment)	All psychological testing is done by the WSP's Psychologist. Testing occurs during recruitment periods for the Arming Class, which can create a backlog for testing that results in a bottleneck in the selection process.
Recommendation 20.1 	The WSP should contract with outside psychologists to assist the WSP's Psychologist during peak hiring times and eliminate delays in the overall process.
<i>Cost</i>	<i>Additional cost for contract Psychologists range from \$350 to \$500 per applicant tested. Total cost will vary based on number of applicants assigned to contractors.</i>
<i>Implementation Hurdles</i>	<i>The testing process is currently the responsibility of the WSP's Psychologist.</i>

Training Process

Finding #21 (Recruitment)	The WSP's practice of conducting an Arming Class separate from the Trooper Basic Academy is done primarily to fill 15 security positions (eleven in the Governor's Mansion and Office, and four contractual positions). This can leave Cadets uncertain about timing to become a Trooper and extends their time at the lower-paying Cadet position for an additional nine months.
Recommendation 21.1 	The WSP should merge the Arming Class and Trooper Basic Academy into a single class and move all Cadets through this program and into Trooper positions as soon as possible. Merging the Arming Class and Trooper Basic Academy into a single course will provide the WSP with more flexibility in terms of the number of training academies it can run, but will also require a different model to staff the contracted security positions, such as hiring retired Troopers.
<i>Cost</i>	<i>Merging the Arming Class and Trooper Basic will result in a shorter training period, by eliminating the week between the two classes. If the WSP increases the number of Academy classes and Cadets trained, there will be a corresponding increase in costs. The marginal cost of training a Cadet is approximately \$56,600. The cost of increased Cadets in the Trooper Basic Academy was formerly offset by accrued vacancy savings in the current biennium. The Legislature has already reduced the WSP budget by the anticipated vacancy savings, when enacting the 2015-17 budget. As a result, the cost of additional hiring will require additional appropriations.</i>
<i>Implementation Hurdles</i>	<i>Operating two academies per year places more stress on the training Academy instructors.</i>
Recommendation 21.2 	The WSP should continue using the Cadet job classification to allow for entry level employment into the agency, but should consider repurposing Cadets who are too young (Troopers must be 21, Cadets can be hired at 19), or otherwise not ready to be a Trooper,

	into District-level positions that perform duties currently performed by Troopers that do not require law enforcement officer certification.
Cost	<i>Cadet positions will operate under the total full-time equivalent (FTE) authorization for the FOB. Funding for security positions filled by retired Troopers or a separate security class could be slightly less or more than the pay of a Cadet depending upon the service job class selected (Security Guard 1-3 or Campus Security Officer). Cadet positions would remain on the Cadet pay scale during the time in the field or could be provided an increase once training is completed.</i>
Implementation Hurdles	<i>May require new model to staff the contracted security positions, such as hiring retired Troopers.</i>

Finding #22 (Recruitment)	The WSP has a current vacancy problem that is exacerbated by record-level resignations and a retirement bubble starting in 2015. The only replacement for departing Troopers is graduates from Trooper Basic Training. In order to replace Troopers leaving the WSP and keep the number of Field Force Troopers at levels needed to fulfill their mission, the WSP must increase the number of training Academy graduates. Currently, the WSP runs one Academy every 9 months.
Recommendation 22.1	The WSP should run two academies per year for a period of time in order to replace current and projected vacancies in the field. The agency has run academies twice a year in the past, and this increase in capacity will improve the pipeline to replace retiring Troopers.
Cost	<i>The reason for running two academies is to fill vacancies in the field. The cost of increased Cadets in the Trooper Basic Academy was formerly offset by accrued vacancy savings in the current biennium. The Legislature reduced the WSP budget by the anticipated vacancy savings, when enacting the 2015-17 budget. As a result, the cost of additional hiring will require additional appropriations.</i>
Implementation Hurdles	<i>Running two academies per year impacts the scheduling related to the selection process and the use of the Academy facilities by both WSP and outside agencies</i>

Finding #23 (Recruitment)	The WSP Trooper Basic Training is perceived by some potential applicants to be a warrior style of training. The WSP Academy emphasizes restraint in action, and focuses on a service model for Troopers; however, certain elements of the training Academy —early training protocols that focus on discipline, and housekeeping rules— have led to this perception which has caused some potential recruits to bypass the WSP.
Recommendation 23.1	The WSP should review elements of the training protocols that create a perception of the warrior-style of academy and deemphasized them. Guardian elements of the Academy and the job should be emphasized. This will serve to mitigate potentially negative perceptions of potential Cadets and better reflect the actual Academy training style.
Cost	<i>No direct costs associated with this transition.</i>

<i>Implementation Hurdles</i>	<i>None identified.</i>
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Organization of Report and Study Methodology

This report is organized into four chapters. **Chapter 1** explores the drivers behind recent vacancies and presents scenarios for vacancy projections in the next ten years. **Chapter 2** details WSP compensation, including cash, health and pension programs and other benefits, and compares it to compensation and benefits at local and state law enforcement agencies. **Chapter 3** explores the WSP’s recent attrition, the drivers of that attrition, and recommendations regarding keeping WSP Troopers on the force longer. **Chapter 4** gives an overview of the WSP recruitment process from the outreach and marketing phase through the training process and provides findings and recommendations related to how new WSP Troopers are recruited, selected, and trained.

Study Methodology

Over the course of the study, the project team used a variety of tools to evaluate the WSP’s recruitment process, and retention experience. This evaluation included a variety of analytical and research techniques aimed at matching available data with current experience to arrive at the underlying issues impacting the WSP in the Field Operations Bureau. These tools focused on WSP as well as at outside agencies. The tools used in this study included:

- Interviews with WSP staff
- Review of data provided by the WSP Human Resources Division (HRD)
- On-site visits and interviews at the WSP Basic Trooper Academy and the Criminal Justice Training Commission (CJTC) where all other Washington police are trained
- Benchmark surveys of both local Washington law enforcement and other State Patrol agencies nationally
- Surveys of Cadets, Troopers, CJTC recruits, separated Troopers, and municipal law enforcement agencies in Washington (administered using Survey Monkey)

On-Site Visits

The project team met with over 40 key stakeholders inside and outside of the WSP during a three-day period in August 2015, and following. Interviewees included:

WSP	Non-WSP
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<ul style="list-style-type: none"> • Command Staff <ul style="list-style-type: none"> ○ Chief Batiste ○ Deputy Chiefs • Union leaders • Troopers and Sergeants • District commanders • Human Resources staff • Recruitment staff • Chief Financial Officer 	<ul style="list-style-type: none"> • Office of Financial Management (OFM)—HR staff • OFM budget staff • Chief State labor negotiator • CJTC recruits, instructors and Executive Director
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Benchmark Data from Comparable Law Enforcement Agencies

The project team surveyed a total of 21 local and state law enforcement agencies. These surveys were utilized for compensation analysis as well as comparing the WSP’s practices and experiences to those of other agencies.

Local Law Enforcement Agencies

While the roles and duties are different between state patrol agencies and local police departments, local agencies provide a relevant set of reference points for reviewing WSP competitiveness in the Washington labor market given current recruitment and retention concerns. To provide greater context regarding this consideration, the project team surveyed ten local law enforcement agencies in the State of Washington. These agencies were chosen based on:

- **Size** - includes larger agencies
- **Location** - includes agencies from different parts of the State
- Agencies that have attracted a significant number of Troopers from the WSP in the last five years⁷

Jurisdictions that responded in full to requests for information are noted with an asterisk below. Information from other agencies was gathered via data available on their websites.

Table 1: Local Law Enforcement Benchmark Agencies

Police Departments	Population (2013)	Number of Sworn Officers (2013)	Rationale for Selection
Washington State Patrol	6,896,071	1,053	-
Seattle*	636,270	1,294	Large sworn workforce
Vancouver*	165,613	187	Geographic diversity, WSP attrition to agency
Yakima	92,995	141	Geographic diversity
Kennewick*	76,115	93	Geographic diversity

⁷ See Appendix E for complete list of agencies to which WSP Troopers have departed as of 10/31/2015

Pasco*	66,289	71	Geographic diversity
Tacoma	201,893	334	WSP attrition to agency
Sheriff's Departments			
King County*	2,007,779	195	WSP attrition to agency Major population area
Snohomish County*	733,797	266	WSP attrition to agency Major population area
Spokane County	479,295	173	Geographic diversity
Pierce County*	811,730	297	Large sworn workforce In major population area

Source: U.S. Census Bureau, American Community Survey, 2013 3-Year Estimates; Federal Bureau of Investigation, Uniform Crime Report 2013

State Law Enforcement Agencies

The project team also surveyed 11 state patrol agencies nationally. While not providing reliable compensation comparisons, as they are not in the competitive labor market with the WSP, these agencies provide a comparison of practices, experience, and methods of recruitment and retention that provide helpful context for the report.

Jurisdictions that responded in full to requests for information are noted with an asterisk below. Information from other agencies was gathered via data available on their websites.

Table 2: State Law Enforcement Benchmark Agencies

	Population (2013)	Number of Sworn Officers (2013)	Rationale for Selection
Washington State Patrol	6,896,071	1,053	-
California Highway Patrol*	38,000,360	7,236	Best-practice agency
New York State Police	19,576,660	4,604	Compensation practices
Pennsylvania State Police*	12,759,859	4,168	Compensation practices
Michigan State Police*	9,884,242	1,686	Best-practice agency
Ohio Highway Patrol*	11,557,868	1,608	Best-practice agency
Arizona Highway Patrol*	6,548,856	1,096	Similar size agency
Colorado State Patrol	5,192,076	669	Best-practice agency
Oregon State Police	3,899,266	606	Contiguous state
Minnesota State Patrol*	5,382,376	537	Best-practice agency
Nevada Highway Patrol	2,754,148	445	Nearby state
Idaho State Police	1,597,222	260	Contiguous state

Source: U.S. Census Bureau, American Community Survey, 2013 3-Year Estimates; Federal Bureau of Investigation, Uniform Crime Report 2013

Survey Data

The project team developed five surveys that were administered to specific groups of respondents in September 2015. The goal of the surveys was to solicit a broad spectrum of information and opinions from diverse groups associated with the WSP or local law enforcement. The survey data is a key data source utilized in this report.

- Current WSP Cadets
- Current WSP Troopers and Sergeants
- Separated WSP Troopers
- Criminal Justice Training Commission (CJTC) Recruits
- Law enforcement agencies throughout the State

The total number of surveys administered and the responses received by category are provided in **Table 3** below.

Table 3: Survey Response Rates

Survey Group	Number Surveyed	Responses Received	Response Rate (%)
WSP Cadets	64	64	100%
WSP Troopers & Sergeants	870	486	55.8%
WSP Separated Troopers [1]	49	20	40.8%
CJTC Recruits [2]	150	19	12.7%
CJTC law enforcement agencies	285	37	13.0%

[1] Those leaving the WSP to join other law enforcement agencies between 2009 and July 31, 2015

[2] Estimated number of recruits who received the survey

Data Provided by WSP

Washington State Patrol provided data regarding headcounts, deployment and vacancies, payroll, and attrition. Data provided by WSP is as of 10/31/2015 unless noted otherwise.

Chapter 1: Field Force Evaluation and Vacancy Projection

INTRODUCTION

The Field Force evaluation provides context for this comprehensive study of WSP recruitment and retention challenges and opportunities. This initial chapter provides:

- An analysis of WSP vacancies and attrition, along with projections of potential staffing levels going forward
- An overview of the current Trooper workforce and compensation package
- An assessment of how these issues are affected by, and relate to, the experience of both local law enforcement agencies in Washington and other state patrol agencies nationally

WORKFORCE COMPOSITION

Field Operations Bureau (FOB) Troopers are essential to achieving the WSP's statewide mission of keeping the roadways safe.

The Washington State Patrol is charged with “making people safe on Washington roadways and ferries.” To meet this charge, the WSP is divided into six bureaus:

- FOB, subdivided into eight districts
- Commercial Vehicle Enforcement
- Fire Protection
- Forensic Laboratory
- Investigative Services
- Technical Services

These bureaus are comprised of both commissioned and civilian staff making up the WSP's approximately 2,178 total personnel (as of October 31, 2015). Commissioned law enforcement officers comprise about 48 percent of the total workforce. Of those, Troopers and Sergeants comprise nearly 94 percent of sworn workforce, and those Troopers and Sergeants engaged in direct field operations comprise nearly 68 percent of total Troopers and Sergeants.



Table 4: Washington State Patrol Employees

	Filled Positions	Percent	Authorized Staff Level
Total Civilian and Sworn Employees ⁸	2,178	100.0%	2,424
Sworn Employees	1,046	48.0%	1,127
<i>Troopers and Sergeants</i>	980	93.7%	1,054
<i>FOB Troopers and Sergeants</i>	664	67.8%	761
Cadets	63	100.0%	50

The FOB is responsible for the on-the-ground, direct enforcement of the WSP’s mission as it related to make people safe on Washington roadways and ferries, and all newly commissioned recruits in the WSP enter through the FOB. The functioning of the FOB unit is, therefore, key to the overall ability of the WSP to meet its mandate and effectuate its mission.

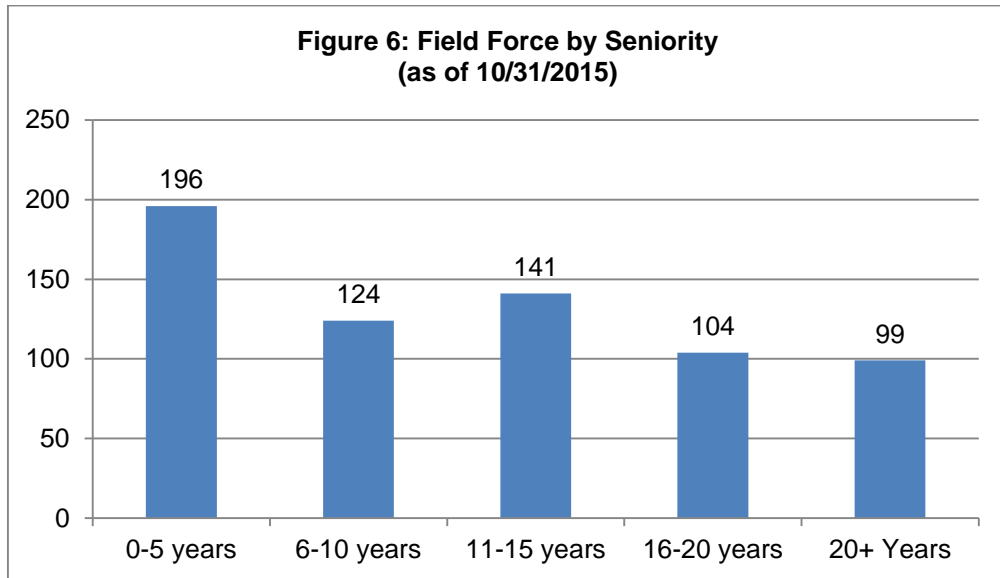
Accordingly, this study is primarily focused on recruitment and retention issues related to Troopers and Sergeants in the FOB. Because staff often moves between FOB and non-FOB assignments, the analysis in this report sometimes addresses Troopers and Sergeant positions across all bureaus. The current FOB workforce includes 664 funded Troopers and Sergeant positions. A majority of the Troopers (55 percent) have more than five years of experience. Sergeants comprise nearly 13 percent of the total FOB.

This study is focused on the Troopers and Sergeants in the Field Operations Bureau of the WSP, and the recruitment and retention issues facing the Field Force.

Figure 6 shows the current FOB by seniority in five-year increments. This table shows that there is a reasonable distribution of Trooper tenure across each five-year segment; with the largest

⁸ As of October 31, 2015, total employees excludes contract employees for the Fire Bureau categorized as “non-employees.”

segment being Troopers with less than five years of service. **Appendix C** contains a more detailed breakdown of FOB Troopers and Sergeants by year of service.



Approximately 37 FOB Troopers and Sergeants are eligible for retirement as of October 31, 2015 and another 193 will reach retirement eligibility within the next ten years.

VACANCY ANALYSIS AND PROJECTIONS

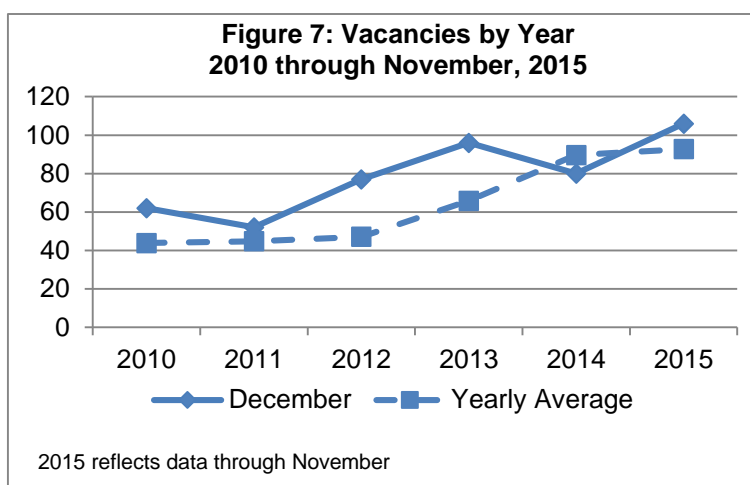
The WSP has been experiencing increasing vacancy rates in the Field Operations Bureau (FOB) since the recession ended, that rate has dramatically spiked in 2015.

A major question examined in this study is how to address the recent growing vacancy rates in the FOB workforce. This section will explore recent vacancy rates, the interrelationship between attrition and attracting new Cadets, the coming retirement bubble, and indicative reasons for attrition. Based on this analysis, the project team has developed 10-year vacancy projections that show the impact of the retirement bubble and the effect of different resignation rates on potential future vacancies.

Recent Field Force Vacancies

Vacancy rates increase when the level of attrition, through normal service retirement and mid-career resignations or separations, exceeds the number of new Troopers added through the WSP's Trooper Basic Training Academy.

As shown in **Figure 7**, the average yearly vacancies have more than doubled between 2010 and November 2015. The dotted line shows the yearly average of vacancies and the solid line shows the vacancies as of December of each year. This includes an alarming 29 new vacancies in just August through October of 2014. Replacements from the Basic Trooper Academy have not kept pace with attrition, with the most recent training Academy class graduating only 25 Troopers in November.

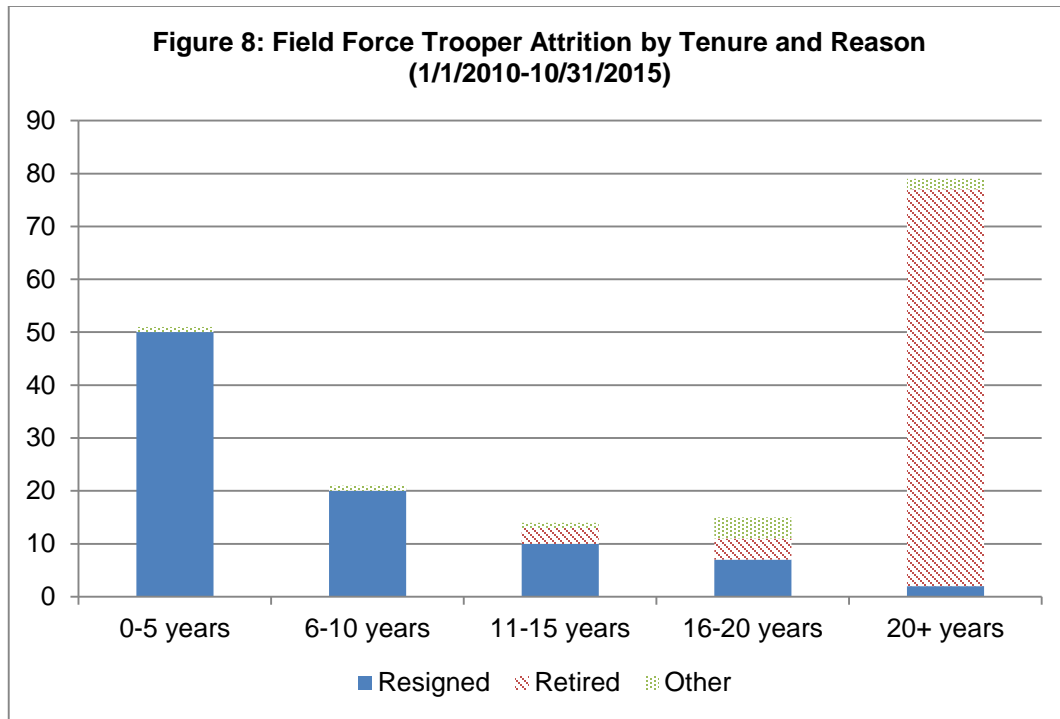


This steadily increasing attrition has had significant impacts on the Troopers that make up the Field Force. It has directly contributed to:

- Reduced ability for Troopers to take specialty assignments, such as detective, as many specialty positions are being left vacant in order to fill FOB workforce needs.
- Difficulty in scheduling days off due to staffing shortages
- Loss of Troopers retiring who typically mentor new Troopers coming out of the Academy

Resignations typically occur during the early career of a Trooper. The highest rate of resignations occurs within the first five years of commissioning. A majority of those leaving at this stage of their career join other law enforcement agencies. As Troopers gain tenure, there generally is a decrease in resignations and reduced attrition to other law enforcement agencies, as shown in the **Figure 8** and **Table 5** on the following page. Once a Trooper attains 15 years of service, he or she is no longer eligible to accrue pension benefits from another Washington State retirement

plan, such as LEOFF. As a result separations to other law enforcement agencies beyond 15 years of service are rare.



Note: "Other" includes dismissals and deaths; graph reflects Field Force Troopers only

Table 5: Field Force Trooper Attrition by Tenure and Reason (1/1/2010-10/31/2015)

	Resigned	Retired	Other	Total
0-5 years	50	0	1	51 (23.8%)
6-10 years	20	0	1	21 (11.7%)
11-15 years	10	3	1	14 (7.8%)
16-20 years	7	4	4	15 (8.3%)
20+ years	2	75	2	79 (43.9%)
Total	89 (49.4%)	82 (45.6%)	9 (5.0%)	180 (100%)

Note: "Other" includes dismissals and deaths; data reflects Field Force Troopers only

A significant number of Troopers who voluntary resigned reported in their exit interview or resignation notice that they were leaving WSP to join another law enforcement agency.

- 50 Troopers (56.2 percent of voluntary resignations) left for other law enforcement employment

- 6 Troopers (6.7 percent) specified that they were resigning because of family issues or personal reasons, but specified no future career plans
- 6 Troopers (6.7 percent) indicated they planned to change careers. One of those six Troopers indicated that they were going to work for the military and one indicated they plan to stay home with children
- Of the remaining 27 resignations (30.3 percent), reported reasons for separation varied in detail and specificity, including relocation, leaving after prolonged disability, and as a result of a settlement agreement between the Troopers and the office of Professional Standards.

Factors Leading to Increased Vacancies

There are several factors contributing to the increased vacancy rates in the WSP Field Force. These include:

- Increased hiring in local law-enforcement agencies, most of which pay better than the WSP, and may offer advantages attractive to some individuals (e.g., type of work, geographic location and/or stability)
- Dissatisfaction with the WSP among separated Troopers
- Below average size of recent Trooper Basic Academy graduating classes
- Increased retirements

Local Law Enforcement Hiring. The primary reason for increased resignations in the WSP is to take another job in a local Washington law enforcement agency. Since 2010, 50 Troopers have left for other law enforcement agencies, with 25 of those separations occurring in 2015 alone through October 31st.

This has followed a significant increase in hiring by local law enforcement over the last several years. Local hiring is likely the result of improving economic conditions trickling down to local agencies after years of austerity due to the Great Recession between 2007 and 2009, with ongoing economic recovery for several years afterward. Many agencies experienced layoffs and/or left positions vacant. With a better economic outlook, demand for hiring increased, which may reflect some “catch up” from prior periods of less recruitment activity.

These local hiring trends are seen in the **increasing size of police basic training recruit classes at the Criminal Justice Training Commission (CJTC)**. Over the last two years, the total number of recruits (hired by local law enforcement agencies and trained by the CJTC) has jumped significantly, as shown below. This represents a major increase in local hiring of entry-level law enforcement

Table 6: Criminal Justice Training Commission (CJTC) Graduates, 2010-2015

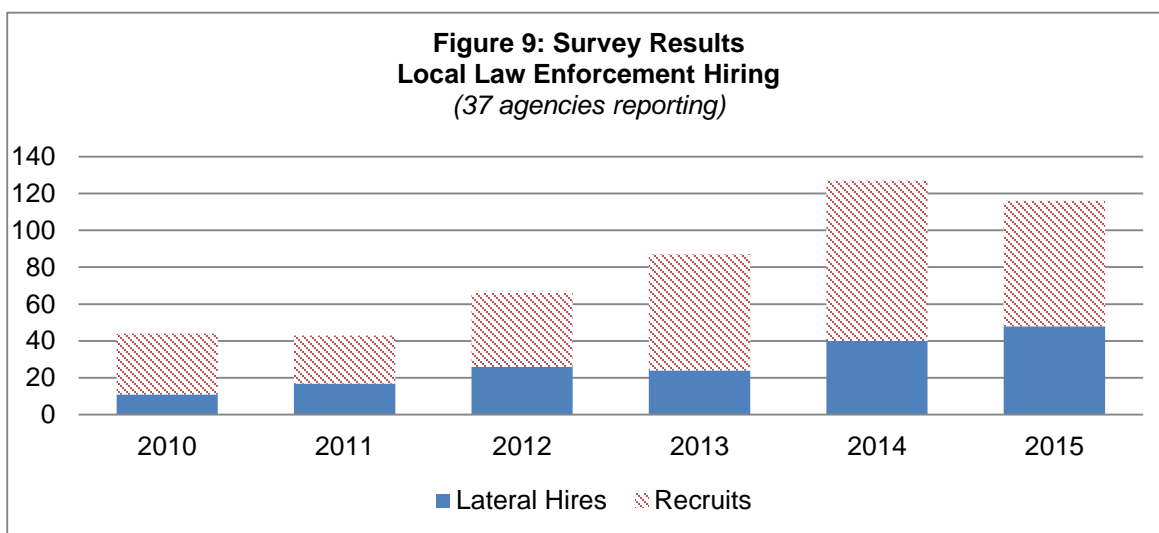
	2010	2011	2012	2013	2014	2015
CJTC Graduates	153	92	106	292	313	364

Source: CJTC annual reports for 2010-2012, and CJTC staff for current graduates.

Note: During this same time, Washington State population grew at a much lower rate than would account for these increases — 5 percent from 2010 to 2015, or less than 1 percent per year.

Additionally, **local law enforcement agencies have increased the number of lateral hires** – police officers from other agencies – to fill vacancies. This provides opportunities for highly-trained Troopers to join these local agencies. The project team surveyed all local law enforcement agencies in Washington through the CJTC. This survey, while less detailed than the benchmarking analysis to come, still provides insights into recent hiring trends in local agencies.

Figure 9 below shows increased total hiring by agencies responding to the survey as well as increased hiring of lateral hires. This is only a small portion of all agencies hiring, but underscores the opportunity that has become available to WSP Troopers in the last several years post-recession.



The majority of the FOB Troopers who take positions in other law enforcement agencies stay close to their last WSP assignment area, as shown in the table below. Resignations for other law enforcement agencies will be discussed in more detail in Chapter 3.

Dissatisfied Separated Troopers. In addition to opportunity, there must also be motivation for a Trooper to change agencies. Of the 20 separated Troopers who responded to the survey, 100 percent identified WSP management as a reason for leaving the agency. Similarly, 90 percent indicated that they did not feel valued by WSP, leading to their departure.

While this is a small sample, the responses to this survey of separated Troopers provide insight into the perspectives from that those officers who left the WSP for other law enforcement employment, and are similar to survey responses from active Troopers. Further discussion of issues related to employee satisfaction will be provided in Chapter 2.

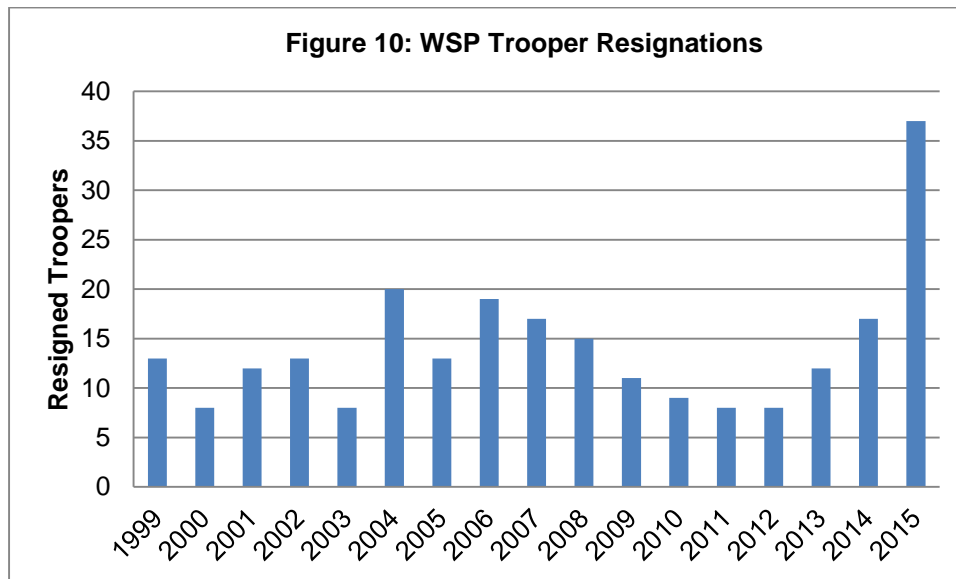
Training Academy Graduating Classes. Currently, the only source of new Troopers to fill vacancies in the FOB is graduates of the WSP Trooper Basic Academy. The WSP operates its own training Academy, and recent graduating classes have dropped below the long-term average

number of graduates. Reasons for this drop off, along with recommendations to improve recruitment yields, will be addressed in Chapter 4.

Decreasing numbers of graduating Troopers from Trooper Basic Academy classes have a direct impact on the WSP's ability to fill vacancies, and increasing graduation rates is a key component of the WSP's current strategy to reduce vacancy rates in the Field Force.

Figure 10 shows resignation rates for the WSP from 1999 to the present. This chart shows that WSP resignations have been cyclical, with resignations generally rising during the last economic expansion through 2006 and then dropping after the start of the recession. Resignations in 2013 and 2014 were less than what was experienced in 2004 and 2006; however, the 2015 resignation level is significantly higher.

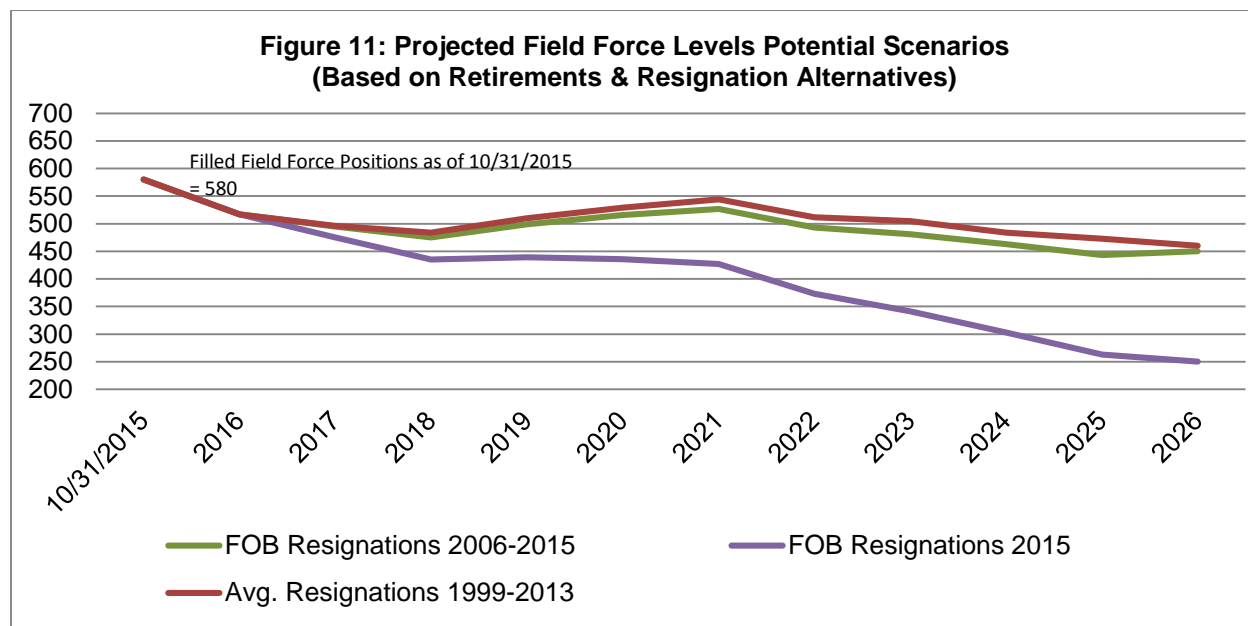
Prior to 2015, Trooper resignations followed a pattern generally linked to economic ups and downs. Current resignations show a sharp increase over previous levels.



Source: WSP Human Resources Department; Year 2015 is through October 31, 2015

PROJECTED FOB TROOPER LEVELS

It is important to WSP's future to understand the impacts of continued high attrition and low Academy graduation rates on Field Force Trooper levels. **Figure 11** shows projected filled Trooper positions under three retirement and resignation scenarios drawn from recent WSP experience. The resulting range of projections illustrates the impact of continued high resignation rates in conjunction with the coming retirement bubble.



Note: All projections assume the current practice of one Academy every nine months with a historical graduation rate of 37 per academy, providing an average of 50 new Troopers per year.

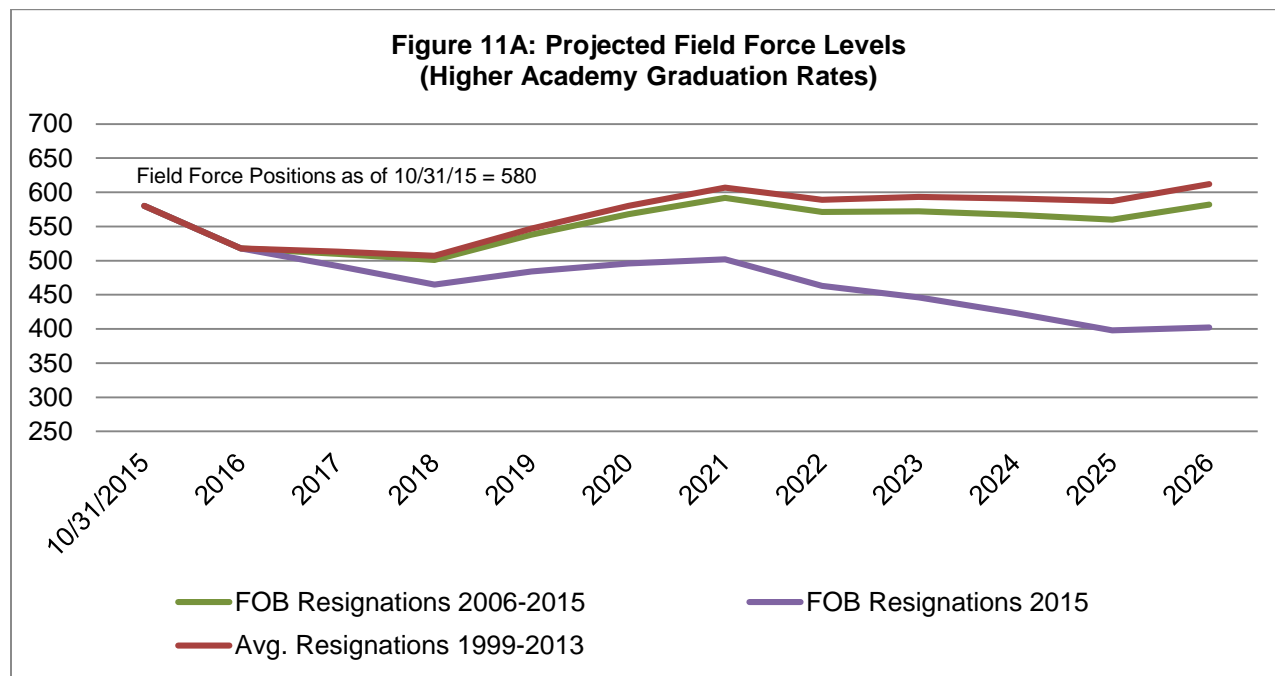
The projection includes three scenarios. Consistent in all scenarios is the attrition of retirement-eligible commissioned staff and the Academy graduation rate is held constant at 37 per academy (50 per year based on one Academy every nine months). The primary variable in the projection is the assumed resignation rate. The resignation rate alternatives include:

1. Average resignation experience from the fifteen year average between 1999 and 2013 (12 resignations per year—used in the top two lines in **Figure 11**)
2. Average resignations in the past ten years (15 resignations per year), and
3. Continuation of the current rate of attrition in 2015 (35 resignations per year)

Continuation of the 2015 resignation rates will put the WSP in a tenuous position and is not sustainable. Even the lower historical resignation rates are not sustainable for the WSP. Efforts must focus on increasing new Trooper levels and retaining Troopers already in the workforce.

Figure 11A shows the same projection assumptions with the exception of a higher Academy graduation rate annualized to 63 per year. This can be achieved through increased class size and/or more frequent Academy classes. With higher graduation rates, the WSP could keep

Trooper levels close to current levels, but below full staffing under historical resignation rates. The projection is unsustainable if 2015 resignation rates continue.



Note: Assumes annualize Academy graduations of 63 per year. All other assumptions used in Figure 11 are held constant.

Projection Implications

The projection provides a sober picture of likely future WSP Trooper levels, without any changes to current practices. Implications of the projection include:

- Expected retirements will exacerbate the current vacancy problem.
- Resignations must be reduced for the Field Force to have a sustainable workforce to accomplish its mission. The WSP must address the issues that are driving resignations in order slow current attrition rates.
- Given expected retirements, WSP must at least reduce its Trooper resignations from the current 2015 spike to the 15-year average of 12 per year. This would keep vacancies no greater than today.
- The WSP must increase the number of Cadets graduating from the Academy. They can do this by increasing the average graduating class size, by increasing Academy frequency, or both to meet the demands of future attrition, even under favorable assumptions.

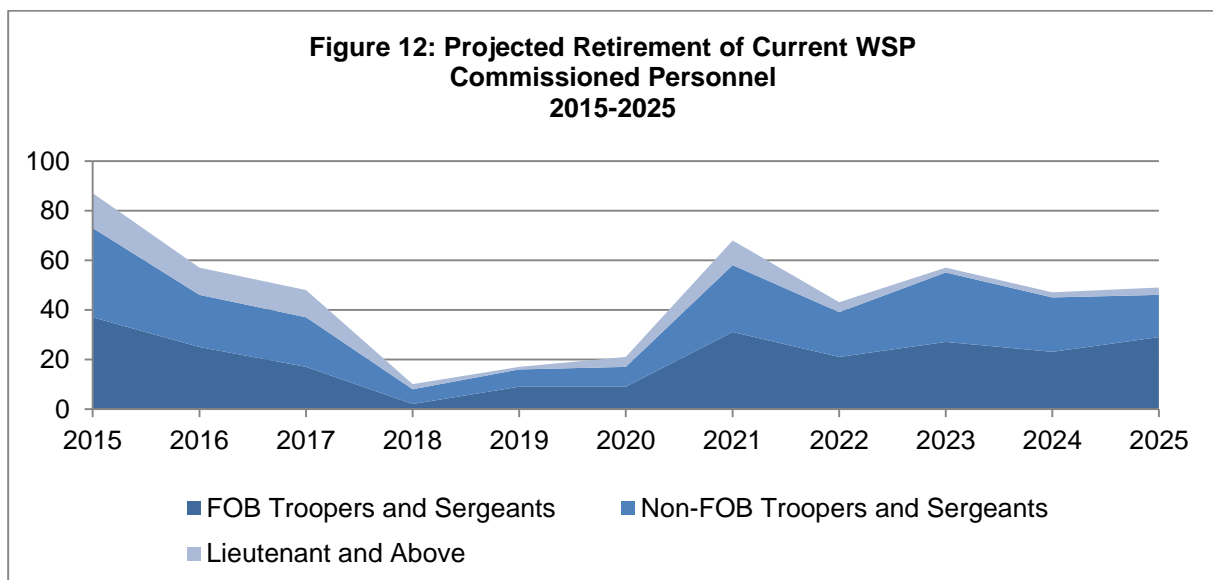
Projection Assumptions

Retirements: As discussed above, retirement of commissioned personnel will continue to have a significant impact on the WSP Field Force vacancies. Retirement projections are based on the year in which a Trooper reaches 25 years of service. While not everyone retires at 25 years, separation typically occurs within one to three years. Despite a WSP goal to keep Troopers beyond 25 years, recent Trooper retirees have averaged just 25.8 years of service at retirement.

Looking forward, a retirement bubble is beginning to surface as commissioned staff hired 25 years ago are now reaching retirement age. **Figure 12** shows commissioned staff becoming eligible for retirement over the next ten years, and **Table 7** provides this information in tabular form. For FOB Troopers, 230 of the 664 current Troopers and Sergeants will be eligible to retire in the next ten years, and 210 of the 270 current non-FOB Troopers and Sergeants will retire over the next 10 years. Sixty-four commissioned staff with the rank of Lieutenant and above will be eligible to retire.

WSP always promotes from within. So as these higher ranking officers retire, our projections assume that promotions to replace such supervisory personnel will create an equivalent number of openings at the Trooper rank, as this is current practice at WSP⁹

Figure 12 shows that 504 commissioned personnel will be eligible to retire in the next 10 years, creating that number of vacancies in the Trooper workforce that will need to be filled through WSP recruitment efforts.



⁹ The WSP does not have a program to recruit lateral hires from other police agencies. All potential Trooper candidates are hired as Cadets and must complete the entire training program to be commissioned.

Table 7: New Retirement-Eligible Commissioned Officers

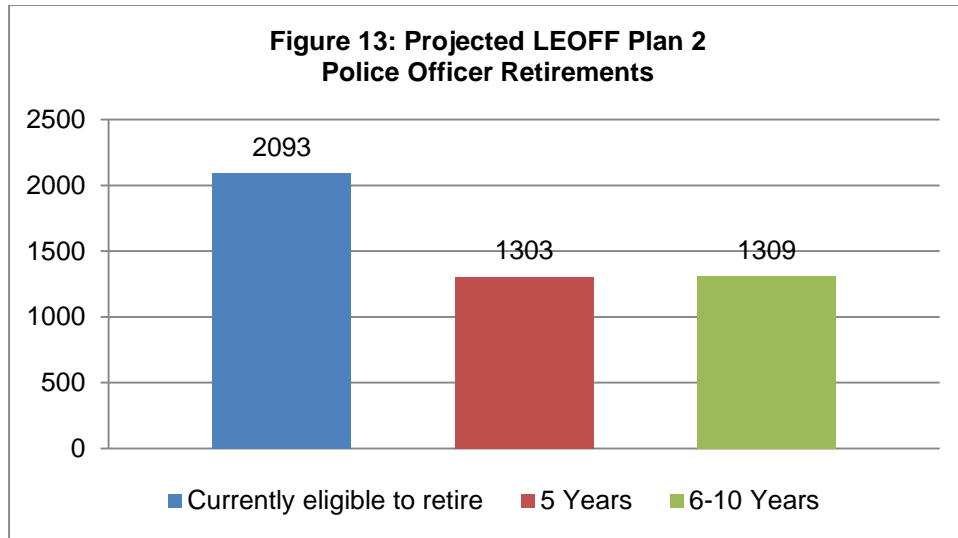
	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	Total
FOB Troopers and Sergeants	37	25	17	2	9	9	31	21	27	23	29	230
Non-FOB Troopers and Sergeants	36	21	20	6	7	8	27	18	28	22	17	210
Lieutenants & Above	14	11	11	2	1	4	10	4	2	2	3	64
Total	87	57	48	10	17	21	68	43	57	47	49	504

Note: While this is a projection of the FOB Trooper vacancies, it includes all commissioned retirements, as each retirement is likely to result in an FOB vacancy and must be filled by training Academy graduates.

Resignations: Resignations are the most difficult factor to project. As previously shown, recent attrition to other law enforcement agencies has increased. Indications are that local hiring will remain a factor in resignations.

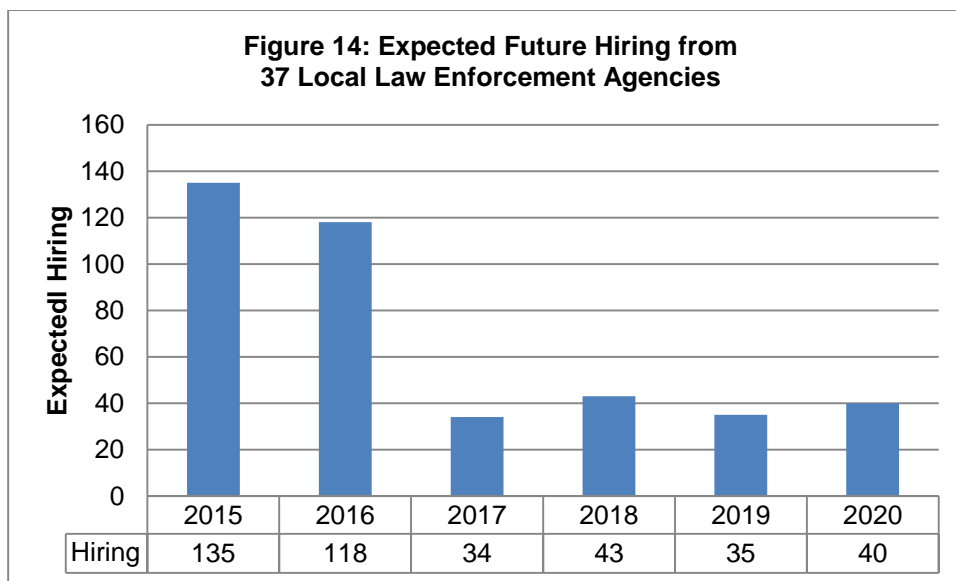
Based on data gathered to date, there are two key pieces of information that provide some insight into future local hiring needs.

Expected Future Local Hiring. Local law enforcement hiring will likely be driven by expected retirements – similar to the situation at the WSP. According to the most recent (2014) actuarial valuation for the LEOFF Plan 2 retirement system, around 2,100 local law enforcement officers are currently eligible for early or normal service retirement. In the following five years, an additional 1,300 officers will meet age and service requirements for a normal retirement, with an additional 1,300 becoming eligible in six to ten years after that. The approximately 4,700 officers eligible to retire in the next ten years will present local agencies with a need to fill those positions. It is likely that hiring to replace future retirees will continue.



Source: 2014 Washington State Actuarial Valuation Report

Additionally, the survey of local law enforcement agencies referenced earlier also asked for a projection of hiring needs over the next five years. Inclusive of total expected hiring in 2015, this projection, shown in **Figure 14**, shows an expected drop off in hiring in 2017. This could be an indication that a portion of the increase in recent hiring demand is the result of a bubble created by catch-up from recessionary limitations. Five of these 37 local law enforcement forces hired WSP Troopers over the last five years.



Non-Voluntary Attrition: These separations include all forms of non-planned attrition, including disciplinary dismissals, disability, and death, which have averaged about two per year over the last several years.

Academy graduating class sizes: The WSP does not accept lateral hires from other law enforcement agencies, meaning that Academy graduates are the only means of replenishing workforce vacancies. The ability to attract qualified candidates who can complete the Academy and desire a career as a Trooper is a key factor in filling the gap left by future retirements and resignations.

Since 1990, the WSP Academy has completed 35 training classes, graduating an average of 37 new Troopers per class. Over the past five years, this has dropped to an average of 32 Troopers per class, potentially due to increased competitions from hiring at the local level. The stated capacity for an Academy class is 54; however, there have been only nine classes of the last 35 that started with 50 or more Cadets, and only one of those classes graduated more than 50 Cadets.

For the vacancy projection, the project team used the longer-range average graduating class number of 37, higher than recent graduating classes. Academy classes are held on a recurring basis and last 6 months. On average it takes eighteen months to complete two full academies. This translates into the Academy adding an average of 50 commissioned officers per calendar year.

The alternative Academy graduating class scenario can be reached by increasing average graduation rates to 47 per class on the current nine month schedule (yielding an annualized 63 Troopers per year) or increasing class frequency to twice a year with graduation rates at or near recent averages.

Projection Methodology

The projection focuses on FOB Trooper levels using the following general methodology:

1. Start with filled FOB Trooper positions -- 580 as of October 31, 2015
2. SUBTRACT FOB Troopers and Sergeants eligible for retirement -- shown in the year of eligibility
3. SUBTRACT non-FOB Troopers and Sergeants eligible for retirement
4. SUBTRACT Lieutenants and above eligible for retirement
5. SUBTRACT non-voluntary attrition (estimated at 2 per year)
6. SUBTRACT resignations (provided as three scenarios in the projection)
7. ADD training Academy graduates (based on long-term historical graduation rates)
8. The result is the expected increase or decrease in total Trooper workforce over the ten-year projection period

Projections of future Trooper levels are based on analysis related to retirements, resignations, involuntary attrition, and expected training Academy graduation rates, provided above.

A detailed vacancy projection table can be found in **Appendix B**.

CONCLUSION

The projections underscore the critical need to address employee satisfaction, compensation, and recruitment in order to avoid declining Trooper levels, and creating an environment that encourages long-term employment.

Chapter 2: Trooper Compensation

While many factors impact recruitment and retention experience, compensation is an important consideration. This section describes Trooper compensation through cash payments from base pay, longevity pay, premium pays, mandatory and voluntary overtime, specialty pay, and incentive pay, as well as non-cash compensation from health and pension benefits, paid leave and take-home vehicles.

Actual total cash compensation for a Field Force Trooper in FY2015 averaged \$74,903. This figure does not include the additional cost of benefits. Because payroll figures shown in this chapter are based on the 2015 fiscal year, data indicating the number of Troopers who receive various pays may differ from any figures presented in Chapter 1 regarding filled Trooper positions.

Compensation provided to Troopers – both in terms of direct cash compensation and benefits – is not competitive with the local law enforcement agencies to which separated Troopers are going. While WSP Trooper compensation is in line with compensation at other statewide law enforcement agencies, WSP is not losing Troopers to these agencies. Chapter 3 will take a more detailed look at how the WSP compensation package affects retention.

Cash Compensation

Base pay and pay progression

Base pay for Troopers is shown in **Table 8** below. This salary schedule increases six percent per year after a Trooper is commissioned for the first five years of service. Currently, a Trooper with 20 years of service has base pay that is 33.8 percent higher than an entry-level Trooper.

Cadets, also included in this table, begin at a lower salary than commissioned Troopers. Cadets can take 8 to 15 months to become commissioned, depending on the timing of when they are hired relative to when the next Academy starts. Cadets are placed into the higher Trooper salary range upon being commissioned.

Base salary and base salary plus longevity figures shown below are based on the FY2016 pay scale and do not reflect actual earnings.

**Table 8: Washington State Patrol Trooper Salary by Year of Service
Effective July 1, 2015 - June 30, 2016**

Year of Service	Monthly Salary	Base Salary	Base Salary + Longevity
Cadet (Academy)	\$3,859	\$46,308	\$46,308
0 - 0.5	\$4,290	\$51,480	\$51,480
0.5 - 1.5	\$4,548	\$54,576	\$54,576
1.5 - 2.5	\$4,820	\$57,840	\$57,840
2.5 - 3.5	\$5,109	\$61,308	\$61,308
3.5 - 4.5	\$5,416	\$64,992	\$64,992
4.5 - 5.0	\$5,742	\$68,904	\$68,904
5.0 - 10.0	\$5,742	\$68,904	\$70,968
10.0 - 15.0	\$5,742	\$68,904	\$72,396
15.0 - 20.0	\$5,742	\$68,904	\$73,848
20.0+	\$5,742	\$68,904	\$75,324

Longevity

Longevity pay is included in **Table 8**, but is approved as a separate pay category, and increase base pay starting with a three percent increase once a Trooper reaches five years of service. By twenty years of service, longevity pay increases the base pay by 11 percent, as shown in the table below. It is included in the calculation of specialty pay and geographic assignment pay.

Longevity (cumulative)	5 - 9 YOS: 3.0% 10 - 14 YOS: 2.0% 15 - 19 YOS: 2.0% 20+ YOS: 2.0%
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Shift Differential

Shift differential pay is provided to Troopers who work a shift other than the typical day shift. WSP provides a shift differential of 5 percent of the base pay plus longevity, for qualifying Troopers, for all hours worked between 6:00pm and 6:00am. Typical day shifts are 5:00am to 3:00pm and 8:00am to 6:00pm, and night shifts are 3:00pm to 1:00am and 7:00pm to 5:00am.

In Fiscal Year 2015, 99.6% percent of Field Force Troopers received shift differential (525 Troopers) at some point during the year.¹⁰ For those receiving this premium, such additional compensation averaged \$1,355 for a Field Force Trooper.

¹⁰ Because payroll figures shown in this chapter are based on the 2015 fiscal year, data indicating the number of Troopers who receive various pays may differ from any figures presented in Chapter 1 regarding filled Troopers positions.

Total Direct Cash Compensation

Total direct cash compensation for WSP Troopers shown below includes:

- base salary,
- longevity pay, and
- shift differential pay (assuming equally rotating shifts)

Total direct cash compensation figures shown below are based on the FY2016 pay scale and do not reflect actual earnings.

**Table 9: Washington State Patrol
Trooper Total Direct Cash Compensation
Effective July 1, 2015 - June 30, 2016**

	Base Pay + Longevity	Total Direct Cash Compensation
Entry	\$53,028	\$54,192
5 YOS	\$70,968	\$72,505
10 YOS	\$72,396	\$73,950
15 YOS	\$73,848	\$75,398
20 YOS	\$75,324	\$76,905
25 YOS	\$75,324	\$76,905

Note: Entry wage does not match entry wage in Table 8 because it is an average of cadet pay and the Trooper pay for the first six months of service.

As seen in **Table 9**, a WSP Trooper can earn up to \$76,905 in total direct cash compensation at 25 years of service (YOS). This *excludes* any educational incentive pay, specialty pay, and geographic assignment pay, as well as overtime, which present additional earning opportunities. Excluding these non-universal and/or variable additional pays from total direct cash compensation facilitates comparison of a “typical” officer’s experience to that of their counterparts employed by other law enforcement agencies.

Overtime

The WSP provides time-and-a-half pay to Troopers and Sergeants for all work hours occurring before or after a shift or on a regular day off. The base for calculating overtime rates includes base pay, longevity pay, specialty pay, educational incentive pay, and geographic assignment pay. Troopers can earn both mandatory and voluntary overtime. The project team did not collect information on the availability of overtime pay or the quantity of that pay from benchmarked local or state law enforcement agencies.

In Fiscal Year 2015, 97.5 percent of Field Force Troopers received overtime (514 Troopers).¹¹ For those receiving this premium, combined mandatory and all voluntary overtime pay (including that earned when working for agencies other than WSP) averaged \$6,500.

Educational Incentive

The WSP provides additional compensation to Troopers and Sergeants who have earned advanced degrees: 2 percent for Associate degrees and 4 percent for Bachelor degrees.

In Fiscal Year 2015, 267 FOB Troopers received educational incentive pay.¹⁰ For those FOB Troopers receiving this premium, educational incentive pay averaged \$1,545 in FY2015.

Specialty Pays

Troopers have the opportunity to receive pay for various specialties deemed operationally important for the agency. Some of the specialty pays currently offered by the WSP are shown below. WSP rules limit any individual Trooper from receiving more than two specialty pay assignments at once, or more than 10 percent in total specialty pay. There are no set limits for the number of Troopers who receive any given specialty pay assignment. Specialty pay is calculated as a specific percentage of base salary plus longevity. Specialty pays are provided during the time that the Trooper is performing the special duties (e.g., Detective or Field Training Officer).

**Table 10: Washington State Patrol Specialty Pays
FOB Troopers**

As of 6/30/15	Field Training Officer	Bomb Technician	Canine Handler/Trainer	Detective (non-FOB) ¹²	Motorcycle Officer	SWAT Team
Additional Pay Rate	5.0%	5.0%	3.0% handler 5.0% trainer	3.0%	4.0%	3.0%
# Troopers Receiving	115	5	8	1	25	13
Average Additional Pay If Received	\$854	\$2,553	\$1,399/ \$2,870	\$1,583	\$2,019	\$1,272

¹¹ Because payroll figures shown in this chapter are based on the 2015 fiscal year, data indicating the number of Troopers who receive various pays may differ from any figures presented in Chapter 1 regarding filled Troopers positions..

¹² Detective positions are not included in the Field Force

In addition to the above, the WSP has several other assignments and certifications for which supplemental pay is granted. In Fiscal Year 2015, a total of 132 Field Force Troopers received at least one specialty pay or certification pay (see **Tables 10 and 11**). Among those Field Force Troopers receiving this specialty and/or certification pays, pay averaged \$1,181.

**Table 11: Washington State Patrol Additional Specialty and Certification Pays
FOB Troopers**

	Amount	# FOB Troopers Paid as of 6/30/2015
Armorer	2.0%	10
Command Pilot	15.0%	0
Multi-Engine Pilot	10.0%	0
Single Engine Pilot	5.0%	0
Executive Protection Unit	10.0%	1
Certified Technical Specialist	\$500	26
Certified Reconstructionist	\$750	17
Certified Drug Recognition Expert [1]	\$500	25

[1] Drug Recognition pay provided when employee completes a minimum of five (5) evaluations within a year

Geographic Pay

The WSP instituted geographic pay in 2004 to address relatively higher costs of living in the regions surrounding certain District offices. As shown below, Troopers assigned to District offices located in King, Pierce or Snohomish counties receive geographic pay ranging from three to ten percent of base salary. Additionally, Troopers assigned to one of four remote outpost positions receive a seven percent geographic pay differential.

**Table 12: Washington State Patrol Geographic Assignment Pay
FOB Troopers**

	# FOB Troopers Paid as of 6/30/2015	Average Pay as of 6/30/2015
King County (10%)	100	\$4,461
Snohomish County (5%)	61	\$2,293
Pierce County (3%)	66	\$1,280
Remote Outposts (7%)	2	\$3,867

Note: Due to changes in assignment locations mid-year, some FOB troopers received multiple geographic pays in Fiscal Year 2015. Thus, the total number paid above does not equal the figure in text below.

Such geographic pay is only provided while a Trooper is assigned to one of the Districts covering these designated counties. In Fiscal Year 2015, 220 Field Force Troopers received some

geographic pay (some non-Field Force Troopers also receive geographic pay). Like specialty pay, geographic assignment pay is a specific percentage of base salary and longevity. For Field Force Troopers receiving geographic assignment pay, such additional compensation averaged \$3,083 in FY2015.

Career Compensation

A Trooper in the WSP can expect to experience increasing cash compensation through 20 years of service, even without any promotion to a supervisory role, and before any across-the-board wage adjustments. After 20 years, basic cash compensation remains constant, as shown in **Table 13** below. Cash compensation includes base pay, longevity pay, and shift differentials.

Table 13: Total Direct Cash Compensation with Educational Incentive and Specialty Pays Effective July 1, 2015 - June 30, 2016

	Total Trooper Direct Cash Compensation	Cash Compensation with BA Degree	Cash Compensation for Motorcycle Duty and SWAT Team Assignments	Total Compensation with Specialty Pays
Entry	\$54,192	\$2,121	\$3,712	\$60,025
5 YOS	\$72,505	\$2,839	\$4,968	\$80,312
10 YOS	\$73,950	\$2,896	\$5,068	\$81,914
15 YOS	\$75,398	\$2,954	\$5,169	\$83,521
20 YOS	\$76,905	\$3,013	\$5,273	\$85,190
25 YOS	\$76,905	\$3,013	\$5,273	\$85,190

The total direct compensation column in the above chart does not include the additional specialty pays or educational incentives that a large percentage of the WSP FOB workforce also receives, nor is overtime included. The additional three columns show the additional earning potential when a Trooper receives educational incentive or specialty assignment pays. As noted previously, specialty pays are capped at a total of 10 percent for any one trooper, and educational incentive pay ranges from 2 percent for an associate degree and 4 percent for a bachelor's degree.

Troopers earning a promotion to a higher rank would receive even greater increases over the course of a WSP career.

Washington State Patrol Earnings in Context

Table 14 below illustrates actual Trooper total cash earnings for FY2015.

**Table 14: WSP Troopers Cash Compensation
Fiscal Year 2015**

	WSP Average If Receiving	% Receiving	WSP Weighted Average
Base Pay	\$64,321	-	\$64,321
Shift Differential	\$1,355	99.6%	\$1,350
Overtime	\$6,500	97.5%	\$6,340
Geographic Pay	\$3,083	41.8%	\$1,287
Educational Incentive Pay	\$1,545	50.3%	\$777
Specialty and Certification Pay	\$1,181	25.1%	\$296
Other Compensation	\$904	58.8%	\$532
Total	\$78,890	-	\$74,903

In comparison to the overall Washington State labor market, a career as a WSP Trooper presents the opportunity for strong overall wages. According to the U.S. Census Bureau, the median household income in Washington State for individuals age 25 and over with a high school diploma was \$30,509 as of 2013. Individuals with some college or an associate degree had a median household income of \$35,904 and individuals with a bachelor's degree earned \$52,128 per year.¹³

Because payroll figures shown in this chapter are based on the 2015 fiscal year, data indicating the number of Troopers who receive various pays may differ from any figures presented in Chapter 1 regarding filled Troopers positions.

Even at entry, the Washington State Patrol Trooper's total direct cash compensation exceeds the median earnings for individuals of similar educational attainment statewide. Of course, law enforcement is an extraordinary occupation, and it is not inappropriate for Troopers to earn more than their counterparts in the general labor market who may not carry the same level of risk and responsibility. In this regard, current WSP earnings do compare favorably across general occupations in Washington State, and, as further detailed below, Trooper benefits are also quite strong when compared to the overall State labor market.

Non-Cash Benefits

Leave

¹³ U.S. Census Bureau, American Community Survey, 2013, 3-Year Estimates

In addition to cash compensation, WSP Troopers and Sergeants receive annual (vacation) leave allowances based on years of service, as detailed in the chart below. Including personal leave, Troopers receive between 104 and 184 hours of regular leave per year.

Table 15: Washington State Patrol Leave Allowances

	Years of Service	Hours of Leave
Annual Leave	0 YOS	96 hours
	1 YOS	104 hours
	2-3 YOS	112 hours
	4-6 YOS	120 hours
	7-9 YOS	128 hours
	10+ YOS	Additional 8 hours of leave for each additional YOS, to a maximum of 176 hours
Personal Leave ¹⁴	All years of service	8 hours

In addition, additional paid leave is available for non-job-related illness and injury (12 days per year), work-related disability, military service, educational leaves of absence, and funeral attendance.

Health Benefits

Washington State Patrol employees contribute 15 percent of premium toward health care coverage while active. This percent contribution applies to all plans and all levels of coverage for all state employees. More detail on employee contributions can be found in **Appendices H and I**.

Table 16: Washington State Patrol Employee Contribution to Health Care Coverage

	Highest-Enrolled HMO		Highest-Enrolled PPO/POS	
	Individual	Family	Individual	Family
Percent of Premium	15.0%	15.0%	15.0%	15.0%
Monthly Premium (2015)	\$107.00	\$304.00	\$84.00	\$241.00

¹⁴ Personal leave is granted to all employees after four months of employment. It must be used in the year it is granted and cannot be carried over to the following year

In comparison, the typical employee premium contribution for workers in Washington State private industry (establishments of 50 or more employees) was 18.1 percent for individual coverage and 26.5 percent for family coverage in 2014.¹⁵

In addition, retired WSP Troopers who are not yet Medicare-eligible receive access to the same medical plan offerings as active employees, but pay the full cost of coverage. Medicare-eligible retirees have different plan options (including Medicare advantage and supplement options) and are provided a subsidy of 50 percent of the plan premium up to \$150 per month.

Pension Benefits

The WSP commissioned force participates in the Washington State Patrol Retirement System (WSPRS). All other law enforcement and fire fighter personnel in the State, including local departments and some other State agencies, are in the Law Enforcement Officers and Fire Fighters (LEOFF) pension system. Members of both retirement systems do not participate in Social Security.

The WSPRS system has two tiers, as shown in the table below. Both tiers allow for Troopers to retire at age 55 or with 25 years of service at any age – the only pension plan in Washington State that allows a 25-years-and-out retirement option. The other major change in Plan 2, in effect for Troopers hired since January 2003, is that the final average salary (FAS) for determining the retirement benefit is based on the highest consecutive 60 months of pay rather than 24 months of pay under Plan 1.

Table 17: Washington State Patrol Retirement System Benefits

	Membership	Eligibility	Employee Contribution	Benefits Formula	FAS Period
WSP Retirement System (WSPRS) Plan 1	Commissioned before January 1, 2003	Age 55 or 25 YOS at any age	6.69%	2.0% x YOS x FAS	24 months
WSP Retirement System (WSPRS) Plan 2	Commissioned on or after January 1, 2003	Age 55 or 25 YOS at any age	6.69%	2.0% x YOS x FAS	60 months

Total Cost to Employer

The major costs for employing a WSP Trooper, including all cash earnings and the largest benefit categories, are shown in **Table 18** below.

Total cash compensation is derived from actual Fiscal Year 2015 payroll data and is the average of base compensation, overtime, shift differential, geographic pay, education incentive pay, specialty and certification pays, and other compensation paid to WSP Troopers in that fiscal year.

¹⁵ U.S. Department of Health and Human Service, Agency for Healthcare Research and Quality, Medical Expenditure Panel Survey, 2014

Benefits include the employer contribution to WSPRS Plan 2 (8.09 percent through 6/30/2015), the employer portion of the premium for family coverage under the highest-enrolled plan, and payroll taxes (Medicare contributions; WSP members do not participate in Social Security). Certain other benefits (e.g. workers' compensation and take-home vehicles) are not included in the table below.

**Table 18: Total Employer Cost of Compensation and Benefits for WSP Troopers
Actual Fiscal Year 2015 Earnings**

	Total Cash Compensation	Pension Contribution (8.09%)	Insurance Benefits Cost	Social Security	Medicare	Total Employer Cost
0-5 YOS	\$64,251	\$4,854	\$7,464	\$0	\$932	\$77,501
6-10 YOS	\$78,674	\$5,871	\$7,464	\$0	\$1,141	\$93,150
11-15 YOS	\$79,186	\$5,923	\$7,464	\$0	\$1,148	\$93,721
16-20 YOS	\$78,675	\$5,938	\$7,464	\$0	\$1,141	\$93,217
21+ YOS	\$83,021	\$6,170	\$7,464	\$0	\$1,204	\$97,858
Average	\$74,903	\$5,615	\$7,464	\$0	\$1,086	\$89,068

Note: "Other Compensation" includes Field Training Officer pay and Acting pay; employer pension contribution based on base salary and mandatory overtime; pension contribution reflects employer contribution to WSPRS Plan 2 as of 6/30/2015; benefits cost reflects a funding rate of \$622/month cost paid by each state agency to the state for each employee to cover medical, dental, and vision insurance, in addition to life insurance and long-term disability insurance.

COMPARISON TO LOCAL LAW ENFORCEMENT AGENCIES

Most Washington local law enforcement employers provide higher base pay than the WSP. Even after applying the 10 percent geographic pay received by Troopers assigned to King County, WSP pay still ranks comparatively low.

Total Direct Cash Compensation

The elements of total direct cash compensation used for benchmarking the WSP and comparative agencies includes, as applicable:

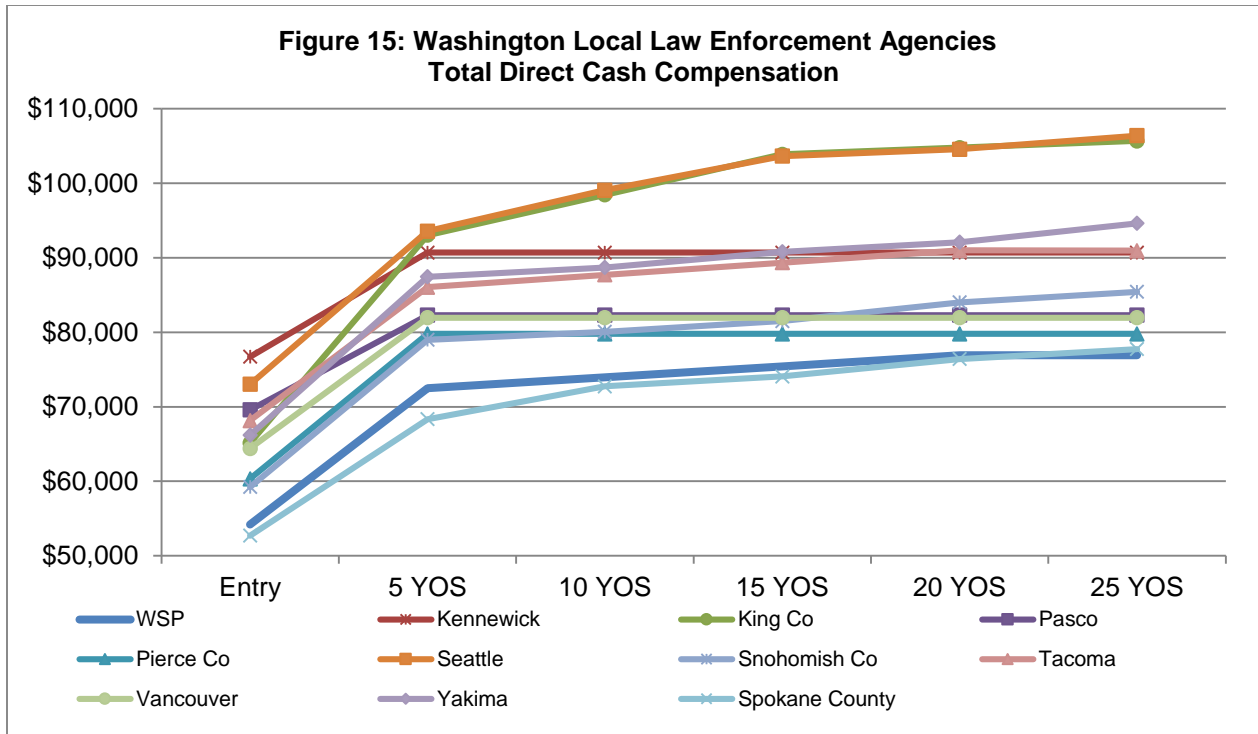
- base salary
- longevity pay
- shift differential pay (assuming equally rotating shifts)
- holiday pay
- other allowances, such as a uniform allowance

Highly variable forms of cash compensation (e.g., overtime) and premiums that may not be received by a typical state patrol officer (e.g. educational incentives earned by only a subset of a force, or specialty pays based on assignments such as K-9 or SWAT) are not included in the benchmarking that follows due to the difficulty of presenting such pays on an apples-to-apples basis.

The comparison of total direct cash compensation between the WSP and selected comparison agencies shows that the WSP is second to the last in cash compensation from entry through 20 YOS, and last at 25 years of service.

**Table 19: Washington Local Law Enforcement Agencies
Total Direct Cash Compensation
Effective June 30, 2016**

	Entry	5 YOS	10 YOS	15 YOS	20 YOS	25 YOS
WSP	\$54,192	\$72,505	\$73,950	\$75,398	\$76,905	\$76,905
Kennewick	\$76,701	\$90,689	\$90,689	\$90,689	\$90,689	\$90,689
King County	\$65,146	\$93,025	\$98,446	\$103,866	\$104,770	\$105,673
Pasco	\$69,574	\$82,296	\$82,296	\$82,296	\$82,296	\$82,296
Pierce County	\$60,320	\$79,792	\$79,792	\$79,792	\$79,792	\$79,792
Seattle	\$73,015	\$93,559	\$99,058	\$103,641	\$104,557	\$106,390
Snohomish County	\$59,240	\$78,991	\$80,063	\$81,494	\$84,008	\$85,439
Spokane County	\$52,699	\$68,340	\$72,746	\$74,074	\$76,406	\$77,734
Tacoma	\$68,140	\$86,050	\$87,701	\$89,342	\$90,992	\$90,941
Vancouver	\$64,410	\$81,958	\$81,956	\$81,949	\$81,945	\$81,945
Yakima	\$66,185	\$87,449	\$88,689	\$90,803	\$92,076	\$94,625
Median (excl. WSP)	\$65,666	\$84,173	\$84,999	\$85,819	\$87,348	\$88,064
WSP Rank	10 of 11	10 of 11	10 of 11	10 of 11	10 of 11	11 of 11
WSP Variance from Median (\$)	(\$11,474)	(\$11,668)	(\$11,049)	(\$10,421)	(\$10,443)	(\$11,159)
WSP Variance from Median (%)	(17.5%)	(13.9%)	(13.0%)	(12.1%)	(12.0%)	(12.7%)



In every comparison, and at all but the 25 years of service tenure point in a Trooper's career, the WSP is second to last in cash compensation. Troopers are last at 25 years of service. Even if a Trooper has a bachelor's degree (4 percent additional pay) and receives a 5 percent specialty pay incentive, the WSP cash compensation would still be below the median cash pay for the majority of other agencies. The above figures for total direct cash compensation do not include specialty pays or educational incentive pay.

When the 10 percent geographic assignment pay for Troopers assigned to King County is added to total direct cash compensation, Washington State Patrol's ranking relative to the surveyed local law enforcement agencies in the King County area remains the same. WSP ranks 4th out of 4 agencies in the area in terms of total direct cash compensation

**Table 20: Total Direct Cash Compensation with 10% King County Geographic Pay
Effective July 1, 2015 - June 30, 2016**

	Entry	5 YOS	10 YOS	15 YOS	20 YOS	25 YOS
WSP Total Direct Cash Compensation with 10% King County geographic pay	\$59,495	\$79,602	\$81,190	\$82,783	\$84,437	\$84,437
King Co	\$65,146	\$93,025	\$98,446	\$103,866	\$104,770	\$105,673
Seattle	\$73,015	\$93,559	\$99,058	\$103,641	\$104,557	\$106,390
Tacoma	\$68,140	\$86,050	\$87,701	\$89,342	\$90,992	\$90,941
Median (excluding WSP)	\$68,140	\$93,025	\$98,446	\$103,641	\$104,557	\$105,673
WSP Variance from Median	(12.7%)	(14.4%)	(17.5%)	(20.1%)	(19.2%)	(20.1%)
WSP Rank	4 of 4	4 of 4	4 of 4	4 of 4	4 of 4	4 of 4

Less competitive wages put the WSP in a difficult position from a recruitment and retention perspective, and places a much greater emphasis on the WSP's attractiveness as an employer of choice when it comes to non-compensation aspects of the job. This issue will be more thoroughly address in Chapters 3 and 4.

Specialty Pays

Specialty pays vary by law enforcement agency; however, the WSP provides one of the broadest ranges of specialty pay of the comparison agencies. **Table 21** below provides a summary of the areas and level of specialty pay by local benchmark agency. Currently, approximately 22 percent of FOB Troopers receive at least one specialty pay.

**Table 21: Washington Local Law Enforcement Agencies
Specialty Pays**

	Field Training Officer	Bomb Technician	Canine Handler/ Trainer	Detective	Motorcycle Officer	SWAT Team
WSP [1]	5.0%	5.0%	3% handler 5% trainer	3.0%	4.0%	3.0%
# of WSP Troopers receiving in FY2015 (out of 580 total FOB)	115	5	8	1	25	13
Kennewick	2.0%	-	2.0%	2.0%	-	2.0%
King County [2]	Add'l 1x pay or comp time	10.0%	10.0%	6.0%	3.0%	-
Pasco [3]	3.0%	-	Add'l 10 hours pay	2.0%	-	2.0%
Pierce County [4]	5.0%	3.0%	6.0%	-	\$35.00/ pay cycle	3.0%
Seattle	-	-	3.0%	4.0%	3.0%	3.0%
Snohomish County	3.0%	3.0%	-	3.0%	-	3.0%
Spokane County	3.0%	6.0%	4.5%	-	-	3.0%
Tacoma [5]	5.0%	5.0%	5.0%	-	5.0%	5.0%
Vancouver [6]	5.0%	-	-	-	-	-
Yakima [7]	5.0%	-	2.0%	3.0%	2.0%	-

[1] Washington State Patrol: Field Training Officer pay only received for hours actually worked as a Field Training Officer.

[2] King County: Field Training Officer pay only received for hours worked in an FTO capacity.

[3] Pasco: Field Training Officer pay only received for hours worked in an FTO capacity.

[4] Pierce County: Field Training Officer pay only received for hours worked in an FTO capacity.; canine officer premium is 6% of top-step deputy pay

[5] Tacoma: Field Training Officer pay only received for hours worked in an FTO capacity.

[6] Vancouver: Field Training Officer pay only received for hours worked in an FTO capacity.

[7] Yakima: Field Training Officer pay only received if officer performed FTO duties for more than a week out of a month

Pension Benefits

Pension benefits are provided by the State of Washington to most public employees. There are several plans offered by the State. The Washington State Patrol Retirement System (WSPRS) is offered exclusively to the Washington State Patrol, and the Law Enforcement Officers' and Fire Fighters' (LEOFF) retirement system is offered to participating local law enforcement and fire departments statewide, as well as State-level law enforcement other than the WSP.

Pension benefits vary under these plans, as shown in the table below.

Table 22: Washington State Patrol and Washington Local Law Enforcement Pension Benefits

	Membership	Eligibility	Employee Contribution	Benefits Formula	FAS Period
WSP Retirement System (WSPRS) Plan 1	Commissioned before January 1, 2003	Age 55 or 25 YOS at any age	6.69%	2.0% x YOS x FAS	24 months
WSP Retirement System (WSPRS) Plan 2	Commissioned on or after January 1, 2003	Age 55 or 25 YOS at any age	6.69%	2.0% x YOS x FAS	60 months
Law Enforcement Officers' and Fire Fighters' Retirement System (LEOFF) ¹⁶ Plan 2	Became member after October 1, 1977	Age 53 with 5 YOS	8.41%	2.0% x YOS x FAS	60 months

YOS = Years of Service

FAS = Final Annual Salary

A major difference in the WSPRS plan is the ability to retire with full benefits after 25 years of service, regardless of age. In contrast, the LEOFF plan requires a minimum age of 53. Another major difference is the lower contribution under the WSPRS plan, at 6.69 percent of pay in comparison to 8.41 percent for LEOFF.

Transferring between the WSPRS and LEOFF systems is possible if either the WSPRS or LEOFF member has less than 15 years of service in their respective plans.

¹⁶ The LEOFF Plan 1 is for pre-October 1, 1977 members. These members will have already retired or maxed out their benefit; therefore, we have excluded this plan description.

The LEOFF plan allows for full retirement at age 53 and an early retirement, with reduced benefits at age 50 with 20 years of service. Employees leaving one system and joining another will receive coordinated benefits from both systems upon retirement. Employees with more than 15 years of service in either system are not eligible to receive benefits from both systems.

Health Benefits

The table below provides a summary of the percent of premium contributed by local police officers and sheriffs in Washington. Based on this comparison, WSP Troopers contribute among the highest percentages of premium toward health care coverage under both the highest-enrolled HMO plan and PPO/POS plan offered to employees at each agency.

**Table 23: Washington Law Enforcement Agencies
Employee Percent of Premium for Health Insurance (New Hires)
Effective 12/31/2015**

	Highest-Enrolled HMO		Highest-Enrolled PPO/POS	
	Individual	Family	Individual	Family
Washington State Patrol	15.0%	15.0%	15.0%	15.0%
Kennewick [1]	24.1%	9.3%	19.0%	7.5%
King County [2]	0.0%	0.0%	0.0%	0.0%
Pasco	12.0%	12.0%	12.0%	12.0%
Pierce County	6.6%	6.6%	6.6%	6.6%
Seattle	20.0%	20.0%	5.0%	5.0%
Snohomish County	0.0%	0.0%	2.1%	9.2%
Spokane County	5.0%	10.0%	5.0%	10.0%
Tacoma [3]	-	-	2.9%	5.7%
Vancouver	0.0%	6.7%	0.0%	6.6%
Yakima [4]	-	-	0.0%	8.5%
Median (excluding WSP)	5.8%	8.0%	3.9%	7.1%
WSP Rank	3 of 9	2 of 9	2 of 11	1 of 11

[1] Kennewick: Employees pay flat dollar amount towards medical coverage

[2] King County: Spouses are assessed a \$75 benefit access fee if they have access to coverage through another source but opt in to County coverage

[3] Tacoma: Police employees pay a flat \$40 for employee only coverage and \$80 for employee and dependent coverage regardless of plan choice

[4] Yakima: Percentage reflects percentage of top step patrol officer base wage. Employee only premiums paid for by the City under LEOFF

Leave

A significant non-cash benefit provided by law enforcement agencies is leave time. Typically, agencies have a combination of vacation time and personal leave or floating holidays. **Table 24** below provides an overview of combined leave times at various years of service for the WSP and benchmark local agencies. Based on this comparison, the WSP ranks at the bottom of leave allowances throughout a Trooper's career. The difference between the WSP and median leave amounts for benchmark local agencies increases substantially at 10 years of service and beyond,

as leave for WSP Troopers and Sergeants reaches maximum accrual at this point. All local benchmark agencies have a higher maximum accrual amount than WSP.

**Table 24: Washington Local Law Enforcement Agencies
Vacation and Personal Leave Hours**

	Entry	5 YOS	10 YOS	15 YOS	20 YOS	25 YOS
WSP	104	128	144	184	184	184
Kennewick	204	204	252	276	300	324
King County	112	112	144	176	208	248
Pasco	104	128	152	168	200	200
Pierce County	116	148	180	204	228	260
Seattle	112	136	144	160	176	216
Snohomish County	104	168	192	216	224	248
Spokane County	188	224	260	296	332	368
Tacoma	112	136	152	176	192	232
Vancouver	168	246	258	306	330	330
Yakima	11	112	176	200	208	216
Median (excl. WSP)	112	142	178	202	216	248
WSP Rank	8 of 11	8 of 11	9 of 11	7 of 11	10 of 11	11 of 11

Note: Detailed annual leave information for each agency is provided in Appendix F

Sick, civil, educational, and parental, disability, bereavement, and military leave are also offered by WSP and benchmark local agencies. The usage of these types of leave is more variable and only occurs when needed, so these leaves are not considered in this analysis.

Take-Home Vehicles

Take-home vehicles are often provided to law enforcement officers to assist in fulfilling certain job duties, and also provide a form of additional compensation. WSP Field Force Troopers must live within 15 miles of the boundary of their assigned geographic area in order to be issued a take-home vehicle, which is a more generous benefit than other agencies that limit the issuance of take-home vehicles to upper ranks. With the exception of Kennewick and Tacoma (from which information regarding take-home vehicles could not be obtained), all local law enforcement agencies provide take-home vehicles to some rank-and-file officers. In most cases, however, there are significant restrictions (residence, special assignment, etc.) that limit the number of officers who may receive a vehicle.

**Table 25: Washington Local Law Enforcement Agencies
Take-Home Vehicles**

Take-Home Vehicles Offered to Rank-and-File Officers		Eligibility/Restrictions
Washington State Patrol	✓	FOB Troopers must live within 15 miles of the boundary of their assigned geographic area in order to be issued a take-home vehicle. Non-FOB troopers and all Sergeants must live within 45 miles of their assigned duty station.
Kennewick	-	Must be command staff or detective sergeant
King County	✓	Must reside within King County, the Sheriff may approve take-home vehicles for employees residing in Pierce and Snohomish Counties.
Pasco	✓	Must be a detective, Area Resource Officer, School Resource Officer, Command Staff, SWAT member, or K9 Officer
Pierce County	✓	All commissioned staff receive take-home vehicles once they have completed field training
Seattle	✓	Take-home vehicles are provided to all sworn officers at Captain rank or above. Rank-and-file officers in specific assignments (canine duty, DUI unit) are also eligible to receive take-home vehicles
Snohomish County	✓	Deputies must live within Snohomish County (although waivers are granted to this requirement); all take-home vehicles are granted at the discretion of the Sheriff
Spokane County	✓	Deputies must reside in Spokane County to be eligible for a take-home vehicle. Take-home vehicles are issued according to need.
Tacoma	✓	All Officers are eligible to receive a take-home vehicle. Officers are assigned take-home vehicles (if available) during the 4 month training phase. If a vehicle is not available the Officer is placed on a waiting list and assigned the next available vehicle.
Vancouver	✓	Rank-and-file officers in select specialty units are offered take-home vehicles. All supervisory ranks receive take-home vehicles
Yakima	✓	All commissioned staff are eligible for take-home vehicles once off probation; must live within 10 miles of City limits

COMPARISON TO OTHER STATE LAW ENFORCEMENT AGENCIES

As part of this study, data was collected from other state patrol agencies to benchmark against WSP. These benchmark agencies were selected because of their geographic location as well as providing a comparison of practices, experience, and methods of recruitment and retention that provide helpful context for the report..

These agencies generally are not direct competitors with WSP, and operate in labor markets that may have very distinct wage pressures, costs of living, and other contextual factors. Accordingly, the absolute dollar value of compensation provided across such out-of-state agencies may be less relevant to the WSP from a recruitment and retention perspective than the type of pay practices used – particularly with regard to recruitment and retention factors (i.e., incentives, structure of the pay progression, benefits design). Even though these agencies have similar pay practices as the WSP and operate in similar competitive local law enforcement markets in their states, they do not (as shown in Chapter 1) have the same high quit rates as the WSP.

With that caveat, the WSP compares well overall with other state patrol agencies in terms of pay, specialty pay offerings, pensions, and health benefits.

Base Compensation

Washington State Patrol base pay is generally in line with that of other statewide law enforcement agencies. While the WSP has a below-median starting salary, by five years of service, a Trooper makes above median pay of these benchmark agencies when considering maximum base pay and longevity (if provided).

**Table 26: State Law Enforcement Agencies
Base Salary + Longevity
(effective 6/30/2016)**

	Minimum Base	Maximum Base	Maximum Base + Longevity
Washington State Patrol	\$51,480	\$68,904	\$75,324
Arizona Highway Patrol	\$45,620	\$63,913	\$63,913
California Highway Patrol	\$74,700	\$108,324	\$116,990
Colorado State Patrol	\$61,716	\$89,040	\$89,040
Idaho State Police	\$40,518	\$72,363	\$72,363
Michigan State Police	\$45,815	\$68,386	\$69,426
Minnesota State Patrol	\$52,158	\$68,841	\$68,841
Nevada Highway Patrol	-	-	-
New York State Police	\$66,905	\$84,739	\$100,739
Ohio Highway Patrol	\$44,762	\$56,930	\$61,406
Oregon State Police	\$54,000	\$72,360	\$72,360
Pennsylvania State Police	\$63,002	\$76,326	\$97,697
Median (excluding WSP)	\$53,079	\$72,362	\$72,362
WSP Variance from Median	(3.0%)	(4.8%)	4.1%
WSP Rank	7 of 11	7 of 11	5 of 11

Specialty Pays

The WSP provides a broader range of specialty pays than agencies in other states surveyed.

**Table 27: State Law Enforcement Agencies
Specialty Pays**

	Field Training Officer	Bomb Technician	Canine Handler / Trainer	Detective	Motorcycle Officer	SWAT Team
Washington State Patrol [1]	5.0%	5.0%	3.0% handler 5.0% trainer	3.0%	4.0%	3.0%
Arizona Highway Patrol	-	-	-	-	-	-
California Highway Patrol [1]	5.0%	-	-	-	4.0%	-
Colorado State Patrol						
Idaho State Police						
Michigan State Police [2]	-	5.0%		-	-	-
Minnesota State Patrol	6.0%	-	-	-	-	
Nevada Highway Patrol						
New York State Police	-	-	-	-	-	-
Ohio Highway Patrol [3]	\$800/ 60 day training period	-	8 hours of comp time/2 weeks	-	-	-
Oregon State Police	5.0%	10.0%	-	-	-	
Pennsylvania State Police	-	-	-	-	-	-

[1] WSP and California Highway Patrol: Field Training Officer pay only granted for days when Field Training Officer duties are actually performed

[2] Michigan State Police: Dog handlers are granted an additional 42 minutes of compensation each day and 8 hours of compensatory leave per pay period. Compensatory leave is to be used for care of animal.

[3] Ohio Highway Patrol: Compensatory leave is to be used for care of animal.

Pension Benefits

Retirement benefits vary widely from state to state, as shown in **Table 28**. Only the New York State Police and the Ohio Highway Patrol pension systems also offer the opportunity to retire at a specific number of years of service regardless of age, like WSPRS. Further, WSPRS has one of the lower employee contribution levels, but also has a comparatively moderate benefit.

**Table 28: State Law Enforcement Agencies
Pension Benefits (Tier Available for Current Hires)**

	Eligibility	Employee Contribution	Benefits Formula	FAS Period
Washington State Patrol	Age 55 or 25 YOS at any age	6.69%	2.0% x YOS x FAS	60 months
Arizona Highway Patrol	Age 52.5 with 25 YOS	11.65%	25+ YOS: 2.5% x FAS x YOS (1-32 years) For each year of service under 25, subtract 4% from the maximum allowable benefit (62.5%)	60 months
California Highway Patrol	Age 50 and 5 YOS	11.50%	Age 50-56: 2.0% x YOS x FAS, increasing 0.1% for each year of age up to maximum of: 2.7% x YOS x FAS at age 57	36 months
Colorado State Patrol	Any age with 30 YOS Age 50 with 25 YOS Age 55 with 20 YOS Age 65 with any YOS	10.00%	2.5% x YOS x FAS	12 months
Idaho State Police	Age 60 and 5 YOS	8.36%	2.3% x YOS x FAS	42 months
Michigan State Police	Age 55 with 25 YOS Age 60 with 10 YOS	4.00%	2.0% x YOS x FAS (1-25 YOS) 2.0% (declining 0.4% per additional YOS) x YOS x FAS (26+)	60 months
Minnesota State Patrol	Age 55 with 10 YOS	13.40%	3.0% x YOS x FAS	60 months
Nevada Highway Patrol	Age 65 with 5 YOS Age 60 with 10 YOS Age 50 with 20 YOS 30 YOS at any age	19.00%	2.5% x YOS x FAS	36 months
New York State Police	20 YOS at any age Age 63 with 10 YOS	Ranges from 3% (<\$45K) to 6% (>\$100K)	2.5% x YOS x FAS (1-20 YOS) 1.66% x YOS x FAS (20-32 YOS)	60 months
Ohio Highway Patrol	Age 52 with 20 YOS Age 48 with 25 YOS Mandatory retirement at age 60 or 20 YOS, whichever occurs later	12.50%	2.5% x YOS x FAS (1-19 YOS) 2.25% x YOS x FAS (20-24 YOS) 2.0% x YOS x FAS (25+ YOS)	60 months
Oregon State Police [1]	Age 53 with 25 YOS Age 60	0.00%	1.8% x YOS x FAS	36 months
Pennsylvania State Police [2]	Age 55 with 3 YOS Any age if age + YOS (min of 35) > 92	6.25%	Less than 20 YOS: 2.0% x 1.0 x YOS x FAS 20-24 YOS: 50% of the highest year's earnings (20-24 YOS) 25+ YOS: 75% of the highest year's earnings	36 months

[1] Oregon State Police: Members contribute nothing toward the pension portion of their retirement; however they contribute 6.0% to a 401(k)-style program.

[2] Pennsylvania State Police: Contribution rate can increase based on investment rate of return.

Health Benefits

The WSP is consistent with most other State Patrol agencies in both provision of plans and required employee funding of plans, hovering right around the median for employee contributions toward family coverage in both HMO and PPO plans. For single coverage, WSP employee contribution requirements are in the mainstream, but somewhat above the benchmark state agency median.

**Table 29: Employee Contribution Requirements as a Percent of Premium (New Hires)
Effective 12/31/2015**

	Highest-Enrolled HMO		Highest-Enrolled PPO/POS	
	Individual	Family	Individual	Family
Washington State Patrol	15.0%	15.0%	15.0%	15.0%
Arizona Highway Patrol	6.8%	13.6%	17.3%	20.1%
California Highway Patrol	12.0%	14.9%	10.3%	11.1%
Colorado State Patrol	16.1%	33.7%	22.5%	31.0%
Idaho State Police	6.0%	18.1%	4.9%	15.8%
Michigan State Police	-	-	20.0%	20.0%
Minnesota State Patrol	5.0%	15.0%	-	-
Nevada Highway Patrol	22.0%	33.5%	7.0%	17.5%
New York State Police	10.0%	16.0%	10.0%	16.0%
Ohio Highway Patrol	-	-	15.0%	15.0%
Oregon State Police [1]	5.0%	5.0%	3.0%	3.0%
Pennsylvania State Police	0.0%	0.0%	0.0%	0.0%
Median (excl. WSP)	6.8%	15.0%	10.1%	15.9%
WSP Rank	3 of 10	5 of 10	4 of 11	7 of 11

[1] Oregon State Police: For Plan Year 2015, employees pay 3% toward coverage if they elect the lowest cost plan in their area and 5% if they select any other plan. HMO contribution rates above reflect a State Police employee's cost if they resided in Portland in 2015, in which the Kaiser HMO plan was not the lowest cost. The PPO plan was the lowest cost in the area.

Take-Home Vehicles

Take-home vehicles are commonly provided to officers at State Patrol agencies as the geographic areas covered by Troopers are often large and at times remote. With the exception of the three states for which information on take-home vehicles could not be readily obtained, all other comparable state law enforcement agencies surveyed reported providing take-home cars to all or some Troopers and officers.

**Table 30: Benchmark State Law Enforcement Agencies
Take-Home Vehicles**

	Take-Home Vehicles Offered	Eligibility/Restrictions
Washington State Patrol	✓	FOB Troopers issued a vehicle must live within 15 miles of the boundary of their assigned geographic area. Non-FOB troopers and all Sergeants must live within 45 miles of their assigned duty station.
Arizona Highway Patrol	✓	All sworn Troopers receive take-home vehicles
California Highway Patrol	✓	Take-home vehicles are granted based on the needs of the department. Commanders with take-home cars cannot live more than 70 miles from their assigned headquarters and non-commanders cannot live more than 50 miles from their assigned headquarters.
Colorado State Patrol	✓	Take-home vehicles are provided to on-duty Troopers. When off-duty, vehicles remain at assigned office. Some rural troopers are granted the ability to take home their vehicle every day.
Idaho State Police	✓	Take-home vehicles are provided to all patrol officers.
Michigan State Police	✓	-
Minnesota State Patrol	✓	All sworn members receive take-home vehicles
Nevada Highway Patrol		<i>Data not available</i>
New York State Police		<i>Data not available</i>
Ohio Highway Patrol	✓	Troopers must live within 35.5 mile radius of assignment to receive a take-home vehicle
Oregon State Police	-	-
Pennsylvania State Police	✓	Troopers and corporals assigned to certain specialized duties are granted a take-home vehicle. Ranks of Lieutenant through Colonel, members of the Special Emergency Response Team, and Sergeants who are station commanders also receive take-home vehicles.

CONCLUSION

Compensation provided to Troopers – both in terms of direct cash compensation and benefits – is not competitive with the local law enforcement agencies to which separated Troopers are going. While WSP Trooper compensation is in line with compensation at other statewide law enforcement agencies, WSP is not losing Troopers to these agencies. Chapter 3 will take a more detailed look at how the WSP compensation package affects retention.

The next two chapters explore the issues and opportunities with retention and recruitment and make recommendations for the WSP to improve its experience in both of these areas.

Chapter 3: Issues Affecting Retention of State Troopers

INTRODUCTION

As outlined in Chapter 1 (Field Force Evaluation and Vacancy Projection), attrition issues within the WSP broadly fall into two groups: 1) retirement from the WSP after 25 or more years of service, and 2) resignation from the WSP prior to becoming retirement eligible. Most voluntary resignations occur before 10 years of service. This chapter defines and explores current retention issues at WSP, identifies the primary reasons for the increased attrition rates, and recommends ways to improve retention through targeted, cost-effective strategies.

Overview

This chapter focuses on the ability of the WSP to retain both early- and mid-career Troopers, and to keep retirement-eligible Troopers on the payroll past retirement-eligibility.

The WSP Field Force has seen increasing attrition rates in recent years, with a sharp spike in voluntary resignations in 2015. In particular, resignations of Field Force Troopers going to other local law enforcement agencies have increased at an alarming rate: there were just two in 2010 but 25 in 2015 (as of October 31, 2015). Additionally, through October 31st, 18 Troopers have retired (with 49 retiring across all ranks). In total, 100 Troopers resigned and 142 retired between 2010 and October 31, 2015. Retirements of any commissioned staff member generally leads to a vacancy in the Trooper ranks, because WSP promotes from within.

Through surveys of current and separated Troopers, along with survey and benchmarking data from other law enforcement agencies, this chapter focuses on the motivations that impact decisions to stay with or leave the WSP.

RETENTION EXPERIENCE AND EXPECTATIONS

As shown in the vacancy projection Chapter 1, retention of current Troopers is an issue that could significantly affect the ability of the WSP to fulfill its primary mission over the next several years. There are four general reasons why Troopers leave the WSP:

- Retirements
- Resignations by Troopers leaving for other law enforcement agencies
- Resignations by Troopers leaving law enforcement
- Separations for individual reasons including termination for cause, disability, or death

Keeping Troopers who are retirement-eligible is important to maintaining an effective Field Force while replacement Troopers are being trained.

Over the last two years, the WSP has experienced increasing attrition due to resignations of early and mid-career Troopers, especially to local law enforcement agencies. Until 2015, this attrition was not significantly out of line with experience between 2004

and 2006, a timeframe with economic growth similar to today. However, the 2015 rate of resignations is higher than could be predicted by historical trends. This by itself is concerning; still, it is important to determine the extent to which this could be an ongoing pattern or whether it is more the result of increased opportunities in local law enforcement subject to economic ebbs and flows.

Additionally, a retirement bubble is expected to move through the WSP over the next few years, as more than a third of the Field Force becomes eligible to retire. Keeping Troopers who are retirement-eligible is important to maintaining an effective Field Force while replacement Troopers are being trained.

Turnover and Quit Rates

Through October 31, 2015, the WSP experienced a general 2015 turnover rate of 9 percent among Field Force Troopers – already well above prior years with two months yet to go. Historically, this general turnover rate has been driven primarily by normal service retirements. In recent years however, voluntary resignations have become the primary driver of increases in the turnover rate, with the majority of Troopers who resigned leaving for other law enforcement agencies. This has increased both turnover and quit rates for the WSP, with the turnover rate doubling in the last 5 years and quit rates rising over 400 percent during that same period. The turnover rate is calculated by dividing the total number of separated Troopers, regardless of their reason for leaving, by the total count of Troopers at the beginning of the year. The quit rate is calculated by dividing the total numbers of Troopers who resigned by the total count of Troopers at the beginning of the year.

Table 31: Washington State Patrol Field Force Trooper Attrition, 2010-10/31/2015

	2010	2011	2012	2013	2014	2015
Total Separated Employees (Troopers)	19	21	21	33	32	54
Normal Service Retirement	8	13	12	18	13	18
Terminated for Cause/Disciplinary	0	0	0	2	2	0
Deceased	2	0	1	1	0	1
Resigned	7	6	4	6	6	10
Resigned for other law enforcement employment	2	2	4	6	11	25
Other	0	0	0	0	0	0

Turnover Rate	2.8%	3.2%	3.1%	4.8%	5.3%	9.0%
Quit Rate¹⁷	1.3%	1.2%	1.2%	1.8%	2.8%	5.8%
Quit Rate for Other Law Enforcement Employment	0.3%	0.3%	0.6%	0.9%	1.8%	4.2%
JOLTS State and Local Government Turnover Rate	16.1%	16.1%	16.3%	16.1%	16.4%	14.6%
JOLTS State and Local Government Quit Rate	6.0%	6.7%	7.4%	7.5%	8.1%	7.1%

Note: 2015 JOLTS data as of September 2015

According to the Bureau of Labor Statistics Job Openings and Labor Turnover Survey (JOLTS)¹⁸, the WSP has trended well below total turnover and quit rates for state and local governments nationally. Law enforcement turnover and quit rates typically trend below general government turnover and quit rates.

Movement to Other Law Enforcement Agencies. As shown in **Table 29**, the majority (69 percent) of voluntary resignations in 2014 and so far in 2015 are from Troopers who went to other law enforcement agencies. Of the 50 Troopers who left for other law enforcement agencies from 2010 through October 31, 2015, nearly 64 percent went to an agency less than one hour from their WSP assignment location at the time of separation. A detailed listing of the receiving agencies of Troopers who resigned for other law enforcement employment is provided in **Appendix E**.

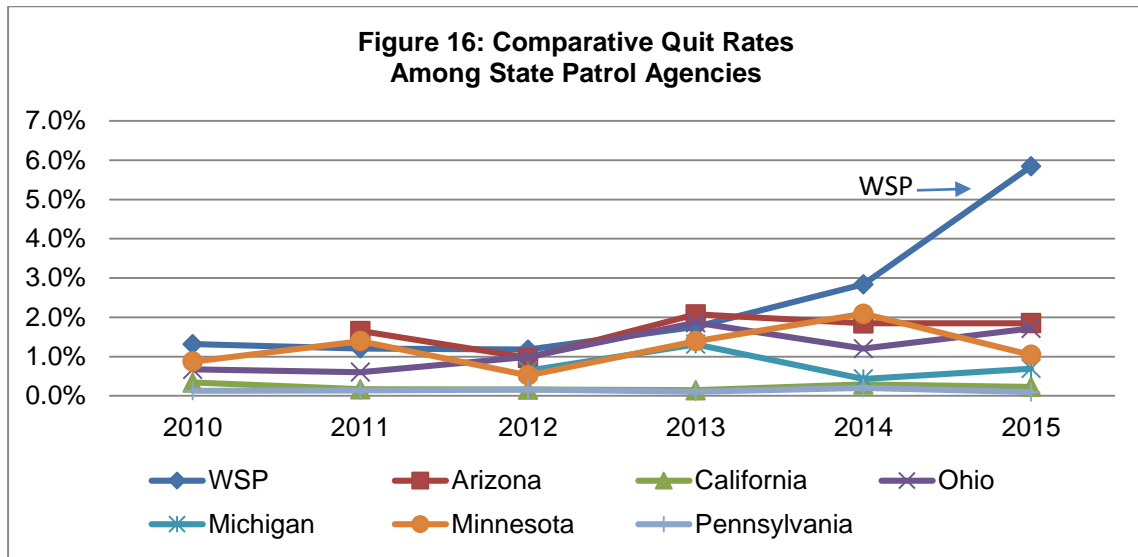
Comparison of WSP Quit Rates to Other State Patrol Agencies

Quit rates for the state patrol agencies included the benchmarking survey show trends similar to the WSP during the period of 2010 to 2013, as shown in **Figure 16**, although WSP's quit rates are among the highest. The WSP starts to see separation from benchmark agencies in 2014, with the 2015 quit rate well above the experience of other state patrol agencies. The WSP trend

¹⁷ The "quit rate" is the ratio of Troopers who resigned from the agency divided by the total Troopers in the Field Force at the beginning of that calendar year.

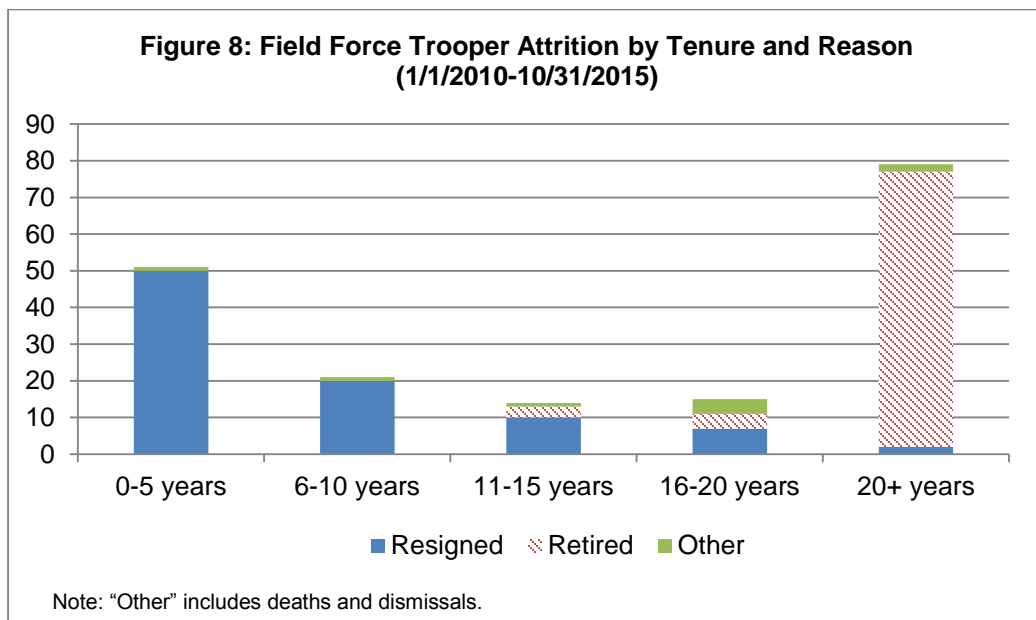
¹⁸ JOLTS data is collected monthly by the BLS from private and public sector establishments across the United States. Data is collected on a voluntary basis, and the state and local data shown is not specific to law enforcement, which tends to experience less turnover than general government positions. In addition, JOLTS data includes temporary and seasonal workers, who also tend to experience higher turnover rates

is an anomaly: agencies in other states face similar challenges with changes in the economy and competition from other local law enforcement agencies, yet have kept quit rates at steady levels.



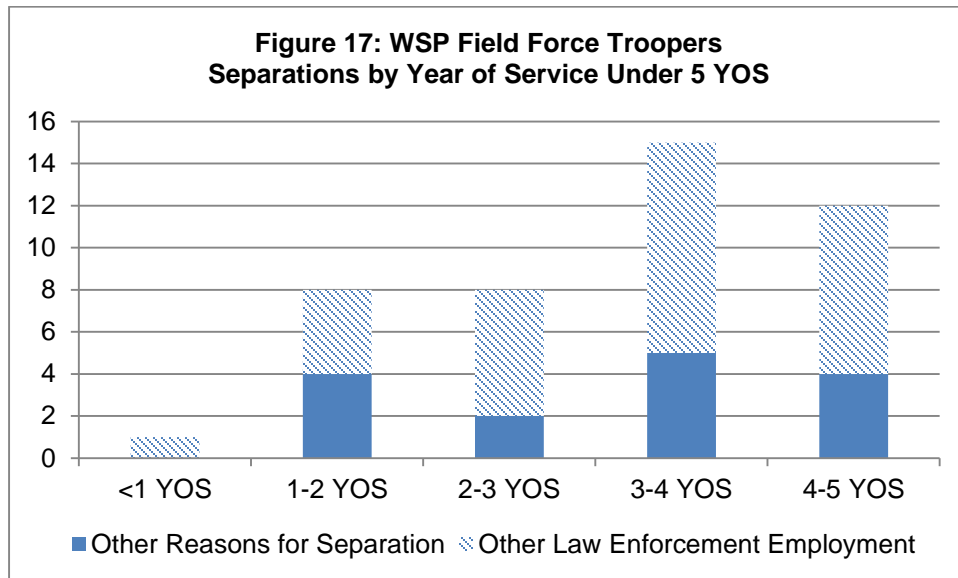
Attrition by Tenure

Figure 8 shows the breakdown of reasons for separation by years of service at time of separation from 2010 through October 31, 2015. Among Troopers with 20 or more years of service, retirement is the primary reason for leaving the agency, as Troopers are able to retire with 25 years of service under WSPRS.



As discussed in the Chapter 1, the primary reason for separation of Troopers with less than 10 years of service (early- and mid-career) is voluntary resignation, with a large number of separating Troopers resigning before achieving five years of service (**Figure 17**).

Of the 44 Field Force Troopers who left WSP before five YOS between 2010 and October 31, 2015, 29 left to take jobs with other law enforcement agencies.



Mapping this attrition, both where Troopers are leaving from and where they are going, provides some insight into how retention issues vary by geographic region. **Figure 18** shows the district assignment at time of resignation for Troopers who left for other law enforcement employment within the State. **Figure 19** shows where these Troopers went within the confines of the WSP districts. As shown in the maps, Troopers who resign for other law enforcement employment generally stay in the area near where they were assigned prior to separation.

These maps show that much of the movement between the WSP and local law enforcement agencies is happening on the west side of the State in the populated corridor covered by Districts 1, 2, 5, and 7. Also, separating Troopers assigned to those Districts with geographic pay (Districts 1, 2, and 7) still tended to move to local law enforcement within those districts, despite supplemental WSP compensation. A similar pattern is seen in District 5.

Figure 18: Field Force Trooper District Assignments at Time of Resignation (2010-2015)



Figure 19: New Law Enforcement Agency Location for Resigned Field Force Troopers (2010-2015)



This movement is shown in tabular form on the next page (**Table 30**). Highlighted cells indicate higher movement of Troopers. Cells highlighted more darkly indicate where 4 or more Troopers have resigned (actual numbers include in parentheses). For example, seven Troopers left District 1 for local law enforcement agencies in District 1.

This movement may be associated with higher compensation among local law enforcement agencies in these districts, as well as the larger number of local agencies and positions in these more highly populated regions. **Table 32** also shows the movement of Troopers who resigned for other law enforcement employment between districts, as well as the difference (in percentage terms) between the total direct cash compensation at 5 years of service at benchmarked local law enforcement agencies in that WSP district and WSP total direct cash compensation, including geographic pay. Because many Troopers leave at 5 years of service or beyond, this point of tenure was used to compare pay with other jurisdictions.

The variances show the earning potential at local enforcement agencies within that District. Variances take into account any geographic pay offered by WSP in that District. For example:

- Seven Troopers from District 1 (Thurston and Pierce Counties) took jobs with local law enforcement agencies in District 1, where total direct cash compensation is 6.5 percent (Pierce County Sheriff’s Office) to 13.3 percent higher (Tacoma Police Department) at local benchmarked agencies
- Seven Troopers from District 2 (King County) took jobs with local law enforcement agencies located in that District, where total direct cash compensation is 14.4 percent

(King County Sheriff's Office) to 14.9 percent higher (Seattle Police Department) at local benchmarked agencies

- Six Troopers left District 5 in southwest Washington and took jobs with local law enforcement agencies located in that District, where pay at 5 years of service is nearly 12% higher than at WSP.
- Four Troopers left District 7 (Snohomish, Skagit and Whatcom) and took jobs with local law enforcement agencies in that District, which pay nearly 4% more at just 5 years of service.

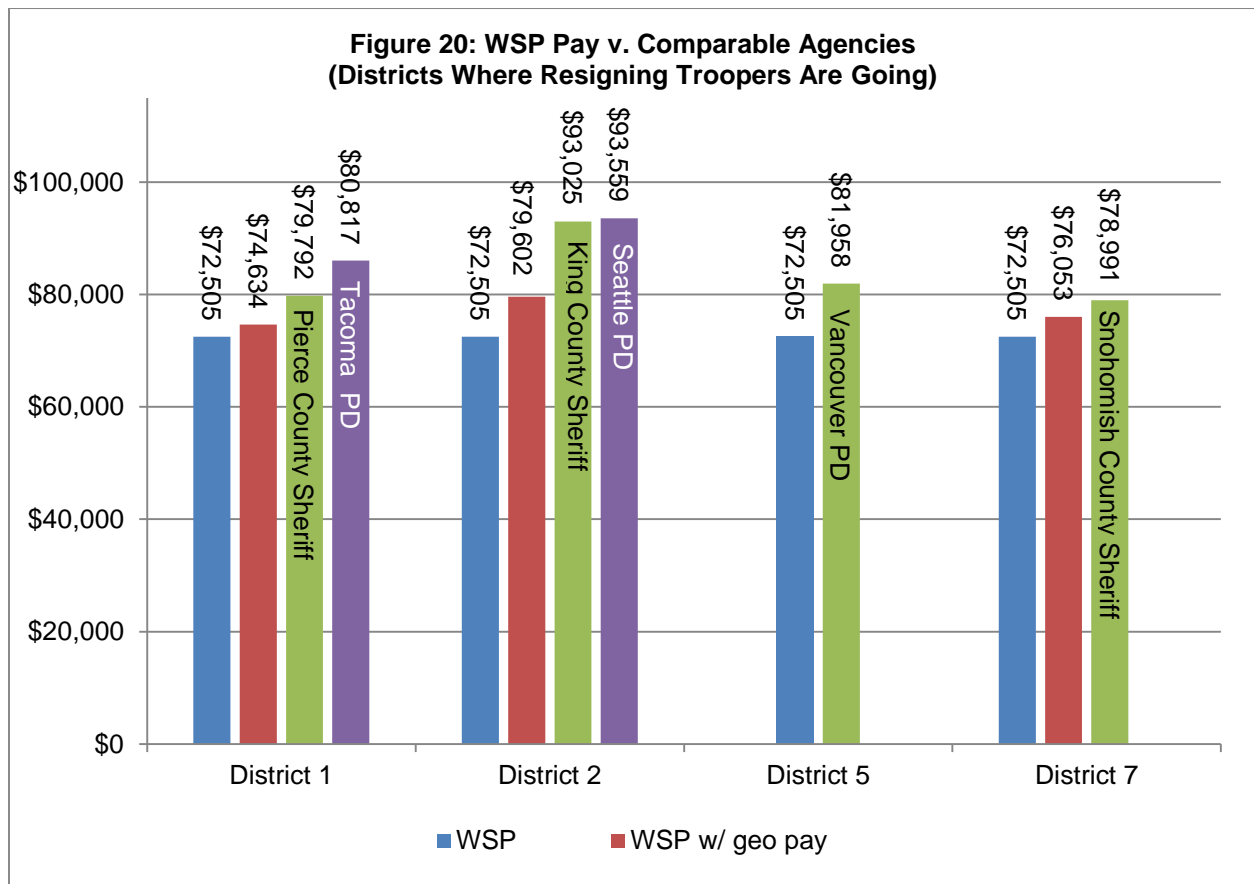
Geographic pay is factored into the total compensation for Districts 1, 2, and 7. The WSP paid a total of \$822,000 in geographic pay to FOB Troopers and Sergeants in 2015 (\$1.3 million across all bureaus). Troopers stationed in these Districts only receive geographic pay if they are specifically assigned to the counties for which geographic pay is provided.

Table 32: Movement of Resigned Troopers Between WSP Districts with Compensation Variance

District Leaving From	WSP Pay @ 5 YOS	District of New Law Enforcement Employer (Percent Variance from WSP Total Direct Cash Compensation at 5 YOS for Select Agencies in Each District)							
		D1	D2	D3	D4	D5	D6	D7	D8
D1	\$74,634 incl 3% geo pay	Tacoma: 13.3% Pierce Co: 6.5% (7)	Seattle 20.2% King Co: 19.8% (3)						
D2	\$79,602 incl 10% geo pay	Tacoma: 7.5% Pierce Co: 0.2% (1)	Seattle 14.9% King Co: 14.4% (7)	Kennewick: 12.2% Yakima: 9.0% Pasco: 3.3% (1)				Snohomish Co: 0.8% (2)	
D3	\$72,505			Kennewick: 20.1% Yakima: 17.1% Pasco: 11.9% (1)					
D4	\$72,505								
D5	\$72,505					Vancouver: 11.5% (6)			
D6	\$72,505				Spokane Co: -6.1% (2)		No comparable jurisdictions (1)		

D7	\$76,053 incl 5% geo pay		Seattle 18.7% King Co: 18.2% (1)				Snohomish Co: 3.7% (4)	
D8	\$72,505		Seattle 22.5% King Co: 22.1% (2)		Vancouver: 11.5% (1)		Snohomish Co: 8.2% (1)	No comparable jurisdictions (1)
Legend			Note: Numbers in parentheses indicate actual attrition from District; numbers do not include 8 Troopers who left for out-of-state agencies and 1 Trooper who took a position in federal law enforcement (location unknown)					
4-7 separations								
1-3 separations								
0 separations								

Growing numbers of Troopers have resigned for law enforcement agencies with significantly higher pay than WSP. As previously noted, Districts 1, 2, 5, and 7 have seen the largest number of resignations. The pay disparities between WSP and agencies in these Districts are shown in more detail in **Figure 20**.



Even when factoring in geographic pay in Districts 1, 2, and 7, pay disparities between WSP and local law enforcement agencies range from 3.7 percent in Snohomish County to 14.9 percent in Seattle. The additional earning opportunity at local agencies in these Districts likely serves as

strong motivation to leave WSP. Additionally, overall employee job satisfaction, discussed later, can contribute to how pay differences drive attrition. Dissatisfied employees require a lower pay increase to leave for another agency than do satisfied employees.

It is also important to consider that three of these four Districts (1, 2, and 7) are the most populous both in terms of WSP Troopers assigned to these locations and the number of local law enforcement agencies. Therefore, there are not only more Troopers in these areas for the WSP to lose to other law enforcement agencies, but also more agencies to move to for Troopers considering leaving the WSP.

Leaving Law Enforcement. All respondents to the survey of separated Troopers have taken other positions within law enforcement. The project team did not receive survey data from Troopers who left for employment outside of law enforcement. Based on data separately collected by the WSP for separated Field Force Troopers, nearly half left due to medical, disciplinary, or other reasons. The remainder left for a combination of:

- Family (6)
- Career Change (7)
- Relocation (2)

Of current Troopers who plan to leave WSP, 26 percent indicated they intend to leave law enforcement altogether. In general, it will likely be more difficult to improve retention of officers leaving for personal reasons than those leaving for better compensation and/or as a result of job dissatisfaction.

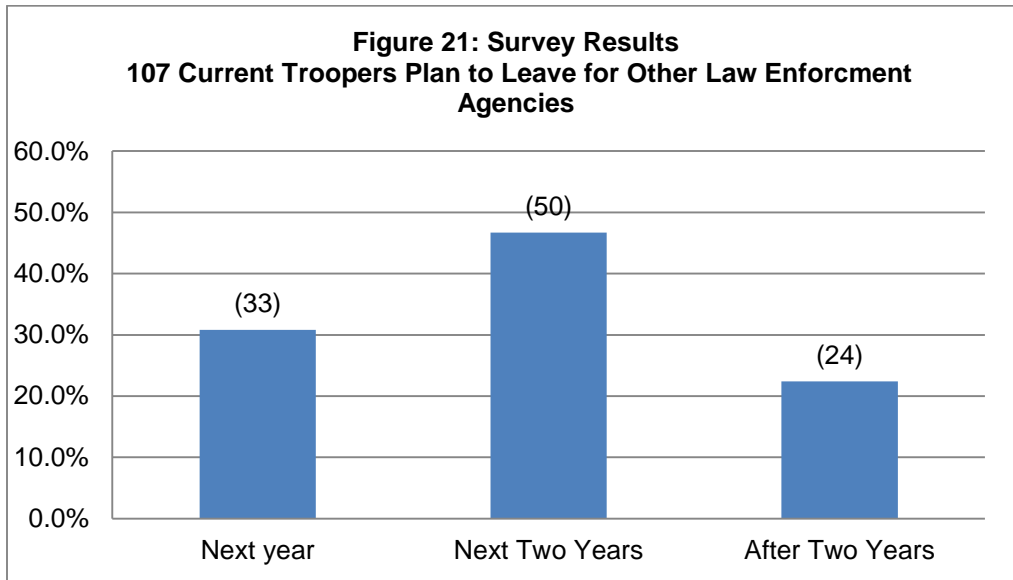
Expected Near-Term Attrition

Retirements. As outlined in the Chapter 1, a retirement bubble is projected as significant numbers of Troopers hired in the 1990s are reaching eligibility for retirement, as shown in **Figure 12** on page 41. Reaching retirement eligibility provides Troopers with an option to leave the WSP and pursue other work while collecting a pension. Whether or not individuals choose to exercise this option will hinge largely on the same issues that motivate an early- and mid-career Trooper to leave the force for other law enforcement agencies – financial considerations and/or opportunity for greater job and personal satisfaction.

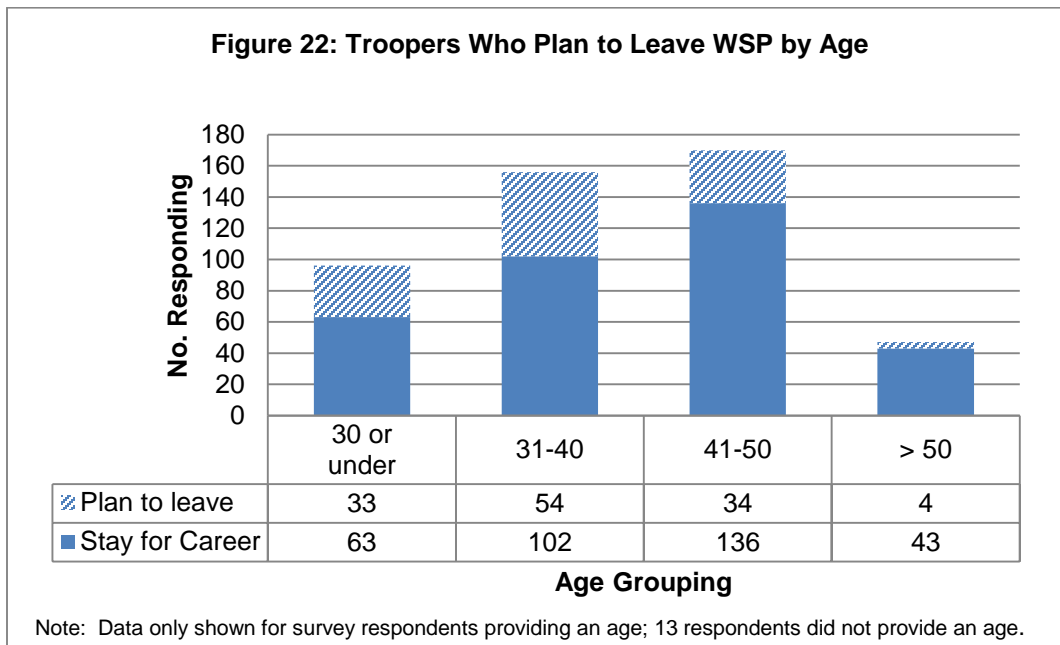
Extending a career beyond retirement eligibility tenure is one key for the WSP to maintain a strong workforce.

Extending a career beyond retirement eligibility tenure is one key for the WSP to maintain a strong workforce.

Resignations. A key survey question asked of the current Troopers was “I expect to stay in the Washington State Patrol for my entire law enforcement career (yes/no).” Of the 486 responses, 131, or 27.2 percent responded “no,” 8.5 percent indicated they have not thought about it, and 64.3 percent responded “yes.” For those who responded “no,” they were asked when they planned to leave, and if they planned to leave law enforcement altogether or leave for another law enforcement agency. The answers are represented in **Figure 21** below for those who responded that they plan to leave for another law enforcement agency.



The age range for those planning to leave is weighted toward Troopers under 40 years of age: 87 of the 107 are age 40 or younger. If the percentage of Troopers planning on leaving is representative of the entire Trooper population, this could mean WSP will lose 175 Troopers under age 40 in the next two years.



This survey data provides an indication that attrition of Troopers through resignations and retirement will continue at a concerning rate unless changes can be made to the underlying factors motivating a Trooper's desire to stay. The potential attrition of Troopers over the next two years is alarming, and could reach over 200 if the survey trend holds across the entire Trooper workforce.

DRIVERS OF ATTRITION

WSP Troopers are leaving the agency due to both external and internal factors. External factors provide the opportunity to leave while internal factors provide the motivation. These factors impact Troopers leaving in early- to mid-career as well as those facing retirement. There is also evidence from survey comments that more Troopers would be resigning to take law enforcement jobs elsewhere except for the fact they have too many years in at WSP. They are not yet eligible to retire, but have too many years in to quit. The result indicates morale problems among even those Troopers remaining at WSP.

External Factors

A primary external driver is the economy. As the economy has improved, outside employment opportunities have increased. This has been the case among other Washington law enforcement agencies, as hiring of new law enforcement recruits has tripled in recent years. At the same time, pay in these agencies has exceeded that for the WSP, creating both opportunity and financial benefit for Troopers to move to a different law enforcement agency. One local Washington agency cited lateral hires as their most effective recruiting strategy over the last few years.

Opportunities at Other Local Agencies

Trooper dissatisfaction with compensation and/or working conditions may drive the desire to leave the WSP, but increased hiring among local law enforcement agencies creates those opportunities to leave.

As detailed in the Chapter 1, improving economic conditions have provided local governments with additional funds for public safety. As a result, local agencies have returned to hiring, and some have been seeking to “catch up” from prior recession-era periods of reduced recruitment activity.

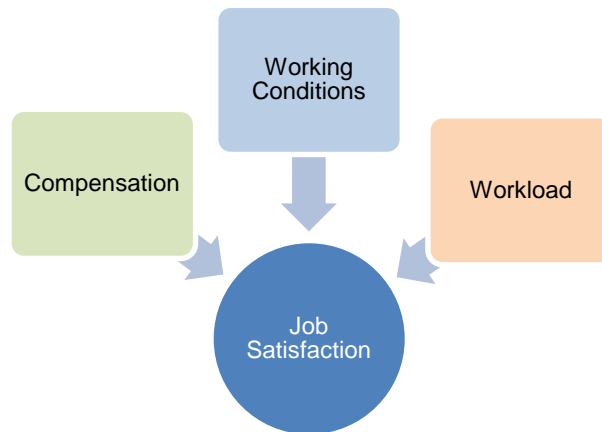
At the Criminal Justice Training Commission (CJTC), which trains recruits for positions in Washington local law enforcement, the total number of recruits has increased from 153 in 2010 to 364 in 2015. As **Figure 9** on page 37 shows, local agencies have also increased the number of lateral hires to fill vacancies. The acceptance of larger numbers of lateral hires means that there are additional opportunities for trained Troopers to join local agencies (Troopers hired by local law enforcement agencies do not need to attend the CJTC training). WSP Troopers comprised 24 of the 48 officers hired laterally by other agencies statewide in 2015.

Figure 14 on page 43 shows that local agencies plan to continue hiring at higher levels than previous years in 2015 and 2016. However, reported hiring expectations drop markedly in 2017, perhaps indicating the end of a hiring bubble. At the same time, a consistent level of LEOFF retirements will sustain ongoing hiring levels at local law enforcement agencies.

Internal Factors

Opportunities at other agencies alone do not motivate a Trooper to resign. Based on the separated Trooper surveys, the project team identified three primary factors affecting job satisfaction that have led to Troopers leaving for another law enforcement agency – compensation, workload, and working conditions. All three factors showed up strongly in the surveys, but working conditions and workload were the most prominent. Compensation was last.

Factors Affecting Job Satisfaction



In the survey of separated Troopers who left for other law enforcement agencies, the project team sought to understand the primary motivations for leaving the WSP, and then to identify if those same underlying issues also reside in the current workforce using the survey of current Troopers. Based on our findings, current Troopers express very similar levels of job dissatisfaction as separated Troopers across most categories. This means the current level of dissatisfaction among current Troopers may well lead to ongoing attrition problems at the WSP.

The surveys paint a picture of an organization with many employees dissatisfied with working conditions and pay.

Overall, the opinions expressed in the survey paint a picture of an organization that has a significant number of employees who are dissatisfied with current working conditions and pay. Major themes that emerged from the surveys are identified below and show the percentage of respondents who indicated that these are issues affecting their job satisfaction now and/or could become a reason for separating from service.

Table 33: Employee Dissatisfaction Among Current and Separated Troopers

Major Themes	Current Troopers	Separated Troopers
Dissatisfaction with Management and General Working Conditions/Workload	90%	100%
Dissatisfaction with Pay/Benefits	90%	78%/70%
Not Feeling Valued	46%	80%
Would NOT encourage people to join the WSP	64%	79%

Of note for separated Troopers, unhappiness with management and working conditions ranked higher than pay as a reason for leaving the WSP. Not feeling valued was also a strong motivator

for those who left. The percentage of current Troopers not feeling valued, while not as high as that for those who have already left, correlates strongly to the number of Troopers who plan to leave WSP service over the next several years. These survey responses indicate continued high levels of resignations if not addressed.

Since recruitment is the only source of replacement for WSP attrition, it is of concern that a high percentage of both current and separated Troopers would not encourage people to join the WSP. Addressing job satisfaction issues will be vital for engaging incumbent Troopers in future recruitment efforts.

EMPLOYEE SATISFACTION

Working conditions and workload came up as major factors in the surveys administered to current and separated Troopers. These issues impact the overall morale of the workforce and are contributing to recent attrition rates.

Employee satisfaction has practical implications relative to turnover and pay levels. Some analysts have posited, for example, that: *“As a general rule of thumb, persons who are struggling to pay their bills will leave for less than a 5 percent increase in salary. Unhappy employees will leave for 5 percent, and satisfied employees generally require a 20 percent increase before they consider resigning.”*¹⁹ If this general rule-of-thumb is accurate – given that WSP Troopers are only approximately 10 percent below median pay for local law enforcement agencies in areas with high attrition – a highly satisfied WSP workforce would not be generating the high rates of attrition now being experienced.

Further, even if such specific rules of thumb are not entirely precise or fully applicable to the WSP, there is no question that employee satisfaction matters. Along with purely financial considerations, working conditions and workload are important to be addressed.

Satisfaction of Separated Troopers

The survey of separated Troopers was administered only to Troopers who voluntarily left for work in another law-enforcement agency.²⁰ When asked to rank, by importance, primary reasons for leaving the Washington State Patrol, recently separated Troopers identified agency management and a feeling of not being valued by the department ahead of better pay and benefits.

¹⁹ Leigh Branham, *The 7 Hidden Reasons Employees Leave*, (New York: AMACOM, 2005) p. 25.

²⁰ Survey was sent to 41 separated Troopers for whom email addresses could be determined. 20 separated Troopers responded.

Table 34: “What were your primary reasons for leaving the Washington State Patrol?”

Reason for Leaving WSP	Very Important/Important
Management	100.0%
Not Valued by Department	90.0%
Better Pay	78.9%
Better Benefits	70.0%
Different Type of Law Enforcement	73.7%

Note: Results only shown where more than 50% of responses were marked “very important” or “important”

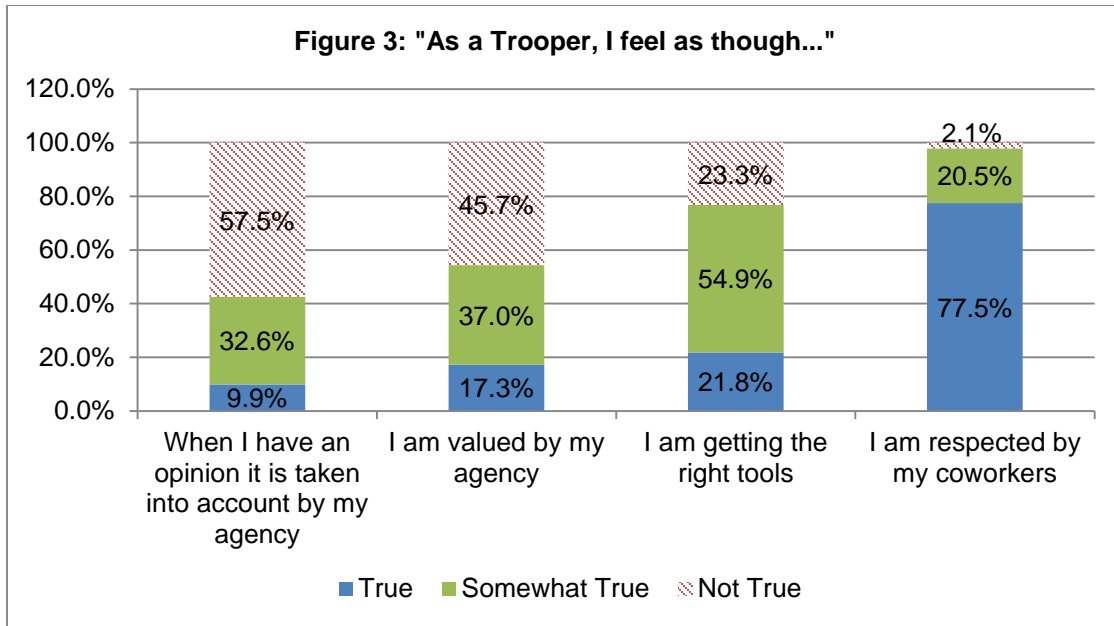
As seen in **Table 34**, almost 100 percent of former Troopers responding to the survey (one did not answer this question) indicated that WSP management was a very important or important factor in their decision to leave the agency. Similarly, 90 percent of former Troopers said that “not feeling valued by the department” was a very important or important reason for leaving.

While not as high as the results above, 33 percent of commissioned respondents indicated that agency leadership was a top reason for their departure in the 2015 exit interviews conducted by WSP staff.

Satisfaction of Current Troopers. Nearly 38 percent of current Troopers who responded to the survey provided additional comments regarding their job satisfaction. Of these comments, 89 percent indicated dissatisfaction with WSP management. Specific complaints included the following perceived concerns:

- ✓ Lack of communication between management and Troopers
- ✓ Lack of understanding of Trooper work on the part of management (management is “out of touch”)
- ✓ Excessive focus on numbers (output) rather than law enforcement results (outcomes)
- ✓ Perceived mistreatment of Troopers by management
- ✓ General lack of leadership
- ✓ Current vacancies increasing workload and limiting the availability of specialty assignments
- ✓ Insufficient “tools” for the job including: radio system coverage, use of cell phones, moving radars in every car

These specific issues are also mirrored in other responses from current Troopers. Only 17 percent of current Troopers feel it is “true” that they are valued by the agency, while less than 10 percent agree that it is “true” that their opinion is considered by the agency. **Figure 3** provides responses on key feelings Troopers have about the agency. Of note, and also reflected from separated Troopers, there is a high regard for fellow Troopers, indicating that the primary satisfaction issue is with the WSP management, and not at the peer-to-peer level.



Trooper work goals – output vs. outcome. Through both direct interviews and comments provided in the surveys, many Troopers expressed the view that the current system of goal setting used by the WSP is counterproductive and damages employee morale. The system currently sets specific targets by District for tickets and stops across six primary areas: driving under the influence (DUI), speeding, aggressive driving, suspended driver arrests, seatbelt use, and use of a cell phone.

There is the perception that these goals have remained constant even as Trooper staffing levels have fallen due to increasing vacancy rates. There is also a belief that this focus on output (e.g., tickets and arrests) is inappropriately used as a proxy for outcomes (e.g., reducing traffic deaths or injury accidents). Some representative comments include:

- ✓ *The Patrol "is so numbers driven it has lost touch with what we are really to do."*
- ✓ *"The Patrol is a numbers based agency, which I understand, however it has gotten to the point that I start my shift stressed out because I don't think I will get in the right number of stops for the right reasons."*
- ✓ *We are a numbers driven agency that focuses on data rather than actual results.*

This perceived focus has the effect of creating a distance between the Troopers and management, contributing to overall morale issues within the WSP.

Schedule and Shift Determination. The WSP schedule calls for nearly all FOB Troopers to rotate between night shift and day shift, and to rotate days off every 28 or 56 days, as shown in **Table 35** below. This mandatory rotation generally moves existing detachment staffing without consideration of vacancies, workload impacts, or volume of calls for service. Additionally, the standard work week, by collective bargaining agreement language, is five eight-hour days.

Alternative shifts are allowed in some Districts under provisions outlined in the CBA with the WSPTA, and most District offices have instituted four ten-hour day schedules.

Table 35: WSP Field Force Shift Rotation Schedule

Detachment	56 Day Rotation		56 Day Rotation	
	<i>Cycle 1 (28 days)</i>	<i>Cycle 2 (28 days)</i>	<i>Cycle 3 (28 days)</i>	<i>Cycle 4 (28 days)</i>
A	Day Shift Tue-Fri	Day Shift Fri-Mon	Night Tue-Fri	Night Shift Fri-Mon
B	Night Shift Tue-Fri	Night Shift Fri-Mon	Day Shift Tue-Fri	Day Shift Fri-Mon
C	Day Shift Fri-Mon	Day Shift Tue-Fri	Night Shift Fri-Mon	Night Shift Tue-Fri
D	Night Shift Fri-Mon	Night Shift Tue-Fri	Day Shift Fri-Mon	Day Shift Tue-Fri

Many current Troopers indicated that the current WSP work schedule and the way shifts are determined are points of concern. This rotation is viewed to negatively affect Trooper sleep patterns and to make it difficult to plan for family obligations and the schedules of working spouses. This issue has also surfaced in several recent exit interviews with Troopers leaving for other law-enforcement agencies. Most Troopers indicated that they would like to move to a shift bidding schedule, in line with other local law enforcement agencies (**Table 36**).

Respondents indicated that they would prefer a 10-hour shift with four days on and three days off (“4/10” schedule) with a fixed shift and days off schedule. Of the local agencies benchmarked, only two – King and Pierce County Sheriff’s Offices – have a 4/10 schedule. While most other benchmarked agencies have a longer shift than WSP, most have schedules that require officers to work five days straight before receiving days off.

Table 36: Washington Law Enforcement Shift Schedules and Determination

	What is the current patrol work schedule?	How are shifts determined?
Washington State Patrol	8-hour shifts 5 days on/2 days off	Rotating Shifts
Kennewick	12-hour shifts 3 days on/2 days off/ 2 days on 3 days off/2 days on, 2 days off	Rotating Shifts
King County	10-hour shifts 4 days on/3 days off	Shift Bidding Seniority
Pasco	10.67-hour shifts 5 days on/4 days off 5 days on/4 days off 5 days on/5 days off	Shift Bidding Seniority
Pierce County	10-hour shifts 4 days on/3 days off	Shift Bidding Seniority
Seattle [1]	9 hour shifts 4 days on/2 days off	Rotating Shifts
Snohomish County	12-hour shifts 4 days on/3 days off	Shift Bidding Seniority
Spokane County	12 hour shifts 3 days on/ 2-3 days off	-
Tacoma	-	-
Vancouver	10.5-hour shifts 5 days on/4 days off 5 days on/4 days off 5 days on/5 days off	Shift Bidding Seniority
Yakima	-	-

[1] Seattle: The schedule for employees working a 9 hour day shall be adjusted to provide an average of 102 hours of delayed furlough time.

State Benchmark Agencies

Three of the six benchmarked agencies (Michigan, Minnesota, and Ohio) use shift bidding (the ability to assign shifts based on preference and seniority) to determine shifts, while three other agencies (California, Arizona, and Pennsylvania) determine shifts by seniority.

Minnesota also uses rotational schedules for day and afternoon shifts, and in highly populated areas, night shifts are assigned on either a voluntary basis or by reverse seniority. Only Pennsylvania indicates using a rotating shift system similar to the WSP.

Uniforms. The current WSP uniforms were last redesigned over 50 years ago and have not been updated since. Both separated and current Troopers indicated that the uniform is something they disliked and caused issues with the performance of Trooper duties. The standard issue uniform is seen by Troopers as non-functional and uncomfortable for the work they do. Additionally, the

wool uniform is difficult to maintain. Current Troopers indicated that they would prefer a modernized uniform with an external vest.

To the extent that the uniform is out of touch with modern standards and tastes, it can also hinder recruitment efforts in terms of being attractive to potential applicants.

Findings and Recommendations

Finding #1: A majority of the Troopers and Sergeants surveyed indicated management and morale issues within the WSP. These perceptions have led to job dissatisfaction and have magnified pay issues.

Recommendation 1.1 The State should commission an organizational assessment to identify specific management strategies and recommendations that will improve overall engagement with line staff.

Cost: The cost of an organization study will vary based on scope, but should be in the range of \$75,000 to \$150,000. Analysis and surveys from this JTC study should help to defray the cost of a future analysis more directly focused on improving Trooper engagement.

Implementation Hurdles: Funds needs to be appropriated by the Legislature. The study will work best if WSP management actively works with the study consultant to implement changes.

Finding #2: Both separated and current Trooper surveys indicate a perceived disconnect from the realities of day-to-day field operations on the part of some supervisors and upper management. This disconnect appears to be contributing to the recent resignations of Troopers for other law enforcement agencies.

Recommendation 2.1 The WSP executive staff should work with its Human Resource Division and/or the State Human Resources Division within the Office of Financial Management to conduct performance evaluations,²¹ of all management staff with the rank of Lieutenant and above. This should include 360 degree reviews. The results of these evaluations should be used to identify opportunities to improve management performance.

Cost: The cost of performing evaluations and 360 degree reviews should be minimal; however, such an undertaking can be time consuming and will create an expectation of change within the agency.

Implementation Hurdles: The WSP executive leadership must be willing to undertake and act on this type of performance evaluation.

Finding #3: A focus on outputs with FOB Troopers (e.g., specific goals for traffic stops) as a measure of Trooper performance is contributing to a disconnect between Troopers and management, as well as a perception that management does not understand the difficulties of the Field Force Trooper job.

²¹ A 360 degree review solicits feedback from the manager, subordinates, superiors, and peers.

Recommendation 3.1 Performance metrics provide important feedback, and their active use should be continued, but refined. As this occurs, and as specific measures are reevaluated, the WSP executive team should reinforce the focus of Trooper work activity around improving public safety outcomes (e.g., reduced traffic fatalities) rather than focusing on specific enforcement outputs (e.g. issuing tickets).

Cost: No identified cost.

Implementation Hurdles: Must be embraced by WSP executive staff.

Finding #4: Survey responses of current Troopers identified a significant concern regarding the suitability of the current uniform design for field work. Advances in the characteristics and performance of law enforcement uniforms have changed over time, but the WSP uniforms have not been updated since they were designed prior to the 1960s. The WSP is now reviewing options for modern wash-and-wear fabrics, and is planning a more comprehensive review of uniforms in the near future.

Recommendation 4.1 The WSP should engage commissioned employees across all ranks to review uniform options and recommend changes to style and fabric for executive management consideration. Engagement of Troopers in this evaluation can begin to address the communication problems identified in the survey responses of current Troopers.

Cost: Moving to new uniforms will have a one-time cost of approximately \$1.67 million to replace all components for the current 1,005 commissioned staff who wear a uniform (approximately \$1,660 per employee).

Implementation Hurdles: The WSP executive team is currently reviewing uniform options. Funding will need to be appropriated by the Legislature.

Finding #5: The WSP Field Force schedule calls for rotating between night shift and day shift every 28 to 56 days. Alternative shifts are allowed in some Districts under provisions outlined in the collective bargaining agreement (CBA) with the WSPTA. Troopers do not gain more control over their schedule with greater seniority, and the current practice of shift rotation does not take into consideration staffing requirements based on call volume or other measures of workload activity.

Recommendation 5.1 WSP management should encourage the development of experimental shifts - designed by detachment personnel - to create more stability in and Trooper control over choosing their schedules.²² Experimental shifts might include an annual shift bid by seniority with fixed shifts and days off. This could potentially help to reduce fatigue and improve work

²² In accordance with section 12.11 of the collective bargaining agreement

week efficiencies of a 4-10 schedule.²³ This type of schedule may not fit all Districts, and remote areas of the State may require alternative schedules. Most local and state benchmark agencies use shift-bid schedules.

Cost: Different schedules could result in more or less overtime depending on how they are implemented. No cost is projected at this time.

Implementation Hurdles: Requires support from WSP management at HQ, Districts and Detachments (group of Troopers assigned to a specific geographic location within a District).

COMPENSATION

Among separated Troopers, compensation was also cited as a key reason for leaving the WSP. Nearly 79 percent of separated Troopers indicated that better pay was “very important” or “important” in their decision to leave the WSP.

This dissatisfaction with pay is also reflected in the results from WSP exit interviews conducted January through August 2015. Of the 27 commissioned officers who were interviewed, 41 percent indicated that their salary was a reason for their departure. Similarly, 63 percent indicated that their salary was one of the top five things they liked least about working for WSP.

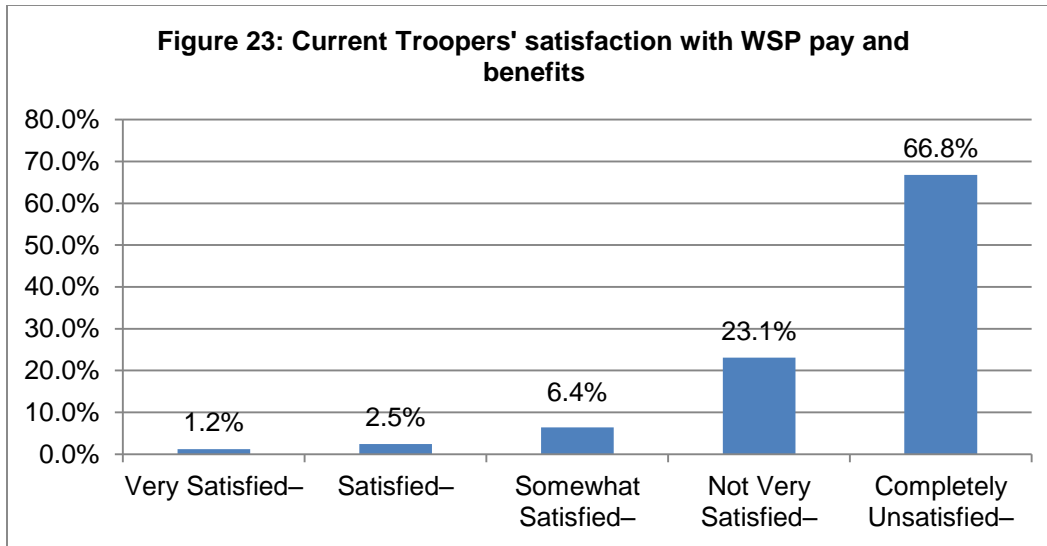
As detailed in Chapter 1, WSP does indeed lag other local law enforcement agencies in terms of total direct cash compensation, inclusive of base salary, longevity pay, shift differential pay, holiday pay, and other allowances such as for uniforms. In fact, the WSP ranks last among the 10 jurisdictions surveyed at 25 years of service. While the WSP offers additional opportunities for cash compensation such as overtime, specialty pays, educational incentive pay, and geographic assignment pay, the WSP still consistently ranks at or near the bottom of the comparison group when such pays are included in compensation.

Comparative total direct cash compensation among local law enforcement agencies in WSP Districts where Troopers are leaving in large numbers (Districts 1, 2, and 7) ranges from 3.9 percent (Snohomish County) to 17.3 percent (Seattle) above WSP pay, inclusive of geographic pays provided to Troopers in those areas.²⁴

Furthermore, current Troopers indicate even greater dissatisfaction with pay than separated Troopers. Nearly 90 percent of incumbent Troopers indicated that they are “not very satisfied” or “completely unsatisfied” with their pay in relation to other law enforcement agencies (**Figure 23**).

²³ Amendola, Karen L, David Weisburd, Edwin E. Hamilton, Greg Jones, and Meghan Slipka. The Shift Length Experiment: What we Know About 8-,10- and 12-Hour Shifts in Policing. The Police Foundation, 2011. Available at www.policefoundation.org

²⁴ Compared to WSP total direct cash compensation at 5 YOS



While almost all employees in every organization would like to be paid more, the level of compensation dissatisfaction at the WSP – viewed in tandem with recent recruitment and retention difficulties – is of concern.

Opportunities to Promote. Opportunities for promotion provide further incentive to remain at an agency in order to advance one’s career and earn additional compensation. Fifty percent of separated Troopers indicated that better promotional opportunities elsewhere were very important or important in their decision to leave the WSP. Many of these comments indicated frustration with perceived limited opportunity to promote beyond the Trooper level at the WSP.

Figure 24 indicates that 67.7 percent of current Troopers are somewhat to very satisfied with the opportunities to promote, while 32.3 percent are either not very satisfied or completely unsatisfied. This represents a higher percentage of satisfaction than for separated Troopers.

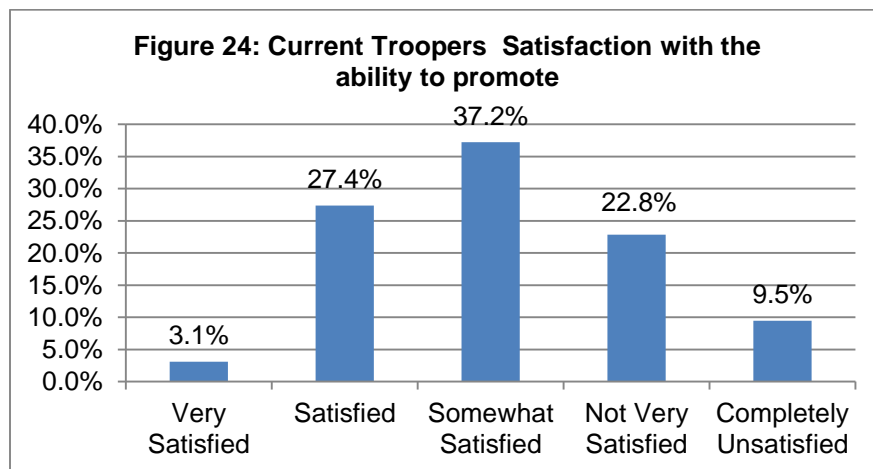


Table 37 shows that one in four current WSP employees are in supervisory ranks as of October 2015.

**Table 37: Supervisory Rank Headcount
(as of 10/31/2015)**

Rank	Count
Sergeant	146
Lieutenant	41
Captain	21
Assistant Chief	2
Deputy Chief	1
Total Supervisory Employees	211

The promotion process used by the WSP is codified in the current collective bargaining agreement. Greater weight is given to a 3-part personal assessment (detailed below) over the written examination. When preparing a list of applicants eligible for promotion to Sergeant, WSP management considers the following elements, weighted as indicated in parentheses:

- Assessment Center – rapid fire questions (one minute responses), meeting with subordinates with question and answer period, and a presentation on a directed topic (65%)
- Written Examination (15%)
- Promotional Evaluations (12%)
- Education (5%)
- Seniority (3%)

The top seventy Troopers emerging from this process are deemed eligible for a Sergeant position and are put on a list of promotion-eligible employees that is maintained for two years. WSP reports 35 to 55 Troopers are promoted to Sergeant every two years.

If on a promotional list, WSP policy allows a Trooper to turn down a promotion that will cause him or her to move, and retain his/her position on the promotional list. However, in actuality if a Trooper does not want to move from a District location for a promotion, there is uncertainty about whether or not a future promotional opportunity will materialize.

Promotions always create “winners” and “losers” and it is virtually impossible to avoid generating some dissatisfaction. Two-thirds of the survey respondents are satisfied with the promotion process, one-third is not. Of that one-third, seventeen provided comments regarding promotional opportunities. Representative comments were:

- ✓ *“I have to move to promote”*
- ✓ *“Promotional test procedures are a joke, no peer evaluations is ridiculous!”*

- ✓ *“I do not like the way WSP promotes. Seem [sic] like we weigh a lot of the promotion on the written test and not the personality of the to be Sergeants.”*

Overall, reported concerns regarding the promotions process covered a range of issues – from perceived favoritism to moving – with no single issue emerging as a systemic problem.

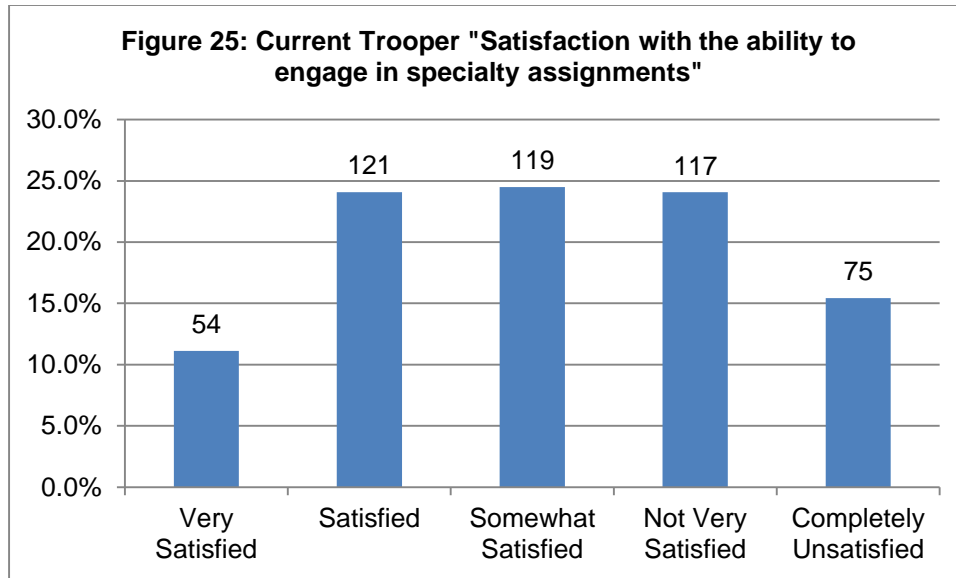
Availability of Specialty Assignments. The ability to obtain a specialty assignment (detective, SWAT, bomb squad, canine handler)²⁵ provides Troopers with the ability to pursue variety in their work, as well as additional compensation that might incentivize remaining with the agency. Ninety-five percent of Troopers indicated that the ability to do a variety of specialty jobs was the aspect of their position that they liked the most.

Current Troopers were split on the availability of specialty assignments, with about 39.5 percent indicating that they were not very satisfied or completely unsatisfied with assignment availability and 51.5 percent being somewhat to very satisfied (**Figure 25**). Comments indicate that staffing shortfalls and the ability to hold a specialty assignment for an unlimited period of time limits the ability of many Troopers to hold a specialty assignment.

Specific comments regarding the availability of specialty assignments included:

- ✓ *“The fact that command staff (Lt and above) believe specialty sergeant positions should be on the west side of the state. They are missing out on great east side troopers/sergeants!!!”*
- ✓ *“Specialty positions (detectives) should not be allowed to hold a position for more than 5 years.”*
- ✓ *“The ability to move around within the agency as far as different positions besides a Trooper working the road. Due to the staffing shortfalls, many specialty positions such as detectives which is one of the main reasons I joined the patrol, are going unfilled due to the needs of the road.”*

²⁵ More detail regarding specialty pay can be found in the Chapter 2 (Trooper Compensation)



Among FOB Troopers who left the WSP from 2010 to 2015²⁶, only 27 held specialty assignments at the time of separation (**Table 38**). The majority of these Troopers had 20 or more years of service and 18 retired from WSP. That means more than 75 percent of Troopers who left for other law enforcement agencies did not receive any specialty pay. Receiving such pay reduces the difference in compensation between the WSP and other law enforcement agencies and can be a deterrent to leaving the agency.

**Table 38: Field Force Trooper Specialty Assignments at Separation by Tenure
2010-10/312015**

	Count	Percent Total
0-5 YOS	1	3.7%
6-10 YOS	3	11.1%
11-15 YOS	4	14.8%
16-20 YOS	2	7.4%
20+ YOS	17	63.0%
Total	27	100.0%

Overall, specialty and certification pays are not a large part of the FOB-Trooper pay package, at 0.5 percent of overall base pay (**Table 39**). In fact these pays are more prominent in other WSP Bureaus using Troopers. While the opportunity for these pays is present, the reality for the Field Force Troopers of receiving these pays is limited. Pay for shift differential, geographic pay, and overtime are much larger factors in overall cash compensation.

²⁶ Includes retirements, resignations, deaths, and other reasons for separation

Table 39: Trooper Compensation by Type and Bureau (2015 Actuals)

Compensation Item	FOB	% of Base Pay	All Other Bureaus	% of Base Pay
<i>Base Pay</i>	\$40,854,249	--	\$21,076,575	--
<i>Shift Differential</i>	\$822,047	2.0%	\$122,709	0.6%
<i>Other Comp (FTO/Acting Pay)</i>	\$357,289	0.9%	\$130,399	0.6%
<i>Overtime</i>	\$4,079,195	10.0%	\$2,599,298	12.3%
<i>Geographic Pay</i>	\$811,050	2.0%	\$494,283	2.3%
<i>Educational Incentive Pay</i>	\$527,052	1.3%	\$269,877	1.3%
<i>Specialty and Certification Pays</i>	\$191,735	0.5%	\$437,302	2.1%
TOTAL	\$47,642,616	16.6%	\$25,130,442	19.2%

Voluntary Overtime in FAS. Mandatory overtime for WSPRS members is counted in final annual salary (FAS) for purposes of calculating pension benefits. Voluntary overtime – any overtime for which a Trooper must put their name on a list or “raise their hand for”, including outside overtime – is not added into the FAS calculation. LEOFF members do not have this same limitation in calculating FAS.²⁷

This difference in what is included in FAS between WSPRS and LEOFF members has been raised as a concern by the Washington State Patrol Troopers Association (WSPTA) leadership and was mentioned by eleven Troopers in survey comments. Adding voluntary overtime to FAS, however, goes against the national trend in calculating FAS for pensions. The issue of voluntary overtime in FAS is an economic concern for those nearing retirement, but did not show up as an important factor related to retention of current Troopers. Additionally, adding voluntary overtime to FAS would not likely impact how long a Trooper stayed in the WSP after becoming retirement-eligible, as any additional FAS from voluntary overtime could be included prior to reaching 25 years of service.

Findings and Recommendations²⁸

Any new WSP compensation strategy will need to balance goals for compensation competitiveness with financial affordability and sustainability considerations, and also reflect important employee and management concerns exchanged at the bargaining table. In this context, the concepts below illustrate how a range of ideas and approaches might be applied on a comprehensive and coordinated basis to help address WSP recruitment and retention:

²⁷ Washington State Department of Retirement Systems, Law Enforcement Officers’ and Fire Fighters’ Plan 2 Member Handbook, August 2015.

²⁸ All matters of compensation are subject to negotiations with the WSPTA and must be determined to be affordable for the State by the Office of Financial Management (OFM). If the State and WSPTA cannot agree on compensation levels, they can become a matter of interest arbitration. The findings of the arbitrator are then taken into consideration by the legislature in making final compensation decisions. An arbitrator’s findings are not binding on the State (local law enforcement agencies are covered by binding arbitration, which generally results in higher compensation levels, as final compensation decisions are made by the arbitrator and not the governing body.

Illustrative Long-Term Compensation Strategy

All Troopers:

- Adjust geographic assignment pay in regions of high attrition
- Roll selected premium pays and differential into base
- Provide future across-the-board wage increases to further improve overall pay competitiveness, calibrating the size of such adjustments to take into account the impact of the initiatives outlined above

Early-Career Troopers:

- Improve Cadet and early step pay with funding in part derived from extending the pension eligibility age requirements for future hires coming into this new pay progression

Mid-Career Troopers:

- Establish Senior and/or Master Trooper classifications to provide more compensation and additional opportunities for advancement

Retirement-Eligible Troopers:

- Provide retention bonus, increased longevity pay, or targeted pension benefit enhancements to encourage longer tenure

Finding #6: The WSP compensation package plays an important role in the overall job satisfaction of WSP Troopers and is a major factor cited in recent separations from the WSP. Further, current Troopers also cite pay and benefits as an issue that could move them to leave the WSP (both retirements and resignations) in the near future. Designing a compensation package that is both competitive and affordable by the State is a difficult balance to achieve and maintain. The compensation package affects not only current Troopers, but it is a factor in the WSP's recruitment efforts. Increasing and better packaging pay for Troopers will improve the comparison with other agencies when competing for new recruits.

Setting competitive and sustainable compensation levels is an art more than a science. For the WSP, other State Patrol agencies are good comparisons when looking at similar job duties and long-term career progression. At the same time, Troopers have left the WSP primarily for local law enforcement jobs, and many prospective law enforcement candidates will consider both local police agencies along with the WSP. Accordingly, taking local compensation competitiveness into account is prudent, given current WSP recruitment and retention challenges.

Recommendation 6.1 Working with the Office of Financial Management, WSP should **develop a long-term compensation plan** to address issues of pay competitiveness within the context of the State's ability to pay. Creating such a compensation plan, even if it takes several years to

fully fund and achieve, can help to address existing dissatisfaction and concerns. While there will be appropriate constraints on what can be included within such a longer-term compensation plan (e.g., internal equity considerations across State agencies, the overall level of resources available for the WSP, and the need to receive legislative approval for compensation increases), having a plan will allow Troopers to know that they are moving in a competitive direction and can help to initiate productive discussions on the compensation levels needed to sustain FOB Trooper levels.

Findings and recommendations #7 and 8 to follow provide specific ideas that could be included in such a comprehensive compensation plan. Following these findings and recommendations is a further illustration of how such ideas might be aggregated to create an overall competitive compensation strategy.

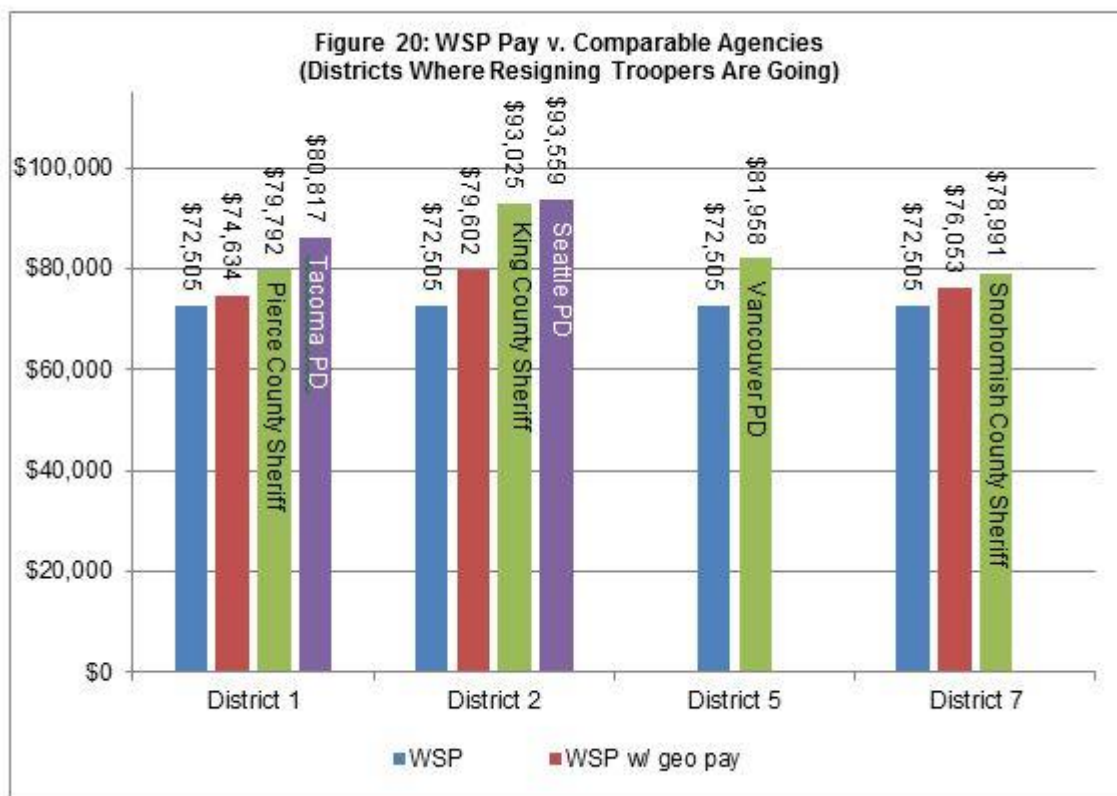
Cost: Based on the total budgeted Trooper and Sergeant positions, each one percent pay increase will cost approximately \$925,000 per year on an ongoing basis inclusive of all pay categories (including a 17% allowance for pension and other payroll costs). Increases at the Trooper and Sergeant levels may cause compression issues at Lieutenant and above that if addressed, would lead to additional costs.

Implementation Hurdles: Increasing compensation levels may require the State to identify new funding for the WSP.

Finding #7: Some District offices have been losing more Troopers than others. This is due in part to Troopers leaving for higher-paying law enforcement positions in or near those same Districts. Currently, the WSP pays a 10 percent geographic differential to Troopers assigned to an office in District 2 (King County), 5 percent in District 7 (Snohomish County) 3 percent in District 1 (Pierce County), and 7 percent at two remote outposts. Despite the increased pay, the WSP continues losing Troopers in Districts 1, 2 and 7 at a high level. Additionally, recent attrition from Districts 5 and 8 has also been high. Attrition from Districts on the eastern side of the state (Districts 3, 4, and 6) is relatively low, both in terms of absolute number of separations and as a percentage of total separations.

WSP is actually progressive when it comes to geographic pay. None of the six benchmarked state patrol agencies provides geographic pay. Beyond this standard survey group, New York State Police does provide geographic pay that ranges from an additional 3 to 5 percent of base pay, similar to WSP's pay for Pierce and Snohomish Counties, but far less than the 10 percent pay provided to Troopers assigned to King County.

At the same time, Trooper base pay in King County with geographic pay factored in is still 16.8 percent to 17.2 percent below that of law enforcement agencies in that region, while WSP compensation is less than 10 percent below comparable agencies (Pierce and Snohomish County Deputy Sheriff's Offices). District 5 Troopers are nearly 13 percent below Vancouver Police Department in cash compensation. As shown in **Figure 20** below, Districts 2 and 5 have the largest difference in cash compensation relative to comparable local law enforcement agencies. Increasing geographic pay in King County and instituting geographic pay in high-cost areas of District 5 should be considered.



Recommendation 7.1 The WSP should **review its geographic pay practices** to both expand counties they cover as well as to potentially increase the rates for geographic pay. Providing higher pay on a geographic basis could provide additional incentive to stay with the WSP for Troopers where pay is a primary issue. This will also help attract new recruits from more populated areas where there are many other law enforcement choices.

Geographic pay should be used to normalize the differences in pay in nearby agencies and reduce the impact of higher cost of living in those areas. Once this is done, general pay raises provide improved compensation competitiveness for all Troopers.

Cost: Increasing geographic pay makes the most sense in King County where pay differentials to the Seattle Police Department and King County Sheriff’s Office are over 15 percent and in District 5 where pay differences to Vancouver are nearly 13 percent. Increasing geographic pay in King County (District 2) will cost approximately \$103,000 per one percent increase (including 17% for pension and other payroll costs). A one percent geographic pay allowance for District 5 Troopers would cost approximately \$63,000 per one percent per year (not all counties of the District will necessarily be included).

Implementation Hurdles: Requires negotiations over the CBA with the WSPTA, and approval by the State Legislature.

Finding #8: The WSP provides opportunities for specialty and certification pays. While these are ways to boost pay for employees who have special knowledge or provide special services, only a small percentage of Field Force employees actually receive these extra pays, and those that do are typically more senior Troopers that would benefit from implementation of various other compensation recommendations. Additionally, the WSP pays a shift differential for Troopers working between 6:00 PM and 6:00 AM. Based on a rotational schedule (described later in this report), shift differentials are received by most, if not all, FOB Troopers and Sergeants. These pays do not show up as base pay or in many pay comparisons with other agencies. The combined cost of specialty pays and shift differential pay is nearly equal for FOB and non-FOB Troopers and Sergeants (see **Table 40** below).

Recommendation 8.1 The WSP should consider **merging specialty pays, certification pays, and shift differentials into base pay**. This will serve to increase the base pay levels presented in pay comparisons, while limiting pay differences among Troopers. This would increase base pay by approximately 2.5 percent. In total, this percent of pay is nearly identical for Troopers and Sergeants in the FOB and other bureaus. Taking pay out of the equation for specialty assignments could also help to reduce issues with accessibility to specialty assignments.

Table 40: Specialty and Certification Pays by Type and Bureau (2015 Actuals)

Compensation Item	FOB	% of Base Pay	All Other Bureaus	% of Base Pay
Base Pay	\$40,854,249	--	\$21,076,575	--
Shift Differential	\$822,047	2.0%	\$122,709	0.6%
Specialty and Certification Pays	\$191,735	0.5%	\$437,302	2.1%

Cost: To the extent that some premiums are not now pensionable or included in the overtime base, shifting such elements of pay could marginally increase pension and overtime costs. If a cost neutral shift is intended, this factor should be accounted for when determining the size of the resulting base pay adjustment.

Implementation Hurdles: Requires negotiations over the CBA with the WSPTA, and approval by the State Legislature.

Recommendation 8.2. Institute a new promotional class of Trooper. The WSP could offer a promotional opportunity for Troopers to an advanced level (a Senior and/or Master Trooper, for example) with additional duties and expectations. This will add a higher-paid, non-supervisory level (or two, if both Intermediate and Advanced levels were established)) that could be reached by accumulating points through various criteria such as education, certifications, tenure, specialties, good record and commendations, and field training officer (FTO) status. Examples of similar structures can be seen in the California Peace Officers Standards and Training (POST) and Texas Commission on Law Enforcement (TCOLE) certification programs.

The result could create a positive track for non-supervisory Troopers to earn higher base salary and advance professionally in the intermediate years of their career. This could also address concerns about limited promotional opportunities and allow Troopers to progress in a single geographic location if they do not want to relocate for a promotion. Such a structure would also align additional compensation with areas of Trooper development that would benefit the WSP, while increasing the overall, top salary range of pay for non-supervisory Troopers.

Cost: The total cost of this recommendation would depend on how many Troopers would qualify into such levels, and whether or not any existing premiums would be folded into the new level (e.g. if points toward Master Trooper status for educational attainment and/or FTO duties were part of advancement under such a program, then existing, separate premiums might be eliminated). For an individual Trooper with 20 years of service each 5 percent promotional step to Senior or Master Trooper would cost approximately \$4,500 per year (inclusive of benefits and other payroll costs), prior to any offset from folding any existing premiums into such a new structure.

Implementation Hurdles: Requires negotiations over the CBA with the WSPTA, and approval by the State Legislature.

RETIREMENT AND PENSION ISSUES

Retirement benefits are an important component of total compensation costs, and changes to pensions can impact the available funding to address other compensation goals. At the same time, the structure of retirement benefits can significantly affect the timing of individual retirement decisions.

The WSP has an interest in retaining Troopers beyond their retirement-eligibility tenure in order to help smooth out the retirement bubble and provide more time to fill the ranks with Troopers coming up through the Academy. Among surveyed current Troopers who plan to leave WSP soon, 31 indicated that they plan to retire. The comments from these respondents indicate that most are planning to retire as soon as they are eligible for reasons linked to both pay and working conditions.

Below are representative comments provided by survey respondents with an expressed intention to retire:

- ✓ *“Have only 3 years until I retire. Would be a waste to leave now. If I was younger I would leave for another agency.”*
- ✓ *“I have too much time on to leave...If I was new I would be looking at teh [sic] local agencies in my area that start out paying around \$1000 more a month”*
- ✓ *“Only because the years I have vested. Otherwise I would leave for much better pay and benefits from other agencies in my area”*

- ✓ *“I am to [sic] far into my career to leave, but have looked at different options to make more money by leaving the agency”*
- ✓ *“If I had less than teen [sic] years on I would look to transfer due to pay and progression of the department. WSP has not been forward thinking for a long time.”*

For many retiring Troopers, pay is a primary issue in their mindset to leave. Current Troopers close to retirement age are staying at WSP despite the fact that some are unhappy. A majority indicate that once they reach the mandatory 25 years of service, they will retire. This is supported by data from the State’s Department of Retirement Systems indicating that most recent retirees have left almost immediately after reaching 25 years of service. Several respondents who indicated the intention to retire as soon as they are eligible stated that they will likely look to continue working at another law enforcement agency.

Retirement Findings and Recommendations

Many of the recommendations addressing overall pay, working conditions, and workload, if implemented, will help to resolve issues with Troopers close to retirement. In addition to those general workforce-related recommendations, the discussion below explores targeted options related to pensions and pay after 25 years of service specifically associated with the retirement-eligible workforce.

Finding #9: The issues motivating current early and mid-career Troopers to resign from the agency are also influencing retirement-eligible Troopers’ decisions regarding when to retire. Despite the fact that they likely have many years of employment opportunity before they want to fully retire, many current WSP Troopers nearing retirement indicated their plan is to stay with the WSP only until they reach normal service retirement requirements (25 years of service). Pay is a major issue for Troopers on the cusp of becoming retirement eligible, and the WSP may need to address this in order to incentivize Troopers to stay on rather than move to a post-retirement job in a different agency.

Options to Consider for Addressing Retention of Retirees

Addressing retention issues related to retirement is complex. With a 25-and-out pension plan, many WSP Troopers are able to leave the Field Force and join other law enforcement agencies or pursue different careers prior to reaching an age where they can no longer effectively perform their duties as a law enforcement officer.

The options provided below are meant to show a range of potential actions the WSP could take to address the retirement bubble now being faced. If these actions are pursued, it will be important to engage Troopers at or nearing retirement eligibility to determine what options would have the most beneficial impact.

Options for Addressing Retention of Retirees

- Increase pay for retirement-eligible Troopers
- Offer a retention bonus
- Increase retirement eligibility to 30 years of service
 - Legislative change required
 - Must include offsetting new advantages for current employees
- Increase pension accrual after 25 years of service
- Evaluate a Limited-Duration DROP (deferred retirement option program)
- Create a Trooper Reserve program

Option 9.1 Increase Pay for Retirement-Eligible Troopers. After 20 years of service, a Trooper does not receive any additional pay increases beyond general cost-of-living increases provided to all Troopers. Increasing pay after 25 years of service can provide an incentive for Troopers to remain in the Field Force. Any pay increase would affect both base salary and FAS over a two to five year period (depending on whether a Trooper is in WSPRS Plan 1 or 2). This would provide an incentive to stay beyond retirement eligibility.

For example, California Highway Patrol provides an additional 1 percent longevity pay for each year of service from 18 to 22 years and an additional 2 percent of longevity pay upon reaching 25 years of service. Similarly, Michigan provides an additional \$180 per month upon reaching 25 years of service and an additional \$250 per month upon reaching 29 years of service. For the WSP, one potential approach could be to provide an additional 1 percent of longevity pay for every year of service above 25, to a maximum of 5 percent.

Cost: Approximately \$50,000 per year per percent of pay, dependent on future wage increases and the number of Troopers remaining in the WSP after attaining 25 years of service. Assuming an equal distribution of 50 to 60 retirement-eligible Troopers spanning 25 to 30 years of service, the annual cost would be approximately \$125,000 per year. In addition, actuarial analysis would be required to determine the net impact on pension costs, taking into account both a higher pension base and the delay in average age at retirement.

Implementation Hurdles: *Increases to pay must be negotiated with the WSTA and approved by the State Legislature.*

Option 9.2 Offer a retention bonus. An alternative to providing longevity pay is to provide a one-time or annual cash bonus for every year after a Trooper stays after reaching retirement-eligibility. Such a bonus would not add to FAS for pension purposes.

Cost: Will vary based on amount of bonus and whether provided as a one-time or annual amount.

Implementation Hurdles: Increases to pay must be negotiated with the WSPTA and approved by the State Legislature.

Option 9.3 Increase retirement eligibility to 30 years of service. Changing the WSPRS eligibility for full retirement from 25 years to 30 years of service (or to a plan similar to the LEOFF eligibility) would more closely align with the pension benefits available to local Washington State law enforcement, would be consistent with longer life spans and working careers, and could generate long-term savings that could help to fund improved cash compensation. At the same time, such a change would result in some future Troopers working longer prior to retirement. Increasing the time required to reach retirement eligibility, thereby increasing average tenure and the proportion of experienced Troopers in active service, should bring more stability to the workforce.

New Employees. Such a change could be implemented by the Legislature for new employees. Senate Bill 5982, introduced in the last legislative session, sought to change full retirement age to 62 with an early retirement option at age 55 with a reduced benefit. If this change were applied to new hires only, the Legislature could apply any current savings in pension costs from the change in benefit, if they materialize, to improve the base pay of Troopers at entry level and post-Academy levels – thereby targeting a key recruitment issue and aligning additional cash compensation more closely with the source of offsetting benefits savings.

Current Employees. Changing the benefit for current employees is more complex, and is likely to require an offset of some sort to implement. The State Supreme Court has held that “changes in a pension plan which result in disadvantage to employees should be accompanied by comparable new advantages”²⁹. Any change to the current retirement eligibility threshold should be considered in conjunction with other possible solutions, such as implementation of a DROP program, discussed below.

Cost: An actuarial analysis would be required to determine the relative costs or savings from extending years of service requirements for WSPRS members. Applying this change in benefits to all WSPRS members would result in the need for an offsetting comparable advantage to the disadvantage of the change. That cost would also depend on the actuarial analysis of the cost of the benefit change to an employee.

Implementation Hurdles: Any change would require a change in State retirement law by the Legislature. Due to State Supreme Court decisions (see footnote below) a change in retirement benefits would require an offsetting advantage for current employees and would likely be subject to negotiations with the WSPTA. Applying this across the board could also

²⁹ *Bakenhus v. City of Seattle*, April 19, 1956 and *Washington Education Association v. Washington Department of Retirement Systems*, August 14, 2014.

result in legal action if the parties disagree over the offsetting advantage for a change in retirement benefit.

Option 9.4 Increase Pension Accrual after 25 years of service. Increasing the pension accrual rate after reaching 25 years of service may be another way to incent retirement-eligible Troopers to remain in the force for several more years. Increasing the accrual rate from the current 2.0 percent to 2.2 percent per year say, would increase the total retirement formula by 1 percent of FAS for a Trooper opting to stay for an additional five years of service—retirement amount increased by 11 percent of FAS vs. a 10 percent increase without this change.

Cost: Determining the cost of this option would require an actuarial analysis by the State Retirement System.

Implementation Hurdles: Any change would require a change in State retirement law by the Legislature, and would be subject to negotiations with the WSPTA.

Option 9.5 Evaluate a Limited-Duration DROP. A Deferred Retirement Option Program (DROP) can be used to incentivize Troopers nearing retirement to stay a few years beyond becoming retirement eligible. These programs also provide current employees close to retirement some certainty regarding their retirement date and allow them to continue to accrue retirement benefits after they have “maxed out” their benefit under their current pension plan.

A concern with DROPs, however, is that they have often not met actuarial assumptions and have weakened pension plan health. Still, such an approach can potentially be structured as cost neutral if actuarial assumptions are met, and could be considered as a tool in this specific instance to address the particularly large retirement bubble projected for the WSP.

Under a DROP program, an employee eligible for retirement continues working, however additional service time and compensation that would have been credited under their retirement system’s benefit formula is credited to a DROP account separate from their retirement plan account. The employee works for a specified period of time under the DROP program, generally three to five years. At the end of this period, the balance of the DROP account, including accrued interest, is paid to the employee in a lump sum. The employee would then begin drawing their defined retirement benefits.

While DROP programs have become common among municipal police and fire retirement systems nationally since their introduction in the 1980s, this approach is not widespread among the other state law enforcement agencies benchmarked for this study. In this survey group, only the Ohio Highway Patrol provides the DROP option to current employees and new hires. Elsewhere, the Arizona Highway Patrol and the Michigan State Police also offer DROP to employees hired before January 1, 2012, but not to current hires.

Table 41: State of Ohio DROP Benefits

	DROP Offered?	Eligibility	DROP Period	Guaranteed Rate of Return
Ohio Highway Patrol	✓	Age 48 with 25 YOS Age 52 with 20 YOS	Enter before age 52: minimum 3 years Enter after age 52: minimum 2 years Maximum of 8 years	N/A (Market-based)

While not common among comparable state law enforcement agencies, the WSP might consider implementing a DROP program to help retain some of the current Troopers who plan to retire as soon as they are eligible. A point of concern with DROP programs is that actual costs are sometimes substantially higher than anticipated at implementation. A potential DROP program must be structured in such a way as to ensure actuarial cost-neutrality and minimize exposure of the pension fund to additional actuarial risk. For example, any provisions for interest earnings on a DROP account should be structured to avoid undue risk of large state subsidies. When DROP earnings are tied to long-term actuarial return assumptions, the pension plan may be required to pay out more than it earned during the two to five years of the DROP.

The project team also recommends that, if a DROP program is considered, it should be established as a short-term pilot that would sunset after a predetermined period (e.g. available only to those within five years of retirement eligibility at the time of adoption). This would allow for management of the currently projected retirement bubble while shielding the State from permanent commitment to the cost risks that come with the program.

A DROP program is only one option among a range of alternatives for creating financial incentives for current cohorts to defer retirement.

Cost: The DROP should be designed to be cost neutral to the agency by freezing defined pension benefits when entering the DROP and then making the same pension contribution amount to the DROP account. Cost risks can arise based on how interest in that account is calculated, as well as changes in behavior among retirement-eligible participants relative to existing actuarial assumptions.

Implementation Hurdles. Instituting a DROP program would likely involve input from the WSPTA and a change in pension laws by the State Legislature.

Option 9.6 Create a Trooper Reserve Program. A Trooper Reserve program could be designed to allow Troopers in good standing at the time of retirement to be reemployed by the WSP in a part time, non-benefit, non-career status performing functions allowed by law and required by the WSP. Unlike a DROP program, a Reserve Trooper would have retired from the WSP and return in a limited status to assist with tasks as defined by the WSP such as security at the Governor’s Mansion, assisting with investigations, additional staffing during special events or enforcement efforts, or any other function that the WSP determines to be

appropriate, in compliance with the law, and not in conflict with collective bargaining agreements. Hiring retired Troopers back to perform background checks and other time-limited tasks is currently done by the WSP.

Cost: The cost is dependent on the number of retired Troopers hired through this program and the number of hours worked. Currently, retired Troopers hired by the WSP are paid \$29.00 per hour.

Implementation Hurdles: No implied promise of employment can be made to any retiring Trooper. A reserve program would need to be structured in such a way to avoid IRS or WSPRS rules regarding post-retirement employment.

IMPACT OF THE COLLECTIVE BARGAINING AGREEMENT

Overall, the collective bargaining agreement has not come up directly as a major issue in the retention of employees, beyond the overall compensation and schedule issues outlined above and in the preceding chapters. Some areas encompassed by the CBA that arose in surveys and/or face-to-face interviews include the following, as addressed elsewhere within this study:

- **Transfers**
- **Vacation Accrual**
- **Specialty Pays**
- **Promotions**
- **Alternative Work Schedules**
- **Distance to Work**

Field Force Troopers with who have a State vehicle must live within 15 miles of the boundary of their assigned geographical boundary. As housing has become more expensive in the urban core, Troopers in these areas are reporting that it is harder to meet this standard and still find affordable housing.

CONCLUSION

Addressing attrition at the WSP is dependent on improving job satisfaction. Job satisfaction includes adequate pay, a reasonable workload, and a supportive workplace. The WSP is experiencing increasing retention pressure, as a retirement bubble and growing resignations to other law enforcement agencies are contributing to rising vacancy rates. The WSP faces challenges from both pay competitiveness with local law enforcement agencies and from morale issues across a majority of Troopers and Sergeants.

To improve compensation competitiveness, development of a comprehensive plan will require further input from State Legislature, the WSPTA, and the WSP itself. As such a strategy is forged, multiple tools and approaches are available, as outlined throughout this chapter. Further,

although pay issues will almost inevitably result in some additional costs for the State, a portion can be absorbed by savings from vacancies until workforce levels are regained – and well-targeted investments can help to maximize the return on any incremental compensation dollars made available.

In parallel, addressing employee morale issues should not carry the same level of fiscal impact, but will still be no less challenging. Progress will require management's willingness to clearly identify and address difficult issues – real and perceived – now affecting the FOB workforce. The WSP needs to actively work to redefine its forward-looking approach to key management concerns, and to take proactive steps to improve Field Force relationships.

Overall, if no action is taken, the WSP will likely continue to see high attrition levels and growing staffing challenges. By addressing both compensation and employee satisfaction recommendations in tandem, however, the pride and traditions of the WSP provide a strong basis for turning around the current trend in resignations and convincing more retirement-eligible Troopers to remain in longer service to the public.

Chapter 4: Issues Affecting Recruitment of State Troopers

INTRODUCTION

Currently the sole source of new Troopers is the Cadets who graduate from the Trooper Basic Academy. In order to meet the replacement demands projected from near-term attrition, the WSP will need to increase the number of Trooper Basic Academy graduates.

This chapter reviews the WSP's recruitment process and outcomes and provides recommendations intended to generate increased interest in becoming a WSP Trooper, to remove barriers from the selection process that weed out too many applicants, and to retool the Academy structure to get more Cadets trained and commissioned as Troopers faster.

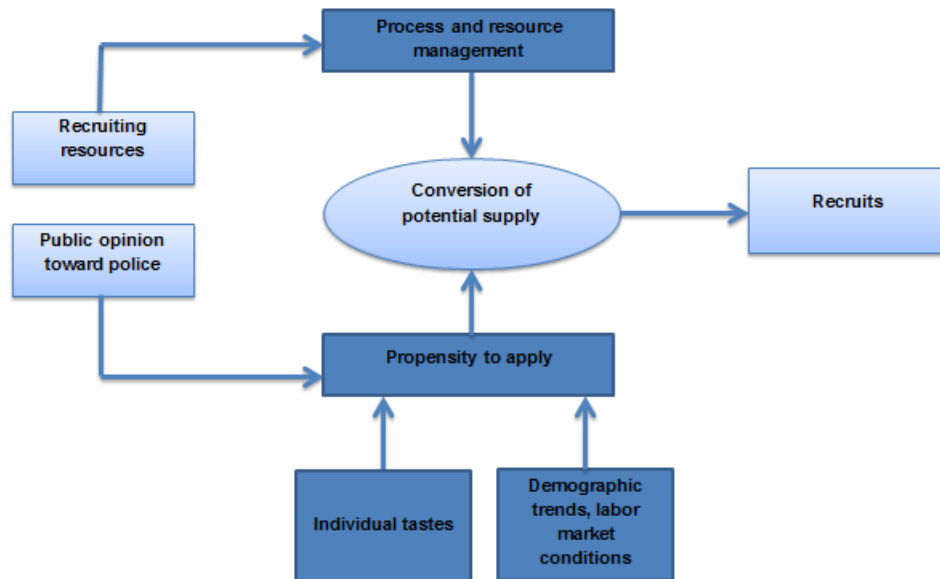
Academy Graduate Needs

As described in the Chapter 1, the coming retirement bubble and continued resignations (even at longer-term historical levels without assuming continuation of a 2015 spike) will place an increasing burden on attracting, training, and commissioning Troopers. As shown in the projection, Field Force levels are expected to fall significantly over the next ten years without corrective action.

Under current practice, the WSP would be expected to conduct 13 Trooper Basic Academies in the next ten years (one per nine months). WSP would make significant improvements in reducing their vacancies over those ten years if two major changes occurred: First, reduce resignations from the spiked level experienced so far in 2015, to historical rates from 1999 – 2013; and second, graduate 10 additional Cadets from each class, (increasing the average graduation rate from 37 to 47 per class). These two changes would bring total Field Force levels (inclusive of Sergeants) to above where they are today, but still lower than the authorized level of 690 Field Force Troopers and Sergeants. Even higher graduation rates and/or more frequent Academies would be needed to fully reach authorized Field Force levels.

RECRUITMENT OVERVIEW

The term recruitment is used broadly in this study to mean the process stretching from outreach to potential applicants to the commissioning of new Troopers after the Academy. As noted in the graphic below, success involves a combination of environmental factors, in many ways beyond the direct control of the WSP, and how the agency's policies adapt and respond to such conditions.



Source: Nelson Lim, Carl Matthies, Greg Ridgeway, and Brian Gifford, "To Protect and Serve: Enhancing the Efficiency of LAPD Recruiting." RAND Center on Quality Policing (2009).

In turn, each step of this process will impact how successful the WSP can be in meeting its ultimate goal of maintaining its authorized workforce with highly qualified, well-trained Troopers.

Recruitment Staffing

The WSP staffs its recruitment efforts with a combination of full-time Troopers at headquarters and part-time Troopers at the District offices:

- Headquarters:** One Sergeant and two Trooper recruiters are assigned to the WSP Human Resources Department (HRD). These personnel are responsible for the overall recruitment strategy and process, and also serve as District 5 recruiters. Additionally, HRD currently employs three polygraph examiners (with three additional on-call backups working in other divisions) and the psychological testing is performed by a staff Psychologist independent of the HRD. The WSP has also recently contracted out the written exam and physical fitness testing. The Background Unit includes one Sergeant, two full-time civil service personnel, five long-term limited duty Troopers (four full-time and one part-time), and 17 part-time, on-call background investigators.
- Districts:** Recruitment duties at the District level are performed on a full-time basis by Troopers in Districts, 1, 2, 3, 7, and 8. Recruiters in Districts 4 and 6 split their time between recruitment duties and other duties. These recruiters coordinate and follow up on recruitment efforts within the District boundaries, identify and attend events, make initial contact with applicants, and schedule all selection-process appointments. The District

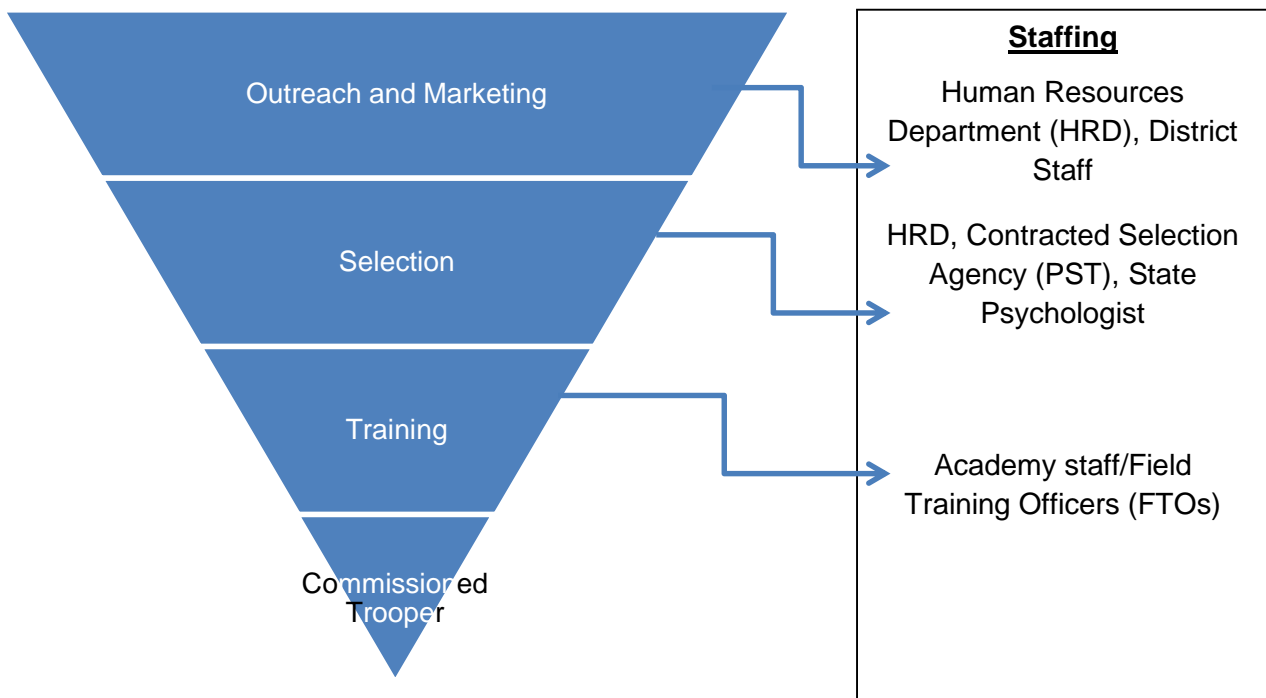
recruiters work with, but do not report to HRD recruitment staff. Recruitment activities at the District level are largely at the discretion of the District recruiters and vary by District.

- **Academy:** The Trooper Basic Academy and Arming Classes have dedicated staff at the Academy facility, located in Shelton, Washington. Additional instructors from other assignments are used to teach a variety of topics during each Academy training session.

Recruitment Process

Recruitment efforts are focused on identifying, selecting, and training new employees to become commissioned Troopers in the WSP. These three phases of the WSP recruitment process are shown in **Figure 26**. Each phase in the recruitment process is important to the next, and how each phase of the process is executed impacts overall recruitment success. Potential applicants are drawn to the agency, in part, by how well the WSP presents itself during the marketing and outreach process. Applicants are influenced by the selection and training processes as well, sometimes self-selecting out, or washing out, during the process based on the perceived “fit” in the organization. The training phase also weeds out applicants who are not a good fit for the organization, which – despite any recruitment pressures – remains important and necessary to ensure the quality of the WSP Field Force.

Figure 26: Phases of the Recruitment Process



In this chapter, we review each of these phases and make recommendations for improvements based on the report findings. The goal of the recommended improvements is to increase the number of applicants who eventually become Troopers.

UNDERSTANDING POTENTIAL APPLICANTS

Important considerations in the recruitment process include how potential applicants view the WSP, and what they want from a law enforcement career. Survey data collected for this study provides a window into the mindset of Cadets and Troopers who chose to join the WSP, including why they joined and what is important to them about being a Trooper. At the same time, parallel CJTC survey data also provides insights into what is important to law enforcement recruits who chose local agencies instead of the WSP, as well as what they are looking for in a law enforcement career.

Benchmark agency responses are also helpful in comparing WSP practices to similar agencies. The project team received benchmarking data from six other State Patrol agencies nationally.

Survey Results: What Attracts Applicants to the WSP?

A key question in addressing recruitment practices is, what are the factors that draw potential Troopers into law enforcement and then into the WSP? Knowing the answer to these questions can assist in designing a more effective recruitment strategy.

The surveys asked current Cadets, Troopers, and law-enforcement recruits from the CJTC what attracted them to law enforcement and why they chose their respective agency (WSP or local law enforcement). The results (**Table 42**) show that consistently half of the law enforcement officers surveyed became interested in this career from a family member or friend. Others come through military service and high school classes. For most, entering law enforcement is a long-time aspiration. Tapping into this aspiration early, with information about a WSP career, should be a goal of the outreach process.

**Table 42: “How did you become interested in law enforcement?”
(All Surveys)**

Survey Group	Options	Percent	Count
WSP Troopers	Family/Friend in law enforcement	50.1%	225
WSP Cadets	Family/Friend in law enforcement	40.6%	26
CJTC Recruits	Family/Friend in law enforcement	50.0%	9
WSP Troopers	Long time aspiration	42.5%	191
WSP Cadets	Long time aspiration	57.8%	37
CJTC Recruits	Long time aspiration	77.8%	14
WSP Troopers	Encouraged by family or friend	23.6%	106
WSP Cadets	Encouraged by family or friend	29.7%	19
CJTC Recruits	Encouraged by family or friend	11.1%	2
WSP Troopers	Job fair	1.6%	7
WSP Cadets	Job fair	7.8%	5
CJTC Recruits	Job fair	0.0%	0
WSP Troopers	School classes	9.1%	41
WSP Cadets	School classes	14.1%	9
CJTC Recruits	School classes	22.2%	4
WSP Troopers	Military service	14.3%	64
WSP Cadets	Military service	-	-
CJTC Recruits	Military service	-	-

WSP Troopers and Cadets. Both WSP Cadets and Troopers report similar experiences when asked how they became interested in the WSP (see **Table 43**). Family and friends in the WSP are most influential, followed closely by unrelated Washington State Patrol employees. In the interview process, several stories were related about how an encounter with a WSP Trooper led to an interest in a career as a Trooper. The WSP website and advertisements had equal impact (at around 15 percent) for current Troopers, with the WSP job fairs having the least impact. Of note, a somewhat higher percentage of CJTC recruits became interested in law enforcement through school classes than did WSP Troopers and Cadets.

The importance of the web site is also particularly significant to newer recruits, with nearly half of current Cadets learning about the WSP through its website – well above the experience of incumbent Troopers hired in earlier periods. The WSP’s website presence should continue to be a focus of marketing and outreach efforts, with an emphasis toward what is attractive to a diverse and contemporary pool of potential applicants.

**Table 43: “How did you learn about/become interested in the WSP?”
(WSP Cadets and Troopers)**

Survey Group	Options	Percent	Count
WSP Troopers	Family/Friend is/was in the Washington State Patrol	50.6%	195
WSP Cadets	Family/Friend is/was in the Washington State Patrol	46.8%	29
WSP Troopers	Washington State Patrol employee	29.1%	112
WSP Cadets	Washington State Patrol employee	24.2%	15
WSP Troopers	Job fair	4.7%	18
WSP Cadets	Job fair	8.1%	5
WSP Troopers	Advertisement	14.8%	57
WSP Cadets	Advertisement	16.1%	10
WSP Troopers	Washington State Patrol web site	15.8%	61
WSP Cadets	Washington State Patrol web site	48.4%	30

In a separate question, Troopers and Cadets were asked if they considered other law enforcement agencies before choosing the WSP: 77 percent of current Troopers and about 69 percent of current Cadets did. The remainder only considered WSP for a law enforcement career.

When asked why they chose the WSP, the reasons provided are varied, as shown in **Table 44** below. Some key factors identified among the responses include:

- The **take-home car** is an important and influential benefit of the job
- Being **quick to hire** yields better hiring results
- Troopers who chose the WSP like the **statewide nature of the job**, but that appeal is less important for the current Cadet class
- **Salary and benefits** had a positive impact on hiring of current Troopers, but less of an impact with current Cadets. Fifty-nine percent of Cadets said the starting salary at WSP was not very important or not at all important in their choice to join the WSP
- The **paramilitary culture** is an important component of the job to 44 percent of current Troopers but to only 19.5 percent of Cadets

**Table 44: WSP Trooper and Cadet Survey Responses
 “Reason I Chose the Washington State Patrol”
 (WSP Cadets and Troopers)**

	Very Important/ Important	Not Very/ No Importance
Take Home Car		
WSP Troopers	75.7%	9.2%
WSP Cadets (answer option not included in survey)	-	-
First Organization that Hired Me		
WSP Troopers	48.6%	39.9%
WSP Cadets	48.7%	43.2%
Ability to Work Anywhere in the State		
WSP Troopers	60.6%	20.3%
WSP Cadets	44.7%	36.8%
Type of Law Enforcement Work		
WSP Troopers	68.6%	13.5%
WSP Cadets	73.8%	16.7%
Benefits		
WSP Troopers	63.4%	10.9%
WSP Cadets (answer option not included in survey)	-	-
Career Salary Opportunities		
WSP Troopers	51.5%	20.5%
WSP Cadets (answer option not included in survey)	-	-
Starting Salary		
WSP Troopers	42.9%	25.2%
WSP Cadets	18.9%	59.5%
Paramilitary Nature of the WSP		
WSP Troopers	44.4%	36.9%
WSP Cadets	19.5%	61.1%
Personal Connection		
WSP Troopers	42.4%	33.6%
WSP Cadets (answer option not included in survey)	-	-
The Way the State Troopers Approach their Job		
WSP Troopers (answer option not included in survey)	-	-
WSP Cadets	67.6%	5.9%
Promotional Opportunities		
WSP Troopers	40.9%	26.0%
WSP Cadets	42.9%	25.0%
Tuition Reimbursement		
WSP Troopers (answer option not included in survey)	-	-
WSP Cadets	22.2%	51.9%

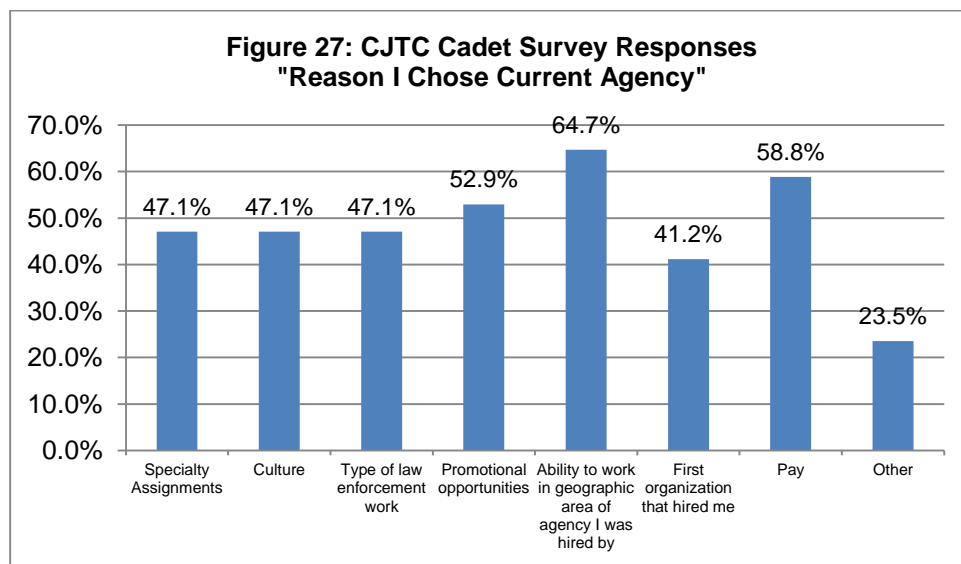
Note: “Neutral” response not shown.

CJTC Recruits. While only 19 CJTC recruits responded to the survey (12.7%), their responses, along with interviews conducted, can provide some useful insight into what drew such new officers into careers in local law enforcement. As previously discussed, CJTC recruits have similar characteristics to WSP Cadets and Troopers in some respects in that they came to law enforcement primarily through connections with family and friends. While generally consistent with the WSP survey, a higher proportion of CJTC recruits also had law enforcement as a long-time aspiration.

More than half of the CJTC respondents considered joining the WSP. An additional 25 percent indicated they did not know enough about the WSP to apply.

The reasons reported by CJTC recruits for choosing a local law enforcement agency are informative as to why the WSP is losing some recruits who also considered the WSP for a career.

- CJTC respondents are more likely to join an agency that will allow them to remain in one geographic area. The statewide nature of the WSP may not be appealing
- Pay is important to a majority, and as shown below. The WSP Cadet pay is lower than that of many competitive local law enforcement agencies
- Considering all of the agencies they applied to, over 40 percent went to the agency that first made an offer of employment
- A majority viewed local law enforcement to have better promotional opportunities, and nearly half were attracted to the type of work performed at the municipal level – typically perceived to offer a broader range of specialty assignments
- Almost half also cited culture as a factor, with some interviewees reporting less interest in what is perceived to be a more formal and traditional work style within the WSP.



Note: respondents could choose multiple responses.

The two considerations at the top of most CJTC Cadets list of importance – ability to work in same geographic location and pay – are discussed below.

Geographic Assignments. The WSP assigns new Troopers to one of eight Districts statewide for initial assignments. The WSP takes Cadet preferences into consideration when making post-academy assignments, but does not guarantee assignments. All of the other State Patrol agencies struggle with parallel challenges associated with responsibility for widespread geographies, but address these issues in different ways, as summarized in **Table 45**.

Table 45: State Law Enforcement Agency Process for Determining Geographic Assignments

Process	
Washington State Patrol	The Academy uses a ranking process to prioritize final assignment requests for Cadets in training. This ranking takes into account a Cadet’s overall performance and special circumstances such as owning a home, spouse’s occupation, current city of residence, and preference.
Arizona Highway Patrol	Troopers are provided a possible list of assignments and they choose their top five preferences. The Lieutenant Colonel of the Highway Patrol division makes final assignments.
California Highway Patrol	Each Cadet is assigned one of four assignment criteria. They are first organized by criteria 1-3 and then criteria 4. Criteria are: 1) Needs of the Department, 2) Hardship: any hardship must have occurred after appointment to the Academy, 3) Home Ownership: Cadets who own their home and live within 60 minutes of desired assignment location, and 4) Seniority.
Michigan State Police	Initial assignments are determined in the 17 th week of the Academy. Management and the Trooper’s mentor during the Academy make assignment decisions based on: 1) Recruit’s GPA during the Academy, 2) Recruit’s family situation (married recruits and recruits with children given priority), 3) Needs of the Department, and 4) Recruit’s preferences for assignment location
Minnesota State Patrol	After testing and background investigations, the highest-scoring 80% of applicants are allowed to choose from available assignments before the Academy begins . Those assignments are put into written agreements between the agency and the applicant and are upheld barring a critical agency need. The available assignments are determined by command staff, based on the needs of the agency at the time.
Ohio Highway Patrol	Cadets are asked which assignment they would like to accept based upon remaining selections at their time of choosing. Initial assignments are then made according to Academy class ranking, which is based on academics, firearms proficiency, physical fitness, and driving score.
Pennsylvania State Police	Cadets are notified which of the 20 groups of Troopers have vacancies. Cadets may select three Troops in order of preference. Assignment to a Trooper group is based on the needs of the Department. Cadets are generally notified of their assignment several weeks prior to graduation . Those assignments are made after all current Troopers are transferred throughout the State. New Troopers must complete one year at their initially assigned Troop before requesting a transfer to another Troop.

Pay. Recruits who consider pay in making an employment decision may find a significant difference between the WSP and the agency they are interested in for entry-level pay. As shown in the **Table 46**, the WSP’s starting salary for Cadets is lower than benchmarked local agencies. WSP’s pay differential lags all other surveyed jurisdictions at the outset of a Trooper’s career, and as described in the Field Force evaluation (Chapter 1), potentially throughout their career.

Table 46: Academy Entry Level vs. Post-Academy Pay

	Academy Rate	Post-Academy Rate
Washington State Patrol	\$46,308	\$51,480 \$56,628 (King County) \$53,024 (Pierce County) \$54,054 (Snohomish County)
Kennewick	\$71,808	\$71,808
King County	\$62,710	\$62,710
Pasco	\$65,208	\$65,208
Pierce County	\$59,817	\$59,817
Seattle	\$55,224	\$69,240
Snohomish County	\$54,891	\$54,891
Spokane County	\$49,629	\$49,629
Vancouver	\$59,136	\$62,088

Note: Primary rate of pay applies for assignment locations other than King, Pierce, or Snohomish Counties. Rates of pay below primary rate include geographic assignment pay for that county.

Face-to-Face Interviews

In addition to the surveys, the project team conducted face-to-face interviews of both WSP Academy Cadets and CJTC recruits about why they chose law enforcement, impressions of the WSP, and why they applied or didn’t apply to be a Trooper. Several themes emerged in these interviews that add additional perspective regarding how the WSP may be viewed by other potential applicants.

CJTC Recruit Interview Themes

- **Cultural Differences.** The WSP culture was an issue for a number of CJTC recruits, particularly, the paramilitary nature of the WSP—both in its Academy and in the field. This is related to a negative view of Troopers being “all business” and paramilitary to an extreme. The example of being expected to make beds with “hospital corners” during residence at the Academy was cited among many similar cultural issues as reflective of a style that steered some recruits away from the WSP
- **Fitness Requirements.** The physical fitness requirements of the WSP were raised as a disincentive to applying to the WSP. As of August 1, 2015, the move to a common testing

company used by most local law enforcement agencies addresses this issue by putting all agencies on equal footing with this test

- **Nature of the Work.** Many recruits mentioned a perception that the work performed by WSP Troopers is all about “writing tickets,” whereas the CJTC recruits were seeking a more proactive, diversified, and community-oriented career in policing.

WSP Cadet Interview Themes

- **Nature of the Work.** Many Cadets mentioned that they were drawn to the WSP due to the nature of the work. This surfaced as related both to what they expected do (e.g., helping people on the highways), and to what they expected not to do (e.g., residential domestic violence calls).
- **WSP Culture.** Many Cadets are drawn to the “elite” professionalism of the WSP Troopers and the paramilitary style of the agency and Academy. There is also a WSP “car culture” that was mentioned (most likely due to the nature of the work) that is attractive to some recruits, but not to others.

Based on these interviews, differences came to light between the CJTC recruits and the WSP Cadets that are important component to consider when looking at the overall design of the recruitment process.

Findings and Recommendations

Finding #10: WSP struggles with attracting candidates who desire to stay in one geographical location, thus limiting the potential applicant pool. This can manifest both in not knowing where they might be stationed once becoming a Trooper as well as the possible need to move in order to promote.

Recommendation 10.1 The WSP should create a system that allows candidates during the initial application process to prioritize district assignments and, prior to employment or early in the training process, to be assigned to a district. This assignment may not coincide with the Cadet’s initial choice if assignments are not available in that location. For example, the Spokane District has over 70 current Troopers who desire to transfer to that district, and it would not be appropriate to place a new recruit there.

Cost: No anticipated cost

Implementation Hurdles: Will require a change in the current timing of the WSP practice to make current Trooper transfer requests prior to placing Cadets. That process will now need to be completed in advance of the hiring for each Cadet class (rather than during the Academy class).

Finding #11: The WSP Cadet enters into the agency at a lower starting salary than he or she will receive when commissioned as a Trooper. The WSP Cadet and Trooper pay levels are low compared to other law enforcement agencies and likely discourage some qualified applicants from applying to the WSP. Competitive agencies (King County, Pasco, Pierce County, Snohomish County, and Spokane County) generally start recruits at the same salary that they will

receive post-Academy, creating a large difference in pay optics during the training period. This puts the WSP at a disadvantage with applicants who weight pay heavily in choosing between job opportunities.

Recommendation 11.1 The WSP should consider increasing pay to levels that improve the WSP's competitive position relative to local law enforcement agencies. Increasing Cadet pay is one way to address this, and movement toward a single rate for the first year of service (both at the Academy and afterward) could be a means to achieve this.

At the same time – given such factors as the global pay disparity between the WSP and competitive agencies, the relatively short time a new hire remains a Cadet, the focus of job seekers on longer-term opportunities, and competing demands for limited budgetary resources – the project team recommends seeking to adjust overall Trooper compensation within a broader strategic framework that encompasses a full career, not just Cadet pay. As addressed in Chapter 3, this may include concepts such as modifying pensions and other benefits to generate savings for reinvestment into higher salaries, reevaluating the optimal level of geographic differentials, and/or shifting of certain premium pays into base salary. In addition, WSP recruitment efforts should consistently highlight any compensation advantages that now exist relative to local law enforcement, such as superior pensions and take-home vehicle privileges less prevalent at the municipal level.

Overall, the competitive position of the WSP pay scale will clearly be a factor in future recruiting efforts.

Cost: Depends on overall change to Cadet and Trooper compensation. Moving Cadets to entry-level Trooper pay alone would cost approximately \$350,000 - \$400,000 per year depending on how many Cadets are hired into the WSP and how long they take to complete the training program.

Implementation Hurdles: *The WSP Chief has the authority to set Cadet salaries within the total authorized budget of the agency.*

Finding #12: The WSP has a carefully cultivated culture that is reflected in recruitment outreach and reinforced in the Trooper Basic Academy. Current applicants to law enforcement agencies, however, are less likely to embrace the paramilitary style of the WSP. Even the WSP's current recruits are significantly less drawn by this factor than were current Troopers when they joined the Patrol. Furthermore, recruits to other local law enforcement agencies cited the WSP culture as a reason that they did not apply to become a Trooper. Even among current Troopers, out-of-date uniforms come up as an area that needs to be addressed.

Recommendation 12.1 The WSP needs to take a close look how it can align its culture to the contemporary approach favored by many current recruits while still maintaining its “service with humility” mission. The issue of cultural realignment impacts the entire recruitment process and is central to other recommendations provided in the Recruitment chapter of this Report.

Cost: Unless the WSP utilizes outside resources to address cultural changes, there is no cost to this recommendation.

Implementation Hurdles: *Culture is difficult to change and can take a concerted effort over many years. A culture change would need to be embraced by WSP's executive management.*

OUTREACH AND MARKETING

The outreach and marketing process encompasses the strategy and tactics employed by the WSP to attract the attention of qualified applicants to the WSP. Once a potential recruit decides to apply to the agency, he or she enters the selection process. The outreach and marketing strategy used by the WSP includes the agency website, advertising in a variety of media, face-to-face interactions through job fairs and specialized on-site recruitment (e.g., military installations and schools), and participation in community events.

This section looks broadly at the WSP outreach and marketing strategy and identifies opportunities to reach a broader group of potential applicants. The review includes looking at strategies from the public sector, municipal law enforcement agencies, and state law enforcement.

The WSP application process is open during a recruitment period that is tied to hiring for a coming arming class, the first step in the training process for a newly-commissioned Trooper. Recruitment periods vary from 4 to 8 months. As a result, the WSP's outreach and marketing efforts must begin well before a recruitment period opens. Currently, the practice of having differing recruitment periods – rather than a consistent, annual timeline – may make it more difficult to get into a rhythm with potential recruiting targets (e.g., schools and military bases).

Table 47: Recruitment Periods, 25th – 29th Arming Classes

	25th Arming	26th Arming	27th Arming	28th Arming	29th Arming
Time Period	4/1/2012-7/31/2012	8/1/2012-4/1/2013	4/1/2013-11/1/2013	11/1/2013-6/30/2014	7/1/2014-1/30/2015
Recruitment Period	4 months	8 months	7 months	7 months	6 months

Outreach and Marketing Activities

A list of outreach and marketing practices in the recruitment process was developed by the California Peace Officer Standards and Training (POST). Comparing this list to current WSP practices provides some context into what the WSP is now doing and where there might be opportunities to expand outreach efforts.

These practices, along with the WSP level of engagement in each of the practice areas, are provided as **Appendix K**. The areas covered under these activities include:

- Developing the Recruitment Team
- Budgeting and Long-Term Planning
- Marketing and Technology
- Alternative Staffing and Employee-Participation

Overall, the WSP has a wide-ranging list of recruiting activities in which it is engaged, including most of the best practices recommended in the California POST list. One area that the WSP has

not engaged in to any great extent is in “alternative staffing and employee participation” activities. Specific areas where the WSP does not engage in these best practices include:

- Youth Cadet or youth corps/explorer programs
- Magnet school programs
- Use of reserve officers
- Use of non-commissioned employees for certain Field Force job duties
- Use of retired Troopers

Engagement in these types of programs can introduce high school students to the WSP and law enforcement in general. It is reported that the WSP ran an explorer program approximately twenty years ago, and Troopers who went through that program are still in the force. Additionally, reaching out to retirees and non-commissioned employees can provide needed support for overall enforcement activity and allow Troopers to spend more time in active patrol on the highways.

Benchmark Agency Best

Practice: The State of California operates an explorer program in the Highway Patrol. The CHP lists this as a best recruiting practice for the agency. Over 17 percent of the current CHP Academy recruits are from the explorer program, and these recruits generally have a higher graduation rate than recruits from the general population.

Marketing Success. The WSP tracks its recruitment process well and provides after-action reports documenting recruiting efforts and statistics; however, there are no comprehensive statistics kept on comparative effectiveness of different marketing and outreach methods used in attracting qualified applicants. This makes it difficult to assess the return on investment of current resources and adjust future investments in recruiting.

Based on the self-report of applicants, **Table 48** shows how applicants for the 28th Arming Class (recruitment held from 11/1/2013 – 6/30/2014) heard about the WSP. Consistent with survey results from this study, the WSP website is the biggest source for drawing attention to the WSP. It is also interesting to note, that while 14 percent of these applicants said their contact was a WSP employee, the overall percentage of hired Cadets and Troopers identifying contact with a WSP employee is much higher (24 percent for current Cadets and 29 percent for current Troopers). This is likely to mean that applicants with a personal connection to the WSP are more likely to be successful in the selection process.

Table 48: Source of Interest in Washington State Patrol: 28th Arming Class

Resource	# of Applicants	% of Applicants
WSP Website	924	31%
WSP Employee	435	14%
Other Website	280	9% (non-WSP)
WSP Recruiter/Event	269	9%
Other media	181	6%
Television	145	5%
Job Fair	108	4%
Newspaper Ad	63	2%
Radio	54	2%
Recruiting Vehicle	16	1%
None of the Above	529	18%
Total	3,004	100%

Application Trends

WSP application trends reflect a high number of initial applicants, but a low percentage of applicants who move successfully through the hiring process to become new Cadets.

Table 49 shows the recruiting results for the last five Arming Classes. The recruiting efforts, and ease of on-line applications, increased the total number of applicants from 1,457 for the 25th Arming Class to 3,423 in the 28th Arming Class, declining to a still-high 2,553 for a somewhat shorter recruitment period that yielded the 29th Arming Class. The increased number of applicants did not translate to proportional increases in the number of applicants hired, however, as the percent of total applicants hired declined.

Table 49: Recruitment Results for 25th – 29th Arming Classes

	25 th Arming	26 th Arming	27 th Arming	28 th Arming	29 th Arming
Time Period	4/1/2012- 7/31/2012	8/1/2012- 4/1/2013	4/1/2013- 11/1/2013	11/1/2013- 6/30/2014	7/1/2014 - 1/30/2015
Recruiting Period	4 months	8 months	7 months	7 months	6 months
Test Locations	Olympia	Statewide	Statewide	Statewide	Statewide
# of Test Dates	17	19	25	30	38
# of Applicants	1,457	2,292	2,153	3,423	2,553
# Hired	38	49	52	50	40
% of Applicants Hired	2.6%	2.1%	2.4%	1.5%	1.6%

These trends indicate that the WSP has a significant outreach program, but is not better-targeting applicants who will eventually be hired as a Cadet. This is likely due in part to the advent of on-line application processes that are available to a wide population of job seekers. The analysis of the selection process also holds some keys as to why a lower percentage of applicants do not make it through the selection process.

Demographics of Recruits

Demographic assessment can provide some insight into where marketing and outreach programs might be targeted. The value of having a workforce that is reflective of the broader community served is that different cultural voices are represented in the Field Force, potentially increasing understanding of different ethnic communities served.

As seen in **Table 50**, the most recent group of WSP Cadets is slightly less racially diverse than the state as a whole; however, the diversity of this class shows that the WSP is attracting applicants in proportions roughly approaching the State’s racial mix. The largest racial under representation is in African Americans.

Table 50: Washington State vs. WSP Cadet Demographic Characteristics

Gender	WA State Population	WSP Cadets
Male	49.8%	87.5%
Female	50.2%	10.0%
Did not state	n/a	2.5%
Race		
White	72.5%	75.0%
African-American	3.4%	2.5%
Hispanic	11.2%	10.0%
Asian	7.1%	10.0%
Native American/Pacific Islander	1.9%	0.0%
Unknown/More than 2 Races	3.9%	0.0%

Note: U.S. Census Bureau, American Community Survey, 2013 3 –Year Estimates; WSP demographics reflect the most recent (29th) Arming Class

Table 50 also illustrates that females are much less represented than males, a trend found in most law enforcement agencies (**Table 51**). For example, Outreach programs to females and ethnic minorities should be a focus of future marketing and outreach efforts. Additionally, the WSP must identify unintended barriers that limit the interest of candidates, particularly women and ethnic minorities. As an example, the project team through interviews with CJTC recruits identified a live-in Academy as a barrier for potential candidates with children, particularly females. This concern was also shared by executives from other agencies with live-in academies.

Table 51: WSP Cadet v. State Law Enforcement Demographic Characteristics

	Male	Female
WSP Cadets	49.8%	50.2%
Arizona Highway Patrol	95.5%	4.5%
California Highway Patrol	93.6%	6.4%
Michigan State Police	90.7%	9.3%
Ohio Highway Patrol	91.7%	8.3%
Pennsylvania State Police	94.3%	5.7%

Note: Demographic figures for state law enforcement agencies reflect the current force, not just Cadets. Data regarding the demographic breakdown of other agencies' Cadet classes was not requested.

Benchmark Agency Best Practice: The State of Minnesota has instituted seminars directed at women joining the State Patrol. Female enlistees speak about specific experience as a woman in law enforcement along with a panel discussion and questions from the audience. The first seminar attracted more than 300 women. Of those women, 14 were given conditional offers of employment. More than 500 women have attended three women's seminars.

Impact of Collective Bargaining Agreement

The project team was asked to evaluate the impact of the collective bargaining agreement (CBA) on the recruitment process. Cadets are not a part of a CBA. Pay and working conditions for Cadets are set by the WSP Chief, and are not subject to collective bargaining.

The project team has also reviewed the Washington State Patrol Troopers Association (WSPTA) agreement, the group which represents Troopers and Sergeants, and did not identify any issues that would impact the recruitment process beyond total compensation levels as will be separately addressed. Other issues that could be related to the WSPTA agreement were not raised in any of the surveys or in interviews with current Cadets.

Findings and Recommendations

Finding #13: The WSP uses traditional law enforcement outreach and marketing strategies that rely on personal interaction between a potentially qualified candidate and WSP personnel. These strategies include job fairs, military installation visits, and general public appearances. While these efforts are worth continuing, the traditional methods generally appeal to those who have some level of interest in law enforcement. Growth in qualified applicants may rely in reaching out to youth, women, and ethnic minorities who may not now consider the WSP a career option. Further,

the benefits of the WSP (take-home car, ability to move to different parts of the state) should be emphasized to help target applicants who will be successful.

Recommendation 13.1 The WSP should develop a comprehensive outreach and marketing strategic plan that expands on the success of current strategies and looks for ways to tap into groups of individuals that do not currently show an interest in the WSP or law enforcement as a career, such as women and minorities. This will require the use of non-traditional marketing and outreach methods.

Cost: Outside consultant support may be valuable in evaluating marketing successes in other locations. Expanded marketing and outreach efforts could need additional resource allocations.

Implementation Hurdles: Staff time is limited, and funding will need to be identified if an outside consultant is utilized.

Finding #14: The most successful recruitment tool is personal relationships with WSP Troopers. To improve on recruitment outside of traditional strategies, many agencies across the country have developed youth-oriented law enforcement academies or magnet schools to create a pipeline of potential candidates starting as early as grammar school. These programs can also be feeders into an explorer program. The goal is to expand personal relationships between department personnel and youth outside of normal channels and then translate those connections into future careers with the WSP.³⁰

Recommendation 14.1 The WSP should consider reinstating the Explorer program or a similar youth outreach program, in order to expose teens to the possibility of a career with the WSP. This may require the expansion of work currently done by recruiters in District offices.

The California Highway Patrol conducts a statewide explorer program (<https://www.chp.ca.gov/chp-careers/explorer>) with programs run out of CHP offices throughout the state. The breadth of the program in Washington would depend on staffing in a District and the interest in championing the program at the District office level.

Cost: Trooper time to manage the program at the district level. Pay for state Administrative Assistant or Program Specialist job classes range from \$15.00 to \$22.00 per hour. Eight people working half-time on the Explorer program would cost up to \$225,000 per year.

Implementation Hurdles: Limited staff resources due to recent attrition issues. Need to address employee satisfaction issues to make this most successful.

Finding #15: Survey results identify WSP personnel as influential in the recruitment process. The ability to expand recruitment relationships will require effort by more Troopers than are currently assigned recruiting duties in the Districts.

Recommendation 15.1 Identify staff who have the skills, ability, and desire to function as both formal and informal recruiters. Not everyone desires to be a recruiter nor does everyone have

³⁰ At the time of high school graduation, students are generally not yet eligible to become Troopers because of the age requirement.

the skills to undertake that role. The pool of Troopers used for recruitment activities should be increased and the role enhanced to include higher levels of youth and community engagement. Additionally, Troopers should be trained, evaluated, and rewarded on recruitment techniques and efforts. The job of recruiting should not be shouldered solely by the recruitment officers, but by all who have the ability to role model, mentor, and coach.

Cost: Minimal cost expected. Requires training time and material.

Implementation Hurdles: Need to address employee satisfaction issues to make this most successful.

Finding #16: Patrol recruitment staff currently poll applicants about how they found out about the WSP, but they do not keep statistics on the success of each outreach and marketing method as they relate to attracting applicants who eventually become Troopers.

Recommendation 16.1 Recruitment staff should continue tracking how applicants find the WSP as well as how successful each outreach method is in terms of yielding new Troopers (for example, a higher percentage of hired Cadets found out about the WSP from the website than did the general applicant population). This feedback spanning the steps from applicant to successful Cadet to Trooper should then be used to inform future outreach efforts and help direct the limited resources of the agency.

Cost: No identified cost.

Implementation Hurdles: None identified.

Finding #17: Potential law enforcement candidates are researching potential employers before applying for a position or accepting a conditional job offer. As identified in survey results, the primary research tool is the website. The WSP website is linear in design and rigid in appearance. The WSP home page showing nine troopers standing erect and not smiling presents an unapproachable image of the WSP. In contrast, the website of the **California Highway Patrol** is graphically appealing and focuses on the many social media links frequently used by potential candidates. An example of a graphically stimulating—through large link buttons—is the **U.S. Secret Service** web site.

Recommendation 17.1 The WSP should redesign its website to engage viewers with an emphasis on creating a positive and welcoming environment. The WSP should include videos that demonstrate the full range of duties performed by the Patrol.

Cost: Varies based on approach used and availability of existing staff. Engaging outside web-design help could be in the range of \$25,000 or more.

Implementations Hurdles: Website changes need to be consistent for the agency, and must be approved, ultimately, by executive management.

SELECTION PROCESS

The selection process is critical in the overall course of recruitment. A selection process that is too slow or too restrictive will result in fewer hires of qualified applicants.

The WSP uses a winnowing process that identifies applicants who do not meet minimum requirements to be a Trooper. This process is similar to other agencies benchmarked for this study, with many standards required by State statute (e.g., physical ability, polygraph, and psychological assessments). The steps in the WSP process are followed by all six state benchmark agencies, with the exception of Minnesota which is not allowed to use polygraph exams by law. The current selection process is shown in **Figure 29** on page 131.

Passage rates at each stage of the selection process vary year-to-year, but remain fairly consistent within each selection category. The project team also obtained information on the selection process and passage rates from the benchmarked State Patrol agencies. Most of the comparator agencies have, for the most part, similar results through the process. One area that stands out as distinct for the WSP, however, is psychological testing – where the WSP pass rate is markedly low. The project team spent additional time researching the psychological testing area, and provides an expanded discussion of this below.

Recent Changes in the Selection Process

WSP Human Resources staff has recently made changes to the selection process that are expected to help expedite candidates through the selection process. These changes include:

- **Use of Public Safety Testing (PST)**, a private agency, for the written and physical ability testing portion of the selection process. This is a service used by most law enforcement agencies in Washington State and allows for more flexibility in evaluating candidates who might also be testing in other agencies.

Use of NEOGOV application. This portal is used for all state job applications and is a common application for use by any law enforcement agency in the State.

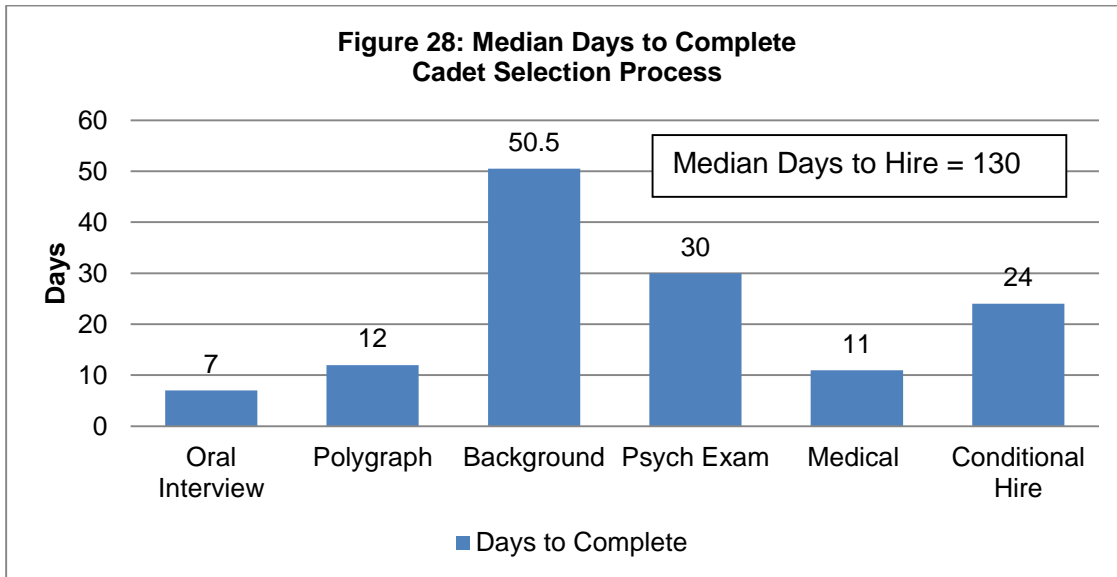
- **Changing the order of the oral interview until after the background check.** This allows staff to focus interviews on candidates who meet the minimum written, physical, and background requirements and allows the ability to offer an immediate conditional offer of employment after the interview.

Process Timing

In a majority of cases, applicants for the WSP are also applicants to other law enforcement agencies. As previously shown, approximately 40 percent of all applicants chose their agency based on where they were first offered a job. This means that the duration of time between application and receipt of a conditional job offer can be critical in securing a Cadet.

The time to complete the selection process varies from applicant to applicant, but on the whole the median time to hire is 130 days, or 18.5 weeks (see **Figure 28**); however, this can be

accelerated as needed and has been completed in as little as 31 days. The primary delays in the process occur during the background check and the psychological testing phases. Overall, the WSP selection process is efficient and moves candidates through at a faster-than-average pace to a conditional hire than do most of the benchmarked State Patrol agencies, with reported times from application to hire of eight to 12 months.



Note: Median days to complete process based on pre-August 1st data. Since then, the oral interview has moved to after the background check.

Table 52 shows the wait times for other state law enforcement agencies.

Table 52: State Law Enforcement Agency Wait Times

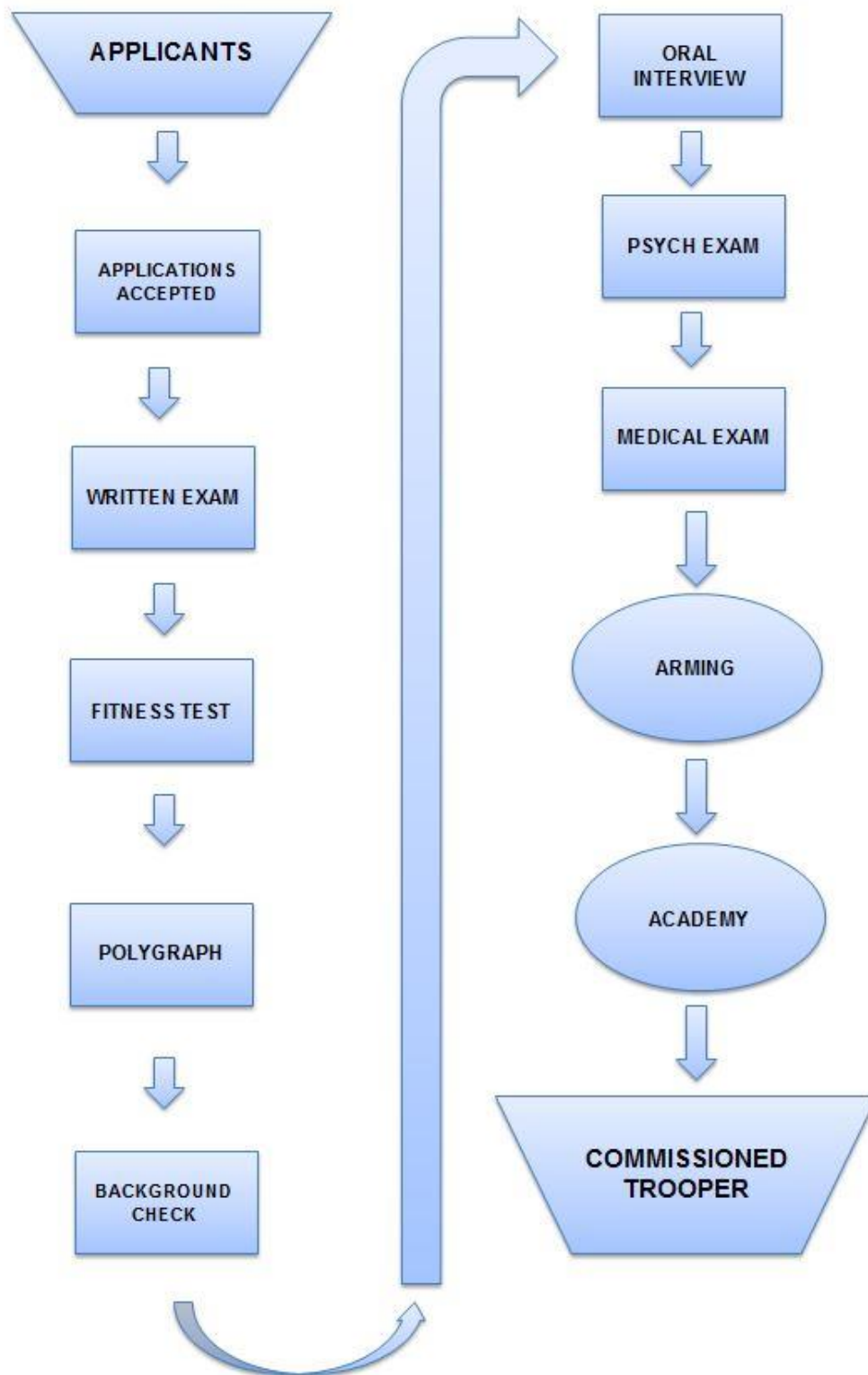
	Wait time between application and acceptance to Academy	Wait time between acceptance into Academy and commission
Washington State Patrol	4.5 months	8.5 to 18 months
Arizona Highway Patrol	N/A	5.25 months
California Highway Patrol	12 months	18 months
Michigan State Police	8 months	5.5 months
Minnesota State Patrol	8 months	3 months
Ohio Highway Patrol	12 months	18 months
Pennsylvania State Police	9-12 months	N/A

Communication with Applicants

Once a prospective recruit submits a written application, District recruitment staff follow up with a phone call to schedule a polygraph test. Throughout the process, all scheduling is handled via phone with District recruiters. Once an applicant is in the NEOGOV system, follow up is provided by email through that system.

Process Steps. With the recent transition to Public Safety Testing (PST) for the written and physical abilities portions of the selection process, pass rates shown in **Tables 53 & 54** are expected to improve. It is reasonable to anticipate that passing rates with the new PST selection process for the written and physical ability tests should be normalized with local law enforcement agencies as illustrated in **Table 53**.

**Figure 29: Current WSP Selection Process Map
(As of August 1, 2015)**



Note: Pre-August process conducted the oral interview prior to polygraph test. Passage rates not available for new process.

**Table 53: Comparative Selection Process Pass Rates Among
State Law Enforcement Agencies
(Average Passage Rates 2010-2015)**

Process Step	Arizona Highway Patrol [1]	California Highway Patrol	Michigan State Police	Minnesota State Patrol [2]	Ohio Highway Patrol [3]	Penn State Police [4]	Average	Washington State Patrol [5]
Written application	89.7%	n/a	95.0%	72.6%	94.9%	n/a	88.0%	77.4% ↓
Physical fitness test	80.7%	76.7%	80.0%	68.0%	75.8%	n/a	76.2%	68.4% ↓
Written examination(s)	62.3%	45.0%	51.3%	68.8%	95.7%	n/a	64.6%	60.9% ↓
Oral interview	53.3%	81.0%	80.0%	49.0%	n/a	n/a	65.8%	74.5% ↑
Polygraph test	n/a	n/a	n/a	n/a	46.6%	n/a	46.6%	55.8% ↑
Background investigation	n/a	48.3%	75.0%	62.0%	73.5%	n/a	64.7%	54.0% ↓
Psychological test	n/a	80.0%	95.0%	70.0%	n/a	n/a	81.7%	64.8% ↓
Medical examination	n/a	90.0%	98.0%	70.0%	n/a	n/a	86.0%	99.4% ↑

[1] Arizona Highway Patrol: Passage rates reflect 2013-2015. All steps in process are followed; however data is limited.

[2] Minnesota State Patrol: Does not administer a polygraph test.

[3] Ohio Highway Patrol: Passage rates shown are primarily for 2013 and 2014. They do not conduct interviews or do psychological or medical testing.

[4] Pennsylvania State Police: No passage rate data provided.

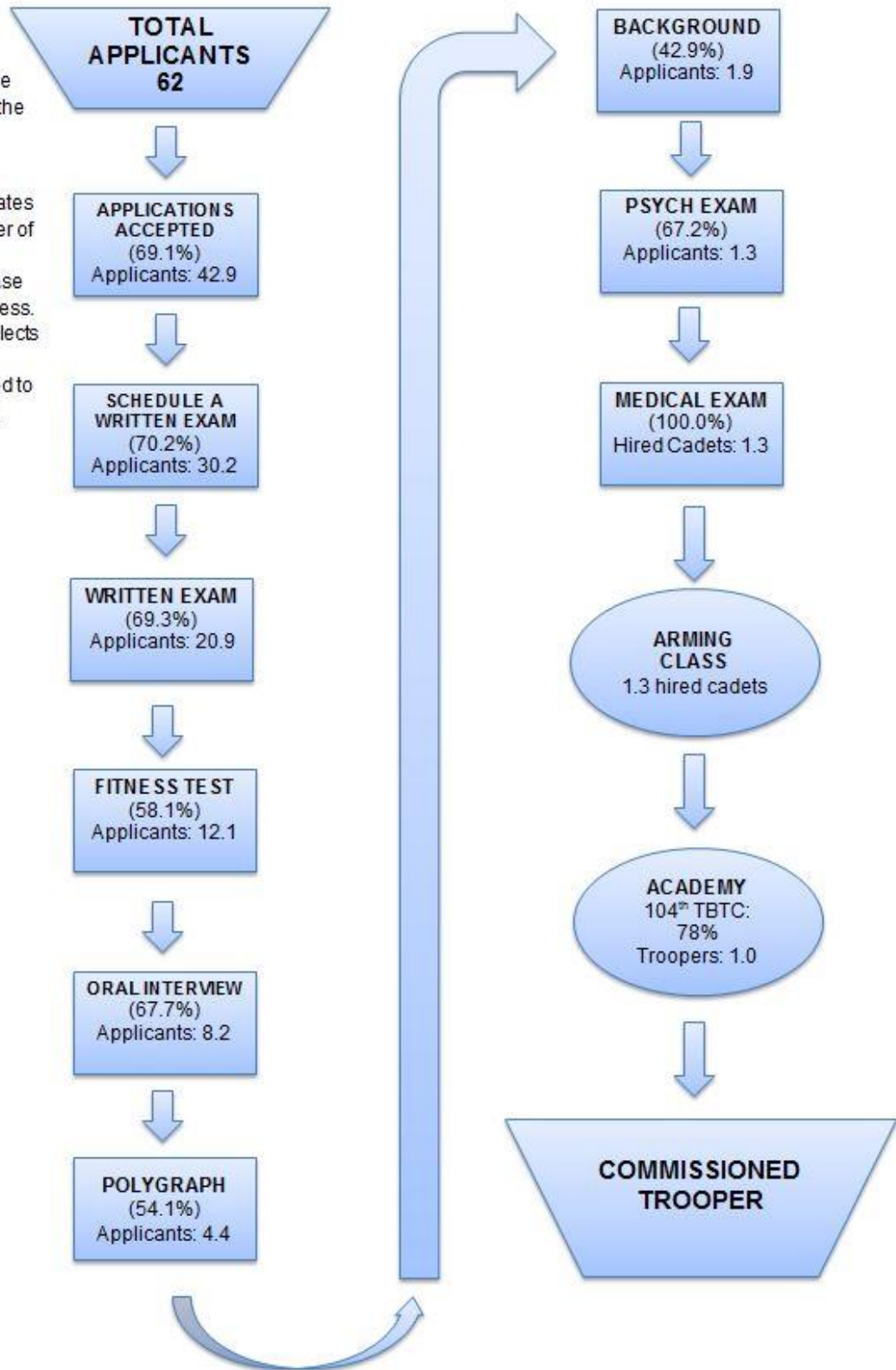
[5] Washington State Patrol: Passage rates are average from 25th through 29th Arming Classes; therefore some passage rates were logged before the August 1, 2015 change in the hiring process.

Figure 30 shows these pass rates in a map of the selection process. Passage rates shown reflect the 29th Arming, which is the WSP’s most recent Arming and the last before the changes to the selection process were implemented on August 1, 2015. Given the passage rates in the 29th Arming, approximately 62 applicants are needed to hire one Trooper.

Figure 30: Pre-August 2015 WSP Selection Process Map with 29th Arming Passage Rates

Percentage in parentheses is the passage rate for the 29th Arming.

Applicant figure below passage rates shows the number of applicants who passed each phase of the hiring process. Initial number reflects the number of applicants needed to hire one Trooper.



Among benchmarked local law enforcement agencies, only Seattle provided data on passage rates, and they were very limited. Through the survey of Washington local law enforcement agencies, the project team obtained an average pass rate for most stages of the hiring process from the 37 agencies that responded to this survey. These rates, shown in **Table 54**, are overall higher than for the WSP or other State Patrol agencies. This may be due, in part, to the local nature of the hiring and the potential familiarity with an agency through local engagement programs.

Table 54: Comparative Selection Process Passage Rates for Local Law Enforcement Agencies

Process Step	Seattle	Other Local Law Enforcement (CJTC Survey Average)	WSP Applicant Average (25 th -29 th Armings)
Written application	97.0%	n/a	77.4%
Physical fitness test	n/a	81.0%	68.4%
Written examination(s)	66.0%	71.0%	60.9%
Oral interview	n/a	66.0%	74.5%
Polygraph test	n/a	91.0%	55.8%
Background investigation	n/a	64.0%	54.0%
Psychological test	n/a	95.0%	64.8%
Medical examination	n/a	99.0%	99.4%

Of particular concern are the passage-rate differences observed in the data related to the polygraph test and psychological exams.

Polygraphs

The lower passage rate on polygraph exams appears to be the result of strict adherence by the WSP to a strict standard on misdemeanor offenses and drug use. Recently, HRD has implemented changes in the polygraph process and purpose, and are now using this process to help guide the applicant to full disclosure and discussion of potential issues prior to the WSP conducting a background investigation. Polygraph examiners are not allowed to make automatic wash out decisions, but must present information to HRD management staff for final decisions. As a result of these changes, the passage rate is expected to rise for this area, and should be monitored on an ongoing basis.

Psychological Testing

Overall, the selection process is in line with current law enforcement standards and practices. The WSP staff monitors the process closely and has made changes in the process to reduce the time from application to job offer. Ability to move applicants through the process quickly is ahead of comparative timeframes of other State Patrol agencies.

As seen in **Figure 28**, however, the psychological exam has been a bottleneck in the process, with a median of thirty days to complete. This is partly due to the fact that all testing is performed by a single State Psychologist. Additionally, if the Psychologist is out sick or on vacation, testing does not occur. Because the exam is performed at the end of the selection process, a prospective candidate has already been through a series of hurdles, including an oral interview, polygraph, and an extensive background check.

Most other agencies surveyed use contract Psychologists for the psychological exam. An informal survey identified five contract Psychologists who perform pre-employment exams for local law enforcement agencies.

Over the last five Arming Class recruitments, 38.4 percent of applicants referred for a psychological exam failed the exam. On average, the comparative State Patrol agencies used in this study reported an average passage rate of 81.7 percent compared to WSP's 68.1 percent. For every 100 candidates, an additional 13 candidates do not pass through WSP's step in the process in comparison to other State Patrol agencies. This difference is significant and results in the disqualification of a number of otherwise-qualified candidates. Some of the failed applicants have been successfully hired by local law enforcement after having passed these agencies' psychological exam.

The purpose of the psychological examination is to determine a candidate's suitability for law enforcement. The professionally accepted process for determining the psychological suitability of prospective law enforcement personnel consists of integrating information from five sources: (1) job information, (2) written assessments, (3) personal history information, (4) psychological interview, and (5) psychological records, if warranted. Professional standards and some states' requirements, such as the State of California require that a minimum of two written assessment instruments be used, one designed to identify patterns of abnormal behavior and the other designed to assess normal behavior.

The WSP psychological exam process consists of all recommended elements. Applicants complete a Personal History form, the MMPI-2 (Minnesota Multiphasic Personality Inventory-2), the IS5-R (Inwald Survey 5-Version R), IS2 (Inwald Survey 2), IPI (Inwald Personality Inventory, HPP/SQ (Hilson Personnel Profile/Success Quotient), and the PAR (Personality Assessment Inventory); however, about 95% of the decision is based upon the MMPI-2. Following completion of the paper process, there is an approximately one hour interview with the psychologist, after which he makes a decision to list the applicant as recommended, marginal, or not recommended.

The project team reached out to several Psychologists to discuss best practices in this regard, and most are now using the MMPI-2RF (Minnesota Multiphasic Personality Inventory-2 Restructured Form, an updated personality test that is normalized for law enforcement personnel. Additionally, this test is shorter (338 items as compared to 567 items in the MMPI-2) thus allowing for quicker administration time, and can be administered via computer in the Psychologist's office with immediate results available.

Local law enforcement agencies responding to a survey reported high pass rates, with 28 of 31 agencies having pass rates at 90 percent or higher. A nationwide study in 2003 found *passage rates of 95 percent*³¹.

Findings and Recommendations

Finding #18: Candidates have been removed from the selection process through the pre-polygraph interview for disqualifying conduct before the circumstances surrounding the conduct can be evaluated on an individual basis. Although it is not official policy, it appears that it has been WSP's practice to reject candidates at the pre-polygraph interview when the candidate admits to 'disqualifying conduct' such as misdemeanor convictions or past drug use.

Recommendation 18.1 Except as required by law, the WSP should change their criteria from an absolute rejection of a candidate for any and all misdemeanor convictions and drug use to a case-by-case review of the individual's circumstances. This allows for consideration of extenuating circumstances without lowering any ethical standard. The background check follows the polygraph exam, and issues raised in the polygraph can be followed up and addressed, if necessary.

Cost: No expected cost.

Implementation Hurdles: None identified.

Finding #19: WSP fails 38 percent of its recruits on the psychological exam -- a level well above the national and local law enforcement average of 5 percent³² and above the State Patrol benchmark agency failure rate of 18 percent. Also, the tests WSP uses for the psychological evaluation are not the current national standard tests, which are normalized for law enforcement personnel.

Recommendation 19.1 The WSP should review the psychological testing portion of the selection process to bring the testing protocols in line with contemporary national standards as well as to determine possible causes for the high failure rate. The review should include possible trends in applicant failures, the number of testing providers, the test administered, and the process as compared to other jurisdictions³³.

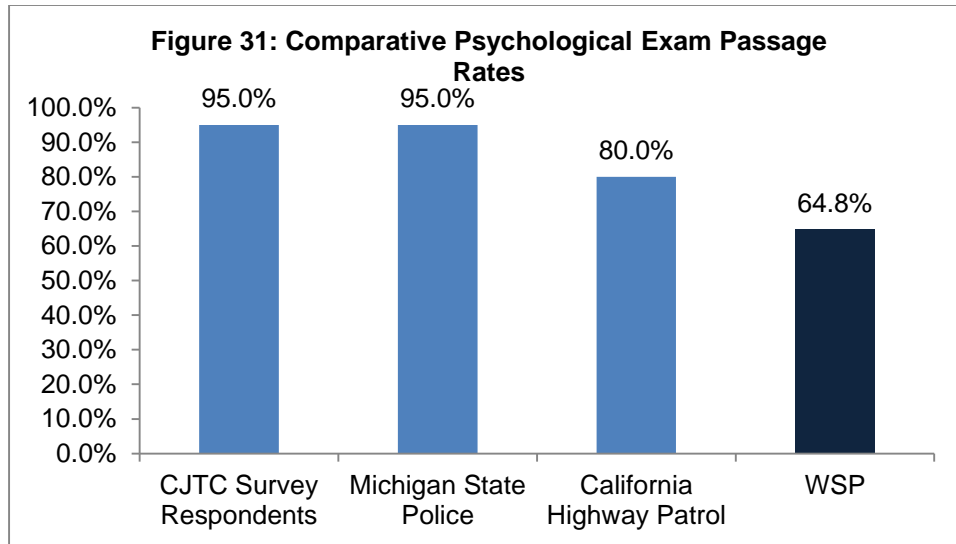
Cost: Potential small cost in changing psychological tests.

Implementation Hurdles: Testing methodology is determined by WSP's Psychologist.

³¹ "Psychological Testing and the Selection of Police Officers: A National Survey" (Robert E. Cochrane, 2003)

³² "Psychological Testing and the Selection of Police Officers: A National Survey"

³³ Commission on Peace Officer Standards and Training, "Peace Officer Psychological Screening Manual," <https://post.ca.gov/peace-officer-psychological-screening-manual.aspx>



Finding #20: All psychological testing is done by the WSP’s Psychologist. Testing occurs during recruitment periods for the Arming Class, which can create a backlog for testing that results in a bottleneck in the selection process.

Recommendation 20.1 The WSP should contract with outside Psychologists to assist the WSP’s Psychologist during peak hiring times and eliminate delays in the overall process. Additionally, the WSP should consider transitioning away from an employee provider to a contract provider. (Note: this recommendation is only related to the psychological testing portion of the selection process which happens once or twice a year, and is not a recommendation to eliminate the State Psychologist position).

Cost: Additional cost for contract Psychologists range from \$350 to \$500 per applicant tested. Total cost will vary based on number of applicants assigned to contractors. At the high estimate, testing of 20 applicants would cost approximately \$10,000. With recent applicant levels, eventually contracting out the entire psychological testing for the WSP should be \$100,000 or less per year.

Implementation Hurdles: The testing process is currently the responsibility of the WSP’s Psychologist.

TRAINING PROCESS

Once a candidate is selected for hire, they enter the WSP as Cadets. The process of moving from a Cadet to a Trooper entails completing several training regimes, as described below:

1. Initial Hiring (up to 9 months):

Once a Cadet is hired, they work at various jobs within the WSP until the next Arming Class is scheduled. The time spent in these positions varies, but are not longer than the nine months between Arming Classes. Cadets working in the field participate in a ride-along program for 16 hours. During this time the Trooper Cadets ride with a veteran Trooper to familiarize themselves on the tasks Troopers have to face in the field and better prepare themselves for training.

2. Arming Class (7 – 8 weeks):

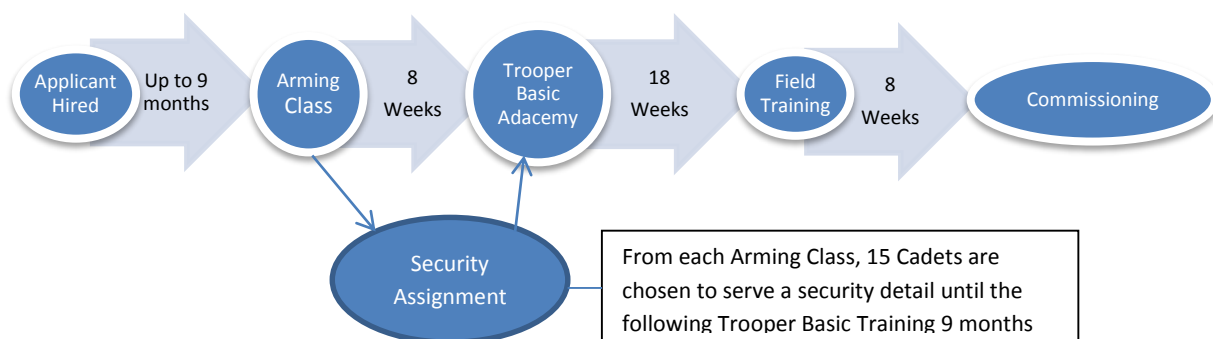
Arming Class training is generally seven weeks long and this training prepares the Cadets to either go into the field filling one of 15 security assignments within the State's Special Operations unit or to enter the Trooper Basic Academy one week later. Once through the Arming Class, a Cadet is not guaranteed a spot in Trooper Basic because of the contractual obligation to fill the 15 security positions. There is a one week break between the Arming Class and the Trooper Basic Academy.

3. Trooper Basic Academy (18 weeks):

The Trooper Basic Academy, conducted at the Washington State Patrol Academy in Shelton, takes approximately 18 weeks. During this period Cadets are trained on firearms, driving, self-defense, collision investigation, first aid, traffic and criminal law, water survival, and physical fitness. This is a live-in facility during the week.

4. Field Training (8 weeks):

The final portion of the Trooper Basic Academy consists of eight weeks of field training. During the training, the Cadets ride with a Field Training Officer (FTO). They are evaluated on the different aspects of the job that includes their judgment related to self-initiated enforcement activity, driving, report writing, and investigation. Following the field training, a Cadet is commissioned as a Trooper.



From the time a Cadet starts the Arming Class, the total training to become a Trooper can range from 34 weeks—if a Cadet goes straight through—to approximately 73 weeks or more— if a Cadet is one of the 15 Cadets deployed as security guards in the State's Special Operations Division. Because Cadets are not selected for security detail until the end of the Arming Class,

the possibility of being assigned to a security detail creates a level of uncertainty for Cadets that is not faced in local law enforcement agencies.

Separate Arming and Trooper Basic Academy Classes

The practice of offering an Arming Class separate from the basic Academy training class is not one followed by any of the benchmark State Patrol agencies, and appears to be primarily associated with the need to fill the 15 contractual security positions (formerly, this was a total of 39 contract positions), as these Cadets are required to carry a gun for those assignments.

Laterals. The WSP does not accept lateral peace officers. If law enforcement officers from different agencies want to become WSP Troopers, they are required to go through the entire training program. This is a significant deterrent to attracting lateral hires. Additionally, a recruit who has completed the CJTC Academy and wants to become a Trooper would also be required to go through the WSP training Academy in its entirety.

Academy Style

There are two general philosophies of training Academy instruction that are used in law enforcement: 1) the “warrior” model, which is a traditional military-style academy with strictly-enforced rules of behavior and conduct, including physical punishment (e.g. forced exercise) to enforce rules, and 2) The “guardian” model which focuses more on teaching and coaching than strict discipline. The WSP Academy seeks to incorporate elements of both the warrior and guardian models in their academy.

As shown in **Table 55**, the use of a mix of the two training models is most common among the state patrol agencies surveyed. California, which has a warrior style academy, is reported to be reviewing this practice.

Table 55: State Law Enforcement Agency Academy Features

	Length of Academy	Live on premise/ Commute	Style of Academy
Washington State Patrol	26 weeks	Live on premises (during week)	Mix
Arizona Highway Patrol	19 weeks, followed by 10 weeks of advanced Academy	Permitted to commute	Guardian
California Highway Patrol	27 weeks	Live on premises	Warrior
Michigan State Police	22 weeks	Live on premises	Mix
Minnesota State Patrol	16 weeks	Live on premises	Mix
Ohio Highway Patrol	24-26 weeks	Live on premises	Mix
Pennsylvania State Police	26 weeks	Live on premises	Warrior

The CJTC uses a full guardian style in training its recruits, a change implemented two years ago. This offers another point of differentiation for potential recruits when deciding between the WSP and local law enforcement agencies, and aligns with broader cultural distinctions perceived by many candidates.

Graduation Rates

A key goal of the recruitment process is to continue producing fully-trained Troopers to replace attrition in the force. An efficient training system will have minimal wash out rates in the Trooper Basic Academy. Washing out of the Academy happens for many reasons (e.g., injury, inability to meet standards, drop outs), and some level of such turnover is unavoidable. Nonetheless, the overall WSP washout rate has increased in recent years, contributing, in part, to lower-than average graduating classes.

On average, the WSP has graduated 89.1 percent of its classes over the last 35 Trooper Basic Academies, as shown in the table below. The rate for the last five academies has been 79.6 percent.

Table 56: Graduation Rates for 70th through 104th Trooper Basic Academies (1990-2015)

	Trooper Basic Academies				
	Last 5	Last 10	Last 15	Last 20	Last 35
Started	40.2	43.3	40.9	42.8	41.7
Graduates	32.0	35.4	34.7	37.0	37.2
Percent Graduated	79.6%	81.8%	84.8%	86.5%	89.1%

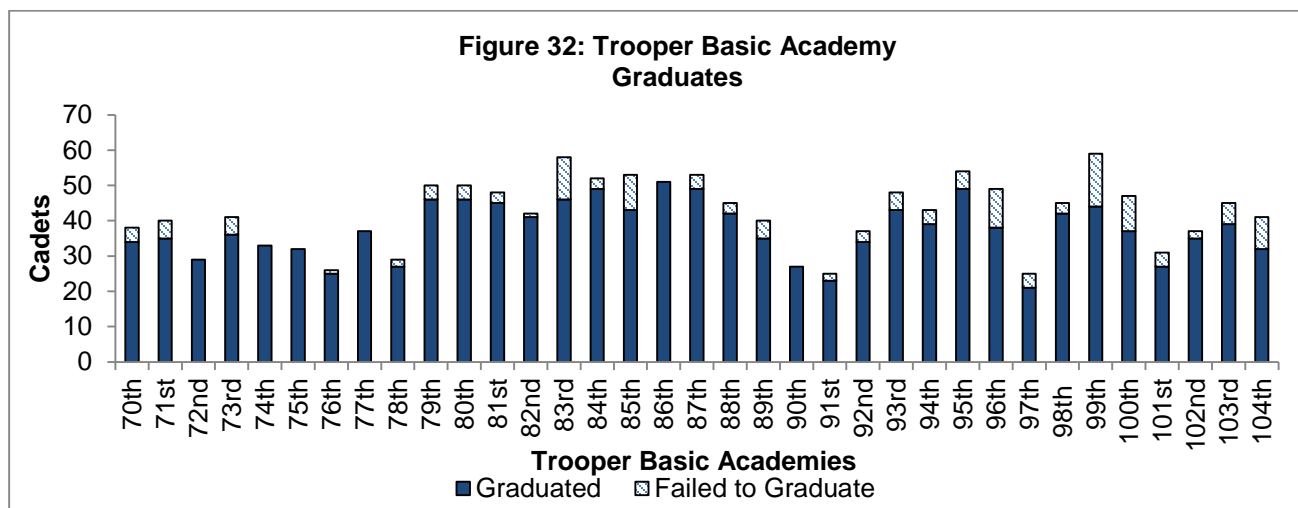


Table 57 shows the benchmark agencies' graduation rates for 2010 through 2015. Graduation rates vary considerably between states, with the Washington State Patrol at the higher end of the range, with fairly consistent graduation rates.

**Table 57: Comparative Academy Graduation Rates for State Law Enforcement Agencies
(Average 2010 through 2015)**

	Arizona Highway Patrol	California Highway Patrol [1]	Michigan State Police	Minnesota State Patrol [2]	Ohio Highway Patrol	Penn State Police	WSP [3]
2010	n/a	57.5%	n/a	87.2%	72.7%	91.4%	90.0%
2011	n/a	n/a	n/a	n/a	75.0%	87.1%	74.6%
2012	n/a	56.3%	44.9%	79.2%	68.5%	78.2%	78.7%
2013	93.8%	66.4%	89.0%	84.4%	48.5%	87.9%	91.2%
2014	78.8%	62.4%	68.5%	89.3%	54.2%	86.3%	86.7%
2015	73.6%	55.8%	61.3%	n/a	84.8%	81.0%	78.0%
Average	82.1%	59.7%	65.9%	85.1%	67.3%	85.3%	83.2%

[1] California Highway Patrol: Because more than one Academy is held in a year, figures shown for 2010 and 2012-2014 reflect an average graduation rate for all academies held in that year.

[2] Minnesota State Patrol: Washout rates based on Academy capacity, rather than actual Academy class size. Academy class size was not provided.

[3] Washington State Patrol: Because Trooper Basic Academy classes often span calendar years, the washout rates for 2010 and 2013 are based on an average of two Trooper Basic classes that also took place in portions of 2009, 2011, 2012, and 2014.

Training Costs

The Trooper Basic Academy is located in Shelton, WA approximately 25 miles from Olympia. The Academy is a live-in academy during the week, with Cadets free to go home on the weekends.

The overall cost of running the Academy in Fiscal Year 2016 is \$6.2 million. That cost includes in-service training, outside training, and costs associated with both the Arming Classes and Trooper Basic Academy. The cost of operating the Arming Classes and Trooper Basic is approximately \$4.8 million of the total.

The WSP budget office provides an annual calculation of cost per Trooper for training from the Arming Class through field training. On average in 2016, the WSP's cost of training per Cadet is \$153,100 for the 34 weeks of training – inclusive of vehicle, uniform, gun, allocated trainer and facility costs, meals, and Cadet pay.

The cost of adding an additional Cadet to the Academy is known as the marginal cost and lower than the average cost, as many of the costs of the Academy are fixed and do not fluctuate by the number of Cadets in attendance. The cost of adding one more Cadet to a training class is the sum of the additional cost to pay, feed, and outfit that Cadet.

Table 58 provides an estimate of the marginal cost based on the analysis provided by the WSP budget office, separating out the direct costs incurred when adding one more Cadet. Based on this analysis, the marginal cost of training a Cadet is \$57,600.

Table 58: Average and Marginal Cost of Training

	Total	Marginal
Cadet Salary and Benefits:		
Salary [1]	\$29,700	\$29,700
Benefits	<u>\$13,400</u>	<u>\$13,400</u>
Total Salary and Benefits	\$43,100	\$43,100
Cadet Training Costs:		
Instructor and Classroom	\$4,100	\$0
Lodging	\$5,800	\$0
Meals	\$5,100	\$5,100
Training Vehicle Costs	\$1,000	\$1,000
Field Training Vehicle Costs [2]	\$3,500	\$0
Field Training Officer Salaries/Benefits	<u>\$14,500</u>	<u>\$0</u>
Total Training Costs:	\$34,000	\$6,100
Equipment, Uniforms, and Misc.		
Outfitting (uniforms, guns, etc.) [3]	\$6,900	\$6,400
Radios	\$12,900	\$0
Vehicle	\$54,200	\$0
Relocation Costs	<u>\$2,000</u>	<u>\$2,000</u>
Total Equipment, Uniform, and Misc. costs	\$76,000	\$8,400
Total Per Cadet	\$153,100	\$57,600

[1] Based on 34 weeks of salary

[2] Allocated cost of vehicle during field training. Uses existing vehicles.

[3] The \$500 cost of the gun is excluded, as it can be reissued and is not "lost" if the Cadet does not graduate from the Academy. Other costs of outfitting are not defined.

Impact of Attrition. As the sole method of replacing Troopers, training is a basic cost of doing business for the agency. With current vacancies and the coming retirement bubble, the WSP training needs will remain high due to projected retirements. Reducing attrition of early- and mid-career Troopers will reduce the strain on the Field Force Troopers, but an increased number of Cadets will still need to be trained in the Academy to reach authorized Field Force levels.

Findings and Recommendations

Finding #21: The WSP's practice of conducting an Arming Class separate from the Trooper Basic Academy is done primarily to fill 15 security positions (eleven in the Governor's Mansion and Office, and four contractual positions). This can leave Cadets uncertain about timing to become a Trooper and extends their time at the lower-paying Cadet position for an additional nine months. This practice places a higher priority on the contractual positions than on Trooper positions in the field. An unintended consequence of this uncertainty could be the reluctance of candidates with families or financial obligations to apply to the WSP.

Recommendation 21.1 The WSP should merge the Arming Class and Trooper Basic Academy into a single class and move all Cadets through this program and into Trooper positions as soon as possible. Merging the Arming Class and Trooper Basic Academy into a single course will provide the WSP with more flexibility in terms of the number of training academies it can run, but

will also require a different model to staff the contracted security positions, such as hiring retired Troopers.

With this approach, the WSP may have to fulfill its contractual security requirements under a different model. Many states, for example, use a different classification from State Police for similar security functions – such as the Capitol Police Officers employed by the Commonwealth of Pennsylvania at lower compensation levels than Pennsylvania State Police.

Cost: Merging the Arming Class and Trooper Basic will result in a shorter training period, by eliminating the week between the two classes. If the WSP increases the number of Academy classes and Cadets trained, there will be a corresponding increase in costs. The marginal cost of training a Cadet is approximately \$56,600. The cost of increased Cadets in the Trooper Basic Academy was formerly offset by accrued vacancy savings in the current biennium. The Legislature has already reduced the WSP budget by the anticipated vacancy savings, when enacting the 2015-17 budget. As a result, the cost of additional hiring will require additional appropriations.

Implementation Hurdles: Operating two academies per year places more stress on the training Academy instructors.

Recommendation 21.2 The WSP should continue using the Cadet job classification to allow for entry level employment into the agency, but should consider repurposing Cadets who are too young (Troopers must be 21), or otherwise not ready to be a Trooper, into District-level positions that perform duties currently performed by Troopers that do not require law enforcement officer certification. Similar to a Community Service Officer position in some municipal agencies, this system will allow the WSP to increase the workforce in district offices, addressing current vacancy issues. Job duties of a Cadet in the field should be designed to prepare the employee for the job of Trooper while also reducing the workload of Troopers to allow for more time engaged in higher priority activities, community engagement (e.g., Explorer groups), and problem solving.

Cadets will attend the Trooper Basic Academy and, if not yet eligible to become a Trooper due to age and/or if they choose to complete college, will perform Cadet-level field duties until becoming a Trooper. The time spent as a Cadet post-Academy should be limited.

The value of this program is threefold: 1) District offices are provided staffing assistance in a time of high vacancy rates, 2) Cadets receive a high level of training and then are put in jobs that move them toward becoming a Trooper, and 3) the WSP improves its flexibility in engaging Troopers in recruitment work and community engagement to the extent that Cadets free up Trooper work time. The repurposed Cadet classification would allow the WSP to lower the hiring age to eighteen years of age, thus allowing for relationships developed in the schools through Explorer programs and Magnet School programs (Recommendations 4.1 and 4.2) to result in employment opportunities immediately following high school with these employees remaining in field Cadet positions until they turned 21.

Cost: Cadet positions will operate under the total full-time equivalent (FTE) authorization for the FOB. The cost of security positions filled by retired Troopers or a separate security class could

be slightly less or slightly more than the cost of a Cadet, depending on the civil service job class selected (Security Guard 1-3 or Campus Security Officer). Cadet positions would remain on the Cadet pay scale during the time in the field or could be provided an increase once training is completed.

Implementation Hurdles: May require new model to staff the contracted security position, such as hiring retired Troopers.

Finding #22: The WSP has a current vacancy problem that is exacerbated by record-level resignations and a retirement bubble starting in 2015. The only replacement for departing Troopers is graduates from Trooper Basic Training. In order to replace Troopers leaving the WSP and keep the number of Field Force Troopers at levels needed to fulfill their mission, the WSP must increase the number of training Academy graduates. Currently, the WSP runs one Academy every 9 months.

Recommendations 22.1: The WSP should run two academies per year for a period of time in order to replace current and projected vacancies in the field. The agency has run academies twice a year in the past, and this increase in capacity will improve the pipeline to replace retiring Troopers.

Cost: The reason for running two academies is to fill vacancies in the field. The cost of increased Cadets in the Trooper Basic Academy was formerly offset by accrued vacancy savings in the current biennium. The Legislature reduced the WSP budget by the anticipated vacancy savings, when enacting the 2015-17 budget. As a result, the cost of additional hiring will require additional appropriations.

Implementation Hurdles: Running two academies per year impacts the scheduling related to the selection process and the use of the Academy facilities by both WSP and outside agencies.

Finding #23: The WSP Trooper Basic Training is perceived by some potential applicants to be a warrior style of training. The WSP Academy emphasizes restraint in action, and focuses on a service model for Troopers; however, certain elements of the training Academy—early training protocols that focus on discipline, and housekeeping rules—have led to this perception which has caused some potential recruits to bypass the WSP.

Recommendation 23.1 The WSP should review elements of the training protocols that create a perception of the warrior-style of academy and deemphasized them. Guardian elements of the Academy and the job should be emphasized. This will serve to mitigate potentially negative perceptions of potential Cadets and better reflect the actual Academy training style.

A primary way to do this is to review how the training Academy is represented on its website (see Finding #17).

Cost: No direct costs associated with this transition.

Implementation Hurdles: None identified.

CONCLUSION

The recruitment program for the WSP is operating in a changing environment, and under increasing pressure. As vacancy rates at District offices are growing, competition for potential recruits with local law enforcement agencies has been high, and will likely continue.

Within this broader context, the WSP recruits at a disadvantage in many ways:

- pay is lower
- geographic certainty is not provided
- the potential assignment of a Cadet to a contract position following graduation from the Arming Class creates uncertainty for incoming Cadets
- WSP does not effectively recruit nontraditional candidates
- cultural norms for many newer entrants into the workforce are diverging from the traditional WSP style, and
- the WSP has limited outreach to youth in the community (youth oriented programs can help build an affinity for the WSP early and create a better pipeline for future applicants).

Continued improvement in marketing and outreach, as well as the selection process itself, should help both improve the number of women and men who apply and the number of applicants who make it through to the Academy.

Larger changes are likely also needed in the training arena, with a consolidation of the Arming Class and Trooper Basic Academy and consideration of repurposing Cadets to work in the field if not becoming a Trooper straight away. These changes hold the potential both to add more capacity to the Academy as well as to put additional Cadets in the field where they can help reduce the impact of vacancies on the Trooper Field Force.

Report Conclusion

The WSP is at a crossroads. In a changing cultural environment, the agency faces challenges involving both employee satisfaction and compensation competitiveness, all while attempting to be an employer of choice for those seeking law enforcement careers in Washington State. The WSP needs to take proactive steps in each of these areas in order to continue to meet its mission of maintaining safety on the State's highways and ferries.

The alternatives and recommendations detailed throughout this report address these concerns on an issue-by-issue basis, but the key requirement for the WSP and the State is to take action in a comprehensive manner. Investing in greater compensation without also addressing employee satisfaction is unlikely to resolve the WSP's current retention and recruitment issues. At the same time, compensation issues are real and must also be addressed.

Through a comprehensive approach to address the agency's full range of opportunities, recruitment and retention can both be improved. In turn, such actions can build on a proud set of organizational traditions and capacities to ensure a strong Washington State Patrol for many years to come.

Appendices

Appendix A: Complete Listing of Findings and Recommendations

Retention

Employee Satisfaction

Finding #1: A majority of the Troopers and Sergeants surveyed indicated management and morale issues within the WSP. These perceptions have led to job dissatisfaction and have magnified pay issues.

Recommendation 1.1 The State should commission an organizational assessment to identify specific management strategies and recommendations that will improve overall engagement with line staff.

Cost: The cost of an organization study will vary based on scope, but should be in the range of \$75,000 to \$150,000. Analysis and surveys from this JTC study should help to defray the cost of a future analysis more directly focused on improving Trooper engagement.

Implementation Hurdles: Funds needs to be appropriated by the Legislature. The study will work best if WSP management actively works with the study consultant to implement changes.

Finding #2: Both separated and current Trooper surveys indicate a perceived disconnect from the realities of day-to-day field operations on the part of some supervisors and upper management. This disconnect appears to be contributing to the recent resignations of Troopers for other law enforcement agencies.

Recommendation 2.1 The WSP executive staff should work with its Human Resource Division and/or the State Human Resources Division within the Office of Financial Management to conduct performance evaluations,³⁴ of all management staff with the rank of Lieutenant and above. This should include 360 degree reviews. The results of these evaluations should be used to identify opportunities to improve management performance.

Cost: The cost of performing evaluations and 360 degree reviews should be minimal; however, such an undertaking can be time consuming and will create an expectation of change within the agency.

Implementation Hurdles: The WSP executive leadership must be willing to undertake and act on this type of performance evaluation.

Finding #3: A focus on outputs with FOB Troopers (e.g., specific goals for traffic stops) as a measure of Trooper performance is contributing to a disconnect between Troopers and management, as well as a perception that management does not understand the difficulties of

³⁴ A 360 degree review solicits feedback from the manager, subordinates, superiors, and peers.

the Field Force Trooper job.

Recommendation 3.1 Performance metrics provide important feedback, and their active use should be continued, but refined. As this occurs, and as specific measures are reevaluated, the WSP executive team should reinforce the focus of Trooper work activity around improving public safety outcomes (e.g., reduced traffic fatalities) rather than focusing on specific enforcement outputs (e.g. issuing tickets).

Cost: No identified cost.

Implementation Hurdles: Must be embraced by WSP executive staff.

Finding #4: Survey responses of current Troopers identified a significant concern regarding the suitability of the current uniform design for field work. Advances in the characteristics and performance of law enforcement uniforms have changed over time, but the WSP uniforms have not been updated since they were designed prior to the 1960s. The WSP is now reviewing options for modern wash-and-wear fabrics, and is planning a more comprehensive review of uniforms in the near future.

Recommendation 4.1 The WSP should engage commissioned employees across all ranks to review uniform options and recommend changes to style and fabric for executive management consideration. Engagement of Troopers in this evaluation can begin to address the communication problems identified in the survey responses of current Troopers.

Cost: Moving to new uniforms will have a one-time cost of approximately \$1.67 million to replace all components for the current 1,005 commissioned staff who wear a uniform (approximately \$1,660 per employee).

Implementation Hurdles: The WSP executive team is currently reviewing uniform options. Funding will need to be appropriated by the Legislature.

Finding #5: The WSP Field Force schedule calls for rotating between night shift and day shift every 28 to 56 days. Alternative shifts are allowed in some Districts under provisions outlined in the collective bargaining agreement (CBA) with the WSPTA. Troopers do not gain more control over their schedule with greater seniority, and the current practice of shift rotation does not take into consideration staffing requirements based on call volume or other measures of workload activity.

Recommendation 5.1 WSP management should encourage the development of experimental shifts - designed by detachment personnel - to create more stability in and Trooper control over choosing their schedules.³⁵ Experimental shifts might include an annual shift bid by seniority with fixed shifts and days off. This could potentially help to reduce fatigue and improve work

³⁵ In accordance with section 12.11 of the collective bargaining agreement

week efficiencies of a 4-10 schedule.³⁶ This type of schedule may not fit all Districts, and remote areas of the State may require alternative schedules. Most local and state benchmark agencies use shift-bid schedules.

Cost: Different schedules could result in more or less overtime depending on how they are implemented. No cost is projected at this time.

Implementation Hurdles: Requires support from WSP management at HQ, Districts and Detachments (group of Troopers assigned to a specific geographic location within a District).

³⁶ Amendola, Karen L, David Weisburd, Edwin E. Hamilton, Greg Jones, and Meghan Slipka. The Shift Length Experiment: What we Know About 8-,10- and 12-Hour Shifts in Policing. The Police Foundation, 2011. Available at www.policefoundation.org

Compensation

Any new WSP compensation strategy will need to balance goals for compensation competitiveness with financial affordability and sustainability considerations, and also reflect important employee and management concerns exchanged at the bargaining table. In this context, the concepts below illustrate how a range of ideas and approaches might be applied on a comprehensive and coordinated basis to help address WSP recruitment and retention:

Illustrative Long-Term Compensation Strategy

All Troopers:

- Adjust geographic assignment pay in regions of high attrition
- Roll selected premium pays and differential into base
- Provide future across-the-board wage increases to further improve overall pay competitiveness, calibrating the size of such adjustments to take into account the impact of the initiatives outlined above

Early-Career Troopers:

- Improve Cadet and early step pay with funding in part derived from extending the pension eligibility age requirements for future hires coming into this new pay progression

Mid-Career Troopers:

- Establish Senior and/or Master Trooper classifications to provide more compensation and additional opportunities for advancement

Retirement-Eligible Troopers:

- Provide retention bonus, increased longevity pay, or targeted pension benefit enhancements to encourage longer tenure

Finding #6: The WSP compensation package plays an important role in the overall job satisfaction of WSP Troopers and is a major factor cited in recent separations from the WSP. Further, current Troopers also cite pay and benefits as an issue that could move them to leave the WSP (both retirements and resignations) in the near future. Designing a compensation package that is both competitive and affordable by the State is a difficult balance to achieve and maintain. The compensation package affects not only current Troopers, but it is a factor in the WSP's recruitment efforts. Increasing and better packaging pay for Troopers will improve the comparison with other agencies when competing for new recruits.

Setting competitive and sustainable compensation levels is an art more than a science. For the WSP, other State Patrol agencies are good comparisons when looking at similar job duties and

long-term career progression. At the same time, Troopers have left the WSP primarily for local law enforcement jobs, and many prospective law enforcement candidates will consider both local police agencies along with the WSP. Accordingly, taking local compensation competitiveness into account is prudent, given current WSP recruitment and retention challenges.

Recommendation 6.1 Working with the Office of Financial Management, WSP should **develop a long-term compensation plan** to address issues of pay competitiveness within the context of the State's ability to pay. Creating such a compensation plan, even if it takes several years to fully fund and achieve, can help to address existing dissatisfaction and concerns. While there will be appropriate constraints on what can be included within such a longer-term compensation plan (e.g., internal equity considerations across State agencies, the overall level of resources available for the WSP, and the need to receive legislative approval for compensation increases), having a plan will allow Troopers to know that they are moving in a competitive direction and can help to initiate productive discussions on the compensation levels needed to sustain FOB Trooper levels.

Findings and recommendations #7 and 8 to follow provide specific ideas that could be included in such a comprehensive compensation plan. Following these findings and recommendations is a further illustration of how such ideas might be aggregated to create an overall competitive compensation strategy.

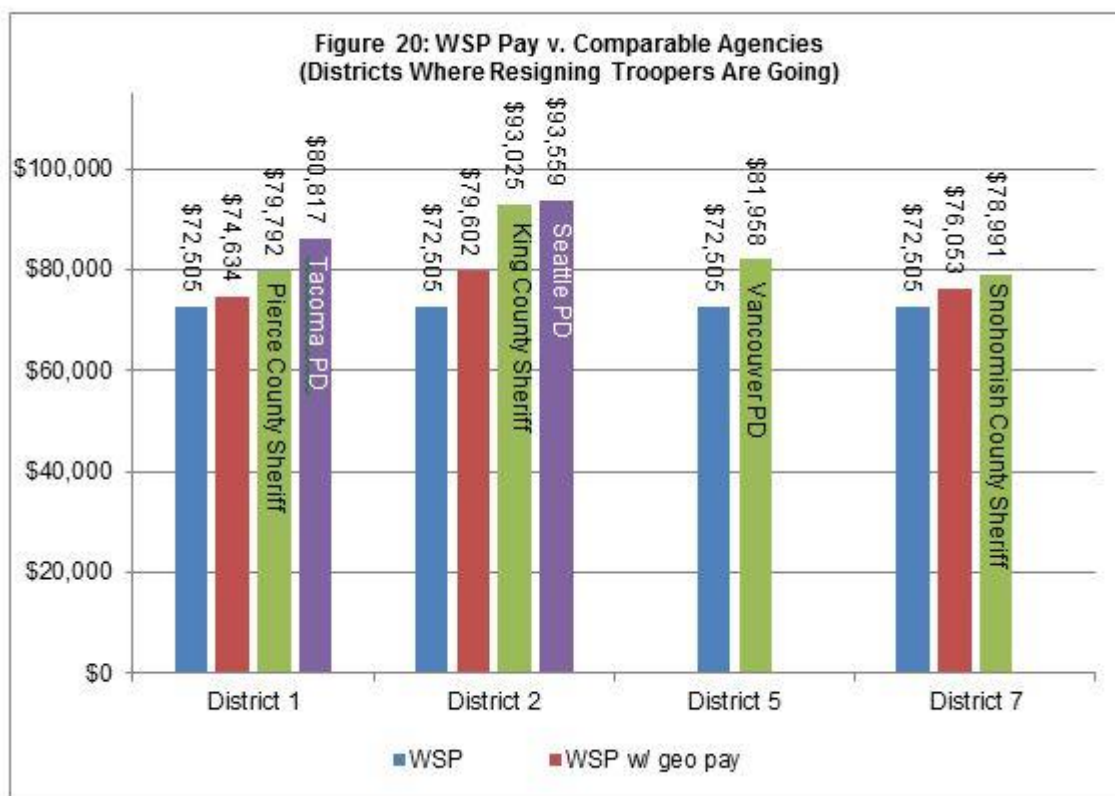
Cost: Based on the total budgeted Trooper and Sergeant positions, each one percent pay increase will cost approximately \$925,000 per year on an ongoing basis inclusive of all pay categories (including a 17% allowance for pension and other payroll costs). Increases at the Trooper and Sergeant levels may cause compression issues at Lieutenant and above that if addressed, would lead to additional costs.

Implementation Hurdles: Increasing compensation levels may require the State to identify new funding for the WSP.

Finding #7: Some District offices have been losing more Troopers than others. This is due in part to Troopers leaving for higher-paying law enforcement positions in or near those same Districts. Currently, the WSP pays a 10 percent geographic differential to Troopers assigned to an office in District 2 (King County), 5 percent in District 7 (Snohomish County) 3 percent in District 1 (Pierce County), and 7 percent at two remote outposts. Despite the increased pay, the WSP continues losing Troopers in Districts 1, 2 and 7 at a high level. Additionally, recent attrition from Districts 5 and 8 has also been high. Attrition from Districts on the eastern side of the State (Districts 3, 4, and 6) is relatively low, both in terms of absolute number of separations and as a percentage of total separations.

WSP is actually progressive when it comes to geographic pay. None of the six benchmarked state patrol agencies provides geographic pay. Beyond this standard survey group, New York State Police does provide geographic pay that ranges from an additional 3 to 5 percent of base pay, similar to WSP's pay for Pierce and Snohomish Counties, but far less than the 10 percent pay provided to Troopers assigned to King County.

At the same time, Trooper base pay in King County with geographic pay factored in is still 16.8 percent to 17.2 percent below that of law enforcement agencies in that region, while Pierce and Snohomish County Deputy Sheriff compensation is less than 10 percent below comparable agencies. District 5 Troopers are nearly 13 percent below Vancouver Police Department in cash compensation. As shown in **Figure 20** below, Districts 2 and 5 have the largest difference in cash compensation relative to comparable local law enforcement agencies. Increasing geographic pay in King County and instituting geographic pay in high-cost areas of District 5 should be considered.



Recommendation 7.1 The WSP should **review its geographic pay practices** to both expand counties they cover as well as to potentially increase the rates for geographic pay. Providing higher pay on a geographic basis could provide additional incentive to stay with the WSP for Troopers where pay is a primary issue. This will also help attract new recruits from more populated areas where there are many other law enforcement choices.

Geographic pay should be used to normalize the differences in pay in nearby agencies and reduce the impact of higher cost of living in those areas. Once this is done, general pay raises provide improved compensation competitiveness for all Troopers.

Cost: Increasing geographic pay makes the most sense in King County where pay differentials to the Seattle Police Department and King County Sheriff's Office are over 15 percent and in District 5 where pay differences to Vancouver are nearly 13 percent. Increasing geographic pay

in King County (District 2) will cost approximately \$103,000 per one percent increase (including 17% for pension and other payroll costs). A one percent geographic pay allowance for District 5 Troopers would cost approximately \$63,000 per one percent per year (not all counties of the District will necessarily be included).

Implementation Hurdles: Requires negotiations over the CBA with the WSPTA, and approval by the State Legislature.

Finding #8: The WSP provides opportunities for specialty and certification pays. While these are ways to boost pay for employees who have special knowledge or provide special services, only a small percentage of Field Force employees actually receive these extra pays, and those that do are typically more senior Troopers that would benefit from implementation of various other compensation recommendations. Additionally, the WSP pays a shift differential for Troopers working between 6:00 PM and 6:00 AM. Based on a rotational schedule (described later in this report), shift differentials are received by most, if not all, FOB Troopers and Sergeants. These pays do not show up as base pay or in many pay comparisons with other agencies. The combined cost of specialty pays and shift differential pay is nearly equal for FOB and non-FOB Troopers and Sergeants (see **Table 40** below).

Recommendation 8.1 The WSP should consider **merging specialty pays, certification pays, and shift differentials into base pay**. This will serve to increase the base pay levels presented in pay comparisons, while limiting pay differences among Troopers. This would increase base pay by approximately 2.5 percent. In total, this percent of pay is nearly identical for Troopers and Sergeants in the FOB and other bureaus. Taking pay out of the equation for specialty assignments could also help to reduce issues with accessibility to specialty assignments.

Table 40: Specialty and Certification Pays by Type and Bureau (2015 Actuals)

Compensation Item	FOB	% of Base Pay	All Other Bureaus	% of Base Pay
Base Pay	\$40,854,249	--	\$21,076,575	--
Shift Differential	\$822,047	2.0%	\$122,709	0.6%
Specialty and Certification Pays	\$191,735	0.5%	\$437,302	2.1%

Cost: To the extent that some premiums are not now pensionable or included in the overtime base, shifting such elements of pay could marginally increase pension and overtime costs. If a cost neutral shift is intended, this factor should be accounted for when determining the size of the resulting base pay adjustment.

Implementation Hurdles: Requires negotiations over the CBA with the WSPTA, and approval by the State Legislature.

Recommendation 8.2. Institute a new promotional class of Trooper. The WSP could offer a promotional opportunity for Troopers to an advanced level (a Senior and/or Master Trooper, for example) with additional duties and expectations. This will add a higher-paid, non-supervisory

level (or two, if both Intermediate and Advanced levels were established)) that could be reached by accumulating points through various criteria such as education, certifications, tenure, specialties, good record and commendations, and field training officer (FTO) status. Examples of similar structures can be seen in the California Peace Officers Standards and Training (POST) and Texas Commission on Law Enforcement (TCOLE) certification programs.

The result could create a positive track for non-supervisory Troopers to earn higher base salary and advance professionally in the intermediate years of their career. This could also address concerns about limited promotional opportunities and allow Troopers to progress in a single geographic location if they do not want to relocate for a promotion. Such a structure would also align additional compensation with areas of Trooper development that would benefit the WSP, while increasing the overall, top salary range of pay for non-supervisory Troopers.

Cost: The total cost of this recommendation would depend on how many Troopers would qualify into such levels, and whether or not any existing premiums would be folded into the new level (e.g. if points toward Master Trooper status for educational attainment and/or FTO duties were part of advancement under such a program, then existing, separate premiums might be eliminated). For an individual Trooper with 20 years of service each 5 percent promotional step to Senior or Master Trooper would cost approximately \$4,500 per year (inclusive of benefits and other payroll costs), prior to any offset from folding any existing premiums into such a new structure.

Implementation Hurdles: Requires negotiations over the CBA with the WSPTA, and approval by the State Legislature.

Retirement/Pension Issues

Many of the recommendations addressing overall pay, working conditions, and workload, if implemented, will help to resolve issues with Troopers close to retirement. In addition to those general workforce-related recommendations, the discussion below explores targeted options related to pensions and pay after 25 years of service specifically associated with the retirement-eligible workforce.

Finding #9: The issues motivating current early and mid-career Troopers to resign from the agency are also influencing retirement-eligible Troopers' decisions regarding when to retire. Despite the fact that they likely have many years of employment opportunity before they want to fully retire, many current WSP Troopers nearing retirement indicated their plan is to stay with the WSP only until they reach normal service retirement requirements (25 years of service). Pay is a major issue for Troopers on the cusp of becoming retirement eligible, and the WSP may need to address this in order to incentivize Troopers to stay on rather than move to a post-retirement job in a different agency.

Options to Consider for Addressing Retention of Retirees

Addressing retention issues related to retirement is complex. With a 25-and-out pension plan, many WSP Troopers are able to leave the Field Force and join other law enforcement agencies or pursue different careers prior to reaching an age where they can no longer effectively perform their duties as a law enforcement officer.

The options provided below are meant to show a range of potential actions the WSP could take to address the retirement bubble now being faced. If these actions are pursued, it will be important to engage Troopers at or nearing retirement eligibility to determine what options would have the most beneficial impact.

Options for Addressing Retention of Retirees

- Increase pay for retirement-eligible Troopers
- Offer a retention bonus
- Increase retirement eligibility to 30 years of service
 - Legislative change for future hires
 - Must include offsetting new advantages for current employees
- Increase pension accrual after 25 years of service
- Evaluate a Limited-Duration DROP (deferred retirement option program)
- Create a Trooper Reserve program

Option 9.1 Increase Pay for Retirement-Eligible Troopers. After 20 years of service, a Trooper does not receive any additional pay increases beyond general cost-of-living increases provided to all Troopers. Increasing pay after 25 years of service can provide an incentive for Troopers to remain in the Field Force. Any pay increase would affect both base salary and FAS over a two to five year period (depending on whether a Trooper is in WSPRS Plan 1 or 2). This would provide an incentive to stay beyond retirement eligibility.

For example, California Highway Patrol provides an additional 1 percent longevity pay for each year of service from 18 to 22 years and an additional 2 percent of longevity pay upon reaching 25 years of service. Similarly, Michigan provides an additional \$180 per month upon reaching 25 years of service and an additional \$250 per month upon reaching 29 years of service. For the WSP, one potential approach could be to provide an additional 1 percent of longevity pay for every year of service above 25, to a maximum of 5 percent.

Cost: Approximately \$50,000 per year per percent of pay, dependent on future wage increases and the number of Troopers remaining in the WSP after attaining 25 years of service. Assuming an equal distribution of 50 to 60 retirement-eligible Troopers spanning 25 to 30 years of service, the annual cost would be approximately \$125,000 per year. In addition, actuarial analysis would be required to determine the net impact on pension costs, taking into account both a higher pension base and the delay in average age at retirement.

Implementation Hurdles: *Increases to pay must be negotiated with the WSTA and approved by the State Legislature.*

Option 9.2 Offer a retention bonus. An alternative to providing longevity pay is to provide a one-time or annual cash bonus for every year after a Trooper stays after reaching retirement-eligibility. Such a bonus would not add to FAS for pension purposes.

Cost: Will vary based on amount of bonus and whether provided as a one-time or annual amount.

Implementation Hurdles: Increases to pay must be negotiated with the WSPTA and approved by the State Legislature.

Option 9.3 Increase retirement eligibility to 30 years of service. Changing the WSPRS eligibility for full retirement from 25 years to 30 years of service (or to a plan similar to the LEOFF eligibility) would more closely align with the pension benefits available to local Washington State law enforcement, would be consistent with longer life spans and working careers, and could generate long-term savings that could help to fund improved cash compensation. At the same time, such a change would result in some future Troopers working longer prior to retirement. Increasing the time required to reach retirement eligibility, thereby increasing average tenure and the proportion of experienced Troopers in active service, should bring more stability to the workforce.

New Employees. Such a change could be implemented by the Legislature for new employees. Senate Bill 5982, introduced in the last legislative session, sought to change full retirement age to 62 with an early retirement option at age 55 with a reduced benefit. If this

change were applied to new hires only, the Legislature could apply any current savings in pension costs from the change in benefit, if they materialize, to improve the base pay of Troopers at entry level and post-Academy levels – thereby targeting a key recruitment issue and aligning additional cash compensation more closely with the source of offsetting benefits savings.

Current Employees. Changing the benefit for current employees is more complex, and is likely to require an offset of some sort to implement. The State Supreme Court has held that “changes in a pension plan which result in disadvantage to employees should be accompanied by comparable new advantages”³⁷. Any change to the current retirement eligibility threshold should be considered in conjunction with other possible solutions, such as implementation of a DROP program, discussed below.

Cost: An actuarial analysis would be required to determine the relative costs or savings from extending years of service requirements for WSPRS members. Applying this change in benefits to all WSPRS members would result in the need for an offsetting comparable advantage to the disadvantage of the change. That cost would also depend on the actuarial analysis of the cost of the benefit change to an employee.

Implementation Hurdles: Any change would require a change in State retirement law by the Legislature. Due to State Supreme Court decisions (see footnote below) a change in retirement benefits would require an offsetting advantage for current employees and would likely be subject to negotiations with the WSPTA. Applying this across the board could also result in legal action if the parties disagree over the offsetting advantage for a change in retirement benefit.

Option 9.4 Increase Pension Accrual after 25 years of service. Increasing the pension accrual rate after reaching 25 years of service may be another way to incent retirement-eligible Troopers to remain in the force for several more years. Increasing the accrual rate from the current 2.0 percent to 2.2 percent per year say, would increase the total retirement formula by 1 percent of FAS for a Trooper opting to stay for an additional five years of service—retirement amount increased by 11 percent of FAS vs. a 10 percent increase without this change.

Cost: Determining the cost of this option would require an actuarial analysis by the State Retirement System.

Implementation Hurdles: Any change would require a change in State retirement law by the Legislature, and would be subject to negotiations with the WSPTA.

Option 9.5 Evaluate a Limited-Duration DROP. A Deferred Retirement Option Program (DROP) can be used to incentivize Troopers nearing retirement to stay a few years beyond becoming retirement eligible. These programs also provide current employees close to

³⁷ *Bakenhus v. City of Seattle*, April 19, 1956 and *Washington Education Association v. Washington Department of Retirement Systems*, August 14, 2014.

retirement some certainty regarding their retirement date and allow them to continue to accrue retirement benefits after they have “maxed out” their benefit under their current pension plan.

A concern with DROPs, however, is that they have often not met actuarial assumptions and have weakened pension plan health. Still, such an approach can potentially be structured as cost neutral if actuarial assumptions are met, and could be considered as a tool in this specific instance to address the particularly large retirement bubble projected for the WSP.

Under a DROP program, an employee eligible for retirement continues working, however additional service time and compensation that would have been credited under their retirement system’s benefit formula is credited to a DROP account separate from their retirement plan account. The employee works for a specified period of time under the DROP program, generally three to five years. At the end of this period, the balance of the DROP account, including accrued interest, is paid to the employee in a lump sum. The employee would then begin drawing their defined retirement benefits.

While DROP programs have become common among municipal police and fire retirement systems nationally since their introduction in the 1980s, this approach is not widespread among the other state law enforcement agencies benchmarked for this study. In this survey group, only the Ohio Highway Patrol provides the DROP option to current employees and new hires. Elsewhere, the Arizona Highway Patrol and the Michigan State Police also offer DROP to employees hired before January 1, 2012, but not to current hires.

Table 41: State of Ohio DROP Benefits

	DROP Offered?	Eligibility	DROP Period	Guaranteed Rate of Return
Ohio Highway Patrol	✓	Age 48 with 25 YOS Age 52 with 20 YOS	Enter before age 52: minimum 3 years Enter after age 52: minimum 2 years Maximum of 8 years	N/A (Market-based)

While not common among comparable state law enforcement agencies, the WSP might consider implementing a DROP program to help retain some of the current Troopers who plan to retire as soon as they are eligible. A point of concern with DROP programs is that actual costs are sometimes substantially higher than anticipated at implementation. A potential DROP program must be structured in such a way as to ensure actuarial cost-neutrality and minimize exposure of the pension fund to additional actuarial risk. For example, any provisions for interest earnings on a DROP account should be structured to avoid undue risk of large state subsidies. When DROP earnings are tied to long-term actuarial return assumptions, the pension plan may be required to pay out more than it earned during the two to five years of the DROP.

The project team also recommends that, if a DROP program is considered, it should be established as a short-term pilot that would sunset after a predetermined period (e.g. available only to those within five years of retirement eligibility at the time of adoption). This would allow for management of the currently projected retirement bubble while shielding the State from permanent commitment to the cost risks that come with the program.

A DROP program is only one option among a range of alternatives for creating financial incentives for current cohorts to defer retirement.

Cost: The DROP should be designed to be cost neutral to the agency by freezing defined pension benefits when entering the DROP and then making the same pension contribution amount to the DROP account. Cost risks can arise based on how interest in that account is calculated, as well as changes in behavior among retirement-eligible participants relative to existing actuarial assumptions.

Implementation Hurdles. Instituting a DROP program would likely involve input from the WSPTA and a change in pension laws by the State Legislature.

Option 9.6 Create a Trooper Reserve Program. A Trooper Reserve program could be designed to allow Troopers in good standing at the time of retirement to be reemployed by the WSP in a part time, non-benefit, non-career status performing functions allowed by law and required by the WSP. Unlike a DROP program, a Reserve Trooper would have retired from the WSP and return in a limited status to assist with tasks as defined by the WSP such as security at the Governor's Mansion, assisting with investigations, additional staffing during special events or enforcement efforts, or any other function that the WSP determines to be appropriate, in compliance with the law, and not in conflict with collective bargaining agreements. Hiring retired Troopers back to perform background checks and other time-limited tasks is currently done by the WSP.

Cost: The cost is dependent on the number of retired Troopers hired through this program and the number of hours worked. Currently, retired Troopers hired by the WSP are paid \$29.00 per hour.

Implementation Hurdles: No implied promise of employment can be made to any retiring Trooper. A reserve program would need to be structured in such a way to avoid IRS or WSPRS rules regarding post-retirement employment.

Recruitment

Understanding Ideal Candidates

Finding #10: WSP struggles with attracting candidates who desire to stay in one geographical location, thus limiting the potential applicant pool. This can manifest both in not knowing where they might be stationed once becoming a Trooper as well as the possible need to move in order to promote.

Recommendation 10.1 The WSP should create a system that allows candidates during the initial application process to prioritize district assignments and, prior to employment or early in the training process, to be assigned to a district. This assignment may not coincide with the Cadet's initial choice if assignments are not available in that location. For example, the Spokane District has over 70 current Troopers who desire to transfer to that district, and it would not be appropriate to place a new recruit there.

Cost: No anticipated cost

Implementation Hurdles: Will require a change in the current timing of the WSP practice to make current Trooper transfer requests prior to placing Cadets. That process will now need to be completed in advance of the hiring for each Cadet class (rather than during the Academy class).

Finding #11: The WSP Cadet enters into the agency at a lower starting salary than he or she will receive when commissioned as a Trooper. The WSP Cadet and Trooper pay levels are low compared to other law enforcement agencies and likely discourage some qualified applicants from applying to the WSP. Competitive agencies (King County, Pasco, Pierce County, Snohomish County, and Spokane County) generally start recruits at the same salary that they will receive post-Academy, creating a large difference in pay optics during the training period. This puts the WSP at a disadvantage with applicants who weight pay heavily in choosing between job opportunities.

Recommendation 11.1 The WSP should consider increasing pay to levels that improve the WSP's competitive position relative to local law enforcement agencies. Increasing Cadet pay is one way to address this, and movement toward a single rate for the first year of service (both at the Academy and afterward) could be a means to achieve this.

At the same time – given such factors as the global pay disparity between the WSP and competitive agencies, the relatively short time a new hire remains a Cadet, the focus of job seekers on longer-term opportunities, and competing demands for limited budgetary resources – the project team recommends seeking to adjust overall Trooper compensation within a broader strategic framework that encompasses a full career, not just Cadet pay. As addressed in the Chapter 3, this may include concepts such as modifying pensions and other benefits to generate savings for reinvestment into higher salaries, reevaluating the optimal level of geographic differentials, and/or shifting of certain premium pays into base salary. In addition, WSP recruitment efforts should consistently highlight any compensation advantages that now exist relative to local law enforcement, such as superior pensions and take-home vehicle privileges less prevalent at the municipal level.

Overall, the competitive position of the WSP pay scale will clearly be a factor in future recruiting efforts.

Cost: Depends on overall change to Cadet and Trooper compensation. Moving Cadets to entry-level Trooper pay alone would cost approximately \$350,000 - \$400,000 per year depending on how many Cadets are hired into the WSP and how long they take to complete the training program.

Implementation Hurdles: *The WSP Chief has the authority to set Cadets salaries within the total authorized budget of the agency.*

Finding #12: The WSP has a carefully cultivated culture that is reflected in recruitment outreach and reinforced in the Trooper Basic Academy. Current applicants to law enforcement agencies, however, are less likely to embrace the paramilitary style of the WSP. Even the WSP's current recruits are significantly less drawn by this factor than were current Troopers when they joined the Patrol. Furthermore, recruits to other local law enforcement agencies cited the WSP culture as a reason that they did not apply to become a Trooper. Even among current Troopers, out-of-date uniforms come up as an area that needs to be addressed.

Recommendation 12.1 The WSP needs to take a close look how it can align its culture to the contemporary approach favored by many current recruits while still maintaining its "service with humility" mission. The issue of cultural realignment impacts the entire recruitment process and is central to other recommendations provided in the Recruitment chapter of this Report.

Cost: Unless the WSP utilizes outside resources to address cultural changes, there is no cost to this recommendation.

Implementation Hurdles: *Culture is difficult to change and can take a concerted effort over many years. A culture change would need to be embraced by WSP's executive management.*

Outreach and Marketing

Finding #13: The WSP uses traditional law enforcement outreach and marketing strategies that rely on personal interaction between a potentially qualified candidate and WSP personnel. These strategies include job fairs, military installation visits, and general public appearances. While these efforts are worth continuing, the traditional methods generally appeal to those who have some level of interest in law enforcement. Growth in qualified applicants may rely in reaching out to youth, women, and ethnic minorities who may not now consider the WSP a career option. Further, the benefits of the WSP (take-home car, ability to move to different parts of the state) should be emphasized to help target applicants who will be successful.

Recommendation 13.1 The WSP should develop a comprehensive outreach and marketing strategic plan that expands on the success of current strategies and looks for ways to tap into groups of individuals that do not currently show an interest in the WSP or law enforcement as a

career, such as women and minorities. This will require the use of non-traditional marketing and outreach methods.

Cost: Outside consultant support may be valuable in evaluating marketing successes in other locations. Expanded marketing and outreach efforts could need additional resource allocations.

Implementation Hurdles: Staff time is limited, and funding will need to be identified if an outside consultant is utilized.

Finding #14: The most successful recruitment tool is personal relationships with WSP Troopers. To improve on recruitment outside of traditional strategies, many agencies across the country have developed youth-oriented law enforcement academies or magnet schools to create a pipeline of potential candidates starting as early as grammar school. These programs can also be feeders into an explorer program. The goal is to expand personal relationships between department personnel and youth outside of normal channels and then translate those connections into future careers with the WSP.³⁸

Recommendation 14.1 The WSP should consider reinstating the Explorer program or a similar youth outreach program, in order to expose teens to the possibility of a career with the WSP. This may require the expansion of work currently done by recruiters in District offices.

The California Highway Patrol conducts a statewide explorer program (<https://www.chp.ca.gov/chp-careers/explorer>) with programs run out of CHP offices throughout the state. The breadth of the program in Washington would depend on staffing in a District and the interest in championing the program at the District office level.

Cost: Trooper time to manage the program at the district level. Pay for state Administrative Assistant or Program Specialist job classes range from \$15.00 to \$22.00 per hour. Eight people working half-time on the Explorer program would cost up to \$225,000 per year.

Implementation Hurdles: Limited staff resources due to recent attrition issues. Need to address employee satisfaction issues to make this most successful.

Finding #15: Survey results identify WSP personnel as influential in the recruitment process. The ability to expand recruitment relationships will require effort by more Troopers than are currently assigned recruiting duties in the Districts.

Recommendation 15.1 Identify staff who have the skills, ability, and desire to function as both formal and informal recruiters. Not everyone desires to be a recruiter nor does everyone have the skills to undertake that role. The pool of Troopers used for recruitment activities should be increased and the role enhanced to include higher levels of youth and community engagement. Additionally, Troopers should be trained, evaluated, and rewarded on recruitment techniques and efforts. The job of recruiting should not be shouldered solely by the recruitment officers, but by all who have the ability to role model, mentor, and coach.

³⁸ At the time of high school graduation, students are generally not yet eligible to become Troopers because of the age requirement.

Cost: Minimal cost expected. Requires training time and material.

Implementation Hurdles: Need to address employee satisfaction issues to make this most successful.

Finding #16: Patrol recruitment staff currently poll applicants about how they found out about the WSP, but they do not keep statistics on the success of each outreach and marketing method as they relate to attracting applicants who eventually become Troopers.

Recommendation 16.1 Recruitment staff should continue tracking how applicants find the WSP as well as how successful each outreach method is in terms of yielding new Troopers (for example, a higher percentage of hired Cadets found out about the WSP from the website than did the general applicant population). This feedback spanning the steps from applicant to successful Cadet to Trooper should then be used to inform future outreach efforts and help direct the limited resources of the agency.

Cost: No identified cost.

Implementation Hurdles: None identified.

Finding #17: Potential law enforcement candidates are researching potential employers before applying for a position or accepting a conditional job offer. As identified in survey results, the primary research tool is the website. The WSP website is linear in design and rigid in appearance. The WSP home page showing nine troopers standing erect and not smiling presents an unapproachable image of the WSP. In contrast, the website of the **California Highway Patrol** is graphically appealing and focuses on the many social media links frequently used by potential candidates. An example of a graphically stimulating—through large link buttons—is the **U.S. Secret Service** web site.

Recommendation 17.1

The WSP should redesign its website to engage viewers with an emphasis on creating a positive and welcoming environment. The WSP should include videos that demonstrate the full range of duties performed by the Patrol.

Cost: Varies based on approach used and availability of existing staff. Engaging outside web-design help could be in the range of \$25,000 or more.

Implementations Hurdles: Website changes need to be consistent for the agency, and must be approved, ultimately, by executive management.

Selection Process

Finding #18: Candidates have been removed from the selection process through the pre-polygraph interview for disqualifying conduct before the circumstances surrounding the conduct can be evaluated on an individual basis. Although it is not official policy, it appears that it has been WSP's practice to reject candidates at the pre-polygraph interview when the candidate admits to 'disqualifying conduct' such as misdemeanor convictions or past drug use.

Recommendation 18.1 Except as required by law, the WSP should change their criteria from an absolute rejection of a candidate for any and all misdemeanor convictions and drug use to a case-by-case review of the individual's circumstances. This allows for consideration of extenuating circumstances without lowering any ethical standard. The background check follows the polygraph exam, and issues raised in the polygraph can be followed up and addressed, if necessary.

Cost: No expected cost.

Implementation Hurdles: None identified.

Finding #19: WSP fails 38 percent of its recruits on the psychological exam -- a level well above the national and local law enforcement average of 5 percent³⁹ and above the State Patrol benchmark agency failure rate of 18 percent. Also, the tests WSP uses for the psychological evaluation are not the current national standard tests, which are normalized for law enforcement personnel.

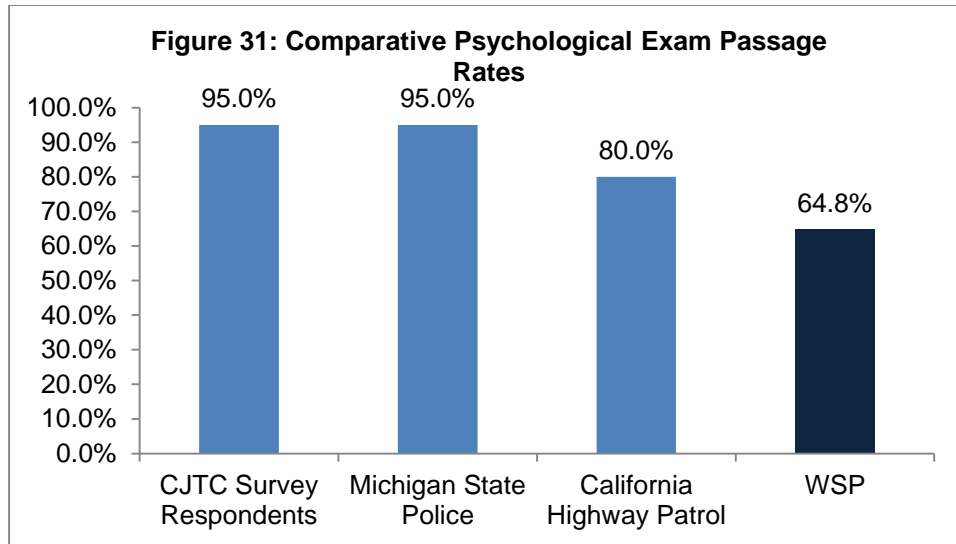
Recommendation 19.1 The WSP should review the psychological testing portion of the selection process to bring the testing protocols in line with contemporary national standards as well as to determine possible causes for the high failure rate. The review should include possible trends in applicant failures, the number of testing providers, the test administered, and the process as compared to other jurisdictions⁴⁰.

Cost: Potential small cost in changing psychological tests.

Implementation Hurdles: Testing methodology is determined by WSP's Psychologist.

³⁹ "Psychological Testing and the Selection of Police Officers: A National Survey"

⁴⁰ Commission on Peace Officer Standards and Training, "Peace Officer Psychological Screening Manual," <https://post.ca.gov/peace-officer-psychological-screening-manual.aspx>



Finding #20: All psychological testing is done by the WSP’s Psychologist. Testing occurs during recruitment periods for the Arming Class, which can create a backlog for testing that results in a bottleneck in the selection process.

Recommendation 20.1 The WSP should contract with outside Psychologists to assist the WSP’s Psychologist during peak hiring times and eliminate delays in the overall process. Additionally, the WSP should consider transitioning away from an employee provider to a contract provider. (Note: this recommendation is only related to the psychological testing portion of the selection process which happens once or twice a year, and is not a recommendation to eliminate the State Psychologist position).

Cost: Additional cost for contract Psychologists range from \$350 to \$500 per applicant tested. Total cost will vary based on number of applicants assigned to contractors. At the high estimate, testing of 20 applicants would cost approximately \$10,000. With recent applicant levels, eventually contracting out the entire psychological testing for the WSP should be \$100,000 or less per year.

Implementation Hurdles: The testing process is currently the responsibility of the WSP’s Psychologist.

Training Process

Finding #21: The WSP’s practice of conducting an Arming Class separate from the Trooper Basic Academy is done primarily to fill 15 security positions (eleven in the Governor’s Mansion and Office, and four contractual positions). This can leave Cadets uncertain about timing to become a Trooper and extends their time at the lower-paying Cadet position for an additional nine months. This practice places a higher priority on the contractual positions than on Trooper positions in the field. An unintended consequence of this uncertainty could be the reluctance of candidates with families or financial obligations to apply to the WSP.

Recommendation 21.1 The WSP should merge the Arming Class and Trooper Basic Academy into a single class and move all Cadets through this program and into Trooper positions as soon as possible. Merging the Arming Class and Trooper Basic Academy into a single course will provide the WSP with more flexibility in terms of the number of training academies it can run, but will also require a different model to staff the contracted security positions, such as hiring retired Troopers.

With this approach, the WSP may have to fulfill its contractual security requirements under a different model. Many states, for example, use a different classification from State Police for similar security functions – such as the Capitol Police Officers employed by the Commonwealth of Pennsylvania at lower compensation levels than Pennsylvania State Police.

Cost: Merging the Arming Class and Trooper Basic will result in a shorter training period, by eliminating the week between the two classes. If the WSP increases the number of Academy classes and Cadets trained, there will be a corresponding increase in costs. The marginal cost of training a Cadet is approximately \$56,600. The cost of increased Cadets in the Trooper Basic Academy was formerly offset by accrued vacancy savings in the current biennium. The Legislature has already reduced the WSP budget by the anticipated vacancy savings, when enacting the 2015-17 budget. As a result, the cost of additional hiring will require additional appropriations.

Implementation Hurdles: Operating two academies per year places more stress on the training Academy instructors.

Recommendation 21.2 The WSP should continue using the Cadet job classification to allow for entry level employment into the agency, but should consider repurposing Cadets who are too young (Troopers must be 21), or otherwise not ready to be a Trooper, into District-level positions that perform duties currently performed by Troopers that do not require law enforcement officer certification. Similar to a Community Service Officer position in some municipal agencies, this system will allow the WSP to increase the workforce in district offices, addressing current vacancy issues. Job duties of a Cadet in the field should be designed to prepare the employee for the job of Trooper while also reducing the workload of Troopers to allow for more time engaged in higher priority activities, community engagement (e.g., Explorer groups), and problem solving.

Cadets will attend the Trooper Basic Academy and, if not yet eligible to become a Trooper due to age and/or if they choose to complete college, will perform Cadet-level field duties until becoming a Trooper. The time spent as a Cadet post-Academy should be limited.

The value of this program is threefold: 1) District offices are provided staffing assistance in a time of high vacancy rates, 2) Cadets receive a high level of training and then are put in jobs that move them toward becoming a Trooper, and 3) the WSP improves its flexibility in engaging Troopers in recruitment work and community engagement to the extent that Cadets free up Trooper work time. The repurposed Cadet classification would allow the WSP to lower the hiring age to eighteen years of age, thus allowing for relationships developed in the schools through Explorer programs and Magnet School programs (Recommendations 4.1 and 4.2) to result in employment

opportunities immediately following high school with these employees remaining in field Cadet positions until they turned 21.

Cost: Cadet positions will operate under the total full-time equivalent (FTE) authorization for the FOB. The cost of security positions filled by retired Troopers or a separate security class could be slightly less or slightly more than the cost of a Cadet, depending on the civil service job class selected (Security Guard 1-3 or Campus Security Officer). Cadet positions would remain on the Cadet pay scale during the time in the field or could be provided an increase once training is completed.

Implementation Hurdles: May require new model to staff the contracted security position, such as hiring retired Troopers.

Finding #22: The WSP has a current vacancy problem that is exacerbated by record-level resignations and a retirement bubble starting in 2015. The only replacement for departing Troopers is graduates from Trooper Basic Training. In order to replace Troopers leaving the WSP and keep the number of Field Force Troopers at levels needed to fulfill their mission, the WSP must increase the number of training Academy graduates. Currently, the WSP runs one Academy every 9 months.

Recommendations 22.1: The WSP should run two academies per year for a period of time in order to replace current and projected vacancies in the field. The agency has run academies twice a year in the past, and this increase in capacity will improve the pipeline to replace retiring Troopers.

Cost: The reason for running two academies is to fill vacancies in the field. The cost of increased Cadets in the Trooper Basic Academy was formerly offset by accrued vacancy savings in the current biennium. The Legislature reduced the WSP budget by the anticipated vacancy savings, when enacting the 2015-17 budget. As a result, the cost of additional hiring will require additional appropriations.

Implementation Hurdles: Running two academies per year impacts the scheduling related to the selection process and the use of the Academy facilities by both WSP and outside agencies.

Finding #23: The WSP Trooper Basic Training is perceived by some potential applicants to be a warrior style of training. The WSP Academy emphasizes restraint in action, and focuses on a service model for Troopers; however, certain elements of the training Academy —early training protocols that focus on discipline, and housekeeping rules—have led to this perception which has caused some potential recruits to bypass the WSP.

Recommendation 23.1 The WSP should review elements of the training protocols that create a perception of the warrior-style of academy and deemphasized them. Guardian elements of the Academy and the job should be emphasized. This will serve to mitigate potentially negative perceptions of potential Cadets and better reflect the actual Academy training style.

A primary way to do this is to review how the training Academy is represented on its website (see Finding #17).

Cost: No direct costs associated with this transition.

Implementation Hurdles: None identified.

Appendix B: FOB Vacancy Projections

FOB Vacancy Projections	10/31/2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026
Authorized FOB Positions		690	690	690	690	690	690	690	690	690	690	690
FOB Workforce at start of period		580	520	474	474	512	543	570	550	555	546	547
Less Attrition												
Retirement (FOB Troopers & Sgt.) [2]		(37)	(25)	(17)	(2)	(9)	(9)	(31)	(21)	(27)	(23)	(29)
Retirement (Non-FOB Troop. & Sgt.) [2]		(36)	(21)	(20)	(6)	(7)	(8)	(27)	(18)	(28)	(22)	(17)
Retirement (Lt. and above) [2]		(14)	(11)	(11)	(2)	(1)	(4)	(10)	(4)	(2)	(2)	(3)
Non-voluntary [3]		0	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)
Plus Academy Grads (annualized) [4]		27	13	50	50	50	50	50	50	50	50	50
Workforce Without Voluntary Quits		520	474	474	512	543	570	550	555	546	547	546
15-Year Avg. Resignation 1999-2013 [5]		(3)	(12)	(12)	(12)	(12)	(12)	(12)	(12)	(12)	(12)	(12)
FOB Resignations Avg. 1999-2013	580	517	496	484	510	529	544	512	505	484	473	460
Vacancy Rate		(25.1%)	(28.1%)	(29.9%)	(26.4%)	(23.3%)	(21.2%)	(25.8%)	(26.8%)	(29.9%)	(31.4%)	(33.3%)
Last Ten Years Avg. Resignations [5]		(3)	(15)	(15)	(15)	(15)	(15)	(15)	(15)	(15)	(15)	(15)
FOB Resignations 2006-2015	580	517	495	475	499	516	527	493	481	463	443	450
Vacancy Rate		(25.1%)	(28.3%)	(31.2%)	(27.7%)	(25.2%)	(23.6%)	(28.6%)	(30.3%)	(32.9%)	(35.8%)	(34.8%)
2015 Total Resignations (as of 10/31/15) [5]		(3)	(35)	(35)	(35)	(35)	(35)	(35)	(35)	(35)	(35)	(35)
FOB Resignations 2015	580	517	475	435	439	436	427	373	341	303	263	250
Vacancy Rate		(25.1%)	(31.2%)	(37.0%)	(36.4%)	(36.8%)	(38.1%)	(45.9%)	(50.6%)	(56.1%)	(61.9%)	(63.8%)
2015 Total Resignations (as of 10/31/15) [5]		(3)	(12)	(12)	(12)	(12)	(12)	(12)	(12)	(12)	(12)	(12)
63 Academy Graduates per Year	580	517	511	507	547	580	607	589	593	591	587	610
Vacancy Rate		(25.1%)	(31.2%)	(37.0%)	(36.4%)	(36.8%)	(38.1%)	(45.9%)	(50.6%)	(56.1%)	(61.9%)	(63.8%)

[1] Amounts in other columns based on potential change from October through October (i.e. Potential change for 2016 is the change from 10/31/2015 through 10/30/2016).

[2] Assumes all retired positions are filled for both FOB and non-FOB positions as a non-FOB retirement will lead to an FOB Trooper vacancy if not filled.

[3] Non-voluntary separations based on recent averages.

[4] Academy graduation assumed at long-term (last 35 academies) average of 37 Troopers per academy. This is reflected as an annualize amount.

[5] Resignations for any reason, shown as variable in projections.

Appendix C: 30-Year Career Progression, Washington State Trooper

Years Served	Year of Service	Job Title	Base Pay	Longevity	Shift Differential	Uniform Allowance	Holiday Pay	Other Allowances	Total Direct	Base Hours	Holiday Leave	Vacation	Personal	Met Hours	Direct/Hr
		Entry	\$46,308												
		Post-	\$51,480												
0	Year 1	Trooper	\$63,028	\$0	\$1,164	\$0	\$0	\$0	\$54,192	2,080	150	96	8	1,826	\$29.68
1	Year 2	Trooper	\$66,208	\$0	\$1,228	\$0	\$0	\$0	\$57,436	2,080	150	104	8	1,818	\$31.59
2	Year 3	Trooper	\$69,574	\$0	\$1,296	\$0	\$0	\$0	\$60,870	2,080	150	112	8	1,810	\$33.63
3	Year 4	Trooper	\$63,150	\$0	\$1,374	\$0	\$0	\$0	\$64,524	2,080	150	112	8	1,810	\$35.65
4	Year 5	Trooper	\$66,948	\$0	\$1,450	\$0	\$0	\$0	\$68,398	2,080	150	120	8	1,802	\$37.96
5	Year 6	Trooper	\$68,904	\$2,064	\$1,537	\$0	\$0	\$0	\$72,505	2,080	150	120	8	1,802	\$40.24
6	Year 7	Trooper	\$68,904	\$2,064	\$1,537	\$0	\$0	\$0	\$72,505	2,080	150	120	8	1,802	\$40.24
7	Year 8	Trooper	\$68,904	\$2,064	\$1,530	\$0	\$0	\$0	\$72,498	2,080	150	128	8	1,794	\$40.41
8	Year 9	Trooper	\$68,904	\$2,064	\$1,530	\$0	\$0	\$0	\$72,498	2,080	150	128	8	1,794	\$40.41
9	Year 10	Trooper	\$68,904	\$2,064	\$1,530	\$0	\$0	\$0	\$72,498	2,080	150	128	8	1,794	\$40.41
10	Year 11	Trooper	\$68,904	\$3,492	\$1,554	\$0	\$0	\$0	\$73,950	2,080	150	136	8	1,786	\$41.41
11	Year 12	Trooper	\$68,904	\$3,492	\$1,547	\$0	\$0	\$0	\$73,943	2,080	150	144	8	1,778	\$41.59
12	Year 13	Trooper	\$68,904	\$3,492	\$1,540	\$0	\$0	\$0	\$73,936	2,080	150	152	8	1,770	\$41.77
13	Year 14	Trooper	\$68,904	\$3,492	\$1,533	\$0	\$0	\$0	\$73,929	2,080	150	160	8	1,762	\$41.96
14	Year 15	Trooper	\$68,904	\$3,492	\$1,526	\$0	\$0	\$0	\$73,922	2,080	150	168	8	1,754	\$42.14
15	Year 16	Trooper	\$68,904	\$4,944	\$1,550	\$0	\$0	\$0	\$75,398	2,080	150	176	8	1,746	\$43.18
16	Year 17	Trooper	\$68,904	\$4,944	\$1,550	\$0	\$0	\$0	\$75,398	2,080	150	176	8	1,746	\$43.18
17	Year 18	Trooper	\$68,904	\$4,944	\$1,550	\$0	\$0	\$0	\$75,398	2,080	150	176	8	1,746	\$43.18
18	Year 19	Trooper	\$68,904	\$4,944	\$1,550	\$0	\$0	\$0	\$75,398	2,080	150	176	8	1,746	\$43.18
19	Year 20	Trooper	\$68,904	\$4,944	\$1,550	\$0	\$0	\$0	\$75,398	2,080	150	176	8	1,746	\$43.18
20	Year 21	Trooper	\$68,904	\$6,420	\$1,581	\$0	\$0	\$0	\$76,905	2,080	150	176	8	1,746	\$44.05
21	Year 22	Trooper	\$68,904	\$6,420	\$1,581	\$0	\$0	\$0	\$76,905	2,080	150	176	8	1,746	\$44.05
22	Year 23	Trooper	\$68,904	\$6,420	\$1,581	\$0	\$0	\$0	\$76,905	2,080	150	176	8	1,746	\$44.05
23	Year 24	Trooper	\$68,904	\$6,420	\$1,581	\$0	\$0	\$0	\$76,905	2,080	150	176	8	1,746	\$44.05
24	Year 25	Trooper	\$68,904	\$6,420	\$1,581	\$0	\$0	\$0	\$76,905	2,080	150	176	8	1,746	\$44.05
25	Year 26	Trooper	\$68,904	\$6,420	\$1,581	\$0	\$0	\$0	\$76,905	2,080	150	176	8	1,746	\$44.05
26	Year 27	Trooper	\$68,904	\$6,420	\$1,581	\$0	\$0	\$0	\$76,905	2,080	150	176	8	1,746	\$44.05
27	Year 28	Trooper	\$68,904	\$6,420	\$1,581	\$0	\$0	\$0	\$76,905	2,080	150	176	8	1,746	\$44.05
28	Year 29	Trooper	\$68,904	\$6,420	\$1,581	\$0	\$0	\$0	\$76,905	2,080	150	176	8	1,746	\$44.05
29	Year 30	Trooper	\$68,904	\$6,420	\$1,581	\$0	\$0	\$0	\$76,905	2,080	150	176	8	1,746	\$44.05
20-Year Average			\$66,623	\$2,625	\$1,481	\$0	\$0	\$0	\$70,730	2,080	150	140	8	1,782	\$39.75
25-Year Average			\$67,080	\$3,384	\$1,501	\$0	\$0	\$0	\$71,965	2,080	150	148	8	1,774	\$40.61
30-Year Average			\$67,384	\$3,890	\$1,514	\$0	\$0	\$0	\$72,788	2,080	150	152	8	1,770	\$41.18

Appendix D: Field Force Troopers and Sergeants by Year of Service (as of 10/31/2015)

**Field Force Troopers and
Sergeants by Year of Service
(as of 10/31/2015)**

Year of Service	Trooper	Sergeant
Year 1	0	0
Year 2	46	0
Year 3	39	0
Year 4	44	0
Year 5	35	0
Year 6	32	0
Year 7	13	1
Year 8	27	0
Year 9	54	2
Year 10	25	2
Year 11	22	5
Year 12	24	1
Year 13	21	8
Year 14	7	6
Year 15	16	4
Year 16	24	3
Year 17	17	8
Year 18	21	6
Year 19	19	2
Year 20	22	9
Year 21	5	4
Year 22	6	3
Year 23	2	0
Year 24	10	6
Year 25+	49	14
Total	580	84

Appendix E: Receiving Agencies of WSP Troopers Who Resigned for Other Law Enforcement Employment

**Employees Resigned for Other Law Enforcement Employment
Receiving Agencies
(1/1/2010-10/31/2015)**

Agency	Separated Employees
Snohomish County Sheriff's Office	5
King County Sheriff's Office	5
Spokane County Sheriff's Office	2
Vancouver Police Department	2
Everett Police Department	2
Thurston County Sheriff's Office	2
Olympia Police Department	2
Lakewood Police Department	2
Seattle Police Department	1
Medford, Oregon Police Department	1
Lake Oswego, Oregon Police Department	1
Wenatchee Police Department	1
Forest Grove, Oregon Police Department	1
Longview Police Department	1
Cowlitz County Sheriff's Office	1
Lewis County Sheriff's Office	1
U.S. Department of Diplomatic Security	1
Bellevue Police Department	1
Fife Police Department	1
Federal Way Police Department	1
Des Moines Police Department	1
Portland, Oregon Police Department	1
Port of Seattle Police Department	2
Tacoma Police Department	1
Steilacoom Police Department	1
Scottsdale, Arizona Police Department	1
Port Orchard Police Department	1
Paradise Valley, Arizona Police Department	1
Washougal Police Department	1
Kennewick Police Department	1
Gilbert, Arizona Police Department	1
Gig Harbor Police Department	1
Alaska State Patrol	1
Walla Walla Police Department	1
Clark County Sheriff's Office	1
Total	50

Appendix F: Annual Leave for Washington Local Law Enforcement Agencies

Washington State Local Law Enforcement Annual Leave

Annual Leave	
Washington State Patrol	0 YOS: 96 hours 1 YOS: 104 hours 2-3 YOS: 112 hours 4-6 hours: 120 7-9 YOS: 128 hours 10+ YOS: Additional 8 hours of leave for each additional YOS, to a maximum of 176 hours
Kennewick	0-5 YOS: 180 hours 6-9 YOS: 204 hours 10-14 YOS: 228 hours 15-19 YOS: 252 hours 20-24 YOS: 276 hours 25+ YOS: 300 hours
King County	0-5 YOS: 96 hours 6-8 YOS: 120 hours 9-10 YOS: 128 hours 11-16 YOS: 240 hours 17+ YOS: additional 8 hours of leave for each additional YOS, to a maximum of 240 hours
Pasco	0-5 YOS: 96 hours 6-10 YOS: 120 hours 11-15 YOS: 144 hours 16-19 YOS: 160 hours 20+ YOS: 192 hours
Pierce County	0-2 YOS: 96 hours 3-6 YOS: 128 hours 7-12 YOS: 160 hours 13-17 YOS: 184 hours 18+ YOS: Additional 8 hours of leave for each additional YOS, to a maximum of 240 hours
Seattle	0-4 YOS: 96 hours 5-9 YOS: 120 hours 10-14 YOS: 128 hours 15-19 YOS: 144 hours 20+ YOS: Additional 8 hours of leave for each additional YOS, to a maximum of 240 hours

Annual Leave	
Snohomish County	0 YOS: 80 hours 1 YOS: 96 hours 2-4 YOS: 120 hours 5-8 YOS: 144 hours 9-10 YOS: 168 hours 11-12 YOS: 176 hours 12-14 YOS: 184 hours 15-16 YOS: 192 hours 17-23 YOS: 200 hours 24+ YOS: 224 hours
Spokane County	0-4 YOS: 144 hours 5-9 YOS: 180 hours 10-14 YOS: 216 hours 15-19 YOS: 252 hours 20-24 YOS: 288 hours 25+ YOS: 324 hours
Tacoma	0-3 YOS: 96 hours 4-7 YOS: 120 hours 8-13 YOS: 136 hours 14-18 YOS: 160 hours 19+ YOS: Additional 8 hours of leave per YOS, to a maximum of 240 hours
Vancouver	0 YOS: 168 hours 1-4 YOS: 234 hours 5-7 YOS: 246 hours 8-11 YOS: 258 hours 12-14 YOS: 270 hours 15-19 YOS: 306 hours 20+ YOS: 330 hours
Yakima	1 YOS: 85 hours 2-4 YOS: 101 hours 5-9 YOS: 125 hours 10-14 YOS: 165 hours 15-19 YOS: 189 hours 20-24 YOS: 197 hours 25+ YOS: 205 hours

Appendix G: Annual Leave for State Law Enforcement Agencies

Dashes indicate jurisdictions for which we could not determine leave amounts for publicly available data

State Law Enforcement Agencies Annual Leave

Annual Leave	
Washington State Patrol	0 YOS: 96 hours 1 YOS: 104 hours 2-3 YOS: 112 hours 4-6 YOS: 120 hours 7-9 YOS: 128 hours 10+ YOS: Additional 8 hours of leave for each additional year of service, to a maximum of 176 hours
Arizona Highway Patrol	0-5 YOS: 120 hours 6-10 YOS: 144 hours 11-20 YOS: 168 hours 21+ YOS: 192 hours
California Highway Patrol	Vacation Leave: 7 months to 3 YOS: 96 hours + 48 hour "credit" 4-10 YOS: 132 hours 11-15 YOS: 156 hours 16-20 YOS: 168 hours 21+ YOS: 180 hours Annual Leave (can be elected in lieu of vacation and sick leave): 1 month to 3 YOS: 96 hours 4-10 YOS: 180 hours 11-15 YOS: 204 hours 16-20 YOS: 216 hours 21+ YOS: 228 hours
Colorado State Patrol	-
Idaho State Police	-
Michigan State Police	0 YOS: 104 hours 1-4 YOS: 122.2 hours 5-9 YOS: 137.8 hours 10-14 YOS: 153.4 hours 15-19 YOS: 169 hours 20-24 YOS: 184.6 hours 25-29 YOS: 200.2 hours 30-34 YOS: 218.4 hours 35-39 YOS: 234 hours 40-44 YOS: 249.6 hours 45+ YOS: 265.2 hours

Annual Leave	
Minnesota State Patrol	0-5 YOS: 104 hours 6-8 YOS: 130 hours 9-12 YOS: 182 hours 13-18 YOS: 195 hours 19-25 YOS: 208 hours 26-30 YOS: 221 hours 31+ YOS: 234 hours
Nevada Highway Patrol	-
New York State Police	0 YOS: 120 hours 1 YOS: 128 hours 2 YOS: 136 hours 3 YOS: 144 hours 4 YOS: 152 hours 5-10 YOS: 160 hours 10-14 YOS: additional 0.5 days per year 15+ YOS: additional 1 day per year, to a maximum of 224 hours)
Ohio Highway Patrol	0-3 YOS: 80 hours 4-8 YOS: 120 hours 9-13 YOS: 169 hours 14-18 YOS: 180 hours 19-23 YOS: 200 hours 24+ YOS: 240 hours
Oregon State Police	0-5 YOS: 96 hours 6-10 YOS: 120 hours 11-15 YOS: 144 hours 16-20 YOS: 168 hours 21+ YOS: 192 hours
Pennsylvania State Police	0 YOS: 80 hours 1-12 YOS: 120 hours 13-20 YOS: 160 hours 21+ YOS: 208 hours

Appendix H: Washington Local Law Enforcement Agencies Employee Percent of Premium

**Employee Percent of Premium (New Hires)
Highest-Enrolled HMO Plan (effective 12/31/2015)**

	HMO Plan	Individual	Employee + Child	Employee + Spouse	Family
WSP	Group Health Classic	15.0%	15.0%	15.0%	15.0%
Kennewick [1]	Group Health Cooperative	24.1%	16.0%	13.1%	9.3%
King County [2]	Deputy Sheriff's HMO Plan	0.0%	0.0%	0.0%	0.0%
Pasco	Group Medical	12.0%	12.0%	12.0%	12.0%
Pierce County	WTWT Plan A	6.6%	6.6%	6.6%	6.6%
Seattle	Group Health Cooperative	20.0%	20.0%	20.0%	20.0%
Snohomish County	Group Health Plan	0.0%	0.0%	0.0%	0.0%
Spokane County	Group Health Plan	5.0%	10.0%	10.0%	10.0%
Tacoma	<i>No HMO plan offered</i>	-	-	-	-
Vancouver	Kaiser HMO Plan	0.0%	4.4%	5.0%	6.7%
Yakima	<i>No HMO plan offered</i>	-	-	-	-
Median (excl. WSP)	-	5.8%	8.3%	8.3%	8.0%
WSP Rank	-	3 of 9	3 of 9	2 of 9	2 of 9

[1] Kennewick: Employees pay flat dollar amount towards medical coverage

[2] King County: Spouses are assessed a \$75 benefit access fee if they have access to coverage through another source but opt in to County coverage

**Employee Percent of Premium (New Hires)
Highest-Enrolled PPO/POS Plan (effective 12/31/2015)**

	PPO/POS Plan	Individual	Employee + Child	Employee + Spouse	Family
WSP	Uniform Medical Plan Classic	15.0%	15.0%	15.0%	15.0%
Kennewick [1]	Asuris Northwest Health	19.0%	12.7%	10.2%	7.5%
King County [2]	Deputy Sheriff's PPO Plan	0.0%	0.0%	0.0%	0.0%
Pasco	Group Medical	12.0%	12.0%	12.0%	12.0%
Pierce County	WTWT Group Health	6.6%	6.6%	6.6%	6.6%
Seattle	City of Seattle Aetna Preventive Plan	5.0%	5.0%	5.0%	5.0%
Snohomish County	Regence SC Select	2.1%	6.7%	7.6%	9.2%
Spokane County	Premera	5.0%	10.0%	10.0%	10.0%
Tacoma [3]	Regence Blue Shield PPO	2.9%	5.7%	5.7%	5.7%
Vancouver	Blue Cross Blue Shield PPO Plan	0.0%	4.4%	5.2%	6.6%
Yakima [4]	City of Yakima Health Insurance Plan	0.0%	2.8%	2.8%	8.5%
Median (excl. WSP)	-	3.9%	6.2%	6.2%	7.1%
WSP Rank	-	2 of 11	1 of 11	1 of 11	1 of 11

[1] Kennewick: Employees pay flat dollar amount towards medical coverage

[2] King County: Spouses are assessed a \$75 benefit access fee if they have access to coverage through another source but opt in to County coverage

[3] Tacoma: Police employees pay a flat \$40 for employee only coverage and \$80 for employee and dependent coverage regardless of plan choice

[4] Yakima: Percentage reflects percentage of top step patrol officer base wage. Employee only premiums paid for by the City under LEOFF

Appendix I: State Law Enforcement Agencies Employee Percent of Premium

**Employee Percent of Premium (New Hires)
Highest-Enrolled PPO/POS Plan (effective 12/31/2015)**

	HMO Plan	Individual	Employee + Child	Employee + Spouse	Family
Washington State Patrol	Group Health Classic	15.0%	15.0%	15.0%	15.0%
Arizona Highway Patrol	United Healthcare EPO	7.0%	9.0%	10.0%	14.0%
California Highway Patrol	Kaiser Permanente	12.0%	14.0%	14.0%	15.0%
Colorado State Patrol	Kaiser Permanente Copayment Plan	16.0%	18.0%	16.0%	34.0%
Idaho State Police	Blue Cross Blue Shield Business Blue	6.0%	10.0%	14.0%	18.0%
Michigan State Police	<i>No HMO plan offered</i>	-	-	-	-
Minnesota State Patrol	Minnesota Advantage Plan	5.0%	15.0%	15.0%	15.0%
Nevada Highway Patrol	Health Plan of Nevada	17.0%	18.0%	26.0%	24.0%
New York State Police	Capital District Physician's Health Plan	10.0%	16.0%	16.0%	16.0%
Ohio Highway Patrol	<i>No HMO plan offered</i>	-	-	-	-
Oregon State Police [1]	Kaiser Permanente HMO	5.0%	5.0%	5.0%	5.0%
Pennsylvania State Police	Aetna HMO	0.0%	0.0%	0.0%	0.0%
Median (excl. WSP)	-	7.0%	14.0%	14.0%	15.0%
WSP Rank	-	3 of 10	4 of 10	4 of 10	5 of 10

[1] Oregon State Police: For Plan Year 2015, employees pay 3% toward coverage if they elect the lowest cost plan in their area and 5% if they select any other plan. Contribution rates above reflect a State Police employee's cost if they resided in Portland in 2015, in which the Kaiser plan was not the lowest cost.

**Employee Percent of Premium (New Hires)
Highest-Enrolled PPO/POS Plan (effective 12/31/2015)**

	PPO/POS Plan	Individual	Employee + Child	Employee + Spouse	Family
Washington State Patrol	Uniform Medical Plan Classic	15.0%	15%	15%	15%
Arizona Highway Patrol	United Healthcare PPO	17.0%	19.0%	19.0%	20.0%
California Highway Patrol	California Association of Highway Patrolmen PPO Plan	10.0%	10.0%	10.0%	11.0%
Colorado State Patrol	United Healthcare Copayment Plan	22.0%	24.0%	30.0%	31.0%
Idaho State Police	Blue Cross Blue Shield Large Group PPO	5.0%	8.0%	12.0%	16.0%
Michigan State Police	State Health Plan PPO	20.0%	20.0%	20.0%	20.0%
Minnesota State Patrol	<i>No PPO plan offered</i>	-	-	-	-
Nevada Highway Patrol	Consumer Driven Health Plan	5.0%	8.0%	11.0%	11.0%
New York State Police	Empire Plan	10.0%	16.0%	16.0%	16.0%
Ohio Highway Patrol	Ohio Med PPO	15.0%	15.0%	16.0%	16.0%
Oregon State Police [1]	Providence Choice	3.0%	3.0%	3.0%	3.0%
Pennsylvania State Police	Aetna PPO	0.0%	0.0%	0.0%	0.0%
Median (excl. WSP)	-	10.0%	13.0%	14.0%	16.0%
WSP Rank	-	5 of 11	6 of 11	6 of 11	7 of 11

[1] Oregon State Police: For Plan Year 2015, employees pay 3% toward coverage if they elect the lowest cost plan in their area and 5% if they select any other plan. Contribution rates above reflect a State Police employee's cost if they resided in Portland in 2015, in which the Providence plan was the lowest cost.

Appendix J: Washington State Patrol Passage Rates, 25th – 29th Arming Classes (2012-2015)

Washington State Patrol Selection Process Passage Rates, 25th - 29th Arming Classes (2012-2015)

	25th Arming	26th Arming	27th Arming	28th Arming	29th Arming
Applications Accepted	76.0%	89.0%	83.0%	70.0%	69.1%
No Show for Phase I	23.0%	36.0%	43.0%	54.0%	29.8%
Written Test	59.0%	63.0%	67.0%	46.0%	69.3%
Physical Fitness Test	78.0%	65.0%	74.0%	67.0%	58.1%
Phase II (Oral Board Interview)	78.0%	72.0%	76.0%	79.0%	67.7%
Polygraph Test	69.0%	47.0%	55.0%	54.0%	54.1%
Background Examination	58.0%	64.0%	58.0%	47.0%	42.9%
Phase IV (employment offer accepted)	66.0%	67.0%	75.0%	43.0%	43.0%
Psychological Test/Exam	67.0%	76.0%	63.0%	51.0%	67.2%
Medical	100.0%	98.0%	100.0%	99.0%	100.0%
Hired	2.4%	1.9%	2.4%	1.5%	1.6%

Appendix K: Recruitment and Marketing Checklist

GENERAL RECRUITMENT ACTIVITY	WSP ACTIVITY
DEVELOPING THE RECRUITMENT TEAM	
Top level support and adequate fiscal resources	The Recruiting Unit has a \$140K budget for the 2015-17 biennium to conduct recruiting efforts and advertising. In addition a \$200K media plan for the 30 th Arming Recruiting efforts.
Selection of an adequate number of recruiters that reflect the diversity of community, model community service, and understand the agency organization, culture and policing style	Recruitment staff consists of a Lieutenant who supervises the unit, one Sergeant and two Trooper recruiters that are assigned to the WSP Human Resources Department (HRD). These personnel are responsible for the overall recruitment strategy and process, and also serve as District 5 recruiters. Additionally, HRD currently employs three polygraph examiners (with three additional on-call backups working in other divisions) and the psychological testing is performed by a staff Psychologist independent of the HRD. The WSP has also recently contracted out the written exam and physical fitness testing. The Background Unit includes one Sergeant, two full-time civil service personnel, five long-term limited duty Troopers (four full-time and one part-time), and 17 part-time, on-call background investigators. Additionally, each district has one trooper (except District 5) for a total of 10 staff. One headquarters staff member is African American and 1 is female. One decentralized recruiter is female. Individuals apply to be considered for these assignments as vacancies occur.
Partnering with the military	Two Troopers are charged with working at Joint Base Lewis-McChord to have contact with Camo2Commerce and other hiring endeavors. Two Troopers have contacts with navy bases in Bremerton and Everett.
Partnering with academic institutions	Recruiters have developed partnerships with local colleges to host recruiting events. Many have used college facilities when conducting WSP testing.
Inter-agency referral to find best fit law enforcement job	The WSP often works with partners at other state agencies to make referrals as needed—i.e. Corrections, Fish and Wildlife.
Regional testing/inter-agency cooperation	As of August 1, 2015, WSP participates in the Public Safety Testing program for its written and physical ability tests. PST is the test provider for virtually all law enforcement agencies in Washington State.
Participation in recruiters' professional association(s)	There is an informal women's recruiting group that has just started. Otherwise, no professional organizations.
BUDGETING AND LONG TERM PLANNING	
Identify attrition trends	Yes-the agency has a trooper hiring forecast and regularly updated attrition report that examines reasons for departure, tenure, demographics, etc.
Assess your success/evaluate your progress	The unit completes after action reports at the end of each class, as well as biweekly updates of recruiting efforts and current status.

GENERAL RECRUITMENT ACTIVITY	WSP ACTIVITY
Expedite testing	WSP is constantly reviewing its testing procedures. After each Arming Class, a report and analysis of recruitment, testing and hiring efforts is created. Changes made during the past year include replacing the WSP written and physical ability test with the PST testing system, utilizing the NEOGOV application system (as of 9/1/13), moving the oral interview from after the written test to after the background investigation.
Review of legal compliance, necessity of all selection/hiring practices	The WSP continually engages with peer agencies such as Seattle Police Department and PST to ensure standards are in line with others and compliant with legal mandates.
Awards or incentives for recruitment success	In 2007, WSP offered a \$50 incentive to employees who recruited an individual who made it to a conditional offer; this was raised to \$200 in June of 2015. So far just over 10 awards have been granted.
Out of state recruitment and background investigations	During this past year, recruiting was conducted in Idaho at colleges and a job fair, and recruiters have recently gone to Ft. Hood in Texas. Trips are planned for BYU in Utah and also Boise State in Idaho.
Research and data analysis including employment trends, generational differences	None specific.
Development of an annual recruitment budget and plan	Due to the excessive number of vacancies, there has been no need for a formal recruitment budget. Money has been available for all identified activities and is redirected from salary savings for unfilled positions. During each recruitment cycle (the 8 months preceding each of 2 Arming classes per year) each local recruiter monitors and selects activities specific to that District.
Promotional and media materials including public service announcements and promotional information and items	In April, 2014, WSP contracted with Cox Media Group (CMG) to survey troopers and local citizens and create two commercials that rolled out in February and June, 2015. The Agency is completing contracts with Bigger Pictures and Geo and Associates for advertising in streaming radio, traditional radio, social media, and outdoor billboards.
MARKETING AND TECHNOLOGY	
Identify target audience	The WSP has relied on information provided in the CMG survey of internal and external participants.
Job fairs and special events	Recruiters continually attend job fairs across the state as well as surrounding states.
College campus recruiting	Recruiters frequent community colleges and universities. A statewide college career fair is being planned for March 2016 to target pending graduates seeking employment.
Promotional materials	The WSP uses materials targeted toward fitness centers. Recruiters have business cards and specifically decorated patrol vehicles to advertise openings. Large banners are in use to advertise openings around the state.

GENERAL RECRUITMENT ACTIVITY	WSP ACTIVITY
Mass media and regional campaigns	See above.
Junior academies	The agency runs a one week Kiwanis sponsored summer camp for youth at the Shelton Academy in July each year.
Citizen academies	Not conducted.
Sponsoring youth activities	Not conducted—while the agency formerly had an Explorer program, it has not been active for well over 15 years.
Use of Public Information Officer to disseminate public interest stories	The Recruiting unit works very closely with the office of Government and Media Relations to facilitate news coverage. Some recruiters also serve in a PIO capacity. The lieutenant has appeared in multiple TV and radio interviews to discuss recruiting efforts. The lieutenant and lead HQ recruiter also maintain active Twitter accounts.
Expedite candidate processing	The entire process has been examined from beginning to end, with several changes made since April of 2015. At the conclusion of this recruiting period in November, the after action review will examine areas of improvement.
Use of agency website for recruiting	The WSP website has a wide variety of information about the job and its entrance requirements and includes stories of work activities that make a difference on peoples' lives. According to available data between 7/1/14 to 1/30/15, the WSP website accounts for 31% of the WSP applicants, by far the most effective recruitment tool in use.
Development of a candidate database to track candidates progress and recruiter contacts through the process	The WSP relies on NEOGOV to track and move applicants through various stages of the process.
Use of email as a recruitment tool	Recruiters rely primarily on email for scheduling and handling small details. Additionally, the agency has a general mailbox for applicant questions.
Use of voicemail or robo calling as a recruitment tool	WSP has not conducted automated calls.
Mentoring potential employees	According to the After Action Report for the 29 th Arming Class dated 6/3/15, recruiters spend quality time mentoring applicants and future applicants including those that may be too young to apply but are interested in a law enforcement career and those that have been disqualified in the process but were given a short time to reapply (1-2 years). Additionally, recruiters can contact PST applicants who are near the cut off scores to help them become more competitive.
ALTERNATIVE STAFFING AND EMPLOYEE PARTICPATION	
Law enforcement Cadets or youth corps	None.
Reserve officers	None.

GENERAL RECRUITMENT ACTIVITY	WSP ACTIVITY
Volunteers	WSP does have a volunteer program, most often staffed by retirees.
Non-sworn employees	NA
Retired officers	NA
Explorer scout programs	No.
Interns/student workers	The WSP has occasionally had interns, typically in the crime labs.
Police corps programs for college students that include payment of student loans	No.
Magnet school programs	No.
Junior academies	See Kiwanis summer camp above.
Testing orientation programs	PST offers test orientation sessions throughout the state for individuals who are interested in gaining knowledge about the testing process
Pre-Academy programs	The pre-Academy Cadet program is designed to introduce new hires to the agency and provide some orientation.
Formal mentoring new employees	Probationary troopers have district specific mentoring and training, but there is no formal program.

Source: Checklist developed by the California Police Officer and Training Standards; WSP practices provided by HRD staff.