



# *The San Diego Police Officer Retention Crisis*



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# EXECUTIVE SUMMARY

*For the last decade, the San Diego Police Department (SDPD) has struggled with retaining and recruiting sworn police officers. In 2012 the SDPD proposed, and the San Diego City Council unanimously approved, the Police Department's Five-Year Plan which set a goal of reaching 2,036 sworn officers by Fiscal Year 2018. Since its adoption, the City has spent or committed to spend over \$140 million to implement this plan. These efforts included: quadrupling the number of police academies, doubling the number of recruits per academy, and signing three new labor deals with the San Diego Police Officer Association (SDPOA) to boost pay to officers.*

*These efforts have fallen short. There are less officers on the job today than there were in 2011, the year before the five-year plan was adopted. Even more concerning, the SDPD would need to add 1,000 more officers (over half of our current force) just to meet the national average of police staffing levels for large cities. Unless the City solves the police officer retention problem, crime rates are likely to rise and it will be difficult to implement true community policing strategies.*

*I am concerned that high police officer attrition is becoming the new normal for the SDPD. The City must avoid any attempt to minimize or ignore the problem and its potential solutions. I have prepared this report in order to call attention to the magnitude of this problem and to highlight its causes, consequences, and possible solutions. My hope is that police officer retention will be prioritized in the FY 2017 budget discussions set to begin over the next several weeks and that Mayor Faulconer and Chief Zimmerman will propose a new comprehensive plan to improve police officer recruitment and retention.*

# THE SDPD FIVE YEAR PLAN HAS FAILED TO SOLVE OUR POLICE OFFICER RECRUITMENT AND RETENTION CRISIS

In 2012, in order to rebuild the San Diego Police Department (SDPD) due to past budget reductions, the SDPD prepared and the San Diego City Council unanimously approved the Police Department Five-Year Plan.<sup>1</sup> One of the main goals of the plan was to have 2036 sworn officers in SDPD by FY 2018. The plan stated that increasing sworn staffing would improve response times, increase community policing by enhancing officer proactive times, and decrease overtime expenditures.

The City attempted to meet the goals of the five year through ramped up recruitment and retention efforts.

Table 1 shows that since FY 2011, the City will spend \$142,100,000 on expanded police academies and payments to police officers to increase sworn staffing levels. To date, from FY 2012 to FY 2016, the City has actually spent \$35,700,000.

**Table 1: City Investments in Police Officer Recruitment and Retention since 2011.<sup>2</sup>**

	Payments to Officers	Expanded Academies	Total
FY2011	\$0	\$0	\$0
FY2012	\$0	\$1,000,000	\$1,000,000
FY2013	\$0	\$300,000	\$300,000
FY2014	\$2,000,000	\$3,200,000	\$5,200,000
FY2015	\$3,200,000	\$8,500,000	\$11,700,000
FY2016	\$11,100,000	\$6,400,000	\$17,500,000
FY2017	\$13,100,000	\$6,400,000	\$19,500,000
FY2018	\$19,800,000	\$6,400,000	\$26,200,000
FY2019	\$22,700,000	\$6,400,000	\$29,100,000
FY2020	\$25,200,000	\$6,400,000	\$31,600,000
<b>Total</b>	<b>\$97,100,000</b>	<b>\$45,000,000</b>	<b>\$142,100,000</b>

For future fiscal years (2017-2020), Table 1 projects spending based upon the most recent MOU with the SDPOA and the FY 2016 estimated costs for maintaining expanded academies.

<sup>1</sup>San Diego Police Department. "Police Department Five-Year Plan." Report to the San Diego City Council, July 10, 2012.

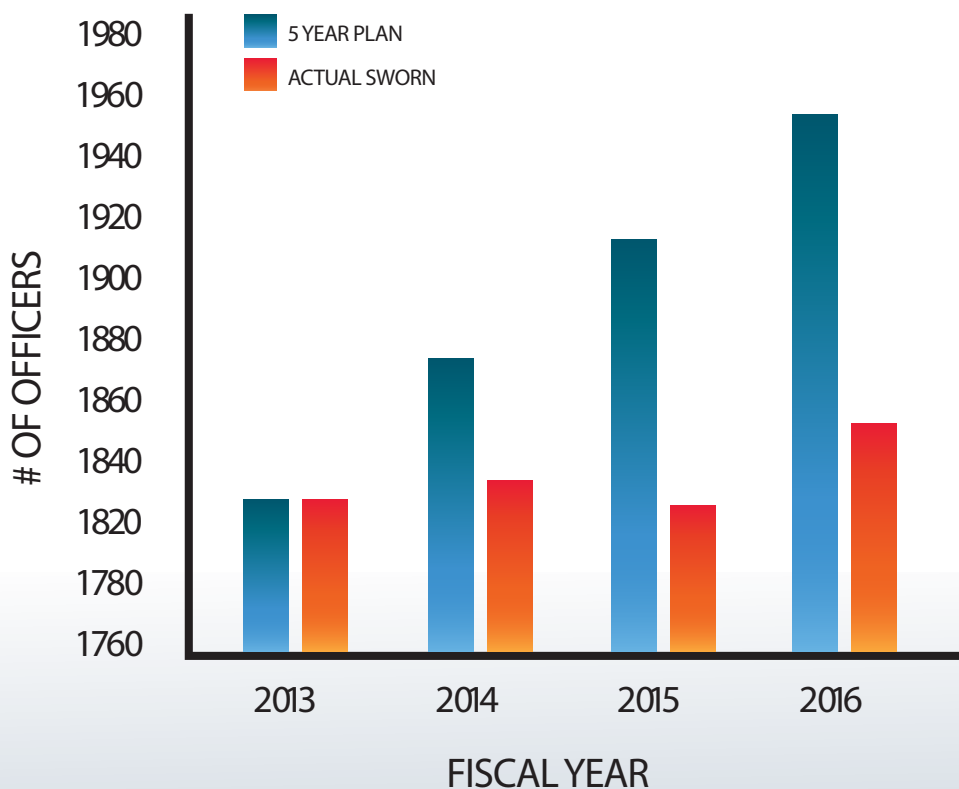
<sup>2</sup>All information compiled by the City's Independent Budget Analyst. 2011 used as a base year, FY 2017-FY2020 projected based upon most recent MOU and a continuation of FY2016 expanded academies cost.

# THE CITY HAS SPENT \$142,100,000 ON EXPANDED POLICE ACADEMIES AND PAYMENTS TO POLICE OFFICERS TO ADDRESS THE RECRUITMENT AND RETENTION CRISIS

- In FY 2011, attrition averaged 6 officers per month and while the adopted budget funded four 25-recruit police academies, only one 25-recruit academy was actually held. For the purposes of Table 2, FY 2011 is treated as the baseline year. The annual figures for FY 2012 to FY 2020 are listed as additional spending on police recruitment and retention in excess of FY 2011 levels.
- In FY 2012, attrition averaged 8 officers per month. Four 25-recruit academies were funded and actually held, and mid-year budget adjustments included a one-time expenditure of \$1 million for an additional 15 recruits in the final academy.
- In FY 2013, attrition averaged 10 officers per month. The FY 2013 proposed budget funded four 25-recruit academies but the FY 2013 May Revise expanded academies from 25 to 30 recruits. The personnel expenditure for the expansion was funded by vacancy savings and \$0.3 million funding for non-personnel expenditures was added to support the increased class size.
- In FY 2014, attrition averaged 14 officers per month. The budget included a \$2 million one-time expenditure for increased uniform and equipment allowance as a retention incentive and increased academy sizes from 30 to 34 recruits with a total of four academies for \$1.2 million. Also, the City approved a five-year Memorandum of Understanding (MOU) with the SDPOA for 2014-2018. The cost of this MOU is not included in Table 1 because it was substantially the same pay deal that all bargaining groups received.
- In FY 2015, attrition averaged 13 officers per month. The Mayor's office conducted a compensation study for \$50,000 which concluded that increased compensation would solve the retention problem. The FY 2015 budget also continued FY 2014's expanded academies for \$1.2 million, and expanded academies further from 34 to 43 recruits per academy plus nine additional positions in the May 2014 academy at a cost of \$4.1 million. The City also agreed on a holiday pay side letter with the SDPOA for a one-time cost of \$3.2 million.
- In FY 2016, attrition has averaged 13 officers per month. The City signed a new MOU with the SDPOA from FY 2016 to FY 2020. The FY 2016 budget also continues the FY 2014 expanded academies for \$1.2 million and continues the FY 2015 expanded academies (43 recruits per academy) for \$4.1 million, and includes additional funding of \$1.1 million for equipment needs for the expanded academies, for a total of \$6.4 million.

*Unfortunately, these efforts have fallen short. Figure 1 shows that the City was behind on meeting the goals in the plan since the very beginning and seems to be doing worse as time passes. Currently, the SDPD stands a good chance of ending 2016 almost 1,000 officers short of the plan's stated goal.*

**Figure 1 <sup>3</sup>: Actual Sworn (orange) vs Five-Year Plan Estimate of Total Sworn (blue). <sup>4</sup>**



**IN 2016 THE CITY IS PROJECTED TO END ALMOST 1,000 SDPD OFFICERS SHORT OF THE STATED GOAL IN THE INITIAL FIVE-YEAR PLAN**

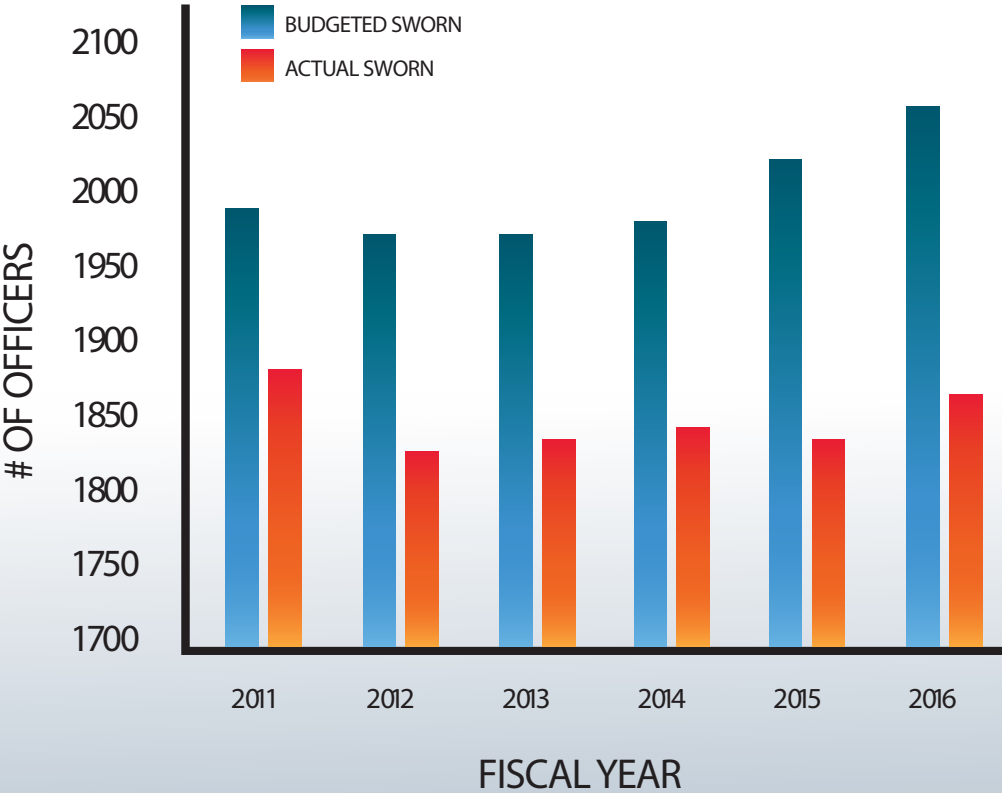
<sup>3</sup> Y axis is the number of sworn officers, X axis is the year (January 1st for Actual sworn, July 1st for the Five Year Plan Estimate).

<sup>4</sup> San Diego Police Department. "Police Department Five-Year Plan." Report to the San Diego City Council, July 10, 2012.

# THE GAP BETWEEN BUDGETED OFFICERS AND SWORN OFFICERS HAS GROWN BY 58% IN THE LAST 5 YEARS

Figure 2 shows that, since the plan was adopted, the gap between budgeted officer positions and actual officers in SDPD has grown from 115 (in 2011) to 182 (in 2016), a 58% increase in the problem since the beginning of the current five-year plan. Note that in 2011, the year before the current five-year plan was adopted, the number of sworn officers on the job (orange) was much higher than any other year since.

**Figure 2: Budgeted (blue) vs Actual (orange) Sworn Officers 2011 to 2016.<sup>5</sup>**



<sup>5</sup> Y axis is the number of sworn officers, X axis is year (January 1st of the calendar year).

**Figure 3: Total Sworn Attrition FY14 (gray), FY15 (orange), and FY16 (blue).<sup>6</sup>**

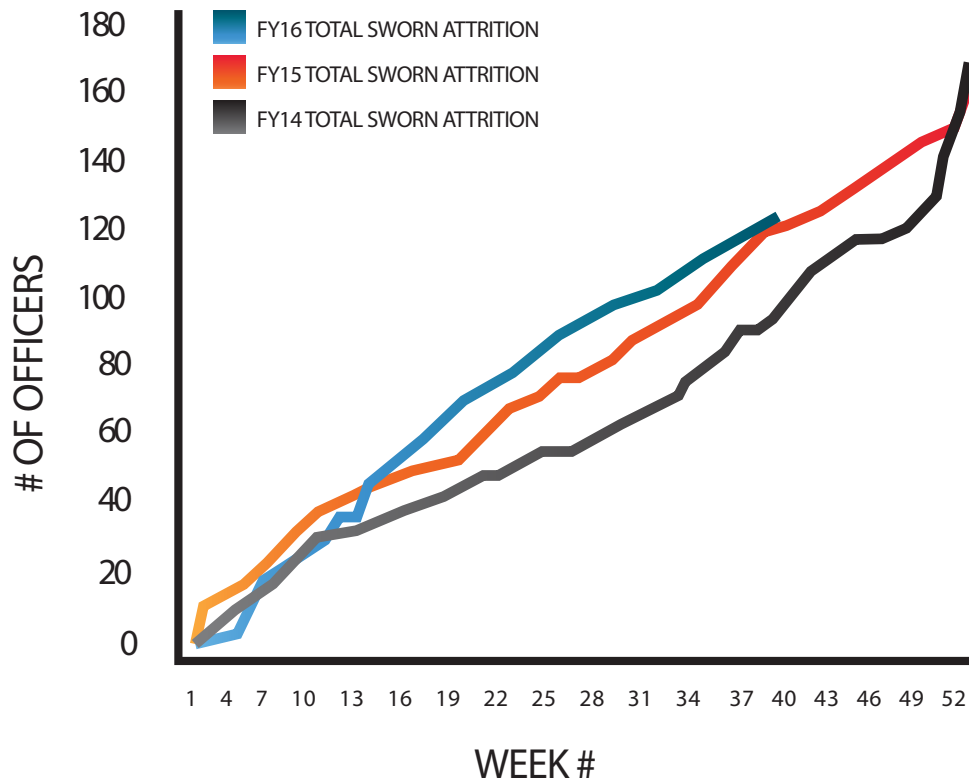


Figure 3 shows that the blue line (FY 2016 total sworn attrition) is consistently higher than the other two lines (total sworn attrition for FY 2014-gray and FY 2015-orange), indicating that the problem has gotten worse so far this year, not better.

Some could argue that total sworn attrition is a misleading measurement of the retention problem, because it includes officers who have to leave because they are in the final year of their Deferred Retirement Option Program (DROP) contract. These officers are forced by their contract to retire, therefore arguably they should be excluded from the attrition figure.

**SINCE THE LATEST CONTRACT WITH THE SDPOA WENT INTO EFFECT AT THE BEGINNING OF FY 2016, TOTAL SWORN ATTRITION HAS BEEN AS HIGH OR HIGHER THAN THE PREVIOUS TWO YEARS**

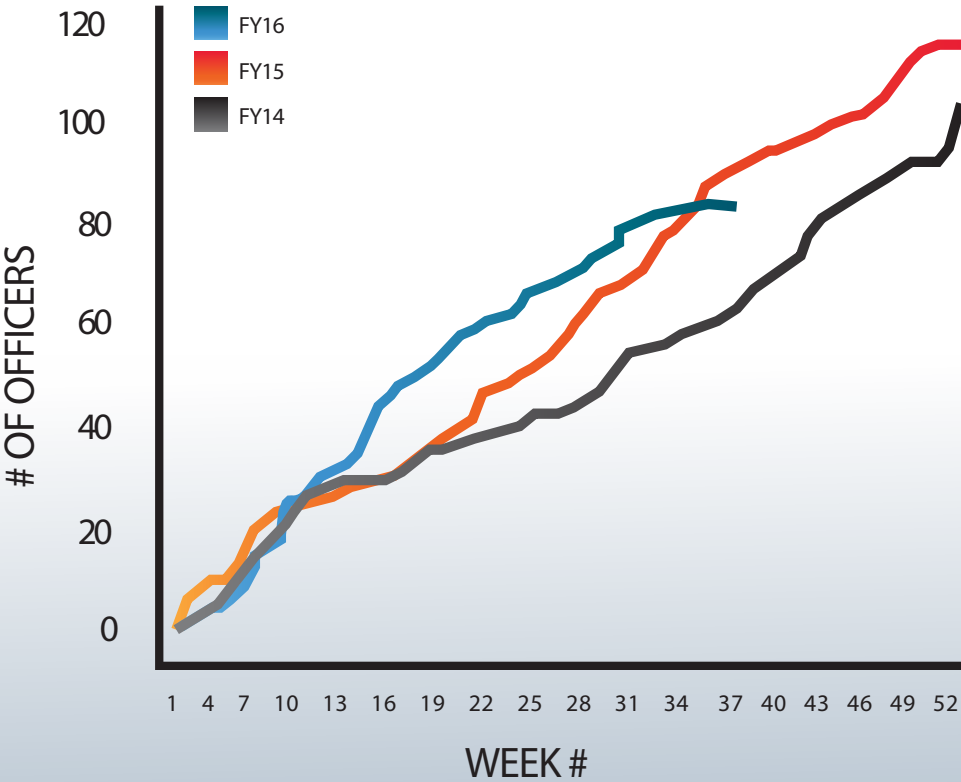
<sup>6</sup> Y axis is the cumulative total of sworn officers who've left SDPD in a given fiscal year, and x axis is the fiscal year week number (week 1 is first week in July, week 52 is last week in June). All weekly data from FY14 to FY16 were compiled from the Weekly Staffing Reports issued by the SDPD.

# EVEN IF OFFICERS WHO ARE IN THEIR LAST YEAR OF DROP ARE EXCLUDED, RETENTION PROBLEMS TODAY ARE STILL WORSE THAN THE PAST TWO YEARS

Some could argue that total sworn attrition is a misleading measurement of the retention problem, because it includes officers who have to leave because they are in the final year of their Deferred Retirement Option Program (DROPP) contract. These officers are forced by their contract to retire, therefore arguably they should be excluded from the attrition figure.

In Figure 4, non-drop attrition this year (blue line) has been at the same level or worse than the last two years (orange and gray).

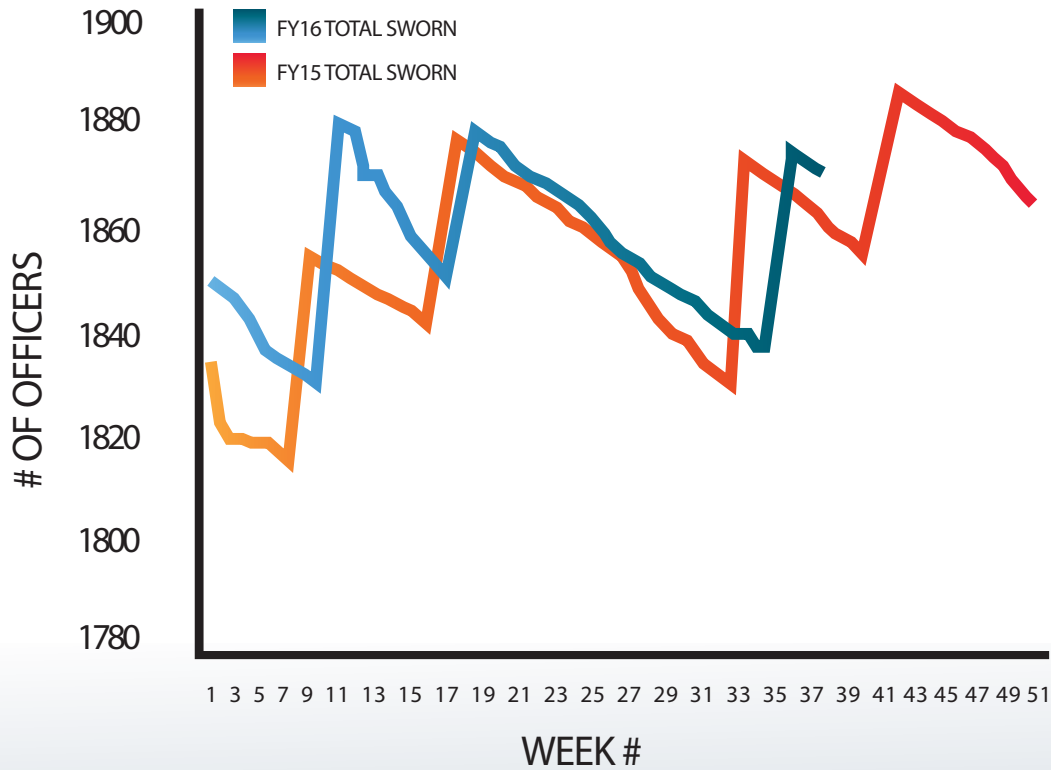
**Figure 4: Non Drop Attrition FY14 (gray), FY15 (orange), FY16 (blue).<sup>7</sup>**



<sup>7</sup>Y axis is the cumulative total of sworn officers who are not in their last year of Deferred Retirement Option Program who've left SDPD in a given fiscal year, and x axis is the fiscal year week number (week 1 is first week in July, week 52 is last week in June).

While each new academy boost staffing temporarily, attrition steadily erodes those gains, such that overall sworn staffing has been essentially flat. Figure 5 shows that SDPD started FY 2016 with 1850 officers, and 33 weeks into the current fiscal year the total had dropped to 1836, or 14 less than at the start of the FY 2016. As of March 29, 2016, total sworn staffing was 1868, or 18 more than at the start of FY 2016.

**Figure 5: FY15 (orange) and FY16 (blue) Total Actual Sworn Officers by Week.<sup>8</sup>**

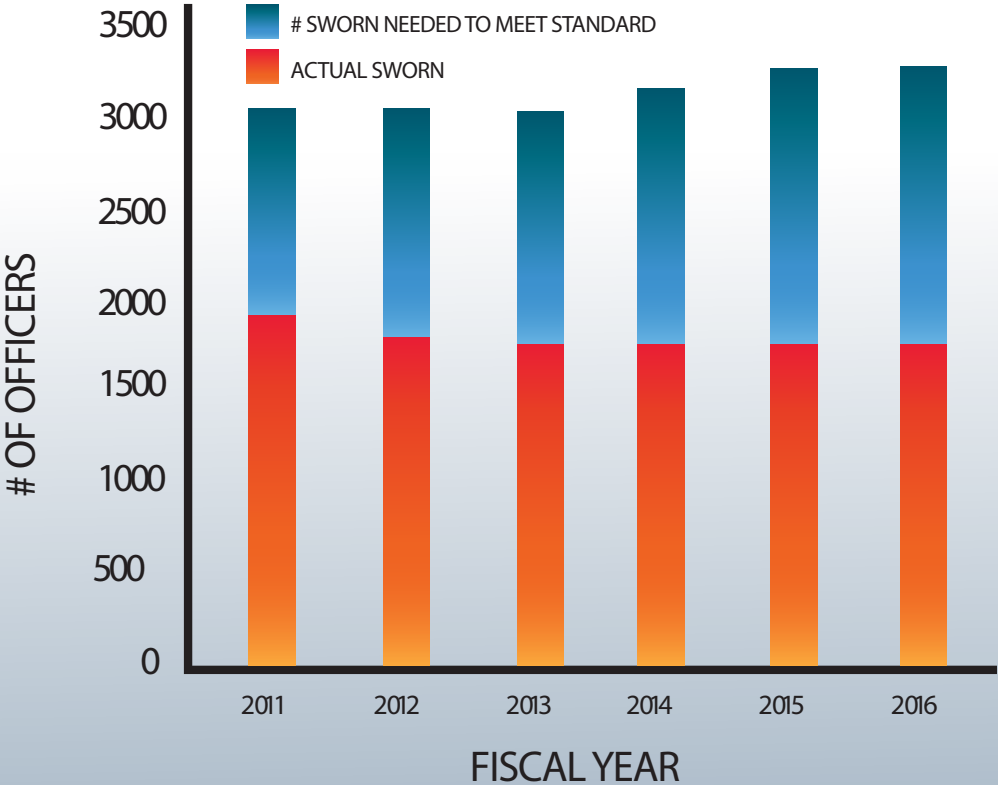


**EVEN WITH THE MASSIVE EXPANSION OF POLICE ACADEMIES, SWORN STAFFING HAS NOT IMPROVED MARKEDLY OVER THE PAST TWO YEARS**

<sup>8</sup>Y axis is the total number of sworn officers available to work in a given week, and x axis is the fiscal year week number (week 1 is first week in July, week 52 is last week in June).

According to the Bureau of Justice Statistics (BJS), cities with a population over 250,000 have an average of 2.3 officers per 1,000 residents.<sup>9</sup> Figure 6 looks back and calculates the BJS recommended number of sworn officers for the previous five years, and shows the actual amount of sworn officers for that year (orange) compared to the amount we would need to add to meet the BJS standard (blue). You can see that throughout the entire five-year period, San Diego falls short by over 1,000 officers. The problem has also gotten worse over the last five years, in that the blue portion of the chart is larger in 2016 than it was in 2011, indicating that SDPD is falling further behind the BJS average.

**Figure 6: Actual Sworn Officers (orange) and the Number of Sworn Officers Needed to Meet the BJS National Average (blue).<sup>10</sup>**



**THE PROBLEM LOOKS EVEN WORSE WHEN WE COMPARE THE SDPD TO NATIONAL STANDARDS OR OTHER AGENCIES**

<sup>9</sup> Reaves, Brian. "Local Police Departments, 2013: Personnel, Policies, and Practices." Bureau of Justice Statistics Bulletin, May 2015.

<sup>10</sup> Y axis is number of officers, x axis is the calendar year, specifically January 1st of the calendar year.

# WHAT IS CAUSING THE RETENTION PROBLEM?

In the past, Chief Zimmerman indicated that the retention problem was mostly caused by inadequate compensation and that the new MOU would solve the problem.<sup>11</sup> More recently she has said that she feels that more than just compensation is involved, and that some police officers are “leaving the profession altogether, because of the continual negative atmosphere they’re hearing from the community” and because they feel they aren’t trusted.<sup>12 13</sup>

**Table 2: SDPD’s Annual Attrition Rate is Worse than other Large Agencies**

Benchmark attrition rate for large agencies	4.5% to 5.4%
SDPD attrition rate FY14	8.80%
SDPD Attrition Rate FY15	8.20%
SDPD Attrition Rate FY16 (projected)	8.40%
Dallas	6.10%
Los Angeles	3.50%

If this were true we would expect to see similar retention problems in most other agencies. However, according to Table 2 below, SDPD’s retention problem seems to be much worse than other agencies. The RAND Corporation estimates that for large police departments nationwide, the average rate of attrition for sworn officers is 4.5% to 5.5%.<sup>14</sup> Published reports indicate that the Los Angeles Police Department’s attrition rate is 3.5%<sup>15</sup>, and the Dallas Police Department’s attrition rate is 6.1%<sup>16</sup>. Since FY 2014, the SDPD attrition rate has been over 8%, and if trends hold, will end at 8.4% for this fiscal year.

<sup>11</sup> Nguyen, Alexander. “SDPD Pay Deal takes effect amid hopes for greater retention.” Times of San Diego, July 1, 2015. “It is my belief that the new labor agreement that does take effect today for our police officers will greatly assist our police department in recruiting the very best to join our police department, and also to retain our highly experienced (and) trained police officers,” Zimmerman said.”

<sup>12</sup> Repard, Pauline. “More SDPD Officers leaving despite better pay.” San Diego Union Tribune, March 11, 2016.

<sup>13</sup> Cavanaugh, Maureen and Pat Finn. “Why are officers leaving the San Diego Police Department?” KPBS Midday Edition, March 21, 2016, <http://www.kpbs.org/news/2016/mar/21/sdpd-still-faces-retention-issues/>.

<sup>14</sup> Jeremy Wilson, Erin Dalton, Charles Scheer, and Clifford Grammich. Police Recruitment and Retention for the New Millenium: The Status of Knowledge. The Rand Corporation on Quality Policing, 2010.

<sup>15</sup> Rubin, Joel. “Los Angeles Police Department doesn’t have enough qualified recruits.” Governing, December 4, 2013.

<sup>16</sup> Nicholson, Eric. “Is the Exodus from Dallas PD Real?” Dallas Observer, November 9, 2015.

*It might be argued that San Diego has a more “continual negative atmosphere” towards police than other major cities, although little to no evidence exists. If this were the cause of SDPD’s retention problems, then presumably all other police agencies in San Diego County would also be facing serious retention problems. But this simply isn’t the case. For instance, the San Diego Sheriff’s Department seems to have no retention problem at all. It currently has more actual sworn deputies employed than budgeted positions, and Sheriff Gore has said that the Sheriff’s department has had little trouble finding new hires to replace deputies who leave.*<sup>17</sup>

*Additionally the City’s own recently released “Resident Satisfaction Survey” shows 66% of San Diegans are satisfied or very satisfied with the effectiveness of police protection in the City.*<sup>18</sup> *If a supermajority of citizens is satisfied with the effectiveness of police protection in the City, there is no evidence of a San Diego specific “continual negative atmosphere” towards police.*

*So what are the possible causes of SDPD’s retention problems? Academic studies have found that the two main causes of voluntary turnover intention among employees in organizations and professions in general are: a low level of satisfaction with their existing job<sup>19 20</sup> and a perception of better job opportunities elsewhere.<sup>21 22 23</sup> In particular, high voluntary turnover rates (as opposed to involuntary dismissal) are a signal that “employees are less satisfied with their jobs, are less committed to their organizations, and that good performers are more likely to quit.”<sup>24</sup>*

## WHAT ARE THE CONSEQUENCES OF RETENTION PROBLEMS?

*Human resources professionals know that retention problems pose distinct costs to all organizations and companies, not just police departments. A survey of 118 organizations worldwide found that the costs of replacing an employee ranges from 29% to 46% of that employee’s annual salary, and that turnover costs the average organization in the study more than \$27 million.<sup>25</sup> Costs from retention problems are both direct (costs for recruiting and training replacements) and indirect (costs from lower organizational effectiveness caused by retention problems).*

<sup>17</sup> Repard, Pauline. “More SDPD Officers leaving despite better pay” San Diego Union Tribune, March 11, 2016.

<sup>18</sup> <https://www.sandiego.gov/sites/default/files/2015-cosd-resident-survey.pdf>

<sup>19</sup> Mobley, William. “Intermediate linkages in relationship between job satisfaction and employee turnover.” Journal of Applied Psychology, vol. 62, no. 2, pp. 237-240, 1977

<sup>20</sup> Coomber, B., & K.L. Barribal. “Impact of job satisfaction components on intent to leave and turnover for hospital-based nurses: A review of the research literature.” International Journal of nursing studies, Vol. 42, No. 2, pp. 297-314, 2007

<sup>21</sup> Hulin, Charles, Mary Roznowski and Donna Hachiya. “Alternative opportunities and withdrawal decisions – Empirical and theoretical discrepancies and an Integration.” Psychological Bulletin, vol 97, no. 2, pp. 233-250, 1985.

<sup>22</sup> Michaels, Charles and Paul. Spector. “Causes of employee turnover – A test of the Mobley, Griffeth, Hand and Meglino Model. Journal of applied psychology, vol. 67, no. 2, pp. 53-59, 1982.

<sup>23</sup> Mobley, William. Employee Turnover: Causes, Consequences, and Control. MAY: Addison-Wesley Publishing Company, 1982.

<sup>24</sup> Hur, Yongbeom. “Turnover, voluntary turnover, and organizational performance: evidence from municipal police departments.” Public Administration Quarterly. Vol 37, no. 1, Spring 2013, pp. 3-35.

Data on police officer retention more specifically supports the general result that retention problems in organizations impose a direct financial cost for recruiting and training replacements and an indirect cost of reduced organizational performance and effectiveness. Chief Zimmerman estimated that the City invests up to \$190,000, directly and indirectly, in every officer who is trained and hired, and that this investment is lost when officers choose to leave.<sup>26</sup>

The SDPD five-year plan claimed that restoring sworn staffing to FY 2009 budgeted levels would improve response times, increase community policing by enhancing officer proactive time, and decrease overtime expenditures.<sup>27</sup> A recent study found a positive and significant statistical relationship between retention problems in police departments and crime rates, meaning that departments with larger retention problems had higher crime rates.<sup>28</sup> Brian Marvel, the President of the San Diego Police Officer's Association, has also stated that SDPD retention problems put the safety of both citizens and police officers at risk.<sup>29</sup>

## POTENTIAL SOLUTIONS AND BEST PRACTICES

Staff turnover and attrition is a challenge for all organizations, and the City is not alone in struggling to proactively address it. Surveys of human resource professionals have found that almost half of their organizations had no formal strategy for solving retention problems.<sup>30</sup> Other surveys have found that most organizations rely on the reactive strategy of analyzing data from exit interviews to develop strategies to promote retention. Confining analysis to exit interviews can be misleading because data captured at an employee's exit does not accurately represent the state of mind the employee was in when he or she first contemplated leaving the organization.<sup>31</sup> In order to develop comprehensive and proactive solutions to retention problems, organizations must attempt to understand on an ongoing basis why their employees intend to leave.<sup>32</sup>

It's important to note that compensation is one of the key factors affecting retention but it is not the only factor. Table 3 presents 30 different best practices for improving police retention. These practices are organized under five categories: planning and analysis; reducing the negative impact of attrition; enhancing compensation and other benefits; employee engagement; and improving organizational effectiveness. Each best practice was taken from over 23 different academic studies on improving retention. This information will be even more critical as the City continues to invest millions of dollars in multiple academies.

<sup>26</sup> Bernthal, Paul and Richard Wellins. Retaining Talent: A Benchmarking Study. Accessed 04/01/2016 from: [http://www.ddiworld.com/ddi/media/trendresearch/retainingtalentbenchmarkingstudy\\_fullreport\\_ddi.pdf?ext=.pdf](http://www.ddiworld.com/ddi/media/trendresearch/retainingtalentbenchmarkingstudy_fullreport_ddi.pdf?ext=.pdf)

<sup>27</sup> Halverstadt, Lisa. "Keeping Cops on the Job: Mega Fact Check." Voice of San Diego, 2013. Accessed 04/01/2016 from: <http://www.voiceofsandiego.org/share/keeping-cops-on-the-job-mega-fact-check/>

<sup>28</sup> San Diego Police Department. "Police Department Five-Year Plan." Report to the San Diego City Council, July 10, 2012.

<sup>29</sup> Hur, Yongbeom. "Turnover, voluntary turnover, and organizational performance: evidence from municipal police departments." Public Administration Quarterly. Vol 37, no. 1, Spring 2013, pp. 3-35.

<sup>30</sup> Mento, Taryn. "San Diego's Police Officer Retention Problems Hit New Low." KPBS, 2014. Accessed on 04/01/2016 from: <http://www.kpbs.org/news/2014/aug/13/san-diegos-police-officer-retention-dilemma-hits-n/>.

<sup>31</sup> Bernthal, Paul and Richard Wellins. Retaining Talent: A Benchmarking Study. Accessed 04/01/2016 from: [http://www.ddiworld.com/ddi/media/trendresearch/retainingtalentbenchmarkingstudy\\_fullreport\\_ddi.pdf?ext=.pdf](http://www.ddiworld.com/ddi/media/trendresearch/retainingtalentbenchmarkingstudy_fullreport_ddi.pdf?ext=.pdf)

<sup>32</sup> Berry, Mary Lynn and Michael L. Morris. "The impact of employee engagement factors and job satisfaction on turnover intent." Working paper, pg 4, 2008. Accessed 04/01/2016 at <http://files.eric.ed.gov/fulltext/ED501235.pdf>.

<sup>33</sup> Berry, Mary Lynn and Michael L. Morris. "The impact of employee engagement factors and job satisfaction on turnover intent." Working paper, pg 4, 2008. Accessed 04/01/2016 at <http://files.eric.ed.gov/fulltext/ED501235.pdf>.

TABLE 3: Best Practices for Improving Police Recruitment and Retention.
<b>I. Planning and analysis of why employees decide to leave</b>
<ul style="list-style-type: none"> <li>a. Analyze demographic trends, workload indicators, perceptions and attitudes toward law</li> <li>b. Survey officer job satisfaction and organizational commitment</li> <li>c. Conduct exit and stay interviews</li> <li>d. Identify and intervene with at risk employees</li> </ul>
<b>II. Reducing the negative impact of attrition:</b>
<ul style="list-style-type: none"> <li>a. Offer realistic job preview and extended ride-alongs</li> <li>b. Contractual limits on attrition for new employees</li> <li>c. Employ pre-trained officers</li> <li>d. Improve apprentice salaries</li> <li>e. Use part-time or civilian staff where appropriate</li> </ul>
<b>III. Enhancing compensation and other benefits:</b>
<ul style="list-style-type: none"> <li>a. Increase and offer flexibility in compensation</li> <li>b. Give longevity pay increases</li> <li>c. Provide quality training and state-of-the-art equipment</li> <li>d. Offer tuition and relocation reimbursement</li> <li>e. Allow job flexibility and sharing</li> <li>f. Create alternative or compressed work schedules</li> <li>g. Provide multiple career ladders</li> <li>h. Offer other incentives such as on-site child care, fitness facilities, take home cars, and housing allowances.</li> </ul>
<b>IV. Employee engagement</b>
<ul style="list-style-type: none"> <li>a. Increase employee input in decision-making</li> <li>b. Offer evaluation and feedback opportunities</li> <li>c. Offer collaborative work and mentoring opportunities</li> <li>d. Offer job shadowing, rotating assignments, and cross training</li> <li>e. Recognize exceptional work</li> </ul>
<b>V. Improving organizational effectiveness</b>
<ul style="list-style-type: none"> <li>a. Analyze recruitment and retention patterns</li> <li>b. Survey job satisfaction</li> <li>c. Improve hiring practices</li> <li>d. Pick the right supervisors and train them in management techniques</li> <li>e. Evaluate performance</li> <li>f. Eliminate unnecessary bureaucracy</li> <li>g. Fire unsuitable staff</li> <li>h. Improve communication</li> </ul>

*There is no single best practice that on its own can significantly improve police retention. Instead, the City should focus on developing a comprehensive solution to the problem. The City should begin by assessing what SDPD is already doing to implement the best practices in Table 3, and how current practices could be improved. By facing this problem head on, and working collaboratively with the SDPOA, the City Council, and the community, Chief Zimmerman and Mayor Faulconer should be able to offer a comprehensive plan during the upcoming FY 2017 budget process.*

<sup>33</sup> Table 3 is adapted from Table 5.1 on pages 90-91 in Jeremy Wilson, Erin Dalton, Charles Scheer, and Clifford Grammich. Police Recruitment and Retention for the New Millenium: The Status of Knowledge. The Rand Corporation on Quality Policing, 2010. Each best practice is culled from over 23 studies on police retention.