Law Enforcement Recruitment and Retention

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Abstract

The state of law enforcement recruitment and retention is in crisis. Police leaders across the country must consciously evaluate methods of recruitment and retention they have been using and create innovative solutions by applying sound leadership principles. With increasing violent crime rates, decreasing applicant pools and an increase in the number of retirements and others leaving the profession nationally, law enforcement agencies can no longer maintain their current approaches to recruitment and retention in agencies large and small. Police leaders today must take an adaptive approach to how they are recruiting a new and diverse workforce and work diligently to retain those that have proven to effectively serve in their communities. The purpose of this research is to understand the current environment of law enforcement as it relates to recruitment and retention efforts. We will look at recruitment and retention separately. Then we evaluate how organizational change and adaptive leadership can directly affect recruitment and retention. Finally, we will offer a few solutions applying principles of adaptive and authentic leadership that may have a positive effect for law enforcement agency's recruitment and retention efforts which will, ultimately, have constructive results for succession planning.

Introduction: Current Challenges in Law Enforcement Recruitment and Retention

There are hundreds of thousands of articles, studies, podcasts, etc., on the recruitment and retention crisis the law enforcement profession nationwide faces today. With our team's experience, we gathered that when we entered this profession, we went up against hundreds of applicants for our entry level positions between the mid-90's to the mid-2000's in southern Minnesota. As a small example of the continued decreasing number of potential candidates, Olmsted County's (MN) most recent applicant pool for Deputy Sheriff was twenty-eight (28), with only seventeen (17) of those being qualified, fourteen (14) of those scheduling an interview, eleven (11) showing up for the interview and eight (8) making it through the examination process (personal communication, 2021). The trend here is reflective of what is being seen and heard across the State and the entire country, in agencies large and small (Smith, 2016). Law enforcement agencies are seeing a critical decrease in qualified applicants and an elevated rate of officers leaving this profession, and not just to retirement. But why?

We believe the current environment in law enforcement is one obvious cause of reduced applicant pools and increased job separation. One only needs to turn on the news and see some story involving the police and it is becoming more frequent those stories do not focus on the positive impact policing has within their communities. The scrutiny police officers face with Monday morning quarterbacks, keyboard warriors and everyone recording incidents of police interaction on a minute-by-minute basis can easily be interpreted by most as operating in the spotlight in a negative way. However, has not law enforcement always been expected to operate in that spotlight and to a higher standard? We believe so. We all agree that, although the ten second video clip usually does not show the entire reason for police interaction, police officers that are non-conforming to moral and ethical standards do not belong in this profession. But we

also believe there is a more applicable reason than the current environment in which we find ourselves. The factor which may prove more important in recruitment and retention efforts is the leadership ability and culture within the agency. The environment in which we are in certainly plays a role, but a recent study cites police officers nationwide perceive more total stress regarding internal leadership and administrative factors than they do with the dangers or external stressors of police work (Violanti et al., 2016). Also, due to the COVID-19 pandemic, an increasing number of officers are stressed regarding the uncertainty of the future of law enforcement and those experiencing more stress have shown a decrease in productivity and commitment to their profession (Stogner et al., 2020). Understanding these factors brings to light the vital need for effective and meaningful leadership and the ability to adapt to and address changes in our industry. Adaptive leaders do not thrive in crisis. They anticipate changes coming their way, understand their own and other's abilities and are proactive in influencing the outcome in a way that gives the appearance of thriving in a crisis (Spain, 2017). Adaptive and innovative leaders are needed today more than ever regarding recruitment and retention efforts. Their ability to employ creative ways to win the hearts and minds of their current staff, and the next generation of police officers, will prove to be the foundation of their succession plan.

In the following sections, we will examine recruitment and retention separately. Specifically, we will investigate what has been done in the past and emerging trends with each respectively. We will also discuss organizational change and what the possibilities are for adaptive and versatile leaders in relation to causing a positive effect on recruitment and retention. Finally, we will attempt to tie it all together for outlining an innovative approach to the subject as the future of our profession depends on it. As Dr. Long (2017) outlined respective of organizational communication, leaders today must adapt to meet new contingencies, alter the

environment, or maintain it. We know maintaining it is not an option. If we do not adapt to our environment or alter the perception of policing in our communities, law enforcement will certainly cease to exist as we know it today.

Law Enforcement Recruitment

Recruitment within law enforcement agencies has reached the crisis stage in 2021. Sparked by protests and riots calling for racial justice, police officer resignations are up by twenty (20) percent and retirements are up by forty-five (45) percent due to perceived attacks on the law enforcement profession (PERF, 2021). Law enforcement is constantly being questioned for their decision-making ability. In the wake of the resignations and protests, violent crime has gone up (PERF, 2021). Many factors are at play causing traditional recruitment efforts to no longer be effective for attracting those who might be interested in law enforcement as a career path. The issues of the public image of law enforcement, generational differences, and low unemployment rates through the current economy within the United States have all contributed to a much smaller pool of qualified candidates. Researching different recruitment strategies and implementing them is needed to overcome the societal barriers that keep people from desiring a law enforcement career. Internally, agencies must embrace credible leadership and gain the trust of their officers. Over half the respondents in a poll recently responded that they do not trust their leadership (Perry, 2021). For effective recruitment to occur, one must assess both the internal and external factors that contribute to law enforcement recruiting problems (IACP, 2019).

Improving Recruitment

Some departments have taken to providing onboarding incentives like signing bonuses, relocation payments and higher starting wages that make the law enforcement field more desirable as a career. Some departments are utilizing their ride-along programs more effectively

so potential candidates can see the real-life aspects of the job. Many departments have relaxed entry standards. And some are using different methods of outreach, such as web-based recruiting and social media campaigns, which are all current strategies that may be considered when attempting to recruit from a different generation of people who grew up with the internet and who also desire constant access to news about law enforcement activities. Many of these news sources do not show law enforcement in a positive light (Westervelt, 2021). The new generations are also sensitive to what they perceive as social injustice. With no counterpoint to set the record straight, this trend will continue. To gain more and better qualified recruits, law enforcement must go on a public relations campaign. Rank and file officers may present a positive image to the public, but to do so effectively, they must also be able to trust their leadership, which shows itself in higher morale (Perry, 2021).

Incentives

Incentives may come in many forms, such as financial compensation, college loan forgiveness, and time off incentives (Westervelt, 2021). While financial incentives may help, they are not the end solution by themselves. Recruits into the field of law enforcement must be able to see themselves making positive change in their communities because of their career choice. Too often, communities only see or hear about police violence without hearing about the positive impacts of policing (Westervelt, 2021). Until the police are no longer seen as being the enemy, recruitment will remain difficult among younger people. A five-thousand-dollar incentive may serve to attract some candidates but will not do anything to change recruiting issues when competing with the private sector or to offset pay discrepancies between agencies that may largely vary (Rago, 2021). Candidates who are attracted only by a monetary hiring bonus may not be ideal candidates if they do not possess the emotional intelligence to know that

the line of work, they are considering affects not only themselves, but the entire profession as well as society. Law enforcement is more visible in the twenty-first century than at any time in the past (Westervelt, 2021). Money must not be the only motivation in considering policing as a career.

Increase Interest

The traditional methods of gaining interest in law enforcement, such as demonstrations by a SWAT team, are often seen as being heavy handed by many of the younger generations. The militarization of police is an issue that is often brought up in many news forums and is often shown in a negative light. Law enforcement often remains silent on such topics, and when they do make a statement, the news often chooses not to publicize their viewpoint as much, although that is outside the scope of this paper. Along with traditional methods of recruiting, the public needs to see how the police interact with the community, running programs to help youth, how they make a positive impact among school children as school resource officers, and how police are ultimately just like them; human beings trying to make their way in an increasingly complex world. The campaign to increase interest among potential law enforcement candidates is a campaign for "hearts and minds," so to speak. Until the reality of what police do is well known, negative stereotypes will remain in place (IACP, 2019).

Many who may be interested in policing lose interest when they learn that they may be disqualified due to past drug use or by having visible tattoos. Agencies with such policies may need to reassess their stance on these issues to recruit candidates, depending on how strict their policies currently are (IACP, 2019). The issue that comes into play when considering lowering a standard is the risk involved (IACP, 2019). The candidate with visible tattoos may have little risk, other than how they present to the public when in uniform. The nature of the tattoo also

matters, i.e., racist tattoos, and so forth. The candidate with a history of drug use, however, may be a bigger risk for the department to take, depending on the frequency of drug usage and how much time has gone by from the last time drugs were used by the candidate (IACP, 2019). Society is changing, and law enforcement organizations must adapt to society in order to survive and thrive. The issue to watch for when considering these types of policy changes is cultural toxicity within the environment of the agency (Cobb, 2020). The older officers may view the younger ones with disdain if they were hired under a modified policy standard. Candidates must be made to feel welcome at their agency or they will seek inclusion elsewhere.

Evidence Based Practices from Private Business

In the twenty-first century, policing must be approached from a business standpoint. What used to work in the past no longer does. Candidates no longer seek police jobs (Westervelt, 2021). We must seek out the candidates and recruit them, much like private businesses and the military. One lesson the law enforcement recruiter can utilize is that of evidence-based practices, taken from the world of business: in particular, the business practice of direct marketing, (Cherry & Gibson, 2021). To quote Cherry and Gibson (2021),

In the private sector, companies often conduct a market analysis to understand their customer base so that they can ultimately develop a successful marketing strategy. Companies may also utilize focus groups to gain insight and gauge attitudes about their product. Through online investigation and communication with other agencies, the unit formulated the hypothesis that these private business practices are rare in the law enforcement industry. Marketing decisions are often either made independently by executive leadership based on traditional beliefs and feelings or in unison with a third-

party firm, who depends on executive leadership to determine the focus and vision of digital content (para. 3-4).

The policing profession must change and move away from traditional assumptions of what will work and move to using quantifiable data to make decisions. Assessing what the ideal candidate is and where they are located are necessary to know, as well as how to best reach out to them. Colleges and members of the military who are ending their time in service are candidates that are high on the list of quality potential recruits (Cobb, 2020). The "shotgun," approach used in the past, where law enforcement agencies placed advertisements in the newspaper and on job websites and reaching out to the public, may still be done with some success. Quality candidates may still be attracted this way. However, to gain the highest quality candidate, agencies must learn where the desired demographic of qualified candidates exists and specifically target them.

This type of "sharpshooter" approach will target high quality candidates where they are currently located; colleges and those exiting the military (Cobb, 2020). For example, candidates who are psychology majors in college may be shown a recruitment video showing the police effectively responding to a mental health crisis, keeping both the individual and society safe. Computer science majors may be shown a recruitment video of police solving crimes involving the internet, showing how this positively affects the lives of victims, such as children who are preyed upon by internet predators (IACP, 2019). Going to job fairs and hoping for qualified candidates no longer works (Meade, 2016). Agencies must be proactive and take actionable steps to learn about what they are looking for in quantifiable terms (Meade, 2016). Private businesses spend considerable time and money in developing recruiting strategies and campaigns to fill their ranks; the law enforcement profession can borrow some of these strategies and direct market to

individuals that may be interested in a law enforcement career through active recruitment. Yet, there is another piece that needs some attention; retaining good employees can be far more cost-effective than recruiting new.

Law Enforcement Retention

The next challenge for law enforcement agencies is retaining highly productive employees that align themselves with the mission and vision of their agencies. Early retirements, burnout, toxic culture, and other agencies head-hunting talent contribute to what seems like a continuous problem. Retention is an issue that affects both large and small agencies. We will examine retention strategies to help provide guidance with the issue and how leaders in law enforcement can step up and help their agency manage retention.

When an experienced employee leaves the department, we suffer a loss in terms of the knowledge and experience possessed by that employee in addition to the explicit time and financial cost to hire and train a replacement. First, one must understand their agency and why people are leaving. A 2019 study conducted by the Police Executive Research Forum (PERF) asked the question about the top three reasons officers are leaving their departments. The top reason was accepting another job at a local law enforcement agency. This would indicate we are possibly helping one agency while hurting another. Recent trends would indicate that officers are leaving the profession due to negative feelings regarding unknown lack of protection (i.e., qualified immunity), lack of prosecution of serious offenders, lack of support from public, lack of support from administration and a false narrative being pushed by the media and other special interest groups. Jeff Potts, the Executive Director of Minnesota Chiefs of Police Association, states,

They're not happy with the job anymore. They're concerned about their future in this work. I think record levels, chiefs are seeing good, experienced officers just decide to get out of law enforcement (para. 7-8).

Leaders must be adept with the current trends and be able to provide guidance and strong support for their staff to help mitigate some of these issues.

Improving Retention

Law enforcement administration must work with people in every level of the organization to better understand the pulse of the organization. Although slightly outside the agency, the human resources department should be consulted for insight. Hiring an outside consultant might also give an unbiased view of the organization. Exit interviews are another tool that agencies can use to provide insight. Very similar to job evaluations, the information provided by both officer and supervisor is critical. Exit interviews must be meaningful and should be able to produce actionable data to help move the agency forward. A reference to Portland, OR, police department, officers left scathing exit interviews indicating they are burned out (Bernstein, 2021). To uncover and address the factors leading to potential retention issues, the Department should better formalize the exit interview process. Exit interviews should include specific reasons the employee is leaving the department and any specific recommendations the employee has for improvement.

Innovative Approaches

Another way to check the well-being of a department and avoid an unexpected or premature prompting of an exit interview, one should do a bright spot interview. The agency should begin conducting retention interviews with employees at regular intervals to identify the reasons employees continue to choose to stay with their agency. These bright spots will help

identify areas for possible improvement and allows people to voice what they like about the department. Sometimes small things like emails about case status or what is going on with our fleet maintenance and technology mean a lot to people. Just like the communities we serve employees will remember how they were treated (personal communication, 2021). If we treat our staff as teammates who have a meaningful stake in the department it should help with retention. It may help break down silos and encourage strategy development on improving the department. Careful consideration needs to be considered on who conducts exit and retention interviews so peers can feel free to speak openly.

Every leader needs to do whatever they can to make their department one where one people want to stay. Sometimes officers leaving only look at the salary of other agencies to make their decision. Leaders can help retain their employees by highlighting the benefits provided such as the following: pay, overtime availability, tuition reimbursement, schedule, training, student loan forgiveness, equipment, medical, retirement, deferred compensation, work out on duty, gym dues covered, vacation, daycare, sick leave, lateral assignments, availability of light duty work if injured and job security to name a few. It is important to ensure that your retention strategy is in line with what the employees want. Erik Therwanger (2017) advised,

And here's a huge, huge benefit of collaboration; retention. People who are involved in collaborative discussions or collaborative meetings tend to stay with an organization longer. And so, recruiting is very important, but retention is equally as important, maybe even a little more important. And so, collaboration can be used as a retention tool for leaders get them involved. Why? Because 95% of people want to be part of something special (video).

Fighting a toxic culture and creating an agency with a fun environment to work at is also a factor in employee retention. More people will stay in a fun work environment versus staying in a toxic place for more money. The most effective and efficient way to fill a position is to retain the employee currently in the position. We should strive to make our agencies "destination departments", where home-grown officers stay until retirement and significant numbers of lateral officers seek to finish their careers rather than seeing officers begin their careers at one agency only to transfer to another department as we currently see happening with increasing frequency. Our employees are our best recruiters. By addressing employee concerns and improve working conditions law enforcement agencies stands to improve retention. A final quote from Erik Therwanger (2017) offers sound advice:

The Atlanta Journal did a study of about 19,000 people. And they found that the number one thing people look for in their jobs, keeping them there, is retention. A 'why do they stay' type rating was significant. They wanted to feel appreciated, given credit, stretch their vision, let them feel part of something special and something great. I'm going to challenge you to share vision in all of your communication, in the good communication, in the bad, in the praising and the reprimanding. Everything you say sends a message it sends a message about the future, about your people's future if they should follow you or not. Make your organization special and great (video).

We see there is plenty of room for improvement through organizational change in departments nationwide. Some are doing it right while others need guidance.

Organizational Change & Enhanced Leadership

We have seen that recruitment and retention are critical issues facing many police departments across the country. In a perfect world, police departments would not lose any of

their valued officers prematurely and we would continue to attract scores of people called to this profession. However, the harsh reality is that it is getting harder to retain the personnel we have and even harder to recruit their replacements. According to Orrick (n.d.), "Departments need to increase factors that attract someone to their agency while limiting those factors that drive people away." (p. 9).

It is important that the leaders within organizations self-reflect on why these issues are occurring in their agencies and, more importantly, leaders need to be adaptable. However, adapting creates change and change within an organization is a constant uphill battle. If some agencies are not currently experiencing a retention issue, it may be that they have a strong foundation backed with great leadership throughout their organization. The Blue Earth County Sheriff's Office (MN) is not currently facing a retention issue. Members of that organization feel that could be contributed to the great leadership throughout the organization, as well as the strong foundation built by those currently in leadership positions (personal communication, 2021). For those agencies experiencing retention issues or fear they may experience retention issues down the road, we will outline a few recruitment and retention strategies that will likely lead to organizational change within agencies which, in turn, will enhance the agency's overall skilled leadership capacity.

People, generally, are resistant to change. However, changes must occur in order to retain our staff. It is vital that departments pay attention to internal and external forces within their department to facilitate change. Leaders must effectively communicate the need for change to all members of the organization, so they are able to better understand the need for it (Harrington, 2017). But there is also legislation, political upheaval, and the changing landscapes of our communities. Understanding that changing any part of the system will impact every other part is

key. Making sure that officers have a stake in the change, and act as collaborative agents, will have a profound effect on the strategies outlined below.

Strategies for Success

Successful recruitment and retention efforts starts with the hiring process (Orrick, n.d.). Most agency's hiring process is stuck in a rigid scoring system for applicants and subsequent interviews. If applicants look good on paper, then they move onto the next phase of the hiring process which is typically an interview. If applicants interview well, they are likely considered for the next phase of the hiring process. But what happens if the applicant simply interviews well? Are we asking the right questions in those interviews? Interviewers should be asking character-based questions which require the applicant to answer based on their character. This will help ensure that agencies are hiring personnel that reflect their department's core values and belief system. Departments need to change the way they hire. By changing the way in which we hire, we are increasing our ability to attract those people that are the right fit, increasing their feeling of being part of something great and will more than likely stay.

Another strategy to increase recruitment and retention is making supervisor selection and development a priority. For example, Olmsted County and Blue Earth County Sheriff's Offices encourages its staff to complete courses in Institute for Credible Leadership Development (ICLD). There are 4 phases to the ICLD program that focus on individual and agency leadership development. There are several agencies in Minnesota that have committed to making leadership development a priority. Both agencies have also implemented a supervisory field training program, where a new supervisor is partnered with an existing one in order to allow for better hands-on training. Previously, if someone was promoted, they would jump right into that position on their starting date with no additional training. Departments that encourage leadership

development are fostering an environment where professional growth is cultivated and in turn, expected.

A key component to recruitment and retention is to have and maintain high standards of performance for your officers. Officers must be held accountable (Orrick, n.d.). Unacceptable behavior and poor performance must be dealt with appropriately and in a timely manner. Understanding human behavior is extremely beneficial to how poor employee behavior can negatively impact the group. If there is an officer that routinely gets away with poor performance, officers get the impression that there is a lack of accountability. Make sure your leaders are addressing the poor performance and bad behavior. Reinforce to your officers that they are serving a purpose greater than themselves.

By implementing the recruitment and retention strategies discussed, agencies will not only see an increase in retention, but the leadership ability of the agency will enhance, thus creating organizational change. Change requires dedication and commitment. It will not happen overnight. It takes 21-28 days to make a habit (Harrington, 2017). If those habits can be successfully implemented throughout the organization, then they can be done for a year, or 5, or 10 or until the next drive for positive change is needed.

Conclusion

With the current job market in crisis, many professions are crying out for help; law enforcement is no exception. With the challenges of today's climate and attitude towards law enforcement-the protests, the George Floyd incident, and the continued scrutinization of police, the policing profession is only getting more complex and good people are leaving. Applicant pools have decreased. However, one must not look at only this one factor. Other factors make a difference, such as the leadership ability of the agency and the organizational culture. Never has

it been more crucial for law enforcement leaders and their command staff to employ the principles of servant leadership when it comes to recruiting top candidates and retaining their veteran staff that share their vision, mission and purpose.

Realizing that those called to serve in this profession must continue to serve to something higher than themselves and brave leaders today must also realize part of that higher power are the people we supervise. Our team unanimously agreed that those in supervisory or command roles must shift their thinking about those they supervise. A "working from them" philosophy versus a "they work for me" approach seems be a constant reminder for us of our servant leadership responsibilities. Leader today must hone their listening skills, foster an innovative and collaborative environment, and proactively engaging the community and staff. Continuing to be aware allows brave leaders and their organizations to have the foresight to make sound decisions when it comes to recruiting and retaining highly effective and ethical officers. Servant leaders are servants themselves first, maintain a general natural inclination to servitude, serve the collective, empower others, and tend to focus on teamwork and interpersonal relationships (Spain, 2017). Establishing effective exit interviews and gleaning critical information from bright spot interviews can prove useful, particularly when leaders practice authentic leadership which hopefully will permeate the organization. If employees feel their leaders always do the right thing and have a strong sense of emotional intelligence and deep values, that they themselves are valued, they are more likely to understand their own purpose, establish their own values that align with their leaders and develop trusting relationships with them (Normore, 2017). This creates the atmosphere to share their reasons openly and honestly for leaving or staying, which may ultimately help improve the organization. The best leaders we will see are authentic, servant leaders. Leaders who are "real", who are transparent in their intentions and are

giving of themselves, will help others grow and thrive. Only by helping others grow will leaders themselves really be able to make lasting change, not only in their organizations, but in the lives of the officers who they supervise.

Through creative and up-to-date recruitment initiatives, organizations should be able to get the right people into this profession. Implementing the suggested retention strategies will aid in keeping those same people in this profession and with their respective organization for the foreseeable future. Applying sound leadership practices and principles takes time, dedication, and a rather large financial undertaking. Leadership is a perishable skill that must be learned, taught, and fostered throughout law enforcement organizations. Continued success of organizations depend on continued education and leaders of today would be wise to consider that the state of their organization's future just might be their legacy. Appropriate succession planning does not just include what people will be positioned in top leadership positions in the near future. It requires full understanding that recruiting, training, mentoring and retaining the right people today, will impact the organization and the communities in which they serve long after they leave.

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