

POLICE CIVIL SERVICE IN TEXAS:
A SURVEY OF ATTITUDES OF SELECTED POLICE OFFICERS

BY

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CHAPTER ONE

INTRODUCTION

Police civil service is a system which like many others, evolved from a need to remedy undesirable practices. Realizing the nature of public employment, specifically police service, standards and practices must be established and adopted which ensure the highest quality service. Within this realm, issues such as working conditions, economic considerations, and morale continue to provide constant challenges for police administrators and elected officials.

As society changes, demands and expectations also change. The public is now voicing concerns as never before. This attention and change provides the impetus for examining the current Texas civil service system.

Although this study is concerned specifically with police civil service, a vast majority of the literature concerns civil service employment in the larger scope. Hence, the facets of employment influenced by civil service, are not limited to the police profession.

HISTORICAL SETTING

The term civil service refers to nonelected civilian government employees (Academic American, 1992, p. 14). Although the development of civil service dates back to ancient times, the modern civil service in Western Europe and the United States

began with the growth of the embryonic concepts of modern government, including a civil administrative system and personnel to manage it (Encyclopedia Americana, 1992, p. 781).

By 1750, Britain, France, and Prussia had completed this stage of development. In Prussia, an efficient military bureaucracy was established in which the members were chosen on a competitive basis and were responsible for financial and economic matters, refugee settlement and trade. The 18th century Prussian civil service is often considered the first modern civil service system (Encyclopedia Americana, 1992, p. 781).

In the United States, civil service evolved in response to the common practice known as the "spoils system". Incoming presidents would replace large numbers of government workers with members of his own party, regardless of qualifications. Not until corruption became a serious problem, did the government pass legislation aimed at reforming the system. In 1883, the Pendleton Federal Civil Service Act created a Civil Service Commission and firmly established the merit system.

Civil service was designed to eliminate corruption and partisan appointments (Holzer, 1977, p.505). The system established competitive exams for persons applying for federal jobs. Many state and local jurisdictions followed the federal example, so that merit system practices became similar nationwide (Encyclopedia Americana, 1992, p. 781).

MISSING

employees in a city of 1.5 million or more population. In addition, civil service establishes provisions for accumulation and payment of both sick leave and vacation. Most civil service systems establish provisions only for longevity pay, some form of education incentive pay, and for the accumulation and payment of both sick leave and vacation.

It is noted that Chapter 143 only applies to cities which have a population of at least 10,000; have a paid fire department and police department; and have voted to adopt the chapter. Without the official adoption and implementation of Chapter 143, the rights of police officers are determined by existing city charter.

ADOPTION

A municipality which otherwise meets the criteria for civil service eligibility, shall order an election, if it receives a petition signed by at least ten percent of the qualified voters who voted in the most recent municipal election. Consequently, the election must be held during the first authorized uniform election date, as governed by the Texas Election Code. If the referendum is defeated, another referendum may not be held for at least another year. In addition, the second petition submitted must be signed by at least twenty percent of qualified voters.

Within sixty days of adoption of civil service, the chief executive of the municipality must appoint a civil service commission. In accordance with provisions of Chapter 143, the

commission does not have authority, but is guided and instructed in performing its duties. Furthermore, implementation of civil service provisions must take effect within thirty days of the municipality's first full fiscal year.

When a municipality adopts civil service, any existing police officer with more than six months service in that municipality, and who is entitled to civil service classification, shall be considered a civil service employee.

REPEAL

In order for an election to be held for the repeal of civil service, chapter 143 must have been in effect for at least one year. In addition, it is specifically noted that the petition calling for the election must be signed by at least ten percent of the municipality's qualified voters, hence, not just the voters of the most recent election (Texas Local Government Code Chapter 143, 1988, p. 3).

Since 1947, police civil service has experienced many amendments and legal challenges. These amendments and challenges are the result of legislative actions and federal statutes. For example, in 1987, an amendment permitted requiring mental examinations for beginning positions. In 1981, an applicant brought an age discrimination suit (*Poteet v. City of Palestine*, 620 S.W.2d, 181), based on the 1975 Age Discrimination in Employment Act.

PURPOSE OF THE RESEARCH

The purpose of this research is to assess police officer attitudes toward the facets of employment influenced by the Texas Civil Service System. It also tests for the hypothesis which states that attitudes and perceptions of police officers from civil service cities, about facets of their jobs, will be different from those of non-civil service cities.

CHAPTER SUMMARIES

Chapter one defines civil service and provides the historical setting as well as the evolution of civil service in the United States. The legal/historical setting of Texas police civil service is provided, followed by an explanation of the adoption and repeal process. Reasons for amendments and legal challenges to civil service are highlighted. The chapter concludes with an explanation of the purpose of the research.

Chapter two presents a review of the literature on civil service. Because the literature on police civil service is limited, a vast majority of the literature review focuses on civil service employment in the larger scope. The major facets of employment influenced by civil service are addressed. These facets are categorized as either direct or indirect. The direct facets are: working conditions; and economic considerations. Working conditions include selection, promotions, and disciplinary action/grievance procedures. Economic considerations include salary, benefits, and incentive pay. The

indirect facet is morale. Morale, by implication, is indirectly influenced by civil service.

Chapter three presents a comprehensive examination of the Texas civil service system. Updated information about the current number of cities under civil service is provided. In addition, current issues pertaining to various aspects of civil service, is examined.

Chapter four presents the characteristics of survey research. The survey design, sample selection, and method of distribution and collection are explained. The statistical tests used to measure the resulting data are also explained. Finally, the strengths and weaknesses of survey research are explained.

Chapter five presents an analysis of the survey results. The results reveal the attitudes of selected Texas police officers toward the facets of employment influenced by the Texas civil service system. The results also highlight differences in attitudes toward the facets of employment.

Chapter six concludes the research project and presents a summary of police officer attitudes toward the facets of employment influenced by civil service. Implications for possible reform based on the literature are discussed.

CHAPTER TWO

INTRODUCTION

The literature which examines police civil service, and moreover, civil service in general, consists of expert opinion of American educators and practitioners. There are limited empirical studies to support or dispute the expert opinion. Research for this project reveals that many of the experts share common views with regard to various aspects of civil service. For example, most agree that pay increases should be based on performance.

This research is descriptive. The approach to the research question combines the review of available literature on civil service with a survey of selected police officers.

The facets of employment influenced by civil service are classified as either direct or indirect. Direct facets include working conditions and economic considerations. Working conditions include selection, promotions, and disciplinary action/grievance procedures. Economic considerations include salary, benefits, and incentive pay.

FACETS OF EMPLOYMENT INFLUENCED BY CIVIL SERVICE

All employees, whether in public or private sector, are concerned with certain facets of employment. Civil service influences many elements of police employment, such as selection, promotions and compensation. Accordingly, police officers are

concerned with and affected by the mandates of civil service.

DIRECT

Civil service has a direct influence on certain facets of employment. Direct influence is defined as being dictated by the provisions of civil service. For example, civil service dictates that all police officers within the same rank and grade will receive equal pay.

WORKING CONDITIONS

As in any public or private organization, employees must have optimal working conditions if they are to perform ideally. To achieve the organization's goals and objectives, it is essential that police officers operate under optimal conditions. In addition, it is essential that police administrators operate in an environment which permits the discretion and flexibility required for delivering efficient and effective service.

Working conditions influenced by civil service include selection, promotion, and disciplinary action/grievance procedures.

SELECTION

Although civil service is designed to hire the most qualified, by its own standards, the system often blocks out the most qualified. Hiring delays caused by administrative procedures and appeals result in the most qualified applicants

finding jobs elsewhere, hence, less qualified applicants will be hired. A careful study of three representative (written) examinations found that roughly speaking, the lower the percentile ranking, the greater the number of hires drawn from the percentile group (Savas & Ginsburg, 1973, p. 76). In an attempt to comply with the "fairness" aspect of the hiring process, administrators are increasingly realizing that some of the most qualified persons are not being hired.

Furthermore, the system's policies can be considered counterproductive. For example, written exams are not scientifically valid, thereby, administrators must choose from an eligibility list regardless of other applicant's special characteristics (Savas & Ginsburg, 1973, p. 71). In addition, little or no evidence exist to suggest that the exams measure any significant relationship to the actual job. Furthermore, the exams may be culturally biased (Savas & Ginsburg, 1973, p. 74).

Although the literature by Savas and Ginsburg is dated, this author believes its use is justified because it helps indicate how long these issues have been argued. Moreover, after so many years, little has occurred in the public sector to remedy these issues.

One area which can benefit the police profession with regard to selection, is the use of reciprocity provisions in civil service. Proponents of such provisions claim that it expedites recruitment of highly skilled personnel. In addition, the public sector retains valuable employees. Opponents, however, fear that

reciprocity will be used to circumvent the merit system, and may violate promotional provisions of collective bargaining (Timmons & Clark, 1979, p. 286).

One non-traditional method advocated for the selection of police applicants is the assessment center. An assessment center tests applicants over various dimensions, such as oral and written communications, and decision making.

Pynes and Bernardin (1992) maintain that when selecting new employees, public sector organizations need to utilize valid selection techniques which conform to equal employment opportunity regulations and contain costs. Results of a recent study, show that adverse impact against minority candidates would not result from either mechanically-derived or consensus-derived assessment center ratings (Pynes & Bernardin, 1992, p. 25).

Mechanically-derived ratings result from a process whereby the scores are taken from each observer/rater and combined with a mechanical score assigned across the exercises performed. Consensus-derived ratings result from a group meeting of all the observers/raters in question, following the exercises. By consensus, the group reaches an overall assessment rating.

In comparing the two methods, predictive validities of mechanically-derived assessment ratings are nearly identical to those derived from the traditional team consensus method. Furthermore, there is no single published study which shows the superiority of the consensus approach over the mechanically-derived scores (Pynes & Bernardin, 1992, p. 25).

With regard to tests validity, it is noted that Griggs v. Duke Power has opened tests to challenges based on their validity (Stein, 1988, p. 43). Courts have held that tests must be related to the actual job to be performed. Stein (1988) maintains that early personnel professional's principal goal was to eliminate partisanship in employee selection, and the development of elaborate scientifically-based procedures, such as standardized testing.

Despite the attention to validity, the traditional selection instrument, the written test, is still widely used. In addition, the rule of three, whereby the top three are chosen by numerical ranking from written and oral exams has been widely used. (Stein, 1987, p. 45).

In spite of the "merit" principal of the civil service system, a true merit system provides opportunity to any qualified citizen. Realizing this, proponents of reform advocate a system in which qualified, experienced candidates, including those outside of the employing municipality, can be hired and rewarded for previous seniority (Savas & Ginsburg, 1973, p. 80).

PROMOTIONS

As in any organization, most employees desire to advance and be promoted, especially considering the fact that a promotion usually means an increase in salary.

A review of literature reveals that promotions are directly influenced by civil service. Savas and Ginsburg (1973) maintain

that promotions are governed by exams without considering performance, as well as persons outside of the organization. Furthermore, Savas and Ginsburg (1973) maintain that promotions are based more on a seniority than a merit system. Lastly, the worst feature of the promotion system is that an employee's chance of promotion bears no relation to his performance of the job. Hence, the exam is not able to predict supervisory competence (Savas & Ginsburg, 1973, p. 78).

In New York City's approach to civil service reform, promotions were based on established performance evaluations, which focused on measuring major tasks actually performed. This method is objective, reliable, and job specific (Allen & Rosenberg, 1978, p. 581).

The literature clearly indicates that most experts see a critical need for restructuring the promotional methods used by police departments. Moreover, police administrators view the procedures as too rigid and complex. Furthermore, the exams do not relate to actual work (Stanley, 1974, p. 16). As many police administrators will attest, promotions based solely on an officer's ability to rank high on a written exam, does not specifically guarantee the officer will be an effective supervisor.

In contrast with most of the literature, public sector unions prefer promotions based on exam scores and not on performance. Furthermore, unions favor inside candidates, promotions lists as opposed to competitive lists, and oppose oral

exams and performance ratings. Unions also favor seniority (Stanley, 1970, p. 110).

Savas and Ginsburg (1973) maintain that promotions should be based on performance appraisal as well as potential assessment. Further, exams should be validated (Savas & Ginsburg, 1973, p. 80). It is interesting to note that one intent of civil service was to develop competent administrators leading to improved service. Unfortunately, constraints inherent in the system, make it apparent that many highly skilled persons were not promoted (Holzer, 1977, p. 505).

DISCIPLINARY ACTION/GRIEVANCE PROCEDURES

Police officers, like all other citizens, must be held responsible for their conduct and behavior. Because the position of police officer is one of public trust and honor, a successful police administrator should understand the importance of taking effective disciplinary action.

Employee discipline is a critical component in the effective operations of an organization (Riccucci & Wheeler, 1987, p. 49). Disciplinary action within a police organization may range from a verbal reprimand for very minor infractions, to dismissal for major infractions or violations of the law.

Under civil service, disciplinary action is difficult to administer, and provides for a substantive process which can be cost prohibitive (Finkle, 1984, p. 83). Although the system was designed to protect against unjust disciplinary actions, the

system is not effective overall (Hustad, 1970, p. 27). Faced with the dilemma of taking disciplinary action, police administrators are increasingly critical of a system which allows them very little flexibility and often leads to a decision against appropriate disciplinary measures.

This unproductive environment has lead critics to deplore the excessive complaints on firing or disciplining even the most grossly inadequate employee (Rainey, 1979, p. 440). In addition, the system results in the inability to remove non-performers (McIntyre, 1980, p. 73). Finkle (1984) maintains that civil service protections aid and abet the incompetence which civil service intended to root out. This situation, in turn, creates and perpetuates an environment of non-performance, which eventually leads to an idle and ineffective organization.

In examining grievance procedures, it is recommended that a municipality have a separate personnel department and civil service commission (Allen, 1978, p. 581). It would be difficult to expect a personnel director, who institutes or recommends disciplinary action, to remain objective while also sitting on the civil service commission.

The problematic system is increasingly coming to the attention of a fiscally concerned public. In response, the public is demanding greater productivity. Taxpayers are frustrated with low productivity of police officers who wait for their pensions (Savas & Ginsburg, 1973, p. 71).

DUE PROCESS

The system provides for elaborate due process, which places the burden of proof on management (Finkle, 1984, p. 84). Management must follow detailed procedures, as failure to do so, will result in the officer being exonerated of the allegations.

When disciplinary action is taken against a police officer, the system provides such an elaborate grievance\appeal process that one case can consume a vast amount of resources. Not only is the police administrator taken away from his or her duties of managing the entire organization, but the chain of supervisors, and in many instances, other officers are also involved.

Police administrators must adequately prepare for any appeal of disciplinary actions. The appeals process, though beginning with the local civil service commission, can eventually lead to state district court. A process which exhaust every possible appeal can mean months or years of hearings and testimony and result in substantial cost to the municipality in both financial and manpower resources. Needless to say, after experiencing such an ordeal, administrators will be hesitant to repeat the process.

ALTERNATIVE DISCIPLINARY MEASURES

Considering the difficulty associated with civil service disciplinary measures, police administrators would be wise to exam other methods. One alternative method of discipline available to police administrators is positive discipline. Positive discipline is a disciplinary process which replaces the

use of punishment as a way to change employee behaviors which can disrupt the operations of an organization (Riccucci & Wheeler, 1987, p. 49).

According to a study of a Florida public service agency, a traditional approach to employee discipline was ineffective in modifying behavior and also weakened employer-employee relations (Riccucci & Wheeler, 1987, p.50). Whereas the program used oral and written reminders, which are common, the distinction was that employees were given paid decision-making leave. The one day paid leave allowed employees to decide whether to modify their behavior and return to work or to quit.

Results showed that positive discipline is more effective than the traditional approach. Employer-employee relations were enhanced as the supervisors began to counsel and guide employees. By doing so, the agency showed a good faith effort to retain employees. Furthermore, it served as a reminder that the employee rather than the employer is responsible for modifying behavior (Riccucci & Wheeler, 1987, p. 52). The employee's behavior must ultimately conform to the employer's standards.

Finally, paying employees instead of suspending them without pay, is the least costly method of dealing with a serious disciplinary problem. The cost of one day's pay is insignificant compared to the cost of an appeal and possible litigation.

A 1984 study of one organization revealed that 73 percent of supervisors indicated that positive discipline is more effective than the traditional approach to discipline (Riccucci & Wheeler,

1987, p. 56). This finding is interesting, since disciplinary practices are rare sources of positive employee-employer relations.

In addressing the problems associated with positive discipline, it is noted that some managers may be suspicious of a disciplinary system which provides paid-decision making leave. Furthermore, Riccucci and Wheeler (1987) maintain that some managers do not want to abandon the traditional approach, primarily because it is the approach American management has always known.

Another critical problem, affected by civil service, is that various state and local governments operate under civil service laws which define and prescribe disciplinary procedures. In this case, civil service laws would have to be amended (Riccucci & Wheeler, 1987, p. 60).

Despite alternative methods for discipline and other facets of employment in the police service, it is clear that civil service is rigid and does not allow for the flexibility needed for effective and efficient management. Civil service is detrimental to effective management, employee motivation, and productivity (Rainey, 1979, p. 445).

ECONOMIC CONSIDERATIONS

Police officers, as any other group of employees, are concerned with their economic conditions and are continuously attempting to enhance those conditions. Civil service definitely

influences police officer compensation and is not limited to salary, but extends to benefits, incentive pay and rewards.

A typical civil service compensation package includes: base salary, longevity/seniority pay, education incentive pay, certification pay, assignment pay, and shift differential pay. In addition, benefits such as vacation, sick leave, health insurance, and retirement are also provided. Base salary is determined by the employee's classification or grade. Certification is attained by meeting certain criteria as prescribed by the Texas Commission on Law Enforcement Officer Standards and Education.

COMPENSATION AND REFORM

As illustrated by civil service, compensation is applied equally. All police officers of the same classification or grade receive the same pay. In assessing the implications of New York City's approach to civil service reform, Allen and Rosenberg (1978) point out the recommendation to tie compensation to performance.

West (1986) notes that themes of civil service reform are the same at all levels; "responsiveness. . . . pay according to performance" (p. 46). With regard to productivity, West (1986) maintains that productivity efforts are frustrated by traditional public personnel systems and that introduction of motivational and incentive programs can enhance productivity.

In continuing to sound the bell of reform, Michigan also

developed an approach. In Michigan's approach to civil service reform, McIntyre (1980) notes director's inability to reward and motivate high achievers except by promotion.

In a critical assessment of civil service, Savas and Ginsburg (1973) maintain that taxpayers are frustrated by the problem of "uncivil servants going through pre-programmed motions while awaiting their pensions" (p. 71). In addition, Savas and Ginsburg (1973) maintain that automatic salary increases are not tied to performance.

Bratcher (1984) maintains "across the board pay raises are a monumental mistake" (p. 266). "We compensate all people equally without consideration for their unequal contribution to the organization". Due to the "civil service syndrome", officers feel protected by civil service and are just doing marginal work and marking time until retirement (Bratcher, 1984, p. 266).

ALTERNATIVE PAY

Another area of compensation influenced by civil service is incentive pay. Unlike administrators in the private sector, police administrators are unable to award incentives for items not specifically addressed by civil service. The primary incentive allowed for police officers is educational pay. Unless an officer meets the criteria as stipulated by civil service, he or she is prohibited from receiving incentive pay. Incentives are constrained by civil service (Rainey, 1970, p. 443). In light of the constraint, Allen and Rosenberg (1978) maintain that

incentives are to be based on established performance evaluations, which focus on major tasks actually performed.

Civil service also dictates shift differential pay. Police administrators should understand that certain duty hours are more physically and mentally demanding, thereby, officers should be compensated appropriately. Administrators implementing shift differential pay must adhere to stipulations provided under civil service. Once again, careful consideration must be taken to ensure that all concerned are treated uniformly, regardless of their contribution to the organization.

PERFORMANCE BASED PAY

A review of literature regarding pay in the public sector, seems to emphasize the commonality of pay for performance. Whatever reform is considered with regard to pay, most recommend that pay systems be performance based. One study of urban public managers revealed that a performance based wage increase was the most popular with 56 percent of the respondents (West, 1986, p. 51).

More than 80 percent of U.S. companies have merit pay programs for one or more of their employee groups (Hills, Scott, Markham, and West, 1987, p. 53). Basically, a merit pay plan awards employees with salary increases based on performance. This widespread and continued use of merit pay plans is certainly prima facie evidence that managers believe such programs enhance employee performance and productivity. The value, however,

attributed to merit pay plans is in large part an act of faith, as there is very little empirical evidence with which to evaluate these plans rigorously (Hills et al., 1987, p. 53).

The effectiveness of the system rests with employees and whether or not they perceive the system as a fair method of allocating pay increases and if they perceive their performance as the determinant factor in receiving an increase. Since the merit pay plan is designed to motivate, if employees do not value merit rewards nor perceive merit pay to be associated with high performance, motivation will not occur.

Any pay evaluation must, at minimum, attempt to address two issues; first, the sources of systematic variation and covariation in performance levels and pay increase levels. This is important, since reward programs should be contingent on performance and not other factors. Secondly, it is important to assess employee attitudes toward the merit system (Hills, et al., 1987, p. 53).

For merit pay increases to be effective, there must be perceived equity among supervisors. This will not occur if some supervisors give very high scores and some give very low scores. One major test of whether a merit pay plan is working properly is if there is any correlation between performance appraisal scores of employees and the size of their pay increase (Hills, et al., 1987 p. 55). In addition, one of the most important questions which needs to be answered when evaluating a merit pay plan is; do employees want pay to be based on individual merit? Hills'

study found employees to favor merit as a criteria for pay increases. Hills (1987, p. 58) found that 58 percent of employees disagreed with the idea of equal pay increases, and 80 percent disagreed with the use of seniority for granting pay raises.

Assessing pay for performance in the public sector implies redefining fairness and equity. In addition, pay for performance means getting rid of pay based only on measuring pay practices in competing public organizations that pay for reasons unrelated to performance. For example, age, tenure, and historical public sector hierarchical job relationships (Schuster & Zingheim, 1987, p. 83). In addition, Schuster and Zingheim (1987) maintain that pay for performance would require public sector managers who are willing to terminate unsatisfactory employees. This includes employees at all levels who view keeping their jobs as an entitlement rather than as an opportunity to perform.

Traditional public personnel systems such as civil service, act as barriers to the concept of pay for performance. Under civil service, managers believe they have an obligation to adjust employee's compensation to keep up with the cost of living. This often results in granting all employees, even those with the poorest performance, modest increases. Furthermore, salary plans which are designed to bring more equity to pay practices also result in below average performers receiving large raises. Undoubtedly, this sends a confusing message to all employees.

This concept discourages good performers, frustrates

managers, and makes pay for performance impossible. Schuster and Zingheim (1987) maintain that few people, it seems, are ever fired for true performance reasons and jobs seemed to be "owed" by the employee. Also, some contend that people go to the public sector so that they will not need to perform. This attitude is part of the culture and culture is hard to change.

Schuster & Zingheim (1987) point out that of all of the public sector organizations studied, not one pays employees for measured results or holds back increases to employees not performing.

Clearly, expert opinion, as well as empirical evidence expressed throughout the available literature, overwhelmingly advocates and supports pay for performance in the public sector.

INDIRECT

Civil service has an indirect influence on certain facets of employment. Indirect influence is defined as occurring by implication.

MORALE

Realizing the nature of police work, morale must be high at all times if the organization's goals and objectives are to be met. High morale is critical, because low morale can undermine the officer's effectiveness and attitude.

Morale, by implication, is indirectly influenced by civil service. Timmons & Clark (1979) point out that a positive aspect

of reciprocity provisions in civil service is the prevention of decline in morale when employees learn of the potential elimination of an agency. In one instance, sheriff's deputies were able to laterally transfer, after the employing department was eliminated. Timmons & Clark (1987) note a negative aspect of reciprocity wherein the morale of existing employees may suffer as they sense erosion of career opportunities due to transferred employees.

Gomez (1975) hypothesizes that a meaningful module of work, including increasing responsibility/recognition, and opportunity for advancement, would result in increased job satisfaction and increased work performance. Hence, an increase in morale. Because of civil service, measures to enhance recognition and advancement are constrained.

In assessing the prospects for reform, Savas and Ginsburg (1973) maintain that some employees resent incompetent co-workers receiving equal pay and being promoted. Consequently, the low morale leads to a decline in service.

Under the existing civil service system, police administrators are unable to reward high achievers (McIntyre, 1980, p. 73). Furthermore, recognition has a strong relationship to the employee's level of organizational involvement (Romcek, 1985, p. 283).

One factor influencing police officer morale is citizen perception. Although citizen complaints or attitudes may not be directly aimed at individual officers, all officers are affected.

Criticism of civil service by persons outside the organization may lower officer's morale (Allen, 1978, p. 579). Citizen demand for greater efficiency can also affect morale. In addition, citizens will grow frustrated by low productivity, thereby affecting morale (Savas & Ginsburg, 1973, p. 71). In a 1970's poll, productivity of government workers was viewed at near the bottom (Holzer, 1977, p. 506). Within the organization, morale for some employees will be affected by the resentment caused by incompetent employees who are promoted (Savas & Ginsburg, 1973, p. 83).

A review of the literature, reveals that selection, promotions, discipline, and compensation are all influenced by civil service, and therefore, by implication, so is morale.

CONCLUSION

The preceeding is intended to provide both general and specific views expressed in the available literature concerning civil service. Although specific literature on Texas police civil service is limited, much of the material reviewed is pertinent because of the public controversy and debate.

Chapter three presents a comprehensive examination of the Texas police civil service system. The first section provides an overview of the current status of the system. Current issues relating to various aspects of civil service are discussed in the second section.

CHAPTER THREE

TEXAS POLICE CIVIL SERVICE TODAY

Currently, 72 Texas cities have state civil service. The size of the cities ranges from Houston with a population of over 1.6 million, to Gelena Park with a population of 10,033 (Texas Municipal Police Association, 1993). Of the 72 cities having civil service, Twenty-one cities are located in East Texas. North Texas has twenty cities under civil service. Fourteen are located in South Texas and ten cities are in Central Texas. Finally, only seven cities with civil service are found in West Texas.

Two cities, Dallas and Richardson, have local civil service. Local civil service is a statute developed and enacted by the respective municipality. The local statute may include identical or similar provisions found in the state statute.

The City of Terrell is the only city to have attempted to abandon state civil service. During the 1960's, Terrell city officials decided against obeying civil service statutes, which had legally been adopted and implemented. In 1988, at the demand of the Terrell Police Association, the City continued civil service.

An analysis was conducted of Texas Local Government Code Chapter 143; Municipal Civil Service. The analysis revealed that sections 143.001 through 143.088 apply only to cities with less than 1.5 million population. Furthermore, sections 143.101

through 143.134 apply only to cities with 1.5 million or more population. Thus, currently, 34 sections apply only to the City of Houston.

As explained in chapter one, civil service establishes provisions for facets of employment such as selection, promotions, disciplinary action/grievance procedures, and compensation. Although 34 sections apply only to cities with 1.5 million or more population, the same facets of employment listed above are also provided for in these sections.

The provisions are different due to the uniqueness of a city that large. For example, section 143.023, titled Eligibility For Beginning Position, requires that persons be at least eighteen years of age to take an entrance examination. In addition, a person who has reached his or her thirty-sixth birthday is not eligible, unless they have at least five years experience as a peace officer or five years of military experience. Section 143.105, bearing the same title, requires that in addition to meeting the eligibility requirements of section 143.023, an applicant in a city with 1.5 million or more population is not eligible unless he or she will be at least twenty-one years of age at the end of the probationary period; have served honorably in the United States Armed Forces; or have earned at least sixty hours of credit in any area of study at an accredited college or university.

CURRENT ISSUES

Research for this project included an interview with Mr. Jim Lyde, the executive director of the Texas Municipal Police Association. An overview of Texas police civil service was provided as well as a discussion of current issues. It is noted that in addition to T.M.P.A., the Texas Legislature, Texas Municipal League, and the Combined Law Enforcement Association of Texas are involved in issues affecting civil service.

With regard to the repeal of civil service, the City of Stephenville is the only city that has ever repealed it. As a result, the City of Stephenville is currently in litigation with the Stephenville Police Association. The issue before the courts is whether a petition to repeal civil service was properly executed. Section 143.004 requires that the petition be signed by at least ten percent of qualified voters of the municipality - not just the number of persons voting in the last municipal election. The City's position is that the latter prevails. The Stephenville Police Association won in district court, only to have the City appeal to and win in the state court of appeals.

The City of Angleton recently declined to process a petition for police civil service because Angleton has a volunteer fire department. Section 143.002, in part, states that Chapter 143 applies only to cities that have a paid fire department and police department. Subsequently, the Office of the Texas Attorney General, as well as the Texas Municipal League have both provided legal opinions. Both state that since Angleton does not

have a paid fire department, Angleton is disqualified from adopting Chapter 143.

It is noted, however, that the author of the bill which created Texas civil service, has provided an opinion which declares that Angleton does qualify for civil service. The author asserts that the legislative intent is to enable (not restrict) police and fire departments in cities having the population requirement to obtain civil service. The issue under debate is the interpretation of the word "and". The case has been filed with the Texas Supreme Court, however, no decision has been made on whether or not to hear it.

It is interesting to note that the cities of Pasadena, Pearland, Edinburg, White Settlement and South Houston all have police civil service as well as a volunteer fire department. None of these cities have ever been challenged. Obviously, these cities stand to be affected by the outcome of Angleton's case.

Another topic discussed in the interview with Mr. Lyde was the reasons why local municipalities do not have the desire to adopt civil service. It is T.M.P.A.'s position that some municipalities fear the loss of local control over the personnel and operations of the police department. In addition, T.M.P.A. views this as a barrier to professionalism.

With regard to civil service and promotions, a 1983 amendment to section 143.035 permitted an alternative promotional system. The civil service commission may, on the recommendation of the head of the police department and a majority vote of the

police officers adopt an alternative promotional system. The procedures for conducting an election must conform to the requirements specified in the section.

Mr. Lyde maintains a favorable opinion of this amendment and specifically the use of assessment centers for testing candidates for promotion. Furthermore, Mr. Lyde recognizes the municipality's legitimate concern regarding the expense involved in administering the assessment center.

In an assessment center, candidates are placed in situations simulating real life problems faced by police officers of the rank being tested for. This process is in contrast to the traditional method of a written examination. Mr. Lyde maintains that the assessment center process must be fair and not politicized.

Regarding lateral entry of police officers from one department to another, civil service does not provide for this arrangement. As a result, a police officer transferring inter-departmentally, is not able to maintain his or her seniority.

Mr. Lyde maintains that if civil service were to allow lateral entry, all training, education and experience should be equivalent. For example, a police officer transferring from a small rural area would probably not have the same degree of experience and training as an officer in a large metropolitan area. Consequently, the state would have to establish standardized testing, etc. The data presented during the interview was collected from Texas cities and State agencies.

Chapter four details the survey instrument used to collect the pertinent data, the sample selection and the statistical methods employed. In addition, the research hypothesis is developed and explained.

CHAPTER FOUR

INTRODUCTION

The purpose of this chapter is to detail the research methodology. Furthermore, it illustrates the use of this methodology in assessing the attitudes of selected police officers toward the facets of employment influenced by the Texas Civil Service System. The discussion details the process of sample selection, survey instrument design, and the statistical methods used to analyze the results. The strengths and weaknesses of survey research are discussed. Also, the research hypothesis is developed and explained.

METHODOLOGY

Data was collected from surveys mailed to selected police officers in Texas. All police officers, regardless of a civil service or non-civil service system are affected by the facets of employment influenced by civil service. All police officers must deal with issues such as selection, promotions, disciplinary action/grievance procedures and compensation.

Police officers were asked for their attitudes and perceptions on various facets of employment influenced by civil service. Some police officers have a dual perspective because they have worked in both civil service and non-civil service departments.

In order to compare police officer attitudes toward the various facets, surveys were sent to officers in civil service,

as well as non-civil service departments. In the interest of survey manageability, surveys were mailed to officers in three civil service departments and three non-civil service departments. All respondents received the identical survey. Respondents were provided with a stamped self-addressed return envelope. In order to distinguish civil service from non-civil service responses, the stamp on the envelope for non-civil service respondents was inverted. The surveys were mailed February 10, 1993. Respondents were asked to return their surveys by February 25, 1993.

Since the purpose of the test instrument was to measure police officer attitudes, survey research was appropriate. Babbie (1989) maintains that surveys are excellent vehicles for measuring attitudes and orientations in a large population. Many questions may be asked on each topic. The types of surveys include self-administered questionnaires, personal interviews and telephone interviews. Considering the low costs and the time involved, self-administered questionnaires are more appropriate for this research. The survey is used to determine if attitudes of police officers in civil service departments differ from those in non-civil service departments.

SAMPLE SELECTION

A list of all Texas cities currently under civil service was obtained from the Texas Municipal Police Association. In attempting to ensure geographical representation, the list was

divided by five regions of the state; North, South, East, West, and Central. After placing cities in respective regions, an analysis revealed that the cities ranged in size from Houston with a population of over 1.6 million to Gelena Park with a population of just over 10,000.

In order to keep the survey manageable as well as allow for a generous response rate it soon became apparent the largest cities, such as Houston, San Antonio and Fort Worth were not the most practical options to survey. Needless to say, even a small percentage of officers in those departments would yield a large total sample. They would also, however, represent just a small percentage of the department. In contrast, the attitudes of officers in small departments may not truly be representative of officers in large departments. In addition, many small departments do not have enough officers to provide a representative sample.

As the analysis of data continued, it became evident that both large and small cities produced procedural problems. Mid-sized cities, however, provided a representative sample within each department. Furthermore, another advantage was the ability to find a matched-pair. This enabled closer adherence to the research norm of a controlled group.

The decision was made to survey officers in six departments in cities with populations ranging from 40,000 to 70,000. As noted earlier, the survey would extend to officers in three civil service departments as well as three non-civil service

departments. Furthermore, the survey was limited to twenty-five (25) officers per department.

Extensive research was conducted in order to select the cities that have comparable data and would provide a representative sample. The following types of data were collected and considered when constructing the matched pairs: geographic, demographic (racial composition), population size and tax base.

DEMOGRAPHIC DATA

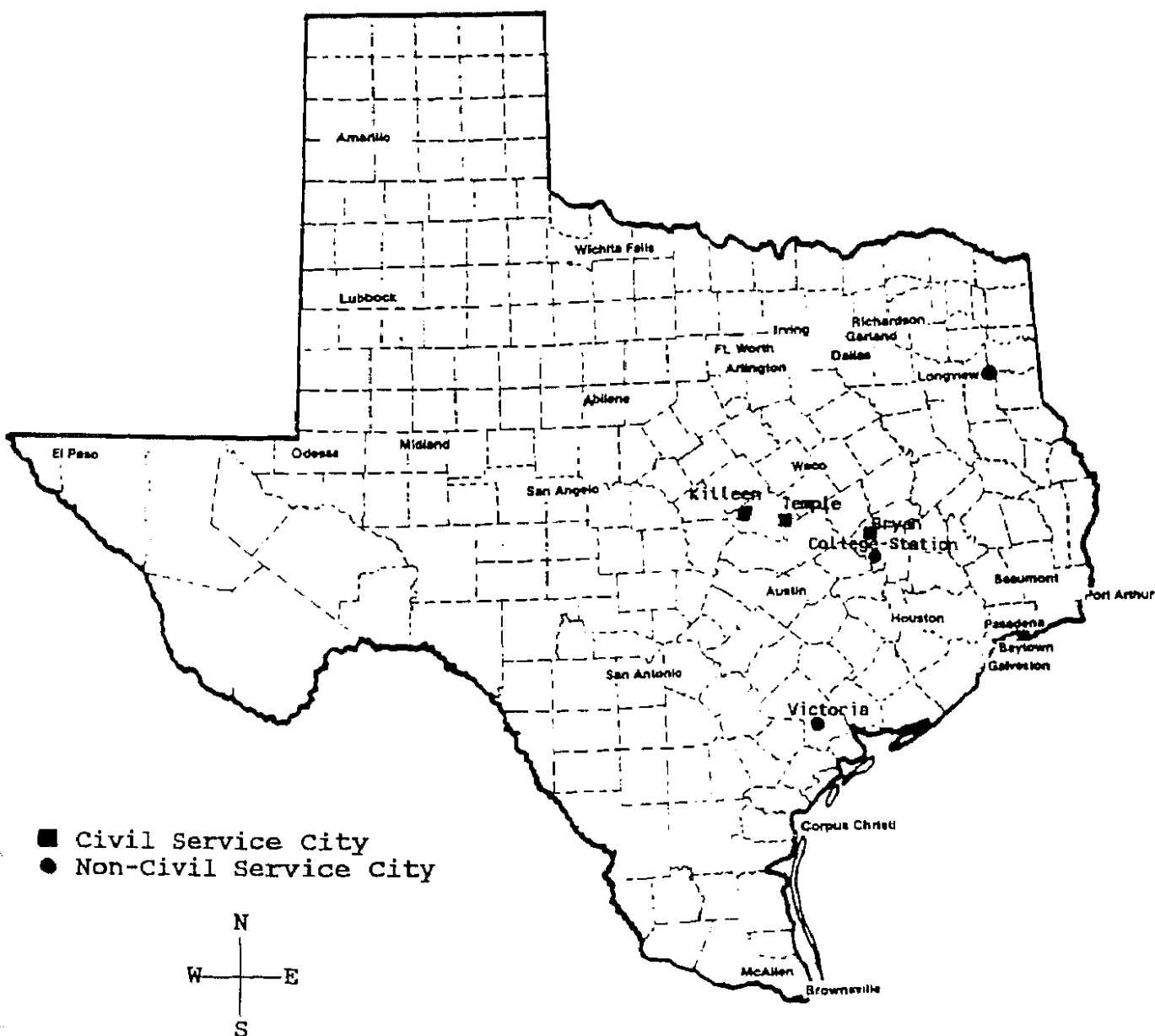
Table 4.1

City	Geo. Location	Civ. Serv.	Pop.	Racial Composition				Combined Tax Rate
				% Wht	% Blk	% Hsp	% Other	
Bryan	Central	Yes	55,002	62	17	20	1	2.3686
Longview	East	No	70,311	79	19	2	0	2.0577
Temple	Central	Yes	48,109	68	17	14	1	2.5907
Coll.Sta.	Central	No	52,456	78	9	6	7	2.5324
Killeen	Central	Yes	63,535	51	29	14	6	2.2257
Victoria	South	No	55,076	54	7	38	1	2.9253

With regard to geographic data, it was noted that of the 72 cities under civil service, 21 cities are in East Texas; 20 in North Texas; 14 in South Texas; 10 in Central Texas and 7 in West Texas. Several of the cities listed did not meet the population requirement decided upon. Furthermore, several of the smaller cities do not have twenty-five officers. Cities currently under Texas police civil service are listed in Appendix D.

MAP OF CITIES PARTICIPATING IN SURVEY

Table 4.2



After collecting, compiling, and analyzing the data, the following civil service cities were selected: Killeen, Temple, and Bryan. The following non-civil service cities were selected: Victoria, College Station, and Longview. Since the majority of cities under civil service are located in what is normally considered the Eastern half of the state, this researcher believes that a representative sample was selected.

Prior to the distribution of surveys, the police chief of each department was contacted. After explaining the purpose of the research, each police chief or representative agreed to have their department participate. A cover letter was sent explaining the research as well as recommending parameters for distribution. A cover letter also accompanied each survey. A copy of both cover letters are located in Appendix B and C respectively.

SURVEY DESIGN

Organization

The only pre-survey information asked is time in police profession. Some officers have worked for more than one agency.

The survey solicited responses regarding five broad categories of facets of employment influenced by civil service. All categories are reflected in the review of literature. The categories are as follows: Selection, promotions, disciplinary action/grievance procedures, economic considerations and morale. Accordingly, the survey questions are divided into five sections.

A Likert scale is employed using strongly Agree (SA), Agree (A), No Opinion (NO), Disagree (D) and Strongly Disagree (SD) as the answer choices.

As noted in chapter one, the purpose of this research is also to test for the hypotheses. The general hypothesis is based on the literature review and this researcher's belief. This researcher served as a Texas police officer with a civil service department for fifteen years.

Hypothesis: Attitudes and perceptions of police officers from civil service cities about facets of their jobs will be different from those of non-civil service cities.

CATEGORIES OF ISSUES

Selection

The first section of questions addresses the element of selection. The questions pertain to equal opportunity in the selection process regardless of race, color or national origin; whether entrance exams are directly related to the actual job; whether the hiring decision involves politics or unfair practices.

The laws of civil service regarding the selection and hiring of police officers are rigid. The subhypothesis which applies to selection is based on the rigid laws as well as the material found in the literature.

Subhypothesis: Attitudes and perceptions of police officers from civil service cities about the selection process will be different from those of non-civil service cities.

Promotions

The second section of questions addresses promotions. The questions pertain to promoting the best qualified; whether promotions are based on performance appraisal; whether only officers demonstrating potential are promoted; whether promotional exams are scientifically valid.

As noted in the review of literature, much emphasis is placed on performance based promotions. The subhypothesis pertaining to promotions is based on the literature as well as the traditional written examination method used in civil service.

Subhypothesis: Attitudes and perceptions of police officers from civil service cities about the method of promotions will be different from those of non-civil service cities.

Disciplinary Action/Grievance Procedures

This section addresses various issues pertaining to disciplinary actions/grievance procedures. The important aspects of swift and effective discipline and the protection of officers from unjust disciplinary action are highlighted. Also addressed is the effectiveness in protecting officer's rights.

Civil service provides for an elaborate due process/appeals system. According to the literature, this sometimes results in slow and ineffective disciplinary action. The subhypothesis concerning disciplinary action/grievance procedures is based on the elaborate system and the supporting literature.

Subhypothesis: Attitudes and perceptions of police officers from civil service cities about the system of disciplinary action/grievance procedures will be different from those of non-civil service cities.

Economic Considerations

This section addresses the basis for awarding pay increases, specifically highlighting job performance. Pay increases based on length of service are also addressed. In addition, the issue of equality regarding pay increases is also noted. Some officer's attitudes regarding the basis for awarding pay increases may help explain their attitudes toward other issues.

Civil service provisions regarding compensation are very restrictive. As repeatedly highlighted in the literature, any pay increase should be based on performance. The subhypothesis related to economic considerations is based on the restricted provisions of civil service and the overwhelming literature.

Subhypothesis: Attitudes and perceptions of police officers from civil service cities about the method of compensation will be different from those of non-civil service cities.

Morale

This section addresses some of the various issues which affects an officer's morale. It is noted that by implication, all of the facets previously discussed affect morale in one way or another. Specifically, internal as opposed to external sources affecting morale are addressed.

Civil service indirectly affects police officer's morale. This affect is the result of civil service influence on various facets of employment. The subhypothesis which applies to morale is based on the indirect affect of civil service and the available literature.

Subhypothesis: Attitudes and perceptions of police officers from civil service cities about the sources which affect morale will be different from those of non-civil service cities.

ISSUES/SURVEY QUESTIONS

The five categories of facets influenced by civil service and the survey questions which correspond to each, are displayed in Table 4.3.

ISSUES/SURVEY QUESTIONS

Table 4.3

ISSUES CATEGORY	ADDRESSED IN QUESTIONS
Selection	1-5 (first section)
Promotions	1-5 (second section)
Disciplinary Actions/G.P.'s	1-5 (third section)
Economic Considerations	1-5 (fourth section)
Morale	1-3 (fifth section)

STATISTICAL METHODOLOGY

The hypotheses are tested using a Chi-square test. Chi-square is employed because it is designed to test for differences when the independent variable (civil service/non-civil service) is nominal and the dependent variable (attitude/perception about job) is ordinal. A Likert scale is used on all questions. The Chi-square results indicate whether there is a statistically significant difference between attitudes of police officers in civil service departments and those from non-civil service. The Chi-square formula used for this research is found in Earl

Babbie's textbook, The Practice of Social Research (Babbie, 1989).

STRENGTHS AND WEAKNESSES

Babbie (1989) maintains that surveys are excellent vehicles for measuring attitudes and orientations in a large population. Furthermore, a particular strength is that the same questions are asked each time. The survey is also efficient and cost effective. In addition, it is easy to replicate.

Surveys also have weaknesses such as, standardized questionnaire items often represent the least common denominator in assessing people's attitudes, orientations, circumstances and experiences. Survey research can seldom deal with the context of social life (Babbie, 1989, p. 254).

Chapter five discusses the survey results. The results are organized according to the five categories of facets of employment influenced by civil service.

CHAPTER FIVE

INTRODUCTION

This chapter discusses the results of the survey sent to selected police officers in civil service departments and non-civil service departments. In addition, the hypothesis and subhypotheses are tested. The responses are discussed according to the five categories used in the survey. The respondent's attitude toward any particular facet of employment influenced by civil service is apparent.

This chapter illustrates how the attitudes of officers in civil service departments compare with the attitudes of officers in non-civil service departments. Further, it illustrates how the respondent's attitudes compare with the literature reviewed in Chapter two.

RESPONSE RATE

One hundred and fifty surveys were distributed. One hundred and twenty were returned, representing a response rate of eighty (80) percent. The results listed on the following tables represent responses of strongly agree (SA) and agree (A), as a Likert scale was used. A copy of the survey is located in Appendix A.

POLICE OFFICER ATTITUDES TOWARD THE SELECTION PROCESS

Table 5.1

QUESTION

CS%^a
A/SA^c

NCS%^b
A/SA^c

CHI-
SQUARE

applicants have an equal chance to be selected regardless of race, color, or national origin	81.6 (60)	52.5 (59)	14.42**
entrance exams are directly related to the actual job of a police officer	45 (60)	44 (59)	5.28
hiring decision does not involve politics or other unfair practices	65 (60)	44 (59)	17.54**
a good faith effort is made to recruit the highest quality candidates	83.3 (60)	77.9 (59)	7.82
the selection process is efficient	61.6 (60)	46.5 (58)	13.78**

*Significant at the .05 level

**Significant at the .01 level

**Significant at the .001 level

() = number of respondents

^aCivil Service

^bNon-Civil Service

^cAgree/Strongly Agree

Eighty-one percent of police officers in civil service agree or strongly agree that applicants have an equal chance to be selected regardless of race, color, or national origin. Fifty-two percent of police officers in non-civil service agree or strongly agree on the same issue. The difference is significant at the .01 level.

The almost thirty percent difference in attitudes between the two groups is possibly an indicator that the non-civil service departments could be experiencing some discrimination or politicization. If this is true, this finding helps support one

of the original themes of civil service - to keep officers free from political influence.

One officer in a civil service department commented that the selection criteria does not appear to discriminate openly on a racial or ethnic basis. The same officer, however, believes that because of the language barriers present in the written examinations, the selection process appears to be culturally based. Thus, leading to the presumption of a racial bias.

One officer in a non-civil service department believes that the selection process appears to prefer members of minority groups. Another non-civil service officer comments that applicants do not have an equal chance to be selected because of restrictions favoring some minorities. A third officer not under civil service, believes that although the system is designed to recruit the highest quality candidate, at times, female and other minority candidates are given a slight advantage. Lastly, another non-civil service officer was once the victim of reverse discrimination.

On the issue of entrance exams being directly related to the actual job, the two groups are just about evenly divided. The third question results in 65 percent of officers in civil service agreeing or strongly agreeing that the hiring decision does not involve politics or unfair practices. Forty-four percent of officers in non-civil service agree or strongly agree on the same issue. The difference is significant at the .01 level.

Once again, the significant difference in attitudes helps

support the original them of civil service. An officer in a non-civil service department believes that minorities have some advantage in being selected.

Eighty-three percent of officers in civil service agree or strongly agree that a good faith effort is made to recruit the highest quality candidates. Seventy-seven percent of officers in non-civil service agree or strongly agree on the same issue. The difference is not statistically significant.

According to one officer with a non-civil service department, some standards have been lowered to accommodate members of minority groups. The difference in attitudes may be attributed to the lack of a clearly defined selection process, such as one provided in civil service. In addition, if standards are lowered, then the highest quality candidates are not recruited.

The last question, pertaining to efficiency, reveals a significant difference between the two groups. Sixty-one percent of officers under civil service agree or strongly agree that the selection process is efficient. In contrast, forty-six percent of officers in non-civil service agree or strongly agree on the same issue. The difference is significant at .01 level.

This result possibly indicates that non-civil service departments do not adhere to the same type of rules regarding time limitations. In addition, some of these departments may lack a clearly defined hiring process, as noted in the literature for departments under civil service.

The subhypothesis concerning the selection process is strongly supported. The results are evident that attitudes of police officers in civil service departments are different from those in non-civil service. Of the five questions pertaining to the selection process, two are not significantly different.

POLICE OFFICER ATTITUDES TOWARD THE PROMOTION SYSTEM

Table 5.2

QUESTION	CS% ^a A/SA ^c	NCS% ^b A/SA ^c	CHI- SQUARE
the system promotes the best qualified person	18.03 (61)	38.9 (59)	9.92*
promotions are based on performance appraisal	22.9 (61)	47.4 (59)	15.8**
only officers demonstrating potential are promoted	9.83 (61)	37.2 (59)	38.8***
exams are scientifically valid	19.6 (61)	25.8 (58)	6.41
exams are culturally biased	13.1 (61)	8.4 (59)	3.72

*Significant at the .05 level

**Significant at the .01 level

***Significant at the .001 level

() = number of respondents

^aCivil Service

^bNon-Civil Service

^cAgree/Strongly Agree

Eighteen percent of police officers in civil service agree or strongly agree that the system promotes the best qualified person. Thirty-eight percent of officers in non-civil service agree or strongly agree on the same issue. The difference is significant at the .05 level.

The fact that officers in non-civil service agree at more

than twice the rate of officers in civil service, may indicate that a civil service department has very little, if any, flexibility in making promotions. Furthermore, if this is true, this finding supports the literature which asserts that promotions should be performance based.

According to one officer, his civil service department is currently redesigning the promotional system which has been shown to be ineffective in promoting the best officers. Based on the new system, the officer's answers to this category of questions would be different.

Twenty-two percent of officers in civil service agree or strongly agree that promotions are based on performance appraisal. Forty-seven percent of officers in non-civil service agree or strongly agree on the same issue. The difference is significant at the .01 level.

Realizing that the difference in non-civil service is more than twice that of civil service, it is a clear indicator that non-civil service departments are able to use performance as a criteria for promotions, while most civil service departments are still confined to the traditional written examinations.

One officer in a civil service department believes that the promotional system does not consider performance, but only the ability to take exams. According to another civil service officer, it would be nice if promotions could be based on the applied work ethic. The officer believes that production and performance should be rewarded.

A third officer working under civil service is expecting a change in the promotional system. After the change, the officer's answers pertaining to this category of questions, may also change.

Only nine percent of officers in civil service agree or strongly agree that only those officers demonstrating potential for becoming effective supervisors are promoted. Thirty-seven percent of officers in non-civil service agree or strongly agree on the same issue. The difference is significant at the .001 level.

This finding indicates that four times as many officers in non-civil service agree that only officers demonstrating potential for becoming effective supervisors are promoted. Furthermore, it indicates that very few officers in civil service departments agree that the highest quality officers are promoted.

The result strongly supports the literature which condemns civil service promotional systems. The literature overwhelmingly states that promotions under civil service are based primarily on written exams and do not gauge performance. In addition, any reform of the system should be based on performance and the potential for becoming effective supervisors.

With regard to the last two questions concerning whether examinations are scientifically valid and culturally biased, the results are not as different as in the other questions. One officer, whose non-civil service department uses a combined test/assessment center method, believes that the process is fair.

The subhypothesis concerning officer attitudes toward the promotion system is strongly supported. In three of the five questions the results are all significant, with one having a very high level. The two questions which are not significantly different are in fact, slightly different. This category represents a high level of differences in attitudes.

POLICE ATTITUDES TOWARD DISCIPLINARY ACTION/GRIEVANCE PROCEDURES

Table 5.3

QUESTION	CS% ^a A/SA ^c	NCS% ^b A/SA ^c	CHI- SQUARE
disciplinary measures are applied equally	26.2 (61)	50.8 (59)	13.1
discipline is swift and effective	14.7 (61)	52.5 (59)	26.81**
discipline procedures enhance employer-employee relations	29.5 (61)	44 (59)	9.49*
grievance procedures protect officers against unjust action	55.7 (61)	57.6 (59)	1.83
grievance procedures are effective in protecting rights	52.4 (61)	49.1 (59)	2.08

*Significant at the .05 level

**Significant at the .01 level

**Significant at the .001 level

() = number of respondents

^aCivil Service

^bNon-Civil Service

^cAgree/Strongly Agree

Twenty-six percent of officers in civil service agree or strongly agree that disciplinary measures are applied equally. In contrast, fifty percent, or nearly double, of the officers in non-civil service agree or strongly agree on the same issue. This finding is a clear indication that despite the intent of

civil service law to treat all officers equally, some civil service departments do not adhere to the statute. It is interesting to note that despite non-civil service departments not having rigid state statutes, they seem to be more successful at applying disciplinary measures equally.

Only fourteen percent of officers in civil service agree or strongly agree that discipline is swift and effective. Fifty-two percent of officers in non-civil service agree or strongly agree with the same issue. The difference is significant at the .001 level.

This finding clearly indicates the problems inherent with civil service as it relates to administering disciplinary actions. In addition, this clearly supports the abundance of literature in which experts argue that police civil service is an impediment to effective management.

Twenty-nine percent of officers in civil service agree or strongly agree that discipline produces enhanced employer-employee relations. In contrast, forty-four percent of officers in non-civil service agree or strongly agree with the same issue. The difference is significant at the .05 level.

Once again, this supports the assertion that alternative discipline programs, as compared to measures under civil service, create a positive relationship between management and employees. This particular issue is highlighted in the literature which discusses an alternative discipline program used in Florida.

Concerning the issues of grievance procedures and protecting

officer's rights, there is only a slight difference between the attitudes of officers in both groups. This indicates that both civil service and alternative systems are successful at protecting the officer's rights.

One officer under civil service believes that, ideally, the system should result in positive answers for all of the questions posed in this category, but realistically, it does not.

As noted, the results, except for questions two and three, only somewhat support the subhypothesis regarding disciplinary action/grievance procedures. The subhypothesis states that attitudes of police officers from civil service departments about disciplinary action/grievance procedures will be different from those in non-civil service.

POLICE OFFICER ATTITUDES TOWARD ECONOMIC CONSIDERATIONS

Table 5.4

QUESTION	CS% ^a A/SA ^c	NCS% ^b A/SA ^c	CHI- SQUARE
organization gives pay raises based on performance	1.6 (61)	69.4 (59)	91.3***
pay increases should be based solely on job performance	18 (61)	38.9 (59)	10.52**
pay increases should be based primarily on length of service	31.6 (60)	15.2 (59)	5.34
all officers of same classification should receive same percentage pay increase	63.9 (61)	40.6 (59)	8.45
the system used to give raises is equitable for all	54 (60)	44 (59)	4.91

*Significant at the .05 level

**Significant at the .01 level

***Significant at the .001 level

() = number of respondents

^aCivil Service

^bNon-Civil Service

^cAgree/Strongly Agree

It is remarkable that only one (1) percent of officers in civil service departments agree or strongly agree that their organization gives pay increases based on job performance. In stark contrast, sixty-nine percent of officers in non-civil service departments agree or strongly agree with the same issue. The difference is significant at the .001 level.

This finding is an overwhelming indication that officers in civil service are not paid based on performance. Once again, this finding is totally consistent with the literature researched for this project. The literature stresses that any reform of civil service compensation systems should be performance based.

One officer in a civil service department believes that, ideally, pay raises should be based on job performance. However, due to the subjective nature of police work, performance is difficult to measure without involved objective supervision. The officer believes that supervisors often do not exert the necessary effort to determine an officer's worth. Therefore, the officer maintains that the only workable method of awarding pay raises is by seniority. Lastly, the officer hopes that supervisors will work to ensure that the competence of employees is increased commensurate with pay grade.

Eighteen percent of officers in civil service agree or strongly agree that pay should be based solely on job performance. Yet, thirty-eight percent of officers in non-civil service agree or strongly agree with the same issue. The difference is significant at the .05 level.

This finding indicates that an overwhelming majority of officers in civil service do not consider performance as the sole determinant of pay. In addition, this finding supports the literature, specifically that of Bratcher (1984), who maintains that some police officers are just marking their time until retirement. Also, this finding strongly indicates that a substantial number of officers in non-civil service have come to expect performance as the sole determinant of pay.

While thirty-one percent of officers in civil service agree or strongly agree that pay increases should be based primarily on length of service, only fifteen percent of non-civil service

agree or strongly agree with the same issue. The results help support the literature which indicates that some officers in civil service departments focus on length of service as the primary determinant for granting pay increases.

Sixty-three percent of officers in civil service departments agree or strongly agree that all officers of the same classification should receive the same percentage pay increase. Yet, only forty percent of non-civil service officers agree or strongly agree. The difference, however, is not statistically significant.

Once again, the results are consistent with the literature which strongly recommends that officers should not receive equal pay increases without consideration for performance. Bratcher (1984) maintains that a major problem with civil service is that employees are compensated equally for unequal contributions.

The subhypothesis relating to economic considerations is strongly supported by the results of the questions. The results clearly indicate a very significant difference in attitudes between officers in civil service departments and those from non-civil service concerning various issues of compensation.

POLICE ATTITUDES TOWARD PERSONNEL SYSTEM'S AFFECT ON MORALE

Table 5.5

QUESTION	CS% ^a A/SA ^c	NCS% ^b A/SA ^c	CHI- SQUARE
system used to deal with pers. issues is source of high morale	22.9 (61)	37.2 (59)	5.99
citizen perception of performance affects morale	95 (61)	89.8 (59)	3.42
internal sources have a greater affect on morale than external	93.4 (61)	88.1 (59)	2.88

*Significant at the .05 level

**Significant at the .01 level

***Significant at the .001 level

() = number of respondents

^aCivil Service

^bNon-Civil Service

^cAgree/Strongly Agree

Twenty-two percent of officers in civil service agree or strongly agree that the system used to deal with personnel issues is a source of high morale. Thirty-seven percent of officers in non-civil service agree or strongly agree with the same issue. It is obvious that an overwhelming number of officers in civil service do not view the personnel (civil service) system as a source of high morale. In contrast, a somewhat smaller group of non-civil service officers express the same attitude toward their personnel system.

Regarding civil service, this finding apparently stems from attitudes toward the various facets of employment influenced by civil service. As noted previously, civil service, by implication, indirectly affects morale. Officers in non-civil service have a higher level of morale possibly due to the flexibility allowed by their respective system.

The other two questions elicit responses that are only slightly different. Hence, officer's attitudes regarding these issues are similar, despite differences in their respective personnel systems.

The subhypothesis, concerning police officer attitudes toward the personnel system's affect on morale, is slightly supported. Thus, there is little difference in attitudes between officers in civil service and those in non-civil service concerning the affects of the personnel system on morale.

Chapter six presents the conclusions of the research. A summary discusses the attitudes of selected police officers toward the facets of employment influenced by the Texas police civil service system.

CHAPTER SIX

CONCLUSION

This chapter summarizes the attitudes of selected police officers toward the facets of employment influenced by the Texas civil service system.

SUMMARY OF HYPOTHESES

Table 6.1

HYPOTHESES	SUPPORTED YES / NO
HYPOTHESIS: Difference in attitudes & perceptions-civil service / non-civil service	Yes / Generally
SUBHYPOTHESIS 1: Racial equality / unfair practices / efficient selection process	Yes / Strongly
SUBHYPOTHESIS 2: Promotes best qualified / exam validity	Yes / Strongly
SUBHYPOTHESIS 3: Swift effective discipline / protects rights	Yes / Somewhat
SUBHYPOTHESIS 4: Performance based pay increases	Yes / Strongly
SUBHYPOTHESIS 5: Internal-external sources of morale	Yes / Slightly

SELECTION

Police officers in civil service departments generally agree that the issues addressed regarding selection, do provide applicants with an equal chance for being selected. In contrast, officers in non-civil service departments agree significantly

less that applicants have an equal chance. Some of these officers express the perception that all applicants do not have an equal chance in the hiring process.

With regard to entrance exams being directly related to the actual job, both groups agree about the same. Officers in non-civil service departments agree significantly less than those in civil service about politics entering the hiring decision.

Officers from both civil service and non-civil service departments agree in similar measures that their departments make a good faith effort to recruit the highest quality candidates. Officers in non-civil service agree significantly less that the selection process is efficient.

PROMOTIONS

Police officers in civil service departments agree at the very low rate of eighteen percent, that the system promotes the most qualified. Police officers in non-civil service agree at a significantly higher rate (38 %), that the most qualified officers are promoted. Forty-seven percent of officers in non-civil service either agree or strongly agree that promotions are based on performance. The rate for police officers in civil service is only twenty-two percent.

Police officers in civil service departments agree at a rate of only nine percent that only officers demonstrating potential for being effective supervisors are promoted. In contrast, the rate for officers in non-civil service is thirty-seven percent.

DISCIPLINARY ACTION/GRIEVANCE PROCEDURES

Twenty-six percent of police officers in civil service agree that disciplinary measures are applied equally. The agreement rate for officers in non-civil service is fifty percent. In one remarkable finding, only fourteen percent of police officers in civil service agree that discipline is swift and effective. Police officers in non-civil service, however, agree at a rate of fifty-two percent.

ECONOMIC CONSIDERATIONS

In the most astounding revelation of the entire survey, only one (1) percent of police officers in civil service departments agree that the organization gives pay increases based on job performance. In contrast, sixty-nine percent of officers in non-civil service departments agree that the organization gives pay increases based on job performance.

Another interesting finding is that only eighteen percent of officers in civil service agree that pay increases should be based on performance, while more than double, thirty-eight percent, of officers in non-civil service agree that pay increases should be based on performance. It is interesting to note that thirty-eight percent of officers in civil service agree that pay increases should be based primarily on length of service, whereas, only fifteen percent of officers in non-civil service agree.

MORALE

With regard to morale, twenty-two percent of officers in civil service agree that the personnel system is a source of high morale. Thirty-seven percent of officers in non-civil service agree with the same issue. The other two issues relating to morale result in a very slight difference between the two groups.

SUMMARY

The results of the survey reveal some very significant differences between attitudes of police officers in civil service and those in non-civil service. The general hypothesis, which states that: attitudes and perceptions of police officers from civil service cities about facets of their jobs will be different from those of non-civil service cities, is generally supported. In addition, of the five subhypotheses developed for each corresponding category, three are strongly supported by the results. The other two are either somewhat or slightly supported.

This research reveals that police civil service, while fulfilling the two primary functions for which it was originally designed (to keep officers free from political influence and grant them permanent tenure), does little to enhance the performance of police officers over all. Therefore, any implications for reform deduced from this research project should be based on the essential theme of performance.

APPENDIX A

A SURVEY OF POLICE OFFICER ATTITUDES TOWARD THE FACETS OF EMPLOYMENT INFLUENCED BY THE TEXAS CIVIL SERVICE SYSTEM

This questionnaire has been designed to obtain specific information on police officer attitudes toward the facets of employment influenced by the Texas Civil Service System.

AMOUNT OF EXPERIENCE IN POLICE PROFESSION

Less than 2 yrs.____ More than 2, less than 5 yrs.____

More than 5, less than 8 yrs.____ More than 8, less than 12
yrs.____

More than 12 years____

PLEASE CIRCLE THE APPROPRIATE ANSWER

SA=Strongly Agree

A=Agree

NO=No Opinion

D=Disagree

SD=Strongly Disagree

SELECTION

1. Applicants for police officer have an equal chance to be selected regardless of their race, color, or national origin.

SA A NO D SD

2. Entrance exams are directly related to the actual job of a police officer.

SA A NO D SD

3. The hiring decision does not involve politics or other unfair practices.

SA A NO D SD

4. A good faith effort is made to recruit the highest quality candidates.

SA A NO D SD

5. The selection process is efficient.

SA A NO D SD

PROMOTIONS

1. The system promotes the best qualified person.
SA A NO D SD
2. Promotions are based on performance appraisal.
SA A NO D SD
3. Only those officers demonstrating potential for being effective supervisors are promoted.
SA A NO D SD
4. Promotional exams are scientifically valid.
SA A NO D SD
5. Promotional exams are culturally biased.
SA A NO D SD

DISCIPLINE/GRIEVANCE PROCEDURES

1. Disciplinary measures are applied equally.
SA A NO D SD
2. Discipline is swift and effective.
SA A NO D SD
3. Discipline produces enhanced employer-employee relations.
SA A NO D SD
4. Grievance procedures protect the police officer against unjust disciplinary action.
SA A NO D SD
5. Grievance procedures are effective in protecting officer's rights.
SA A NO D SD

ECONOMIC CONSIDERATIONS

1. This organization gives pay increases based on job performance.

SA A NO D SD

2. Pay increases should be based solely on job performance.

SA A NO D SD

3. Pay increases should be based primarily on length of service.

SA A NO D SD

4. All police officers of the same classification should receive the same percentage pay increase.

SA A NO D SD

5. The system used to give pay raises is equitable for all officers.

SA A NO D SD

MORALE

1. The system used to deal with various personnel issues, such as selection, promotions, & discipline is a source of high morale.

SA A NO D SD

2. Citizen perception of police performance affects morale.

SA A NO D SD

3. Internal sources have a greater affect on morale than external sources.

SA A NO D SD

COMMENTS

THANK YOU VERY MUCH FOR YOUR TIME AND ASSISTANCE

APPENDIX B

DATE

Dear Chief ,

My name is Rick Castillo. I am a graduate student in the Public Administration program at Southwest Texas State University. My final requirement is an applied research project, which includes a survey.

As a former police officer with the Temple Police Department, I have chosen the Texas Police Civil Service System as my topic. I am specifically interested in police attitudes toward the facets of employment influenced by civil service. As police officers, you are concerned with issues such as selection, promotion, and discipline. In order to compare attitudes, I am surveying police officers in civil service as well as non-civil service departments.

The survey is being administered in six police departments; three civil service departments and three non-civil service departments. Police departments were selected based on population of city, racial diversity, tax base, and geographic considerations.

There are no right or wrong answers. This research is strictly for my educational purposes. Your officer's replies are critical to the success of this project and all participants will remain anonymous. If you wish to receive a copy of my research project, please call or write me at the address below.

For maximum validity, I recommend that the surveys be distributed as follows:

parameters: five to each patrol shift
 five to criminal investigation division
 five between support services and narcotics division
considerations: racial diversity
 male as well as female officers
 junior as well as senior officers limited to
 Sergeant or below

I would ask that the surveys be completed and mailed by February 25, 1993. If you have any questions, please contact me.

Thank You in advance. Your help is appreciated.

Sincerely,

Rick Castillo
3200 S. 1st St. #108
Austin, TX. 78704
512-416-1253

APPENDIX C

February 10, 1993

Dear Police Officers,

My name is Rick Castillo. I am a graduate student in the Public Administration program at Southwest Texas State University. My final requirement is an Applied Research Project, which includes a survey.

As a former police officer with the Temple Police Department, I have chosen the Texas Police Civil Service System as my topic. I am specifically interested in police attitudes toward the facets of employment influenced by civil service. As a police officer, you are concerned with issues such as selection, promotion, and discipline.

There are no right or wrong answers. This research is strictly for my educational purposes. Your reply is critical to the success of this project and all participants will remain anonymous. If you wish to receive a copy of my research project, please call or write me at the address below.

Please complete the survey and mail by February 25, 1993. An addressed stamped envelope is provided for your convenience. If you have any questions, please contact me.

Thank you in advance. Your help is appreciated.

Sincerely,

Rick Castillo
3200 S. 1st St. #108
Austin, TX. 78704
(512) 416-1253

APPENDIX D

LIST OF CITIES CURRENTLY UNDER TEXAS POLICE CIVIL SERVICE

Abilene	Galena Park	Pearland
Amarillo	Forest Hill	Pharr
Austin	Galveston	Plainview
Balch Springs	Garland	Plano
Baytown	Grand Prairie	Port Arthur
Beaumont	Greenville	Robstown
Beeville	Harlingen	San Angelo
Benbrook	Houston	San Antonio
Big Spring	Hurst	San Benito
Brownsville	Irving	San Marcos
Brownwood	Killeen	Sherman
Bryan	Kingsville	South Houston
Carrollton	LaPorte	Stephenville
Cleburne	Laredo	Sweetwater
Conroe	League City	Temple
Corpus Christi	Lubbock	Terrell
Corsicana	Lufkin	Texarkana
Del Rio	Marshall	Texas City
Denison	McAllen	Tyler
Denton	Mesquite	Waco
Desoto	Orange	Waxahachie
Duncanville	Palestine	Weslaco
Edingburg	Paris	Wichita Falls
Fort Worth	Pasadena	White Settlement

APPENDIX E

POLICE DEPARTMENTS SELECTED TO PARTICIPATE IN SURVEY

Civil Service Departments

Bryan
Killeen
Temple

Non-Civil Service Departments

College Station
Long View
Victoria

APPENDIX F

POLICE DEPARTMENTS INTERESTED IN ADOPTING CIVIL SERVICE

Athens	Colleyville	Harker Heights
Angleton	Coppell	Humble
Arlington	Farmers Branch	Lancaster
Bedford	Gainesville	Mineral Wells
Cedar Hill	Grapevine	Wattauga

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