SOLVING THE PROBLEM OF RECRUITING FILIPINOS FOR POLICE CAREERS: FUTURE STRATEGIES AND IMMEDIATE RECOMMENDATIONS

for the

California Commission on Peace Officers Standards and Training:

Class 1 of the Command College

by

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December, 1985

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PREFACE

Perhaps the most de-moralizing influence to the work force of an organization is a poorly administered Affirmative Action program. This is especially true in police agencies where the personnel tend to be highly competitive and place extreme importance upon the concept of merit.

The dialog regarding the conflict between the concepts of equity and efficiency will continue into the future. This dialog, however, need not result in the perception that the public interest for effective government be forsaken for quotas in the work force. Frederick Mosher succinctly stated in his essay "1984 and Beyond" when commenting upon the public service:

> "Our own efforts at recruitment and admission should go well beyond the formal duties imposed on us by affirmative-action programs.
>
> But it is to suggest that neither politicians nor scholars should scorn the maintenance of the competence, the integrity, and the incentive that establish continuity within our major governmental institutions, especially at those levels which must cope with the crucial interrelationships of public policies."

The role of the effective public administrator in modern society is to carefully balance the public interests of equity and efficiency. When the democratic principles are involved, the decision making process cannot be solely confined to scientific management and cost-benefit analysis.

The effective public administrator must strive to secure the best qualified persons to serve the public - including minorities and women. This is the controlling theme of this paper.

ACKNOWLEDGEMENTS

This research project could not have been accomplished without the help of a number of persons. Firstly, the Filipino citizens of Vallejo were especially cooperative as well as several Filipino professionals in the California Criminal Justice System.

I would like to also express my appreciation to my former City Manager Ted Mac Donell who nominated me to the Command College and my current City Manager Michael Lynch who has continued to support my efforts.

The final product of this research could not have been accomplished without the expert help of two other persons. These persons are Ms. Michaela Power of Vallejo's Word Processing Center and my wife Maureen who did the editing of the paper.

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I. INTRODUCTION

In general, the goal of this research project is to develop strategies whereby the Vallejo Police Department can hire and retain Filipinos to the extent that the ethnic makeup of the labor force reflects the ethnic makeup of the City's population.

A. The Nature of the Problem

Public sector agencies in the local, county, state, and federal levels have evolved where the concept of Representative Democracy is applied to the government work force. Simply stated, this concept of personnel administration states that the work force of a public entity should reflect, as best as possible, the racial and ethnic makeup of the population it serves.

In an attempt to attain this desired state within the work force, public agencies must develop what are termed Affirmative Action Plans. These "plans" involve an analysis of the racial and ethnic makeup of the population served by a public entity, the existing makeup of the governmental work force in these same terms, identification of any deficiencies that may exist, and statements as to how these deficiencies will be resolved. Further, general timetables are identified to reach the goals of the Affirmative Action Plan.

In Vallejo, as many other cities in the Western United States, our Filipino population has increased dramatically in proportion to other ethnic groups. Although efforts to recruit

and hire Black and Hispanic minorities have been relatively successful, our attempts to recruiting Asians and Filipinos have been failures. In Vallejo, the largest cultural group within the Asian population are Filipino Americans. Demographic studies indicate that this trend will continue to increase.

As stated earlier, the objective of this project is to analyze this human resources management problem, explore why this problem exists, and to develop and implement future strategies designed to resolve the problem. Because this project is intended to have practical implications, I have decided to focus upon the Filipino American culture as opposed to the general category of Asians. The primary reason for this approach is that the Asian group is comprised of an extremely large number of diversified culture groups. To be workable and practical, I must focus upon the largest segment of this racial category in Vallejo. The ultimate objective of the project is to design recruitment strategies that can be implemented and tested in Vallejo to recruit Filipino Americans into the Police Department.

B. Research Methodology

The project methodology will be patterned after the Open Systems Planning Model. This research model was described by Dr. James Looram during the first class of the Core I segment of the Command College. Dr. Looram defined the model as follows:

> "... an organizational goal setting effort that begins with establishing the organization's purpose and missions, describes the present, ideal and likely future external demands, and from a comparison of these issues, develop organizational goals which can be translated into specific measurable objectives." (1)

This research model has four objectives that lead toward attaining the research goal. Each of these objectives will be described in terms of their relationship with the project goal of hiring and retaining Filipino Americans within the Vallejo Police Department's labor force.

Objective I - Defining and Clarifying the Organization's Purpose and Mission. This objective is not concerned with a police organization's purpose and mission in the context of law enforcement or public safety. For the purpose of this project, the mission is to be translated in terms of serving the city's population with a work force that reflects the makeup of the population. The first objective is devoted to defining the concept of Representative Democracy, why it exists, how is has developed, and the consequences of ignoring the concept in a police agency.

The research tools employed in this phase will be essentially a literature survey and an analysis of the historical development of the topic.

Objective II - Identify and Describe the Present, Ideal, and Likely Future External Demands. Attaining this objective requires a cultural and historical examination of Filipinos in American society. Here we are concerned with understanding the unique nature of the Filipino culture, its historical development, and how it evolved into its present state in American society. In other words, an environmental scan will be conducted from a historical and cultural context.

The next step of this objective will be to compare the present state of the Filipino American society to what would be an ideal reflection within the present work force. This will be conducted in terms of the City of Vallejo, specifically.

The last step of this objective will give the societal condition that exists which may give an insight to the future of Filipino Americans in the United States. This will require the use of a variety of research tools. The first tool will be a literature survey directed at any cultural or historical studies of the Filipino culture in the Philippines and the United States. The Dialog Data Base will be used in this regard. Further, it is anticipated that interviews will play a key role in this phase of the research. Interviews will be conducted with Filipino persons knowledgeable of the culture, its makeup and diversities. Originally a visit to the Philippines was proposed for the purpose of observing and examining the role that a Filipino police officer performs in that society as compared to our American society. This proposal, however, was not approved as it required travel outside the United States.

Objective III - Establish Organizational Goals. This objective is devoted to a comparative analysis of present and likely future states as they concern comparing the makeup of Filipino Americans in the United States with the existing makeup of the police department work force. This will be both in terms of Vallejo, specifically, and other areas of the country in general. From this comparative analysis, measurable organizational goals will be stated in terms of the present and foreseeable future.

Objective IV - Establishing Strategies to Achieve Organizational Goals. This last objective will involve the development of strategies to attain the over arching goal of recruiting Filipino Americans into the work force of the police department. Further, it is anticipated that these strategies could serve as models to be employed by other law enforcement agencies facing similar recruitment problems among their Filipino or the broader Asian population.

C. Research Limitations

A frustrating limitation had to do with the Philippine Consulate in San Francisco. Repeated requests for information about the Filipino culture, government, social conditions, and the like went unanswered. As a consequence, the scope of the research originally proposed is narrowed considerably. The only remaining avenues of inquiry were interviews of a few Filipino police officers located in the Bay Area of California, non-Filipinos, and a survey of the literature.

The initial research proposed a visit to the Philippines to conduct a comparative analysis between policing systems there and in the United States. In the final analysis, such a trip would be unnecessary since the interviews here produced the desired information. The same was true regarding a visit to Hawaii. In addition, it was learned that the Filipino's in Hawaii were third

or fourth generation Filipino-Americans and their input to the study would be limited considering the costs.

The balance of this paper is devoted to a strategic analysis of the problem of recruiting Filipino-Americans into our police work force. The chapter structure of the paper is designed to address each of the four goals identified previously.

The next chapter is an important discussion that links the historical-legal dynamics of equity in our hiring practices with the demographic characteristics of Filipino-Americans in the United States. This historical discussion is intended to place our current dilemma in proper perspective.

II. STRIVING FOR RACIAL EQUITY IN THE WORK FORCE

A. A Brief Historical Perspective

The objective of an examination of the historical development of equity in the work force of public agencies is to place the topic of recruitment of minorities in proper perspective in terms of the dilemma we now face with Filipinos. Where in the past there existed the systematic creation of barriers to avoid hiring minorities, we now have the desire to hire minorities; but, in the case of Filipinos and other Asians, we are failing.

There is no dispute that public and private sectors of employment have a history of discriminatory practices. As late as 1962, federal administrators could designate that certain jobs would be given only to men. Two key federal acts and several key court decisions were instrumental in bringing changes in hiring practices. (2)

The first legislative action was the 1964 Civil Rights Act, which prohibited discriminatory hiring practices in the federal government. Later, executive orders extended the prohibition to private contractors on the federal payroll. The landmark court case Griggs v. Duke Power Company, by the United States Supreme Court in 1971, paved the way for more specific prohibitions. This case prohibited employment practices (such as intelligence tests and minimum education requirements) that bar disadvantaged groups when the standards cannot be shown to be job related. (3) As an example, up to 1972 the International Association of Chiefs

of Police (IACP) recommended that police departments utilize an intelligence test as a tool to screen applicants. The recommended cutoff score was 110. The second key piece of legislation was the Equal Employment Opportunity (EEO) Act of 1972. This act extended the federal prohibitions against discrimination to state and local governments. This act gave rise to the concept of Affirmative Action. The federal government was charged with monitoring and enforcing the act. (4)

Two key court cases occurred in 1972 and set in motion the concept of Affirmative Action under which we now exist. The first was a federal district court that required that one Black be hired for each White hired by the Alabama State Police until the force was 25 percent Black. The 25 percent figure was baed on the percentage of Black persons in Alabama as shown by the 1970 Census. That same year a U.S. Court of Appeals ordered the Minneapolis Fire Department to hire at least one minority for each two White persons. The U.S. Supreme Court upheld the ruling when the Minneapolis Civil Service appealed the case. (5)

What evolved as a result of these acts and court rulings is the concept of Representative Democracy. This decision mandates, as a goal of Affirmative Action, that the makeup of the work force of an organization or government body reflect the general makeup of the population it serves. The task that remains is to apply this concept as it concerns the general population, Filipinos, and the sworn police officer work force in Vallejo.

B. Filipinos as a Part of the United States Population

The primary point of entry for emigrating Filipinos into the United States is the West Coast. The majority of Filipinos living in the United States are centralized in the Pacific states. Based upon the 1980 Census of Population, Filipino population in the United States as a whole was insignificant from a statistical point of view. With regard to the Pacific states, the Filipino population as a percentage of total state population is shown in Table 1.

Although California's Filipino population is relatively higher than the other coastal states, the highest percentage of Filipino population in the United States is in the state of Hawaii. The 1980 Census reflected the total population of Hawaii to be 964,691. Fourteen percent, or 132,075, were Filipino. Hawaii's population in percentage of Filipino population at the five counties is illustrated in Table 2.

According to the State of Hawaii's researchers, the migration of Filipinos to Hawaii (and the mainland of the United States) occurred during three phases. The first phase was in the period between 1920 and 1931. This was a period of expansion of the island's agricultural economy. Many laborers were imported to work the surgar cane and pineapple plantations. In the mainland United States, the Filipino workers were imported to California to work in the farms around the Salinas area. Another migration of Filipinos occurred after World War II and again in 1952 and 1965. (6)

TABLE 1

FILIPINO POPULATION AS A PERCENT OF TOTAL STATE POPULATION

State	Percent of Population
Washington	Less than 1
Oregon	Less than 1
California	1.5
Hawaii	12.0

Source: U.S. Department of Commerce, Bureau of the Census, Census of Population. "General, Social, and Economic Characteristics," Table 58, 1980.

TABLE 2

POPULATION BY COUNTY AND PERCENT OF FILIPINO POPULATION: STATE OF HAWAII

County	Population	Percent Filipino
Hawaii	92,053	14
Honolulu	762,565	12
Kalawao *	144	18
Kauai	39,082	25
Maui	70,847	18

Source: U.S. Department of Commerce, Bureau of the Census, Census of Population. "General, Social, and Economic Characteristics - Hawaii," Table 58, 1980.

* Leper colony

An interesting factor regarding this historical migration will be discussed later as it has to do with the language groups of the Filipinos during this migration. The original and heaviest migration in the 1920's involved Filipinos in which the majority spoke Illicono. The significance of this language issue will be explained in a subsequent part of this paper. The later migrations of Filipinos to the United States involved Filipinos who spoke a different language. This language is considered the national language of the Philippine Islands and is called Tagalog. More than 80 percent of the Filipino population in Hawaii are Illicono speaking Filipinos. (7)

Further examination of the 1980 Census in California by county indicated that the major Filipino population of California was centralized in five counties, as illustrated in Table 3.

C. Filipinos in Vallejo

It has been illustrated that next to Hawaii, California has the highest proportion of Filipinos in the population. Further, Solano County (in which Vallejo is located) has the highest concentration of Filipinos in California, and the City of Vallejo has the highest concentration of Filipinos in Solano County. Vallejo's 88,846 population is racially distributed as shown in Table 4.

TABLE 3

MAJOR CONCENTRATIONS OF FILIPINO POPULATION BY CALIFORNIA COUNTY

County	Percent Filipino
Solano	4.5
Monterey	3.0
San Diego	2.6
Alameda	2.3
Santa Clara	2.2

Source: U.S. Department of Commerce, Bureau of the Census, Census of Population. "General, Social, and Economic Characteristics - State of California," Table 58, 1980.

Note: Although the raw number of Filipinos in other counties are higher than the above (i.e., Los Angeles with 99,000), the largest percent of Filipinos as a part of total population are in the above counties.

TABLE 4

ETHNIC POPULATION AS PERCENT OF TOTAL POPULATION

Race	Percent of Population
White	63.5
Black	19.0
Filipino	9.7
Other Asian	2.8
American Indian	.7
Other	4.3

Source: Department of Planning, City of Vallejo, 1985
Note: Hispanics are included as a part of the above and comprise 8.5% of the total population (5.2% non-White Hispanics and 3.3% White Hispanics.)

III. FILIPINOS AS A PART OF THE POLICE WORK FORCE

A. Ethnic Distribution of Sworn Police Officers in Vallejo

Table 5 illustrates the ethnic distribution of the sworn officers of the Vallejo Police Department as of December, 1985. As can be seen in comparison with Table 5, we are in close proximity to parity in all areas except Filipino.

B. The Filipino in Police Work as a Trend

Several police agencies were polled as to the number of Filipinos they employed as police officers. Further, the percentage of Filipinos in their work force was compared to the percentage of Filipinos in the jurisdiction's population as reported in the 1980 Census. The key jurisdictions polled and the results are illustrated in Table 6.

As the data shows, there is a clear trend for a large disparity between the number of Filipinos in the various jurisdictions sampled and their police department's work force. The data also shows closer parity in the police department's minority work force and their general population. As a consequence, it can be concluded that the situation in Vallejo is also reflected in other cities as well. There is, from a wider geographic perspective, a sharper disparity between Filipinos in the general population and in the work force of local police.

TABLE 5

ETHNIC DISTRIBUTION OF SWORN POLICE OFFICERS

BY NUMBER, RANK, AND PERCENT OF TOTAL

December 1985

	White	Black	Hispanic	Filipino	Other Asian	American Indian
Chief	1					
Captain	2					
Lieutenant	5	2				
Sergeant	8	2		1	1	
Police Officer	64	10	7	1	1	1
TOTAL	80	14	7	2	1	1
Percent of Total	76%	13%	7%	2%	1%	1%

Source: Administrative Section, Vallejo Police Department, Staff Table, December 1985.

TABLE 6

SAMPLE POLICE AGENCIES WITH FILIPINO POLICE OFFICERS COMPARED WITH FILIPINOS AS A PART OF THEIR POPULATION

Jurisdiction	Percent of Filipino in Population	Percent of Filipino Police Officers
San Francisco	5.6	1.7
Seattle	1.9	1.5
San Jose	3.5	.8
Los Angeles City	1.3	.3
Long Beach	2.0	0
Honolulu	14.0	5.8

Source: Telephone Survey, September 1985

In addition, another important factor should be noted as it concerns our later analysis. In all cases where Filipino police officers were found, none was first generation. The total were second and third generation Filipinos with few exhibiting bilingual capability. Many were products of mixed marriages.

The task that remains is to explore the possible explanations for this disparity. It should be quite clear at this stage of the research that present and immediate past discriminatory practices as a cause of disparity are rejected. Discrimination, however, cannot be rejected as a part of the problem in a longer historical perspective.

The first objective of the study has been accomplished in the preceding three chapters of the paper. We have defined and clarified the organization's purpose and mission in context of gaining parity between the police department's work force and the City of Vallejo's Filipino population. We have discovered that the phenomenon of disparity is mirrored in other jurisdictions from an interstate context - even in Hawaii where major Filipino populations have existed since the 1920's.

The second research objective now needs addressing. That objective is to identify and describe the present, ideal and likely future external demands of the issue. Accomplishing this objective requires an examination and understanding of the Filipino in American society from a historical and cultural context.

IV. THE FILIPINO AMERICAN: PAST, PRESENT, AND FUTURE

The Filipino American has a unique history and cultural setting in comparison with other predominate minorities in the United States. Blacks have a long history in the United States dating back to pre-Revolutionary times. Hispanics were substantially introduced in our history during the Civil War Era, and Asians during the westward expansion. Filipinos, however, first immigrated in major numbers during the 1920's and 1930's. Further, where Hispanics have a unitary language heritage in Spanish, Filipinos have a multi-faceted language structure as will be discussed later. This unique language aspect is even more pronounced than the various dialects of Chinese and other Asian cultures.

The transition of Filipinos from their country to the United States is important to examine. This transition is not simply one that involves moving from one geographic area to another. The transition is one that must be viewed in a historical context occurring over the past 60 years. It involves moving from one economic system to another, one governmental system to another, and one cultural setting to another. This part of the project is designed to briefly examine the origins of Filipino Americans as they transitioned from their original setting to the United States.

A. The Philippines and Its Historical Origins

The Republic of the Philippines is a large group of islands located southeast of the China mainland between the South China Sea and the Philippine Sea. The Philippines consist of more than 7,000 islands with a total area of 115,831 square miles. Over 90 percent of the land area is in 11 of the largest islands. Fewer than half the islands have names, and only about 900 are inhabited. (8)

The Filipino ancestors were migrants from Malaysia and Indonesia. These migrating groups settled in communities on different islands and developed their own unique cultures independently of one another. Today, their cultures still vary to a great extent. This accounts for a wide variety of languages, customs, and ways of life. The Spanish colonized the Philippine Islands during the 14th century. The Philippines were named after King Phillip II of Spain. As a result of a treaty between Spain and the United States following the Spanish American War, Spain gave the Philippines to the United States in 1898. (9)

B. The Cultural Structure and Language of the Philippines

As we indicated earlier, the Philippines have an approximate population of 48,000,000 people. Six million, or 13 percent, of that population are Moslems. There are 60 ethnological groups distributed mainly around the islands of North Luzon, Central Luzon, Mindoro, and Northwest Mindanao/Sulu Islands. Many of these groups are supervised by an organization called Panamian (Presidential Assistant on Cultural Minorities), whose task it is to assist the government in bringing material and technical aid

to the tribes. The Philippine Islands consist of 25 specific tribes listed below.

1 Ita (Negritos)
2 Ilokano
3 Kalinga
4 Bontoc
5 Ifugao
6 Ayta (Negritos)
7 Agta (Negritos)
8 Iraya (Mangyans)
9 Alagan (Mangyans)
10 Tadyawan (Mangyans)
11 Buhid (Mangyans)
12 Hanunoo (Mangyans)
13 Batak
14 Jama Mapun
15 Ati (Negritos)
16 Ata (Negritos)
17 Waray
18 Maranaw (Moslems)
19 Mandaya
20 Mansaka
21 T'boli
22 Tasaday
23 Yakan (Moslems)
24 Samal (Moslems)
25 Bajau

Historically, the languages spoken in the Philippines are a conglomeration of input from Indonesians, Chinese, Maylays, etc. Today there are 87 separate dialects spoken in the Philippines, and many are significantly different from each other. During the period when Spain occupied the Philippines, Spanish was taught in the schools. Because education was a prerogative of the wealthy, however, Spanish became the language of politicians and businessmen. Today the Spanish language has been subordinated to a very few of the wealthy. Spanish was abolished as a compulsory subject in high school in 1968. At present, English is a required language in the Philippine educational system.

In 1937 the idea to form a uniform national language in the Philippines was presented by President Manuel Quezon. This national language, called Tagalog, is now considered the common language of most Filipinos. It was adopted as such in 1946. The national language is called Filipino, but in fact is labeled Tagalog within the cultural context of the Philippines. Approximately 50 percent of the Filipino population speak Tagalog. English remains the language of business and commerce, and Tagalog is the language of the underprivileged.

Although the Filipino population has its roots in Malaysian and Indonesian cultures, Chinese make up the second largest population group in the Philippines. Thereafter, the population consists of Americans, East Indians, and Japanese. Approximately 1 1/2 million of the population live on the Island of Luzon and in the capital of Manila. (11)

C. Government of the Philippines and Recent Historical Events

The Philippines became a self-governing commonwealth in 1935. During World WAr II, the Japanese controlled the Philippines from 1942 to 1944. After the surrender of Japan in 1945, the Philippines were granted their independence on July 4, 1946. The government is a parliamentary republic. The government stability, however, is questionable; and this factor has contributed to the recent migration of Filipinos to the United States. This phenomenon will be discussed at greater length later in the paper.

The current president of the Philippines, Ferdinand Marcos, was first elected president in 1965 and again in 1969. After

years of unrest, Marcos declared Martial Law in 1972. In 1973, a constitutional amendment was passed giving Marcos an unlimited term of office as president. Marcos lifted Martial law in 1981 and national elections were held later that year. He was reelected.

During the intervening period, the country has been in turmoil. The murder of the popular opposition leader Benigno S. Aquino, Jr., several years ago has sparked intensive unrest in the Islands. A large Communist guerrilla force is now operating in the Philippines. The economy is in trouble as well. The government had delayed payment of its foreign debt to the United States, which is in excess of $18 billion.

At the time of this writing, Aquino's widow announced her intent to run for the presidency against Marcos. An effort to have the Philippine Supreme Court to hold the proposed election illegal failed. Although it is publicized that Mrs. Aquino's chance of winning the election is slim, there is considerable interest in the election - especially by Filipinos in the United States. Filipinos occupying professional occupations in law, medicine, and education have moved to the United States because of the political unrest in the Philippines.

In summary, as we look at the Filipino culture, we can see a highly complex and multi-dimensional population. This factor accounts for the diversity of their local makeup from a political perspective in the United States. In Vallejo alone, over three Filipino political action groups exist - each separate from the

other. This phenomenon is also true for other areas where large concentrations of Filipino population exists.

The two remaining objectives of this research involve: (1) a focus upon the goals of the organization as it concerns the recruitment and retention of Filipinos into the work force of the Vallejo Police Department, and (2) the establishment of strategies to achieve these goals. A key factor in accomplishing these objectives is the analysis of why the noticeable disparity exists between the general population of Filipinos in our society and the existing police work force to an extent beyond our experience with other minority groups.

V. EXPLORING THE PROBLEM OF RECRUITING FILIPINOS INTO POLICE WORK

The missing objective of recruiting and retaining Filipinos in the Police Department's work force requires at least a minimum of eight additional persons in the department's compliment of 108 authorized sworn personnel. Thereafter, an affirmative effort must be made to promote qualified Filipinos into supervisory ranks as we have done with other minority officers. (At the time of this writing, one Filipino has been promoted to sergeant.)

In the preceding chapters of this paper, we have established the fact that when dealing with Filipinos we are dealing with a complex culture in terms of understanding the dynamics associated with attracting them into the police work force. This is true to a greater extent than other minority groups with perhaps the exception of newly arriving Asians. The task that remains is to try to understand the underlying causes of this phenomenon. Thereafter, our final objective is to formulate and implement strategies to accomplish our stated mission. To explore this phenomenon, it was decided to utilize the technique the author calls perception research and testing. Simply stated, the technique involves two phases as follows:

1. A sample of non-Filipino persons involved in policing is randomly selected for interview. This is the perception phase. They are told the nature of the problem as follows: "In spite of special efforts to recruit Filipinos as police officers and in spite of their representing ten percent of our population, we have

failed. What factors, circumstances, or reasons do you think cause this problem?" The perception of these persons are cataloged.

2. Thereafter, Filipino persons selected in a less random manner are interviewed. This is the perception testing phase. The perceptions cataloged in the preceding interviews are arrayed on cards and shown to the Filipinos being interviewed. They are asked the same question as the previous group and instructed to stack the cards. They are asked to stack the cards in order of their opinion as to which perception they believe to be the most true to the least true. In addition, they are asked to offer their insight as well if not addressed in the cards.

In both cases, there is a discussion regarding the power of the perceptions now and any change in the foreseeable future. This technique is a modification of a technique suggested by Dr. Wayne Baucher during the Research Class of the Commercial Collage and a subsequent interview of him in August, 1985. Further, the interview format and style was patterned after standard research methodology. (12) / (13)

A. **Perception Research Phase**

This phase involved the interview of 28 police officers and employees in which the question previously outlined was asked. They were told they would remain anonymous unless permission to disclose their name was obtained. The responses were listed, consolidated, and grouped topically as follows:

1. Filipinos avoid police work because they are physically small.
2. Police work does not pay enough for Filipinos to be interested in the work. (They get better and higher paying jobs because they do well in school).
3. Being a police officer does not have a lot of status in the Filipino community. (This is because police in the Philippines have a poor reputation).
4. Being a police officer is not a desirable job because they (Filipinos) want to avoid work involving conflict.
5. Filipinos do not trust police officers. (This relates to Number 3).
6. Newly arrived Filipinos have poor English language skills.

There were several other reasons mentioned but they either were not repeated to any significant extent or they could be grouped into the foregoing groups. It was interesting to note that two themes were pervasive. The first was that Filipinos were viewed as intellectually high as a group and gravitated toward high skilled jobs. Secondly, that Filipinos (adult and elderly) were culturally a gentle people.

B. <u>Perception Testing Phase</u>

This phase involved the interview of Filipinos regarding their reaction to the previously listed observations by non-Filipino police officers and employees. In addition, their thoughts regarding the cause of the condition posed by the original problem statement were solicited.

The Filipinos interviewed ranged broadly in occupation. They included, but were not limited to, police officers, police employees, county court marshal, municipal court judge, attorney, nurses, a business manager of the local union, a financial adviser, and real estate agent. Again, their anonymity was assured except where waived.

With regard to the cataloged perceptions previously listed, the issues of physical stature and conflict avoidance were rejected out-of-hand. The issue regarding language skills of newly arriving Filipinos was partially confirmed but not to a strong extent. This issue was not a strong one as it was explained that English was a required subject in Filipino schools. The speaking skills were not as sharp as reading and writing. The key reasons most often cited as a possible cause for a poor record in recruiting and hiring Filipinos were as follows:

1. Filipinos recently arriving in the United States (last 10 to 15 years) already had developed job skills that were transitioned from the Philippines to the U.S. Law enforcement was not one of the skills.
2. The age of newly arriving Filipinos was beyond that normally associated with the labor market from which police applicants were obtained, or they were too young.
3. Filipinos tended to graviate to jobs already occupied by other Filipinos. In other words, there was a sense of comfort involved.

The fourth, and perhaps most cogent observation, was made by the Filipino municipal court judge and dealt with the historical dynamics associated with Filipinos in the United States. The first migration of Filipinos to the United States occurred during the 1920's and 1930's. This migration was to take advantage of agricultural jobs in California and Hawaii. The children of these Filipinos would be of an age to be recruited into law enforcement during the late 1950's and early 1960's. At that time, police agencies had rigid height requirements. These height requirements were such they precluded most Asians as candidates. (14)

When many of the job requirements in the public sector were challenged as discriminatory and not job relevant, the young Asians were beyond the stage of being recruitable. They had gone into other professions. This was in the early 1970's to now. The children of Filipinos and Asians of the 1940's and 1950's are just now leaving high school and entering college. In other words, there was a vast vacancy of employable Asians and Filipinos during the era between the 1960's and now -- one reason being because of discriminatory and arbitrary standards and the other a cyclic age void.

This phenomenon is more evident in the Filipino American group than other Asian groups such as Chinese and Japanese. The explanation is that Chinese and Japanese migration to the United States pre-dated the Filipinos. This supposition is borne out by the distribution of Asians in police work now. According to the data obtained from the President of the Northern California Asian

Police Officers Association, Chinese and Japanese police officers far outnumber Filipinos. (15)

According to the observations of Filipinos interviewed regarding this historical perspective of the Filipino phenomenon, the richest opportunity for recruiting Filipinos will be in the next five years. Further, this historical phenomenon will most likely be true for recent Asian migrations from Viet Nam and other countries. It will be their second generation youth of the 1990's that will be the greatest opportunity for recruitment.

C. Analysis Summary

It is interesting to note that the perception research and testing produced some extremely polarized results. In the first place, it showed a marked difference between the perceptions held by non-Filipino persons as compared to how Filipinos view the dynamics of the issue themselves. Clearly the perception of non-Filipinos that the job of law enforcement is not viewed as desirable because of the physical stature of Filipinos could not be corroborated. Additionally, the perception by non-Filipinos that conflict avoidance and job reputation were important issues was not shared by Filipinos. Very little validity was attached to these perceptions. American policing is viewed as a relatively high status profession by Filipinos interviewed. The issue of distrust was also rejected.

In the final analysis, the phenomenon of stereotyping has occurred. Ideas regarding the characteristics of a people such as Filipinos are held in common by non-Filipinos which may affect

future decision making as it concerns the recruitment of Filipinos (and other Asians) into the police work force. In addition, the stereotyped image held by non-Filipinos of Filipinos could erroneously affect the decision making process once Filipinos are brought into the work force. This has to do with job assignments within the organization.

The final objective of this study is the formulation of strategies, policies, or recommendations, to achieve the basic mission of the research.

VI. ACHIEVING THE MISSION OF RECRUITING FILIPINOS: FUTURE IMPLICATIONS AND IMMEDIATE RECOMMENDATIONS

A second round of interviews was conducted to test the collective observations of the Asian and Filipino Americans previously interviewed. These interviews solidified the research findings as it affected the development of strategies to attain the mission objective.

It appears quite clear that the richest opportunity to recruit Asian and Filipino Americans into the police work force will be within the immediate five years. With regard to Filipinos in Vallejo, the graduating class of our two high schools has an increasing number of Filipinos as a part of the graduating classes compared to past years. This trend is also evident in the classes that will be graduating in the foreseeable future. (16)

Based upon the information developed during the research, there appears to be six strategic areas of of focus to achieve our immediate and future goals of recruiting, retaining, and promoting Filipinos (and other Asians) within the police work force. Each of the six strategic areas will be examined during this concluding chapter of the study.

A. The Power of the Word-of-Mouth: Establishing a Sincere Reputation

Once this research began in earnest and Filipino Americans were interviewed, the word of the study was passed throughout the Asian and Filipino community. This phenomenon was not confined

solely to Vallejo. I received telephone calls from Filipino police officers as far away as Salinas, California. In fact, one veteran Filipino police officer from Palo Alto, California, transferred laterally to Vallejo in spite of being in Palo Alto for eleven years. In addition, we recruited a Filipino female as a civilian Police Assistant. She now plans to attend the Santa Rosa Police Academy and transition into the department as a regular police officer. The likelihood of her succeeding is very high since we apply the same background requirements for civilians as we do regular police officers.

This phenomenon of the word-of-mouth is not unlike that experienced by Lieutenant John Robertson of the Garden Grove Police Department. His project involves research into the substantial influx of East Asians to their community and problems with communication with that segment of their local society. He found that once the Asian community learned of his research and the sincerity of the department's interest, a wealth of information was made available to him.

As a consequence of this phenomenon, a major strategic effort to communicate the sincere intent of the department to recruit Filipinos or Asians is vitally important. This can best be accomplished through the utilization of previously neglected channels of information. These channels include ethnic newspapers, radio stations, social organizations, and special police associations organized for specific ethnic officers. An example is the National Organization of Asian American Police Officers.

The second key strategy in the attainment of our mission has to do with recruitment philosophy.

B. Revisiting Entry Level Recruitment and Hiring

After the passage of Proposition 13 and beginning around 1980, a substantial shift occurred in the hiring policies of California police agencies. Rather than hiring young officers, sending them to academies, and subjecting them through field training programs, we shifted to the recruitment and hiring of POST certified police officers from other agencies. Because we had an early history of hiring Blacks and Hispanics, obtaining minorities in these categories was no serious problem in the lateral process. Hiring Asians, Filipinos, and women, however, became a problem.

This trend toward hiring officers laterally was justified because of perceived organizational expediency and cost effectiveness. No longer was it necessary to pay an employee to attend 12 weeks of Basic Academy training and endure protracted in-service training. Further, lateral transfer officers could be quickly evaluated in terms of their suitability during their probationary period. If they were not suitable, they could be terminated without a substantial loss of investment. This practice appears rather pervasive in California and elsewhere in the country. Although we in Vallejo have followed this practice, I have developed an opinion that we must be quite careful in this practice. It often results in hiring another agency's problems.

Regardless of these trends of hiring lateral employees, an agency wishing to hire Filipinos, Asians, or females must

reevaluate this policy in favor of returning to the entry level process. The number of Filipino, Asian, and female officers available for lateral recruitment is non-existent from a practical standpoint. As a consequence, focus upon recruitment must be directed to the sector of the labor market where the opportunity to recruit these type of persons is the greatest. This requires greater attention to high school age persons and the development of pre-employment programs to introduce young people into our profession. That is the topic of the subsequent discussion regarding the focus of recruitment.

C. Creating an Entry Level Career Ladder for Youth

As was previously identified in our research, the probability of recruiting Filipinos and Asians arriving in the United States as adults will be most difficult. They have already developed their careers or professions and are transmitting these skills to the United States. Consequently, it is important for us to focus our attention upon the youth of the community as it concerns Asians and Filipinos. The Vallejo Police Department has developed an approach which could serve as a model for other agencies in this regard.

We have developed a focused recruitment program to bring young men and women into our Explorer Post Cadet Program. This involves the age group from 15 to 18 years of age. After a cadet reaches 18, we then can transition the cadet into our Police Reserve Program. Our Police Reserve Program is designed to attract persons from the age of 18 to 21.

During the period of time the young person serves in the Police Reserve Program, we assist them to become certified as level 2 and level 1 reserves. They perform various non critical police tasks within the agency. Examples include, but are not limited to, abandoned vehicle abatement, subpoena service, animal control, and other similar tasks that would otherwise detract from the work of the regular police officers' main law enforcement tasks.

Once the Reserve Police Officer has reached 21 and has completed a basic academy training program, they are then invited to apply as regular police officers. Because the background investigation process for reserves parallels that of regulars, their expectations of being hired are much greater than had they been approached as non-police candidates. In the Vallejo Police Department, a police reserve who has completed basic training is considered a lateral police officer or eligible for lateral recruitment as other officers from other police agencies.

D. The Team Approach to Recruitment

One of the most important aspects of developing an effective minority recruitment program is the careful selection of the officers participating in the program. If a police agency leaves the process of recruitment and hiring to solely the involvement of their city or county personnel departments, they will be miserably disappointed in the results. The Police Department must develop the external focus leadership for recruitment. It is essential that officers from the ranks to be recruiters be

screened carefully. As was the case in another police department, an attitude against the police department developed in a minority community because the recruiting officer was viewed to be biased toward Asians. Consequently, the officer selected for the recruitment team should be carefully selected so that they do not transmit a bias toward any particular cultural group. In addition, they must show a great deal of sympathy and a proactive attitude in the recruitment of minorities.

Whenever possible, the recruiting team should consist of the minority groups being targeted for recruitment. The recruiting team should consist of cross section representatives of minority officers and women whenever possible. Attending academy programs, high schools and colleges during recruitment days presents an extremely effective opportunity for recruitment.

E. Avoidance of Stereotyping

As was discussed in depth during a previous chapter of this study, the perceptions of a number of police officers were cataloged as a result of interviews. The result of these interviews was a list of perceptions about Asians and Filipinos that was not necessarily corroborated during subsequent interviews with representatives of these minority groups. This phenomenon is commonly called stereotyping. The dynamics of stereotyping are fairly clearly established in the literature. It is then important that the leadership of the department take an active role in the changing of these perceptions by sharing the research obtained during the course of the evaluation.

Once this has been accomplished, the ability to deal with minority groups in the community from an interested recruitment standpoint from the general work force will be made much easier.

F. **Promotional Emphasis: Demonstrating Opportunities for the Future**

Affirmative action is not only concerned with developing a healthy balance among those persons hired and the general ethnic makeup of the community. Affirmative Action also stresses the importance that promotional opportunities be extended to previously neglected ethnic groups of the community. It is, therefore, incumbent upon the police administration to foster, encourage, and support the promotion of qualified minorities into supervisory and middle management positions. Once this has been accomplished, the job of recruiting police officer candidates from previously difficult areas of the community will be made much easier. For example, in Vallejo a recent promotion from patrolman to sergeant involved a Filipino American. This highly qualified individual then developed a great deal of interest among young Filipinos in the high school toward a law enforcement profession. The same is true for qualified females. Again, demonstrating a sincere interest and concern for achieving the objective of equity in the work force is the key in achieving the long range mission and goal of the agency to develop parity with the ethnic makeup of the community.

VII. CONCLUDING COMMENTS AND RECOMMENDATIONS

We have addressed six major future strategies for attaining the mission of this research. The first was to develop a sincere reputation for the recruitment of minorities. Thereafter, the department must reevaluate its policy concerning the hiring of lateral entry level persons. Thirdly, the department must consider the development of a career ladder for youth which transitions them through a step-by-step process to become a regular police officer. The recruiting team approach is another vital strategy in attaining the mission goal. Avoiding stereotyping influences and allowing those influences to become pervasive in the organization is also critical to the mission. Finally, promotional emphasis in demonstrating opportunities for minorities in the future of the department is of paramount importance.

A. Establishing an Effective Data Base

With regard to the future of the role played by POST in the development of professional law enforcement in the State of California, two key recommendations remain. First, it was found that it was very difficult for POST to retrieve information about the racial and gender makeup of persons in law enforcement in the State of California. This was especially true in trying to differentiate between the various classes of Asians. It is recommended that POST seriously consider developing a data base patterned after the format utilized by the United States Department of Commerce and Bureau of the Census. The format utilized in the gathering of Census data differentiates between a number of Asian

and American Indian ethnic groups. This would also allow for greater future data analysis utilizing Census information.

B. POST Training for Minority Recruitment

The second key recommendation that can be made with regard to the mission of this research paper concerns training. At present, POST does not offer a program in the area of human resource management that assists police agencies in achieving Affirmative Action goals. According to POST staff, the last work done by POST in the area of minority recruitment was a 1973 study done for the California Legislature entitled Minority Officer Recruitment. It was a superficial work resulting in the limited data base previously identified. This project was not directed into the training field and is somewhat outdated. (17) Special techniques are necessary for the recruitment of minorities and women. I believe that POST can support the concept of equity as we have discussed it by developing programs that assist police agencies in formulating the strategies previously outlined in this research.

In conclusion, POST has not only an obligation, but a responsibility of developing the future leadership of California law enforcement. A vital aspect of being successful in this regard has to do with the issue of equity in human resource management. As a consequence, POST must develop, either as a part of the Executive Development Program or the Command College Program, curriculum addressing the issue of Affirmative Action and the strategies to be employed in the successful recruitment of minorities and women in California law enforcement.

FOOTNOTES

1. Looram and Associates, 226 Willow Street, Pacific Grove, CA. 93950, as presented at the POST Command College, January 30, 1985.

2. Nicholas Henry, **Public Administration and Public Affairs.** New Jersey: Prentice-Hall, Inc., 1976, p. 210.

3. IBID.

4. IBID, p. 212.

5. N. Joseph Cayer, "Minorities and Women in State and Local Government: 1973-1975," **Public Administration Review.** Vol. 40., Sept./Oct., 1980, Washington D.C.: American Society for Public Administration, p. 443.

6. Interview of Robert Schmitt, Department of Planning and Economic Development, State of Hawaii, July 17, 1985.

7. IBID.

8. **The Philippines: A Travel Survival Kit.** Australia: Lonely Planet Publishers, 1981, p. 15.

9. IBID, p. 16.

10. IBID, p. 15.

11. IBID, p. 29.

12. Dickson McGraw and George Watson, **Political and Social Inquiry.** New York: John Wiley and Sons, Inc., 1976, p 370-378.

13. John Lofland, **Analyzing Social Settings.** California: Wadsworth Publishing Co., 1971, p. 75-92.

14. Interview with San Francisco Municipal Court Judge Ronald Quidachay, December, 1985.

15. Interview with Shoji Horikoshi, Chief of the San Francisco Crime Laboratory and President, Northern California Asian Police Officer's Association, December, 1985.

16. Interview with Dale Welsh, Assistant Superintendent of Schools, Vallejo Unified School District, December, 1985.

17. Interview with Doug Thomas, POST, December, 1985.

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