

**MEETING THE PERSONNEL
DEMANDS OF LAW
ENFORCEMENT IN THE NEXT
MILLENNIUM**

**Command College-
Executive Leadership Institute**

Class XXV

**Paul Henisey
Newport Beach PD**

**Don Pedersen
Hawthorne PD**

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INTRODUCTION

The purpose of this project is to research and study the future personnel demands of law enforcement in the Los Angeles/Orange County region and develop strategies to meet those demands. The concept for this project was formulated following a brief analysis of the future personnel needs for the Newport Beach Police Department. During the economic downturn of the last five years, this agency witnessed a reduction in sworn personnel from 149 to a low of 130. The reduction was accomplished through attrition based upon retirements or personnel leaving of their own accord. No layoffs of personnel were required. A number of these positions were then eliminated and the remainder were positions that were civilianized.

As a result, there was virtually no hiring of police officers during this period. However, over the last two years, the Department experienced several service retirements and the addition of four officer positions based upon the approval of two federal grants. Suddenly, the Newport Beach Police Department was faced with recruiting and hiring a number of new police officers. The recent retirements also brought to light the issue of future retirements. It was determined the Department would lose 21 sworn personnel over the next five years due to service retirements. Of these 21, fifteen would come from the managerial and supervisory ranks, which constitutes fully one-half of the Department's leadership personnel.

In addition, it is anticipated the City of Newport Beach will annex the Newport Coast development which would result in an immediate demand for eight police

officers and at build out, up to as many as 16 officers and 2 sergeants. Therefore, the Newport Beach Police Department is facing the prospect of recruiting, hiring and training a minimum of 39 police officers over the next five years, a daunting task for an organization of moderate size.

Simultaneously, the City of Hawthorne, a community significantly different in terms of demographics from Newport Beach, is facing a similar problem. At this time, Hawthorne has just experienced an election where the populace voted down a utility user tax resulting in a significant revenue loss for the City. As a result, the Police Department is faced with the immediate prospect of a reduction in force including 17 police officer positions and 54 civilian employees. However, again looking to the future, Hawthorne also will lose a number of its personnel over the next five years due to service retirements. It is estimated that 50% of the command staff will retire within the next three years and 45% of all the supervisors will retire within five years. In addition, it is likely the department in the near future may have to hire to fill some of the positions lost due to the failure of this ballot measure.

From this standpoint, both Hawthorne and Newport Beach will be competing in the recruiting and hiring of police officers. At the same time, a number of police departments hired many officers during the growth period of the 1960's and 1970's and many of these "Baby Boomer" officers are now looking at service retirements as they end their 30+ years of service. All of these police agencies will also be competing for the best and the brightest recruits. Will there be sufficient numbers of qualified candidates? What will be the demands of the private sector job market? What societal issues will

impact law enforcement hiring? How will changing demographics affect the candidate pool? What other dynamics may have an effect on these issues? It is the focus of this project to address these issues and develop ideas and strategies to overcome these problems.

LAW ENFORCEMENT PERSONNEL NEEDS ANALYSIS

From a historical perspective, there has been a certain degree of competition between police departments in attracting the highest quality recruits, especially on a regional basis. However, there was no information available as to how many police officers will be needed in the future. Most departments hire based upon short-term needs and there has been no thorough analysis of what the personnel demands will be in the long-term. In order to ascertain this information, a survey instrument was devised and mailed to every police agency in Orange County and a representative number of police agencies in Los Angeles County.

The purpose of the survey was to find out how many retirements each department anticipated to occur, if the departments expected to increase in size, and what would their overall hiring needs be in the next five to ten years. The survey asked what the current staffing levels are, and what the levels are anticipated to be in five years. Questions were also asked to determine the number of officer and supervisor retirements in the next five and ten years.

The survey results can be found on the next page in Illustration 2-1. Of the 21 surveys sent out to Orange County police agencies, 18 were returned. In Los Angeles County, 25 surveys were sent out to a representative number of police agencies and 19 were completed and returned. The totals of each of the 37 responding agencies are listed alphabetically by county. The survey totals are insightful and clearly reveal there will be a pressing demand for a significant number of new police officers over the next five years.

Illustration 2-1

Recruitment Survey

	Authorized Sworn Total				Sworn Retirements		Hiring Needs	
	Current	5 Years	+/-	%+/-	5 Years	% of TO	5 Years	% of TO
Anaheim PD	456	495	39	8.6%	87	17.6%	130	26.3%
Brea PD	124	127	3	2.4%	18	14.2%	21	16.5%
Buena Park PD	116	117	1	0.9%	32	27.4%	40	34.2%
Costa Mesa PD	174	182	8	4.6%	24	13.2%	32	17.6%
Cypress PD	69	72	3	4.3%	9	12.5%	12	16.7%
Fountain Valley PD	82	88	6	7.3%	9	10.2%	15	17.0%
Fullerton PD	179	192	13	7.3%	27	14.1%	40	20.8%
Garden Grove PD	187	209	22	11.8%	8	3.8%	30	14.4%
Huntington Beach PD	277	300	23	8.3%	27	9.0%	50	16.7%
Irvine PD	174	197	23	13.2%	32	16.2%	55	27.9%
La Palma PD	22	23	1	4.5%	2	8.7%	5	21.7%
Los Alamitos PD	32	32	0	0.0%	7	21.9%	10	31.3%
Newport Beach PD	134	143	9	6.7%	36	25.2%	45	31.5%
Orange County SO	1392	1502	110	7.9%	36	2.4%	600	39.9%
Orange PD	176	202	26	14.8%	11	5.4%	37	18.3%
Placentia PD	67	68	1	1.5%	16	23.5%	17	25.0%
Seal Beach PD	42	51	9	21.4%	16	31.4%	25	49.0%
Westminster PD	101	101	0	0.0%	16	15.8%	25	24.8%
Orange Co. Totals	3804	4101	297	7.8%	413	10.1%	1189	29.0%
Arcadia PD	73	76	3	4.1%	7	9.2%	13	17.1%
Azusa PD	72	79	7	9.7%	8	10.1%	15	19.0%
Baldwin Park PD	91	96	5	5.5%	2	2.1%	25	26.0%
Bell PD	44	44	0	0.0%	4	9.1%	4	9.1%
Beverly Hills PD	164	167	3	1.8%	16	9.6%	19	11.4%
Burbank PD	197	205	8	4.1%	14	6.8%	22	10.7%
Covina PD	73	80	7	9.6%	17	21.3%	24	30.0%
Downey PD	142	138	-4	-2.8%	27	19.6%	23	16.7%
El Monte PD	156	161	5	3.2%	8	5.0%	15	9.3%
Glendora PD	69	71	2	2.9%	22	31.0%	24	33.8%
Hermosa Beach PD	47	49	2	4.3%	9	18.4%	11	22.4%
Huntington Park PD	87	90	3	3.4%	9	10.0%	12	13.3%
San Gabriel PD	71	71	0	0.0%	4	5.6%	20	28.2%
Long Beach PD	836	836	0	0.0%	200	23.9%	250	29.9%
Los Angeles PD	9952	10000	48	0.5%	2500	25.0%	3000	30.0%
San Marino	37	37	0	0.0%	6	16.2%	15	40.5%
Santa Monica	208	209	1	0.5%	33	15.8%	34	16.3%
Torrance PD	249	257	8	3.2%	48	18.7%	56	21.8%
Whittier PD	127	135	8	6.3%	15	11.1%	23	17.0%
LA County Totals	12,695	12,801	106	0.8%	2949	23.0%	3605	28.2%
Survey Totals	16,499	16,902	403	2.4%	3362	19.9%	4794	28.4%

In Orange County, there are several factors contributing to the demand for new officers. First, a number of Orange County agencies are reporting an increase in the total number of sworn personnel to meet policing demands in the next five years. Of the 18 departments reporting, it is anticipated they will need an additional 297 police officers to accommodate this growth. This projected augmentation is an increase of 7.8% in the authorized strength of these agencies. Only two of the 18 police departments anticipate there will be no increase in their number of officers. Second, these 18 agencies anticipate experiencing 413 retirements within five years. This number is over 10% of the existing workforce. There are five agencies that reported anticipated retirements will exceed 20% of their workforce or fully 1/5 of their officers will be retiring in this period. Finally, the total hiring needs for Orange County agencies is estimated to be 1,189 officers over the next five years or 29% of the existing authorized strength of all 18 departments. The total hiring demands include not only growth and retirements, but also anticipated turnover from resignations, terminations, failures to meet probationary standards, medical retirements, and other reasons. Every one of the 18 agencies reported hiring needs as a double-digit percentage of current strength from Garden Grove at 14.4% to Seal Beach with an incredible 49% demand as compared to their current staffing levels. This is a considerable turnover in personnel and a huge demand for new police officers.

Analysis of the survey results of the Los Angeles County agencies reveal some differences, yet still a significant demand in the hiring of new personnel. The major difference in Los Angeles County is the reported growth for most of the agencies is

quite negligible over the next five years. Burbank anticipates adding 8 positions or 4% of their current staffing while Azusa and Covina will add 7 each or over 9% of their staffing levels. Los Angeles PD anticipates adding 48 positions over five years, but this is only 0.5% of their total number of positions. The rest of the agencies report a very slight increase or no increase at all while one agency, Downey, anticipates a decrease of 4 positions.

However, the Los Angeles County police departments report a greater percentage of service retirements over the next five years. The 19 agencies anticipate a total of 2,949 retirements or 23% of their total workforce in the next five years. Los Angeles Police Department is, of course, the highest proportion of this total at 2500 anticipated retirements. The highest reported rate is at Glendora PD with a possible 22 retirements or 31% of their staffing levels, while the lowest is Baldwin Park PD with two retirements or 2.1% of their strength. As with the Orange County agencies, the reported additional hiring needs of the Los Angeles County departments are also quite high. These agencies report they will need to hire 3,362 new officers in the next five years, which is 19.9% of their total authorized strength.

For all 37 police departments from both counties, a minimum of 4,794 new police officers will have to be recruited, successfully hired, complete an academy (if not hired from a neighboring police department), and then survive a Field Training Program and probation. There is no doubt this will be a difficult and demanding task. To place an exclamation point on these facts, these numbers do not include one of the two largest police agencies in California, the Los Angeles County Sheriff's Department.

These problems are not unique to police agencies in Southern California. A recent survey of departments throughout the nation conducted by "Law and Order" magazine noted the second most critical problem behind budget issues was the hiring and retention of qualified personnel.¹ This issue is even more important for small agencies. The respondents noted the great difficulty in attracting qualified minorities and females and if they are able to attract one, they are not likely to stay long, as larger agencies with more opportunities and usually better pay will draw them away.² Retention is also a significant problem as 96% of the small agency respondents noted their agencies act as training grounds for entry-level officers. Many reasons are cited for this turnover problem including lack of activity and training opportunities, poor benefits and low pay. Bob Hanson of Excelsior Springs, Missouri, a suburb of Kansas City, cited his own department as an example, "We are in the process of losing one-third of our officers in a short period of time. All are leaving over pay. They can get \$3,000 to \$6,000 more per year a few miles away in Kansas City."³

POPULATION DEMOGRAPHICS

As noted in the previous section, the personnel requirements for law enforcement agencies will be significant. The next question is, where will the next generation of future police officers come from? To answer this question requires a study of population demographics and an analysis of what the future holds for the potential police officer candidate pool. A multitude of factors is intertwined in studying the future of demographics. Some characteristics can be predicted with a degree of certainty. Examples of these are population numbers by age, sex and to a lesser degree, ethnicity. Other characteristics such as levels of education, employment, or income are less predictable and will be dependent to a certain extent, on the vagaries of the regional or national economies. Scanning techniques were used to research various sources to gain a better idea of what the future demographics will look like. The information obtained is presented in the following categories: age and sex, ethnicity, and economic.

Age and Sex:

It is projected in this country the labor force will increase from 131 million workers in 1994 to 147 million in 2005. This includes 39.3 million new workers entering the labor force while 23.3 million workers will leave the labor force because of death, retirement or other reasons.[†] Although all of these new workers will be entering the job market, the fact remains the labor force is getting older. The fastest growing segment of the labor force over the next ten years is those workers that are 55 years of age and older as the baby boom generation born between 1946 and 1964 continues to age. This

age group is projected to increase from 15.5 million workers in 1994 to 22.1 million in 2005 for an increase of 42.5%. On the other hand, the 25 to 34 year old age group is projected to decrease by about 4 million workers during this same ten year period.⁵

Orange County's labor force projections mirror that of the nation. It is predicted that during this same time span, the 50 to 64 year old age group will become the second largest age group at 21% of the total population with the under 19 age group the largest at 26% as the "echo baby boomer" group continues to grow.⁶ With police work defined as a "young person's job" and most police retirement systems providing maximum benefits for officers in their early 50's, it is clear there will be many police officer retirements over the next ten years. On the other hand the younger age group where prospective recruits will be drawn from will see a slight reduction in size until the "echo boomers" reach the age of 21. In California this will begin about year 2005 and peak about 2011 reflecting the steady increase of births that reached its highest level in 1990.⁷

Where the number of men participating in the labor force are projected to decline across all age groups, the number of working women is predicted to increase in the next ten years albeit at a more moderate rate than over the last ten years.⁸ During this period it is estimated women's participation in the work force will increase from 46 to 48%. In fact, by 2005 it is projected working women will total 70.3 million as compared to 76.8 million for men. This is the smallest differential between men and women in the workplace for which there are records available.⁹

Ethnicity:

According to Mary Heim, a demographer for the California Department of Finance, "The ethnic mix of Southern California is changing. The population is becoming more diverse. By the year 2020, Caucasians in almost all Southern California areas will no longer be a majority."¹⁰ In fact, in Los Angeles County, Hispanics have already become the largest ethnic group and it is estimated that by the year 2020, Hispanics will become the largest ethnic group in Orange County as well.¹¹ This significant growth will occur for two reasons. First, the birth rate for the Hispanic population is the highest of all ethnic groups and second, immigration will continue to bring in new residents from countries to the south. The Hispanic origin population is projected to increase rapidly over the 1995 to 2025 projection period, accounting for 44 percent of the growth in the Nation's population (32 million Hispanics out of a total of 72 million persons added to the Nation's population). In the western region of the United States, this will result in a population increase in the Hispanic population of 16 million by the year 2025 which will be a 50.1% increase in that ethnic group. In California, the Hispanic population will grow by 1.4 million in 2000 and 12 million in 2025.¹²

Of all the ethnic populations the Asian population is the fastest-growing group of all regions in the country. In the West, Asians are the third largest ethnic group and fourth in the nation. The Asian population is projected to have the greatest gains in the West with an increase of 7 million persons (56 percent of the total added to the U.S. Asian population during 1995 to 2025). In California, it is estimated there will be

626,000 additional Asian residents by the year 2000 and more than 5 million more by the year 2025.¹³ Currently in Orange County, Asians make up about 12% of the total population, but it is anticipated by the year 2020 the Asian population will make up 15% of the total.¹⁴

As indicated above, there will significant changes in the population make-up, with even greater diversity expected for the Los Angeles and Orange County areas. There is actually much more involved than just an anticipated increase in these two ethnic groups. Even within each group, there exist significant cultural differences. For instance, the designation of "Southeast Asian", which is a subset of the Asian group, refers to the culturally and politically diverse inhabitants of three separate countries: Vietnam, Cambodia, and Laos. These people speak four different languages, Khmer, Vietnamese, Lao, and Hmong, as well as several minority languages and dozens of dialects. Their histories and traditions can be vastly different even though they may be closely related geographically.¹⁵

Meeting the law enforcement needs of these rapidly growing groups with such diverse cultural, political, and societal differences will be difficult. Recruiting, hiring and training these individuals will certainly be a challenge. Additionally, from a historical perspective law enforcement agencies have not always reflected community demographics. For example, 1990 U.S. Department of Justice figures paint a striking picture regarding the ethnic make-up of the approximately 363,000 municipal police officers as follows:¹⁶

- 83% white males (non-Hispanic)

- 10.5% African American males
- 5.2% Hispanic males
- 1.3% male all other ethnic groups
- 8.1% women

However, according to a U.S. Department of Justice study, this issue is not one of ethnic or racial prejudice, which is based on hatred, bigotry and ignorance. Law enforcement officers with expertise in ethnic minority hiring and non-native officers deny emphatically that racial bias presents a serious obstacle to hiring these individuals. These officers believe that cultural differences such as language, traditions, attitude toward authority, societal mores, customs, educational levels etc., are the primary deterrents to recruiting and hiring minority officers. It is acknowledged some racism does exist, but its impact is not a determining issue towards successful minority hiring. Add to this the fact that for many non-native minorities, experiences in their native countries left them with the impression law enforcement is corrupt and dishonorable. Then include recent media portrayals of police in television today with its movement towards graphic violence, gun fights, drug deals and corruption to increase ratings and it is understandable the difficulty in attracting viable minority candidates into law enforcement.¹⁷

Economic:

Certainly, the economy can have a major impact on the job market and the labor pool. A strong economy with a thriving job market increases the demand for workers and causes competition amongst employers hiring those workers. The economy of both

Los Angeles and Orange Counties has improved over the last two years. In fact, Chapman University economists have predicted Orange County is poised for a period of extended growth, one they believe will be smoother than the real property fueled economic explosion of the 1980's. It is projected over the next five years, the local economy will create 160,000 new jobs for a 14% increase. Per capita income will increase 26% to a median of \$33,143 and exports will nearly double to \$17.2 billion. If this forecast holds true, the economy may be in for an uninterrupted 11-year expansion.¹⁸

Anil Puri, director of the Institute for Economic and Environmental Studies at CSU Fullerton, concurs with this study. He states, "We have a county economy that is highly diverse, with a highly educated labor force... and the only restraints to growth are external." Puri cites two potential issues that could slow this rate of growth. First, the heated U.S. economy now in its sixth year of growth could slow down due to the difficulty in finding qualified workers. To attract workers, employers may have to raise wages and pass the costs to the customers resulting in inflationary pressures. The second issue could be the Asian economic woes. Over 50% of high-tech exports from local companies are sold to Asian markets meaning there is a certain degree of reliance on those economies. However, Puri thinks it likely that the local impact of the Asian problems will be short-lived and less noticeable than a slowdown in the U.S. economy.¹⁹

In conjunction with the improving economy is the fact that college graduates are witnessing the brightest hiring outlook in years. Impressive salary offers, signing bonuses, and early job offers are common occurrences as the economy improves. One

study by the National Association of Colleges and Employers indicates employers plan to hire 17% more new college graduates this year. A number of universities reported a 27% increase in the number of companies recruiting on campus and a 30% increase in the number of interviews granted. "When you are a hot commodity, the competition is going to bid up salaries," said David Reed, Director of Recruiting for Anderson Consulting in Chicago. Some starting salaries for technical and engineering jobs are going between \$50,000 and \$80,000 a year.²⁰ With such competition for the best and brightest candidates, it is apparent the ability to draw educated, qualified applicants to law enforcement careers could prove to be a challenging endeavor.

TRENDS, EVENTS, AND CROSS-IMPACT ANALYSES

In the Chapter 2, recruiting needs were identified for a number of police departments in the Los Angeles and Orange Counties. Chapter 3 addressed population demographics and what future changes will likely occur that may affect the size, quality and makeup of the potential police candidate pool. This chapter will address possible trends and events that could have an impact on recruiting efforts, and will present a cross-impact analysis combining the potential impact of both the trends and events.

The method used to conduct this analysis is the Nominal Group Technique (NGT). This technique is a facilitated group discussion designed to provide informed input on a specific issue or question, to generate ideas, and to aid in forecasting potential outcomes. The purpose of the NGT panel is to identify possible trends and events, and determine the degree they may effect the key issue. Two NGT panels were used in this project. The purpose was to ensure a thorough and wide-ranging analysis and to obtain as much input and ideas as possible.

The first NGT panel consisted of members within the Hawthorne and Newport Beach Police Departments. The participants included two training sergeants, a personnel officer, a legal advisor, a civilian personnel analyst, and a communications operation manager. The second NGT panel consisted of mostly members outside of these two organizations including a human resources director, two police captains and a police lieutenant from three separate agencies, an deputy fire chief, a gang unit officer and a management consultant. Names and job assignments of all the participants in both panels are listed in the Addendum to this report.

Trends:

A trend is defined as an inclination, a general course or direction. For the purposes of this project, a trend is an issue with a past, present and future. It can be qualitative as well as quantitative and its past is not necessarily a predictor of the future. Finally, a trend is something we have the ability to exert a degree of control or influence. Both panels brainstormed a significant number of trends with some degree of relationship to the issue of recruiting. The panels then as group focused in on the trends they felt to have the greatest impact on the topic. Finally, the panels determined the past and future relationship of the trend and the degree of impact on the issue of recruiting. The Trend Summary Table and Trend Chart for Panel One can be found in Illustration 4-1 and for Panel Two in Illustration 4-2 in the following pages.

Illustration 4-1: Panel One Trend Analysis

Trend Average Summary

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
Trend 1	55.0	100.0	249.2	116.7	9.5
Trend 2	80.0	100.0	143.3	125.8	8.3
Trend 3	63.3	100.0	144.2	199.2	6.8
Trend 4	71.7	100.0	136.7	173.3	7.2
Trend 5	112.5	100.0	95.8	106.7	7.3
Trend 6	107.5	100.0	116.7	113.3	6.5
Trend 7	74.2	100.0	134.2	165.0	7.2

- Trend 1 - Number of law enforcement retirements over the next ten years.
- Trend 2 - Level of preparation, training, and programs for hiring and promotions.
- Trend 3 - Impact of new generation of officers with a different value system.
- Trend 4 - Regionalization of hiring, training and other services.
- Trend 5 - What will be the size of the qualified police officer applicant pool.
- Trend 6 - The number of sworn police positions.
- Trend 7 - Impact of changing demographics in law enforcement due to ethnic and cultural diversity.

Trend Average Analysis

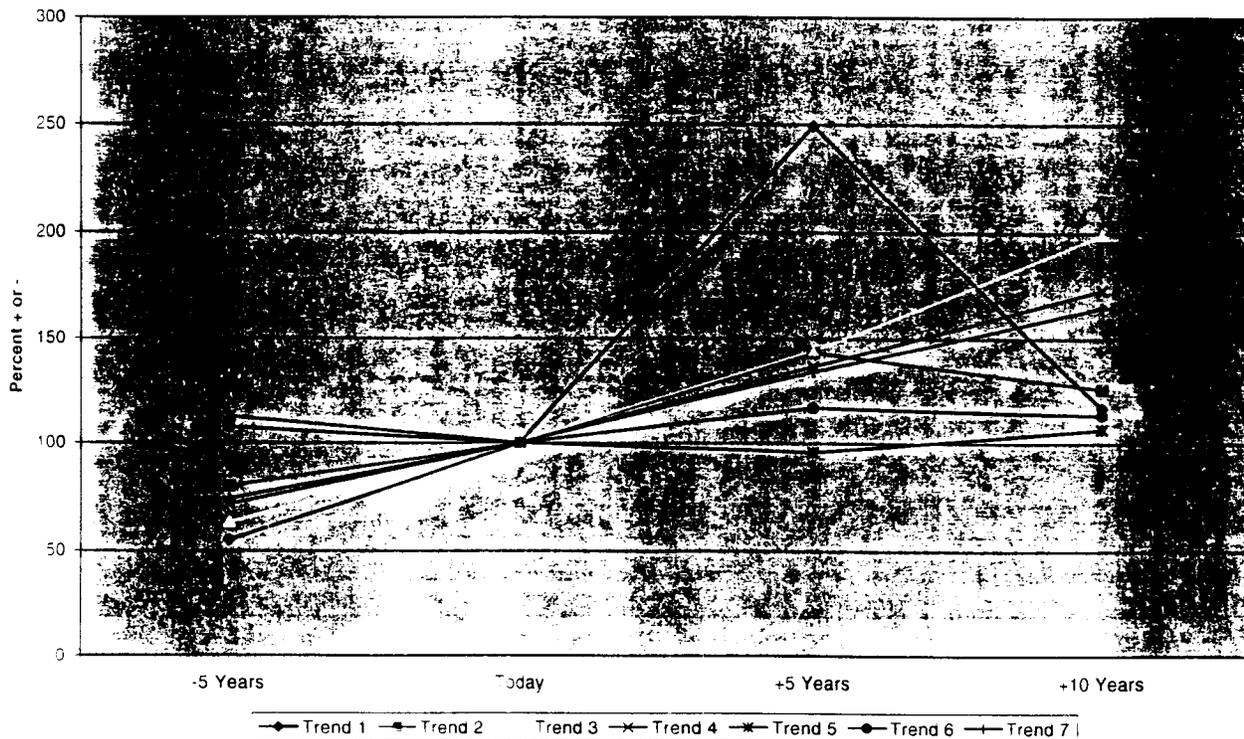


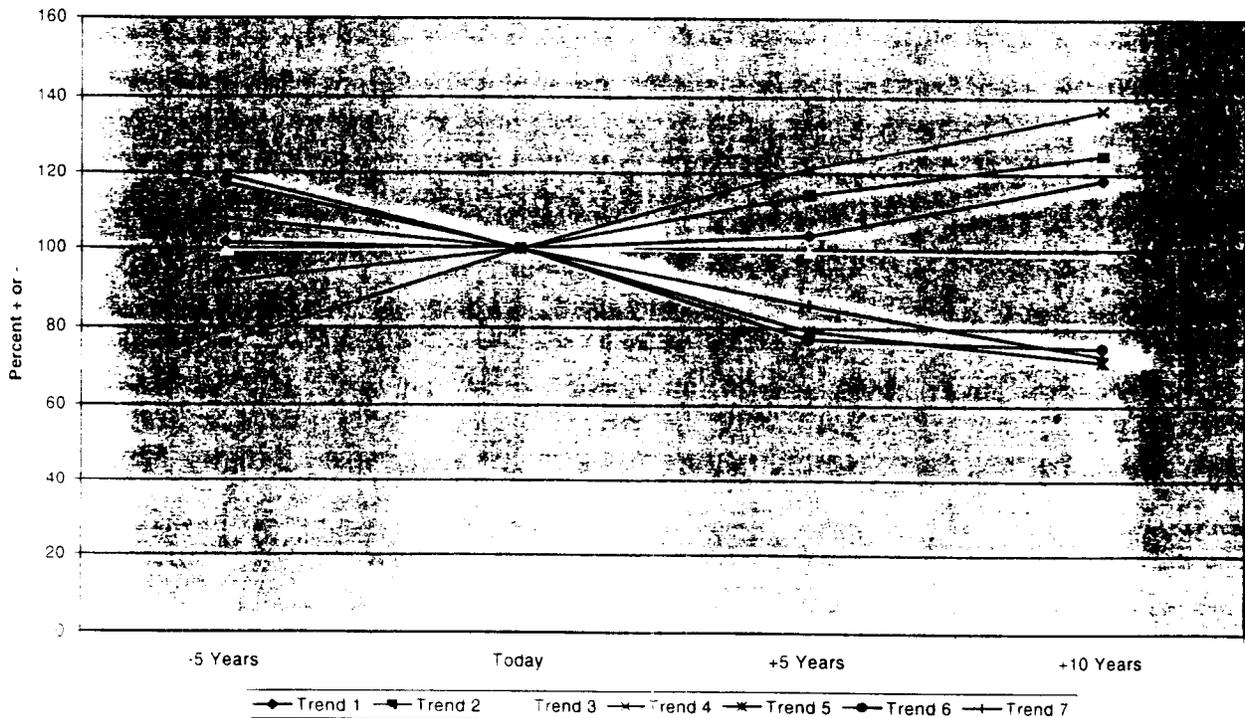
Illustration 4-2: Panel Two Trend Analysis

Trend Average Summary

	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
Trend 1	101	100	104	119	8.0
Trend 2	76	100	114	125	6.1
Trend 3	99	100	99	99	8.3
Trend 4	91	100	121	137	7.3
Trend 5	119	100	79	71	7.7
Trend 6	117	100	77	75	8.0
Trend 7	108	100	86	73	7.1
Trend 8	109	100	89	104	7.0
Trend 9	76	100	112	129	7.0

- Trend 1 - Changing Work Ethic.
- Trend 2 - Minority/Female Hiring.
- Trend 3 - Modification of hiring standards.
- Trend 4 - Development of marketing strategies.
- Trend 5 - Difficulty and complexity of law enforcement job.
- Trend 6 - The number of baby boomer retirements.
- Trend 7 - Impact of changing demographics due to ethnic and cultural diversity.
- Trend 8 - Volatile economy.
- Trend 9 - Community support of law enforcement.

Trend Average Analysis



Events:

Events are described as singular incidents that will have a significant impact on the pertinent issue. It either does or does not occur. A probability of occurrence can be established or estimated within a possible time frame. As with a trend, we have the ability to have some degree of impact upon the effects of the event. After identifying and analyzing trends, both panels listed all the possible events the members could think of. Again, the panel members prioritized the list to determine the events most likely to occur and that would have a significant effect on the issue of recruiting. Each panel then determined the time when the probability of the event occurring was first greater than zero and what the probability of occurrence would be at 5 years from now and 10 years from now. The Event Summary Table and Event Chart for Panel One can be found in Illustration 4-3 and for Panel Two in Illustration 4-4 on the next two pages.

Illustration 4-3: Panel One Event Analysis

Event Average Summary

	Year >0	+5 Years	+10 Years	Impact (+ or -)	Impact (1-10)
Event 1	1	67	75	-	-2.5
Event 2	3	46	60	+	6.7
Event 3	2	53	75	+	6.2
Event 4	3	42	48	-	-2.3
Event 5	3	42	56	+	5.7
Event 6	2	26	43	-	-1.7
Event 7	2	56	74	-	-4.0
Event 8	1	68	90	-	-1.5

- Event 1 - Possibility of an election impacting hiring or retirement issues.
- Event 2 - Changes in statewide retirement benefits or standards.
- Event 3 - Changes in hiring standards for police officers.
- Event 4 - Mandated ethnic or cultural demographic change in law enforcement.
- Event 5 - Singular event resulting in a change in salary and benefits.
- Event 6 - Occurrence of a regional or larger armed conflict.
- Event 7 - Civil Unrest/Riot.
- Event 8 - Large scale natural disaster.

Event Probability Chart

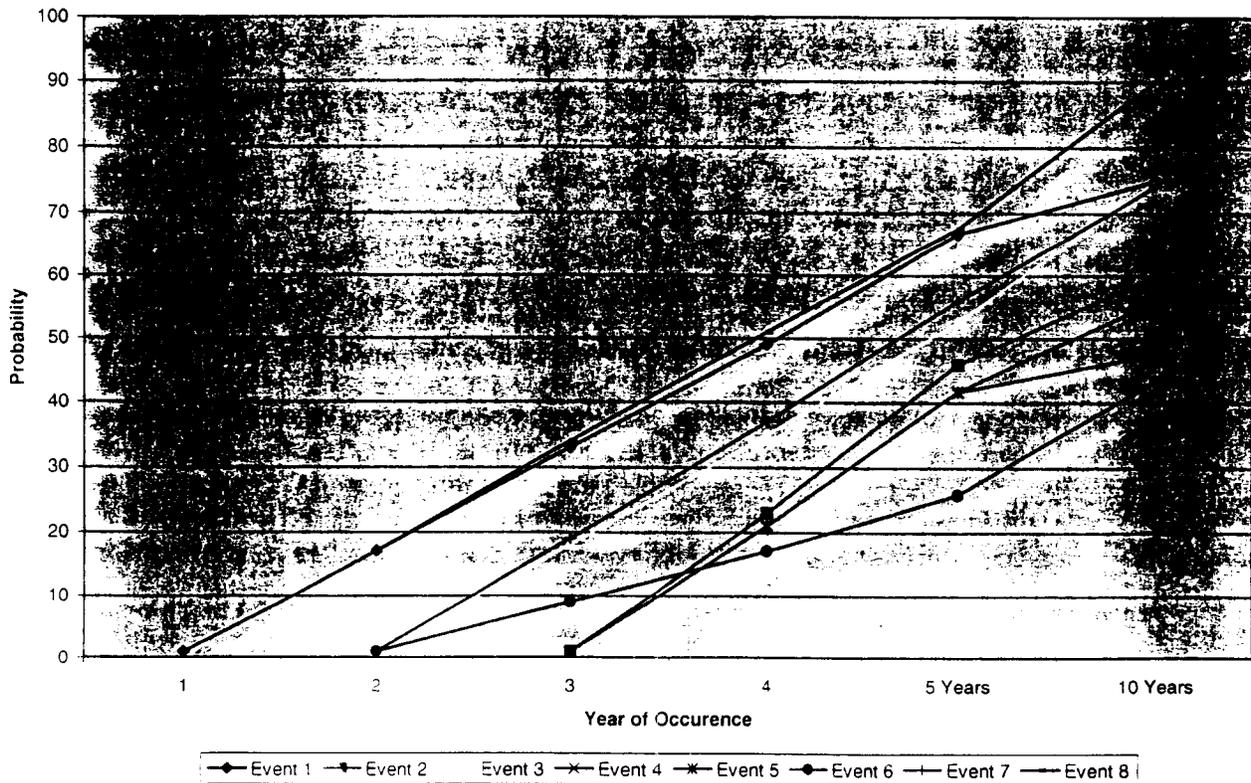


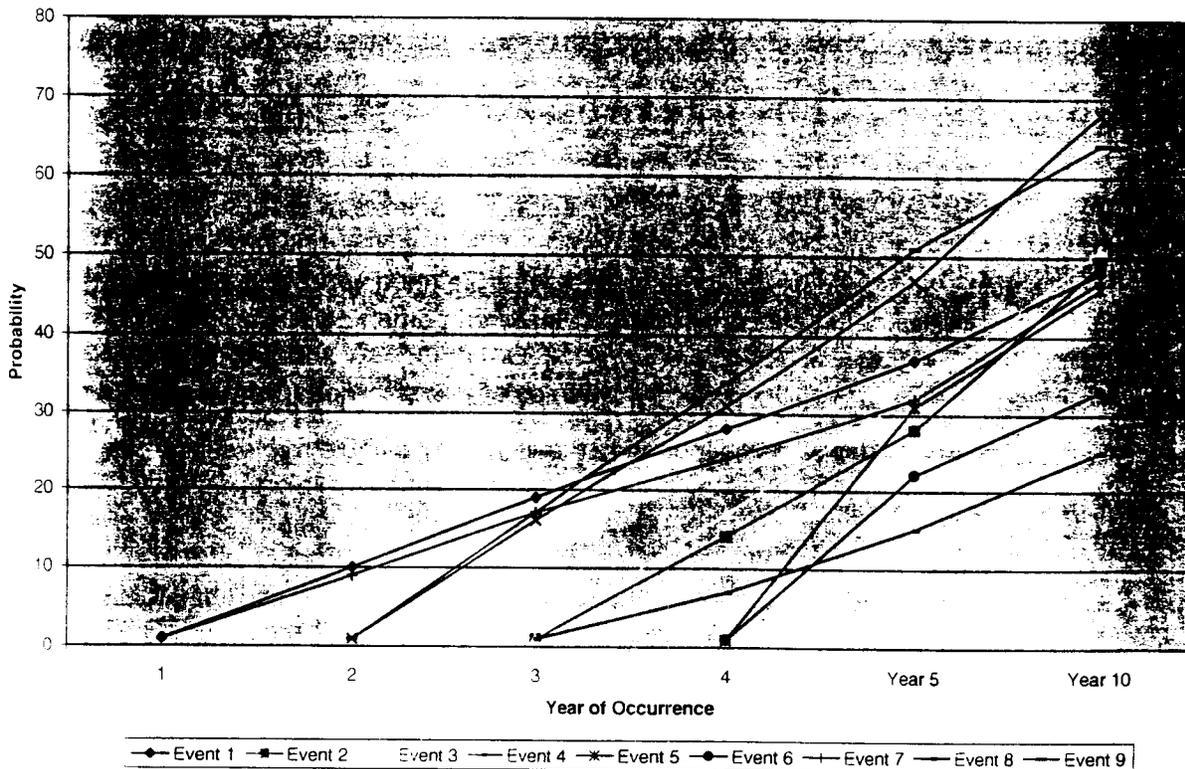
Illustration 4-4: Panel Two Event Analysis

Event Average Summary

	Year >0	+5 Years	+10 Years	Impact (+ or -)	Impact (1-10)
Event 1	1.0	37%	48%	-	-9.0
Event 2	3.0	28%	49%	+	8.3
Event 3	3.0	33%	51%	+	-7.3
Event 4	2.0	47%	68%	-	-2.3
Event 5	4.3	31%	46%	+	5.3
Event 6	4.5	22%	33%	-	-3.0
Event 7	1.0	32%	47%	-	5.7
Event 8	3.0	15%	25%	-	-2.5
Event 9	1.7	51%	64%	-	2.2

- Event 1 - Occurrence of a significant negative highly publicized event.
- Event 2 - Major economic revenue influx.
- Event 3 - Economic disaster or bankruptcy.
- Event 4 - Agency downsizing.
- Event 5 - Establishment of free agency hiring.
- Event 6 - POST mandated improved hiring standards
- Event 7 - Occurrence of a significant positive highly publicized event.
- Event 8 - Legal mandate for minimum gender/minority hiring standards.
- Event 9 - Increased services/specialization.

Event Probabilities



Cross-Impact Analysis:

The above trends and events that have been identified and analyzed by both panels, will not occur in isolation. As we all know, virtually anything that occurs has interrelationships with other issues and occurrences. So it is with these trends and events that have been forecast. Some may indeed be independent of each other. However, in all likelihood, the trends and events will have some degree of effect on one another. The occurrence of an event could very well alter the slope of the trend curve in either direction. Different events occurring will result in different modifications to trend lines.

Therefore, conducting cross-impact analyses using different event occurrences and trend lines will produce different scenarios. In fact, sometimes causing or creating an event may be one way to affect a trend in a manner that will result in a positive outcome. In the following two pages, cross-impact analyses were conducted using the trend and event information developed by the two panels. Illustration 4-5 represents the Cross-Impact Analysis for Panel One and Illustration 4-6 provides the same analysis for Panel Two.

In comparing the Cross-Impact Analyses from both panels, it is interesting to note the similarities of several of the trends and events. Both panels identified three comparable trends. One such trend is the changing work ethic or what was also described as the hiring of a new generation of officers with a different work ethic. A second trend identified is the number of retirements in the next ten years specifically

related to “baby boomers” hired over 30 years ago. The third trend both groups described is the impact of changing demographics due to ethnic and cultural diversity.

Of the total number of events identified, both panels also selected three similar events. The first one referenced the occurrence of a highly publicized negative incident such as a “Rodney King” type of incident, a riot or other type of civil unrest. A second event named by both panels is a mandated change in hiring standards, either through the Peace Officers Standards and Training Commission or by a legal mandate. The third event identified by both panels is a legal or other mandate to meet minimum gender or ethnic hiring requirements. It is worthwhile to note these three events were among those events that were forecast to have the greatest impact upon the trends selected by the two groups.

The trends that have been identified as having the greatest positive impact on recruiting include the level of preparation and training for potential recruits, the prospects for regionalization of hiring and training, the new generation of officers and the development of marketing strategies. Those trends with a potential negative impact include the size of the applicant pool, the difficult and complex nature of the job, the number of retirements, and the number of authorized police officer positions.

Those events with a generally negative effect on recruiting issues would be the occurrence of a singular event of a highly publicized negative nature and an economic disaster or bankruptcy. Positive events include the possibility of an election impacting hiring and retirement issues, an event resulting in a change in salary and benefits, and the occurrence of a significant positive highly publicized event.

Illustration 4-5: Panel One Cross-Impact Analysis Chart

		Trend 1	Trend 2	Trend 3	Trend 4	Trend 5	Trend 6	Trend 7
Event 1	Impact	Yes						
	+ or -	-	+	+	+	+	+	+
	1 - 5	5	3	3	2	1	3	2
Event 2	Impact	Yes	No	Yes	No	Yes	No	No
	+ or -	+		+		-		
	1 - 5	5		3		3		
Event 3	Impact	No	Yes	Yes	Yes	Yes	Yes	Yes
	+ or -		+	+	+	-	-	-
	1 - 5		3	4	3	5	2	2
Event 4	Impact	Yes						
	+ or -	-	+	+	+	-	-	+
	1 - 5	2	2	5	4	5	1	5
Event 5	Impact	Yes	Yes	Yes	No	Yes	Yes	Yes
	+ or -	+	+	+		+	+	+
	1 - 5	2	2	4		3	2	1
Event 6	Impact	Yes	Yes	Yes	Yes	Yes	Yes	No
	+ or -	-	-	-	+	-	-	
	1 - 5	2	3	4	4	5	3	
Event 7	Impact	Yes						
	+ or -	-	+	-	+	-	+	-
	1 - 5	3	3	4	3	4	5	4
Event 8	Impact	Yes	Yes	Yes	Yes	Yes	Yes	No
	+ or -	-	-	+	+	-	+	
	1 - 5	1	2	2	2	2	2	

- Trend 1 - Number of law enforcement retirements over the next ten years.
- Trend 2 - Level of preparation, training, and programs for hiring and promotions.
- Trend 3 - Impact of new generation of officers with a different value system.
- Trend 4 - Regionalization of hiring, training and other services.
- Trend 5 - What will be the size of the qualified police officer applicant pool.
- Trend 6 - The number of sworn police positions.
- Trend 7 - Impact of changing demographics in law enforcement due to ethnic and cultural

- Event 1 - Possibility of an election impacting hiring or retirement issues.
- Event 2 - Changes in statewide retirement benefits or standards.
- Event 3 - Changes in hiring standards for police officers.
- Event 4 - Mandated ethnic or cultural demographic change in law enforcement.
- Event 5 - Singular event resulting in a change in salary and benefits.
- Event 6 - Occurrence of a regional or larger armed conflict.
- Event 7 - Civil Unrest/Riot.
- Event 8 - Large scale natural disaster.

Illustration 4-6: Panel Two Cross-Impact Analysis Chart

		Trend 1	Trend 2	Trend 3	Trend 4	Trend 5	Trend 6	Trend 7	Trend 8	Trend 9
Event 1	Impact + or - 1 - 5	Yes - 3	Yes - 4	Yes - 2	Yes + 2	Yes - 4	Yes - 3	Yes - 3	Yes - 4	Yes - 5
Event 2	Impact + or - 1 - 5	No	Yes + 2	Yes + 2	Yes + 4	No	Yes - 1	No	Yes + 3	Yes + 2
Event 3	Impact + or - 1 - 5	Yes - 4	Yes - 3	Yes - 2	Yes + 5	Yes - 5	Yes - 4	Yes - 4	Yes - 5	Yes - 5
Event 4	Impact + or - 1 - 5	Yes - 2	Yes - 3	No	Yes + 3	Yes - 5	Yes - 4	Yes - 3	Yes - 1	Yes - 2
Event 5	Impact + or - 1 - 5	Yes - 3	Yes - 2	Yes - 2	Yes + 5	Yes - 2	No	Yes - 2	Yes - 2	Yes - 2
Event 6	Impact + or - 1 - 5	Yes - 1	Yes - 3	Yes - 3	Yes + 4	Yes - 3	No	Yes - 2	Yes - 2	Yes - 2
Event 7	Impact + or - 1 - 5	Yes + 3	Yes + 3	No	Yes + 2	Yes + 2	No	Yes + 4	No	Yes + 5
Event 8	Impact + or - 1 - 5	Yes - 2	Yes + 5	Yes + 2	Yes + 5	Yes + 4	Yes - 2	Yes + 3	No	Yes + 2
Event 9	Impact + or - 1 - 5	Yes + 2	Yes + 2	Yes + 2	No	Yes + 4	Yes + 2	Yes + 2	No	Yes + 2

Trend 1 - Changing Work Ethic.

Trend 2 - Minority/Female Hiring.

Trend 3 - Modification of hiring standards.

Trend 4 - Development of marketing strategies.

Trend 5 - Difficulty and complexity of law enforcement job.

Trend 6 - The number of baby boomer retirements.

Trend 7 - Impact of changing demographics due to ethnic and cultural diversity.

Trend 8 - Volatile economy.

Trend 9 - Community support of law enforcement.

Event 1 - Occurrence of a significant negative highly publicized event.

Event 2 - Major economic revenue influx.

Event 3 - Economic disaster or bankruptcy.

Event 4 - Agency downsizing.

Event 5 - Establishment of free agency hiring.

Event 6 - POST mandated improved hiring standards

Event 7 - Occurrence of a significant positive highly publicized event.

Event 8 - Legal mandate for minimum gender/minority hiring standards.

Event 9 - Increased police services/specialization.

SCENARIO GENERATION

Scenario 1 – Most Desirable

Chief Stephens began the discussion at the management team meeting by stating that, given the latest trends and events along with our strategic planning efforts, it is no surprise the Department has been so effective over the last several years in attracting the highest qualified candidates. He expressed his great appreciation of staff's efforts -- particularly the strategic plan, which was drafted in 1998 and greatly contributed to the success of the Department today. One of the main goals identified in the strategic plan was to increase the Hispanic representation within the Department. The Chief told the team that they now have a sizable Hispanic representation in the Department, which is representative of the community.

Chief Stephens then focused on how the new recruiting programs, coupled with the overall change in the attitude of management staff and line officers, has made the Department a better place to work. The work force is now quite diversified with an excellent representation of both minority and female officers. The college scholarships programs, which cost the Department very little and attracted qualified applicants having college degrees and a fresh perspective, have been beneficial. Some of the best programs were those where female candidates were actively recruited at local health clubs and collegiate athletic programs. Back in the mid 1990's the Department had a difficult time finding female candidates with enough upper body strength to pass the physical agility test. That is certainly not a problem now!

Continuing, Chief Stephens called attention to how much the informational video and recruiting techniques have paid off. It's hard to imagine that topics such as what law enforcement is all about or how to obtain an interview were previously not clearly understood by many. The pre-application classes have certainly helped weed out those not really interested in the job and, at the same time, they also helped those truly interested do better through the testing process. These classes have proven to be of exceptional assistance to Southeast Asian applicants in helping them through the tests.

Chief Stephens went on to discuss the positive impact of the recently passed legislation initiated in 2002, making more funds available to local police departments for recruitment, hiring, training and deploying additional officers. He was pleased to announce that the Department is more than ready to accept the challenge of attracting new applicants. He observed that, in looking back, it is not too surprising the legislation changing the PERS retirement benefits was passed so quickly. The Chief ended by noting that at the same time the Department is losing the "baby boomers" because of new legislation, it is retaining experienced employees and attracting many new applicants.

This scenario would certainly be the best! By combining all of these positive trends and events, law enforcement would have the best of all possible worlds in that it would be able to retain experienced, valued personnel and increase the number and diversity of qualified applicants.

Scenario 2 – Least Desirable

Lieutenants Miller and Jones went into Chief Stephens' conference room for the monthly staff meeting when the Chief's secretary greeted them. She was very pleasant and offered them coffee. But, somehow, she just wasn't herself. They asked her what was wrong and she said the Chief wasn't too happy today. They asked her why and she said she wasn't sure. When the Chief came in the room and greeted the entire staff, it was obvious he wasn't pleased.

Chief Stephens emphasized his frustration with the Department's attempts to attract, hire and train quality recruits. He advised that, because the job appears to be too difficult, frustrating and dangerous, the Department is having great difficulty attracting applicants. Furthermore, the Chief noted that, since many experienced officers are being lost to retirement based on their age and the PERS changes that allow for earlier retirement, it will be very difficult for the Department to stay in business.

The Chief pointed out that, in addition to all of the aforementioned problems, it is now easier for criminals to sue the police. Everything is much more difficult today than it was in the 1990's. It is no wonder that officer morale has plummeted in that, as a result of the new recorders, officers can now be observed without knowing it. Then, to top it off, the officers have not received competitive raises in several years even though the economy has been improving. Chief Stephens explained that all of these problems have, together, led to a less professional, capable police force. No matter how hard the Department tries, quality candidates willing to work under these circumstances are nowhere to be found. He indicated that, as a result, there has been an increase in costly

errors and liability claims against the Department. The Chief noted that, although nothing to this effect has yet occurred, there is a concern over possible corruption in the Department. He recalled events, which took place in a nearby Department when standards were further lowered. The lowering of standards coupled with low wages, caused significant problems amongst some officers, tarnishing the entire Department and law enforcement in general. In fact, the inability of the Department to compensate officers appropriately has caused a real problem. The private sector is really starting to grow and we can't compete with the opportunities they give their new hires. The Chief observed that perhaps the Department should have taken time years ago to develop a strategic plan to address this issue. But, he voiced his opinion that, at this point, it is too late to change the Department's direction. Chief Stephens said all he can do now is hope for a miracle and wait to see what happens. Obviously this scenario must be avoided at all costs!

Scenario 3 – Most Likely

The Chief asked all management staff to attend a special meeting to address how the strategic recruiting plan is working out and whether or not the goals and objectives have been met. After the Chief's welcoming comments he expressed his pleasure with the progress the Department has made in the area of recruitment, selection and training of new personnel. The Chief then related his feeling that the strategic planning process helped the entire Department by creating partnerships with the community and groups having different viewpoints. He related that mutual understanding and respect has led the Department to provide improved services to the community. The Chief was

pleased that the Department had made progress in hiring minority applicants but said there was much work to be done in order to realize the goal of having the Department reflect the community served.

Chief Stephens discussed the Department's loss of a large number of officers due to service-related retirements. But, he commended the Department's foresight in planning for this. He pointed out that the management development programs have been especially effective. If the Department had not taken a real close look at the issues surrounding management staff and service retirements, it might not have realized that nearly 70% of management would retire within a couple of years. By recognizing this early, the Department was able to train prospective new supervisors and managers to step up to the challenges. Further discussion included the POST requirement of an AA degree and the related consequences. Lieutenant Judy Sims called attention to the positive aspects of the Department forming partnerships with local junior colleges and four-year colleges in order to educate and recruit prospective police recruits. She explained that the partnerships, along with the tuition assistance program, have been of great assistance to the Department.

However, while additional educational requirements have improved the quality of recruits, they have also negatively affected the ability to expand cultural and ethnic diversity in the field of law enforcement. Lieutenant Sims emphasized that, with increasing diversity within the state demographics being forecast, law enforcement must not only follow this trend but must strive to step ahead. She indicated that this could be accomplished by incorporating career guidance at the high school level,

developing increased programs and involvement with youth at the local level and providing outreach programs to diverse cultural groups. The continued growing demand to make Law Enforcement organizations more accountable and professional in the future was highlighted. Sergeant Higuera jumped in and stressed that good decision making, proper planning, and developing trust within our communities will be key toward realizing that end. He noted that negative events or publicity have the ability to seriously harm all the good that has and will be done. Officer Nguyen added that on-going professional training is a must, especially for those interested in becoming leaders and managers in the organization.

Although this is the most likely scenario, it will not occur unless efforts are undertaken now to cause this to occur. It is vitally necessary to increase the size and quality of the police officer applicant pool, and to provide the requisite skills and training to improve the level of professionalism in the field. And finally, increasing the diversity of the law enforcement field will greatly enhance our ability to interact and work with the communities we serve.

THE STRATEGIC PLANNING PROCESS

Strategic planning is a long-term, futures oriented approach to addressing the needs of an organization. It includes assessing the current state of the organization, goal setting, and strategy building that leads the organization to its desired future state. It takes into account internal and external factors, which may or may not be controlled. In this particular case the environmental factors are of significant concern and will need careful thought and consideration. Strategic planning is a disciplined effort to produce fundamental decisions and actions that shape and guide an agency.

Because strategic planning is a team effort that builds consensus for the future of the organization, the process itself is just as important as the finished document. It is critically important to review the strategic plan annually, at a minimum, to ensure that the goals are being met and to review the internal and external issues so adjustments can be made to the plan. Review of the plan is a key element to the success of the plan in the long run. This allows the organization to take advantage of any opportunities and to better prepare for unexpected events.

As part of any strategic planning process, it is advisable to create a mission statement for the organization. This allows members of the organization to have a philosophy, which can guide them through their day to day decision-making processes. The plan should also include the agency's values or core beliefs. This again gives the agency members and the public a sense of what is truly important to the organization. A strategic plan should include a historical perspective of the agency or the issue to be planned for. In the case of "Recruiting Strategies," it is important to go back and

accurately assess the agency's successes and failures in this area. In order to understand the issue it must be properly documented so everyone can agree as to the current state of the issue. This type of assessment includes identifying the strengths, weaknesses, opportunities and threats that the organization has faced or may face in the future.

Perhaps the most important part of the strategic planning process is to enlist the assistance of the appropriate people. A diverse group, representative of the entire organization, is the ideal scenario. This may also include people outside of the organization. The key to selecting the members of the team is that they should have a vested interest in the outcome of the process. In this case, along with members of the organization itself, members from civil rights groups, educational professionals and the community at large may be highly desirable.

In order to be meaningful, a strategic plan must include goals, strategies, and objectives. Although all strategic plans will vary in content and scope based on the issues facing the organization we feel that the following is an example of a **MODEL SET** of goals, strategies, and objectives:

GOAL I - STRATEGIC LEADERSHIP

Provide the leadership to appropriately initiate and manage change by encouraging the participation of employees, the public, and by embracing the principles of quality management.

STRATEGY 1:

Develop an open line of communication that is responsive to change.

Objectives:

- 1) Establish an ongoing involvement process that provides for collaboration and teamwork among all offices and units.
- 2) Improve internal communication processes throughout the organization.
- 3) Implement and maintain a means to obtain feedback from customers and stakeholders

STRATEGY 2:

Improve the Department's ability to initiate and manage change.

Objectives:

- 1) Improve timelines in adopting and implementing new policies.
- 2) Become more proactive in anticipating the need for, and initiating change.
- 3) Improve responsiveness to suggestions from staff and stakeholders.²¹

RECOMMENDATIONS

As a result of the input from the NGT Panels we have determined that the following strategies might prove to be very beneficial in the recruitment of qualified personnel in the 21st century.

Recruiting A Diverse Workforce

It is critical that law enforcement agencies understand the benefits of hiring ethnic minority officers. In addition to hiring these officers, vigorous training and retention programs must be combined with extensive training in cultural diversity training to non-minority officers. The best argument for hiring from minority groups does not rest on legal requirements such as affirmative action; it is a fundamental principle of providing excellent police service to the communities we serve. It is clear that a diverse law enforcement population that is representative of the community serves the public better.

An additional benefit is the improved interaction and safety of officers working in ethnic minority neighborhoods. Non-minority officers who are accompanied by minority officers are better accepted, considered to be more trustworthy and are less likely to be involved in misunderstandings that can lead to poor decisions and unnecessary confrontations.

It is our suggestion that Departments should learn lessons from those who have already been faced with this issue. One possible source for minority applicants may well be inside your own Department. Civilians who you may use as translators and liaisons with the community have proven to be exemplary officers. In recruiting

individuals from non-native communities, law enforcement should consider some or all of the following aggressive approaches:

- Promote job fairs in minority communities. Announcements should include an Equal Opportunity Employer statement.
- Establish specially trained ethnic or minority recruitment task forces.
- Maintain liaison with minority referral sources, including youth-based organizations, high schools, colleges, and immigrant or refugee service organizations.
- Provide recruitment counseling in ethnic minority neighborhoods.
- Advertise job announcements in newspapers and magazines and on radio and television catering to ethnic minorities.
- Keep the time period from recruitment to selection to a minimum, so candidates will not be hired by another business or department or lose their interest in a law enforcement career.

Overall, the main objective in order to have a successful minority recruiting effort is getting out and interacting with minority communities. Once the recruiting has taken place, it may be necessary to provide guidance and assistance to those entering into the testing phase. The following are solutions that appear to be working very well for recruiting, testing, hiring and retaining minority and non-native candidates in some Departments:

- Allow extra time for sections of the written test that don't measure quick response and action.

- Enroll candidates in reading comprehension courses.
- Establish a pre-academy to assist applicants prepare for the testing process and the academy training.
- Assist candidates with vocabulary and pronunciation; interviewing; written skills; and listening skills.
- Identify and address cultural differences that may interfere with law enforcement operating principles and performance.
- Encourage recruits to work closely with a mentor during training at the academy.
- Emphasize cultural awareness training for veteran officers.²²

Community Interaction

We believe that interaction with the community is one of the keys to developing a successful recruiting program. Contact with the youth in our communities is an opportunity to recruit good candidates. Many people are interested in a career in law enforcement but just aren't sure how to apply or what exactly the qualifications are. We need to make a concerted effort to interact with the community on a one-to-one type basis, especially with young people.

Explorer and Cadet programs are excellent opportunities to work with young people who are obviously interested in careers in Law Enforcement. This provides Departments an excellent opportunity to evaluate and monitor the progress of these potential candidates for police officer positions. It is our opinion that Explorers and

Cadets should be provided with mentors to help them understand the role of police officers and to help them in their career goals. High school criminal justice programs can also be an excellent opportunity to work with students as part of their learning environment in the school as well as expose them to law enforcement careers in a positive manner.

Citizen Academies and Volunteer Units are another excellent source of community interaction. Although the attendees tend to be older individuals with careers, they provide an excellent vehicle for us to recruit their friends and family members. In fact, many families have witnessed multiple generations join the police force. These units provide an opportunity for departments to widen this aspect of an extended family. Citizen Academy groups should be given a block of instruction on recruiting techniques and an opportunity to provide feedback to us on ideas they might have in order to attract and recruit qualified applicants.

Ride-along programs are another way to educate potential police officer candidates. The ride-along experience is a very eye-opening experience for most individuals. This type of experience can be helpful in recruiting personnel. Consideration should be given to have the officers conducting the ride-alongs trained in techniques to encourage interest in their respective departments.

Various departments in Southern California have been using several special strategies to attract qualified candidates. Female, especially minority female candidates have traditionally been somewhat difficult to recruit. At least one department has sent recruiting teams to local health clubs to seek out physically fit individuals who might be

interested in careers in law enforcement. This has been very helpful in attracting female candidates who are in excellent physical condition and are able to pass the physical agility test. Another opportunity is to participate in the many runs, walks, bicycling and other races and athletic events that draw hundreds, even thousand of competitors. Setting up a job fair booth, assisting in the organization of the event or even having a team compete will increase exposure and interest within a physically fit and generally motivated group of people.

Marketing Strategies

Law Enforcement agencies have traditionally waited for qualified applicants to come to them. Given the fact that there will be so many police officer jobs available in the early part of the 21st Century we no longer will have that luxury. Therefore we must explore marketing strategies. The more innovative ideas we can come up with, the more successful we will be at attracting good, solid candidates. Our research has shown that many people just don't understand how to become a police officer. It is our recommendation that recruiting processes should contain a great deal of education from the start so we can encourage those truly interested in the job and readily eliminate candidates who are unwilling or unable to meet the demands of the selection process and training requirements. Recruitment videos and informational Department meetings are valuable tools to educate potential candidates.

With the new technologies available, we must take advantage of the opportunities private companies have already been utilizing. Such technologies include use of the Internet and the computer generated sharing of information. We need to

learn to change our thinking and understand the importance of attracting people in ways we haven't in the past. We must begin advertising openings in order to attract more applicants. It is highly recommended that we also establish recruiting teams to aggressively target qualified individuals in local colleges and learning institutions.

Non Sponsored Fire Academies

The target population for police recruiting shares many qualities desired in the fire service. Traditionally, fire jobs have been in extremely high demand. Fire Departments have had very little difficulty in attracting a large number of applicants. In fact, they have attracted so many that there are more qualified applicants than jobs available. Based on this, it is recommended that we search pre-service fire academies for qualified applicants. Additionally, we should consider advertising in fire-related periodicals and publications. People interested in the fire service appear to also make excellent police officer candidates since their backgrounds and physical fitness levels are more likely to meet the greater demands of law enforcement. These individuals have also expressed the interest in performing community service and a desire to help.

Scholarships and Internships

Another area worthy of exploration is the possibility of offering scholarships to candidates who are qualified and willing to make a commitment of service to the organization. We believe that this will also be a growing trend in the future. Many times we have heard of initiating a Police Corps that might be geared toward educating young people and steering them towards careers in law enforcement. Similarly, police intern programs can draw upon interested students to make use of their skills and

abilities while encouraging their interest level in law enforcement. College athletic programs are also good arenas for making contacts with qualified candidates. With greater numbers of both minority and female students attending colleges, this is a tremendous source of candidates to seek out. Overall the theme is the same. We must reach out to qualified candidates to educate them and let them know about the opportunities available in the field of law enforcement.

Hiring Incentives

Law enforcement organizations must look at providing benefits to potential employees who are willing to relocate. These benefits may include moving costs, signing bonuses, etc. The private sector has been doing these types of things for years to attract and encourage interested applicants. Hiring incentives could be a very useful tool for attracting lateral candidates. Certainly, we have an advantage of a superior climate. Efforts to find quality lateral candidates in the Midwest and East Coast could be very successful if marketed well. Many departments are now signing their new recruits to Training Contracts. One incentive to consider is agreeing to buy out the training contract in order to attract this individual. As law enforcement executives we must remember that we will be competing with private sector companies more in the future than we have in the past. We must look for innovative, or different, ways to attract candidates no matter where they may be. Given the computer age, we have the ability to seek out qualified applicants from all around the world.

Retention Strategies

Improvements in the wage and benefits package were identified as being a key factor in the retention of qualified personnel. Although this issue involves a political process, it is important to remember that the quality of police officers can save a city significant money in potential lawsuits that are more likely with less qualified officers. The single biggest factor contributing to the success of any organization is the people who comprise it. We can never forget this and it is our duty to remind elected officials and the community. Facing an improving economy, the ability to modify salary scales or to adjust to increased competition will be very important. Traditionally, law enforcement has worked and been compensated under civil service rules that are difficult to alter. The competitive nature of the labor market may well require changes in how law enforcement salaries are structured and established. Other efforts can also be included to improve the retention of personnel. Specialized assignments, on-going training and career development can all help to stimulate and motivate the long-term employee. Finally, effective leadership is a key to make it all work.

TRANSITION MANAGEMENT

Police agencies in Southern California are finding it increasingly difficult to identify, recruit and train police officers. Competent and capable police officers are in great demand and will continue to be as we enter the 21st Century. In the past departments would have great numbers of applicants for the available positions. Now those numbers are dwindling due to numerous factors and the quality of the candidates is not as high. Furthermore, once hired, failure rates are higher than ever.

The recruiting future for Southern California departments can be bright if certain pro-active steps are taken now to address the challenges that the future will present. These steps will include educating the public and finding ways to attract qualified recruits into the police profession. This will not be an easy task given the fact that the police are more highly scrutinized in their actions than ever before. There is no doubt that this trend will also continue to increase in the future.

The challenges facing police departments will require a different approach to the recruiting process. The most difficult part of this process will be to change the way we think. Management must go to great lengths, as never before, to ensure the success of the candidates. Traditionally in law enforcement, we have looked for ways to eliminate candidates from the list. We must now do everything possible to assist the qualified candidates. Change is difficult in any organization and at best is certainly uncomfortable. It seems as though the only people who are willing to accept change are those attempting to initiate it.

Transition management is a process whereby the strategies developed in the strategic plan can be implemented and managed successfully. The first step in this process involves the identification of key stakeholders. Stakeholders are identified as those with a vested interest in the desired outcome or future scenario.

The stakeholders who are identified as the people or groups that have the ability to make or break the program due to their position or influence over others comprise what is called the **CRITICAL MASS**. Identifying the critical mass is necessary in any process requiring change. In this particular case with regard to recruiting, the individuals or groups making up the critical mass have been identified as follows:

INTERNAL

- DEPARTMENT
 - The Chief of Police
 - Administrative Staff
 - The Field Training Officers
 - The Police Union or Association
- CITY GOVERNMENT
 - The City Council
 - The City Manager
 - The Personnel Department

EXTERNAL

- COMMUNITY MEMBERS
 - ACLU
 - Various Minority Groups
 - Citizens at large
 - EEOC / Civil Rights Groups
 - Chamber of Commerce

After identifying the various stakeholders who comprise the critical mass it is helpful to put their levels of commitment into a chart demonstrating their level of commitment current and what level is required for successful change to the desired future state. The actors who are placed in the Block Change category are known as **SNAILDARTERS**. That is the people or groups who have enough influence to cause problems when it comes to implementing any type of change. Ideally, it would be preferable if it were possible to identify all of the potential snail darters. However, this is not always possible since at times they seem to appear from nowhere and at the last possible moment.

In Illustration 7-1 on the following page is a table showing the levels of commitment at the present time (O) and the desired level of commitment (X) for the various stakeholders.

Illustration 7-1

COMMITMENT LEVELS

Actor in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police			○ —————>X	
Administrative Staff		○ —————>X		
Field Training Officers	○ —————>X			
Police Union / Assoc.	○ —————>X			
City Council		○ —————>X		
City Manager		○ —————>X		
Personnel Dept.		○ —————>X		
The ACLU	○ —————>X			
Various Minority Groups	○ —————>X			
Citizen Activists		○ —————>X		
EEOC / Affirm Action	○ —————>X			
POST		○ —————>X		

LEADERSHIP IMPLICATIONS

After identifying all of the possible actors necessary to successfully manage change within the agency, it is important to have a plan for the roles they will play. This process can best be described as collaborative leadership. It is about forming partnerships with staff members, elected officials, business leaders and community members we serve.

In this case the Chief of Police plays a critical role in setting the tone for the organization, and the policies and procedures that are instituted. He/she will be required to take the lead in order to influence members of staff, elected officials and community members/activists. It is important for the Chief Executive to have a clear picture/vision of the desired state of the organization and its goals. This vision must be shared and constantly reinforced in order to facilitate meaningful change. Regular staff meetings are a must so that the Chief's command staff can adequately understand his/her position and relate it to the line supervisors and officers.

With regard to the political process and getting things done let's not fool ourselves, if we ignore politics we will not be very effective. Politics involves knowing who to work with and how to work with them. If you want to change the system it is imperative that you know how it works.

Change in any organization involves risk. The key is that the risk must be calculated and planned. When a leader considers the implementation of any change they should ask the following questions:

With regard to **WANT**, you must ask:

- What do you want?
- What do the various key players want?
- How do the wants differ? Overlap?
- What do the various wants have in common?

With regard to **IS**, you must ask:

- What is the current reality?
- Are you being brutally honest about it?
- How do the various players describe what exists right now?

The **PLAYERS (ACTORS)**:

- Who are the key people involved in the want and is?
- What are their various interests in aiding or blocking movement?

From **IS** to **WANT**?

- What power do they feel they have to change or maintain the IS?
- Are you willing to help them get the information they need to make better decisions?

With regard to **YOU**:

- Why are you interested in changing things?
- What special talents or resources do you bring?
- How well do you work with the various players?
- How do your wants fit with the players' wants? ²³

Getting things done will require a lot of hard work. It is critically important to be honest and open with all parties involved. If your credibility and integrity become questionable you will be faced with very difficult hurdles to overcome. Through collaborative efforts the changes required in this case will be much easier, but make no mistake about it, this will be difficult. Law Enforcement leaders must be able to create a vision, mobilize commitment, and institutionalize change. This issue will prove to be extremely challenging as we enter the 21st Century, however the rewards for the efforts will prove to be very worthwhile.

CONCLUSION

The issue of recruiting qualified police officers will be critical and will have a significant impact on the success of law enforcement. As noted in this report, it is clear there will be a serious demand for police recruits. With the emphasis on Community Oriented Policing and the effort to push decision making down to the officer level, it is imperative to hire those individuals with outstanding communication skills and the ability to make effective decisions. These are the same individuals being actively recruited for many high-tech and information sector jobs. The work force is growing older, making it more difficult to compete for applicants in the younger age groups that are shrinking in size. The population is becoming more culturally diverse which presents unique demands in not only providing police services, but also in recruiting from the various ethnic groups.

To manage these problems and provide an adequate number of qualified replacements, it will require a concerted effort, dynamic leadership, innovative ideas, and effective communication and coordination. The purpose of this project is to provide foresight, direction and focus on this emerging problem and to assist the law enforcement leaders of today with guidance and assistance towards addressing the emerging problem of recruiting in the next millennium.

ENDNOTES

¹ Arthur Sharp, "Top Ten Problems," *Law and Order* (November 1997) : 33.

² Ibid.

³ Ibid.

⁴ U.S. Department of Labor, Bureau of Labor and Statistics, "New 1994-2005 Employment Projections," December 1, 1995, USDL: 95-485, 1.

⁵ Ibid., 2.

⁶ Shelby Grad, "O.C. Latinos to Outnumber Whites by 2020," *Los Angeles Times*, 23 July 1997, sec. A, p. 3.

⁷ Judi McClellan, "Will 1995 End the Decline in California Births?," *California Demographics*, California Department of Finance (Fall, 1996) : 7.

⁸ U.S. Department of Labor, 2.

⁹ Ibid., 3.

¹⁰ Samuel Greengard, "Reinventing Southern California," *Avenues* (January/February, 1998) : 28.

¹¹ Marilyn Kalfus, "Hispanics to Lead by a Nose in 2020," *Orange County Register*, 24 July 1997, sec. B, p. 1.

¹² U. S. Department of Commerce, Bureau of the Census, Population Division, "Population Projections for States by Age, Sex, Race and Hispanic Origin: 1995 to 2025," prepared by Paul R. Campbell (October 1996) PPL-47, 1-2.

¹³ Ibid.

¹⁴ Grad, sec. A, p. 3.

¹⁵ U. S. Department of Justice, Office of Justice Programs, National Crime Prevention Council, prepared by Sarah Hay, "Lengthening the Stride: Employing Peace Officers" (November 1995) 9.

¹⁶ Ibid., 7.

¹⁷ Ibid., 17.

¹⁸ Elliot Blair Smith, "O. C. Future: 11 Years of Expansion?," *Orange County Register*, 6 December 1996, sec. A, p. 1.

¹⁹ Andrew LePage, "Robust OC Growth Seen for 5 Years", *Orange County Register*, 27 October 1997, sec. D, p. 1.

²⁰ Hillary Chura, "You're Hired, Kid", *Orange County Register*, 12 May 1997, sec. A, p. 1.

²¹ California Department of Alcohol Beverage and Control, Strategic Plan 1997, p. 13.

²² U. S. Department of Justice, p. 16.

²³ Geoffrey M. Bellman, *Getting Things Done When You Are Not In Charge* (New York: Simon & Schuster, 1992)

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ADDENDUM

Participant List – NGT Panel 1

1. Lieutenant Michael Hyams, Legal Advisor, Newport Beach PD
2. Sergeant Kent Stoddard, Training Supervisor, Newport Beach PD
3. Officer Bob Rivers, Personnel Officer, Newport Beach PD
4. Sergeant Wayne Salmon, Personnel Unit, Hawthorne PD
5. Janey Hall, Operations Manager, South Bay Public Communications Authority
6. Eddie Manfro, Assistant Personnel Director, City of Hawthorne

Participant List – NGT Panel 2

1. Gail Olson, Human Resources Manager, City of Newport Beach
2. Captain Tim Riley, Support Services Commander, Newport Beach PD
3. Captain Richard Ciampa, Support Services Division, Buena Park PD
4. Lieutenant Ron Smith, Detective Division, Costa Mesa PD
5. Jim Dale, Management Consultant
6. Keith Kauffman, Gang Unit Investigator, Hawthorne PD
7. Ralph Mailloux, Deputy Fire Chief, Gardena FD