

WHAT STRATEGIES WILL BE AVAILABLE IN THE YEAR 2009 TO ENHANCE THE  
HIRING, RETENTION, AND PROMOTION OF FEMALE OFFICERS WITHIN THE  
CALIFORNIA HIGHWAY PATROL?

Project

California Commission on  
Peace Officer Standards and Training

by

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This Command College Project is a Futures study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning considerations.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future; creating it, constraining it, adapting to it. A futures study points the way.

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## Chapter I Hiring, Retention, and Promotional Opportunities for Women

### Introduction

Picture in your mind some twenty five years ago, a young woman entering the California Highway Patrol (CHP) Academy for the first time in the Department's history. Some months earlier, Senate Bill 1859 was introduced in the California State Legislature which ultimately mandated the CHP to conduct a two year study to determine the feasibility of employing women as regular State Traffic Officers. The study was required by Section 2266 of the California Vehicle Code and was entitled the "Women Traffic Officer Project."<sup>1</sup>

On September 30, 1974, the CHP employed forty one women under the special classification entitled Traffic Officer, California Highway Patrol, and limited the employment to a maximum of two years. On January 16, 1975, twenty seven females successfully graduated from the Academy, along with thirty males. For twenty one months each female Traffic Officer's performance was carefully evaluated. The evaluation phase included the sixteen week Academy training phase, as well as performance in the field. On June 18, 1976, those females employed under the Women Traffic Officer Project were reclassified to State Traffic Officer and joined the ranks of their male counterparts.

As the CHP enters the new millennium, the Department will require continuing strategies to hire, retain, and promote females in a law enforcement capacity. The intake, retention and promotion of females in the CHP is a complete cycle that requires constant maintenance and focus on the issues specifically related to women in law enforcement.

This effort is complicated by factors not previously considered in a non male dominated occupation. As competition among law enforcement agencies to find qualified women for entry

level positions continues, the critical factor will be to focus not just on a single portion of the hiring cycle but rather the entire process as a whole.

### Gender Profile

A comparison of today's available gender profile statistics with gender profile statistics gathered in 1993, provides insight into the CHP's effort towards hiring, retention, and promoting females within the uniformed ranks.<sup>2</sup> (Note: Uniformed is a word use by the CHP when referring to a member who has peace officer status). This information follows in Table 1.1

	Profile Statistics			
	1998		1993	
	Total	Women	Total	Women
Sworn Members	6503	548	5814	499
Deputy Chiefs	17	0	14	0
Assistant Chiefs	26	0	21	0
Captains	89	5	85	1
Lieutenants	207	15	182	4
Sergeants	734	54	604	13
Officers	5430	474	4896	481

**Table 1.1**

In 1993, approximately 8.5% of females made up the total uniformed work force of the CHP as compared to 8.4% in 1998. This decrease, ever so slight, is still a decrease. Statistics also indicate the CHP has increased its total uniformed strength approximately 11% over the past six years. During this six year period only 7% of the total uniformed positions added to the CHP's overall strength were women.<sup>3</sup>

Though women have not yet reached into the upper echelons of management, there have been significant increases within the middle management/supervisory ranks. The percentage of uniformed women moving into the management/supervisory ranks between 1993 and 1998 are reflected through the following figures:

- Captain positions have realized an increase of approximately 400 %
- Lieutenant positions approximately 275%
- Sergeant positions approximately 300%

In summation, cumulative female representation above the rank of officer is comprised of approximately 5.6% captains, 7.2% lieutenants, and 7.3% sergeants.<sup>4</sup>

What is alarming is the decrease in the amount of women holding entry level positions. A cursory look at the statistics indicate the CHP has made significant gains in promoting women within the uniformed ranks; however, ground has been lost in the female officer pool from which promotions are made. Management and supervisory positions increased significantly from approximately 3.6% in 1993 to 13.5 % in 1998. Officer positions decreased from approximately 9.6% to 8.4%. So why a decrease? Statistics reveal only 7% of the total uniformed positions added to the CHP's overall strength were women. The trends reflected in these figures might be answered by analyzing the current job market.<sup>5</sup>

#### Job Market Today

California's economy is on the rise. The unemployment rate is lower than it has been in many years. The job market has become competitive not only among law enforcement agencies but law enforcement agencies themselves are forced to compete with other professions for viable candidates.

It would be foolish to think that wages do not impact an individual's choice of professions. Equally important in today's society are benefit packages such as health insurance, dental insurance, education incentives, retirement packages, etc.

Individuals enter a career in law enforcement for a variety of reasons. Many enter public safety careers not just for the salary and benefits but also have the desire to work in a community service oriented profession. Though public safety has been a male dominated field, more and more women are entering the law enforcement profession. In fact, studies have shown women are more prone to the collaborative style best associated with the Community Oriented Policing(COPS) model adopted by most law enforcement agencies today.

In keeping with the COPS model, the CHP has embraced a philosophy of High Performance Policing to provide leadership in 1998 and into the 21st Century.<sup>6</sup> High Performance Policing is a phrase coined by the CHP to encompass both the COPS model and as a means for carrying out the CHP's mission by establishing the foundation for a bottom up approach for serving the public. Understanding the community and its needs is a must if the CHP is going to succeed in meeting future demands for services. Females at all ranks within the CHP play an integral part in the High Performance Policing model.

#### Traditional Approach

Most law enforcement organizations' methods of hiring, retaining, and promoting individuals are fragmented. Each is approached as a separate entity independent of one another. Organizations constantly find themselves in a reactive mode concentrating their efforts on hiring qualified applicants only when the immediate need exists. Retention and promotional opportunities are seldom tied into the hiring cycle as a means to attract and retain qualified individuals over time.

For an organization to be competitive in today's job market, it must understand why individuals leave the organization early. The traditional approach is to focus short term to satisfy an immediate need in hiring versus focusing long term by implementing innovative ways to retain employees. This is not say organizations should not look to the short term fix. Rather, they should also look to the development and implementation of long-term plans to counter a problematic future of unwanted attrition if they are to stay competitive for qualified applicants.

The applicant pool is drying up. A recent shortage of qualified entry level applicants, has sparked the CHP into a statewide recruitment campaign. The Department is no stranger to shortages of qualified applicants, especially targeted focus groups on the basis of race and gender. The CHP continues to find themselves in a reactive mode looking to hire qualified applicants. Today's methods used to hire qualified applicants will satisfy the immediate need but without long term planning, the CHP will be in constant struggle to be competitive for the most qualified applicants available.

#### 21st Century Approach

Approaching the issue of what the CHP can do to enhance the hiring, retention, and promotional opportunities for females within the uniformed ranks by the year 2009 must be looked at as a whole and not in three fragmented pieces. Long term planning must be strategic in that it must tie together methods encompassing the hiring, retention, and promotional opportunities for women. Focus must be placed not just a single portion of the hiring cycle but rather the entire process as a whole.

Aggressive campaigns to reach out to enhance the hiring of women must be a constant and not looked at as a short term process to satisfy an immediate need. An organization must look to understand the following:

- What initially draws a woman towards a career in law enforcement?
- What causes a woman to leave her law enforcement career early?
- What significant role does a woman play within each level of the organization?

Only when the effort to truly understand the issues of hiring, retention, and promotion of women are explored seriously, will successful long term strategies be developed to enhance the number of females within all uniformed ranks. The degree of proactive measures taken by the CHP to enhance the retention of females should correlate with the ability of the Department to attract qualified candidates to increase the uniformed ranks among females. One can speculate; therefore, that many of the same strategies used to enhance retention will also attract qualified applicants and increase the number of women available for promotional opportunities.

#### Strategies to Consider

The following strategies should be considered for implementation to enhance the hiring, retention, and promotional opportunities for female officers within the CHP:

- Train all female uniformed managers/supervisors to serve as Equal Employment Opportunity (EEO) Counselors, investigators and trainers.
- Develop individual Division/Area recruitment programs which involve all uniformed female employees in the recruitment process.
- Use female uniformed managers/supervisors in the initial stages of cadet Academy training and field training to serve as role models and mentors for female officers.

- Maximize public exposure of uniformed females through use of the media.
- Place uniformed females in positions which maximize public exposure.
- Conduct a comprehensive study to identify why females leave the Department.
- Conduct a comprehensive evaluation of the failure rate of females from the Department's testing, background, and training process.
- Use the Department's Explorer Program to maximize hiring efforts.
- Develop a mentoring program for young female officers to assist in their career development.
- Revise existing permissive reinstatement policy to extend the time frames in which uniformed employees may return to the Department.
- Develop a job share program within the uniformed ranks.
- Provide a stipend for day care/baby sitting.
- Enact legislation to raise the maximum age limit for entry level hiring of uniformed positions.
- Re-evaluate existing Academy Physical Performance Test to ensure validity, relevancy, and job relatedness.
- Accept lateral transfers.

#### Program Costs

An assessment study and business plan should be developed to look at the overall costs of increasing the number of females within all ranks. For every method or strategy, there may be a different cost associated with the process undertaken. One possible budgeting strategy would be to build different budgets for each program phase. An individual budget would be designated for

each of the strategies pursued; which might include strategies for: initial hiring, retention, and promotional or mentoring opportunities.

Law enforcement leaders must be fiscally accountable. The costs of implementing short term strategies versus long term strategies must be carefully weighed. Some questions that need to be addressed are:

- What are the costs associated with hiring and training an entry level officer?
- How many female officers are lost each year through reasons other than attrition associated with retirement or disability claims?
- What are the reasons female officers choose to leave the organization early?
- How do those reasons for leaving the organization compare with those of male counterparts?
- What are the costs associated with officers leaving the organization early?
- Would a long term strategy to retain officers be more cost effective than the traditional short term strategy of hiring a replacement position?
- What about the benefits of tenure versus inexperience when considering funding?

## Chapter II Forecasting the Future

### Utilization of the Nominal Group Technique

In order to examine the issue of women within the uniformed ranks of the CHP, a Nominal Group Technique (NGT) was used. Group members represented various backgrounds from the public and private sectors, and CHP. The contributing NGT members included professionals from the following organizations:

- Assistant Director of Human Resources, Administrative Office of the Courts (female)
- Psychologist, Health Maintenance Organization (female)
- Sergeant and statewide Recruitment Coordinator, CHP (female)
- Lieutenant and former statewide Applicant Investigation Coordinator, CHP (male)
- Sergeant and former Division Recruitment Officer, CHP (male)
- Field officer and former statewide Physical Performance Testing Officer, CHP (female)

Each participant was asked to reflect on the strategic purpose of identifying trends and events to assist in the development of a strategic plan to enhance the CHP's ability to hire, recruit and promote women. A purpose statement, issue statement, and direction of identifying trends and events that could impact the strategic purpose was mailed to each group member. Each of the group members provided their professional and personal views and experiences related to the topic which were translated and may be found in Table 2.1.

**Strategic Purpose**

The purpose of the Nominal Group Technique exercise is to identify trends and events that have the potential to impact the following issue statement:

What strategies will be available the year 2009 to enhance the hiring, recruitment, and promotion of female officers within the California Highway Patrol?

Trends:

A series of events that tend to take a particular direction.

Events:

An unpredictable incident that occurs in a certain place during a particular interval of time that may have significant impact on the issue.

**Table 2.1**

Participants were asked to first identify trends that they believed could impact the issue. The question asked was: what trends - whether positive or negative - did they believe could impact the CHP's ability to hire, retain, and promote women within the uniformed ranks of the Department.

Each participant was allowed the opportunity to voice his/her opinion. Once the group identified a number of trends they felt impacted the issue, they ranked and voted on the final trends they believed could most impact it. The selected trends may be found in Table 2.2.

Trends	-5 Years	Today	+5 Years	+10 Years	Impact (1-10)
Level of gender discrimination/sexual harassment in workplace	300%	100%	150%	200%	-10
Changing role of women in society	100%	100%	200%	400%	9
Emphasis placed on Community Oriented Policing programs	50%	100%	200%	300%	10
Percentage of female officers involved in the recruitment process	80%	100%	150%	200%	9
Percentage of female officers comprising top management positions	0%	100%	110%	120%	8
Competition from other agencies for qualified applicants	100%	100%	300%	600%	-10

**Table 2.2**

NGT future trends affecting the implementation of hiring, retention, and promotion strategies of female officers.

Note: The group's subjective valuation of the trend with "today" representing the value of 100 is shown with the given value in columns 2-5. Column six shows the positive or negative magnitude of the trend's impact on the issue.

A further analysis of the trends selected by group members as it pertains to the hiring, retention, and promotion of females within the CHP follows:

- Level of gender discrimination/sexual harassment in the work place

The ability to hire, retain, and promote women is greatly influenced by the way in which women are treated in the work place. Women will be less likely to join and/or remain with an organization if there is a perception whether real or not that women are treated unfairly and/or inappropriately in the work place.

- Changing role of women in society

In society, fields such as secretarial work, nursing, education, social work, and retail have been dominated by women. Engineering, medicine, construction, manufacturing,

public safety, and forestry have been dominated by men. Women today are increasingly entering male-dominated professions.

- **Emphasis on Community Oriented Policing**

Studies have shown that women have nonconfrontational attitudes and verbal skills that better equip them to communicate with the public and defuse violent situations.

Women are viewed as being more prone to the collaborative model which is indicative of the Community Oriented Policing model.

- **The percentage of female officers involved in the recruitment process**

Increasing the number of female recruiters will have a positive impact on the number of female officers hired. Female uniformed members at all levels should be used as positive role models to attract, retain and mentor other female officers within an organization.

- **Percentage of female officers comprising top management positions**

As the 21st century approaches, women assuming top management positions will become a reality. Not to include women within the ranks of top management will be a detriment to the organizational process as a whole.

- **Competition from other law enforcement agencies for qualified applicants**

The applicant pool for law enforcement positions is on the decline. Competition for qualified applicants will continue to increase. Innovative recruitment methods, retention methods, mentoring programs, and promotional opportunities are critical to maintaining a diverse work force.

Following the identification of trends, the group was asked to identify the events they believed could impact the issue. Several events were identified. The group then selected the final events they believed could most impact the proposed issue. The events selected follow in Table 2.3.

Event	Year>0	5 Years	10 Years	Impact (1-10)
Class action law suit filed citing gender discrimination/sexual harassment	5	80%	100%	+8
Job sharing/creation of half time positions within the uniformed ranks	4	20%	70%	+10
3 year reinstatement rule extended to 5 years	3	80%	90%	+9
First female governor elected	5	50%	100%	+7
Hiring freeze imposed due to State budget cuts	5	100%	200%	-10
Lateral transfers accepted from allied agencies	3	25%	100%	+8

**Table 2.3**

NGT future events affecting the hiring, retention, and promoting of female officers.

Note: Column 2 represents the groups value determination of the first year of probability of the events occurring that exceed zero. Column 3-4 represent the group's value determination of the event's possibility of occurring within 5 and 10 years. Column 5 represents the positive or negative impact of the event on the issue.

A further analysis of the events selected by group members as it pertains to the hiring, retention, and promotion of females within the CHP follows:

- Class action law suit filed citing gender discrimination/sexual harassment  
Lack of confidence in the objectivity of individuals handling Equal Employment Opportunity complaints/investigations greatly impacts the ability to attract and/or retain females within the uniformed ranks. Perception is reality whether gender bias

and/or discrimination exists. Major litigation, though negative, by definition can achieve positive results for the future.

- Job sharing/creation of half time positions within the uniformed ranks

This added benefit will have a positive effect on both the attraction and retention of qualified applicants.

- 3-Year CHP reinstatement limit extended to 5 years

Increasing the time frames within which to reinstate can have a positive impact on the retention of females within the uniformed ranks. Five years allows greater latitude for raising children.

- First female governor elected

Female leadership at the top within state government will provide a positive role model for women entering into male dominated professions. Sensitivity to women's needs from a social, economical, and political stand point is more likely to be achieved.

- Hiring freeze imposed due to State budget cuts

Budget reductions/cuts due to limited funding will always play a major role in eliminating or stagnating services to the public.

- Lateral transfers accepted

Accepting lateral transfers as a hiring practice will increase the Department's ability to hire qualified applicants. This will also have a positive impact on the budget process.

The last phase of the NGT required thought being placed into the following question: "If an event occurs, what effect will it have on a trend? Will that impact have a positive or negative effect on the trend?" The final analysis of the cross impact of events and trends shown in Table 2.4, identifies the positive or negative impact of an event occurring.

Cross Impact Study						
	T-1	T-2	T-3	T-4	T-5	T-6
E-1	+8	+4	+4	+5	+7	-5
E-2	+1	+1	0	+1	+1	+6
E-3	0	+1	0	+2	+2	+5
E-4	+1	+2	0	+1	+1	0
E-5	0	-1	-1	-2	-3	-7
E-6	0	+1	+2	+1	+1	+5

**Table 2.4**

NGT future events and trends cross impact study affecting the impact the California Highway Patrol's ability to hire, retain, and promote female ranks by the year 2009. Note: Column 1 depicts the events 1-6 and then given a positive or negative value between 0-10. As to the impact, an event may cause a trend if it is to occur.

A further analysis of the Cross Impact Study as it pertains to the hiring, retention, and promotion of females within the CHP follows:

- Class action law suit filed citing gender discrimination/sexual harassment identified as E-1 would have a positive effect on all of the identified trends except T-6 (Competition from other agencies for qualified applicants). The onset of litigation would drive qualified female applicants to look to other agencies. Litigation though negative by its very nature would bring about positive change to enhance opportunities for uniformed women. Over time, gender discrimination/sexual harassment in the work place would decrease and the hiring, retention and promotion of women would increase.
- Job sharing/creation of half time positions identified as E-2 would have a positive effect on all trends except T-3 (Emphasis on Community Oriented Policing Programs). The greatest positive effect would be achieved with T-6 (Competition from other agencies for qualified

applicants). Providing half time/job sharing opportunities would greatly enhance the CHP's ability to compete with other agencies for qualified applicants. Hiring, retention, and promotion of women would increase.

- 3 year reinstatement rule extended to 5 years identified as E-3 would have either positive or no effect on the identified trends. Extending the time frames for reinstatement will enhance a women's ability to raise a family. This would slow attrition and increase the number of women in the recruitment process (T-4), along with increasing the applicant pool for those women qualified to move into top management positions (T-5). However, the greatest positive effect would be achieved with T-6 (Competition from other agencies). The CHP's ability to compete for qualified applicants would be greatly enhanced.
- First female governor elected identified as E-4 would have either positive or no effect on the identified trends. A female governor would identify more readily with issues surrounding gender discrimination/sexual harassment (T-1) and the changing role of women in society (T-2). This would result in an increase in the number of women seeking employment and in turn, the number of women hired and involved in the recruitment process would increase (T-4). The end result would be an increase in size of the applicant pool for those women qualified to move through the promotional process and into top management positions (T-5).
- Hiring freeze imposed due to State budget costs identified as E-5 would have a negative effect on all trends but one. A hiring freeze would have no impact on gender discrimination/sexual harassment in the work place (T-1). All other trends, particularly the percentage of female officers involved in the recruitment process (T-4) and the number of women comprising top management positions (T-5), would decrease. The CHP could also expect to lose qualified applicants to other agencies (T-6).

- Lateral transfers accepted from allied agencies identified as E-6 would have a positive effect on all trends except T-1 (Level of gender discrimination/sexual harassment in the work place). There would be no effect on T-1. The ability to bring more women into the CHP would be enhanced with the acceptance of lateral transfers. Increasing the number of women would result in involving more women in the recruitment process, along with increasing the number of qualified women eligible for promotion into top management positions. Accepting lateral transfers would have its greatest effect on the CHP's ability to compete with other agencies for qualified applicants (T-6). Overall, hiring, retention, and promotion of women would increase.

The identified trends and events selected, along with the cross impact analysis study were used to construct three futures scenarios depicting an optimistic future, a pessimistic future, and a surprise free scenario.

## Futures Scenarios

### Optimistic Scenario

It is February 1, 2009, and Officer Rodriguez of the California Highway Patrol has just received the results of her Sergeant's Promotional Examination. Officer Rodriguez is overwhelmed with joy that she has placed in the third rank and will promote to the rank of sergeant. Officer Rodriguez' thoughts drift back to January 2, 2003, the day she transferred from the Martinez Police Department to the California Highway Patrol. Officer Rodriguez was with the Martinez Police Department for 3 1/2 years. Although she enjoyed working for the Martinez Police Department, she believed her opportunities would be much greater working for the California Highway Patrol. It was with the California Highway Patrol that she felt she could pursue her career, as well as raise a family.

After working just 1 1/2 years with the California Highway Patrol, Officer Rodriguez left the Department to begin a family. Officer Rodriguez returned to the California Highway Patrol on January 2, 2007, as a part of the job share program. With two small children, working 1/2 time for her first six months back on the job made the transition easier. Under the job share program, Officer Rodriguez shared a 1/2 position with Officer Smith. Officer Smith opted for the job share program when he had been selected to represent the United States as a member of the Track and Field Team in the 2008 Summer Olympic Games in Athens, Greece.

Officer Rodriguez is proud of her career with the California Highway Patrol and is a proud mother of two. She fully intends to break into the ranks of top management, mentoring young

women along the way. She believes her opportunities are endless. Officer Rodriguez sends a recruitment message where ever she goes that “with hard work and perseverance in an environment of support, anything is possible.”

## Pessimistic Scenario

It is a dark rainy day. The date is April 3, 2009. Not only is there a forecast of a hiring freeze being imposed in the near future but a judgment against the California Highway Patrol was about to be handed down for 5.2 million dollars. Approximately five years earlier, the American Civil Liberties Union filed a class action suit on behalf of uniformed women citing gender discrimination/sexual harassment in the work place. A jury agreed, the California Highway Patrol's treatment of women often limited career opportunities and made for a hostile work environment.

The damage had been done over the past ten years. The decision not to except lateral transfers, along with unavailability of job sharing or increasing the time frames within which to reinstate had an adverse effect on the California Highway Patrol's ability to compete with other agencies for viable candidates, especially women. The number of women entering the uniformed ranks of the Department had lessened. In fact, the attrition rate had also increased. Women were watching other agencies provide opportunities which enhanced a women's ability to pursue both career and family.

The role of women within society had evolved. Most women, single or married, lesbian or heterosexual, were having children and pursuing professional careers. Other law enforcement agencies and other professions had responded to this probable future years past, but the California Highway Patrol had not.

Female officers were unhappy. The majority had transferred to other agencies or left to pursue other careers which provided a more supportive environment. Some left because they were tired of the subtle discriminatory practices/harassment they experienced.

## Surprise Free Scenario

It is the year 2009 and Deputy Chief Green has been with the California Highway Patrol for 26 years. As head of Personnel and Training Division, she has worked hard as a member of top management to keep her peers apprised of the need to avoid a problematic future with regards to hiring, retaining, and promoting females within the uniformed ranks.

Chief Green has been responsible for overseeing several pilot programs implemented over the past five years. For the first time, the California Highway Patrol accepted lateral transfers from other allied agencies, experimented with half time positions/job sharing on a limited basis, and extended its time frames for reinstatement among the uniformed ranks. These programs were designed to benefit all applicants/employees while specifically targeting the hiring, retention, and promotion of female officers.

Although the California Highway Patrol found itself in a class action law suit filed by female officers just five years ago, the litigation itself has brought about positive change and opportunities have been created for women to pursue both careers and raise children. The number of women entering the California Highway Patrol are at an all time high. There are less and less female officers leaving the Department, and women are rapidly accelerating through the ranks.

This morning Chief Green will be providing a progress report showing the success the California Highway Patrol has had with its pilot programs to California Department of Business and Transportation Agency's Secretary. It can also be said that Governor Feinstein has taken a personal interest in these new innovative programs. She is optimistic the short term costs of these programs will reap long term benefits.

### Chapter III Strategic Plan

What strategies will be available in the year 2009 to enhance the hiring, retention, and promotion of female officers within the California Highway Patrol?

#### Strategic Planning Defined

Strategic planning is a systemic way to create and manage a desirable future based on the identification of trends and events that may impact an issue. It can be further defined by taking into consideration the anticipation of the unknown future to bear on today's decisions.<sup>7</sup>

The following chapter presents a strategic planning model designed to enhance the hiring, retention, and promotion of female officers by the year 2009. Transforming new methods and ideology to an organizational culture will require strong executive management support and leadership.

#### Transitioning into a Strategic Organization

When considering the future and how a law enforcement organization will survive in it, an organization must consider the three "C"s (Certainty, Chance, and Choice) in its preparation to transitioning into a strategic organization:

- Certainty - Trend. A trend cannot be changed. It will continue to occur.
- Chance - Event. An event may or may not occur. It can only be anticipated.
- Choice - Responsibility. What choices will an organization make?

An organization must accept responsibility for the planning of its future. This can be accomplished by reviewing trends/events and their potential impacts. An organization must

consider the present state of our society and anticipate where we will be in the future. It is important for the CHP to establish a plan that will provide for the best possible service to the public. Ideal hiring, retention and promotion methods must be sought out and implemented to enhance delivery of services to its external customers.

### Situational Analysis (STEEP)

Prior to transitioning into new strategies to hire, retain and promote female officers, organizations should consider analyzing their external environment through a process called “STEEP”. This is the first step in the transitioning process. “STEEP” provides the theoretical framework for the examination of forces within five domains - social, technological, environmental, economical, and political - which will impact the strategies used to hire, retain, and promote females. Listed below are those issues believed to have the greatest potential for impacting future hiring, retention, and promotion strategies used by the CHP:

#### Social

- Changing demographics
- Changing role of women in society
- Increase in single parent families
- Competition for qualified applicants
- Increase in demand for service

#### Technological

- Exponential change
- Increased demands for information
- Availability of emerging technology

- Effective support of emerging technology
- Use of technology to enhance service level to the community

#### Environmental

- Availability of personnel expertise to meet demands
- Ability to respond to environmental concerns
- Expanded departmental role and responsibilities

#### Economic

- Increased privatization of public safety services
- Competition for funding
- Increased public scrutiny of how public funds are spent
- Economic uncertainties
- Increase demand for services with less funding

#### Political

- Term limits
- Change in organizational and political leadership
- Governor's agenda
- Increase in public involvement due to community oriented policing
- Public/private partnerships

#### Organizational Analysis (WOTS Up)

The second step in the transitioning process is to look inward. For administrators to be successful, they must understand the internal status of the organization. The organizational analysis model "WOTS Up", focuses on organization weakness, opportunities, threats, and strengths. This model objectively inventories and assesses organizational strengths and

weaknesses. The “WOTS Up” model is helpful when developing an organization’s strategic plan. The following are just a few questions and/or statements to consider when conducting the analysis:

#### Weaknesses

- Does the organizational culture support the recruitment, retention efforts, and promotional opportunities for female officers within the organization? If the culture does not support the effort, goals will be more difficult to reach.
- Do the key stakeholders of the organization support or buy-in to enhance hiring, retention, and promotion efforts? If not, stakeholders must be provided the tools to become supportive.
- Has a clear vision of the Department’s efforts to increase the intake, retention, and promotion of female officers been articulated?
- Are the financial resources available to assist in achieving hiring, retention, and promotion goals?
- Is the organization currently capable of engaging in the increased number of female officers within all ranks?
- Have the goals been addressed to members of the organization?
- Is there an understanding and an acceptance of increasing the number of female officers within the Department?

#### Opportunities

- It can help increase the overall strength of the Department’s labor force
- It can provide the Department with new ideas and innovative approaches to problem solving

- It can increase the Department’s ability to reach parity with the statewide relevant labor force goals
- It can assist the Department with achieving the objectives of the “High Performance Policing” model

#### Threats

- Will there be a lack of full support and buy-in from key stakeholders?
- Will the naysayers hinder the process to the point of failure?
- Will long term funding be allocated to increase the number of females within all ranks as a whole and not just in fragments over time?

#### Strengths

- Increased numbers will enhance recruitment and mentoring programs
- Diversity has long been regarded as a contributor to greater understanding in the workforce and communities that are served
- Achieve better representation of California’s population
- Present a more diversified approach to problem-solving
- Decrease the number of officer involved physical confrontations related to law enforcement contacts
- Improve social and political distinction and understanding between genders
- Improved response to social concerns which primarily focus on women’s issues (i.e., rape, domestic violence, child abuse, and homelessness, etc.) as they pertain to law enforcement

- Increase morale among female and minority groups
- Eliminate negative stereotypes

### Stakeholder Identification and Analysis

Stakeholders can be identified among any organization. The collection of stakeholders is both internal and external. Stakeholders can be defined as individuals, groups, or organizations that have the ability to impact what you are doing, be impacted by what you are doing, or have an interest in what you want to do.

Any organization at any given time is impacted by stakeholders. Stakeholders will either support, oppose, or be indifferent to a change issue. A stakeholder's reaction to change will be greatly influenced by his/her own perceptions, values, and/or beliefs. Successful change strategy is dependent upon positive relations with stakeholders.

A leader must conduct a clear identification and analysis of his/her stakeholders in order to successfully implement change. Knowing who your stakeholders are as well as their anticipated reactions will allow for an appropriate response prior to the issue becoming problematic. This process will increase a law enforcement leader's ability to achieve the desired outcome.

Listed below are those stakeholders believed to have the greatest potential to impact the hiring, retention, and promotion strategies used by CHP:

- Governor
- Department of Business, Housing, and Transportation Agency Secretary
- California State Legislature
- Department of Personnel Administration
- State Personnel Board

- Public
- All levels within the Department of the California Highway Patrol
- California Association of Highway Patrolmen
- Other law enforcement agencies

### Organizational Culture

How an organization chooses to view its employees is very much a matter of the organization's culture. The ability to implement change is more often than not deeply influenced by the culture of the organization. We cannot fully understand the concept of creating and implementing change with the hope of increasing the number of females officers within all ranks without fully appreciating its linkage to organizational culture.

Edgar H. Stein, noted organizational psychologist, has defined corporate culture as the basic assumptions driving life in a given organization.<sup>8</sup> The assumptions that Stein describes differ from values in that assumptions are unexamined and values are often articulated and debated. Assumptions also differ from behaviors and traditions. Behaviors and traditions are outward manifestations of deep, fundamental understandings about how an organization works. The roots or culture of the organization are the very foundation which give rise to an organization's branches, limbs and leaves or core values, beliefs, and/or behaviors, etc. Consider the following statement when attempting understand culture:

One way to understand culture is to conceptualize an organization as a tree. In this organizational tree, the root's are the corporation's culture. These roots, of course, are below the surface, invisible. But they give rise to the trunk, branches, and leaves-the visible parts of the tree.<sup>9</sup>

In other words, to implement real change, it must become a part of the organizational culture. It must begin under the surface within the very roots of an organization.

## Leadership Role in the Transition Process

Law enforcement leaders contemplating the possibility of increasing hiring, retention, and promotion opportunities for female officers should have a clear understanding of how to proceed. It is through careful strategic analysis of one's organization that enables a leader to clearly understand the direction in which the organization needs to proceed to achieve its goals.

A leader must be cognizant of both the internal and external environment in which the organization operates. By recognizing potential problems, a leader will have an understanding of the related issues that must be addressed to prepare the organization for transition. The process of increasing the intake, retention, and promotability of female officers entails:

- Examining an organization's culture
- Identifying those elements of the culture that are fundamental, the roots from which behaviors surface
- Determining whether the roots support or hinder the process for increasing the number of females within all ranks of the organization
- Changing the cultural roots that are hindrances

## Chapter IV Change Implementation

Leaders of an organization set the tone of professionalism which is reflected by their very actions. Assuming law enforcement leaders wish to create change within their organizations by increasing the number of female officers at all ranks, they need to fully understand the change process. Leaders must be able to articulate the need for change and ensure other command staff are well versed in the facilitation of the change process. Leaders must take a stand being both supportive and fully committed to the change.

### Readiness for Change

The first step in implementing change is to assess an organization's readiness for change. Even the most well thought out plan will not achieve the desired result if organizational readiness is lacking. Command staff should be prepared to look at some basic questions, though their answers may be unclear or unknown. The questions used in the assessment stage can be:

- What value does our organization provide to society?
- What is unique and distinctive about our organization?
- What does it take for our organization to succeed?
- How do we measure success?
- Does our organization have a clearly stated vision?
- Who are our principal users and who will they be tomorrow?
- What is the organizational culture that governs values, behaviors and decision making of our organization?

- What is the role of stakeholders on our organization?
- What changes can be expected in the major stakeholders of our organization in the future?

### Leadership Message

As previously indicated, it is the leader who sets the tone. For change to take place, a leader must send a clear message of direction and support for that change. An articulated vision presented in an enthusiastic manner will bring about support for change from members of the organization. Leaders cannot effect change by themselves. They must empower others to become part of the process. Creating a steering committee to develop a strategic plan to implement a clearly defined and articulated change is the next step in change implementation.

### The Steering Committee

The steering committee is responsible for developing the strategic plan to implement the change process. It is incumbent upon command staff to clearly articulate the desired change and its vision to the steering committee.

Identification of stakeholders may or may not take place prior to convening the steering committee. What is important is that they are identified somewhere within the process. During the initial orientation, time can be set aside to identify those key stakeholders that can have potential impact on the change process. Once identified, they can participate in the steering committee and/or future task force.

### The Task Force

Once the steering committee identifies that the organization is ready for change, it is important to select subject matter experts and key individuals within an organization to develop, plan, and implement a new process or program. Depending upon the size of the project, a task

force may be broken into smaller work groups. Communication is an integral part of the process. Lines of communication must remain open between the development teams (steering committee and task force). One way to ensure proper communication is to place members of the steering committee onto the task force.

### A Common Vision

It is critical for all participants to take part in the development of a shared or common vision. It is through this process that the vision itself will take shape. The vision should be a collaborative effort among all members of the development team. In doing so, a sense of ownership is created. A common vision motivates people to take action and share their enthusiasm within the organization. It also sets the stage for the direction in which the change will proceed.

### Translating Vision Into Reality

The key to translating the change vision into reality is to effectively communicate the vision throughout the organization. In other words, the change vision must be marketed. Successful marketing encompasses articulating both the meaning and importance for change. Once a shared sense of the future is realized, transformational change can take place. The following should be considered when communicating a change vision:

- The message must be easily understood therefore it must be kept simple.
- The vision should be delivered many times over using various delivery mechanisms creating memory.
- The leader must be fully committed to the change.

## Chapter V Transition Management Plan

In order to achieve transformational change, an organization must be cognizant of its responsibility to properly manage the transition itself. Utilizing the strategic planning process will assist in responding to and formulating change given our assumptions of the future. When planning for the future, the following questions should be asked:

- What will the future look like given the trends and events that may impact it?
- Given a desired future state, how do we transform our organization from its present state into the future where we want it to be?

Law enforcement organizations are unique in their own right. To effect change, knowledge of the environment's critical mass and its importance is crucial. Consideration should be given to those who will be involved in the critical mass. Critical mass can be defined as follows:

The smallest group of people or groups, who if actively in support of the change, ensure that the change will take place or who if actively oppose the change, their opposition may lead to failure.

A critical mass, as may be encountered by law enforcement organizations transitioning into increasing the intake of female officers, has been identified through the use of a critical mass commitment chart. The chart can be used to give transition leaders a place to start in order to create and effect change. Listed below are individuals and groups who should be considered in planning a transition to increase the number of female officers within all ranks of the CHP:

- Commissioner
- Executive Management
- Top Management
- Area Management Team
- California Association of Highway Patrolmen
- Personnel/Training Division
- Rank and File
- State Personnel Board

The commitment chart in Table 5.1 identifies the nature of current positions and desired positions of those individuals who constitute the critical mass for the issue of increasing the number of female officers at all ranks within the California Highway Patrol.

Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Commissioner			X	O
Executive Management			X	O
Top Management		X	O	
Area Management		X	O	
California Association of Highway Patrolmen		X	O	
Personnel/Training Division			X	O
Rank and File	X	O		
State Personnel Board		X	O	

**Table 5.1**  
Critical Mass Commitment

Note: X = current position, O = desired position

## Implementation

It is recommended that the commissioner, police chief or sheriff in his or her role as the chief executive of a law enforcement agency act as the Transition Manager. He or she is in the best position possible to impart leadership and vision in the organization's transition to increase the intake of female officers within an organization.

The Transition Manager can not make it happen alone. He/she needs support. It is recommended that a transition team be formed headed by a project manager. The team should be composed of key members of the critical mass group, steering committee and task force.

## Follow Up and Control

Once program implementation takes place, it must be carefully monitored. The organization will experience cultural change as people's thoughts and actions are altered. The leader must remain committed to the transition and flexible to make adjustments to the program if necessary to ensure the measurement of success desired.

## Chapter VI Conclusions and Recommendations

A law enforcement leader's ability to effectively integrate more female officers into an organization is no simple task. A leader contemplating increasing the number of females within all ranks should have a clear idea of how to proceed. A law enforcement leader may find that he/she can initiate the process immediately or may discover the organization due to internal or external environment issues is not yet ready for implementation.

A leader must be prepared to serve as the catalyst in creating change. It will be incumbent upon the leader to understand what direction a law enforcement leader wants the organization to go. In other words, a leader must be a visionary. A law enforcement leader must fully articulate his/her vision to other command staff, as well as be versed in the facilitation of the change process. Communicating the vision and setting clearly defined goals that are timely, achievable, and organized, will ensure the desired change.

Law enforcement leaders should consider the following recommendations when implementing transformational change to increase the intake of female officers at all ranks within their organizations. This list of recommendations is in no way to meant to be all inclusive and should be viewed as guide to individual organizations.

- The leader should become familiar with emerging issues regarding women in law enforcement.
- The leader should understand the strategic planning process.
- The leader should develop and implement a strategic plan designed to enhance the needs and goals of the organization.

- The leader should serve as the transition manager.
- The transition manager and members of the development team should be familiar with the need for increasing the number of female officers and what it can do for an organization
- The leader should conduct a critical mass analysis on both the internal and external environments relative to the issue of increasing the number of female officers.
- The leader should develop a plan to market to the change and create ownership among development team members.
- The leader should develop a business plan that will meet both short term and long term goals of the hiring cycle.
- The leader should develop a set of controls to monitor and/or evaluate the strategies implemented to increase the hiring, retention, and promotion of female officers.

In conclusion, female officers play an integral part of a law enforcement organization.

Law enforcement organizations must take an innovative stance in implementing long term planning strategies to enhance hiring, retention and promotion of females. If strategies remain status quo then the quick fix mind set will continue to prevail. Eventually, the applicant pool will dry up and underutilization of women within the law enforcement field will increase.

Law enforcement leaders cannot continue to vacillate on whether they can afford to implement long term strategies to increase the intake of females within their organizations.

Leaders should ask themselves if they can afford not to.

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- <sup>1</sup> Department of California Highway Patrol, Participation in the Women Traffic Officer Project, 18 June 1976.
- <sup>2</sup> Department of California Highway Patrol, Ethnic and Sex Profile, December 1992.
- <sup>3</sup> Department of California Highway Patrol, Ethnic and Gender Profile, December 1998.
- <sup>4</sup> Ibid.
- <sup>5</sup> Ibid.
- <sup>6</sup> Department of California Highway Patrol, High Performance Policing, January 1998, p.3.
- <sup>7</sup> Tom Esensten, Organizational Effectiveness Consulting, 24 June 1998.
- <sup>8</sup> Edgar H. Schein, Organizational Culture and Leadership, Jossey-Bass, San Francisco 1985.
- <sup>9</sup> R. Roosevelt Thomas, Jr., Beyond Race and Gender, AMACOM, New York, 1992.

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