

HOW WILL A REGIONAL APPLICANT DEVELOPMENT PROGRAM AFFECT HIRING
QUALIFIED LAW ENFORCEMENT OFFICERS IN SMALL ISOLATED AGENCIES BY
2009?

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California Commission on
Peace Officer Standards and Training

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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 consideration.

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.

The view and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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CHAPTER 1

ISSUE IDENTIFICATION

Introduction

The issue of hiring qualified applicants for any form of business or governmental enterprise is a challenging and somewhat overwhelming endeavor. The challenge, it has been said, can be broken down into a complex formula: "get the right people... in the right position... at the right time... with the right skills... to perform the right role... to achieve the agency's mission".¹ For an organization hiring an applicant, that is certainly a lot of rights to get right. And, for leaders of today and tomorrow's organizations, finding qualified applicants will become increasingly difficult.

The purpose of this project is to look at one possible solution, a regional applicant development program, as a way for rural isolated communities to develop or foster law enforcement applicant pools of the future. Mendocino County has been selected as a model of a typical small isolated community for this study.

Statement of Issue

How will a regional applicant development program affect hiring qualified law enforcement officers in small isolated agencies by 2009?

Mendocino County and the cities of Fort Bragg, Ukiah and Willits are relatively isolated rural communities from other urban areas of the state. Like other isolated communities, such as Humboldt County and cities of Arcata, Eureka and Fortuna, most employable workers in this region live relatively near their place of employment; the nearest urban areas are located at least an hour drive from these communities.

This distinction is noteworthy for the purposes of this project. The potential applicant pools in these areas are smaller in nature due to the significant distances between the urban areas. However, the probability of impacting this smaller applicant pool may increase, because there are limited other employment alternatives for those in these isolated areas.

Demographics

National demographics show a decreasing applicant pool. The U.S. Bureau of Labor Statistics predicts a replacement gap: in less than seven years, there will be 168 million jobs in the U.S. but only 158 million potential workers to fill these positions.² This replacement gap is due to a number of complex issues, including the aging of the nation as the baby boom generation comes to retirement age and the increased demand to create new jobs as population levels continue to climb.

The public sector of California reflects these trends. According to the California State Controller's Office, the average age of a public sector employee is 41. The average age of management is 51, and the average age of the technical and professional staff is 44.³ With California's enhanced ability for law enforcement employees to retire before the typical retirement age (50 years old for law enforcement), the public sector will face vacancies on a growing scale. With five out of eight public sector employees working in local government, city and county governments will be impacted considerably.⁴

The California Employment Development Department predicts that peace officers (the entry-level, starting point for law enforcement careers) will be one of the 50 occupations within California with the greatest overall job growth, requiring 19,400 new positions by the year 2010. These new positions will increase the peace officer positions in California from 64,500 to 83,900.⁵ The California Employment Development Department also projected the total number

of peace officer openings (retirements and new positions) would create a total of 35,000 job openings during the next decade. This equates to 41% of California's patrol officer work force being hired and trained by the year 2010.

The California applicant pool of the future will also look different from the pool of today. David Hayes-Bautista, the director of the Center for the Study of Latino Health and Culture at UCLA, said, "We can see the future population of California looking into the delivery rooms of today."⁶ According to a 2003 report conducted at Chico State University, Hispanics were the largest minority population in the state of California from 1999 to 2001, comprising roughly 30% of the population and accounting for 50% of the births in the state during this period.⁷ David Hayes-Bautista said, "California's future economic health depends upon those Hispanics, who will soon be the majority of young adults and hence the working force."⁸

Local Area Demographics

Mendocino County currently has 120 peace officer positions within the county. The California Employment Development Department predicts that police and sheriff agencies within the county will have 60 openings (growth plus separations) within this entry category by the year 2008.⁹ This equates to 50% of Mendocino County's patrol officer work force being hired and trained by the year 2008.

The county's demographics are projected to also shift significantly. As reported in the Mendocino County 2003 Economic and Demographic Profile, Mendocino County had a population of 93,496 in 2002.¹⁰ Of that population, 73,254 were classified as White and 14,272 were classified as Hispanic. By the year 2010, the overall population of Mendocino County is projected to be 95,900, but a significant shift will occur in the ethnic breakdown of the county, with Whites at 52,100 and Hispanics at 37,500, an increase of 38%.

Recruiting History

Today, throughout California, the recruitment arm of law enforcement agencies has developed new and unique solutions to the recruitment problem. From military service advertisements (Sacramento County), to hiring bonuses (Contra Costa County), agencies have developed unique approaches to recruit the applicants of tomorrow. The latest edition of PORAC Magazine and the POST Internet website lists hundreds of jurisdictions at every level tempting new recruits and lateral transfers to their city or county. Today, as in years past, organizations participate in job fairs, talk to kids in local schools and send recruiters to the campus of the nearest college or university. And, in the case of the state's largest agencies, many have a television show about their agency. ABC's newest police drama, "10-8," is about a diverse group of new recruits in the field training program in the Los Angeles Sheriff's Department, which assists in their recruitment efforts.

In the *Occupational Outlook*, Mendocino County 2002, law enforcement leaders within the region were surveyed, and gave the highest rating of "very difficult" to finding applicants for peace officer positions within the county.¹¹ Smaller agencies throughout California, similar to those within Mendocino County, have fewer resources than those of larger jurisdictions and rely heavily on their Human Resource Departments for recruitment activities. Larger agencies have developed specialized recruitment arms within their own departments.

An internal audit was conducted of the last ten years of testing for positions as Ukiah police officers.¹² Comparing 1994 to 2003, it appears interest in a law enforcement career, or the applicant pool from which to draw officers, has fallen within the community (see Table 1 below).

Table 1 - Ukiah PD Applicants 1994 -2004

Year	Sept.1994	Sept.1995	Jan.1998	Sept.1998	Jan.2003	Sept.2003
# Applied	119	38	27	34	Recruitment Stopped	33
# Hired	2	3	2	2	Position Frozen	2

Another traditional point for recruiting officers has been an agency's reserve officer ranks. Until 1999, reserve officers had received a smaller portion (an overview) of the training a full-time sworn officer received. Smaller departments depended heavily on their reserve officer programs to augment and support their sworn officer staff. Departments routinely recruited from these ranks after observing a volunteer perform successfully for a given period of time. In 1999, the state of California increased the training requirements of reserve officers to equal the training requirements of regular sworn officers. This change occurred because of the concern that all officers performing law enforcement duties should have an equal level of training.

The author conducted an email survey of the California Police Chief's Association and the Command College alumni to determine if smaller agencies recruitments were affected by the change in reserve officer legislation. Thirty-four surveys were returned from agencies within California, seventeen from small agencies (less than 50 sworn officers).¹³ Of the 17 surveys from the smaller agencies, 16 departments indicated that they relied upon their reserve officer programs for recruitments. These departments also indicated they have experienced an overall decrease of their reserve program's size, and have been negatively impacted since the 1999 legislative change in training standards (Appendix A).

The Future of Recruiting

Research supports that the future of recruiting will be more than just looking for the right individuals; rural isolated law enforcement agencies may have to actively assist in an individual's development at an earlier point in their application process to create a sense of excitement among candidates and to enlarge the applicant pool. The Harvard Business School published a study by Harvard Management Update Editor Paul Michelman, in November of 2003.¹⁴ In the study, Michelman examined the pending human resource crisis and ways to develop new employees and to retain current employees within organizations. To build a culture of excitement for potential recruitments within the business community, many have turned to innovative training principles and programs. Frank Brown, the global leader for Assurance and Business Advisory Services at Pricewaterhouse Coopers (PwC) said,

The real trick is creating a culture that sustains all employees. One that will engender a positive response to questions like these: Is my work valued? Does my opinion count? Are new ideas welcomed? Are people treated with respect? Am I evaluated and rewarded on my performance? Does leadership act with integrity?

To build excitement for those being recruited into the organization, PwC has invested heavily in a leadership development initiative named Genesis Park. This program identifies top performers within the organization, removes them from the workplace for a 6-month period, and puts them into a development program. This program includes business case development, strategic projects, thought leadership, team building, change management and in-depth discussions with business leaders.

Brown's excitement for the program indicates its success. "Graduates report feeling more connected to the firm and its leaders, a greater sense of commitment to their jobs, a better understanding of relevant business issues, and a deeper sense that they are recognized for their

ideas and contributions and have a real stake in the firm's success. Just as important, graduates carry this enthusiasm back to the people they work with.”

The bottom line as Michelman states in his Harvard study:

For all the myriad approaches companies take to promote loyalty among their employees – broad-based and narrow, short-term and long-term – the one universal truth is that employees are more likely to stick it out in tough times when they feel that they are treated with integrity.¹⁵

A program to develop potential applicants for law enforcement may have similar results. Potential employees would be exposed to leadership and job-skills training which would assist them in preparing for a career in law enforcement, create knowledge about law enforcement's organizational mission, and a sense of excitement about becoming a participant in the experience.

Richard Ayers, the director for the Center for Labor-Management Studies, said that enlarging the applicant pool was critical to resolving the recruitment crisis of the future. Ayers said:

If we want to attract more people to law enforcement and increase the pool of candidates, we need to tell them what we do, why we exist, what business we are in, and why this is a more rewarding career than other occupations that can provide higher wages and benefits. Let's develop marketing strategies based on one of law enforcement's greatest strength – its mission.¹⁶

Ayers contends that Generation Y (the core generation of applicants in the year 2009) will want jobs that provide meaning in their lives, where they can make a difference, rather than those that just mean a big paycheck.

Here, the question of responsibility should be addressed – should law enforcement agencies take an active role in an applicant development program for potential recruits within

their organizations – with the potential that many may complete a training type program and not return to the originating agency and pursue careers with other agencies?

In 1996, Jack Owens was an agent for the FBI and the top recruiter for the state of Alabama. In his 2001 article for the *Atlantic Monthly*, Owens describes the FBI's recruiting drive of the late 1990s, a goal of FBI Director Louis Freeh – to identify and hire more minorities – creating further diversity within the FBI's ranks.¹⁷ At the time, the FBI had a policy not to hire agents directly from law school. Instead, the FBI felt they should have practical experience prior to becoming agents. But by doing that, Owens contends, they were losing the best possible minority agents to other career paths. Owens' argument, in a discussion with Director Freeh, was: "But we do need the kinds of people who finish law school. They're survivors, intelligent, tenacious, and energetic. Plus they have two skills the Bureau needs in its agents: they can speak well and write well." Director Freeh, Owens reports, thought this over and asked, "What's wrong with making them practice law before they become agents?"

"Everything," Owens replied, "[Those]...who graduate from law school are in demand. Everyone wants them. The Bureau has to grab them early, when they're single and can relocate, when our starting salary is inviting, when the mystique of the FBI is still alluring. Not after they've proved their worth at a law firm and have fat bank accounts and children at the table."

It can be assumed the same problems will exist into the future especially in rural isolated communities. If rural law enforcement agencies wait for workers to self-educate themselves at college or at a police academy outside of the area, or departments continue to search for lateral hires in the future, the chances of getting the best qualified applicants to return and succeed within organizations will diminish, because of their new obligations and new ties. Instead, law

enforcement may need to take a more active role in developing and preparing the future generation of workers, while they are still within local communities.

Dr. Sullivan suggests this approach for the future of recruiting personnel for an organization. Dr. Sullivan is a Professor and Department Head of the Human Resource Program at San Francisco State University. He was also Chief Talent Officer for Agilent Technologies, where he managed recruiting, workforce planning, and retention strategies for the 43,000-employee organization. In his article, “Using Field Identification to Hire Santa Claus” he asks, “If you wanted to hire a great ‘Santa Claus’, would you wait until November 15th and then run an ad? Or would you instead use a more advanced approach?”¹⁸

Dr. Sullivan suggests that most companies that wish to hire someone use the wrong approach. They place ads at the beginning of their hiring season or when an additional person is needed. This, he states, is almost guaranteed to bring in mediocre talent. A superior approach to finding top talent is “field identification.” Field identification (FI, he suggests) is a recruiting strategy that sends out employees, in the course of their day, to identify the best possible candidates for a position. FI, he explains is a “push” process, where one can find the best possible talent that is already employed and less likely to respond to a job flyer or attend a job fair. It turns out, he continues, that this simple process enables an organization through its peers to identify top talent in any given area. And the advantage, he states, is if an organization starts early, the organization has the greatest degree of success in identifying and attracting a large applicant pool.

The Future: 2009

Through the initial scanning portions of this project, a number of assumptions about the future in 2009 can be made:

- Those leaving organizations will create job openings, and those who remain will have less organizational knowledge than those who now lead organizations.
- Along with retirements, new job positions will create additional pressures to select and train additional personnel.
- The workforce of the future will be culturally more diverse than it has been in the past, thus plans for recruitment strategies in the future must be more culturally diverse.
- Innovative training programs can add value for employees and potential employees, instill a sense of loyalty into an organization, and may allow organizations to retain those who participate in these types of programs.
- To attract the next generation of applicants, Generation Y, a need will exist to develop a marketing strategy that includes the organizational mission.
- It is important to assume a role in the responsibility for the development of personnel and eliminate potential barriers to entry into the law enforcement profession, and to entice those who wish to serve to commit early in their selection of a career.
- The best recruitment efforts to seek out the best individuals for the profession may not be traditional recruitment methods such as job flyers, or job fairs, instead, the greatest degrees of success may come from early identification and recruitment of potential candidates to the field through a personal recruitment program.

Applicant Training Programs

While conducting the informal survey of the California Police Chief's Association and Command College Alumni, it was found that many agencies throughout the state already have informal training programs that they use to identify and select applicants for entry-level sworn positions. Most of the agencies responding have created some form of a training program (Cadet, Explorer, informal internship, or funding increased reserve level training) out of the need to have an avenue for finding top talent individuals. Executives expressed that many of these informal responses have not had the desired positive impact on their recruiting efforts. Instead, the executives expressed a need to establish a formal system, similar to the reserve officer system that appears to be fading, for identifying and developing individuals for their agencies.

The author also interviewed each of the top law enforcement executives within Mendocino County for their viewpoints on recruitment and its future within the region.¹⁹ Along with the shared desire throughout the state to establish a formal system similar to the reserve program for identifying candidates, Mendocino County executives stated a number of common viewpoints:

- The need for recruitment in smaller agencies does not occur in predictable cycles, because of the size of the agencies.
- Because of the unpredictable cycles, it is difficult to maintain a pool of well-qualified applicants who begin to search for positions outside of the region.
- When faced with a vacancy, the need for filling the position is amplified due to the limited resources that can cover the open position.
- Only limited resources can be devoted towards a recruitment effort.

- It is difficult to attract lateral hires from other areas because of the pay and benefit differences between Mendocino County and urban areas.
- A regional effort to applicant development and recruitment may allow applicants to participate and find employment within the region, because of the greater likelihood that one of the four agencies may be in a hiring phase.
- Development of additional potential applicants would increase the applicant pool to all participating agencies.

Applicant Development Program (ADP)

An alternative solution to the future for the purpose of this paper is how will a regional applicant development program affect hiring qualified law enforcement officers in small isolated agencies by 2009? The vision of an applicant development program has been developed with three overall objectives in mind:

- To reach a larger applicant pool, equal emphasis should be placed in two areas: on the mission, career opportunities, and service; along with the pay, benefits and working condition benefits when compared to other opportunities within the region.
- To provide the greatest benefit for both the applicant and the departments involved, emphasis should be placed on practical learning, and offer the applicant opportunities for development in areas where improvement may be necessary.
- It is critical from the research that the program appeals to those with a connection to the community. It is the desire of the department heads to develop and employ the highest quality applicants with a connection to the community and with a service orientation.

In February of 2004, the author attended a national conference on diversity recruiting and interviewed Ernie Ortiz, the President of the National Law Enforcement Recruiters Association.²⁰ Ortiz stated that in his experience one of the most significant factors to creating a large applicant pool were barriers within the law enforcement recruitment and testing process. These barriers, Ortiz said, appear in many forms:

- Predetermined stereotypes of law enforcement officers, and potential applicants who feel they do not meet this image.
- Misunderstanding of the law enforcement mission.
- Diverse applicants who feel they may not fit well within the culture of the profession.
- The applicant testing process (physical, written, oral board) and an applicant's perceived ability to successfully compete in the process.

Ortiz said that one of the most significant ways to overcome these barriers was through the relationship established between applicant and recruiter. To assist in creating this relationship and the development of applicants, Ortiz's agency (Aurora Police Department, Colorado) has begun to experiment with potential applicant training programs. This program is conducted during a recruitment phase, and consists of a number of workshop-type settings to educate potential recruits about the department and to prepare them for the testing process.

The author also interviewed Felipe Ortiz (no relation to Ernie Ortiz), a member of the board of directors for the National Latino Peace Officers Association, at the law enforcement conference on diversity recruiting.²¹ To expand the applicant pool, Felipe Ortiz recommends that departments recruit from a diverse cross-section of their community. For the Hispanic community, cultural barriers may prevent many potential applicants from considering careers within the law enforcement field. Ortiz said that outreach programs, such as pre-testing seminars

and pre-application assistance, have proven to be effective in expanding applicant pools for the Las Vegas Metropolitan Police Department.

Before outlining the specifics of a proposed regional ADP, it will help to have some historical knowledge on practical learning. One of the best known proponents of experiential education was the early 20th century educational philosopher, John Dewey [no relation to the author]. Dewey believed, “an ounce of experience is better than a ton of theory simply because it is only in experience that any theory has vital and verifiable significance.”²² However, Dewey was convinced that even though all education came through experience, not all experience is educative. Dewey emphasized the need for experience to be organized and processed in some way to facilitate learning.

Experiential/practical education, is therefore based on the premise that for real learning to take place, students need to be active participates in the learning process rather than passive recipients of knowledge. When learning is passive, teachers are the centers of energy, but, when learning becomes an active process, the students become the centers of energy. A teacher’s role then becomes one of guidance and facilitation as a student travels on the path of learning. Therefore, using this brief discussion about the practical learning model, a definition of a regional applicant development program can be proposed for the future.

The proposed regional ADP would consist of the following:

- The ADP would be designed to include 4 workshops, using a fixed 12-month schedule, with classroom attendance in the evenings or weekends, so that best-possible already-employed talent could participate.

- The 4 workshops would be broken down into 4 areas of learning:
 1. Career opportunities in law enforcement, law enforcement's mission, testing process overview, and participating agencies' hiring standards.
 2. Written testing preparation.
 3. Oral board preparation.
 4. Testing process overview, resume preparation, application procedures, and further opportunities, POST academy locations and orientation dates.
- A regional approach would include participation from the Mendocino County Sheriff's Office, Fort Bragg Police Department, Ukiah Police Department, and Willits Police Department.
- The ADP would include a practical education portion (practice written exam, practice oral board), which would allow the student's learning to be an active process, to examine areas of improvement and to prepare for a career in law enforcement.
- A partnership with Mendocino College would allow funding opportunities for the program, would allow participants to receive college credit for their participation, remedial training opportunities and would advertise the opportunity for development (within the region).
- A referral component within the program would allow for applicants to be directed to additional sources for remedial education, or financial aid opportunities if they desire to move towards a POST academy education.

The remainder of this project will look at implementing this one possible solution, regional applicant development programs, as a way for small isolated law enforcement agencies

to develop or foster enhanced applicant pools for the future, to ensure the right person can still be found for an organization. The next chapter will identify trends and events that may impact this issue over the next five years.

CHAPTER TWO

FUTURES STUDY

Introduction

The intent of this study is to evaluate emerging trends and events that will impact law enforcement recruitment strategies by 2009. The Nominal Group Technique (NGT) was utilized to identify trends and events. These were then used in the development of a strategic plan for this study.

Nominal Group Technique

The NGT is a structured process of group participation for generating ideas or forecasting trends and events which may affect an issue.²³ It is also effective in obtaining a consensus. In this case, the process was used to identify major trends and events, which could affect the issue being studied.

A panel of nine people representing diverse backgrounds was brought together for a one day NGT session to develop a list of trends and events. The panel was comprised of an elected mayor with a private business background; a chairperson for a local community coalition for gang prevention, specializing in youth education; an educational expert with the county office of education, with a background in the community college education; a high school senior; a city personnel director; a city police chief, a city police lieutenant, and two deputies who specialize in recruitment and background investigations (Appendix B).

Before conducting the NGT exercise, the participants were mailed a copy of the issue statement, a description of the NGT process, an explanation of the definition of trends and events, and an explanation of the Applicant Development Program. The participants were asked

to reflect on some of the research about the issue, and develop a personal list of trends and events which may affect the issue of law enforcement recruitment strategies in the future.

Trend Analysis

Trends are estimations or measurements of social, technological, environmental, economic or political characteristics over time. They are gradual and long term. Trend information may be used to describe the future, identify emerging issues, and project future events.²⁴

The NGT exercise began with panel members participating in a round table discussion of the issue of law enforcement recruitment in the future, and trends they felt could affect the issue of an Applicant Development Program. The panel developed a list of 20 trends (Appendix C). Following the development of the list of trends, each participant was asked to privately list the top trends, which they believed could most impact (either positively or negatively) the issue.

The panel then was asked to forecast the direction they believed these trends were moving and the level of concern each trend they felt each trend had regarding the issue of recruitment in law enforcement. The current level of each trend was given a subjective value of 100. The panel was asked to give the trend direction from 5 years ago to 5 years and 10 years from now. The level of concern was given with 1 being the least amount of concern and 10 having the most concern with respect to the issue statement. A chart of the selected trends is shown in Table 2, and reflects the median score from all panelists.

T1: Interest in Law Enforcement Career

The NGT panel felt that interest in a law enforcement career by potential applicants in this region has been declining, and this trend would continue into the future. They indicated that

Table 2 – Trend Summary Table

Trends	-5years	Today	+5years	+10years	Concern
1. Interest in L.E. Career	150	100	75	75	8
2. Job Security in L.E. Careers	120	100	75	100	7
3. # Applicants Screened Out of Hiring Process	70	100	125	180	10
4. Availability of Affordable Housing	60	100	75	50	10
5. Attractiveness of L.E. Benefits	100	100	125	150	10
6. Level of Urban Development in Region	80	100	110	125	6
7. # of Gang Related Crimes in the Region	30	100	125	150	6

publicized police corruption, other career opportunities, additional academy standards, additional reserve officer standards, and increased competition among agencies has reduced the pool of potential applicants into local law enforcement agencies, and this trend would continue into the future. They felt that the addition of programs designed to solicit interest and used to educate potential applicants about the law enforcement mission, academic standards, and local jurisdiction opportunities may be useful. The panel felt that over time these programs would have a positive impact in developing interest in law enforcement careers.

T2: Job Security in Law Enforcement Careers

The NGT panel in their discussions felt that job security and stability has been a significant factor in the past in attracting applicants into law enforcement careers. The panel felt that job security was greater 5 years ago than it is today, and would continue to decline over the next 5 years. However, the panel also felt that this trend may be shorter term in nature as local government adapts to the current budget crisis, and the state of California institutes fixed income initiatives for local government in the future. The panel indicated that education of a potential applicant pool of the true levels of historical job stability and security would be critical in future

recruitment efforts to combat both real and perceived perceptions about the stability of a career in the law enforcement profession. The panel also felt that a recent trend by local government to not only freeze vacant positions, but also to issue layoff notices to law enforcement officers, may lead to a reduction in the potential applicant pool in the subject area in the near future. The panel indicated that they felt there would be an increasing number of potential applicants who may be more unlikely in the near future to enter a career where a greater perceived chance of being laid off existed.

T3: # Applicants Screened Out of Hiring Process

The panel felt that another significant trend in recruitment has become the increasing number of applicants who do not have the ability to meet the hiring standards of the industry. Applicants who proceed through the testing process, but are screened out during the background process for drug use, crime involvement, or gang activity is a trend the panel felt would continue to significantly increase in the future. This area was one of the three areas of greatest concern for the panel and they felt it was significant to the issue of recruitment and the ADP in the future. The panel participated in intense discussion over law enforcement hiring standards and potential outcomes if hiring standards become relaxed to create a greater applicant pool.

The panel indicated that a number of strategies are critical in this area. Local jurisdictions need to remain constant in their screening of applicants to ensure a high quality of officer in the future. The standards departments use for hiring need to be expressed clearly to potential applicants throughout the process. Both communities and local governments need to be educated about hiring standards and the restrictions they place on law enforcement agencies in hiring personnel. Most importantly, the panel felt that early education of youth who may become

potential applicants was critical to developing a larger applicant pool of qualified individuals in the future.

T4: Availability of Affordable Housing

The panel felt that the availability of affordable housing was a trend that would decrease significantly in the future. The panel also indicated this trend was of high concern in the ability to increase the applicant pool of the future. In the rural Mendocino County area, the cost of existing housing is higher than comparable housing in other areas of the state. These cost exaggerations, the panel felt, are because of limited growth desires of the community, open space initiatives, water availability issues, and building restrictions, especially in the coastal regions of the county.

Because of the isolation by distance from other areas, the panel felt that those who leave for educational purposes will be less inclined to return because of the availability of affordable housing. Reduced rural salaries, as compared to other regions of the state, translated to a potential applicant's ability to buy more "house," with an increased salary, in other regions of the state. The panel felt that further development of those potential applicants who stay in the region, obtaining less education at a community college level or those who directly enter the work force after high school, may be a critical strategy to enlarging the applicant pool of the region in the future.

T5: Attractiveness of Law Enforcement Benefits

The panel felt that law enforcement benefits (medical, working hours, and retirement) in a rural area were better than those of private industry professions. The panel felt the attractiveness of these benefits would increase in the future, as private industry reduces health care coverage and relies more on individual worker contributions for retirement packages. Law

enforcement benefit packages were of high concern to the recruitment strategies of the future. The panel felt strongly that these benefits should not be decreased, because they assist in recruitment efforts. Because law enforcement in rural areas does not have the ability to compete in comparable salaries with other urban areas, the importance of benefits in recruitment becomes highlighted.

T6: Level of Urban Development in Region

Historically, Mendocino County has been slower in the development of retail and commercial establishments than more urban areas. Residents often drive more than an hour to other regional shopping areas, or to enjoy recreational opportunities. But, as the panel indicated, this is only the tip of the issue: educational opportunities have been slower to develop, technology-related devices slower to be implemented in the region, and employment opportunities for careers have been slower to develop in the rural area. The issue of urban-type development within Mendocino County has been debated for some time. Some long-time residents have stated that “corporate-America” development is the end of the small town atmosphere. Others, especially the region’s younger residents, have expressed a desire for additional quality of life services closer to home.

The panel elected to include this trend in the NGT process because of urban development’s trend within the community and its impact on recruitment. The panel felt the level of urban development would continue to increase slowly throughout the region. This, the panel felt, was significant because when recruiting applicants of the future, their desire for these perceived quality-of-life issues will influence their decisions on choosing law enforcement agencies.

Because the panel felt this development would continue to be slow throughout the region, they felt that future recruitment strategies would need to include this trend. Future development of an applicant pool, the panel felt, should be aimed at those from the region who plan to stay, or those who desire the quality of life the area can provide, rather than trying to recruit those who desire to leave the area because of the slower pace of development.

T8: # of Gang Related Crimes in the Region

Although not directly related to recruitment, the panel felt strongly that the number of gang-related violent crimes is on the increase and this would impact law enforcement recruitment in the future. The panel felt that Mendocino County has experienced an increase in gang activity for a number of reasons: medical marijuana production in the region has significantly increased, Mexican Mafia gang members have used this increase as a screen to increase illegal production of the product, other counties within the state have sent youth gang members on probation or parole to rural counties to remove them from their previous environment, and the panel felt there is an increasing gang activity trend throughout the state. Recently, a local high school student was the victim of an attempted murder involving a gang element that has created greater interest within this area.

Because of these conditions, the panel felt that in the future, the need for additional officers would be created by the community's desire to put more officers on the street. These additional officers will lower the established applicant pool within the county, and create the need among the agencies to further develop their applicant pools of the future.

Additional Comments from the Panel

The topic of changing generational values (salary vs. service) was debated considerably among the panel members. The "play-station applicant" versus the "boy-scout applicant" became

the terminology in the debate amongst the panel members, and the next generation's interest in law enforcement careers. The law enforcement panel members indicated they felt that an increasing number of potential applicants were entering for salary reasons, rather than service reasons. While those panel members with a background in education, personnel hiring, and youth, indicated the opposite, seeing those with an interest in entering law enforcement in the future to be more service orientated than salary orientated. The panel acknowledged that it appears that the impact of generational values in the future of recruitment strategies may be difficult to forecast. The panel concurred that both service and salary may be equally important strategies for recruitment efforts in attracting the potential applicant of the future

Events

Events are unambiguous and confirmable. When they occur, the future is different. Event identification and analysis is critical in anticipatory planning. Following the development of trends, the panel was asked to list events, which they believed could influence (either positively or negatively) the issue. The panel came up with a list of fourteen events (Appendix D).

Once the list was developed, the panel members were asked to privately rank the top events that they believed would affect the issue. Panel members were asked to estimate the soonest an event could happen and the probability, expressed in a percentage, of an event happening five years and ten years into the future. Then the panel gave a numerical ranking (-10 to +10) of the impact such an event could have on the issue of the development of an Applicant Development Program and its impact on law enforcement recruitment in small isolated areas. The top events are shown on Table 3, and reflect the median score from the panelists.

Table 3 – Event Summary Table

Events	Year >0	+5 Years	+10 Years	Impact (-10 to +10)
1. POST Requires College Degree for L.E. Officers	6	0%	50%	-10
2. Rural Terrorism Event	1	40%	70%	+10
3. End of War on Terrorism	3	40%	60%	+5
4. PERS Significantly Reduces Retirement Benefit	6	0%	40%	-7
5. POST Eliminates Reimbursement for Academy Training	4	40%	50%	-5
6. Public Safety Sales Tax Initiative Passed by a Local Community	1	75%	90%	+8

E1: POST Requires College Degree for Law Enforcement Officers

The panel said that a number of jurisdictions throughout the state now require 60 college units for applicants entering law enforcement, and nationally some jurisdictions require a two or four year degree for applicants. The panel believed a POST requirement of a college degree for applicants would have a maximum negative impact of an applicant development program and recruitment in small isolated jurisdictions. This negative impact would be the result of a legislative requirement that decreases rather than increases a rural agency’s pool of potential applicants. The panel indicated that this event would not occur within 5 years, and has a 50% probability of occurring within ten years.

E2: Rural Terrorism Event

The panel indicated that some experts have predicted that a rural terrorism event is a likely event. Terrorists, by striking a less prepared rural area, would signal to the nation that terrorism could occur at any place, at any time, inciting fear throughout the nation. The panel felt that although this type of event would be horrific, it might increase interest in a law enforcement career from potential applicants. An applicant development program would have a greater degree

of participation, the panel thought, from the increased “service” orientation of potential applicants and their desire to serve a community in a time of need. The panel indicated that a potential recruitment strategy for the future might include local incidents where officers have made a difference. This approach would appeal to potential applicants based on the need from the community for those to serve their community. The panel felt that this event could first happen within 1 year, with a 40% probability of occurring within the next 5 years, and a 70% probability of occurring within the next 10 years.

E3: End of the War on Terrorism Resulting in the Reduction of the Armed Services

The panel indicated that a high proportion of armed services members are recruited from rural areas because of the limited education and employment opportunities within these areas after high school graduation. A reduction of the armed services at the conclusion of the War on Terrorism will produce a well-qualified applicant pool. The panel felt this event could occur as early as 3 years, with a 40% probability of occurring in the next 5 years and a 60% probability of occurring in the next 10 years.

An Applicant Development Program would be well suited to prepare these returning armed services personnel for a law enforcement career, and enlarge the applicant pool of the future. A recruitment strategy indicated by the panel would be to target personnel, through advertisements to local family members of the Applicant Development Program, and offer a similar program by mail so potential applicants could participate in distance learning. The panel indicated that this event had a 40% probability of occurring in the next 5 years and a 60% probability of occurring in the next 10 years.

E4: Significant Decrease in Retirement Benefits

The panel felt that PERS could, as a result of financial distress significantly lower retirement benefits for the law enforcement community. This event, the panel felt, would negatively impact rural agencies' abilities to recruit in the future. The panel felt that the current benefits, compared to the private sector, add to rural agencies' ability to recruit and an event that decreases this benefit would negatively impact agencies. The panel felt that this event would not occur in the next 5 years and had a 40% probability of occurring within the next ten years.

E5: POST Eliminates Reimbursements to Agencies for Academy Training

Another event the panel thought was possible was the elimination of academy training reimbursements to local agencies. This possibility, the panel felt, could result because of the current state budget crisis, and the emphasis of state legislators to switch the fiscal burden to local jurisdictions. The panel indicated that this event had a 40% probability of occurring within the next 5 years and 50% probability of occurring in the next 10 years.

This event would have a significant negative impact in the development and implementation of an Applicant Development Program. The panel felt the program had the most potential for the already-employed, best-talent individuals who could switch careers.

Reimbursement for academy training significantly assists agencies in hiring and sending potential officers to academy training.

E6: A Local Sales Tax Initiative for Public Safety is passed by a Mendocino County Community

Recently, a local public safety sales tax initiative was proposed by the City of Ukiah (March 2004). The measure narrowly missed receiving the mandated 2/3 vote, instead receiving 64.5%. Movement within the community has already started to place the measure back on the ballot. The panel felt that a significant event would be the passage of a measure within the

county. Once passed, the panel felt, the measure would serve as a benchmark for the other communities. These increased funding measures would, in the panel's view positively impact the development of an applicant pool. Potential applicants would realize a greater chance for employment, and be more inclined to participate in a Regional Applicant Development Program. The panel felt that this event could happen as early as 1 year, with a 75% probability of occurring in the next 5 years and a 90% probability of occurring in the next 10 years.

Cross Impact Analysis

A cross impact analysis of the trends and events was completed a week later with input from two members of the NGT panel. The cross impact analysis looked at each event and made an analysis of what effect it would have (either positive or negative) on the direction of each of the trends. Values ranged from -5 to +5. The cross impact data is shown in Table 4 and reflects the median score from the three panel members. A discussion of the events and their impact on the identified trends follows the cross impact table.

E1: POST Requires College Degree for Law Enforcement Officers

Having a college degree requirement (T1) for officers, the panel felt would significantly reduce interest in careers in law enforcement in rural communities because of the limited educational opportunities within the area. While the panel felt that the number of potential applicants would be reduced with a college degree requirement, they indicated that those who do apply would be more likely to meet the law enforcement hiring standards (T3). To attract individuals who have invested significantly in their education, the panel felt that local jurisdictions would need to increase both their benefits and salaries (T5). The panel indicated that the slower urban development patterns of a rural community may increase the difficulty of attracting younger applicants back to the area (T7).

Table 4 – Cross Impact Table

Event / Trend	T1: Interest in L.E. Career	T2: Job Security in L.E. Careers	T3: # Apps Screened out of Hiring Process	T4: Housing Avail.	T5: Attract. of L.E. Benefit	T6: Level of Urban Dev.	T7: # of Gang Related Crimes in Region
E1: POST College Degree	-5	0	+3	0	+3	-2	0
E2: Rural Terror Event	+4	+5	+4	0	+4	0	0
E3: End of War on Terror	+4	+1	+4	0	0	0	0
E4: Retirement Decrease	-5	+4	-3	0	+4	0	0
E5: Eliminate Academy Reimbursement	-3	+2	-1	0	-2	0	0
E6: Sales Tax Measure	+5	+5	+5	0	+4	0	0

E2: Rural Terrorism Event

Although any terrorism event is horrific, and an event no agency would want to occur, there may be a number of recruitment benefits associated with the event. If a local event were to occur, the panel felt that interest in the law enforcement profession would increase (T1), job security in law enforcement would not be a budget issue (T2), and with the increase in the number of applications, the law of averages would suggest an increase in those who meet law enforcement hiring standards (T3).

E3: End of War on Terrorism

With the end of the War on Terrorism, the panel felt the military would downsize its existing force and armed services personnel would return to the community. These personnel may be more inclined to enter law enforcement because of its paramilitary structure (T1). These personnel would be more likely to meet law enforcement hiring standards (T4).

E4: Significant Law Enforcement Retirement Decrease

The panel felt that a significant retirement decrease would lower both interest in a law enforcement career (T1) and reduce the number of applicants who meet law enforcement hiring standards (T3). The panel though felt that a significant retirement decrease would have a positive impact in creating greater job security in law enforcement (T2) and the level of other benefits they receive (T5) because of the additional dollars available at the local level.

E5: Elimination of POST Reimbursement for Academy Training

The panel felt that this event would negatively impact the level of interest in a law enforcement career by creating an additional barrier for entry into the profession. Local rural jurisdictions may not have funding to send applicants to the academy, and may instead attempt to recruit the smaller number of academy graduates (T1). The panel felt that job security may

increase because of local communities' significant investments in officers if they choose to continue sending applicants to the academy (T2), and that law enforcement benefits may be negatively impacted if funding is shifted towards training new officers (T5).

E6: A Local Sales Tax Initiative for Public Safety is passed by a Mendocino County Community

The panel felt that this event would have the most significant impact on 4 of the 7 trends listed in the NGT exercise. The panel felt that job interest would increase as applicants perceived a greater chance of entry (T1), and job security of law enforcement officers within the area would increase (T2). Because of the increased interest, the panel also felt that the number of applicants who meet law enforcement hiring standards would increase (T3), and law enforcement benefits would be more likely to increase with the additional funding (T4).

Alternative Scenarios

The trends and events selected by the panel and the cross impact analysis were used to construct three future scenarios. The scenarios depict a pessimistic future, a surprise free or normative future, and an optimistic future. The scenarios will later be used during the strategic planning portion of the project (Chapter 3).

Pessimistic Future

Ukiah's Finest? Hiring Questioned

Ukiah Daily Journal, September 22, 2009

Ukiah – If you missed the City Council meeting last night on local HDTV 3, or via the Council's new Web-Watch internet broadcast, you missed quite a show. Tempers rose at the City Council meeting as sides divided over the hiring practices spoke out.

Members of the Latino Coalition, frustrated over hiring practices, addressed the City Council stating the Ukiah Police Department is not representative of the over-40% Hispanic

community. The coalition expressed its desire to see a department reflective of the population it serves and demanded that the department hire only Latino officers in the future to fill its ranks.

The Police Chief appeared frustrated, stating that the hiring pool for applicants has declined significantly over the last decade (T1). “Ever since the layoff of three officers in 2004 (T3), the interest in the department has declined significantly,” the Chief explained. “Staff has reported this trend a number of times to the Council over the last few years,” the Chief said. “As I have reported each year in budget hearings, since state budget cuts removed funding for the Academy early in 2008 (E5), I have had a difficult time recruiting. Once a promising applicant with the education necessary leaves our community and pays on their own for the academy, it has been extremely difficult to entice them back. Our salaries just don’t compare with Sonoma County and the Bay Area. What we need is additional funding so we can recruit and hire local applicants, and sponsor them to the Academy.”

The Latino Coalition representative expressed their aggravation, “Our community is extremely concerned, gang violence is hurting our community (T8), and your officers do not have the ability to speak Spanish to either the criminal element or the victims of the majority of the crimes. We demand the City Council act immediately on this issue”

Council members asking for the ethnic and gender breakdown from the most recent testing process were shocked to learn that out of the last 10 applicants only 3 were Hispanic males, and two were females, one being Hispanic. One of the Council asked aloud, “Why can’t we just then hire one of these Hispanic individuals?”

The Chief responded, “Well, I would have if I was able to. Six of the ten that applied were hired by other departments before our department could complete their backgrounds. The

other four were unable to pass our background investigation (T3). Every department on the Highway 101 corridor is competing for these same people.”

One council member asked the Latino Coalition if they would support a Public Safety Tax Initiative (E6). The Latino Coalition representative responded, “It has been our position that sales tax increases significantly impact those with the least money. It is difficult for us to support a measure which impacts those we represent.”

The Police Chief responded to the Council and the Latino Coalition, “I have been working closely with you both on this issue. But, as you know, this is a regional problem within Mendocino County. We cannot continue to compete for those few academy graduates with Sonoma County and the Bay Area. If funding existed, we could identify those from our own community who would be successful as officers and pay for their training.”

Council ended the discussion by asking for the Chief and the Latino Coalition to work towards crafting a new sales tax initiative. Both agreed to meet and work towards this goal.

Normative Future

September 22, 2009 - City Manager’s Office

“Well CM, we have funded this Applicant Development Program for five years now at a cost of \$10,000 per year. That’s a total cost of \$50,000 dollars, including this year.”

“I know, Chief,” the City Manager responded, “but we have never realized a return to the budget levels we had prior to the state budget crisis in 2004 and 2005. You know better than most. The state took away the VLF funding a second time and traded sales tax revenue for property tax dollars. I stretched to fund this program thinking that the public safety tax increase would have passed by now (E6). Has the investment in the program been worth the cost?”

“You know CM, it costs us between 80,000 and 100,000 dollars before an officer can be effective on the street. With POST not paying for academy training (E5), we foot the entire bill. With our recent retirements, and the additional positions the Council authorized, the ADP program has helped us identify all of these new officers (T3). These new officers are all bilingual, and a needed addition for the department. Had I just hired officers without the program, and one failed because we did not help develop their skills, it would have cost the city more than the entire program.”

“Chief, I understand, it’s just that how can we afford to continue paying to identify and train potential applicants who are leaving and going to other departments. You have developed a large applicant pool now (T1), but as the Police Officers Association (POA) pointed out, we are seeing some of the best qualified from this pool leaving and going to other departments. The POA asked that I raise salaries. I can’t raise salaries; I can’t afford 3% at 50 retirements now (T6). How can I raise salaries to compete with Sonoma and Santa Rosa? Maybe it would be best to cut this from next years budget we will not be hiring for at least another year.”

“You know, CM, when we started the program we wanted to take a more regional approach. The other agencies participated for a while, but dropped out for the same reasons. They are now all having a hard time finding officers for their departments. I talked again with Mendocino College about taking over the administration of the program. That way, potential applicants would pay a small fee to attend and the college would advertise in their semester catalogs. They also have excellent facilities. This partnership would allow me to eliminate the meeting room and advertisement costs from the budget. I think if you contacted the other City Managers and endorsed the program; the college would consider it with the backing of all the departments.”

“It may Chief, but we also need to look at other ways to reduce the budget. Is there anything we can remove?”

“We could remove the overtime for the officers making it all happen. But, CM, I think that’s a bad move. The people attending now attend in the evenings and weekends. For the most part, they are all employed. These are the people I want: good quality, hard working, responsible people from our community. The officers work with them to identify areas they need improvement, help them understand the testing process, and most importantly to establish connections with these potential applicants (T1). These connections are the real positive out of this. They allow us to sell the department even with our reduced salaries. I know some leave, but we have hired really good officers as a result of the program. We cannot afford a full-time recruitment officer. That overtime allows the department to have many recruitment officers.”

“Chief, let’s work on this partnership approach. I’ll fund this the remainder of the year, but we may need some other source of funding for the program in the future. Would you also look into any grants or asset seizure funds we could use?”

Optimistic Future

Mendocino County Receives Governor’s Award for Excellence

Ukiah Daily Journal

September 22, 2009

Ukiah – Representatives from the Cities of Fort Bragg, Ukiah, Willits, Mendocino County, Mendocino College, and the Mendocino Private Industry Council were all on hand last night at the City of Ukiah Council meeting to receive the Governor’s Award for Excellence.

The Governor said that the region’s unique job preparation program has become a model for its innovative approach to identifying and developing adults and youth for careers in

government and public safety. Using a partnership approach between all of these agencies, the program has developed a dramatic increase in interest in government careers, especially police and fire services (T1).

Established in 2005, and expanded in 2008, this program is administered through a cooperative agreement between the participating agencies. The agencies provide funding for the two full-time college personnel who run the program. They hold regular Applicant Development Program workshops throughout the region to develop interest in governmental service careers.

At the workshops, participants learn specifics about careers in government, learn the hiring criteria, and participate in testing and assessment center exercises.

Ukiah's Mayor said, "Back in 2003, we saw a need to develop interest in careers in government. Our areas' best qualified people were leaving for better salaries in other areas or private industry. Many also felt that they could not compete for the positions. This program has opened doors throughout the community for service-oriented people to enter government, and has been a tremendous boost for the law enforcement and fire departments in the region. Today, we see more qualified individuals applying than we have ever seen (T3). Some still leave the area, but I am proud of the quality of person we are now hiring into government service."

Some say the programs success comes from its unique partnership approach with Mendocino College and the Mendocino County Private Industry Council (MCPIC). Participation in the program does not end with the applicant development workshops; if individuals need further training in specific skills, the program coordinators work closely with Mendocino College and the applicant.

MCPIC is a non-profit agency that receives federal funding and private grants. It has the ability to fund this additional training for applicants if they cannot afford it on their own. A

number of the officers and firefighters hired through the program said they received their academy training through funding from MCPIC.

One of the County Supervisors said, “I did not think that the public safety sales tax initiative would pass in Ukiah (E6), after failing the first time. Sadly, the destruction of the Golden Gate Bridge by terrorists changed all that (E2). After the initiative passed in Ukiah, it created momentum throughout the county to increase funding for public safety. It is these dollars that now fund this program.” The supervisor added, “And, a program the community can be proud of.”

Hearing the Supervisor’s comments the Mayor was quick to add, “Did you know that we spend 80,000 to 100,000 dollars to train each police or fire applicant? With the costs of training so high, we found it was cost-effective to participate in a program where we had the ability to pre-train those interested in a public service career. We now have the ability to hire those who are most successful in the program, which helps us to eliminate new employees failing the training programs. This partnership between government, the college, and non-profit not only has developed a large pool of highly qualified individuals, it has help many people achieve careers they did not think were possible.”

For more information about the Applicant Development Program, and how to become involved, contact City Hall, County Personnel, or Mendocino College.

In the following chapter, a strategic management plan will be discussed for the implementation of a regional applicant development program. The strategic management plan will include the trends and events listed in this chapter, and strive for the optimistic scenario determined from the NGT exercise.

CHAPTER THREE

STRATEGIC PLAN

Introduction

The purpose of strategic planning is to improve an agency's chances of reaching a possible future outcome. Strategic planning is a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is now, what it is doing now, and why it is doing it; with a focus on the future and a desired set of outcomes. It is a long term, future oriented process of assessment, goal setting, and strategy building that charts a path between the present and a vision of the future. It relies on an analysis of an organization's strengths and weaknesses relative to dealing with an issue in the future. Strategic planning takes into consideration the organization's capabilities and the internal and external environment. Lastly, strategic planning, though described as a discipline, does not typically flow smoothly from one step to the next. It is a creative process, and the fresh insight arrived at today might very well alter the decision made yesterday.²⁵ Recruitment strategies for the future are a strategic planning issue.

The future is not certain nor can it be predicted. In fact, any number of possible futures exists. Because of this, the process of strategic planning has been described by John Bryson, a leading strategic planning expert, as a roller coaster ride rather than a ride on a straight train track. Both reach a destination, but one has many dips and curves from external sources along its path. What is important is that no matter the ride, an organization picking a path and planning for the future is better than an organization just waiting for a train to reach a destination it does not desire.

In developing a strategic plan for transitioning from the present day model of law enforcement recruiting, to the future, the optimistic scenario will be used. This strategic plan is for a regional applicant development program for the law enforcement agencies of Mendocino County; Fort Bragg Police Department, Ukiah Police Department, Willits Police Department and the Mendocino County Sheriff's Office. However, the lessons learned and the strategies developed can be used by other rural isolated law enforcement regions for their recruitment of personnel.

Organizational Description

Mendocino County is located in the northern coastal region of California, approximately 100 miles north of the San Francisco Bay Area. The county comprises 3,510 square miles of land making it the 15th largest county in the state. The Coastal Mountain Range, a geographic barrier, divides the coastal region from the inland region. The county has a population of 86,265 people according to the 2000 census. Approximately two-thirds of the population within the county resides in the inland area between Ukiah and Willits. The other one-third of the population resides along the 129 miles of the Mendocino coastal region.

The Cities of Ukiah (to the South) and Willits (to the North) serve the inland area. The City of Fort Bragg, 90 minutes away from the inland area by car, serves the Coastal region. Mendocino County offers attractive alternatives to urban life, but the depressed economy forces many residents to commute long distances to work, school, services and child care, and to often work below their skill and salary levels.²⁶

The Cities of Willits and Fort Bragg Police Departments have an authorized sworn staff of 15 officers each. The City of Ukiah Police Department has a sworn staff of 27 officers. The Mendocino County Sheriff's Office has a sworn staff of 60 sworn deputy positions, which is

broken into three geographical areas, Coast Sector (Fort Bragg Office), North County Sector (Willits Office), and Ukiah Sector (Ukiah Office), and operate a number of resident deputy positions in the coastal and most northern regions of the county.

In small agencies of this size, it is common for personnel to have multiple responsibilities and job functions. As an example, the Chiefs of these small agencies are actively involved in the recruitment, hiring, and sometimes training of personnel, job functions that would be delegated among many different personnel in larger organizations. Of the 4 regional agencies used in this study, only two have designated part time departmental training managers. All four agencies rely on their government's personnel departments for a number of their recruitment and hiring activities.

Vision, Goals and Objectives

The difference between where we are (current status) and where we want to be (vision and goals) is what we do (target objectives and action plans).²⁷ As this statement shows, setting goals and objectives builds on the previous steps of visioning and taking stock. Goals are simply a clearer statement of the visions, specifying the accomplishments to be achieved if the vision is to become real. The target objectives are clearer statements of the specific activities required to achieve the goals, starting from the current status. To address the issue of how a regional applicant development program would affect hiring qualified officers in a small isolated community, the following vision, goals and objectives were established.

Vision Statement

Increase the number and quality of the future law enforcement applicant pool through the use of a Regional Applicant Development Program.

Goals

- The applicant pool of the future should not only be larger, but also better qualified for entry into the profession;
- The applicant pool of the future should be both ethnically and gender representative of the projected future community being served;
- The applicant pool of the future should be developed through an applicant development approach rather than the current advertise and wait approach.

Objectives

- A regional approach to increase participation.
- Assist as many individuals as possible through the process with experiential learning.
- Ensure quality of applicants through education of hiring standards.
- Target local, already employed, best talent individuals.
- Partnerships with Mendocino College and Mendocino Private Industry Council to provide alternative learning resources for those participants.
- Develop loyalty of applicants to region through mentoring.
- Stress Regional Benefit Packages, Salary Comparisons of other careers in the region, Stability of Profession to Applicants.
- Stress Service to the Community and the Officer – Community Connection.
- Allow for a distance learning Applicant Development Program assistance to “recapture” those who have left our area, but desire to return.
- Promote those who succeed through the program, to entice further participation. The, “If they could do it, so could I,” factor.

Organizational Analysis

Because of the conditions within the County, it appears that Mendocino County agencies are well suited to develop and support an applicant development program for the region. As indicated in Chapter One, the four law enforcement department heads within the region have expressed difficulty in finding qualified applicants for their agencies. Each has expressed interest in expanding the pool of applicants from which to draw upon. And, each has expressed a desire to develop and hire local members of the community. These applicants, because of their connections with the community, will be more motivated to stay and make a difference in the community.

In conducting an organizational analysis, in this case for a regional program, agencies must first analyze external factors, which can affect their ability to accomplish the mission. Second, an internal organization analysis is required of the strengths and weaknesses of the affected agencies. The internal and external analysis used in this project follows WOTS UP framework. The internal factors of Strengths and Weaknesses are examined and the external factors of Opportunity and Threats are examined.

Internal Strengths

- A strong need presently exists within the region to find new ways to both locate and develop a larger and more qualified applicant pool for the future. This motivator will be the regions' greatest strength in building a cooperative network to work on the issue.
- As a smaller region in size, and resources, the four agencies of the region have a vast amount of institutional experience in working collectively together to solve pressing issues facing the community.

- Because of the hiring cycles of each of the four participating agencies, it would be possible to conduct the workshops in different areas of the county to correspond with those about to or entering a hiring cycle.
- Members of each of the participating agencies already have a working relationship with Mendocino College, and the college has expressed a desire to participate in an Applicant Development Program.
- As previously noted, each of the CEOs of the participating agencies have expressed a strong desire to participate in a program to enlarge the recruitment pool.

Internal Weaknesses

- Because of the current financial condition of the region, and the difficulty in forecasting a true recovery, the participating agencies may not desire to take on another fiscal burden.
- Because of the limited human resources of the agencies, it will be difficult to identify and send recruiter officers on a regular basis.
- As some department heads have already expressed, departments within the region have recruited and hired personnel from other agencies in the past. In the beginning, one of the primary weaknesses of the agencies will be their suspicions that the best applicants being developed are being recruited by the other participating agencies.

External Opportunities

- The potential applicant pools in this region are smaller in nature due to population size of the area and the significant distances between other urban areas. However, the probability of impacting a potential applicant pool could potentially increase because of limited other employment alternatives for those who may wish to pursue careers in the law enforcement arena.

- The communities within the region have expressed a genuine desire to increase the level of law enforcement personnel. The number of personnel each agency is currently authorized has not been raised in over 30 years, while their demands for service have risen significantly.
- Throughout the region, law enforcement has been questioned about its ethnic diversity, and its ability to provide service to a growing portion of the community.

External Threats

- Potential applicants may avoid law enforcement as a career, due to the fear of job security. [A number of the jurisdictions have recently imposed hiring freezes of existing authorized positions and have discussed layoffs of additional personnel.]
- External activist groups may influence or derail an Applicant Development Program by demanding hiring quotas of specific agencies. Agencies may not wish to participate in a program if they felt their hiring decisions of finding the best qualified applicant were being questioned.

Stakeholder Analysis

Stakeholders are groups or individuals or agencies that may be impacted by what you do or who may impact what you do. They can provide support, oppose, or be indifferent to change. The following is a list of key stakeholders in the creation of a regional applicant development program, and the critical expectations each may have in the development of the program.

Chief Executives (from each agency)

- For each of the agencies involved, and the continued support for an Applicant Development Program, executives will need to realize both an increase in the potential applicant pool and an increase in the number of qualified applicants.

Program Coordinator

- One program coordinator, selected by all the CEOs, will be required to schedule, organize and supervise the overall functions of the program. For the program's success, it is imperative that the Program Coordinator represent equally each of the participating agencies and their unique hiring needs to ensure continued participation.

Program Managers (from each agency)

- One project manager will be needed to represent each of the participating agencies. The responsibility of the Program Manager will be to communicate the needs of the participating agency to the Program Coordinator, and work with other members of their department to deliver mentoring assistance to participating potential applicants.

Human Resource Departments (from each jurisdiction)

- Although not directly participating in the applicant development program, it will be critical that each of the human resource departments be kept involved in the process. This involvement will be critical to ensure that hiring procedures and rules used during the actual hiring process are followed.

City Managers / County Executive Officer

- Although not directly involved in day to day operations, the chief executives of each jurisdiction are involved in the budgetary decisions of law enforcement. These CEOs have a veto power over expenditures and must be informed and involved in both the expenditures for the program and the program's outcomes.

Mendocino College

- To participate in the program, Mendocino College will need to ensure that the program is fiscally self-sufficient and that the number of enrollments for each workshop does not fall below their acceptable 12-person-per-class or workshop rule.

Mendocino County Private Industry Council (MCPIC)

- MCPIC serves a segment of the population based on current income levels or employment status. Potential applicants referred will need pre-screening to ensure they meet MCPIC requirements.

Commission on Peace Officer Standards and Training

- Agencies would need to continue to meet POST hiring guidelines in their employment practices.

Community Groups

- External activist groups may influence positively an applicant development program due to shared common goals between these groups and law enforcement. Others may derail an applicant development program by demanding hiring quotas of specific agencies. Agencies may not wish to participate in a program if they feel their hiring decisions of finding the best qualified applicant were being questioned.

Individual Potential Applicant Participants

- Individuals participating in the program will need to realize success. If departments proceed with a program, participants fully complete a program, and then departments elect to hire from outside of the program (a lateral applicant as

an example), participants will feel the program did not realize its advertised promise.

Snaildarters

Snaildarters are individuals or groups who may impact a decision or disrupt any change because their input or concerns were not originally addressed or considered by the group making changes. For this stakeholder analysis, both community groups and individual potential applicant participants were considered as possible snaildarters.

As indicated above, a community group may not feel their agenda or cause is receiving proper consideration. Agencies may, if questioned regarding specifics of hiring one person over another, decline to continue participation in the program. In addition, individuals completing a program may have false expectations of receiving the next open position based on their participation. In both cases, agencies will need to remain within full compliance of existing hiring practices and laws during job testing.

Strategy Development

For the successful implementation of an applicant development program and its desired vision of creating a larger and more qualified applicant pool in the future, three alternative strategies were considered.

Regional / College Partnership Approach

This approach allows full participation by each law enforcement agency within the region. A partnership with the region's local community college would add valuable resources to the program. Acting as the program coordinator, the college is well suited to provide learning facilities, staff, and advertisement for the program. Each agency would be assured of equal representation in this format.

The community college from its unique mission (to provide job training education, as well as preparation for a 4 year degree) has a large student base, and has the ability to reach the entire region's potential applicant pool. Lastly, the college has other resources for those potential applicants who identify areas where additional training is needed.

Regional Approach

Without college participation, the region's agencies (or a smaller number of these agencies) could facilitate a regional applicant development program. In this scenario, overall program coordination responsibility would need to be determined by the participating CEOs. One advantage of this approach would be that the workshops could be facilitated in the locations where recruitment was currently occurring.

Individual Agency Approach

Lastly, a single agency could conduct an applicant development program without the participation of the other agencies. While this approach offers greater flexibility for the agency, it is anticipated that this approach may not encourage the level of participation among potential applicants that a regional approach may offer. If potential applicants perceive greater competition for few available positions, they may be less interested in participating.

Implementation

In order to implement the selected regional/college sponsored applicant development program, a plan that would involve all the stakeholders and the strategies previously discussed will have to be developed. The Ukiah Police Department has already informally met with each of the potential agencies, Mendocino College, and a number of potential applicants to gauge interest in proceeding with a regional applicant development program. A true need exists within the community for change, and each of the involved parties has expressed genuine desire to

proceed in the development of the program. In order for the regional applicant development program to move forward to meet the vision, goals and objectives of the issue, three implementation strategies will be needed.

Coordination among Participating Agencies

Each participating agency will need to understand the applicant development program, its strengths in developing an increased applicant pool for the future, and the commitment, funding in personnel and associated costs, and resources necessary by each agency for implementation.

Coordination among Partner Agencies

Each of the partner agencies (Mendocino College, MCPIC) will need to have a clearly defined list of responsibilities associated with their part in the program, and a clear indication of financial impact, if any to their organization.

Community Groups and Potential Applicants

It is critical that groups which may have an interest in the outcomes of the program, and potential applicants of the program have a clear voice in the development and implementation of the applicant development program. This participation early in the process will be critical for their endorsement and participation in the process.

Cost Analysis

Cost associated with a regional applicant development program will vary depending upon the commitment of the participating agencies. As forecasted in the scenarios, cost will be associated with a number of factors, administrative overhead, personnel, facility use, advertisements, and materials (sample tests, handouts). The single most expensive cost associated with the program will be overtime expenses or on-duty personnel costs associated

with the program and additional follow-up for mentoring program applicants and applicant referrals to additional resources.

In the following chapter, transition management techniques are discussed for planning and implementing the strategy developed in this chapter for a regional/college partnership approach to the applicant development program. Transition management involves the leadership of an organization and implementing changes within an organization's mission, goals and objectives.

CHAPTER FOUR

TRANSITION MANAGEMENT

Introduction

Transition management is planning for and implementing change within an organization. In the previous chapter, the issue of a regional applicant development program was examined by looking at the internal and external environment. The organization's readiness for change was analyzed by looking at its strengths and weaknesses. In this chapter, the process of change will be studied, by examining what is needed for commitment, management, and leadership, in order to implement a regional applicant development program.

Commitment Planning

There is a critical mass of individuals or groups whose active commitment is necessary to provide the energy for change to occur.²⁸ In the previous chapter, key stakeholders of this issue were identified for the implementation plan. Some of these key stakeholders will be needed to form the critical mass, or energy needed to affect a change in law enforcement recruitment within the region. Some of the key stakeholders will also have more of a role in implementing change than others. As an example, Mendocino College and MCPIC already perform career guidance and educational assistance to the potential applicant pool. Yet for the development of an applicant development program, each agency desiring to participate will have a key role in its implementation. Lastly, some of the key stakeholders may have a resistance to this change. To determine essential roles in this change, and any anticipated resistance to change, a commitment planning chart was prepared (Table 5). In Table 5, an X is used to designate the current position of each stakeholder, and an O to designate the desired position in order to accomplish this transition.

Table 5 – Commitment Charting

Key Player	No Commitment	Let it Happen	Help it Happen	Make it Happen
Mendocino SO		X	O	
Fort Bragg PD		X	O	
Ukiah PD			X	O
Willits PD		X	O	
Mendocino College		X		O
MCPIC		X	O	
Community Groups	X		O	
Potential Participants	X		O	

Because the author is employed by the Ukiah Police Department, this department’s role in obtaining critical mass will be essential to moving the participating agencies to a position of supporting and endorsing the program. Also, because of Mendocino College’s critical role in the overall coordination of the program, their active assistance in making the program happen will be essential.

As discussed in the previous chapter, both community groups and potential participants may be resistant to this change. It is anticipated that some community groups may wish to place constraints on the hiring process, through the applicant development program, that would negatively impact participating agencies. It is also anticipated that some potential participants may feel cheated if agencies choose to hire lateral applicants rather than participants.

Through inclusion in the planning process, and education about strict hiring laws, it is anticipated that this resistance can be honored and neutralized for community groups. By ensuring that the rewards of the program include the development of skills for participants to apply at any law enforcement agency and they are provided with alternative paths for career success, involvement in the program (without being hired) will have value.

Implementation

John Kotter describes an eight-step process for creating major changes in his book, *Leading Change*.²⁹ These eight steps are:

- Establishing a Sense of Urgency,
- Creating the Guiding Coalition,
- Developing Vision and Strategy,
- Communicating the Change Vision,
- Empowering Broad-Based Action,
- Generating Short-Term Wins,
- Consolidating Gains and Producing More Change,
- Anchoring New Approaches in the Culture.

In proposing an implementation plan for the development and introduction of a regional applicant development program, this eight step process acts as a guide. The sense of urgency to increase both the quantity and quality of the applicant pool in the region exists today. How the region moves forward is the next step in the process.

One technique to determine “who-will-do-what” in this process is called responsibility charting. Responsibility charting clarifies behaviors that are required to implement important change tasks, action and decisions (Table 6). To chart these behaviors, both the implementation steps and the participating stakeholders are listed. The chart indicates a “R” for the stakeholder with responsibility for an action, an “A” for those who must approve the action, a “S” for those who must support an action, an “I” for those who must be informed, and “–” for irrelevant to the issue.

Table 6 – Responsibility Chart

Actors Acts	CEOs of Agencies	Program Coordinator	Program Managers	Human Resource Depart.	CEOs of Jurisd.	Mend. College	MPIC	Community Groups
Urgency for Project	R	-	-	S	A	A	I	I
Create a Coalition	R	-	-	S	A	S	I	I
Identify Program Coordinator	R	-	-	S	A	S	I	I
Identify Program Managers	R	S	-	I	I	I	-	-
Develop Common Vision	A	A	R	S	A	S	I	S
Develop JPA	R	S	S	S	A	A	A	S
Empower Action	R	S	S	S	A	A	S	I
Develop Program - Curriculum	A	S	R	S	I	S	S	S
Identify Recruiters & Mentors	A	S	R	I	I	I	I	I
Train Recruiters / Mentors	A	R	S	S	I	S	S	-
Schedule 1 st Workshop	A	R	S	I	I	S	S	I
Advertise 1 st Workshop	A	R	S	I	I	S	S	S
Generate 1 st Hire from Program	R	S	I	S	I	I	I	I
Advertise 1 st Win	A	R	I	I	I	I	I	I
Consolidate / Evaluate Gains	A	R	A	A	I	S	I	I
Make Changes	A	R	A	A	I	S	S	S
Anchor New Approach	A	R	A	A	I	S	S	S

“R” for the stakeholder with responsibility for an action, but not necessarily authority

“A” for those who must approve the action, has authority to veto action.

“S” for those who must support an action, has to provide resources for the action.

“I” for those who must be informed or consulted before the action.

– Irrelevant to the particular issue.

The responsibility chart illustrates that communication and coordination will be critical in developing a regional applicant development program. Each step in the process will require approval from each of the participating agencies. In addition, coordination of these tasks will be essential and time intensive.

The first key step in the process will be creating a coalition and a forum for all the participating parties. One model currently in place for the region to consider is the Mendocino County Major Crimes Task Force Oversight Committee. This committee of participating department heads meets monthly to oversee Task Force matters. A similar committee format, with reports from the responsible parties, would allow for communication and coordination efforts to exist.

Once a forum is established the identification of the program coordinator and program managers will be a key step in the process. These individuals will have the responsibility in creating the course curriculum, and eventually be active in the presentation of the workshops.

Finally, the first hire from the program will be a key step in anchoring this approach into the recruitment of applicants in the future. Once established, the program's successes can be encouragement for greater participation.

Evaluation

As indicated in the responsibility chart, evaluation of the program will be essential to its success in the future. Evaluation should include the following factors:

1. Number of participants enrolled in the program.
2. Number of graduates competing for open positions.
3. Success rate of applicants being hired.
4. Success rate of applicants completing probation.

5. Participant evaluations of the process, recruiter-trainers, and mentoring activities.
6. Cost and Benefits, “How much does it cost to train and hire each successful applicant?”
7. “Does this program provide a valuable service to potential applicants, the community, and the participating agencies?” (evaluated by all parties, through evaluation forms given to the participants, surveys within the community, and evaluations provided by individuals within participating agencies, including the CEOs, and FTOs.)

In this chapter, commitment planning, implementation, responsibility charting and evaluation, in the creation of a transition management plan were discussed. An applicant development program will require communication, coordination and cooperation for its success as a regional program. In the last chapter of this project, recommendations for the future, implications for leadership and conclusions regarding the effect of a regional applicant development program will be discussed.

CHAPTER FIVE

CONCLUSION

Project Summary

The purpose of this project was to look at one possible solution, a regional applicant development program, as a way for rural isolated communities to develop or foster law enforcement applicant pools of the future.

Mendocino County was selected as a model of a typical small isolated community for this study. This distinction is noteworthy for the purposes of this project. The potential applicant pool in this area is smaller in nature due to the significant distances to other urban areas. However, the probability of impacting a potential applicant pool could potentially increase because of limited other employment alternatives for those who may wish to pursue careers in the law enforcement arena. The recruitment strategies, and the potential regional applicant development program solution, could be applied to any region that is experiencing similar trends in thinning applicant pools, and a decreasing number of applicants who meet law enforcement's strict hiring standards.

Findings

Research indicates that in the future law enforcement recruitment efforts will be much more important than today. Just advertising for open positions will not be an effective strategy for law enforcement agencies in the future. And, agencies will most likely have to do more than just offer a competitive salary or an attractive benefit package to entice applicants to their agencies in the future. Departments will need to find new ways to develop both interest in their individual departments and careers in the law enforcement profession. Lastly, departments

throughout the state will need to develop an applicant pool from a growing diversified population.

When surveyed about internship programs for this project, the California Police Chief's Association, the Command College Alumni, and the executives of Mendocino County, reported a surprisingly common theme. Executives expressed a need to establish a formal system, similar to the fading reserve officer system, for identifying and developing top-talent individuals for their agencies.

While a study of the future impacts of increased training for reserve officers would take an additional report, the purpose in this project was different. The purpose of this study was to see what alternatives existed, if any, that small departments could utilize instead of a reserve program, for the development and enlargement of the applicant pool of the future. It appears from the research that a new idea, a formal applicant development program, will meet these needs to enhance both the potential applicant pool, as well as the quality of the applicant in the future.

The executives of Mendocino County and the Nominal Group Technique panel all indicated that this new idea had merit. They were also excited about a possible future similar to the vision of the future created from this alternative solution. And, while the NGT panel forecasted a mixture of promising and not-so-promising trends and events, it appears that an applicant development program could make a difference in either the pessimistic, normative or (hopefully) the optimistic view of the future ahead.

The goals of this vision were:

1. The applicant pool of the future should not only be larger, but also better qualified for entry into the profession;

2. The applicant pool of the future should be both ethnically and gender representative of the community being served;
3. The applicant pool of the future should be developed through an applicant development approach rather than the current advertise and wait approach.

With these goals in mind, the introduction of an applicant development program was easily understood and accepted by everyone within the region. With the need for change so commonly shared, a critical mass of energy for change has developed quickly. The vision of the future within the region has suddenly, rapidly changed in a new and promising direction.

Though change is based on an existing need, the strategic plan and the transition management plan both contain a common theme. Cooperation, coordination and communication will be vital to the future success of a regional applicant development program. Mendocino County agencies are well suited for this task, having experience working cooperatively to share resources and abilities.

The future may still be unwritten, but through futures planning, and a need to change, the future appears clearer.

Recommendations for the Future

As discussed in Chapter One, a number of calculations about the future are possible.

These include:

- The need for many new additional officers,
- Officers for a more culturally diverse community,
- Officers who will have a greater sense of mission and contribution to their community (Generation Y),

- A greater need to remove both real and perceived barriers to entry into the profession, and
- A need to go out and lead potential applicants towards the profession, rather than waiting for them to apply.

Hopefully, the research done on this project may spark research in other areas. Research on the elimination of both perceived and real job entry barriers would significantly assist departments in the recruitment efforts. Research into the qualities, and recruitment tactics for the next generation of officer would help departments reach the applicant pool of the future. And, a study of testing methods to determine an individual's future dedication to service would be extremely helpful.

Conclusion

A few years ago the Oakland Athletics professional baseball team, had the 2nd lowest payroll in all of baseball. A new general manager was hired when the team was bought by new owners. He was tasked with winning baseball games, but... as they told him... don't raise the payroll to do it. Billy Beane's future, and the A's future were tied to this question: What do you do when your opponent is spending three times what you're spending and he has more in reserve?

Billy Beane's response: "What you don't do is what they are doing; they will beat you every time." In 2002, just a few years after Beane took over the team, the A's set a new record for consecutive wins and were one of the most successful teams in baseball. Beane found that alternative solutions could be powerful factors in shaping a successful future for an organization. His approach was simple: alternative solutions can allow an organization to expose preexisting illusions to solving problems.³⁰

Scanning points to a human resource crisis in the future and law enforcement will continue to need additional officers during this crisis. The question for small isolated law enforcement agencies in the future may be similar to Beane's: What do you do to find the right person, at the right time, with the right skills, when everyone else is spending more money to do it?

The idea of a regional applicant development program is one alternative solution to this issue in the future. An alternative, which as the research indicates, will help shape the future of law enforcement recruiting.

Answering the Issue

The purpose of this project was to answer this question: How will a regional applicant development program affect hiring qualified law enforcement officers in small isolated agencies by 2009?

A regional applicant development program will offer small isolated agencies these benefits:

1. Assist departments in identifying top-talent individuals for recruitment.
2. Expand current potential applicant pools of the future, by opening the door to the law enforcement testing process for additional potential applicants.
3. Increase the success rate of those successfully completing probationary periods, by identifying a potential applicant's weaknesses early, and mentoring applicants in ways to improve their performance.
4. Provide small departments with a cost-effective way to develop recruiter-applicant relationships for their organizations.

5. And, provide a valuable community service to potential applicants, the community and the participating agencies, which will:
 - a. result in greater interest from community members in their respective departments,
 - b. provide the community with a sense that the department is truly recruiting from the community it serves,
 - c. and, increase both the quality and quantity of potential applicants for a participating agency.

Although an applicant development program is not the only answer to the recruitment issues of the future, its use by small departments appears to be valuable. While conducting this project, the author learned of larger jurisdictions that have similar programs in place to increase potential applicant pools. As mentioned in Chapter One, Aurora Police Department, Colorado, has begun to experiment with a similar program. And, recently, the author learned that Sacramento Police Department is about to institute a similar type of applicant workshop program for potential applicants. While these large departments begin to implement such programs, it is the smaller departments that may benefit the most by the development of an applicant development program.

While smaller departments hire more infrequently than larger departments in more urban areas, the potential applicants in small rural areas have less educational and career opportunities. The applicant development program has the ability to potentially impact a greater portion of the smaller jurisdictions' community, to prepare potential applicants for careers in law enforcement. Most importantly, it will give smaller agencies a tool to find the right person, at the right time, for the right job.

AGENCY NAME	NUMBER OF SWORN OFFICERS	RESERVE PROGRAM	AFFECT SINCE 1999?	1999	2003	RECRUITMENT TOOL	INTERN PROG?	PARTNER?	LENGTH	CURRICULUM	GREATER DIVERSITY	DECLINED INTERN
Willits	14	No	Yes	0	0	No	No	N/A	N/A	N/A	N/A	N/A
Kerman	15	Yes	Yes	6	1	Yes	No	N/A	N/A	N/A	N/A	N/A
Coalinga	19	Yes	Yes	2	2	No	No	N/A	N/A	N/A	N/A	N/A
Colma	19	Yes	Yes	4	2	Yes	No	N/A	N/A	N/A	N/A	N/A
Susanville	19	Yes	Yes	7	3	No	No	N/A	N/A	N/A	N/A	N/A
Grover Beach	21	Yes	No	2	3	Yes	No	N/A	N/A	N/A	N/A	N/A
Hercules	25	Yes	Yes	7	5	Yes	Yes	No	2 Years	Sponsor Acad	Yes	No
Suisun City	28	Yes	Yes	7	3	Yes	Yes	JC System	1 Semeste	No	No	No
Selma	29	Yes	Yes	3	1	No	Yes	CSU Fresno	1 Semeste	No - Special P	No	N/A
Santa Paula	31	Yes	Yes	20	20	Yes	No	N/A	N/A	N/A	N/A	N/A
Signal Hill	32	Yes	Yes	?	3	Yes	No	N/A	N/A	N/A	N/A	N/A
South Pasadena	35	Yes	Yes	27	16	Yes	No	N/A	N/A	N/A	N/A	N/A
Seal Beach	36	Yes	Yes	7	6	Yes	No	N/A	N/A	N/A	N/A	N/A
San Carlos	37	Yes	Yes	8	5	Yes	Yes	FACES	1-2 Years	No	N/A	N/A
San Bernardino DA	41	Yes	Yes	15	0	No	Yes	Various	Volunteer	Yes - Law sch	No	No
Foster City	45	Yes	Yes	15	10	Yes	No	N/A	N/A	N/A	N/A	N/A
San Gabriel	55	Yes	Yes	8	6	Yes	No	N/A	N/A	N/A	N/A	N/A
Davis	57	Yes	Yes	10	7	Yes	Yes	UCD, CSUS	6 months	No - Special P	No	No
Manhattan Beach	66	Yes	Yes	3	3	No	Yes	No	3 Years	No - Special P	No	No
Lodi	78	Yes	Yes	7	4	Yes	No	N/A	N/A	N/A	N/A	N/A
Walnut Creek	80	Yes	Yes	30	26	Yes	Yes	No	Summer	Yes	No	No
San Rafael	84	Yes	Yes	2	5	Yes	Yes	No	3 Years	Yes Rotate thr	Yes	No
Livermore	97	Yes	Yes	8	3	Yes	Yes	No	7 Years	Yes	Yes	No
Brea	105	Yes	Yes	13	9	Yes	Yes	CSU Fullerto	1 Semeste	Yes	Yes	No
Redding	113	No	N/A	0	0	N/A	Yes	No	2 years	Yes	No	No
Shasta S/O	165	Yes	No	20	25	Yes	Yes	No	Until 18	Yes	Unk.	No
Fremont	187	Yes	Yes	20	12	Yes	No	N/A	N/A	N/A	N/A	N/A
Sunnyvale	200	No	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Torrance	246	Yes	Yes	4	3	Yes	Yes	No	Until 18	Yes - Rotate	?	No
Pasadena	248	Yes	Yes	12	8	No	Yes	Pasadena C	1 Semeste	CSO Function	No	No
Stanislaus S/O	250	Yes	Yes	60	60	No	Yes	Modesto JC	1 Semeste	No	No	No
Santa Ana	398	Yes	No	8	6	Yes	Yes	Any College	2-3 months	No - Paid Emp	No	No
Fresno	763	Yes	Yes	50	30	Yes	Yes	Alliant Unive	2 Years	Yes	?	No
CHP	6700	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

UNUSAL EXPERIENCE	COMMENTS
N/A	
N/A	Exploring Intern Prg. To replace reserves
N/A	
N/A	
N/A	
N/A	Can hire reserve, while waiting opening
No	
No	City Program - Youth Services
No	Size, 1 at a time
N/A	Budgeted Res. Acd. Trng Prg.
N/A	Hired from reserve prgm. Until 2000
N/A	
N/A	
N/A	Family and community enrichment services, Sponsor CSO to Academy, then hire
No	Cost of Backgrounds
N/A	
N/A	
No	
No	Job Description on Web Site
N/A	
No	City-wide summer intern prgm.
No	Farm System for officers
No	
No	Added Diversity (Women) to Department
No	Cadet Program
No	
N/A	
N/A	
No	New Cadet 15-18 Program
No	New Program
No	Retired Deputies Reserve Force
No	Stopped Cost of Backgrounds
No	New Program
N/A	

Appendix B

Nominal Group Technique Panel

Date of NGT: April 29, 2004
Location of NGT: Ukiah Conference Center, Ukiah, CA

Participants:

Mayor Eric Larson
City of Ukiah, City Council

Carol Stump
Chair, Education Committee, Community Coalition for Gang Prevention

Melody Harris
Personnel Director, City of Ukiah

Katie Wojcieszak
Assistant to the Superintendent of Schools, Mendocino County Office of Education

Julian Covella
Senior, Ukiah High School

Chief Gerardo Gonzalez
Willits Police Department

Lieutenant Floyd Higdon
Fort Bragg Police Department

Deputy Michael Tufts
Background Investigations Unit, Lake County Sheriff's Office

Deputy Cecil Brown
Background Investigations Unit, Lake County Sheriff's Office

Observers:

Chief John Williams
Ukiah Police Department

Sergeant Marcus Young
Ukiah Police Department

Appendix C

List of Trends

Interest in a Law Enforcement Career
Job Security
Funding for other social programs
Good vs. Bad Events
Fringe Benefits for Officers
Professionalization of Law Enforcement
Gang Activity in the community
Background Standards
Hiring Issues
Urbanization of our community
Housing
Spirit of Service
Residency of Public Safety Employees
Community Connections between Officers and Community
Specialization of Law Enforcement Functions
Recognition of Authority by Youth
Generational Values
Recruitment Activities of Law Enforcement, Impacting Youth at younger age
The Culture of our Community
The Culture of the Law Enforcement Community
Regionalization of Law Enforcement Departments

Appendix D

List of Events

POST eliminates reimbursement to agencies for academy training
POST mandates a college degree requirement for law enforcement officers
State implements an officer-to-population ratio
The cities of Willits, Fort Bragg and Ukiah regionalize
Significant political shift in local government funding philosophy
End to the “War on Terror”
Terrorist type incident occurs in a rural community
Significant local disaster
Universal Health Care is adopted by Congress
A second significant law enforcement retirement increase
A significant law enforcement retirement decrease
Adoption of a local public safety sales tax initiative
Innocent citizen killed by gang member
A casino within the city limits of a local jurisdiction

End Notes:

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⁴ State of California, Employment Development Department, California – Occupational Openings and Declines, 2000-2010. Revised April 2003.

⁵ Frank Benest, (2003). *Preparing the Next Generation: A Guide for Current and Future Local Government Managers*, International City/County Management Association. <http://www.icma.org>

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¹⁹ Data from interview with Chief Gonzales, Chief Thomas, Under Sheriff Hudson, Chief Williams, 2/19/2004.

²⁰ Data from interview with Ernie Ortiz, President of the National Law Enforcement Recruiters Association, 2004 National Conference on Law Enforcement Diversity Recruiting, Arlington, VA 2/10/2004.

²¹ Data from interview with Felipe Ortiz, National Board of Directors, National Latino Peace Officers Association, 2004 National Conference on Law Enforcement Diversity Recruiting, Arlington, VA 2/10/2004.

²² Sweitzer and King, (2004) *The Successful Internship: Transformation and Empowerment in Experiential Learning*, 2nd Edition, Thomson, Brooks/Cole.

²³ Tom Esensten, *A Little Bit about Futures Research*. Command College Class 36, Session 5 Handout, Oxnard, CA, December 2003.

²⁴ James Morrison, Command College Workshop Handout, Command College, Session 5 Handout, Oxnard, CA, December 2003.

²⁵ John Bryson, (1995) *Creating and Implementing Your Strategic Plan: A Workbook for Public and Nonprofit Organizations*, 2nd Edition, John Wiley & Sons Inc.

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²⁸ Dr. Cary Simon, *Transition Management in a Strategic Organization*, Command College, Session 5 Handout, Oxnard, CA December 2003.

²⁹ John Kotter, (1996) *Leading Change – Executive Summary*, Harvard Business School Press.

³⁰ Michael Lewis (2003) *Moneyball, The Art of Winning an Unfair Game*, W.W. Norton & Company.

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