

**WHAT EFFECT WILL  
THE SHRINKING WORKFORCE  
HAVE ON LAW ENFORCEMENT  
IN RECRUITING QUALIFIED  
CANDIDATES BY THE YEAR**

**2000 ?**

**AN  
INDEPENDENT STUDY**

**BY  
RONALD L. MURRAY  
P.O.S.T. COMMAND COLLEGE  
CLASS V  
DECEMBER 1987**







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This Command College Independent Study Project is a **FUTURES** study on 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.

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

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







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## EXECUTIVE SUMMARY

This independent study began with some disturbing predictions regarding law enforcement's ability to attract and recruit qualified candidates by the year 2000.

As the entry-level work force continues to shrink (2-3 percent per year) and public revenue dwindles due to reduced tax base and loss of federal monies, police administrators will have to place a greater emphasis on recruitment.

The study shows alternatives and methods that can be implemented by agencies to help them maintain the edge on their competition in the recruiting of qualified candidates. It identifies specific strategies and programs which will allow a department to target areas of best opportunity and initiate low cost programs to attract qualified candidates to their agency.

A nationwide survey is cited indicating the overall extent of the problem. The recruitment issue is then focused on California and the San Francisco Bay Area. It is further reduced to the County of Alameda and the City of Fremont.

Future trends and events are identified and a cross-impact analysis is completed. From this, three scenarios are developed depicting different futures based on actions taken as a result of the impacts.

A strategic plan is developed based on the best and most desirable scenario. The plan looks at the capability of the agency to reach the required goal and its future adaptability.

Stakeholders are identified and analyzed. A recommended procedure is outlined including administration and logistic concerns.

Finally, a transition plan is developed to indicate the best course of action to implement the policies and procedures required to reach the desired results. The plan includes the planning, implementation, and evaluation needed to assess the program while it is in operation.

As stated, the reader is taken through a series of logical steps which will identify the problem and then outline the best possible program to solve it.

From this study, a plan of action was developed to involve the greatest number of community organizations and resources to address the changing recruitment population.

With a strategic plan in place and support from members of the target communities, Police administrators will successfully recruit qualified candidates to their organizations in the future.



"WHAT EFFECT WILL THE SHRINKING WORK FORCE  
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CANDIDATES BY THE YEAR 2000?"

PROJECT BACKGROUND

"The job of being a policeman is one of the few occupations that puts people in the position of being feared, sometimes hated, occasionally reviled, or even assaulted in the ordinary performance of their duties, while they are able to help others, save lives, and assist in the battle against crime. When asked to list the qualities most important for officers in his department to possess, a police chief replied, "Sure, that's easy - sensitivity, honesty, a caring about people, decisiveness, a high moral standing, devotion to duty. They should be personable, detached but concerned, should handle stress well, be even-tempered, and slow to anger."

Quoted from Police Passages.

During the past few years a problem has arisen for California law enforcement. It has developed slowly but is about to become a

major problem throughout the State and across the nation. The problem - locating, recruiting, and hiring qualified individuals as police officers. Agencies throughout the country are working very hard to solve this ever-growing problem.

After WWII, the United States grew and prospered. The youthful population continued to increase and fill our ever-expanding work force. Our society was youth oriented and moved at a fast pace. Today, however, this youthful expansion has slowed and in some cases reversed.

Experts state the baby boom is over and a baby bust has occurred. For the first time in our history, there are more people over 50 than there are teenagers. This change in population growth has started to affect the work force of the country.

Qualified candidates entering the profession are hard to find. The average is one candidate for every 100 persons who apply. As the younger age group shrinks, it will become even more difficult to attract and recruit qualified people into law enforcement.

Therefore, law enforcement agencies are going to have to change their traditional approach towards recruiting. They will have to

identify specific areas and develop different means to interest individuals in the profession.

At the present time, very little planning has occurred on the part of law enforcement to address this issue. Some pooling of resources has occurred in the East Coast and an association of police personnel officers is being formed in Southern California. These efforts are headed in the right direction, but in order to really be successful a coordinated planning and futures oriented program will have to be developed and implemented in the next couple of years.

Unlike many other states, California's economy is strong and will continue to grow - attracting thousands of new residents each year. With this influx of people, communities will grow but because of fiscal limitations a strain will be placed on their ability to provide a good quality of life, i.e., schools, housing, services, and police protection.

The problem is further aggravated as people settle in areas which have the most jobs available with the best paying salaries and

benefits. This creates a competitive market for business and law enforcement in their attempt to attract the most qualified employee.

Law enforcement will be hampered in the recruiting efforts as their budgets are limited. As communities grow, their ability to expand services accordingly will be tested. The expectations of these new residents will have to be addressed. Many different requests will be made regarding schools, housing, police and fire protection. Concerns such as transportation, language, and the elderly will also create problems for some communities.

This study will attempt to identify alternatives and create three future scenarios to provide insight and direction. It will recommend the best course of action and projected results as a guide for interested agencies to follow.

#### The Police Executive Research Forum Study

A recent survey was conducted by the Police Executive Research Forum of California, titled: "Recruiting Qualified Police Applicants: Problems and Responses". The results were published by

the Planning and Research Section of the Fresno Police Department in February 1987.

The 23 question, three part survey was mailed to 185 law enforcement agencies throughout the country, of which 108 (or 58.3%) responded. Some of the most common findings of the respondents are listed below.

96% feel personnel and recruitment should be functions of the police department.

72% stated that high graduation is the entry-level education requirement, while 93.5% feel that college contributes to the success of the candidate.

93.5% feel that the present State standards are not too difficult.

When asked which testing area police officers candidates are most likely to fail, the three most common in rank order are written, background investigation, and polygraph.

86.4% believe the written test administered to police officer candidates is relevant to the position.

90% agree that each department has the responsibility to develop the sense of commitment to the police profession.

92% feel the police department should be a true representative of the community it serves, especially regarding the ethnic and minority population of the community.

92.5% feel the recruiting programs should extend beyond jurisdictions and address the entire geographical area.

In discussing hiring procedures, it was felt that the five most common elements of testing in rank order are: background investigation, oral exam, written exam, physical and psychological evaluation. The use of the written exam increases as the population increases. All cities over 100,000 population use written exams.

The ideal profile of a potential police officer were higher education, good health (physical and mental), good moral character, logic/good judgment, and age.

Over 55% of the respondents were experiencing recruiting problems with the decrease in qualified candidates as the number one problem. This was attributed to lack of education, use of drugs, and lack of life experience. The inability to offer competitive compensation and recruit minorities followed closely.

Agencies in the Southwest and from large cities experienced the greatest recruitment problems.

62.5% of the departments used a multitude of methods to recruit. The most frequently used were local and out of town newspapers, college presentations, word of mouth and speeches to community organizations. Some agencies used creative approaches such as pre-test workshops, contacting corporations expecting large lay-offs, national magazine ads, and local chamber of commerce to distribute department information.

This survey points out a number of common trends related to the recruiting area and some efforts being made to address them.

However, other broader issues must also be addressed, particularly in California. These issues are the aging population, baby bust, rising costs and dwindling resources.

The Command College teaches its students to look at all the influences affecting law enforcement's ability to perform its job in an efficient and effective manner. Students learn to project into the future by identifying trends and potential events that will influence those trends 5, 10, 15 years from now. Students also learn to develop courses of action via strategic plans and implementation methods. Using these techniques, I have attempted to identify possible strategies to use in addressing the specific issue of recruiting qualified candidates.

The Fremont Police Department has recently initiated a major recruiting effort to fill the 17 vacancies it currently has. The department has been growing at an average of 10 officers a year for the past 3 years. This trend will continue as the city's population grows from its present 160,000 to approximately 210,000 by 2010.

The problems experienced by Fremont during the last 5 examination processes are similar to those outlined above and fall within the national average regarding pass-fail.

Fifty eight candidates successfully completed the examination phases out of 900 initial applicants during the past 5 months. This equates to approximately 11.6% pass rate. These candidates still had to complete the background investigations, polygraph, physical and psychological examinations. Seven candidates were actually hired as the remainder failed or withdrew from the process.

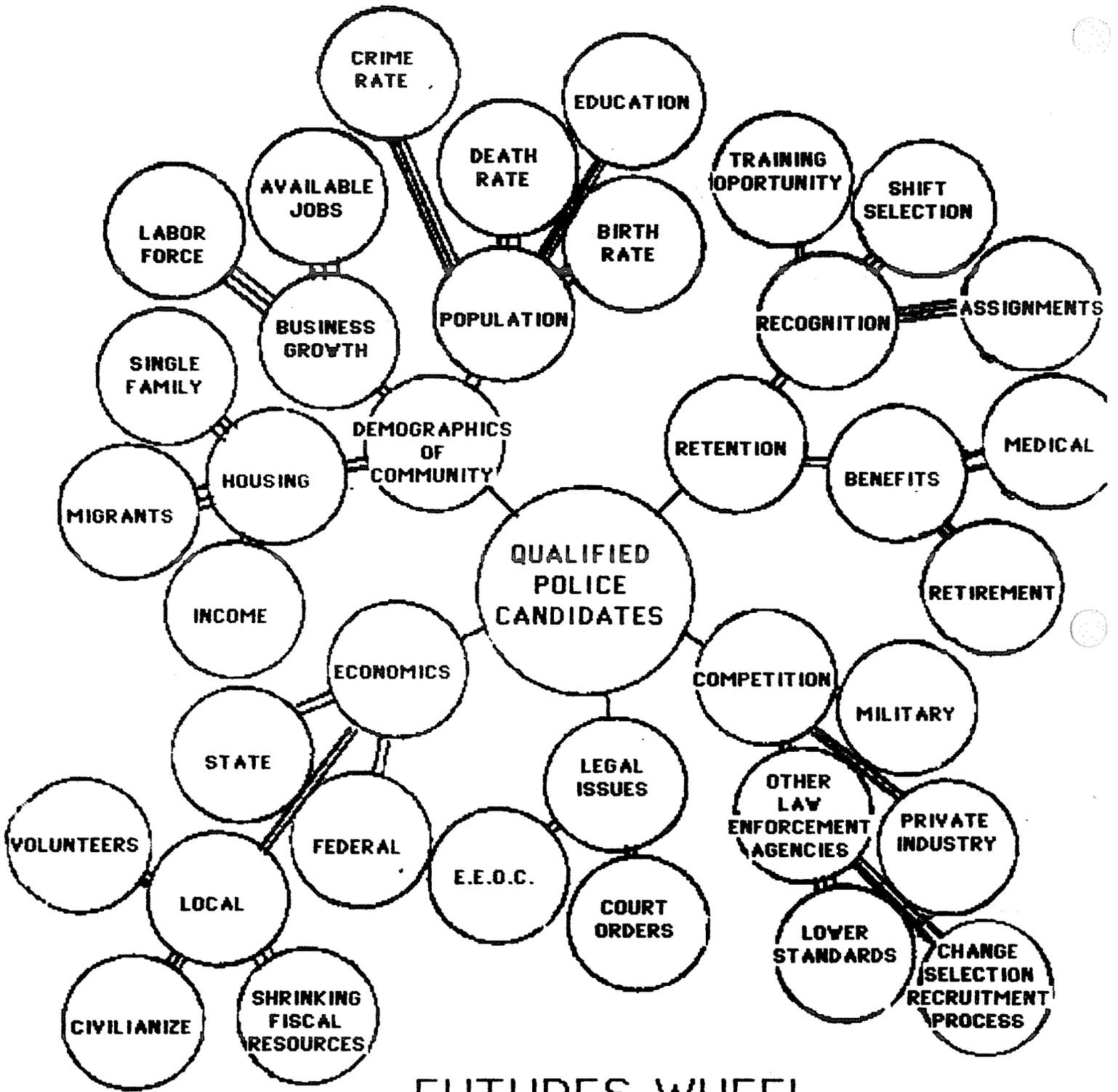
### Structuring the Problem

Many recent studies have indicated that the medium age of the United States is increasing. The baby boomers of the 40's and 50's are reaching middle age, and they are not having children in the numbers their parents and grandparents did. According to U.S. Census Bureau, the average number of children per household is dropping from 4 to 2.5 to 1.75 in the U.S. today. If this trend continues, there will only be one person in the work force for every 4 of retirement age. Today there are more people over 55 than there are teenagers. This means that the entry level work force is getting smaller and the number of individuals available to enter law enforcement will also shrink.

As the population ages, the crime rate should decrease. Couple this with the increase in technology and the officer of the future will have less to do related to physical related crimes (crimes against persons and property) and deal more with hi-tech computer related offenses. The officers will be service oriented in their approach towards people. The productivity level will be greater due to technical advances in law enforcement.

A futures wheel was developed to help identify some of the issues affecting the future of recruiting and law enforcement's ability to attract and retain new officers. Needless to say, only a small number of possibilities are represented. I concentrated on those issues that most directly affect law enforcement.

Chart number 1        The futures wheel depict issues that impact the ability of law enforcement to recruit qualified candidates.



# FUTURES WHEEL

### Methodology

In September of 1987, a group of sworn police personnel and regional personnel employees met at the Fremont Police Department to discuss the future emerging issue of recruiting qualified police officers by the year 2000.

Each person selected to participate in the study was given a brief outline of definitions and terms, as well as a description of what would be accomplished at the meeting.

In a brain storming session, the group identified a number of future trends that may affect the way police departments perform their jobs.

### Emerging Trends

1. Slower economic growth
2. Increasing minority/ethnic population
3. Increase of women in work force
4. Education/success rate
5. Shrinking fiscal resources

6. Increased drug exposure
7. Hi-tech revolution
8. Outreach recruitment
9. Increased standards P.O.S.T.
10. Decrease in hiring standards
11. Crime rate/public perception
12. Outreach education - R.O.P. Programs in high schools,  
neighborhoods
13. Aging of work force
14. Changing work ethics
15. Contracts/entry level, officers agree to work a certain number  
of years for agency or be required to repay recruit training  
costs
16. Early retirement
17. Affirmative action/law suits
18. Police image plus-minus
19. Changing population - environment - older, minority, and  
ethnic concerns
20. Testing changes/background/academy
21. Political control conservative vs liberal
22. Competition other P.D.'s
23. Attrition 5 to 10 years, burn out rate and aging of present  
officers in department

24. Medical hiring/work comp - retaining injured employees for special assignments
25. Increased use of volunteers
26. Civilianization
27. Elimination of polygraph
28. Court decisions
29. Demand of rights - by officers
30. Pooling of agency resources
31. Competition PD's/civilian/military
32. Hiring process - speed up
33. Reduced skill levels - entry level work force
34. Quotas hiring/promotion
35. Shopping around - officers looking for the best place to work - benefits, salary

Using the Nominal Group Technique (NGT), the group identified five trend categories that in their opinions would most affect the future. They are the following:

1. Shrinking fiscal resources
2. Negative social changes - drugs, education, work ethic, aging
3. Change selection and recruitment process

4. Work force demographics

5. Retention

In an effort to identify the impact of these five trends, the following forecasts were made by the group.

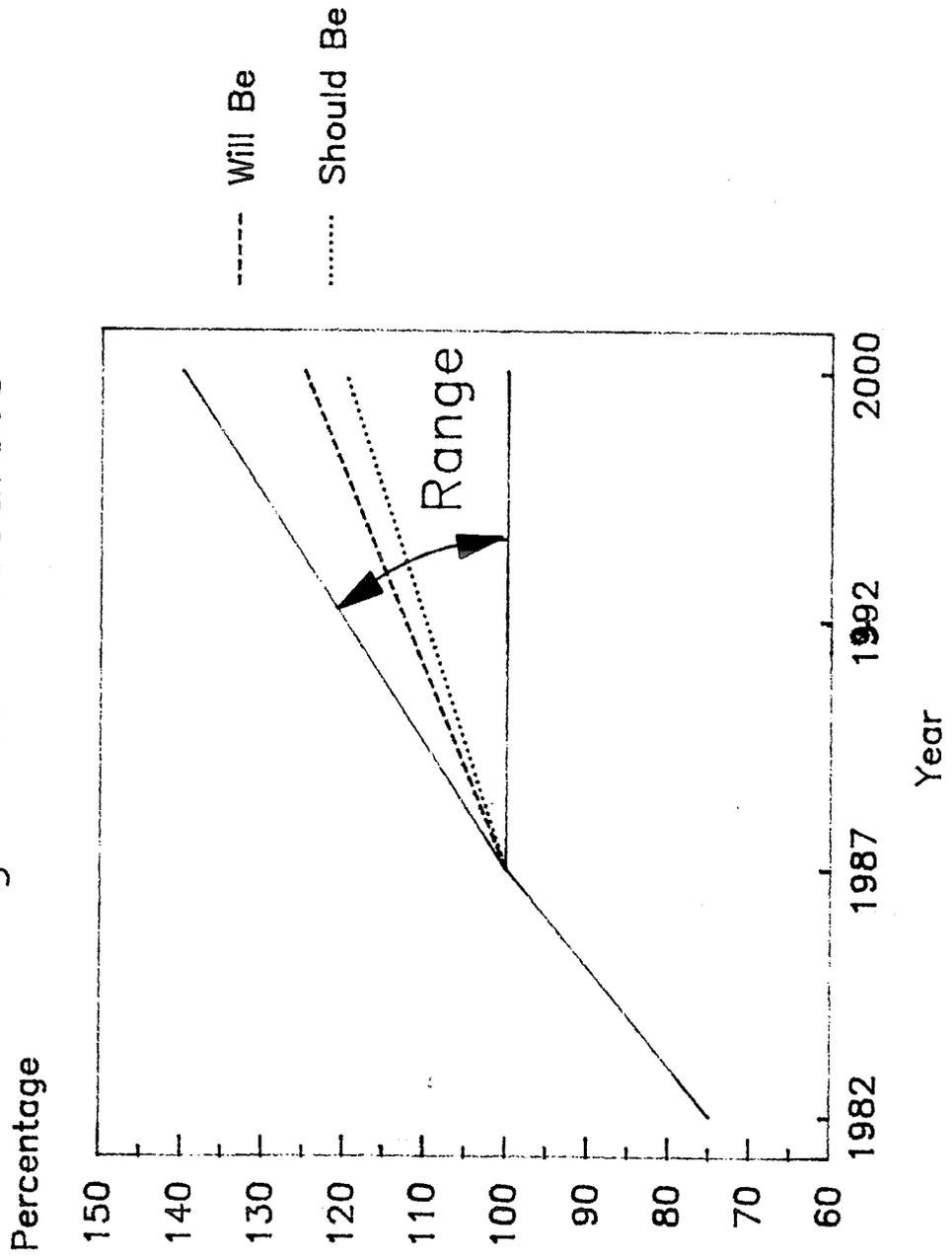
**TREND EVALUATION FORM**

Subgroup: \_\_\_\_\_

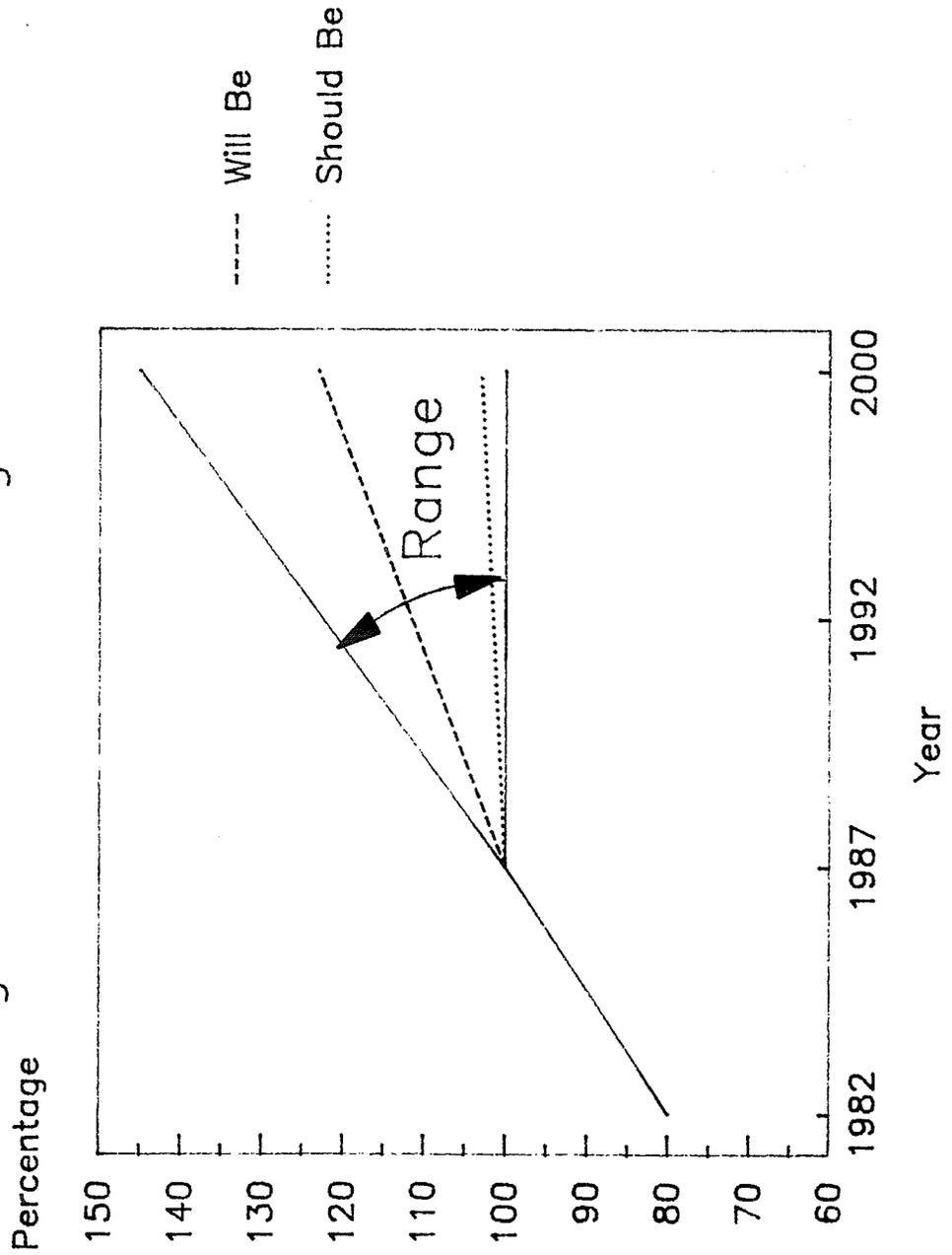
TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	"Will be" in 10 Years	"Should be" in 10 Years
SHRINKING FISCAL RESOURCES	75%	100	125	120
NEGATIVE SOCIAL CHANGES	80%	100	123	103
CHANGE SELECTION RECRUITMENT PROCESS	70%	100	110	125
WORKFORCE DEMOGRAPHICS	65%	100	140	110
RETENTION	64%	100	145	115

Form 4.2

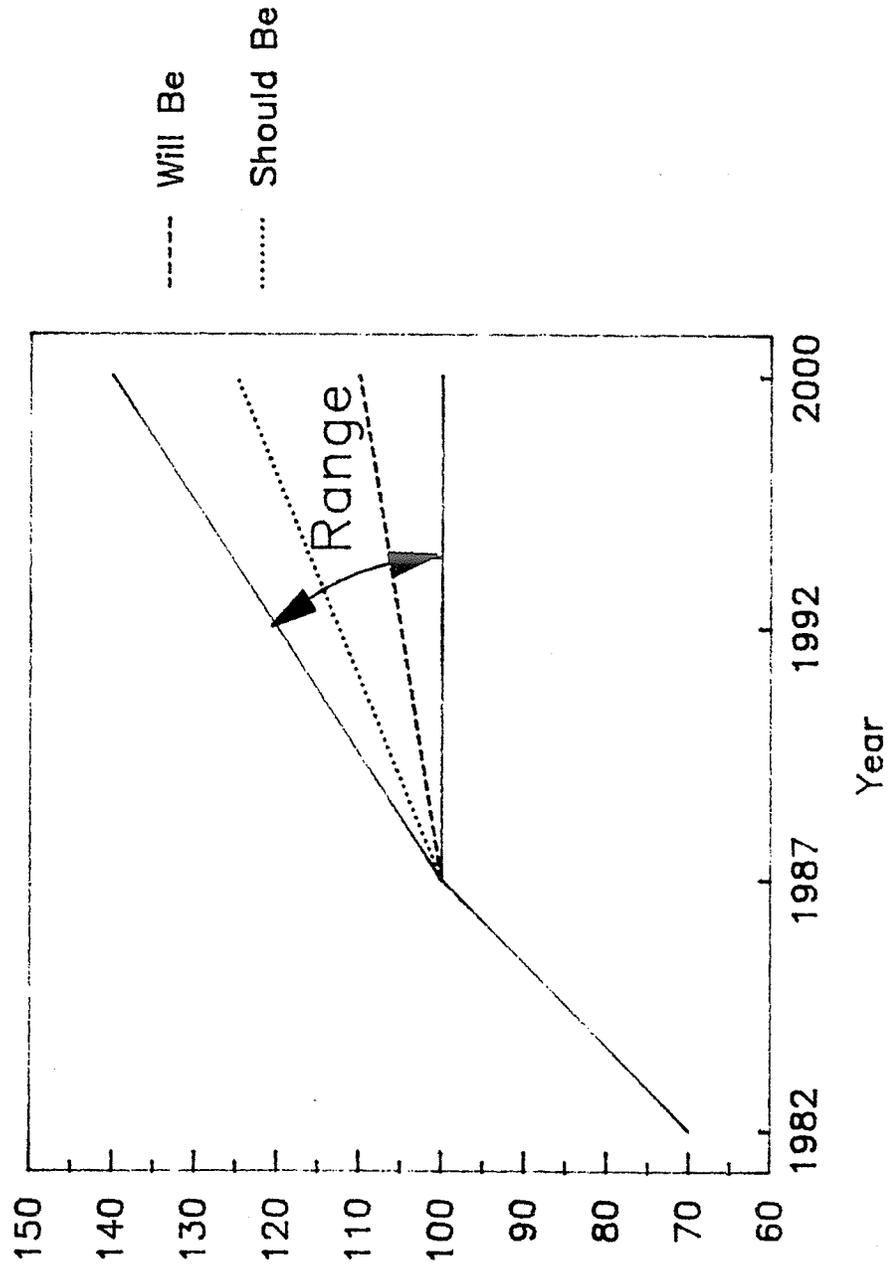
# Shrinking Fiscal Resources



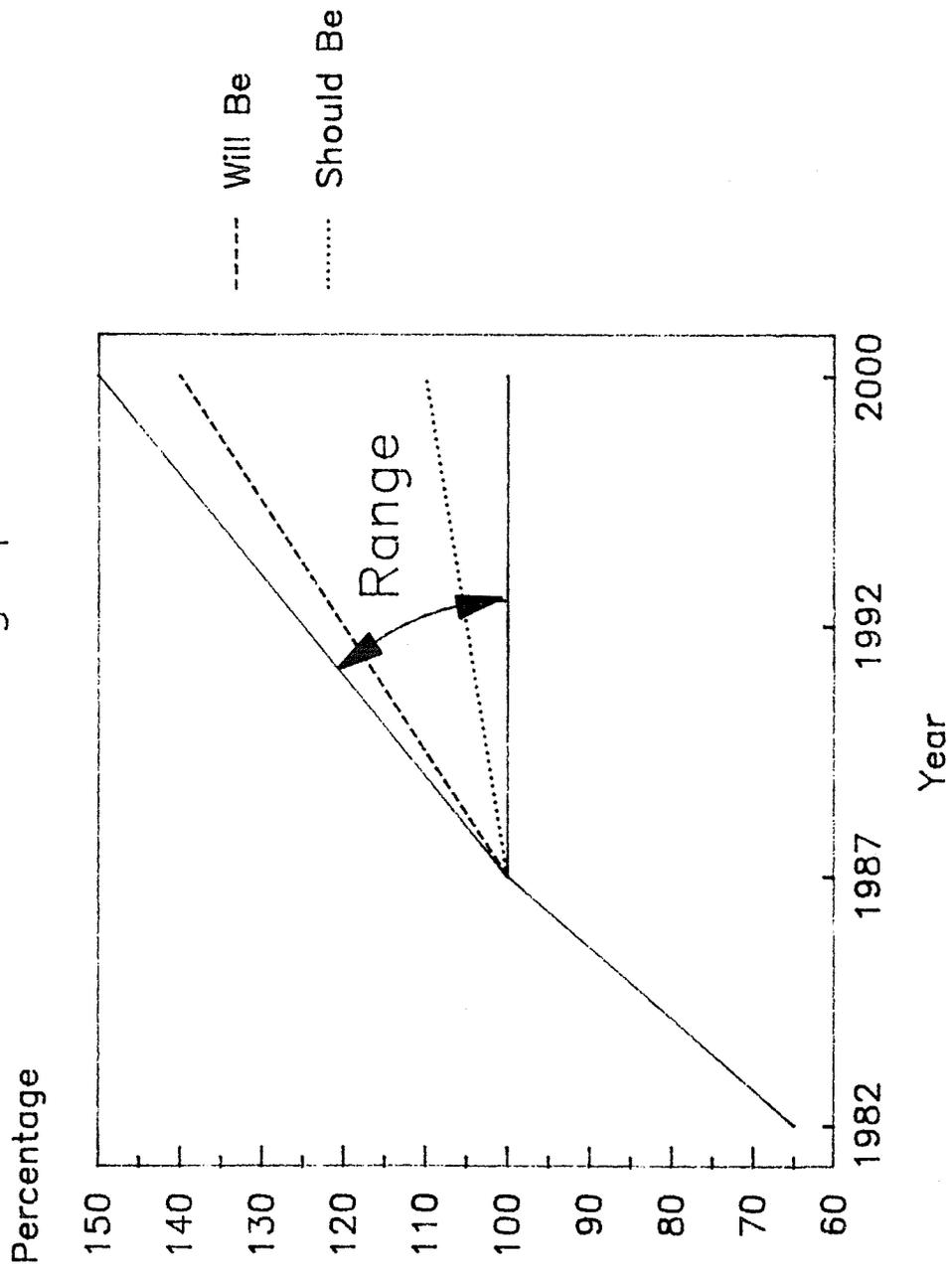
# Negative Social Changes

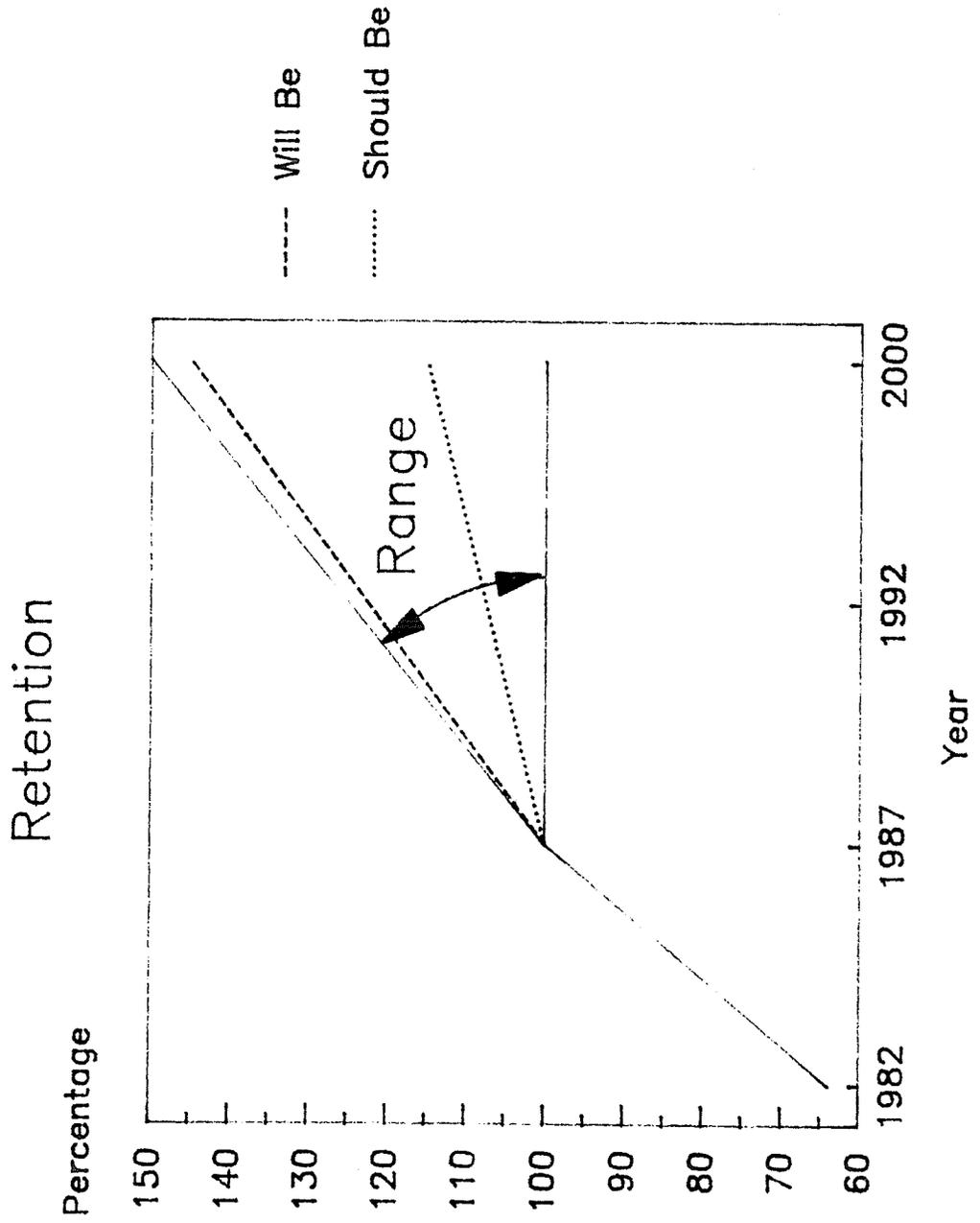


# Change Selection Recruitment Process



# Workforce Demographics





### Critical Events

The group was asked to develop a list of critical events that would or could impact the future as it relates to the recruitment of qualified police officer candidates.

Using the NGT methods, the group then identified the five most significant events and determined their probability factor by percentage of actually occurring by the year 2000.

These events and their probability of occurrence are listed below.

1. P.O.S.T. reports more law enforcement openings than qualified applicants in the available California labor force.
2. Conservative President elected and fills vacant Supreme Court positions.
3. Immigration Naturalization Service increases quotas for Pacific Rim immigration to U.S. by 80%.

4. Federal Labor Standards Act rules to standardize law enforcement benefits, i.e., wages, hours.
  
5. California Supreme Court rules polygraph illegal for screening of entry level applicants.

The group assigned a numerical value to each event, indicating the probability of the event occurring by the year 2000. This process was accomplished by using the formats shown on the following two pages, entitled "Event Evaluation Form" and "Cross-impact Evaluation Form".

**EVENT EVALUATION FORM**

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA (-10 to +10)	NET IMPACT ON LAW ENFORCEMENT (-10 to +10)
	Year that Probability First Exceeds Zero	By 1990 (0-100)	By 1995 (0-100)		
P.O.S.T. REPORTS MORE LAW ENFORCEMENT OPENINGS THAN QUALIFIED APPLICANTS IN THE AVAILABLE CALIFORNIA LABOR FORCE.	1995	0	80	+10	+10
CONSERVATIVE PRESIDENT ELECTED AND FILLS VACANT SUPREME COURT POSITIONS	1992	30	71	0	+07
IMMIGRATION NATURALIZATION SERVICE INCREASES QUOTAS FOR PACIFIC RIM IMMIGRATION TO U.S. BY 80%	1992	27	47	+05	+02
FEDERAL LABOR STANDARDS ACT RULES TO STANDARDIZE LAW ENFORCEMENT BENEFITS i.e. WAGES, HOURS	1992	40	65	+05	+07
CALIFORNIA SUPREME COURT RULES POLYGRAPH ILLEGAL FOR SCREENING OF ENTRY LEVEL APPLICANTS	1992	25	34	+05	-06

# CROSS-IMPACT EVALUATION FORM

Suppose that this event actually occurred ..... How would the probability of the events shown below be affected?

	1	2	3	4	5	TRENDS								
						1	2	3	4	5				
SHORTAGE OF QUALIFIED CANDIDATES	1	80	X	0	0	+2	2	+3	0	+4.5	0	-0.5		
CONSERVATIVE U.S. SUPREME COURT	2	71	X	0	-5	-3	-2	-5	4	0	-5	2		
IMMIGRATION QUOTAS PACIFIC RIM UP BY 80%	3	47	X	0	0	0	0	-2	-2.2	-3	-5	2		
F.L.S.A. RULES ON BENEFITS	4	65	X	0	0	3.4	0	0	5	-1	1	1.5	0	2.5
POLYGRAPH ILLEGAL ENTRY LEVEL	5	34	X	0	2.5	6	0	0	0	2	5	2	0	-1.2

TRENDS: 1. SHRINKING FISCAL RESOURCES      Form 6.1  
 2. NEGATIVE SOCIAL CHANGES  
 3. CHANGE SELECTION RECRUITMENT PROCESS  
 4. WORKFORCE DEMOGRAPHICS  
 5. RETENTION

The use of a grid framework enables the reader to understand the interrelations and draw some conclusions. When comparing the impact of one event on another, it is interesting to note that they may or may not affect each other. For instance, Event #3 - Immigration quotas increase by 80% - will have a significant affect on the issue area, as well as Event #1, regarding applicants available for law enforcement. However, it will have no affect on any of the other events. While Event #4 - the F.L.S.A. rules on benefits - will have positive impacts on the issue of recruiting, and on Event #1 - shortage of qualified candidates. While Event #5 - the use of the polygraph - will have a positive affect on the issue but a negative affect on law enforcement in the long run.

When comparing the events to the identified trends, a greater impact can be observed. In some cases, it is very significant.

Event #1            Shortage of qualified candidates, will have a positive effect on the shrinking fiscal resources as vacancies will remain open for a longer period of time, thereby reducing spending. This shortage may have been caused by the negative social changes and work force demographics, but will have no additional impact on them. At the same time, a great influence

on the change of selection and recruitment process will be felt as law enforcement agencies are forced to find new ways to recruit personnel. A negative effect will occur regarding retention as working officers become burned out and disillusioned as the vacancies go unfilled.

Event #2

The President appoints a conservative U.S. Supreme Court, will have a negative effect on shrinking fiscal resources in that cases regarding federal funding issues will not be considered. Decisions regarding immigration and minority work issues will also be approached from a more conservative view point. This Court will react in a negative manner regarding trend #4 Work Force Demographics when considering low income housing and minority related issues. However, a positive effect will result when the court considers issues involving negative social changes in drugs, education, and work requirements as they relate to law enforcement. A move towards concern for the victim's versus the criminal's rights will also be seen.

Event #3

Immigration quotas increased by 80% will effect the retention of officers in a positive way as it will, in the long run, provide a potential for more qualified candidates. This will relieve some of the pressures facing personnel working in law enforcement. Once the vacancies are filled, officers will remain with their departments as the burn out (stress level) is reduced.

The negative aspects of this event are increased public spending to house, feed, educate, and train these immigrants. The potential for language problems and law enforcement's ability to quickly adapt to different values and cultures will also be a problem. As immigration increases so will unskilled labor and unemployment problems. The recruiting efforts of law enforcement will additionally be taxed as it attempts to address this multi-national group and interest them in serving in the law enforcement career field.

Event #4

A ruling from the Federal Labor and Standards Act requiring the standardization of law enforcement

benefits throughout the nation will have a negative effect on the shrinking fiscal resources as officers' salaries and benefits increase and more stay in the profession until they reach retirement. A positive reaction will occur to some degree regarding changes in selection and recruitment process as well as retention. This will be caused by the standardization of salaries, working conditions, and other compensations for law enforcement employees.

Event #5

The ruling by the California Supreme Court making it illegal to use the polygraph for screening entry level applicants will not effect work force demographics in any way. It will affect the change in the selection and recruitment process by deleting one area of the screening of potential candidates which will reduce the failure rate and save money and time. It will have a positive affect regarding applicants and their backgrounds, which will increase the number of individuals applying for law enforcement positions because they will no longer fear background checks utilizing polygraphs.

However, agencies may have potential problems as drug issues, prior work ethics, and moral concerns will not be detected. This could create an additional burden on personnel background investigators and lengthen the hiring process.

## FORECAST SCENARIOS

Based on the group's discussions and their assessment of the trend and event forecasts, their probability of occurring and cross impact analysis, three scenarios were developed. A close examination of the forecast extremes to assist in identifying a normative future and their impact on law enforcement recruiting efforts through 2000 was made.

### Scenario 1 - Desired and Attainable

The personnel Sergeant opens the door to her office. It's 7:30 a.m. Monday morning and the start of not only a new week but a new year as well. She turns on the lights and looks on the in-basket on her desk. It can barely handle the load of paperwork sitting in it. She looks at the poster pinned to the wall announcing the 16th annual Job Fair. The California Law Enforcement Association of Recruiters has sponsored two job fairs a year since 1987. This particular fair promises to be better due to the recent changes resulting in a more conservative Supreme Court and the Federal Labor Standards board rulings requiring the standardizing of all benefits of police officers throughout the State. It is hoped that

these two recent events which received a great deal of media attention will encourage many young people to take another look at law enforcement as a career. The work force continues to shrink. According to the Bureau of Labor Statistics, it has been reduced by 39% in the last 10 years. As a result, the entry level employee has a very broad choice of professions and the competition is spending a lot of money to attract top people to their respective organizations.

Law enforcement's attempt to select career oriented people in an effort to reduce costs of training new personnel on a frequent basis has not worked. This job fair is the biggest ever with over 200 law enforcement agencies represented. In addition to the normal displays and information booths, a video presentation will be made on the department's large screen. This presentation will repeat itself every 10 minutes in one of 5 different languages, English, Spanish, Korean, Vietnamese, and Chinese. The department will have an officer from each of these ethnic and racial groups to answer questions.

The department's 6 year program of making presentations to high schools in an effort to interest younger people in the law enforcement field has started to pay off.

With the expansion of the personnel section and the police department taking over the full responsibility of hiring, she feels that with any luck at all the 11 officer positions can be filled in 2 months time. With this thought, she smiles to herself and answers the phone as the business of the day starts.

#### Scenario 2 - Slice of Time

It is 0600 hours, 8 Jan. 1998. Sergeant Bill Wesson enters the briefing room to conduct his first patrol briefing in over eight years. Recent changes in the department's organization structure removed his position as the Polygraph Operator from personnel and transferred him back to patrol. No one thought the California Supreme Court would rule to prevent the use of polygraphs from screening entry level applicants, but in July last year a case challenging their use was brought before them as a class action suit, and the resulting 4-3 decision stopped their use by anyone including law enforcement.

He sits at the briefing Sergeant's desk at the front of the room and looks around. He only recognized two of the officers and thought to himself "things have sure changed". At 54, he was the

senior sergeant in the department and had spent the last ten years in investigations and administrative assignments. He had hoped he could have spent his last 18 months before retirement out of uniform.

During the past ten years, many changes had taken place, and the results of most of them were in the room. The City had been growing at a very rapid pace. The population was fast approaching 200,000, and the department had worked very hard to keep pace.

A couple of occurrences back in 92 helped not only Fremont Police Department but other agencies in the state as well. The standardization of pay and benefits by the Federal Labor and Standards Act increased the retention rate and brought more talent to the department. The recruiters were somewhat pleased when the Immigration and Naturalization Service raised quotas for Pacific Rim immigrants. The department's recruitment efforts to hire qualified Asians has paid off. The initial misunderstandings and language differences between the officers and the Asian population that developed in one of the sectors has been decreased since the hiring of Asian officers.

The positive image of law enforcement has increased and is reflected by a feeling of accomplishment and pride by the officers. With the U.S. Supreme Court taking a more conservative approach to justice and a move by them to consider victim's rights over the defendants a feeling of being effective has also helped the troop's morale.

At 0605, he promptly starts the briefing and after reading several Special Information Bulletins and taking a couple of good jibes from the troops, he picks up a memo from the personnel office to read. "Peace Officer Standards and Training (P.O.S.T.) reports more law enforcement openings in the State than qualified candidates." He thinks, "no kidding." "Those of us in personnel have known this for a long time". He continues reading. The Personnel office wishes to thank all of you for your support and referrals, we have a good success rate with them. But we need more. Acknowledging a recent Statewide survey, P.O.S.T. is considering "lowering the standards for police officers and possibly changing some job requirements". A hush came over the room and then everyone started talking and shouting that they did not want the standards lowered or their job status changed. It was bad enough when the court ruled out the polygraph. They sure didn't want the standards lowered.

Sgt. Wesson calmed everyone down and suggested that Officer Bauer, a Vice President in the Police Officers Association, work something out with the Board to present to P.O.S.T. from the Association. In the meantime, he suggested all of us can continue to work with the department personnel staff in their ongoing effort to recruit qualified people.

Wesson cared for the department and its officers. He did not want to see the standards reduced or the job change any more than it had during his 29 years. He dismissed the briefing, then thought, "I'll call the president of the Cal State Polygraph Operators Association, and see if we can't get something going to reverse the court's decision." "Something's got to be done", he says out loud and heads for his vehicle.

Scenario #3 - Demonstration Narrative

3 Mar 1999

In reviewing the recruiting efforts of the last five years, Sgt. Sanders remembers the projections of the 1980's. There were concerns regarding the quality of future officers. As fewer people looked toward law enforcement as a career, it was felt that the

standards might be lowered to make more candidates available.

Court decisions had also set hiring quotas regarding minorities and females for some agencies. Fiscal resources would be reduced and standards changed for police officers.

Fortunately, none of these concerns effected the department's ability to identify and recruit the highest quality of officers possible. With the department's pro-active recruitment posture and high visibility established in the late 80's and the commitment from staff to have one of the best agencies in the state, major efforts were made to attract new candidates.

Many of these early referrals have resulted in the hiring of a cadet or police officer. The drop out rate by candidates has also been reduced by these programs.

The community out-reach program has also resulted in creating a positive image for the department. Programs directed towards women's and minority organizations will be addressed. The recruitment efforts in these areas have been excellent.

Sgt. Sanders puts the printout down and thinks, "All in all, as we enter the 21st century, the department and law enforcement have

weathered the storm of the 90's very well. It looks like these efforts will give them smooth sailing for years to come.

Special funding was authorized by the State to provide extended training in academies related to traffic issues. Funds were also set aside for agencies to develop in-house traffic experts to deal with the complexities of accident investigations.

The predicted reduction in the work force has occurred and there are many more jobs than people to fill them. The department has maintained an active waiting list because of the varied recruiting efforts and ability to be competitive. The reputation of the department is at an all time high as is the morale of its personnel.

By starting in the high schools with the Regional Occupation Program, law enforcement class and staying very involved at the two junior and four year colleges in the area, the department has a great deal of support and respect from the educational institutions. The counselors recommend the open house and ride along programs on a regular basis.

The fiscal concerns did not materialize as the older more pro-police population voted for additional special taxes just for law enforcement. This enabled the City to not only meet the Fair Labor Standards Act guidelines regarding pay and benefits, but to pass them in all specialized job categories. The move to recognize law enforcement as a profession has started to take affect. The police officer is more respected in the community and a certain prestige now comes with the job. Because of this, higher more competitive salaries and benefits are also available for officers. This helped to be competitive with private industry.

Police Officers Standards and Training did not lower the standards, but set categories of officer classifications requiring special education and training. This was brought about in part by the need for specialization, especially in the computer and hi-tech crime areas.

#### Policy Considerations

Based on the trends and events identified and the scenarios depicted, there are a number of policies that should be considered by law enforcement agencies with respect to their community. Some of these are the changing demographics of the population and the

types of service they will need. Others are budget and training related. Recruiting efforts must consider these needs and hire the best qualified individuals to address them.

1. Budget constraints - Financial planning is the key to providing the level of service specifically related to the changing issues of the community. As tax dollars are closely monitored by the public, alternatives must be considered to identify the most effective and efficient method to do the job.
  
2. Personnel - As money issues develop and the lack of qualified police candidates increase, law enforcement agencies are going to have to pool their resources and expertise to locate and hire the most knowledgeable and motivated individuals possible to the police service.
  
3. Competition - Law enforcement will have to stay competitive in their salary, benefits, and ability to recruit. They can no longer sit back and wait for candidates to come to them. An aggressive recruitment program must be established and maintained. Boundaries must be expanded and innovative ideas and methods developed to attract the best people to the field.

4. Private Industry Assistance - In addition to the inhouse experts, it would be beneficial to locate and use the best knowledgeable individuals from the private sector to help in addressing and understanding the recruiting of qualified personnel into the law enforcement field.
  
5. Training - A program should be developed for all officers regarding the special and unique needs of the community. Active involvement by department personnel in local and four year colleges is recommended. With the technical advancements occurring in law enforcement, a higher level of education will be required. Specialization will also require additional training. Recruiters must bring the best qualified candidates to the organization.
  
6. Selection and Retention - Staff should continually evaluate the standards for new officers and adjust them to meet the changing needs of the community. They should also initiate ongoing programs to develop their personnel and acknowledge their achievements. A management style to best project the desire for continued excellence and allow for maximum input from all members of the organization should also be developed.

7. Police Management Consensus - The managers of the department should meet on a regular basis to plan and discuss future issues and trends to implement necessary changes in a timely manner.

## STRATEGIC PLAN

### Introduction

The three preceding scenarios attempt to point out the need for a strong recruiting commitment today. If law enforcement intends to progress and grow with their communities in the 21st century, it will have to start planning now.

Some of today's managers are beginning to realize the importance of long range planning. However, they are in the minority. The recruitment challenge is a key issue for the future. The success of any agency depends on the current police managers' plan to meet the many challenges facing the law enforcement environment.

To be successful in this area, police managers must be pro-active and not reactive. They must identify their organization's needs and develop systems to meet them. Their ability to develop sound strategic plans for the future will determine the success or failure of the organization.

## Situation

## Environment

Literature scans and personal interviews were conducted with personnel and recruitment experts in which trends and events were developed. It is apparent that the public wants high quality law enforcement personnel available to quickly respond to their needs. This must be accomplished in the most effective, efficient, and economical manner possible. Considering this information, five trends were identified and cross impacted by five critical events. This was done to develop a normative future in order to assess the impact of law enforcement's efforts to recruit qualified candidates. The five trends and critical events are summarized below:

## Trends

1. Shrinking fiscal resources - The continued demand by the public for government to provide a high quality level of service at a low cost.

2. Negative social changes - The change in society caused by poor education, unskilled labor, drug use, changing work ethics, aging of work force and crime rate.
3. Change selection and recruitment process - Lower hiring standards to attract a larger portion of the available work force and to address court decisions mandating affirmative action requirements.
4. Work force demographics - The changing makeup of the population as it relates to increase in minority/ethnic ratios, women, aging, affirmative action, quotas, low skill levels.
5. Retention - The ability to retain highly qualified employees by staying competitive, salary benefits, recognition, shift preference, and special assignments.

#### Critical Events

1. P.O.S.T. reports more law enforcement openings than qualified applicants in the available California labor force.

2. Conservative President elected and fills vacant U. S. Supreme Court positions with conservative justices.
3. Immigration Naturalization Service increases quotas for Pacific Rim countries to immigrate to U.S. by 80%.
4. Federal Labor Standards Act ruling to standardize law enforcement benefits, i.e., wages, hours.
5. California Supreme Court rules, polygraph illegal for screening of entry level applicants.

These identified trends and events were determined to be the key element in the analysis of how a recruitment program of the future might address itself towards locating, testing, and hiring qualified law enforcement candidates.

With this information, we can begin to implement a strategic planning process to assure the best qualified candidates are recruited into law enforcement.

Capability Analysis Overview

Two surveys were given to members of the Fremont Police Department. They ranged from a civilian employee to several command officers. The purpose was to determine the department's present as well as future capabilities to handle change. The average of the responses was plotted on a master copy of each survey sheet.

Present Capability

Strengths

Weaknesses

Technology and equipment

Manpower

Management and police officer skills

Facility

Training

Image

Council support

City Manager support

Acceptable

Community support

All other areas are seen as average.

### Future Adaptability

The second study refers to the future adaptability of the department and its ability to react to change. The survey shows that the department seeks to plan but remain flexible as it looks at the future and how it will deal with change. The department realizes it must look at its resources and reward and develop the line personnel for the future. This is a very positive indication for the department and its future growth.

## CAPABILITY ANALYSIS: RATING

### Instructions

Evaluate for each item, as appropriate, on the basis of the following criteria:

- I Superior. Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve.

Category	I	II	III	IV	V
manpower	_____	_____	_____	X	_____
technology	_____	X	_____	_____	_____
equipment	_____	X	_____	_____	_____
facility	_____	_____	_____	X	_____
money	_____	_____	X	_____	_____
calls for service	_____	_____	X	_____	_____
supplies	_____	_____	X	_____	_____
management skills	_____	X	_____	_____	_____
P.O. skills	_____	X	_____	_____	_____
supervisory skills	_____	_____	X	_____	_____
training	_____	X	_____	_____	_____
attitudes	_____	_____	X	_____	_____
image	_____	X	_____	_____	_____
Council support	_____	X	_____	_____	_____
C.M. support	_____	X	_____	_____	_____
growth potential	_____	X	_____	_____	_____
specialties	_____	_____	X	_____	_____
mgmt. flexibility	_____	_____	X	_____	_____
sworn/non-sworn ratio	_____	_____	X	_____	_____
pay scale	_____	_____	X	_____	_____
benefits	_____	_____	X	_____	_____
turnover	_____	_____	X	_____	_____
community support	_____	X	_____	_____	_____
complaints rec'd	_____	X	_____	_____	_____
enforcement index	_____	_____	X	_____	_____
traffic index	_____	_____	X	_____	_____
sick leave rates	_____	_____	X	_____	_____
morale	_____	_____	X	_____	_____
	_____	_____	_____	_____	_____
	_____	_____	_____	_____	_____
	_____	_____	_____	_____	_____

STRATEGIC NEED AREA \_\_\_\_\_

CAPABILITY ANALYSIS: RATING 2

Instructions

Evaluate Each Item For Your AGENCY as to what type of activity it encourages:

- I Custodial - Rejects Change
- II Production - Adapts to Minor Changes
- III Marketing - Seeks Familiar Change
- IV Strategic - Seeks Related Change
- V Flexible - Seeks Novel Change

Category

TOP MANAGERS:

	I	II	III	IV	V
Mentality Personality	_____	_____	_____	_____	<u>  X  </u>
Skills/Talents	_____	_____	_____	<u>  X  </u>	_____
Knowledge/Education	_____	_____	_____	<u>  X  </u>	_____

ORGANIZATION CLIMATE:

Culture/Norms	_____	<u>  X  </u>	_____	_____	_____
Rewards/Incentives	_____	_____	<u>  X  </u>	_____	_____
Power Structure	_____	_____	_____	_____	<u>  X  </u>

ORGANIZATION COMPETENCE:

Structure	_____	_____	_____	<u>  X  </u>	_____
Resources	_____	_____	<u>  X  </u>	_____	_____
Middle Management	_____	_____	_____	_____	<u>  X  </u>
Line Personnel	_____	_____	<u>  X  </u>	_____	_____

Mission Statement

California Law Enforcement

To provide professional and responsive law enforcement services in a manner that protects the individual rights and dignity of both the accused and the victim. To continually strive to upgrade and maintain the very highest standards in both their professional and personal endeavors.

Mission Statement

Fremont Police Department

To become an integral part of the total City government by contributing to the overall development and planning efforts as they relate to the delivery of effective police services. To continually improve our services to the community by providing professional patrol and investigative services to the residents of Fremont. To work closely with the citizens of the community and address their concerns and respond to their changing needs.

### Stakeholder Identification and Analysis

In formulating a plan to design and implement a community oriented recruitment program, the Fremont Police Department will be used as a case study. However, the concepts and procedures developed in this case study can serve as a model and, thus, be followed by other law enforcement agencies in establishing similar program.

In a strategic plan, design consideration must be given to those identified individuals, groups, or organizations (stakeholders) who have a vested interest in the recruitment of qualified police candidates by the year 2000. Each of these stakeholders will have their own opinions which will impact the organization's ability to develop their new program. The opinions and assumptions of these stakeholders are critical when developing a strategic plan.

The following list of stakeholders was compiled using the brainstorming N.G.T. techniques. The group was asked to be specifically aware of the "snail darter" effect; that is, a small, hidden, non-obvious group or individual that might be the one that actually surfaces to stop the project.

1. Recruiters
2. City Attorney's Office (legal issues)
3. Non-sworn personnel
4. Sworn personnel
5. Staff Officers
6. Training Section
7. Unions
8. Politicians
9. Local builders
10. Realtors
11. Private security operators
12. City government
13. Commission on Peace Officer Standards and Training
14. Local taxpayers
15. Police association
16. Local business
17. Homeowners
18. Fire Department
19. Property owners
20. Media
21. Local civic organizations
22. Chamber of Commerce

23. Minority/ethnic groups

24. Area colleges

The group was then asked to look at the list and discuss any consolidations or changes before identifying ten stakeholders that in their opinion have the biggest impact on the issue.

1. Recruiters

2. Training Division

3. Commission on Peace Officer Standards and Training

4. City Council/City Manager

5. Non-sworn personnel

6. Other City departments

7. State and federal elected officials

8. Minority/ethnic groups

9. Police Chief

10. Police Officer

11. City Attorney

12. City Personnel manager

The following analysis and assumptions were made regarding the most significant stakeholders to the issue:

1. Recruiters - C.L.E.A.R.'s +

- \* Support program - will gain more important role in organization.
- \* Actively lobby to maintain standards and funding at State and local level
- \* Long range planning effort needed
- \* Expanded involvement in community - enlarge personnel section

2. Training Division +

- \* Support program - long range planning to address ongoing and future needs
- \* Chance for more involvement in community
- \* Monitor P.O.S.T. and lobby for maintaining of standards
- \* Work closely with local colleges to teach and recruit

3. Commission on Peace Office Standards and Training +

- \* Support concept - could be snail darter - regarding hiring standards - funding

- \* Need for increased involvement re recruiting concerns with identified resources
- \* Support training programs: Adjust to needs of law enforcement as community changes
- \* Concern with funding of large programs addressing special groups

4. Local Politicians - (poss. snail darter)

- \* Support in concept
- \* Will monitor cost/necessity
- \* Taxpayers will pressure to reduce municipal spending
- \* Responsive to reactions of minority/ethnic groups

5. Non-sworn Personnel +

- \* Support for qualified candidates-possible increased responsibilities if standards changed
- \* Support safe environment - good community support for department
- \* Support training as long as they were involved

6. Other City Departments -

- \* Will reduce their share of City budget
- \* Reduce status within City
- \* Jealous of police department which could lead to lower City morale
- \* Poor cooperation between police and other City departments

7. State and Federal Elected Officials +

- \* Will shift funding priorities
- \* Sponsor legislation to address police officer standards - professionalism
- \* Actively concerned with service level mandates associated with funding of recruitment programs
- \* Concerned with safe streets, crime rate issues
- \* Will monitor activities of P.O.S.T. and

8. Minority/ethnic groups + (Snail Darter)

- \* Support concept - chance to be represented in law enforcement community
- \* Will be suspicious of efforts of police department
- \* Will want to monitor progress of applicants and careers of recruits

9. Police Managers +

- \* Support as it will project a positive attitude towards recruitment with community
- \* Will be concerned about personnel and future training and assignments
- \* Will provide better overall service to the community
- \* Will enjoy department prestige due to positive recruitment effort high quality of officers

10. Police Officers +

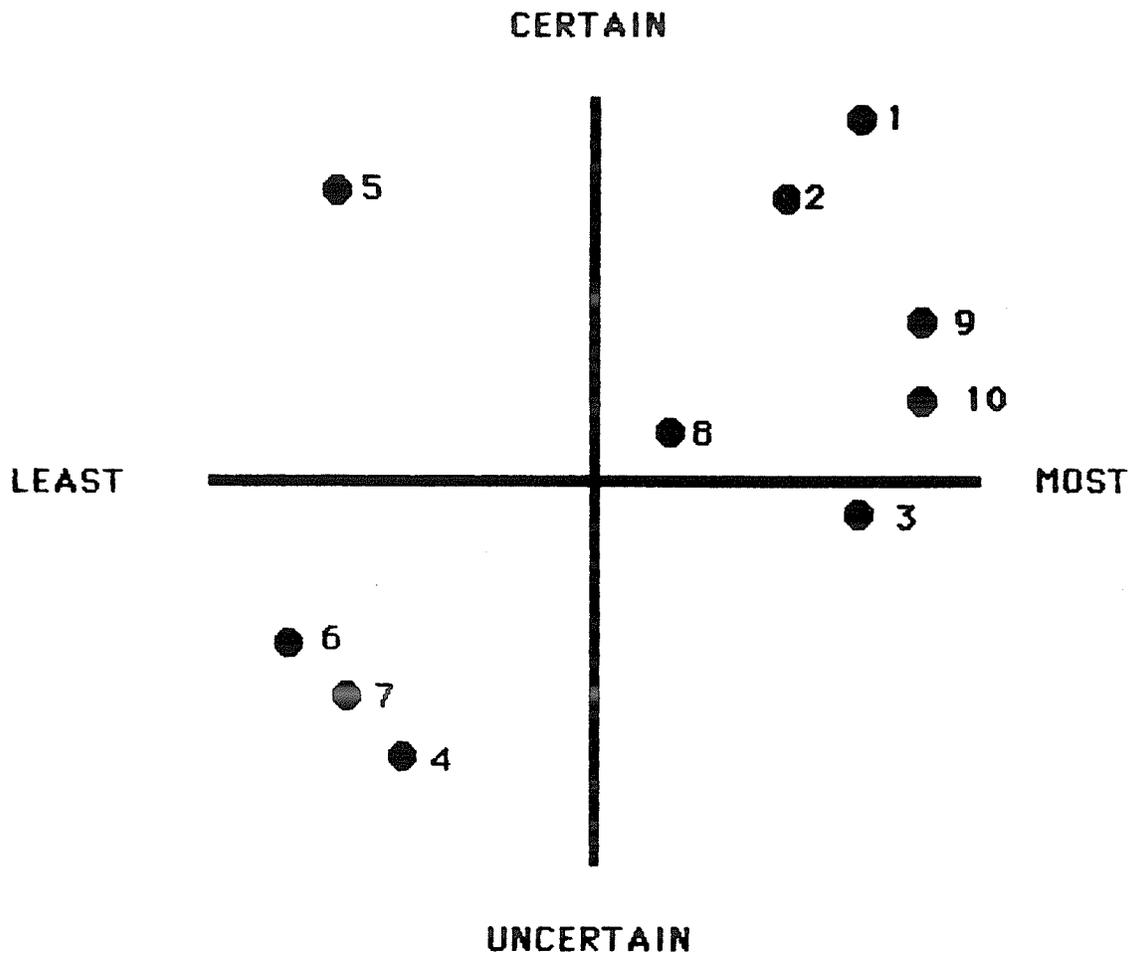
- \* Will support - active ongoing program will insure vacancies are filled in a timely manner

- \* Potential for excessive amount of overtime reduced (burn out)
- \* Will feel good as feeling of caring by department helps morale
- \* Will enjoy esteem by being associated with progressive people oriented organization
- \* Department training, award, and assignment program will help retention
- \* Will show greater efficiency and effectiveness by maintaining full complement
- \* Will be concerned about entry level standards

The following graph will show the "stakeholders" position in relation to the ease or difficulty that will be encountered in obtaining their support for the accelerated and innovative approach to recruiting in the law enforcement setting.

# CERTAINTY OF ASSUMPTION

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- 1. RECRUITERS
- 2. TRAINING
- 3. P.O.S.T.
- 4. LOCAL POLITICS
- 5. NON-SWORN PERSONNEL

- 6. OTHER CITY DEPARTMENTS
- 7. STATE/FEDERAL ELECTED OFFICIALS
- 8. MINORITY/ETHNIC GROUPS
- 9. POLICE MANAGERS
- 10. POLICE OFFICERS

GRAPH OF ASSUMPTIONS/STAKEHOLDER IMPORTANCE

EXECUTION

Alternative One

The department establishes a wait and see attitude to future growth. The crime rate and calls for service are monitored to adjust manpower on a shift by shift basis. Short term planning is necessary to manage unexpected manpower needs. Recruitment efforts follow old practice of very little advertising and waiting for potential candidates to find Fremont.

Con - Minority and ethnic groups would feel neglected as the out-reach programs are stopped limiting their opportunity for a career in law enforcement.

Con - Overtime and workload requirements will increase as waiting lists are created for testing instead of new personnel being hired to fill the existing vacancies in a timely manner.

Con - Citizens of the community will lack confidence in the department as response times increased and reductions in service were initiated.

- Pro - The savings in spending for recruit training will provide money for needed training of other police employees enhancing their ability to perform their jobs.
  
- Pro - Will cause the department to look at how they are providing services and cut or streamline some functions and levels of service.
  
- Pro - Other departments within the City would benefit to some degree and the money saved in recruiting and salaries can be used to assist their needs.

Alternative Two

The department takes a very pro-active recruitment posture. The long range planning extends for 15 years. Increased advertising and community involvement make potential candidates aware of what Fremont has to offer in the law enforcement career.

- Pro - This concept will provide the department with many applicants and an ongoing testing process.

- Pro - By establishing a long range plan, the police personnel section can establish workable goals and objectives. Their budget will reflect this plan.
- Pro - Out-reach programs will seek involvement from citizens in the minority and educational communities to assist in recruiting qualified applicants.
- Con - This system may cause a work overload in the City personnel staff due to continuing testing of candidates. This will require additional personnel and money to pace of the Police Department.
- Con - The training of the newly hired officers will be difficult to coordinate. Recruit training is conducted by larger agencies or colleges in the area and academy allocations are limited, requiring closer cooperation between agencies.

Alternative Three

The police department is funded to form its own independent personnel office. This would allow for more control of the

recruitment and hiring process. Candidates could be tested and hired in a much quicker time limit.

Pro - The police management would be able to plan and design a recruitment policy for the future. Time frames to realistically train and assign new officers to fill vacancies created by the expansion of the department can be established.

Pro - Those within the organization would reflect a positive attitude as the organization grows with the community. The response to requests for service would be maintained, creating a positive feeling of professionalism of the department.

Pro - Community attitudes of the department will remain supportive as their requests for assistance are answered in a timely and efficient manner. A feeling of safety will also be maintained as citizens see the marked units patrolling their streets.

Con - With the expansion of the department, a concern will be expressed by local politicians regarding fiscal

capabilities of the City. Although in spirit they will support the department's efforts.

Con - As the department recruits and hires new officers in a more expeditious manner, adjustments will have to be made regarding the field training and in-house academy provided by the department. Both programs must be monitored and modifications made to handle the increase of recruits.

#### Recommended Alternatives

When evaluating alternatives and their short and long term potential impact on the recruitment of qualified police candidates in the future, alternatives two and three should be blended to provide the best guide.

By authorizing the police department to recruit and hire its own personnel in accordance with a long range plan, a commitment to service will be established throughout the organization. The City Council can then assure citizens it is committed to an efficient and effective police department.

This concept will establish a mechanism to actively improve the recruitment process and help to keep the department competitive. Personnel will locate and hire the best possible candidates in an efficient and effective manner. This will demonstrate to the community and law enforcement Fremont's commitment to excellence.

With the organization in control of its projected manpower needs and the recruitment mechanism to fill them, police managers can concentrate on future expansion and special needs of the department. This advanced planning will result in savings to the City in its effort to recruit qualified police candidates as long range program budgeting is implemented. This pro-active posture in planning for the future requirements of the community and the department's ability to respond to them is extremely important when considering the public image of the department and community as a whole.

#### Administration and Logistics

The implementation of this plan (recruitment of qualified candidates into law enforcement) must be clearly communicated to the police administrative staff so that an organization strategy can be developed to implement the plan.

A presentation of the plan must also be made to the City Manager and the budget staff. This presentation will focus on the future trend forecasts and their obvious benefits to the police department and the positive impact to the community the recruitment plan will have.

Following acceptance by the City Manager, negotiations will be initiated with the stakeholders. With their approval and support, a recommendation to the City Council will be made to provide funding to increase the staff and advertising budget of the police Personnel Section.

Logistical Implementation

1. Describe plan to police administration (1-2 months)
  - Futures orientation
  - Recruitment of qualified officers - impact on department

- Need for planning process
  - Staff input (by off and personal commitment)
2. Advance plan to Manager/Council
- Futures orientation
  - Recruitment impact on police service
  - Benefits of employing management driven guide to impact the future hiring of qualified candidates to serve the department and community.
  - Outline costs and alternatives
3. Meet with "stakeholders" (3-5 months)
- Use one on one personal method to preview strategic plans with various "stakeholders" - discuss advantages from "stakeholder's" view point. This can be accomplished through various staff members.

4. Submit to City Manager/Council

- Include comments and commitment of "stakeholders" to plan.

5. When plan adopted, establish a review team selected from the police administration staff and personnel offices of the department and City (6-9 months).

6. Develop a recruitment advisory committee consisting of representatives from a cross-section of the community, i.e., minority, women, business, education, to provide input regarding future target areas and strategies to adopt to recruit the best qualified police candidates.

#### Planning System

A periodic planning system is the most appropriate system to use in the strategic plan.

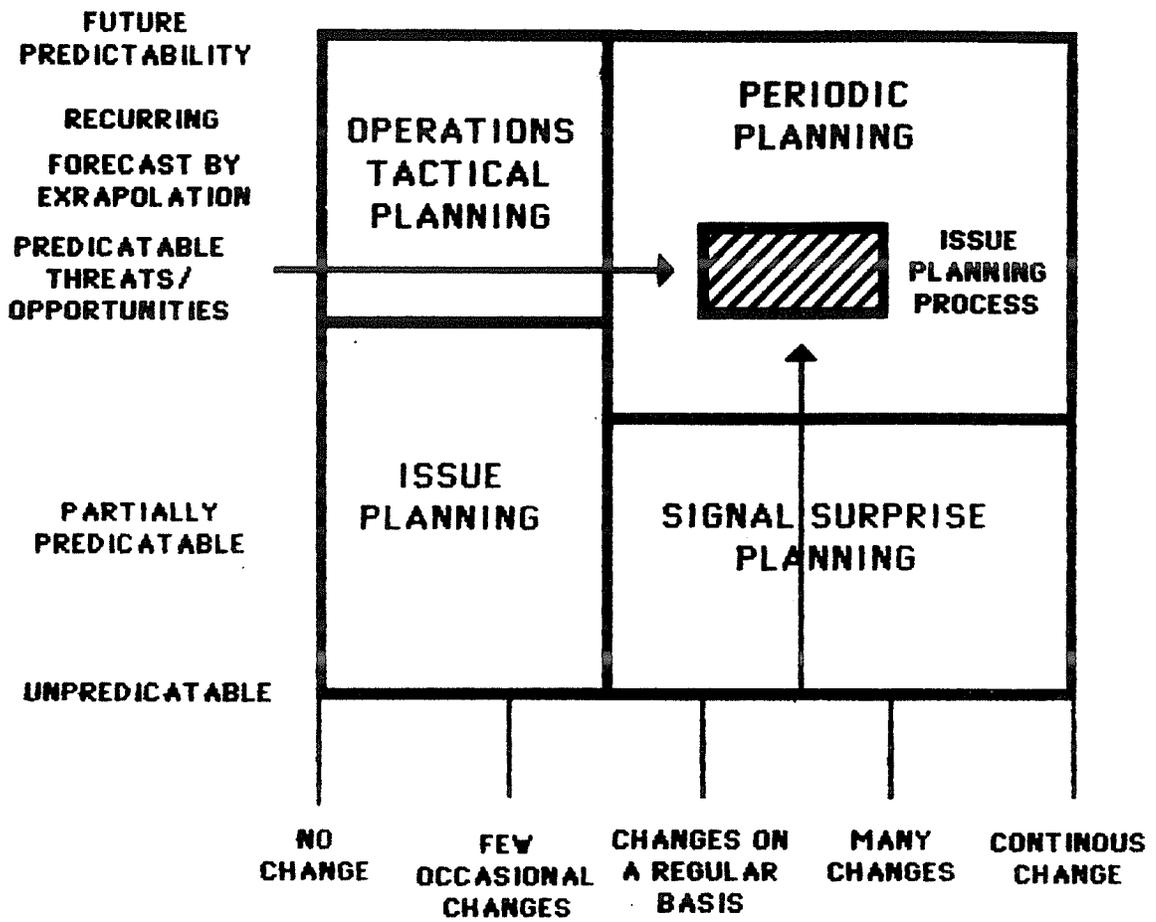
Analysis of the environmental turbulence identifies "many changes" occurring in the short and long term. These changes will be both

within the police organization and the surrounding demographics. These changes must be monitored and modifications made regarding the recruitment process.

Issues pertaining to these changes in the environment indicating the predictability of threats and opportunities were previously discussed in this paper.

The following Planning System Matrix reflects these assessments and indicates the planning system best suited to identify the changing demographics as they relate to recruiting qualified candidates to law enforcement by the year 2000.

# PLANNING SYSTEM MATRIX



## TURBULANCE OF CHANGES

### Turbulence of Changes

The periodic planning process works especially well with the recommended review team established within the police department to monitor the changing recruitment environment.

By monitoring the population growth and work force demographics of the Bay Area as well as they relate to Alameda County and the City of Fremont, the review team can recommend procedures and the implementation of plans to react to the changing work force environment.

With the recommended Strategic Plan alternative in place, the employment of the periodic planning process will facilitate the orderly application of the recruitment of qualified candidates to the law enforcement environment for both the short and long term.

## Transition Plan

### Strategic Plan Summary

This project examines the impact of the shrinking work force on law enforcement's ability to recruit qualified candidates by the year 2000.

### Present State

Law enforcement agencies throughout the State are having difficulty attracting and recruiting candidates. Several large agencies in Southern California have from 300 to 500 vacancies. The changing demographics in some areas has led to a smaller available work force to draw from. These changes in the population, such as an increase in minorities, have reduced the candidate pool as they do not see law enforcement as a career field.

Many efforts are being made to attract applicants to law enforcement, however, they have not been successful. Traditional methods of recruiting, i.e., radio, newspapers, and television

ads, are not producing the numbers necessary to fill the present vacancies with qualified candidates.

Two law enforcement job fairs were recently held in Northern California at the Oakland Convention Center. The first fair attracted approximately 10,000 people. The Fremont Police personnel staff collected 500 interest cards, of which five people were eventually hired. A second law enforcement job fair was held in November of this year with many more agencies participating. State and federal representation, as well as agencies from Southern California, were also present, for a total of 102 different law enforcement agencies participating. Approximately 8,500 people attended this one-day event. It is too early to determine what the overall success rate will be.

Although some new collective approaches are being made to attract candidates, each individual agency must develop a plan that best addresses their community's future needs.

#### Future State

Looking back at previous trend forecasts and their cross-impacts with certain events in the forecast section of this report, a

normative future was indicated in the introduction of the strategic plan. This normative future projected commitment between the City and Police Department to recruit the best qualified police candidates. It also identified the impact on the Personnel Section with other agencies in the region engaged in the same recruitment effort.

Using a municipal police agency of medium size (150-200 sworn) and its resources, "stakeholders" were identified and a mission statement established. With the present now defined, future forecasted and the resource and environment established, a strategic plan was initiated to guide the recruitment efforts to hire qualified police candidates. With this strategic plan in place, a transition plan to move from the present to the future can now be implemented.

#### Transition Mechanism

With the establishment of a larger police personnel section and a review team to work together with the community advisory committee, the capability exists to identify, evaluate and promote new and workable methods to recruit qualified police candidates. The changing needs of the community, technology, education, and

environment can all be considered, prioritized, and acted upon through the employment of this transition mechanism.

Critical Mass

To allow for the enlargement of the police personnel section, additional funding for advertising, and a recruitment program, a number of constituencies (critical mass) are necessary to provide the energy necessary to have these changes occur. They are:

1. Police Organization:

- Police Chief
- Police Administration
- Civilian Employees
- Police Officers

2. Government:

- City Council
- City Manager

3. Citizens:

- Minority organizations
- Homeowner associations
- Taxpayer associations
- Merchant associations

To help in understanding the role of the identified constituencies creating the critical mass, and to assure development of the necessary strategies and that the commitment from each is provided at their maximum level to implement the plan, the below planning chart was drawn.

# COMMITMENT ANALYSIS

CRITICAL MASS	BLOCK THE CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
POLICE				
CHIEF OF POLICE				XO
POLICE ADMINISTRATION			X	O
CIVILIAN EMPLOYEES	X	O		
POLICE OFFICERS		XO		
GOVERNMENT				
CITY COUNCIL		XO		
CITY MANAGER		X	O	
CITIZENS				
MINORITY	X		O	
HOMEOWNERS	X		O	
TAXPAYERS	X		O	
MERCHANTS		XO		

**X = PRESENT POSITION**  
**O = DESIRED POSITION**

## Police

The police administration will support and make the change happen. The long term mission is to provide the best police service possible in the most efficient, effective and expeditious manner. The short term task is to market the plan in the most positive way to the citizens, government, and police personnel. The lead constituent of this group is the Chief of Police. As Chief, his commitment must be foremost for the adoption of the plan. He must convince the City Manager and City Council that their commitment to facilitate the additional funding and personnel for the police personnel section and the implementation of the review team and Citizen Advisory Committee will have favorable short and long term impacts on delivery of police services. The Chief will also have a positive effect with the citizens in promoting the plan.

Civilian employees are concerned for their jobs and how the increased attention given to the recruitment of officers will have on them. They too would like additional personnel to assist them as the department grows. They would like to keep up to date by attending seminars and training classes, but feel this would be impacted by the change in priorities and funding of the training

section due to the emphasis placed on officer recruiting. They must be educated to see that the long range plan affects the total expansion of the department, support personnel must be hired as additional work is generated by the increased officer staffing. That their training will increase as the technology and methods of providing police service change. They will move from "block the change" to a "let the change happen".

The police officers will "let change happen". The complaints of manpower shortage on the street and overtime requirements will disappear as new officers are hired.

Their desire for normal working conditions and qualified personnel to assist them in sharing the work load will help insure their short term support. Opportunities for special assignments and training due to the expansion will encourage their long term support of the plan.

#### Government

The government is divided between "let change happen" and "help the change happen".

Citizens became aware of their political power when Propositions 13 and 61 passed. Newly elected officials are well aware of this and react to the requests of their constituents.

When considering the short and long term, minority groups, citizen organizations and merchants will have a substantial positive impact for adoption of the strategic plan and continued support by the City Council.

The City Manager is highly committed in his support of the change and will "let the change happen". Aware of the broad community support addressing the Council and support by the Chief of Police, as well as the long term impact of the mechanism to address the recruitment of qualified officers, the City Manager will approve of the funding and personnel to implement the plan.

#### Citizens

The citizens constituency will "help change to happen". All groups favor the impact of more efficient and continued police service resulting from the recruitment of qualified police candidates. The minority community particularly supports the mechanism as it will allow them to participate in new recruitment programs directed by

the department towards their group. This will allow for a true representation of the total community. The short and long term support will occur when plan is properly presented by the Chief of Police. This group will benefit from a higher level of service and a perceived lower crime rate as more officers are recruited to patrol their streets. This in turn will help the merchants as the City's "quality of life rating" improves causing property values to increase and creating a high promotional esteem for the business community.

#### Critical Mass Conclusion

A broad negotiation strategy is needed for the Strategic Plan implementation to explain, and sell, the plan in positive terms to the "critical mass". Considering the assumptions, basic needs and level of required commitment from each constituent a win/win solution will be reached. In order to accomplish this, a spirit of cooperation employing compromise to balance the needs of participating constituents but not at the expense of plan implementation is needed.

To be sure there is a full understanding by the "critical mass" regarding the impact of recruiting qualified police candidates, the

plan will be clearly communicated as indicated in the Technologies Section of this transition plan.

#### Police Negotiations

The specific negotiation strategy to be used with police department Personnel will be participative. (We need you and your support.) As much information as possible will be put forth supporting operational activities and stressing the professionalism and a futures oriented outlook of the organization. This will show that being a member of this department is being associated with one of the best organizations in law enforcement.

Benefits to the department and its personnel, by adopting the plan to be proactive in the recruitment of qualified police candidates, will enrich the quality of the department.

#### Government Negotiation

The negotiation strategy for this group will be "blanket" and "association" strategies. The process with the City Council will follow the strong endorsement of the Strategic Plan by the City Manager. Reports and presentations to the Council will be made by

as many business and citizen organizations as possible. This will give a positive feeling of support from the community to the Council regarding their endorsement of the Strategic Plan, (blanket).

#### Citizen Negotiation

A "participative" style will be used when dealing with the many organizations in this group. Efforts to reach a common goal and enlist support from other groups to adopt the plan will be the main focus.

Police department administrative staff members will make the first contact with formal and informal group leaders in one on one contacts. This will be done to explain the plan and its benefits to all citizens, as well as the negative consequences if the plan is not adopted.

Organizational and community group meetings will be held following initial contacts by staff. These meetings will promote the support of the common goal. The "association" technique will tie the various groups together in their commitment to the Strategic Plan.

## Management Structure

The structure used to manage the transition regarding the recruitment of qualified police candidates will require two different approaches. One for the formation of the review team and another for the advisory committee.

The Chief of Police is the driving force behind this change and will be the "linking pin" between the two groups. As the head of the department, the Police Chief can act very effectively and with authority, providing coordination between the two groups. This coordination will assure that each group's activities are completed in a timely manner. Each committee will have a chairman who will be held responsible for the basic functions of the Plan.

The committee convened to address the review of departmental recruiting procedures will be made up of a "diagonal slice" of the police department, and will be chaired by the Administrative Services Captain. The "diagonal slice" representation will promote input from all levels of the organization and assure short and long term commitment from department line, supervisory and middle management personnel. This group will have four to six members.

The committee convened to address the issues regarding the many changes occurring in the community affecting recruitment of qualified candidates will be a "task force" comprised of representatives from constituencies having a vested interest in the plan adoption. The chairperson for this group will be a representative of the Chief's administrative staff. This will insure the communication of information is quickly made available to the Chief for evaluation and coordination with the police department review committee. This combined information from a broad section of the community will provide direction for the "linking pin" (Chief of Police) to apply the transition management structure, resources and commitment necessary from the "critical mass" for plan implementation.

#### Technologies

In order to achieve the future State, the Chief of Police must first identify community leaders and recruit them to participate on the advisory committee. He must also seek volunteers from within the department to participate on the review committee. Once the committees are formed, three separate meetings will be held with both committees present.

### Meeting One - Orientation

A four-hour meeting will be held with all representatives. The transition plan will be outlined with the proposed goals of the strategic plan, purpose of each committee and an overview of potential and existing short and long term problems. The Chief of Police will provide futures orientation using trend and event forecasts developed in the initial stages of the strategic plan to define the future state. He will also explain the design of the new structure and positive impact regarding recruitment of qualified candidates on future police service. The transition plan and time frame will be outlined.

Participants will be encouraged to identify personal biases and develop methods to mitigate them. They will learn to focus on the "big picture", describe the desired future, and the strategic plan by identifying common goals and objectives.

### Meeting Two - Transition Planning

This meeting will be held within two weeks of the first.

- Committee members will establish responsibilities. They will learn and participate in the change process using the committee to inspire and reinforce organizational pride and support of the strategic plan.

- This meeting will also address

- \* task and work flow
- \* formal structure
- \* management processes
- \* personnel selection criteria
- \* political impacts
- \* committee interactions and communications
- \* selection process
- \* staff reports

Meeting Three - Implementation - One month later.

- \* move people into unit
- \* orientation and training
- \* start new functions

### Technology Conclusion

Using these technologies, members of the two groups and other "critical mass" groups will be well equipped to start the strategic plan. Members will also understand the overall plan design and where they fit in relation to other constituents and the overall issue.

Committees will prepare themselves for setbacks and as a result be prepared to resolve problems before they arise. The committees will enjoy confidence and advance the Strategic Plan, using vision and organization as the norm. Thereby allowing the "critical mass" to promote and give its support.

### Conclusion

The pending recruitment crisis is the primary issue of this Independent Study. A more pro-active and ongoing recruitment program is recommended as one possible solution.

In order to be successful in this effort to recruit qualified police applicants, county and city agencies must develop long-term strategic plans to compensate for the shrinking work force.

The plan must address the future needs of the community and the type of services that will be provided to its citizens. As the population continues to age, an increased interest in safety will be a major issue. The public's expectations for service will remain high. Local government will be responsible for providing those services in an economical, efficient and effective manner. Fiscal constraints will cause a change in thinking, and new designs will emerge involving approaches such as job fairs and a coalition of private and public agencies to provide services more economically.

Some efforts to increase the recruitment activity in the law enforcement area are taking place today. Job fairs, joint

recruitment and testing by neighboring agencies are having some positive responses. However, as the work force changes and fewer younger candidates become available, additional ongoing measures will have to be taken by all communities throughout the State.

The San Francisco Bay Region will realize a 39% increase in employment by 2005. Alameda County's employment will increase by 215,000 jobs. This regional growth will affect all communities in the county and will challenge their abilities to provide services. In order to keep pace with this projected growth, law enforcement will have to develop long-term plans to adequately respond to the future needs of their citizens.

This proposal was designed to meet future recruitment needs. A number of future trends and events were identified. These trends and events were examined to see that impact they would have in the recruitment of qualified police candidates in the future. Three future scenarios were developed to describe possible concepts.

A recommended strategy for preparing a police organization to accept the idea as an organizational policy was developed. Using the study date, a model strategic plan was offered. A three-phase transition plan followed. The planning, organizing,

implementation, and evaluation stages were outlined. These efforts are needed to maximize the possibility of success in an operational environment.

Law enforcement's response to recruitment in the future will be through a positive and pro-active effort, involving all segment of the community and a close working relationship between all levels of government.

Representatives of minority and majority organizations, chambers of commerce, educators, and other stakeholders will work closely together towards the success of recruiting the best qualified police candidates from their community.

Outreach recruitment efforts in schools, minority communities, women's organizations will be vital to law enforcement. The benefits of recruitment are to provide representatives of all ethnic backgrounds to serve the community, thereby reducing the possibility of lawsuit and injunctions facing affirmative action hiring and promotions. These new law enforcement personnel will act as role models and teachers for members of their communities.

Future law enforcement in Alameda County and Fremont will be service oriented rather than legalistic. Methods of operation will continue to change as resources are limited. Public demands will cause agencies to review their priorities and respond to the community's problems in a cost effective manner. This will include a progressive and positive approach in dealing with the individual concerns of all members of the population.

A positive and pro-active recruitment effort today will help each agency respond to the changing needs of their communities in the future, thereby providing a continued high quality of service and be a true representative of the community it serves.

The work force is not shrinking but changing in California, and future recruitment efforts will have to address these changes today in order to be successful in the future.

END NOTES

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