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HOW WILL THE SMALLER POLICE DEPARTMENT MEET ITS RECRUITMENT NEEDS IN THE NEXT TEN YEARS ?

AN INDEPENDENT STUDY
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EXECUTIVE SUMMARY

This study paper examines the area of how the smaller police departments will meet their recruitment needs in the next ten years. The problems surrounding the recruitment process and the increasing difficulties agencies are having finding qualified individuals to fill their open positions appear to be growing. It is imperative that the smaller agencies develop recruitment plans that will be competitive with the larger police agencies and private industry.

The thesis is broken down into three major areas that address the process and methodology in the successful development of a recruitment program. The three areas will identify the problems area, identify a strategic plan that will offer direction for future planning and finally suggest a transition plan identifying the process that can be used to get form the present state to the future state of recruitment.

In defining the future, forty two major trends were identified by a nominal group of law enforcement and personnel professionals. Utilizing the nominal group technique this list of emerging trends were narrowed down to the five most significant trends that impact the recruitment effort. Additionally critical events or unique occurrences that could occur within the next ten years were identified. These trend and event statements were used to develop three scenarios that can be used as building blocks for strategic planning. Ten policy considerations were offered in the long range approach to our recruitment needs over the next ten years.

Strategic management is used to bridge the gap form an analysis defined present to a scenario defined future. In the development of the strategic plan the capabilities of the smaller department are identified and assessed as well as the future adaptability of the department to deal with the change needed to implement a plan of action. Stakeholders, or those people who have a vested interest in the recruitment effort, were identified to insure there concerns and assumptions were identified and addressed. Five alternative execution plans were developed and by using a policy delphi process, the recommended plans were selected for logistical implementation.

The third phase is the development of the transition plan that is used to actually implement the recruitment programs. The critical mass or individuals who can either make or break the program were identified and used to either make, help or let the needed change occur to insure a successful recruitment program.

INTRODUCTION

ISSUE

HOW WILL THE SMALLER POLICE DEPARTMENT MEET ITS RECRUITMENT NEEDS IN THE NEXT TEN YEARS?

INTRODUCTION

Over the past ten years police agencies throughout California have been finding it more and more difficult to fill their open police officer positions with qualified individuals, who really want to be cops. How do we get the bright young people we want in law enforcement interested in becoming police officers? Those agencies having the most difficulty are the smaller police departments who find it very difficult to compete with both private industry and the major police departments, who quickly hire the cream of the crop, of the job seekers.

For the purpose of this study a smaller department will be described as a police department with 25 to 75 total sworn officers.

In a recent article by Sidney P. Smith, [1] "Why can't I attract good candidates any more?", Sid writes " What kind of person will be a happy and productive long-term employee given the constraints of your community, the nature of your organization, and the personalities of your present employees? In short, what kind of employee do you really hope to find?". The article speaks to the dilemma that most of the smaller departments are having in attracting the right kind of police applicant to

fill the vacancies in our agencies. Smaller police departments all want the best possible police recruit but very few of these same police departments are investing the fiscal resources, time, energy and manpower into current recruitment programs to effectivity answer their needs.

Many of the smaller departments feel that they must totally depend on the city personnel department to handle all of their recruitment and hiring needs. While the personnel department will always play a very critical role in the recruitment and hiring of police officers, it is also very critical that the police department take an active role in the development of minimum standards, hiring criteria, affirmative action programs, testing methods the recruitment techniques used to find qualified police officers.

Time will tell us that poor personnel selection leads to poor departmental morale and lack of trust in management. As police managers we can not afford to let recruitment of qualified personnel take a back seat to other administrative tasks. For years many smaller departments, who have recruitment officers, have filled the recruitment position with a light duty officer or even the departments discipline or problem child. Not only have these recruitment efforts been unsuccessful but, by using these tactics, may send the message to the troops that we really don't care. These types of recruitment efforts are designed to fail. Recruitment should not be viewed by administrators as a necessary evil.

During the past ten years we have all heard the horror stories of police

applicants coming to the oral board drunk or on drugs, candidates who have warrants for their arrest or show up to the test carrying an illegal weapon. I have seen forged school records, phony job referrals and impostors taking the written or physical test for a friend. Recruiting deals with people and with people comes unpredictability. The recruitment officer must be ready to deal with an entire range of surprises. He or she must know where the organization is going and how the recruitment effort will play a part in getting there.

The major problem facing recruiters is finding those bright young people who are interested in becoming police officers. The current police candidate shortage appears to be growing while, traditionally law enforcement agencies hire fewer than ten percent of the applicants who apply. In a recent article in the Los Angeles Daily Journal,[2] Los Angeles County Sheriff Sherman Block blamed the current shortage of qualified officers on poor reading and writing skills and the pervasive use of drugs among applicants. Sheriff Block stated that fifty one percent of the people who take the law enforcement test statewide, fails the exam. In addition of 2,050 applicants who passed the Los Angeles County Sheriffs office written test, 613 people or 31 percent, were immediately eliminated for their own admitted drug use. While Los Angeles Sheriffs Office has 375 open deputy positions, Sheriff Block refuses to alter the departments hiring standards.

Doctor Edward Shev, a noted psychologist who has interviewed thousands

of police applicants and working police officers and wrote the book Good Cop / Bad Cop,[3] believes that 35 percent of our working police officers are unfit for police work. This is suggesting that police departments may be hiring the wrong people to be police officers. The statistics have shown over the years that police officers have extremely high drinking problems with one in every five police officers is handicapped by alcohol. The divorce rate for police officers is the highest of any occupation and the suicide rate for police officers is six and one half times greater that the national average.[4]

The truth is that many of the young officers being hired don't have the slightest idea of what it's like to work as a police officer. This becomes a problem when the individual is not suited to be a police officer and finds out the hard way after spending a few years on the job and then deciding to quit, at a great cost to the police department for the training , education and equipment costs. A worse scenario is the unhappy employee who stays with the organization for twenty plus years and becomes, at the very least, a serious labor relation problem, benefactors of large workers compensation claim or expensive early retirement.

All this may paint a very grim picture for the recruitment officer but by looking at the past and understanding the new generation work force, the recruiter can prepare for the future. This study will help the recruiter on the smaller department, in the development of long range planning aimed at meeting the future departmental needs and avoiding the problems we are all having in the recruitment of talented people.

DEFINING THE FUTURE

METHODOLOGY

Today in California there are about 5,000 police officer jobs open.[5] Our task as police administrators is not to just find any applicants to fill these positions but to compete with larger jurisdictions and private industry for the most qualified, brightest young people we can find. This is certainly not a new problem and we can count on the problem growing over the next ten years.

After talking with twenty one smaller agencies in the California bay area all of the recruiters without exception agreed that it is becoming more and more difficult to attract the good candidates they were able to attract ten to fifteen years ago. A smaller agency was identified as being a police department with 25 to 75 sworn officers. It was also very interesting to find that while these agencies were becoming less effective in their recruitment efforts only five of the agencies have made any significant change in there recruitment methods. As police administrators we can not afford to be surprised by the twenty to fifty percent failure rate of police candidates who can not make it through the probationary period. We can not afford to settle for second best in the officers we are recruiting just to get someone to met our minimum manning concerns without realizing the long term ramifications of hiring the marginal employee.

In addition to the police agencies visited, I attended a high school health and safety class that was involved with career options. The class was asked about their thoughts on why they would or would not want to become a police officer. The majority of the class had a very negative view of law enforcement as a career. Issues such as a negative police

image, poor pay compared to other professional jobs, negative peer pressure and the thought that they wanted more out of life than just being a cop were felt by most of the students. It became apparent that we in law enforcement must find ways to improve the image of being a police officer and attract bright young people into preparing to become police officers because they see the job as a profession to be looked up to.

LITERATURE SEARCH AND PERSONAL INTERVIEWS

During a seven month period I developed a file of news clippings, articles, excerpts from books and notes from personal interviews on the subject of the job market and recruitment methods in both the private and public sector. This process of looking at the current and past state of the art in recruitment help me develop a picture of what trends were developing and what events over the past few years altered these trends.

As I progressed through the process of developing background information it was very clear that private industry is moving much faster in their efforts to recruit talented people than the public sector. It is not at all uncommon to find job fairs in the Silicon Valley, offering hiring bonuses of ten percent and up of the starting annual salary, relocation benefits, $250 to $1,000 referral payments to employees who recommend candidates who are successfully hired. Hiring from outside of the local area is not at all uncommon. Toyota in Georgetown, Kentucky is following a Japanese style of employee selection that requires up to twenty eight hours of testing,

job simulation and interviewing for each new successful candidate. "It costs us more to evaluate people"[6] concedes Samuel Heltman, general manager of human resources for Toyota Motor Manufacturing USA Inc. "but other companies pay later in turnover and misplaced workers - and possibly in product recalls".

NOMINAL GROUP

A group of five police administrators and a personnel specialist were contacted and agreed to become part of a Nominal Group that would further develop the emerging issues or trends in the recruitment area. They were also asked to look at those events that could occur and influence these trends. Each of the Nominal Group members were given written instructions on how the process of using trends and events is used to look at improving current recruitment programs or initiating new programs as well as developing possible policy changes. They were given the information I had gained during my literature search and a partial list of emerging trends and possible events. This information was used to illustrate the Command College Futures Analysis Process that we would be using during the Nominal Group Technique.

The Group met at Mountain View Police Department prepared with their own list of trends and events that could be added to mine. In addition, the group as a whole spent additional time further developing these lists. The brain storming session resulted in a list of forty two emerging trends and thirty seven events that could effect these trends.

TRENDS

1. Education of applicants is increasing / leveling off?
2. Increased drug exposure by police applicants
3. Decreased hiring standards by police agencies
4. Increased minority population
5. More women in police work
6. Increased civil action against police agencies in the hiring process
7. Less military background of applicants
8. Departments fiscal resources are less abundant
9. Disability retirements on the increase
10. Court actions reducing testing methods
11. Increasing numbers of volunteers in police departments
12. More quota hiring demands by courts
13. The work force is aging the BABY BOOMERS phenomenon
14. Increased competition by other police departments for recruits
15. A shrinking unemployment rate for the bay area (currently at 5%)
16. Increased number of non-sworn officers in police departments
17. Affirmative action
18. Changes in working hours i.e. 10-4 plans / flexible working hours
19. Less life experience in new hired police officers
20. Officers are shopping around more for wages and benefits
21. Washing out more during the background investigation
22. Higher level of early retirements for "job burn out types"
23. Changing tax revenues (reduced)
24. Assaults against police officers increasing

25. Private security taking a larger role in police work
26. The generation gap between staff and new officers
27. Law enforcement is becoming more complex
28. Maternity leave and day care problems
29. The television and media representation of law enforcement
30. More demand of rights by officers
31. Reduced availability of housing in the Bay area
32. Increased cost of housing in the bay area
33. Perception that law enforcement is not a profession
34. The "Me Generation"
35. Less applicants wanting to help others as a motivation
36. Mistrust by community
37. Less military experience
38. More multi agency hiring
39. Fluctuating level of education
40. Hiring more laterals
41. Hiring more reserve officers as regulars
42. Decreasing young population

The Nominal Group Technique (NGT) was utilized to review the forty two trends and additional time was taken to insure each member had the same understanding of each trend statement. Each member of the group independently voted for the top five trends that would have the most influence on the recruitment topic. We each made our own determination that the trend was either priceless, very helpful, helpful, not very helpful

or worthless. After the votes were counted we had narrowed the list of trends to be used in this study down to eight. After further discussion we again voted and selected the top five trend statements. These were:

1. Increased use of drugs by applicants
2. The aging population or the Baby Boomer era
3. Increasing minority population
4. The "Me Generation"
5. Agencies hiring more laterals

The Nominal Group then spent time putting a little meat on the trend statements. It was very important that we all understood exactly what each trend represented to us as a group and how the trend effected the recruitment efforts.

TREND ONE: INCREASED USE OF DRUGS BY APPLICANTS - Police recruiters are being forced to either change their hiring standards as related to past drug usage by applicants or face the fact that past drug usage may disqualify the majority of police applicants. Background investigations and polygraph examinations are finding that over fifty percent of the applicants admit to past drug use. This information was true of the five jurisdictions represented in the Nominal group. Los Angeles Police Department will not hire anyone who has used hard drugs such as cocaine, heroin or hallucinagenics but have relaxed their stand on other drugs in

their hiring standards. It is not real clear how effective this standard is. Los Angeles Police Chief Darryl Gates recently stated he knows he is hiring drug users, "there is no question about it" "I know it"[7] It is interesting to note that Los Angeles Police Department does not use the polygraph for background investigations. Agencies in the California Law Enforcement Association of Recruiters (CLEAR), have found that many of the hard core agencies against past drug use have started to rethink their attitude of non employment for anyone who was a drug user. As part of a state grant, the Tri City Drug Resistance Grant in south San Mateo County found that sixty eight percent of the high school students have admitted to drug use within the past year. Many local school districts are reporting even higher percentages of illegal drug use by their students.

TREND TWO: THE BABY BOOMER ERA - There are 75 million Baby Boomers in the United States who represent the greatest majority of our work force. This group is now in their early to mid thirties and has influenced society each decade since 1945. They flooded the school system in the late fifties and the sixties and caused the closing of many schools after they had passed through. They were a major impact on the job market in the sixties and seventies and will be a major concern to the retirement community within the next fifteen to twenty years. For law enforcement recruiters this change in the average age in California results in less young job seeking people. The same type of individuals we are used to hiring.

TREND THREE: INCREASING MINORITY POPULATION - It is predicted that the white population in California will represent under fifty percent of the total population by the year 2000. We are experiencing large numbers of immigrants from other parts of the Pacific Rim as well as most other areas of the world. This trend represents some very real concerns to the recruitment efforts such as language barriers and many varied customs that must be addressed in our communities. Affirmative action concerns are becoming a guiding force in our recruitment programs. In Santa Clara County alone the population grew 21.6 % from 1975 to 1985 while the Hispanic population over the same time period, grew by 76 %. It is not at all unusual to find police departments with court ordered mandates or consent decrees on hiring born of discrimination suits.

TREND FOUR: THE "ME GENERATION " The trend toward the "Me Generation" is a product of the Baby Boom era that has made some major changes for our recruiters. More emphasis is being put on "what can you do for me" by the applicants. These individuals who are unwilling to wait for success, they want it all now. They want to be individuals and not groups. Benefits are changing from the security issues to the leisure issues. It has become more common for young officers to keep their police careers for only a few years and then move on to other professions, where they feel more of an opportunity to have more input on decisions at every level.

TREND FIVE: AGENCIES HIRING MORE LATERALS Out of the twenty one agencies contacted, nineteen utilize lateral hiring over fifty percent of

the time and seven of the agencies hire quite often from their reserve officer organizations and cadet programs. These recruiters are looking for a known quality type of individual, however most admit that they are quite often hiring someone else's problem child when lateral hiring is used. The only common reasons found for hiring laterals was that the recruiters felt that these people would stay in law enforcement longer than the raw recruits and that they can get lateral officers out on the street in half the time.

The following TREND EVALUATION FORM was completed by the group in order to show the increase or decrease of each trend over the past ten years, and then project out an additional ten years.

TREND EVALUATION FORM

Subgroup: _____

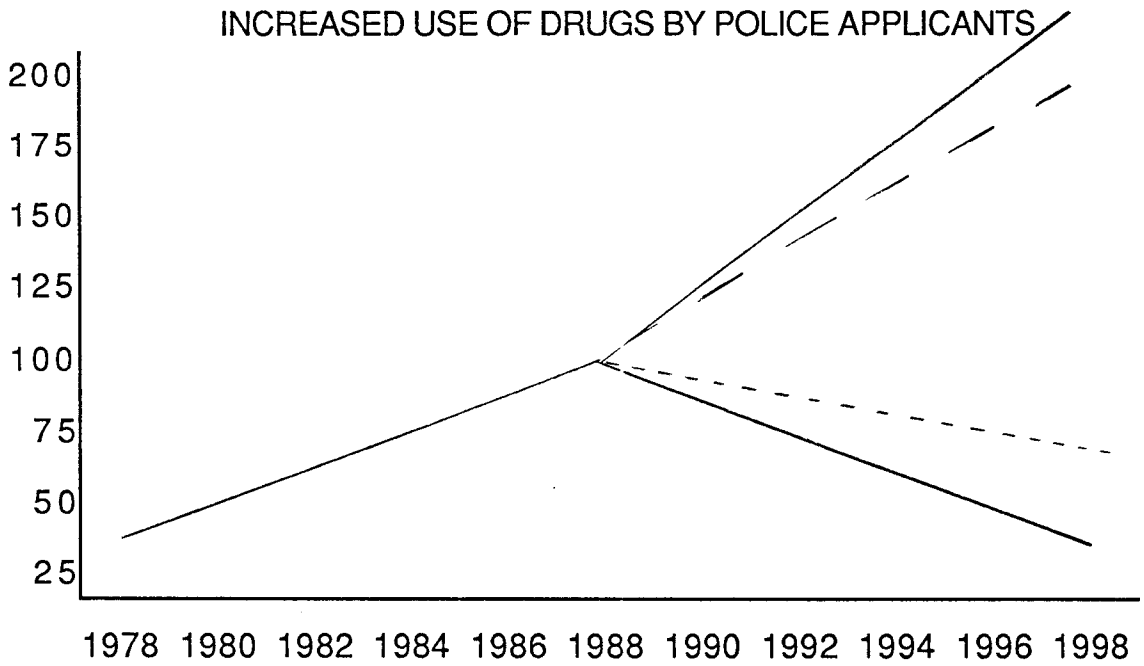
TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		10 Years Ago	Today	"Will be" in 10 Years	"Should be" in 10 Years
Increased use of drugs by police applicants		37	100	144	46
The aging population or the baby boomer era		52	100	140	134
Increasing minority population		96	100	169	146
The "Me Generation"		58	100	143	110
Agencies hiring more laterals		50	100	185	158

Form 4.2

The information gained allowed the trends to be plotted out on graphs to show the range of responses and what the Nominal Group felt each trend would look like in the next ten years. These graphs also allow us to visually make the statement as to what we feel each trend *should* be in ten years as opposed to what we felt the trend *would* actually be.

TREND ONE

INCREASED USE OF DRUGS BY POLICE APPLICANTS

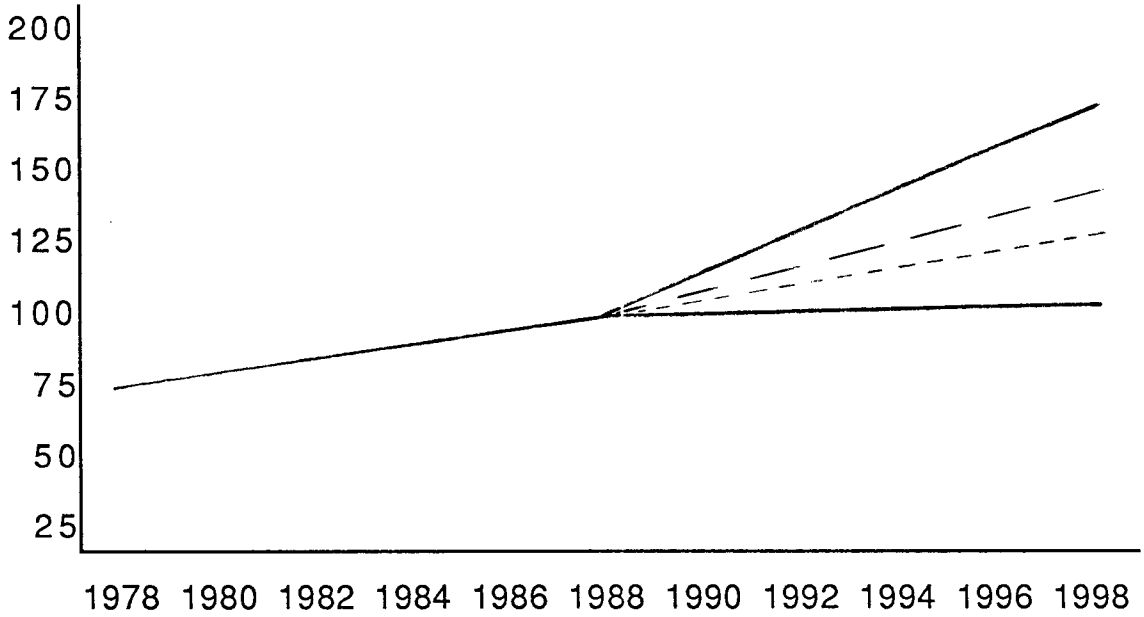


———— = Range - - - - - - - - = Should Be —— —— —— = Would Be

The group felt that there was a major increase in drug usage by future applicants and felt that the trend would continue over the next ten years, however, as professional law enforcement administrators, they all felt that the trend should decrease over the next ten years. This decrease may be caused by changes in standards for law enforcement and by society in general attitudes, stricter laws and educational programs.

TREND TWO

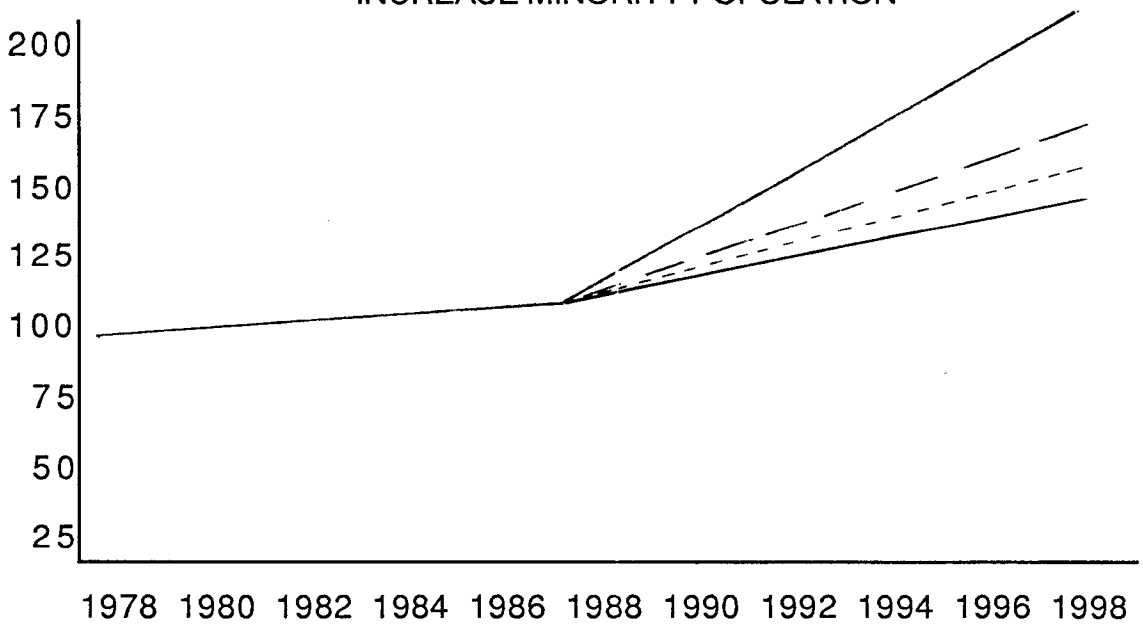
THE AGING POPULATION



The group felt this trend was much more stable and very consistent forecasts were given by all group members.

TREND THREE

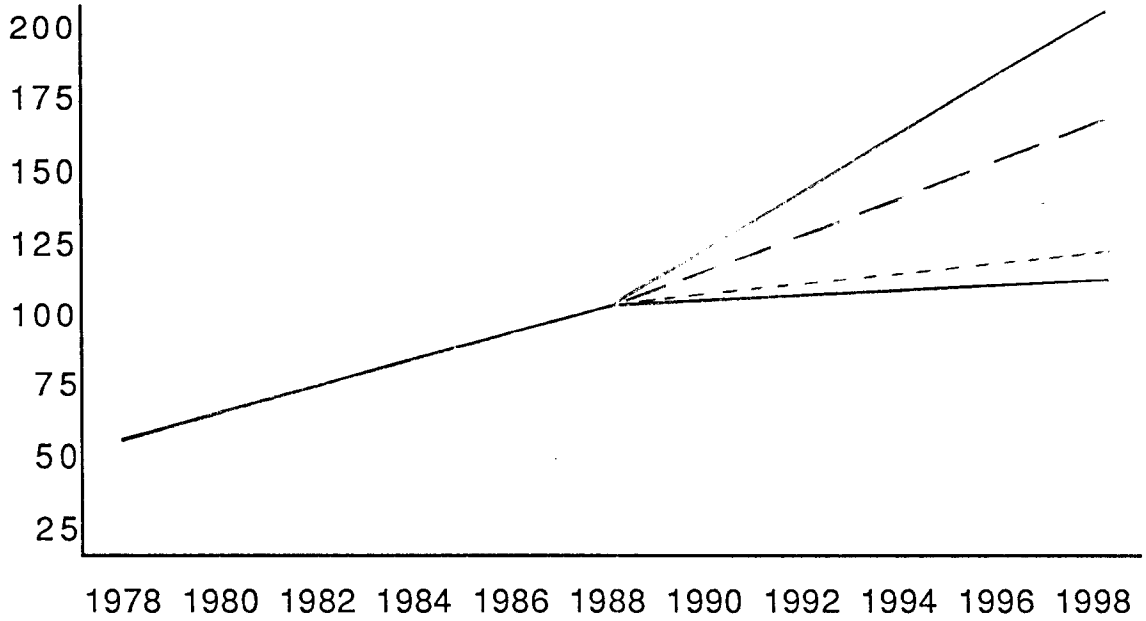
INCREASE MINORITY POPULATION



This is another area that the group felt was very predictable and were very consistent in their responses

TREND FOUR

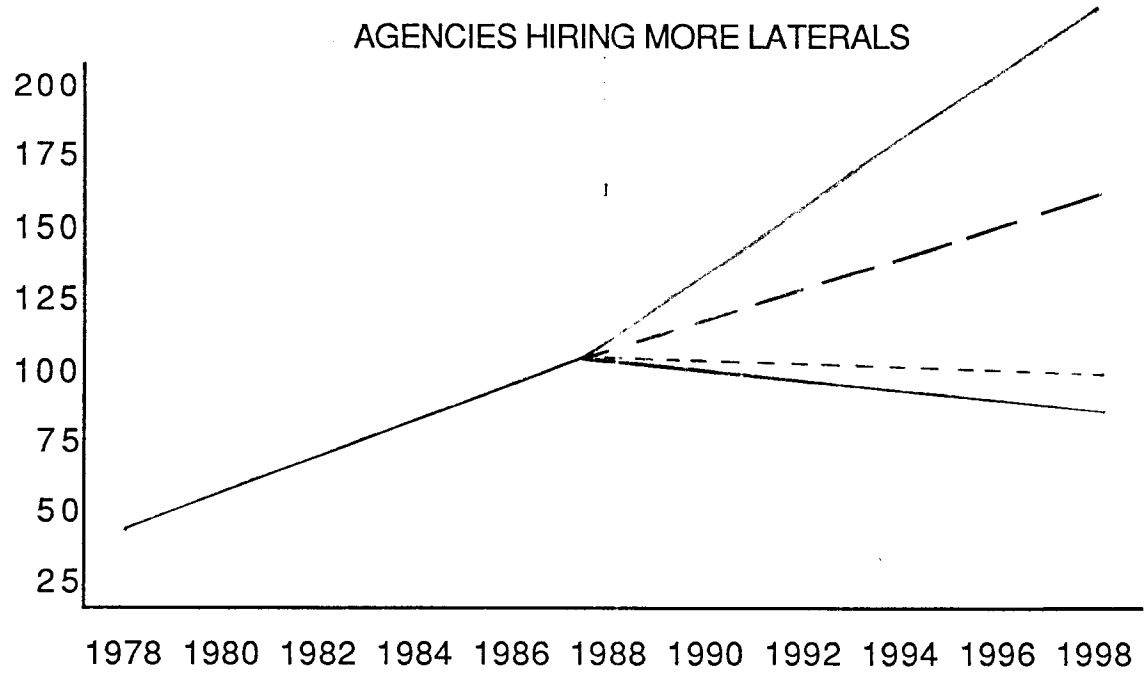
THE "ME GENERATION"



This trend will continue according to the Nominal Group but the group felt that this is a negative force as it is related to the recruitment effort. They felt that the trend should be a lot less noticeable than it will be.

TREND FIVE

AGENCIES HIRING MORE LATERALS



The group was very mixed about the results of this trend as they found many good aspects of hiring both laterals and new police officers.

CRITICAL EVENTS

The next task for the Nominal Group was the development of critical events that could happen and could have a significant impact, if they occurred, on those emerging trends that were developed. Events were defined as unique occurrences that have a altering effect to the future. These events could be technological developments, resource discoveries, natural disasters or political upheavals. The same brain storming process was used to develop a list of thirty seven event statements. The following is a list of these events:

1. Stricter affirmative action standards
2. Salary caps placed on public employees
3. Immigration quotas increase dramatically
4. A major recession occurs
5. Police officer licensing made mandatory
6. The PERS retirement system becomes bankrupt
7. The United States enters a war or military action in South America
8. Polygraph examinations become illegal for employment backgrounds
9. Mandatory drug testing for all police officers
10. A private security agency contracts services for a major city
11. Employees gain a 32 hour work week
12. Average age for entry level police officers reach 35 years old
13. The minimum wage is raised to $10.00 per hour
14. We have a 10 year high for violent crime
15. We have a 10 year low for violent crime
16. Officer dies of duty related Aids
17. The minority population reaches 50% of the total population
18. The average police officer commutes 30 miles to work

19. Pre employment drug screening found unconstitutional
20. California has more police job openings than qualified candidates
21. FSLA standardize law enforcement benefits
22. Drug use becomes legal
23. High school drop out rate exceeds 50 %
24. The Prison system fails
25. All benefits become taxable income
26. Paternity leave is granted by law
27. Non sworn officers outnumber the sworn officers
28. Mandatory military draft is reinstated
29. Military recruitment becomes very successful.
30. Third world defaults on loans
31. Major earthquake occurs
32. Major race riots occur
33. Court action is passed reducing testing methods
34. Police strikes occur
34. Political upheaval in the United States
35. A initiative mandating regional policing is passed
36. California defaults on its loans
37. The federal government stops all financial aid to the states

The group again used the Nominal Group Technique to vote on these events and narrowed the list of events down to 14 critical events. In this case the group needed to talk about the events a total of three times and have three votes before the list was reduced to five critical events. These events were:

1. We had a major Recession

2. Mandatory licensing of police officers became law
3. Mandatory drug testing of police officers became law
4. There was a major earthquake in Southern California
5. The courts ruled that polygraph tests were illegal for hiring

Once the five events were identified the group members were asked to discuss the possibility of the event actually happening. In order to complete a event evaluation form, the group again talked briefly about each event to insure we all had the same definition of the event.

EVENT ONE: The major recession was described as being enough of a reduction of county and state trade and business to reduce the net income of government by 20% or more. This time of shortage in financial resources would obviously take its toll on law enforcement in many areas and have a great influence on our recruitment efforts.

EVENT TWO: Mandatory licensing of police officers by the State of California is an area that has been the topic of discussion over the past ten years. While licensing may not have a big impact on the larger departments in California, The impact on the smaller departments of under fifty officers could be very dramatic. This is especially true for the rural areas with smaller budgets. P.O.S.T. does currently have minimum standards in areas such as reading and writing skills, some physical abilities and citizenship, but these standards are very minimal.

EVENT THREE: Mandatory testing of police officers for illegal drug use may not become a issue unless other events occur that shock the public or the courts into initiating such a policy. With the extreme increase of illegal drug usage by society, this could cause a even larger shortage of young adults who would be eligible to become a police officer. Event number five, the polygraph examination being illegal, could negate part of the impact of this event as background investigators may find it very difficult to find if the candidate did or did not use drugs. We may even be forcing the future applicants to lie about their past depending on the criteria used.

EVENT FOUR: The major earthquake occurs in California. The group all agreed that this event will happen in the future. We did have some discussion on the impact of such an event on law enforcement. We agreed that the impact would depend on how prepared law enforcement is to deal with such a disaster. Although a major earthquake will be devastating to California, law enforcement could gain respect in their various communities if they handled the event correctly.

EVENT FIVE: The polygraph examination has been ruled illegal for private industry for employment use. Many of the group members felt that law enforcement could also very easily lose the ability to use this investigative tool in the hiring process. The obvious areas of concern for the group was the identification of unreported drug use and theft. The implications of the polygraph becoming illegal for employment use could

mean a larger number of applicants passing the background investigation and the possibility of hiring individuals with less than a desirable background.

Each group member worked individually to give their opinion on the probability of each of the events actually occurring and in which year the event first had the probability of occurring. The group members also gave their opinions as to the net impact the event would have on both the recruitment issue and to law enforcement in general.

The following event evaluation form represents the mean or average response by the group members. Group members were to indicate the probability of the event occurring within the next five years and what the probability of the event occurring within the next ten years. These opinions were given in percentages while the numbers assigned to the overall impact to the issue and to law enforcement were given on a scale of minus ten to plus ten.

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA (−10 to +10)	NET IMPACT ON LAW ENFORCE-MENT (−10 to +10)
	Year that Probability First Exceeds Zero	By 1993 (0−100)	By 1998 (0−100)		
A major recession	1990	49	68	-3	-5
Mandatory licensing of Police Officers	1993	32	49	-2	+1
Mandatory drug testing of Police Officers	1991	35	46	-2	+2
Major earthquake	1988	47	75	-5	-3
The polygraph examination is ruled illegal	1991	34	63	-3	+1

Form 5.1

CROSS IMPACT ANALYSIS

Once the trends and events were established by the Nominal Group we started working on a cross impact evaluation form. This form enables the group to once again look at the identified trends and critical events and then find out how the occurrence or non-occurerence of each event effected the remaining events and trend statements. As an example whether or not a mandatory drug testing law is passed or if licensing of police officers became a reality, these events would have no impact, if there will be a major earthquake. On the other hand, if the polygraph examination became illegal for employment background investigations, we would see an increase in non lateral hiring since unreported past drug use and theft are the main reasons for failing new applicants. These traits are often only identified via the polygraph examination. These influences that one event has on another event or a trend are called "cross impacts".

CROSS-IMPACT EVALUATION FORM

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

			1	2	3	4	5	TRENDS 1	2	3	4	5
Major Recession	1	68		0	0	0	10%	+3	0	-2	-3	-4
Officer Licensing	2	49	0		50%	0	50%	+1	0	0	-4	+3
Drug Testing	3	46	0	30%		0	60%	+1	0	0	-4	+3
Major Earthquake	4	75	60%	0	0		0	-1	-1	-2	-4	-4
Polygraph Examination	5	63	0	60%	50%	0		+8	0	0	-3	+5

TRENDS
1. Increased use of drugs.
2. An aging population.
3. Increasing minority population.
4. The "Me Generation".
5. Hiring more laterals.

As we compared each event to the other events and identified trends I was able to draw some conclusions regarding the impact of the event. As a result of the cross impact evaluation I was able to make the following observations:

EVENT ONE - A MAJOR RECESSION OCCURS

If we were to experience a major recession, law enforcement would surely feel the impact in many areas, however, we felt that this would not really have an impact on any of the other events listed in this study on recruitment. We did find a recession had some impact on several of the trend statements. We felt that drug usage would increase while the number of minorities decreased as the United States became less desirable. The "Me generation" would become less prevalent as the old "happy days", of the sixties, type of atmosphere would disappear. The trend toward hiring laterals would slow down as the job competition became much more fierce.

EVENT TWO - MANDATORY OFFICER LICENSING

Obviously mandatory licensing of police officers would have no effect on either a major recession or a major earthquake. We did feel that it would have a major impact on both mandatory drug testing and the elimination of the polygraph test for pre-employment testing. Depending on the minimum qualifications for police officer, the group felt that less of those traits found in the "me generation" would be acceptable forcing agencies to hire even more laterals than if licensing were not implemented.

EVENT THREE - MANDATORY DRUG TESTING

Random mandatory testing of officers for drug abuse would only impact the officer licensing event and the polygraph event. Both of these events would actually increase in likelihood that they would occur if mandatory drug testing became a reality. We would see less police applications from many of the "me generation" population who were more prone to abuse drugs during their high school and college years. Laterals would become even more prevalent in the hiring process.

EVENT FOUR - A MAJOR EARTHQUAKE OCCURS

A major earthquake could have a real impact on the California economy, depending on the level of destruction, assisting the increasing factors in a possible recession. This event, however, would not have any noticeable impact on the other three events. A major earthquake would have a negative effect on both the "me generation" trend and the trend toward hiring more lateral officers. The short and long term police action involved in dealing with a major earthquake would facilitate a hiring increase forcing new officers to be hired.

EVENT FIVE - POLYGRAPH EXAMINATIONS BECOME ILLEGAL

If law enforcement could no longer use polygraph examinations in the hiring and background investigation process, the undetected past use of drugs and unreported theft backgrounds by future employees would go unnoticed. Those agencies using the polygraph examination report that

they are finding between 35 and 40 percent of the job applicants are not being totally truthful about drugs and past theft until they either anticipate the polygraph test or actually take it. As found in Los Angeles Police Department, they have very strict rules on past drug use but they also know they are only fooling themselves as they have no way to measure their effectiveness of weeding out these individuals with out the polygraph examination. If the polygraph test were to become illegal it would have a positive impact on the future use of illegal drugs by potential future candidates and forcing agencies to either change their standards or concentrate even more on lateral police officer hiring.

FORECAST SCENARIOS

Three future scenarios were developed utilizing the information gained by the nominal group, the trend development and the cross impact between the trends and events. The first scenario is a desired and attainable future that deals with the development of recruits from an early age in order to avoid some of the identified problem areas. The second scenario reflects a turbulent future based on a mixture of these identified trends and events. The third scenario is a normative future that moves away from the traditional internal recruitment program.

SCENARIO NUMBER ONE

The 8:15 A.M. bell had just rung for Mrs. Jackson's seventh grade class and the students were just getting settled in for the days activities. Officer Tien Nguyen was getting ready for today's recruitment talk with the class. Officer Nguyen represents the Santa Clara County Recruitment and Training Project. The pilot student recruitment program has been in effect for two years but the local jurisdictions would not see the full effects of the program for another eight or nine years. The concept of recruiting at the junior high school level was first developed ten years ago back in 1988.

Officer Nguyen hopes to get commitment letters from at least three of the thirty students in the class to participate in the eight year program. These commitment letters will eventually become contracts between the student, the school, the childrens' parents and the Santa Clara County Recruitment and Training Project. This contract will set up educational

scholarships for the kids selected to participate in the program. Officer Nguyen explains to the class that all students may not be eligible for the scholarship program, but those interested will be tested and screened for participation in the program. If selected in the program the student can receive a full scholarship for college. Students chosen for the program will also be utilized in many paid cadet programs during their high school and college years.

"Well class, how would you like to start your career today? How would you like to insure your college education will be taken care of without worrying if your family can afford a college education for you? How would you like to be able to retire when you are 50 years old? How would you like to become a police officer?" Officer Nguyen then turns on the recruitment video that was prepared for the student recruitment program. The video shows what police careers have to offer and how the student recruitment program could help them get involved in the police profession now instead of waiting until they are out of school. Officer Nguyen also hands out the student information booklets that explains the program and how easy it is for a "few talented Kids" to get involved. Officer Nguyen hopes to hook at least half of the class into giving his presentation some serious consideration. He will follow up with the parents of the interested and qualified students within the next few days.

Officer Nguyen will visit nine other seventh grade classes during the week and will be cross referencing all interest cards with the schools computers. The personnel analyst, assigned to the recruitment program,

has already prepared the criteria to be fed into the schools computer on those traits the various departments are looking for. The personnel analyst hopes to identify those students that will also be interested in paraprofessional police positions, records maintenance and communications specialists for spin off recruitment programs.

The first group of twenty eight students selected for the program are now in their first year of high school. This group of "cadets" are all in a special sixth period class directed at a law enforcement career. The class is designed to start giving the cadets a base of information that they can build on while teaching and building their value systems. Each student will spend eight hours per month in the local police departments and on ride alongs with the various police agencies within Santa Clara County. This will also allow each of the various departments the ability to spend time with each of the cadets to insure that the unique qualifications of each department is met by the future applicant. These students are often used to help Officer Nguyen with his recruitment of talented junior high students to meet the future needs of law enforcement in Santa Clara County.

SCENARIO TWO

Jack Johnson was promoted to sergeant in May of 1996, and now two years later he has just been transferred to work with personnel on the departments recruitment program. Johnson is not looking forward to this

assignment as the department was in the worst shape, personnel wise, since the city incorporated 93 years ago. Johnson had always been very professional in his approach to law enforcement in the past, but like many of his friends on the department he has given up hope that the department would ever be the same as it was back in 1988. Jack had been passed over for promotion four times before he made sergeant, and he knows that the only reason was the court decision that the department hire and promote 40% Asians. To make things worse the Supreme court had ruled that polygraph examinations for police officer background investigations were no longer legal. Over the past two years it became a standard practice for applicants to lie about past drug use, theft or any other negative behavior in their past to get the job. After all jobs are at a real premium now that the economy has become so screwed up.

Sergeant Johnson has been assigned to work with Personnel Analyst Fran Justan. Fran has been working on the development of a departmental drug and alcohol abuse program for the eighty five officer department. Last year alone four officers were fired for the illegal use of drugs while employed by the police department and the Chief is on the hot seat with the City Council to clean up her department. Fran knows that up to 85 percent of the Adult population between 21 and 40 years old have used drugs and to think this department will be able to recruit exclusively from the remaining fifteen percent is terribly naive. Fran is also acutely aware that the courts have been extremely lenient over the past ten years since society has grown to accept drugs as a way of life and the jails couldn't hold the offenders if they wanted to.

Fran and Jack must come up with a plan to hire the 15 officers a year the department goes through and try to hire officers who will stay with the department for more than the average three and one half years officers normally stay with this department. Fran and Jack talk about the problem for about ten minutes and then decide to go out for coffee and a light snack. The next test for police officers will not be for another four weeks anyhow so there is really no hurry to get too involved today. Fran and Jack, like many recruiters, for smaller departments, have become complacent in their efforts to recruit the best for their department. They are convinced that the recruitment effort is a loosing battle and one they will never be able to keep up with or be able to influence with their efforts. They have become satisfied with hiring the marginal employee because they only expect to hire the marginal employee.

SCENARIO THREE

The Bay Area Police Employment Agency was incorporated three years ago in 1995 by two retired police chiefs and a retired captain who became frustrated with the recruitment efforts of their departments and in law enforcement in general. The concept of head hunters for police agencies is not a new idea but this agency was the first of its kind to become involved with the recruitment and hiring of police officers at all levels from chief down to patrol officer. With the events that have occurred over the past ten years it has been increasingly more and more difficult for agencies to find the high quality employee they expected for their respective departments.

The Bay Area Police Employment Agency specializes in the recruitment of line level police officers. Over the past two years the agency has recruited over two hundred officers and boasts a success rate of ninety percent of the officers passing the first year of probation. The agency has a full time psychologist who works with each individual department to insure the special needs of the department are addressed when a applicant is recruited. The concept that a cop is a cop no longer rings true, at least not for this agency. The psychologist is responsible for providing a department profile for the computer that will be matched up to the characteristics of the applicant.

Since the Bay Area Police Employment Agency started its recruitment efforts, 75% of the applicants hired by local agencies have been recruited from outside of a one hundred mile radius of the hiring agency. With the housing shortage and high cost of living found in the bay area, it has become very common place for a department to pay moving costs for the new employee and provide a low interest loan for the new officer. The employment agency provides the service of locating affordable housing and commuter information for the applicant to insure the new officer and their family can afford to accept the new job.

P.O.S.T. implemented the police officer licensing program two years ago setting up the new stricter criteria on the minimum standards for entry level police officers. Since existing police officers were "grandfathered" from the new standards, many agencies think of these officers as being at a premium. Hardest hit by the new standards were the smaller rural

agencies that could not afford to compete with the high cost of wages and benefits that were enhanced by the new standards. The Bay Area Police Employment Agency has targeted filling most of the new positions with new officers rather than lateral hires which should help these smaller rural agencies keep some of the officers they have.

The data gained in the first two years of local departments using the agency for their recruitment needs have been very encouraging. Positions are being filled within the ninety day period agreed on, and the retention rate has shown a 23 percent increase for officers passing the eighteen month probationary period.

POLICY CONSIDERATIONS

Utilizing the information learned during the development of the emerging trends, possible critical events and the development of the three scenarios, a list of policy considerations was developed. These policy statements were developed to address the future recruitment needs of the smaller to mid size law enforcement agency in California. The policy statements are all intended to have a long range approach to our recruitment needs over the next ten years.

1. DEVELOPMENT OF HIGH STANDARDS - The State of California will continue looking at minimum standards for police officers but local agencies can not wait for the state to initiate these standards. Each department must set their own set of standards as to levels of education, life experience, fitness, past drug use, criminal history or any other criteria the department would have discretion of under the law. Once the department sets their standards to attract and hire the best officers for their particular police department, the department must be willing to stand by their decisions and only hire those individuals who meet the criteria given, even if it means working short until a qualified candidate can be hired.

2. DEVELOPMENT OF TESTING CRITERIA UNIQUE TO THE DEPARTMENT - While all police departments are looking for about the same qualities in the officers they hire, it is very important to understand that each community and each police department are unique. It is not at all unusual to find four or five individual departments with real different communities , different political philosophies and different police

management style using the same testing methods to identify good candidates for their respective police departments. For example a police psychologist should be very aware of the community and the police department serving that community before any candidate selections are made. The Town of Atherton for example is only six miles away from the City of East Palo Alto. While Atherton is a very exclusive bedroom community with a extremely low crime rate, East Palo Alto is a low income, high minority population and high crime rate area. It should be obvious that one of the departments would be looking for a very different type of police officer than the other. It is incumbent that these departments identify these differences in the ideal candidate and design their individual test criteria to hire the officer best suited for their department.

3. PERSONNEL SELECTION - The selection of police officers by individuals who do not know or understand the full range of duties of a police officer and the departments philosophy on policing the community, is sure to fail in their recruitment efforts. The one agency that comes to mind is the California Highway Patrol. The State Personnel Department develops ten officers for every one that passes the background investigation. Of those officers who pass the background only about 40% will pass the Highway Patrol Academy. It becomes apparent that this recruitment effort leaves a lot to be desired. Police departments can not expect to simply let personnel handle the departments recruitment efforts and expect a high success rate with their recruits. Police departments must take an active

role in working with personnel departments insuring that the recruitment efforts are given a top priority, and they are directed at attracting the best candidate possible.

4. COMPETING WITH PRIVATE INDUSTRY AND OTHER PUBLIC AGENCIES FOR THE BEST CANDIDATES - As the job market expands and the number of qualified candidates begins to shrink we will all find ourselves in the hunt for the cream of the crop. Unemployment rates are currently at a decade low at 5 percent in California and 5.6 percent across the United States.[8] Private industry are paying cash payments to employees who make successful job referrals. Signing bonuses, low interest home loans, relocation costs paid by the employer and very lucrative pay and benefit packages are taking a toll in the job market as it relates to public agencies. Over the next ten years city government must not ignore what private industry has to offer. We must also capitalize on those issues that would attract candidates away from private industry such as the C.H.P. two percent at fifty retirement program. We must make the law enforcement career more attractive to the future work force of our communities.

5. EARLY RECRUITMENT PROGRAMS - Experience will tell us that once someone is bitten by the bug to become a police officer few actually jump ship to change careers. The majority of officers leaving a department will leave to join another police department, to accept a promotion in the same profession or to retire. To capitalize on the idea that once someone

decides to become a police office they will probably stay a police officer, we should put a very heavy emphasis on the recruitment of future police officers. Along with active junior cadet programs, recruitment talks ride alongs and other outreach programs could be directed at kids from the seventh grade on.

6. COUNTY WIDE OR REGIONAL RECRUITMENT EFFORTS - Smaller departments should start looking at regional recruitment programs that can meet the recruitment needs of those departments involved in the program. This type of program would involve a full time staff of recruiters who would have the ability and the authority to develop a core of qualified candidates. A regional approach would help these smaller department compete with the larger departments in the area. It is extremely important that good ground rules be established prior to this type of joint recruitment program. Similar programs have been tried through out the state, some with better results than others. South Alameda County departments, South San Mateo County departments and the Concord area have tried the regional approach with little success and many hard feelings between the involved departments due to the inability to agree on hiring criteria.

7. ALTERNATIVE METHODS OF RECRUITMENT - Although many of the smaller departments have someone assigned to the recruitment effort, the individual assigned is often a rotational position and recruitment is only a marginal part of the officers job function. Many departments use short

term light duty officers or an assignment that is almost punitive in nature to fill this critical position. Many of these same departments use private personnel consultants to locate and test candidates for top management police positions. It is suggested that entry level police officer positions can be as critical to a smaller department as a management position. Contracting our recruitment needs to a personnel consultant may be a valid option for the future.

8. CREATIVE RECRUITMENT BENEFITS - The police agencies can no longer expect job applicants to be pounding on our doors as they were ten to twenty years ago. The smaller departments must be willing to finance a active recruitment program that will compete with the larger departments and private industry. Cities must stay competitive in wage and benefit packages whenever possible. We must be willing to spend the dollars needed to support the recruitment results we expect. Bonus pay for referrals, relocation costs paid by the city, assistance in finding adequate housing for new recruits, sending recruiters out to the communities, schools and outlying areas are some options we could look at. Very basically we have been getting what we have paid for and it is not good enough.

9. CHANGE THE POLICE IMAGE - Law enforcement must make every effort to expand the positive image of the police officer profession. Unfortunately, many if not most individuals, have a very inaccurate perception of what a police officer does for a living. Images are gained from television, movies, books, word of mouth and past negative

experiences. Each department must do its part to live up to the highest professional ethics and educate their communities and their youth that law enforcement is truly a profession to be proud of and to be part of.

10. RETENTION OF CURRENT EMPLOYEES - One of the most noticeable factors in a effective recruitment program is the retention of the individuals we hire. Without the efforts of doing everything we can to keep the talented people who work for us, the recruitment effort will only be the temporary bandage for the personnel needs the department has. With this in mind it is very important that the individuals hired fit the overall philosophy of the department and will fit in to the city and community he or she will be working for.

STRATEGIC PLAN

STRATEGIC PLAN

INTRODUCTION

Law enforcement agencies have become very complacent in their recruitment efforts since the end of World War Two. The availability of young men looking for the job security that law enforcement had to offer were more than the local agencies could handle. It was not at all unusual to have one hundred and more applicants show up for just one job opening. Law enforcement agencies were more than happy to select the typical white male with a high school education and a four year military background. I guess we can all agree that these days of marginal recruitment efforts will no longer find the applicants we need in a modern police department.

The three proceeding scenarios clearly indicate that the future of recruitment for the smaller agency is rapidly changing and we are losing our effectiveness in our recruitment efforts. Those officers hired today are going to be the police managers ten to fifteen years from now and unless our current police managers start to fully understand the implications of long range planning in this area we may be in for some tough times ahead.

In order to meet our future recruitment needs for the smaller police agency of 25 to 75 officers, police managers must provide a proactive approach to their efforts. Managers must be able to identify the individual needs of their communities and police departments and work toward the successful recruitment program that will meet these needs. The managers

ability to develop these programs and strategic plans will help mold the future of their department and may lead to the success or failure of the organization.

To assist in this effort a managerial strategic plan will be developed. The SMEAC strategic plan will be used. The components of SMEAC include Situation, Mission, Execution, Administration & logistics, and Command & communication.

SITUATION

It became very clear that police administrators and the public are making a strong demand for departments to hire only the best. As the nominal group developed the trends and events that were related to the recruitment of new personnel, the issues became much clearer. The literature search and personal interviews with some of the experts in the field gave a very disappointing future if we decided to stay on the same path and wait for those good candidates to come to us looking for jobs rather that we looking for them. In California alone we are competing with 556 other departments trying to staff a total of 63,291 police officer positions.[9] Utilizing all of the information available to us the nominal group developed the five trend statements and those five critical events that could have a cross impact on other events and the trends. The five trend statements and critical events are summarized below:

TRENDS

1. Police Agencies are finding that an increasing number of police applicants have used illegal drugs. Ten years ago this would have disqualified an applicant from consideration, however, today most agencies are overlooking past drug use to a varying degree.

2. With the "Baby Boomer" population passing through our society we find the population getting older. The median age in America has risen from 29 years old in 1970 to over 32 years old in 1987. With this change the average police applicant is also getting older. Along with this aging population so comes the age discrimination laws and the movement toward individuals having two life time careers rather than one. This trend may have a lot to do with the decreasing unemployment rate which is down to 5 percent in the San Francisco Bay Area.

3. The changing minority and ethnic population will continue to grow to the point that the white population in California will no longer out number the minority population within the next 15 years. Police departments must pay strict attention to affirmative action employment standards. Those departments who choose to ignore the changing minority population can expect court mandates in future recruitment efforts.

4. The changing personal philosophy of the young adult population is changing to a "what can you do for me" emphasis by the so called "Me Generation". Departments must be able to understand this new philosophy and be able to adapt to insure they are meeting the needs of their

employees. Departments must realize that the new young employee will want more of a say into departmental decisions.

5. The trend toward departments hiring lateral officers whenever possible is being felt all over the Bay Area. This was viewed as a stop gap approach to many other financial and time limitation problems faced by the smaller department.

CRITICAL EVENTS

1. A major recession occurs within the next ten years putting a greater financial burden on local government and the smaller police agencies

2. The State of California initiates a mandatory police officer licensing program that may be very restricting to the smaller police agencies who must compete with the larger departments for future police recruits.

3. Mandatory testing for illegal drug use by police officers sounds like a good move at first glance to some administrators, however, with the increased use of drugs and strict standards used by many departments, drug testing could greatly shrink the number of qualified candidates, as well as adding to the turnover rates of existing personnel.

4. A major earthquake in California will occur. The impact of a major earthquake in California, or any other large scale disaster, on law enforcement will largely depend on the ability of the local and state

agencies to deal with the problems generated by such a disaster. Law enforcement could have a very positive image increase if the criminal and control tactics used were professional and effective. Financial loss to the state and local jurisdictions could have a negative fiscal impact on law enforcement for several years.

5. The polygraph examination becomes illegal for employment use. This also has a very good chance of occurring over the next ten years and the impact on the law enforcement background investigation could be dramatic for those agencies who depend on the polygraph and didn't plan ahead.

These trend and events statements coupled with the three scenarios that describe what the future might look like under different circumstances help build a firm foundation to begin the implementation of strategic planning. Scenarios number one and three give two variations on positive recruitment programs that answer many of the questions raised in the trend and event statements. Scenario number two gives a turbulent future that paints a very real but scary future of competency levels and a "I really don't care" attitude by the smaller department since they have given up hope that they can truly attract talented people. We are now ready to use this information to the future recruitment efforts of the smaller police agency.

CAPABILITY ANALYSIS

Capability analysis is an unbiased assessment and documentation of an

organizations strategic strengths and weaknesses. The first section of this process is used to measure an organizations capability. The second section of the process deals with the organizations potential future capabilities. This second section is focused on the adaptability of department to deal with change. This process gives us a what is and a what could be picture of the organization.

Eight members of the Mountain View Police Department were given rating sheets to fill out on the current capabilities of the department. This group represented both sworn and non sworn members of the department. Both management and non management were also represented on this group of individuals. Each person worked independently and other than instructions on how to use the form, no discussion took place between the individuals filling out the capability analysis forms.

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					XX
technology			XX		
equipment			XX		
facility		XX			
money				XX	
calls for service				XX	
supplies		XX			
management skills		XX			
police officer skills		XX			
supervisory skills		XX			
training			XX		
attitude			XX		
image			XX		
Council support				XX	
City Manager Support					XX
growth potential				XX	
specialties			XX		
management flexibility			XX		
sworn/non sworn - ratio			XX		
pay scale			XX		
benefits				XX	
turnover					XX
community support			XX		
complaints received		XX			
enforcement index		XX			
traffic index		XX			
sick leave rates			XX		
moral				XX	

CAPABILITY ANALYSIS RESULTS

Both capability analysis forms were collected and the average response was recorded on the previous rating forms. It is important to understand that Mountain View Police Department has gone though a very dramatic change over the last year. The Police Officers Association had just completed a very long and damaging fight with the city over obtaining the C.H.P. two percent at fifty retirement plan. Although the police officers did get the retirement plan they wanted, they felt that the city was extremely unreasonable and did not care for its employees, officer morale was at a all time low for Mountain View Police Department.

In addition to the labor negotiation problems, the department started a major reorganization. This reorganization was complicated by the mass retirement of all four Captains. Additionally one Lieutenant accepted a Chiefs position with another police department. Within the next six months, six management positions were filled to meet the needs of the reorganized police department. Five of these six top management, both new captains and three of the four new lieutenants, were hired from outside of the department. This mass hiring from outside of the departments ranks was felt as a vote of no confidence, of the existing line level organization, by the members of the officers Association and added to the severe morale problems being felt at the Mountain View Police Department. The reorganization and selection of staff members from the "outside" further damaged the morale of the police officers. The turnover rate for Mountain View Police Department increased by over two hundred

and fifty percent over the past two years which was a very good indicator of the morale problems the department were suffering.

An organizational psychologist was hired and the new and old staff started to build a new management team. Several all day meetings were set up between staff and the Police Officers Association Board of Directors, and the psychologist to open up communications and attempt to turn around the morale problems of the past. During the past six months the new management staff has been working hard to improve relationships with in the police department. Although the morale within the department has been steadily improving over the past six months and the majority of the department members feel that the department is on the right track, many of the officers are taking a wait and see attitude. The turn over rate remains high and there are still a few very angry and verbal officers but the number is quickly shrinking.

It is important to understand this background of the Mountain View Police Department and the frame of mind of the average employee as he or she filled out the capability analysis rating sheets.

The surveys are used to identify the strengths and weaknesses within a department. The first analysis form showing the present capabilities of the department shows that this particular department had just about as many strengths as they did weaknesses, however the group did identify three areas of great concern in the weakness area. The following is a result of this rating survey:

Strengths	Weaknesses	Areas of major concern
facility	money	manpower
supplies	calls for service	city manager support
management skills	council support	turnover
police officer skills	growth potential	
supervisory skills	benefits	
complaints received	morale	
enforcement index		
traffic index		

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 change
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	__	__	__	XX	__
skills / talents	__	__	__	XX	__
knowledge / education	__	__	__	__	XX
ORGANIZATIONAL CLIMATE:					
culture / norms	__	__	XX	__	__
rewards / incentives	__	__	__	XX	__
power structure	__	__	XX	__	__
ORGANIZATION COMPETENCE:					
structure	__	XX	__	__	__
resources	__	__	XX	__	__
middle management	__	__	__	XX	__
line personnel	__	__	__	XX	__

The second capability analysis rating sheet completed by the group was directed at the future adaptability of the agency. This analysis indicates that the department most usually takes a strategic approach to change. The department is, with only one exception, willing to seek change rather than adapt to it or reject change. The only area that shows the department will not seek change but will adapt to it is in the area of organizational structure. This is probably due to the dramatic structural changes that have occurred in the department over the past year.

RESOURCES

THE COMMUNITY: The City of Mountain View is located in Santa Clara County 34 miles south of San Francisco and 380 miles north of Los Angeles. Mountain View is also located in the center of the "Silicon Valley". This is a high-tech industrial area containing many of the countries most well known electronic and computer industries. The City has a high concentration of apartments and about sixty percent of the 62,000 residents live in rental units. The population of Mountain View has been growing by 2% to 3% each year and expects a population of 68,000 by the year 1991. The racial mix of the population in Mountain View is 73 % white, 3.7 % black, 11.5 % Spanish heritage, 10.8 % Asian / Oriental and 1% other. The daytime population increases to 95,000. Mountain View has over 300 manufacturing plants in the community area many of which are "high tech" electronic production and semiconductor manufacturing. Moffett Navel Air Station is located in Mountain View, employing over 3,000 military and civilian personnel. The city contains both major shopping areas and professional services.

Mountain View is becoming well known for its recreational and cultural programs. The city has recently completed a 20,000 seat Amphitheater and Shoreline Park complete with a sailing lake. Celebrations such as the Moffett Air Show, Chinese New Year Parade, the art and wine festival and the downtown parade are becoming more common place as Mountain View is becoming the place to celebrate. A major conference center, space museum and educational center, and an exclusive hotel are in Mountain Views immediate future plans.

The major strengths of the city, as it relates to the issue of employee recruitment, are: first, their willingness to attempt to hire the most qualified individuals they can find, even if they have to hire five out of six management positions in the police department from the outside; second the city is willing to look at new and creative recruitment programs such as job fairs, hiring employment consultants and providing an excellent personnel analyst staff; third, the city staff is very open to community needs and expectations while maintaining a very conservative budget; and fourth, the city has a very diverse business and population mix. Over the past ten years the Asian population alone has risen from 2% to 11%. This quickly changing population gives Mountain View some real challenges in future recruitment efforts.

Recruitment in Mountain View and most other bay area cities becomes very competitive due to the "Silicon Valley" hiring binges that make working for private industry very attractive. It is becoming increasingly important for law enforcement to be known and recognized as truly a profession in order to compete with the "Hi tech" industry and professional service employers within the area.

THE POLICE DEPARTMENT: The Mountain View Police Department is a medium to small police agency of seventy nine sworn and twenty seven non-sworn employees. Dispatching services are handled as a separate department and not included in these totals. The department has gained a reputation of being an aggressive, hard working police department with very few citizen complaints. Annual citizen surveys indicate that the

residents of Mountain View are very happy with the services offered by the police department.

The police department, via the city, has a philosophy of doing the best job with the fewest people. The department has a budget that is 6% less that the average department in the surrounding area measured by the cost per resident per year, $97.86, with a total staffing of 20.9 employees per 10,000 residents. Mountain View has a crime index of 654.5 part one crimes per 10,000 residents with a 26 % clearance rate. The combination of a lower budget and being a very active city, as far as crime rates, give the recruiter a challenge to keep pace with neighboring police jurisdictions.

As mentioned earlier the police department has suffered severe morale problems over the past two years due to labor negotiations and to some extent a departmental reorganization. Officer turnover is at an all time high causing manpower shortages of up to 14%, or being 11 officers short out of the authorized 79 sworn, further impacting the morale problems being felt by the department. These problems make an active and effective recruitment program even more important to the future effectiveness of the police department.

The department and the city are very responsive to recruitment programs but due to the officer shortages the department feels it is just able to keep its head above water and lacks the manpower needed to recruit and

process the numbers of officers it needs to hire. It often seems very attractive to just hire the bodies needed to fill the open positions, but this will eventually lead to further problems if the most qualified candidates are not seeked out and hired.

STAKEHOLDER IDENTIFICATION AND ANALYSIS

As the strategic plan is developed on how the smaller department will meet their recruitment needs in the next ten years, it is important to identify those individuals or groups that have a vested interest in police recruitment. These individuals or groups are called stakeholders. Each of the stakeholders will have an opinion on the recruitment process and will have some underlying assumptions as to the most significant issues surrounding the departments recruitment efforts. The identification of these opinions and assumptions by the stakeholder is essential in the development of a strategic plan. Special care was given to insure that the "snail darter", or hidden group, was identified. These are the groups or individuals who appear not to have an interest in the recruitment effort, but can surface and hamper our efforts.

The nominal group technique was again used to brainstorm the subject area and identify the individuals or groups that could be considered stakeholders. These stakeholders will be reduced to a workable number of stakeholders who would have the most impact on the area of police recruitment.

STAKEHOLDERS

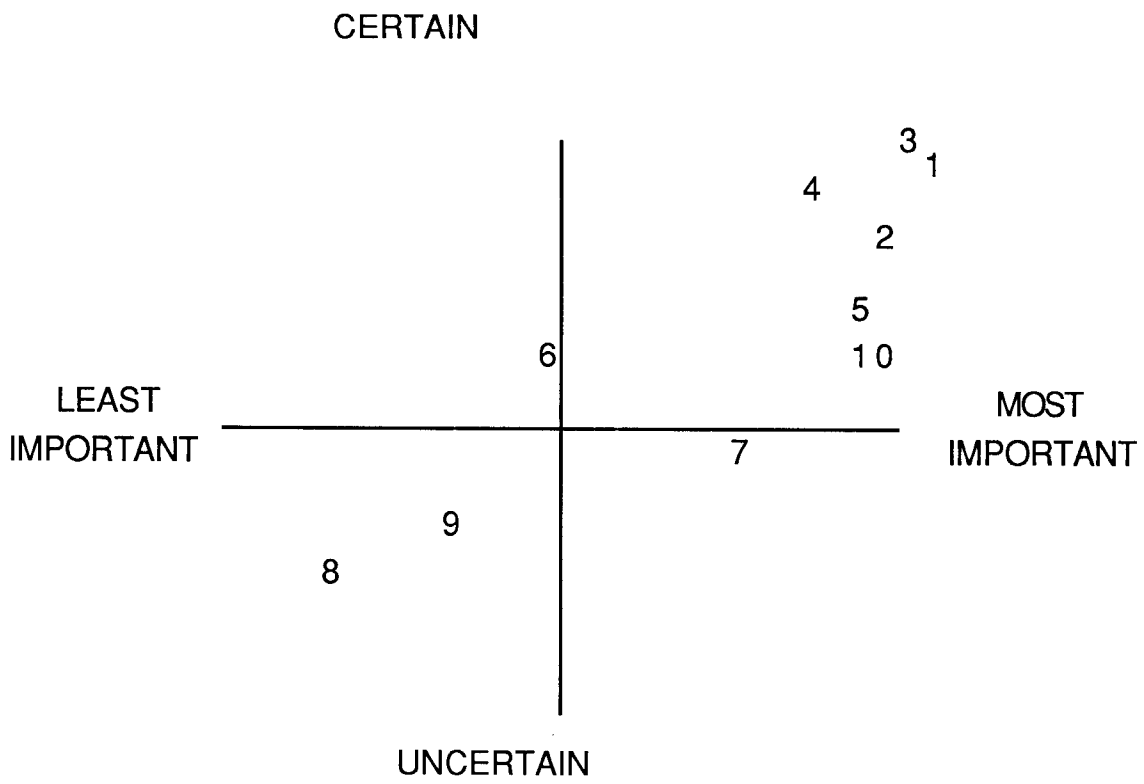
1. Police Officers Association
2. The Reserve Officers Association
3. The Chamber of Commerce
4. Police staff
5. Local city government
6. California Law Enforcement Association of Recruiters
7. Neighboring police departments
8. California Commission on Police Officers Standards and Training
9. The District Attorneys Office
10. The City Attorney's Office
11. Community service officers
12. The Chinese Business Association
13. Local junior college
14. Local high school districts
15. Lockheed Missiles & Space Division (employs 23,500 in Mountain View area)
16. Moffett Navel Air Station
17. Fire department
18. Local taxpayer groups
19. Local home owner associations
20. The news media
21. Local civic organizations
22. Minority clubs
23. Ethnic clubs

24. Training and reserve supervisor
25. local private security
26. Senior citizen organizations
27. Private personnel service consultants
28. Local politicians
29. Other city departments
30 City personnel department

The nominal group discussed each of the potential stakeholders and used the N.G.T. method of reducing the list down to the top ten groups or individuals who would have the greatest impact on the future recruitment efforts. We also discussed what assumptions each of these stakeholders may have that would be significant to this project.

ASSUMPTIONS OF STAKEHOLDERS

The following graph plots the ten major stakeholders as they relate to the recruitment issue. They are placed in a location in relationship to how important they are to the implementation of a recruitment program and also how certain or uncertain they are in their viewpoint on the subject. This graph will assist in determining the level of support each group or individual will be in future recruitment efforts.



1. Police Officers Association
2. The Reserve Officer Assoc.
3. Police staff
4. Neighboring police depts.
5. P.O.S.T.
6. The Chinese Business Comm.
7. Local high school Districts
8. Local home owner associations
9. Other city departments
10. Personnel department

In the development of the strategic plan to implement a recruitment program within the police department, there will be underlying assumptions by each of the identified stakeholder groups. These groups have all been identified as having a vested interest in police recruitment programs and we can count on each of them on having an opinion on the direction we take with the programs development. The identification of these stakeholders opinions are a critical aspect of the strategic planning process.

The following is the assumptions that could be made by the stakeholder groups. Each group was also identified as being a positive or negative force in the development of the recruitment effort.

1. THE POLICE OFFICERS ASSOCIATION. (+)
   A. Will support the recruitment of talented personnel.
   B. They will be very concerned about new standards set for entry level police officers and that new standards will not effect existing officers.
   C. They will want to involve themselves is the decision making process.
   D. They will envision a higher level of professionalism.
   E. They will use the process as leverage in future wage and benefit negotiations with the city.

2. THE RESERVE OFFICERS ASSOCIATION (-) & (+)
   A. Will see this as a threat to their membership who want to be regular officers.
   B. Will generally support hiring good police officers.

C. May feel less needed as an organization.

D. Will want to offer input into the recruitment program.

E. Will want their people to have first chance at job openings.

3. POLICE STAFF (+)

A. Will support an effective recruitment program.

B. Will view this as a step forward and long range improvement.

C. Would demand to have input into the program and not just leave the details up to the personnel department.

D. Would look also at retention along with recruitment.

E. Might feel that the program could slow down the hiring process.

F. Would want more involvement in the actual hiring process.

4. NEIGHBORING POLICE DEPARTMENTS (+)

A. Would support any effort into increasing police image.

B. May feel this as a threat to their recruitment program and added competition for qualified candidates.

C. May want to join or assimilate the recruitment efforts.

5. CALIF. COMMISSION ON POLICE OFFICERS STANDARDS & TRAINING (+)

A. Would support an agencies recruitment program but would not be involved unless it became wide spread, then would want more control into the program.

B. Would have to look at the entire California recruitment problem rather that a regional or county problem area.

C. Would want input into the hiring criteria and subsequent training.

6. THE CHINESE BUSINESS ASSOCIATION (+)

A. Would support recruitment program.

B. Would want a greater representation of Asian police officers.

C. Would want cultural input into the selection of police officers.

D. May want a civilian review board in the selection of officers.

E. Would want a more efficient police department that would make people feel safer, and encourage people to shop in the downtown area more often.

7. LOCAL HIGH SCHOOL DISTRICTS (+)

A. Would support the recruitment effort

B. Would want input into any classroom presentation on the police department.

C. School counselors would encourage the career orientation the program could offer students.

D. Individual teachers could either welcome recruiters is their classes or find the program taking away from valuable class time.

8. LOCAL HOMEOWNER ASSOCIATIONS (+)

A. Would have the perception of greater safety if the program was initiated.

B. Would question additional costs of new programs.

C. Would like a heavy emphasis placed on home security as related to manpower.

9. OTHER CITY DEPARTMENTS (+)

A. Would support the recruitment effort.

B. Would want equal attention paid to their individual departments.

C. Would question budget increases in the recruitment area.

D. May be a resource for the recruitment program and future officers.

10. PERSONNEL DEPARTMENT (+)

A. That an increase in their time would be needed and possible increases in personnel manpower needs.

B. That there would be additional training needed for personnel analyst positions.

C. That there will be an increased cost to their budget.

D. That they would be able to do a better recruitment effort.

E. Would want to maintain control of the program.

F. Would welcome more police participation into the recruitment effort.

SUMMARY OF STAKEHOLDERS ASSUMPTIONS

All of the stakeholders took a positive attitude toward an improved recruitment program. Due to the type of program that is at issue it would be difficult for most special interest groups or individuals to oppose the recruitment program, but many of the stakeholders will have some very strong feelings on who will direct the program, how the employment standards will be developed, how much money should be spent on a recruitment program, how the officers will be selected, what criteria would be used, and how much input each group would be able to give to the

program. It was felt that more discussion and opinions would be formed as the criteria for the recruitment program for police officers were developed.

With the level of support from the identified stakeholders it would be difficult to not follow through with a increased recruitment effort. Although there would be an increase in budget, depending on the level of recruitment, the overall program does have a high level of potential for success.

MOUNTAIN VIEW POLICE DEPARTMENT MISSION STATEMENT

The Mountain View Police Department is one of eleven city departments working in concert to provide the best quality of life for the dynamic and constantly changing community it serves. Together we will strive to achieve a high degree of consistency between community expectations and department operational practices.

Community safety and security will be enhanced through a process of law enforcement, crime prevention and educational programs. We encourage active citizen involvement in each of these areas. Our efforts will be directed at meeting the needs of the community.

The Mountain View Police Department will continue to maintain a high degree of professional commitment, mutual cooperation and impartiality. *The department is pledged to the recruitment and retention of motivated, high quality personnel and the training and development of existing personnel for future advancement.* Employees will be encouraged to develop their careers in a progressive innovative work environment. Together we will foster creative participation and professional growth.

RECRUITMENT PROGRAM MISSION STATEMENT

The recruitment program is aimed at meeting the departments and the communities expectations in the successful recruitment, hiring, and retention of talented police officers. Through the implementation of a strategic plan the minimum qualifications and program options will be identified and implemented that will address these expectations.

EXECUTION PLANS

In order to address the impact of recruitment programs on the smaller police agency in terms of desirability and feasibility in our present environment, several alternatives were developed. These alternatives are directed toward the assurance of a well managed and objective future.

ALTERNATIVE ONE

Maintain the status quo. Current recruitment process involves newspaper and professional magazine articles advertising for police officers. Job availability flyers are developed and distributed to local police agencies, schools in the bay area, police academies and local special interest groups. The recruitment program is handled exclusively by the personnel department.

PRO- This option would allow the department the time to further look at recruitment programs for future use.

PRO- This option would not require any adjustment of officer commitment, financial increases or increases of personnel.

PRO- By maintaining the current organizational structure and style there would be no organizational disorder caused by change. The personnel department would not feel as they were losing status or power in the hiring process.

CON- The current recruitment effort is not meeting the growing demands of the department and would continue to loose ground. Change would be slow and cumbersome.

CON- The bureaucratic system that already exists within the cities hiring process could impede the recruitment process even further if the process was ignored.

CON- The hiring of marginal employees leads to both poor morale and a greater lever of civil liability. The lack of progress and increased effectiveness in the hiring process will cause and increasing turnover rate further exasperating the recruitment process.

ALTERNATIVE TWO

The establishment of a county wide or regional recruitment program that would utilize a joint powers agreement between the user agencies to form a full time staff dedicated to the recruitment effort.

PRO- By joining forces with other smaller agencies each agency would financially pool fiscal resources providing a greater range of recruitment programs.

PRO- This concept would insure a full time recruitment effort rather than a recruit when needed posture, that is found in most smaller departments that can not afford full time recruitment personnel.

PRO- With several agencies involved in the recruitment effort, an ongoing recruitment program could continually identify and recruit potential officers, reducing the lag time.

CON- A joint powers agreement is often very difficult to draft and maintain the philosophy of all the jurisdictions involved. The various levels of compromise always found in these situations can water down the original concepts and damage the recruitment effort.

CON- The larger the departments involved in the mutual recruitment program would most likely have a greater turnover of personnel and could deplete the top candidates before the smaller agencies have a chance to hire.

CON- Those qualities that are unique to an individual agency may be lost in a joint hiring program.

CON- Many regional recruitment programs have been tried in the past and have suffered a high failure rate.

ALTERNATIVE THREE

Hire a private personnel services firm to conduct the recruitment needs of the department.

PRO- The personnel service or consultant selected would have no other function within the department and would be able to devote total energy into the recruitment effort.

PRO- The department would be able to devote more manhours into the development of recruitment criteria, rather than the actual recruitment process.

CON- There would be a substantial increase in the cost of the recruitment program. The increased fiscal issues would be a major concern to the city government.

CON- This program does nothing to promote internal involvement in the hiring process. Both departmental and employee support for the recruitment effort is an important issue that should not be ignored.

ALTERNATIVE FOUR

Increase the individual efforts of the actual departments recruitment program by taking a more pro-active attitude toward the recruitment program. Responsibility of the recruitment program would be directed by one person who would work with the personnel department, and in the lead role in the recruitment process.

PRO- This type of recruitment program would give ownership and

pride to the department.

PRO- Increased responsibility would facilitate the preparation of long range planning in the recruitment effort.

PRO- There would be less disorder in a program that maintained the same organizational structure while implementing new programs.

CON- The increase of additional services and manhours would either increase the budget or decrease current manpower allocations in other areas.

CON- Conflict between the personnel department and the police department could suffer depending on the method of recruitment currently being used by the department.

ALTERNATIVE FIVE

The development of a recruitment program that utilized a combination of internal program management and external resources in the recruitment process. This would help maintain the control of the recruitment program while not using many additional resources within the department.

PRO- The police department would be more involved in the hiring process which would speed up the process while increasing the effectiveness of the program.

PRO- With more involvement in the recruitment program the police department would take more of an interest and pride in the efforts toward an effective recruitment drive.

CON- The personnel department would become less involved in the recruitment program which would cause some political problems in what their function should be and the change in fiscal impact of staffing the recruitment program.

CON- The standards used for city hiring would start to vary between departments which would cause concern between various departments and labor unions.

CON- The use of external resources such as psychological services or personnel agency services, would increase the recruitment program budget.

RECOMMENDED ALTERNATIVES

A policy delphi rating sheet was used to prioritize the five alternatives. Each issue was rated on how feasible the program was and how desirable the program is to the recruitment efforts. This process allows a group of individuals the ability to work alone in the prioritizing of options and then by using an average to reach a group consensus on both feasibility and desirability to get the overall order of importance. This process allowed me to identify and present the ideas that most meet the needs of the problem.

RATING SHEET FOR POLICY DELPHI

ISSUE:

Alternative 1: Maintain the status quo in recruitment.

Feasibility	DE	PF	PI	DI	
	(3)	(2)	(1)	(0)	SCORE = 2
Desirability	VD	D	U	VU	TOTAL = 3
	(3)	(2)	(1)	(0)	SCORE = 1

Alternative 2: Establishment of a county wide or regional program.

Feasibility	DE	PF	PI	DI	
	(3)	(2)	(1)	(0)	SCORE = 2
Desirability	VD	D	U	VU	TOTAL = 4
	(3)	(2)	(1)	(0)	SCORE = 2

Alternative 3: Hire a personnel services firm to recruit new applicants

Feasibility	DE	PF	PI	DI	
	(3)	(2)	(1)	(0)	SCORE = 1
Desirability	VD	D	U	VU	TOTAL = 3
	(3)	(2)	(1)	(0)	SCORE = 2

Alternative 4: Increase the current in house recruitment program.

Feasibility	DE	PF	PI	DI	
	(3)	(2)	(1)	(0)	SCORE = 2
Desirability	VD	D	U	VU	TOTAL = 5
	(3)	(2)	(1)	(0)	SCORE = 3

Alternative 5: Use the current in house program and adding additional external components to the recruitment program.

Feasibility	DE	PF	PI	DI	
	(3)	(2)	(1)	(0)	SCORE = 2
Desirability	VD	D	U	VU	TOTAL = 5
	(3)	(2)	(1)	(0)	SCORE = 3

Legend:

DF = Definitely Feasible

PF = Probably Feasible

PI = Probably infeasible

DI = Definitely Infeasible

VD = Very Desirable

D = Desirable

U = Undesirable

VU = Very Undesirable

After evaluating the five alternatives and their benefits and weaknesses both alternative four, the in house recruitment effort and alternative five, the blending of a in house program with external components to the recruitment program were identified as the most desirable course of action. As a back up plan alternative 2, the county wide or regional program was both feasible and desirable but had more obstacles and less of a chance for success. It was decided that alternatives four and five would be combined and selected as the most favorable for the development of a recruitment program.

The average target recruit has slowly changed over the past twenty years. Departments, twenty years ago were hiring the young, white, military background, high school graduate looking for a future and security. Today's police department is now hiring the more educated, multi ethnic, non work

experience individual who is unsure what they want in life other than a lot of free time. As the evolution took place recruitment methods have failed to keep up with the changes. Not only are the average applicants different today but the individual police departments are evolving into the new era of mass court decisions, white collar crime, office automation and affirmative action hiring standards. The world is changing at a much greater pace than we often realize and to keep up with our recruitment efforts we must be willing to move forward and plan for our future needs.

By the smaller department taking more of a lead roll in the recruitment functions, rather than depending on the personnel departments to handle it for us while we do real police work, we can have an impact on the type of individual we are attracting. Alternative four and five would deal with the police department taking more accountability into the recruitment program, while utilizing the personnel department, private personnel services, psychological services and other out of house experts to assist in the recruitment program but not control it.

This option would necessitate the departments commitment to devote a half time to full time recruitment officer, depending on the size of the organization and its hiring needs, to the development and implementation of the recruitment program. This obviously has a fiscal impact on the city and a different type of working relationship with the personnel department.

By selecting this method of recruitment, the stage is set to handle the recruitment needs of today and also to address those forecasted needs and demands of the future.

ADMINISTRATION AND LOGISTICS

The implementation of a recruitment program will be developed in basically six phases that will carry the overall concept from a idea to an authorized program.

First, it is very important to gain a very good understanding of the mission, goals and expectations of the program. The recruitment program will be written up in general terms, identifying the people involved both internally and external to the police department. The second phase is to introduce the program to the police department staff for input, suggestions, and any modifications that need to be made. The acceptance of the program by staff will be used as a spring board toward the implementation of the program.

The third stage of the administration of the program development, is to gain the input and support of the personnel department. Of the twenty one jurisdictions contacted in San Mateo and Santa Clara Counties contacted, (departments of 25 to 75 officers), all but three used the personnel department as the lead source of the recruitment effort. A change to remove the management of the recruitment program could be taken as a threat and must be handled with a diplomatic approach. By having the

personnel department involved from the conception of the program will insure the police department will answer the needs and desires of the personnel department and avoid a future power struggle.

This same selling of the recruitment program and modifications, if needed, will take place with the identified stakeholders. This is the forth phase of the administration of the program development.

The fifth phase is budget development that will be used to further explain the recruitment program and its fiscal implications to the department and the city staff. The entire package will be brought before the City Manager and City Council for acceptance. The council support is the sixth phase of the administration of the recruitment program.

LOGISTICAL IMPLEMENTATION

As the recruitment program developed, it was felt that a two year initial commitment would be needed to adequately develop the program, modify and sell the program to the stakeholders, department and city government and implement the recruitment plan. An additional four years would be required to adequately evaluate the program as the initial recruits were tracked through the training process, probation, independent work habits and some specialized job assignments. As the recruitment program implementation was developed eight major topic areas were identified and discussed.

1. Stakeholders: Although all of the stakeholders liked the recruitment program, each did so for different reasons. As the program is further developed it will be important to meet with each of the stakeholders and identify each of the special interests and insure these interests are considered during the plan implementation.

2. Program control: Currently the recruitment effort is controlled by the personnel department with input from the police department. The recruitment program requires more participation by the police department, while it is understood that the personnel department will maintain an active role in the hiring of all city personnel. It is suggested that the personnel can maintain the control of the hiring process while the police department take a lead role in the development of minimum standards, desired profile descriptions, target groups, time lines for hiring and testing methods. The actual recruiting of potential applicants could be a mutual responsibility of both the police and personnel departments.

3. Staffing levels: The program would require a dedicated full or part time employee, depending on the number of officers to be hired each year, to continually review standards, coordinate the recruitment effort, and evaluate program progress. Additional officers would be used to sell the department to potential job applicants and to seek out those individuals who meet the desired profile description. These officers would be used on a as needed

basis in addition to their regular duty functions. No additional staffing would be necessary for the personnel department as their time commitment would not change that much, although the function for the personnel department would change to meet the needs of the recruitment program.

4. Finances: Personnel salary and benefits for one full or part time employee would be the only major ongoing expense to the program. During the actual recruitment drives, police officers will be either relieved of their normal duties or hired on an overtime basis to function in the program. Other costs include films, slides, brochures, posters and flyers that are already budgeted for but we can expect increases as the program is developed. Departmental profiling will be an added expense and should be updated on a regular basis. It is suggested that the same psychologist be used that will be interviewing the future applicants to insure the continuity of the program remains in tact. Interviewing and testing of applicants will be increased, time wise, at least 150 per cent, increasing the testing costs of the hiring process.

5. Evaluation criteria: To insure the recruitment program is meeting the goals that have been developed, a formal evaluation process will be developed and monitored after each recruitment. We will tack those individuals hired on a twice yearly basis. Criteria will include success rates in officer selection, academy pass rate, academy scores, field training

scores, timeliness of hiring process, affirmative action standards, percentage of officers meeting profile standards and retention rates. An Ad Hoc Committee with representation from the major "stakeholder" groups will be developed to monitor the program to insure the best interests of the community is being served by the recruitment program.

6. Recommendations: The recruitment program will be recommended to a hierarchy of groups or individuals including stakeholders, police and personnel staff, the City Manager and the City Council.

7. Plan Adoption: A management team comprised of individuals from the police department, the personnel department and the City Managers office will be selected to implement the recruitment plan.

8. Time line:

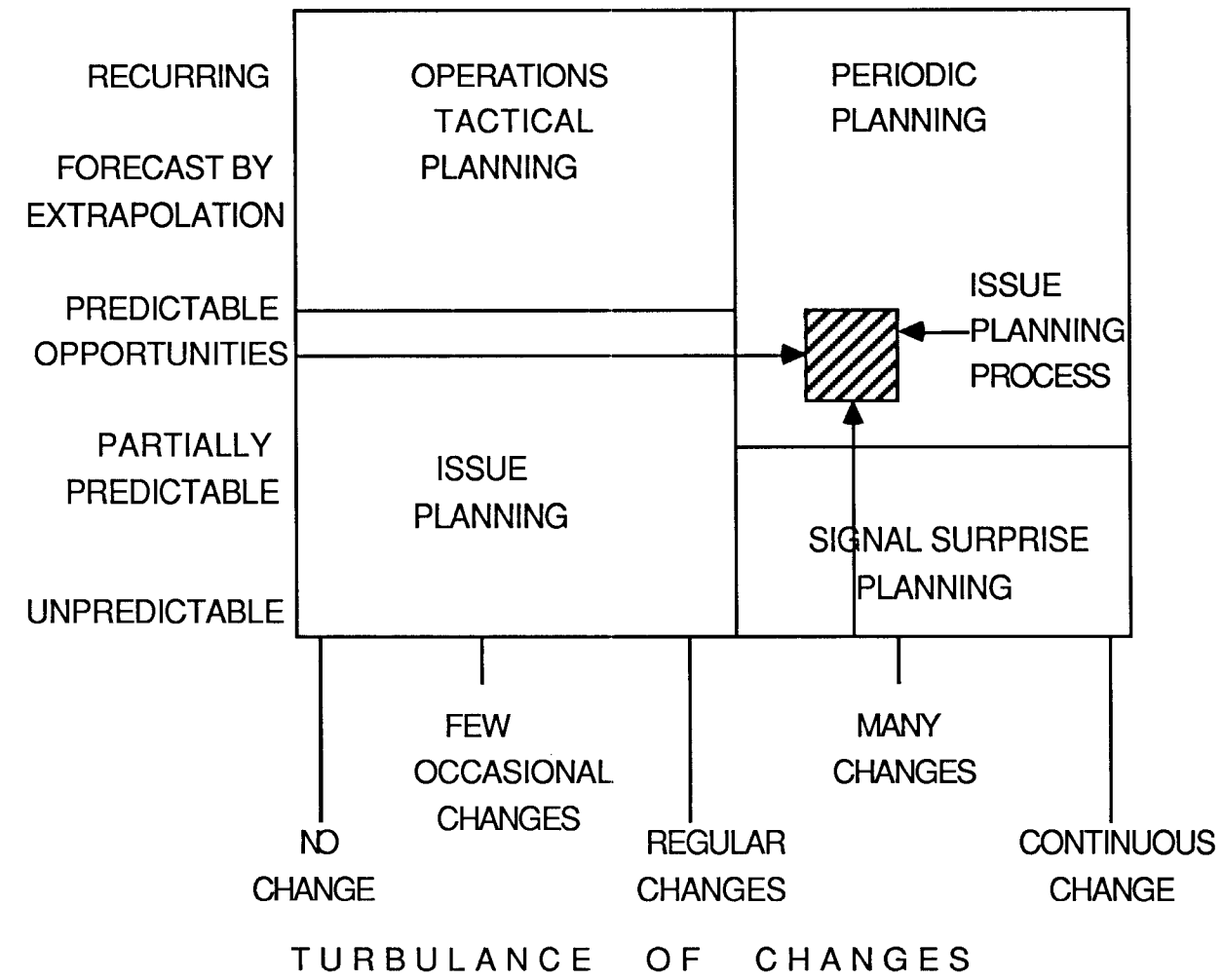
* Program development and staff work (2 months)
* Negotiation with stake holders (2 + months)
* Program revisions or adjustments (1 month)
* Advancement of the plan to City Manager and staff (2 months)
* Recommendations to City Council (2 months)
* Plan adoption (2 - 3 months)
* Evaluation of first recruits hired (18 months)

PLANNING SYSTEM

A planning system matrix is used to illustrate the dimensions of the environment in terms of turbulence or number of changes that occur and predictability of the future. The Mountain View Police Department was used as a model for the matrix that will help identify the planning systems most appropriate in the development of the recruitment program. The four planning systems would include:

1. Operations Planning: This is a very stable environment in which strategic planning is not really needed.
2. Periodic Planning: This is a pro-active planning system that generates detailed forecasts of trend development usually seen in short to long term goals.
3. Issue Planning: This system identifies the important issues and addresses them. This is the system used by many police agencies.
4. Signal Surprise Planning: This is a reactive of fire fighting method of planning used during very quick and drastic change. While many if not most police departments use this system on occasion, very few would use this type of planning system for regular planning.

PLANNING SYSTEM MATRIX



This Planning System Matrix reflects the assessments of the change system that would be used at the Mountain View Police Department on a regular basis. This periodic planning process will work especially well with the recruitment project. With this strategic plan alternative in place, the recruitment program planning process should be an orderly one.

TRANSITION PLAN

TRANSITION PLAN

STRATEGIC PLAN SUMMARY

The project examines how the smaller police department will meet their recruitment needs in the next ten years. For the purpose of this paper a smaller police department will be defined as a department with 25 to 75 police officers.

PRESENT STATE

Police agencies within the Northern California area and more specifically in the Bay Area, have been finding it more difficult to find and retain qualified police officers to staff their departments. A recent police job fair in Oakland, California coordinated by the California Law Enforcement Association of Recruiters, (CLEAR), hosted 100 agencies attempting to fill over 7,000 police officer vacancies. It was estimated that over 9,000 potential candidates attended the CLEAR job fair. Although this approach to attracting police officer candidates is a major step in the right direction, the quality of applicant was not as desirable as expected and the number of officers per open position was under two to one.

Twenty years ago it was not at all unusual to find 100 candidates for each advertised police officer opening. Police officer jobs represented security and a honorable way to make a living. Departments are now experiencing 20 applicants per opening in many jurisdictions and the quality of the applicant is far from the departments expectations. Failure rates of applicants who are selected and passing the probationary period exceed

50% in most of the twenty one agencies contacted. Part of the problem is the changing population and the reduced number of recruitment age young adults, but the problem goes much deeper than that. The police officer job is no longer the desirable job it was, the police officers image has changed over the years with television representation of police officers, campus riots showing young college students being beaten and shot by our police officers and the increased competition for the quality people by private industry. The recent number of court mandated hiring quotas and changes in qualifications just adds to the problems of recruitment.

FUTURE STATE

The future of recruitment for the smaller police agency of 25 to 75 sworn police officers is as bright as we want to make it. Using the information gained by the identified trends and possible events, plans and programs can be implemented to meet our future needs by the establishment of strategic plans for future recruitment. With these trends and events in mind a plan for transition from the present state of recruitment to the future state, is the next step in the process. These plans will include ways to attract qualified personnel to the police officer profession, competing with larger departments and private industry for the limited number of qualified candidates, increasing the police image toward the professional image we deserve and working with in the cities and communities guidelines to develop enhancements in the areas or working conditions wages and benefits to be competitive with other employers.

TRANSITION MECHANISM

Transition management is a process by which the plan developed in the planning phase is strategically managed to produce the selected future scenario.

The strategy is to develop programs that will enable the smaller police agencies the ability to meet their recruitment needs of the future with highly qualified candidates. Departments must be willing to deal with the identified problems and to commit the resources needed to address the problems. The complacent recruitment drives that rely on a simple advertisement and a flyer cannot be expected to recruit the type of individuals we are looking for. Being creative, looking at the youth as potential future employees, working closer to the personnel department and recognizing the obstacles of being a police officer in the bay area must be part of our future recruitment program.

CRITICAL MASS

In the development of the inhouse recruitment program the "critical mass" must be identified. These are the groups and individuals that can either make or break the recruitment program because of their position or their influence over others. When dealing with critical mass strategy must be developed to influence their decisions toward a successful program implementation. The critical mass that are necessary to provide the energy needed for the changes to occur are:

1. Within the police department
    * The Chief of Police
    * Police staff
    * The training sergeant
    * The Police Officers Association
2. Within city government
    * The personnel Department
    * The City Manager
    * The City Council
3. Within the community
    * Chamber of Commerce
    * Homeowner Associations
    * Minority groups
    * Major companies with in the area
    * Private security companies

Each of these critical mass players were plotted on a "COMMITMENT ANALYSIS" chart that is used to help identify the current level of commitment as related to the level of commitment we felt it was necessary to insure a successful program implementation.

COMMITMENT ANALYSIS

CRITICAL MASS PLAYERS	BLOCK THE CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
CHIEF OF POLICE		X		O
POLICE STAFF			X	O
TRAINING SERGEANT			X O	
POLICE OFFICERS ASSOCIATION			O	X
PERSONNEL DEPT.	X		0	
CITY MANAGER		X	O	
CITY COUNCIL		X O		
CHAMBER OF COMMERCE		X O		
HOMEOWNER ASSOCIATIONS		O	X	
MINORITY GROUPS			O	X
MAJOR EMPLOYERS	X	O		
PRIVATE SECURITY	X	O		

X = PRESENT POSITION

O = DESIRED POSITION

MAKING CHANGE HAPPEN - The Chief of Police and the police staff must be willing and able to make the recruitment program happen. During the past two years the police department has been in a reactionary mode of recruitment trying to keep positions filled, due to a substantial turnover rate, with very little creativity. It is clear that the chief and his staff must be in the make change happen category and would like to be. It will be critical in the program development that the chief and his staff do not over react to hurry up and fill positions with a warm body just to keep the shifts up to strength. An agreement to make this commitment must be recognized and made. Both the Police Officers Association and minority groups will feel that they should be in the make change happen category, but it is important that we convince them to help change occur or even just let it occur in order to keep the recruitment program from becoming complicated or over burdensome.

HELP CHANGE HAPPEN - The personnel department will traditionally do the bulk of the recruitment programs and hiring for the smaller police department. Since this program may appear to take power away from the personnel department rather than just to add to the effectiveness of the recruitment effort, the personnel department may resist the change. It is very important to the recruitment effort that the personnel department stay active in the development and implementation of the recruitment program. The personnel department will still be very much involved in both recruitment and hiring of employees. We also need the City Managers influence and political power to help this change occur. The local homeowner associations will want to become involved in the planning of

how the future officers of their community are selected. While their input is important to hear and to consider in the planning of a recruitment plan, it is important that the homeowner groups "let the change happen" rather than trying to design the recruitment program.

LET CHANGE HAPPEN - Both the City Council and the Chamber of Commerce will be taking a wait and see attitude toward the recruitment program development. Again we will want their input but we do want them to "let the change happen" rather than dominating the program development.

BLOCK THE CHANGE - Obviously we do not want any group attempting to block the development of a recruitment program. For this reason it is critical that the individuals or groups that may want to block the program are identified and their reasons for not wanting the program to succeed are understood and dealt with. Three groups were placed in this category. The personnel department was already mentioned, as having some reservations about the loss or power in the hiring process and loss of control and even manpower if the police department completely took over this function. The concerns of the personnel department are real, and although the recruitment program is not intended to reduce the power of the personnel department, but to add to its effectiveness, personnel should be involved in the program description and development. Both the major employers in the area and more specifically the private security firms in the area may feel this as a threat to recruit individuals who they also have targeted as valuable employees or managers for their business. In addition private security may see the police department as a threat to the type of business they perform in the community. We must address their concerns

and allow them input toward a "let change happen" posture.

CRITICAL MASS CONCLUSION

As already noted in this report the stakeholders and critical mass groups or individuals are generally in favor of increasing the effectiveness of the police departments recruitment efforts. We do find, though, that the groups and individuals, like the recruitment concept for many different reasons and it is important to identify and address as many of these concerns as possible in the development of our recommendations and supporting technologies.

MANAGEMENT STRUCTURE

In the development of the recruitment program four sub groups or task forces will be formed to develop the three major components of the program. In addition, a coordinating task force will be assigned to give direction and lend support to the four groups.

DEPARTMENT PROFILE - Before the department can start to identify the qualities they want in a future officer, they must have a real good understanding of what the department and the community expect of the police function. I am sure with 557 police agencies in the State of California, we all couldn't or shouldn't be looking for the same type of police officer that everyone else is looking for. It will be critical to identify what makes the department and the community unique and different from other department's and communities. We must have a very

good understanding of what we expect from the police officers who are patrolling our residential and business districts and carrying out the laws and ordinances we entrust them to enforce. The task force should have a very good understanding of what the critical mass and the stakeholders are looking for in the "perfect" police officer.

An organizational psychologist would be used to assist the task force in the development of the department and the communities profile identification. Once the traits of the ideal department for our community are identified the task force can start the development, with the help of the organizational psychologist to identify those individual officer traits that would most compliment the department.

This task force will develop a very clear set of job characteristics that will be used to recruit individuals with very specific job interests, talents and abilities. This same concept may also be used in the future for hiring or promoting for specific job functions within the police department. The criteria generated would be used in better job profiling of candidates by the department psychologist during the initial testing phase. The actual tests can now be tailored to seek out and identify those identified traits and abilities or strengths and weaknesses of potential candidates. We would be setting a whole new set of standards for police officers unique to our department.

DEPARTMENT IMAGE - The one factor that was identified in the successful recruitment of candidates was that of a professional image that offered

its employees personal satisfaction and a sense of pride in the organization they worked for. As far as I can tell there are no perfect police agencies in California or in the world for that matter, but some agencies are respected much more than others. Being treated with respect by the employer and having a employer who is willing to insure the job is being done the best possible way with the modern tools of the trade is often more of a draw than just high salaries. This image factor should not be ignored by the department profile committee.

RECRUITMENT METHODS - A second task force would be developed that would identify the various methods to seek out and encourage the most qualified candidates to apply for our police department. How do we go out to look for and find the people we really want working for us? We cannot expect to just give a test or examination and expect 200 qualified candidates to be pounding down our door.

The one target area this task force will want to pay a lot of attention too, is the youth of our community. Sacramento Police Department has been very successful with their police cadet program which develops good police work ethics in young adults while they are working in a para professional capacity with the police department. Sacramento Police Department is currently filling most of their open police officer positions with these cadets. The task force will need to develop these types of programs or other methods of attracting young people toward a law enforcement career and more specifically a law enforcement career with our police department.

This task force should also be developing the tools and benefits that can be used to locate, recruit and hire qualified applicants. The tools would be the video tapes, slide shows, posters, flyers, well thought out advertisement and the general selling of the department to prospective applicants. The benefits would include those enhancements, the recruiter would have available, to entice the candidate such as good wage and benefit packages. With the shortage of affordable housing in the San Francisco Bay Area, recruiters should be ready to help out of town candidates evaluate their housing options and be prepared to help the candidate any way possible.

TRAINING OF RECRUITERS - A third task force should be formed to look at the training issues as they relate to the hiring process. This would start with the training of the recruitment officers. These officers and personnel analysts must be able to design recruitment programs that will fit the needs of the department. The development of a workshop for recruiters can be designed either inhouse or in conjunction with a regional group of recruiters such as C.L.E.A.R.

The second group of individuals to be trained should be the field training officers. Once the standards and expectations are developed for the recruitment program, it is up to the field training officers to insure that the recruit meets the needs that were identified as being important to the department. Field training officers should have the information gained during the psychological testing and background investigation that is pertinent to the successful training of the new recruit.

The third group to be trained is the department. The entire police department should have a very good understanding of how the recruitment program works and in the information gained in the profile of the department, the community and the desired recruit. We will expect each member of the department to be recruiters in a sense, in that they will be developing that professional image and encouraging qualified individuals to apply for their particular police department.

RETENTION OF RECRUITS - Although retention is not the topic of this paper, it is a primary factor of our long range planning in the recruitment effort. A fourth task force should be set up to develop a retention program for all existing personnel, including the new recruits, that will identify the departments turn over rate and identify the healthy and departmentally unhealthy reasons why officers quit the profession or transfer to other departments. Obviously some turn over is very healthy for both the individual and the employee leaving. Once the information is collected on why people leave for the wrong reasons, are terminated or fail to pass probation, the recruitment program can be adjusted to avoid repetitive problem areas.

COORDINATION TASK FORCE - These four task forces will be staffed with a small cross section or "diagonal slice" of individuals from the police department or personnel department who have the greatest impact and influence on each of the individual groups. A core project group consisting of the personnel manager, The Chief of Police or his designee, and the head recruitment officer will coordinate the four groups and eventually bring them together to form the actual recruitment program.

SUPPORTING TECHNOLOGIES

The strategies utilized for a successful transition between the development and implementation of a recruitment program, will be developed by a program implementation team. This team will consist of several individuals (not to exceed twenty) that are selected from the critical mass, the major stockholders, department staff, personnel department staff, local citizen groups and patrol officers. The individuals selected must understand the program development and poses levels of expertise in the knowledge of recruitment methods, ability to develop and implement programs and the ability to sell ideas. Once the individuals are selected they will be assigned to one of three groups that would be held responsible for a part of the program implementation.

1. Team building: the members of the team, consisting of the four task forces and the coordination group, will meet during a minimum one full day team building exercise. This meeting will review all of the work to be accomplished by the four task forces and the coordination group this far. The group will be facilitated by a organizational psychologist who will direct the group in the further development of the program mission statement. Each of the groups should insure the work they are developing meets the expectations of the mission statement.

2. Component Development: Each of the task forces will meet independently to work on their specific assignments. Progression of

the various groups will be reported on a regular basis to the coordinating group to ensure they are complimenting the other groups efforts and everyone is moving in the same direction. All four task forces will meet together as necessary to solve common problems and reassess the mission statement.

3. Program Presentation: Once the recruitment program is fully developed the group will develop a methodology to sell the program to the stakeholders, the city administration, the City Council and the general membership of the police and personnel departments. This presentation should contain information on program administration, budget information, staffing levels, recruitment program samples and desired results as compared to the past history of the recruitment effort.

TECHNOLOGY CONCLUSION

By employing the technologies stated, the coordinating task force will be well equipped to implement the recruitment strategic plan. The well developed plan will be prepared to answer any questions and anticipate any conflicts in the recruitment effort.

CONCLUSION

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END NOTES

CONCLUSION

Recruitment must deal with people, and with people comes an entire range of surprises that make humanity so fascinating and frustrating. Along with the changing times police agencies must be able to deal with the applicants enthusiasm, their tender feelings, massive egos, rescheduled interviews and a host of other real human problems.

The recruiter must be able to assist the organization in filling open police officer positions with qualified people, who produce career paths patterns that are acceptable to the organization. It is the function of the recruiter to know where the organization is going and how the recruitment plans play a part in getting to the desired state.

In the process of developing this study on the future recruitment needs of the smaller police department, it became very apparent that the one overriding problem that we continually have in the hiring process, is that police administration is not keeping up with our changing society. Recruitment is viewed by many administrators as a necessary, but not terribly effective, evil. In the literature scan that was completed on the topic of recruitment and the subsequent work by the Nominal Group, it became apparent that we are in a tremendous era of change. This change was partially identified in the five emerging trends that the Nominal Group identified very early on in this study. Those trends were:

1. The increased use of drugs by police applicants
2. The aging population caused by the baby boomer era
3. The increasing minority population
4. The "Me generation" and the changes in attitudes caused by it

5. Smaller police agencies hiring more lateral officers

The problems facing the smaller police department were raised in the definition of the future section of this report. Departments should have, or develop, a very good description of job standards, labor specifications, department design and departmental skills and needs. Every police agency has made dramatic changes over the past ten years. New technology, computers, labor laws, and police tactics have improved, and is certainly different than it was in 1978. It will be the goal of the recruitment program to be able to understand these changes, and how the new generation work force will fit into this description. The needs of the employee are just as real as the needs of the police agency.

The transition management section of this report sets the ground work for the development, implementation, execution and evaluation of a recruitment program for the smaller police department. It will be up to each of the smaller departments to identify their own individual recruitment needs and plug them into the process offered in this thesis.

The future in recruitment is as bright as we want to make it, providing police agencies are willing to put the heavy emphasis on recruiting efforts needed to ensure that police officer jobs are filled only with the most qualified bright candidates possible.

The following ten suggestions can be implemented by most smaller jurisdictions to assist in their efforts to improve and supplement the current recruitment program.

1. DEVELOPMENT OF TESTING CRITERIA UNIQUE TO THE DEPARTMENT: Most smaller departments are content with using the same testing methods and officer criteria as their neighboring police agencies. Each agency must realize that their community, their city government and their police department is unique from most other cities. With the use of a good organizational psychologist, a department can identify those areas of importance or uniqueness that they can use in the development of testing criteria for their future police officers.

2. DEVELOPMENT OF HIGH STANDARDS: Police departments must be willing to set strict minimum standards that meet the needs of their communities and be willing to live by those standards. All to often the smaller agency is willing to accept less than what they want just to save time and energy in the hiring process.

3. DEPARTMENT IMAGE: Departments must develop and maintain a professional image within the law enforcement community. Professionalism, respect of employees and strong management orientation are as important to future officers as the pay and benefit issues.

4. INCREASE THE OVERALL POLICE IMAGE: Many, if not most, individuals have a very inaccurate perception of what a police officer does for a living. It is up to law enforcement to make every effort to expand the positive and professional image of the police officer.

5. TRAINED PROFESSIONAL RECRUITERS: The smaller agencies can not

afford to ignore the importance of a professional, well trained recruitment officer. Using a light duty assignment or hiding the departments problem child in the recruitment program can only hurt the department. For smaller agencies who can not afford the full time commitment to the recruitment effort, special attention should be paid to the personnel department and the police department should be very involved in the hiring process. Contracting the services of a personnel consultant may also be a valid option.

6. EARLY RECRUITMENT PROGRAMS: Police agencies should put a heavy emphasis on the development of future police officers and applicants. Outreach programs designed to develop future officers should be directed at school age children form the sixth grade on. School resource programs, in school scouting, cadet programs can all be used in the development of future officers.

7. REGIONAL OR COUNTY WIDE RECRUITMENT EFFORTS: The regional approach of recruitment has been tried many times by many different departments and more often than not with very little cooperation or desired results. Although most of the previous efforts have failed to some degree, with a strong joint powers agreement, commitment and proper management of the program, this may be the answer for many smaller agencies.

8. CREATIVE RECRUITMENT BENEFITS: Smaller agencies must be willing to finance active and creative recruitment programs that can compete with

the larger agencies and private industry. Incentives to prospective employees or bonus incentives for referrals may be viable options.

9. COMPETING WITH PRIVATE INDUSTRY AND OTHER POLICE AGENCIES FOR THE BEST CANDIDATES: As the employment rate shrinks and the job market expands, we will all find ourselves fighting over the same talented people. We must make law enforcement more attractive as a career to ensure we don't lose the battle for qualified people.

10. RETENTION OF QUALIFIED POLICE OFFICERS: Even the best recruitment efforts are in vain if the department does not have a good retention program in place. Retention should be addressed in the long range recruitment objectives.

As law enforcement managers we must be sure that our recruitment efforts are not designed to fail. The recruitment function within the smaller police agencies must become a project rather than a process being conducted by the untrained, unspecialized and often uncaring. Agencies should know what they expect in their entry level people and accept nothing less. The smaller police agency can be effective in the recruitment an hiring process, but they must be willing to make more than just a token effort in the recruitment of future officers.

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