TARGETING THE ALTERNATIVE APPLICANT POOL: A LAW ENFORCEMENT RECRUITMENT STRATEGY BY THE YEAR 2000

by

GORDON A. BOWERS
COMMAND COLLEGE CLASS IX
COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING
(POST)

SACRAMENTO, CALIFORNIA
1989

9-0155

TARGETING THE ALTERNATIVE APPLICANT POOL: A LAW ENFORCEMENT RECRUITMENT STRATEGY BY THE YEAR 2000

SECTION ONE — FUTURES STUDY

What will be the optimum methodology available for targeting the alternative applicant pool as a law enforcement recruitment strategy by the year 2000?

SECTION TWO — STRATEGIC MANAGEMENT

What will be the most effective strategic management plan for achieving the normative future related to law enforcement recruiting of the alternative applicant pool by the year 2000?

SECTION THREE — TRANSITION MANAGEMENT

What will be the most effective transition management plan in a mid-size urban California police department for implementation of law enforcement recruiting of the alternative applicant pool by the year 2000?

NATIONAL INSTITUTE OF JUSTICE
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
(NIJ/NCJRS)

Abstract

TARGETING THE ALTERNATIVE APPLICANT POOL: A LAW ENFORCEMENT RECRUITMENT STRATEGY BY THE YEAR 2000

by
GORDON A. BOWERS
COMMAND COLLEGE CLASS IX
COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING (POST)
SACRAMENTO, CALIFORNIA
1989

9-0155

Targeting the Alternative Applicant Pool: A Law Enforcement Recruitment Strategy by the Year 2000

G. Bowers. Sponsoring Agency: California Commission on Peace Officer Standards and Training. 1989. 100 pp.
Availability: Commission on POST, Center for Leadership Development, 1601 Alhambra Blvd., Sacramento, CA 95816-7053. Single copies free; Order number 9-0155.
National Institute of Justice/NCJRS Microfiche Program, Box 6000, Rockville, MD 90850. Microfiche free. Microfiche number NCJ _____ .

Abstract

This research project conducted in fall, 1989, is primarily for law enforcement agencies. It documents the shortage of law enforcement applicants, which is anticipated to increase. It uses a modified conventional Delphi to evaluate trends and events, and presents three scenarios for the year 2000. Modeling the normative future, it develops a strategic plan to recruit qualified candidates who have expressed no interest in law enforcement as a career. A strategic management plan is described, using a modified policy Delphi for alternative policy development. Specific policy recommendations are made. A transition management plan for implementation in a California law enforcement agency is presented. Conclusion is that recruitment may be the law enforcement issue of the year 2000. Agencies who delay implementing such a plan may not be able to make up for the lost time. Appendixes (candidate trends, candidate events), illustrations, tables, bibliography, references.

Targeting the Alternative Applicant Pool: A Law Enforcement Recruitment Strategy by the year 2000

EXECUTIVE SUMMARY

This research project is primarily for law enforcement executive management. It documents the shortage of qualified law enforcement applicants, which will become progressively more severe, and offers a recruitment strategy to mitigate that shortage. The project uses a modified conventional Delphi to evaluate trends and events, and presents three scenarios for the year 2000.

Using the normative future as a model, a mission statement is developed. It emphasizes the critical nature of law enforcement recruitment in fulfilling the trust which the citizens of the nation have placed in its peace officers. It recognizes diversity in ethnic and cultural backgrounds, in languages, in educational fields, and in work experience as a desirable strength of an agency, and it urges the development of such human resources. It recommends the marketing of law enforcement not only as an honorable and well-compensated career, but as a "first career" for persons preparing for other professions, especially those which require lengthy educational preparation.

A recruitment plan is developed and presented. It includes recruiting in all grade levels of public schools, in all colleges/universities (regardless of their primary fields of study), and through large company outplacement coordinators from the private sector. It emphasizes recruiting qualified candidates who have not expressed an interest in law enforcement as a career. For such people, law enforcement may be marketed as a "first career," emphasizing high salary and personal development. A strategic management plan is described, using a modified policy Delphi for alternative policy development. A number of specific policy recommendations are made.

A critical element for successful policy implementation is the commitment of top police management to the necessity of a long-term recruitment program. This commitment must be reflected personally by the chief executive and also by the budget appropriations and organizational structure of the agency. Each person in the agency must be trained and utilized as a recruiter in his or her contacts with the public. The targets of such recruitment efforts are persons with common sense, mature judgement and problem-solving skills, regardless of their current status or career ambition. Each individual will be treated as a resource, and will be developed in such a manner as to assist in preparation for a subsequent career if they so desire.

A transition management plan for implementation in a California law enforcement agency is presented, based on an expansion of the policies developed. The plan includes establishing a Personnel Office reporting directly to the chief executive, involving the entire department in recruiting, improving the image of the law enforcement profession, and targeting the alternative applicant pool.

The project conclusion is that recruitment may be the law enforcement issue of the year 2000. Agencies who delay implementing a specific recruitment strategy such as this one may not be able to make up for the lost time.

Targeting the Alternative Applicant Pool:
A Law Enforcement Recruitment Strategy by the year 2000

DEDICATION

The challenge and additional work load of Command College was undertaken to provide personal growth and to better prepare for increasingly responsible law enforcement management positions. A significant factor in my desire for both is my family. My wife Donna offered encouragement freely. She did her best to keep a smile, while in her frequent "single parent" role she explained to our sons that Daddy was going to work early, or coming home late, or would be gone to school for a week. And she welcomed me back each time.

To my sons Michael and Matthew, who in their youth had the maturity to say, "That's OK, Daddy, it's important to go to school," I offer this project dedication:

For the times I missed playing catch with you, may I teach you to look at the future with creativity, free of the mental blinders which restrict so many others.
For the times I missed helping you with your homework, may I teach you to see all possible futures, and to pick the one that you want to create.
And for the times I missed giving you a good night kiss, may I teach you that

YOU ARE THE FUTURE!

Do with it as you will, confident that your only limits are the ones you impose upon yourselves. I love you.

Targeting the Alternative Applicant Pool:
A Law Enforcement Recruitment Strategy by the year 2000

ACKNOWLEDGEMENTS

Since this project marks the culmination of more than two years of personal growth and life-changing experiences associated with the Command College, it is appropriate to formally thank some of those who played significant roles in the achievement of this milestone.

Chief **Glen Bell**, Burbank Police Department, nominated me for the Command College. In addition to formal Departmental support, Chief Bell provided me with the scheduling flexibility absolutely necessary to successfully complete the Command College program. He also patiently put up with all of the "strange ideas" and "six-bit words" which marked my return from each of the workshops. Special thanks to you for allowing me to pursue this personal and professional development.

Captains **Robert Heins** and **James Gibson** were each my immediate superiors during portions of the Command College experience, and Captain **David Newsham** and I worked together closely on the Department's Master Plan. The willingness of each of them to work around my substantial time at Kellogg West, and especially Captain Gibson's understanding of my need for highly irregular hours during the independent research project, made a very difficult time more bearable. Thank you all.

Dr. David W. Jamieson, Jamieson Consulting Group, served as my Academic Advisor for this project. He also serves on the Command College faculty, and from his first presentation there I was impressed by his insight and practical knowledge, especially in the area of strategic planning. I appreciate his guidance and counsel.

My colleagues in Command College Class #9 provided encouragement, assistance, and friendship. To each of them I extend my congratulations for their Command College achievements, my admiration for their constant professionalism, and most of all my personal thanks for their friendship.

Three patrol sergeants actually made this paper possible. They efficiently (and as graciously as was humanly possible) covered my Watch Commander responsibilities so that I could spend much of my time at a library, or working over a computer in the conference room, or hiding in an obscure office with a stack of reading material three feet tall. My personal gratitude goes to Burbank Police Sergeants **Wade Taylor, Chris Welker** and **Jon Murphy**.

TARGETING THE ALTERNATIVE APPLICANT POOL: A LAW ENFORCEMENT RECRUITMENT STRATEGY BY THE YEAR 2000

CONTENTS

INTRODUCTION 5

SECTION ONE — FUTURES STUDY 8

Formulate Issue 8

Forerunner Issues 8
Futures Wheel 9
Central Issue 10
Primary and Emerging Sub-issues 10
Limitation of Central Issue 18

Operational Definitions 19

Literature Scanning 19

STEEP Charting 20
Trend Development and Definition 23
Event Development and Definition 25

Modified Conventional Delphi 27

Panel Selection 27
Research Protocol 27
Round 1 28
Round 2 31
Cross Impact Analysis 37
Actors and Reactors 37

Scenarios 40

Hypothetical 41
Nominal 43
Normative 45

SECTION TWO — STRATEGIC MANAGEMENT 48

Selected Scenario 48

Structure for Strategic Plan (SMEAC) 49

Mission 49

Mission Model 49
Mission Statement 50

CONTENTS (continued)

Situation Audit 50

WOTS-UP Analysis 51
Peace Officer Standards and Training 55
SAST 58

Alternative Strategy Development 68

Modified Policy Delphi 68

Implementation Plan 71

SECTION THREE — TRANSITION MANAGEMENT

Critical Mass Identification 75

Critical Mass Analysis 78

Readiness/Capability 78
Commitment Planning 79

Negotiation Strategy 82

Needs Identification 82

Transition Management Structure 83

Responsibility Charting 84
Rewards Systems 85
Control/Feedback 85

Analysis and Review 87

CONCLUSION 88

Summary 88
Conclusion 90
Implications/Recommendations 90

APPENDIXES

Appendix A — Candidate Trend List 91
Appendix B — Candidate Event List 93
Appendix C — Delphi Panelists 95

REFERENCES CITED BIBLIOGRAPHY 96

BIBLIOGRAPHY 99

TARGETING THE ALTERNATIVE APPLICANT POOL: A LAW ENFORCEMENT RECRUITMENT STRATEGY BY THE YEAR 2000

ILLUSTRATIONS

NUMBER	TITLE	PAGE
A	Futures Wheel	11
B	Trend 1 - Education Cost	32
C	Trend 2 - Health Care Cost	32
D	Trend 3 - Mass Transit	33
E	Trend 4 - Police Career Perception	34
F	Trend 5 - Student Aid	34
G	Cumulative Event Probability	35
H	Event Impact on Central Issue	36
I	Cross-Impact Matrix	39
J	Certainty/Importance Chart	67

TARGETING THE ALTERNATIVE APPLICANT POOL: A LAW ENFORCEMENT RECRUITMENT STRATEGY BY THE YEAR 2000

TABLES

NUMBER	TITLE	PAGE
A	Semi-Final Trend List	24
B	Semi-Final Event List	26
C	Modified Conventional Delphi Panel	27
D	Final Trend List	30
E	Final Event List	30
F	Strategy Proposals	70
G	Readiness Capability Chart	80
H	Commitment Planning Chart	81
I	Responsibility Chart	86

Targeting the Alternative Applicant Pool: A Law Enforcement Recruitment Strategy by the year 2000

INTRODUCTION

"There's never a police officer around when you need one!" This statement has been popularized by dozens of entertainers, and it is even used frequently, albeit facetiously, by police officers. What if it were literally true? What if there wasn't a police officer around, and you did need one? That situation could easily exist by the year 2000!

At least through the end of this century the number of new police officers needed each year will increase, the minimum qualification level in several applicant skill areas will be raised, and demographic projections show that both the total number of people and the percentage of high school graduates in the normal age range of police applicants will decrease. The shortage resulting from the difference between the number of qualified applicants and the number of needed police officers will be critical.

While expanded minority recruitment is fully justified on a civil rights basis, it offers no great hope for producing a large number of additional applicants. Although both new training methodology for police recruits and retention programs for senior officers seek to reduce attrition after hiring, the potential successes of those programs are also insignificant when related to the large number of new police officers needed.

It appears that there will be progressively insufficient manpower resources available in the traditional law enforcement applicant pool. Is it possible to develop a recruitment strategy which would target that huge mass of people who are qualified to be police officers, but who have no interest in, or intention of, pursuing law enforcement as a career, and are therefore outside of the traditional applicant pool?

This project defines that group of people as the "Alternative Applicant Pool" for law enforcement. That definition is then refined by excluding certain identifiable groups of people.

Next, this project defines trends which impact the availability of that alternative pool to law enforcement, and determines the direction and rate of each of those trends. Specific events, including their occurrence probability which would impact the availability of that alternative applicant pool, are proposed. The impact of each event on every other event, as well as on the strength and/or direction of each trend, is determined and then is displayed via a cross impact analysis matrix.

Three types of scenarios are created based on those findings, and each one is presented as an alternative future. One scenario, the normative future, is based on the values which were established during the futures research portion of the project.

A strategic management plan is developed for targeting the alternative applicant pool as a law enforcement recruitment strategy by the year 2000, based on the selected alternative future (normative future). It includes an internal and external situational audit, policy development through the use of a Modified Policy Delphi, a mission statement and an implementation plan.

A transition management plan then is developed for the implementation of the overall strategy, and future implications of that implementation are discussed. It includes identification and analysis of the critical mass, a readiness assessment, and the development of a transition management structure and supporting technologies.

Finally, conclusions and recommendations are made which propose an action plan to implement a law enforcement recruitment strategy for targeting the alternative applicant pool by the year 2000.

TARGETING THE ALTERNATIVE APPLICANT POOL: A LAW ENFORCEMENT RECRUITMENT STRATEGY BY THE YEAR 2000

SECTION ONE — FUTURES STUDY

What will be the optimum methodology available for targeting the alternative applicant pool as a law enforcement recruitment strategy by the year 2000?

SECTION 1 — FUTURES STUDY

Formulate Issue

Forerunner issues

The issue of a targeting a particular identifiable group as a law enforcement recruitment strategy is one which has been addressed from a variety of perspectives. For years there was such a glut of applicants that the only targeted group was the one fighting amongst itself to be first in the line waiting to apply for those few available law enforcement positions. There was no speculation that there would ever be a shortage of applicants, and many Departments began to raise their minimum standards based on their ability to be highly selective in their hiring. Prerequisite college courses and even college degree requirements were adopted by some agencies, and many agencies adhered unwaveringly to highly restrictive standards in such areas as height, age, vision, medical history and many background investigation issues. Even today, with many of these restrictions eliminated or substantially relaxed, "Only one of 100 original applicants makes it through the academy to serve on the department." (Bock 1989, 77)

Three substantial changes occurred in California which drew to a close the "easy life" of police recruiters. First, the number of police officers needed began to escalate rapidly. As the population shift in the United States moved westward, and as the California population became more concentrated in the urban areas, larger numbers of law enforcement officers have been needed. "The Los Angeles Police Department is recruiting 900 new officers to reach an authorized strength of 8,400." (Lieberman 1989)

Second, there arose a need to selectively recruit and hire minority police officers in large numbers. In addition to the moral and legal necessity of hiring women and racial minorities to the work force at a ratio closer to their representation in the population, there was already a tremendous under-representation of those minorities in law enforcement which needed to be addressed. Although only "12 % of all sworn officers are female." (Carter 1988)," "Approximately 63 % of new entrants into the labor force between 1985

and 200 will be women." (Cetron, Rocha, Luckins 1988, 35) The representation of these minority groups among applicants was inadequate to hire them in sufficient numbers, resulting in the necessity for active recruitment efforts for the first time in recent history. This problem will be exacerbated in the near future, and it is estimated that "During the next decade, white men will account for only one in four new workers." (Riche 1988, 34)

Third, and a little more recently, the tide of law enforcement applicants peaked and then began to recede. "The number of applicants has declined annually since 1986. In the mid-80's, the police agencies were picking and choosing from an abundant field of qualified applicants. Now, the LAPD, California Highway Patrol and L.A. County Sheriff's Department are vying with one another to lure qualified candidates." (Link 1989, 4)

"Stopgap" measures have been attempted. Women officers have been used to target potential female applicants. Racial minority officers have been used to target potential applicants from their particular minority. Advertisements have been directed at particular minorities. This project, however, rather than looking at ways to increase the effectiveness of recruitment procedures currently being used to pursue portions of the current applicant pool, intends to look at the larger picture. It will examine the potential recruitment of an alternative applicant pool of people who, regardless of the minority or majority to which they happen to belong, are absolutely qualified for a career in law enforcement, but who are not interested in pursuing one.

Futures Wheel

One technique for examining an issue in terms of multiple levels of sub-issues is the "Futures Wheel." The Futures Wheel is developed from information acquired from a variety of sources. Interviews with subject matter experts, brainstorming in small groups, literature review, and environmental scanning are some of the valid methods which produce suggestions for related issues. Issues are then examined to determine their relationships, and prioritized based on the significance of their impact on the central issue.

A graphic representation of the relationships is then prepared, based on the central issue being examined. Those issues which directly impact the central issue form the first level, or inner circle, of sub-issues. Those issues which indirectly impact the central issue through their influence on other sub-issues are graphically displayed as more distance branches of that inner circle of primary sub-issues. The lines connecting issues in the illustration indicate a direct relationship between the connected sub-issues. Those direct relationships may exist between higher and lower levels of sub-issues in a particular area, or between sub-issues in widely separated branches.

Illustration A shows a Futures Wheel developed to look at the receptivity to law enforcement recruitment efforts of persons who previously were uninterested in law enforcement as a career. Surrounding the central issue is a circle of eight directly related sub-issues. Each of those primary sub-issues has one or more secondary sub-issues indicated, with some having a tertiary level of sub-issues shown. The following discussion of the central issue and the surrounding sub-issues can serve as a narrative supplement to the Futures Wheel illustration.

Central issue

The central issue being examined is the following: "What will be the level of receptivity to targeted law enforcement recruitment efforts of persons who are qualified to be police officers, but who have demonstrated no proclivity toward law enforcement as a profession?" All sub-issues were evaluated based upon their impact on this central issue.

Primary and emerging sub-issues

There were eight primary sub-issue areas developed during the Futures Wheel exercise. They were Demographics, Longevity, Urbanization, Nature of Crime, Education, Unemployment, National Service and Military. Developments in each of these sub-issue areas will directly impact the central issue. In addition, each of these sub-issue areas is itself affected by its own sub-issues, the most prominent of which are described herein.

FUTURES WHEEL

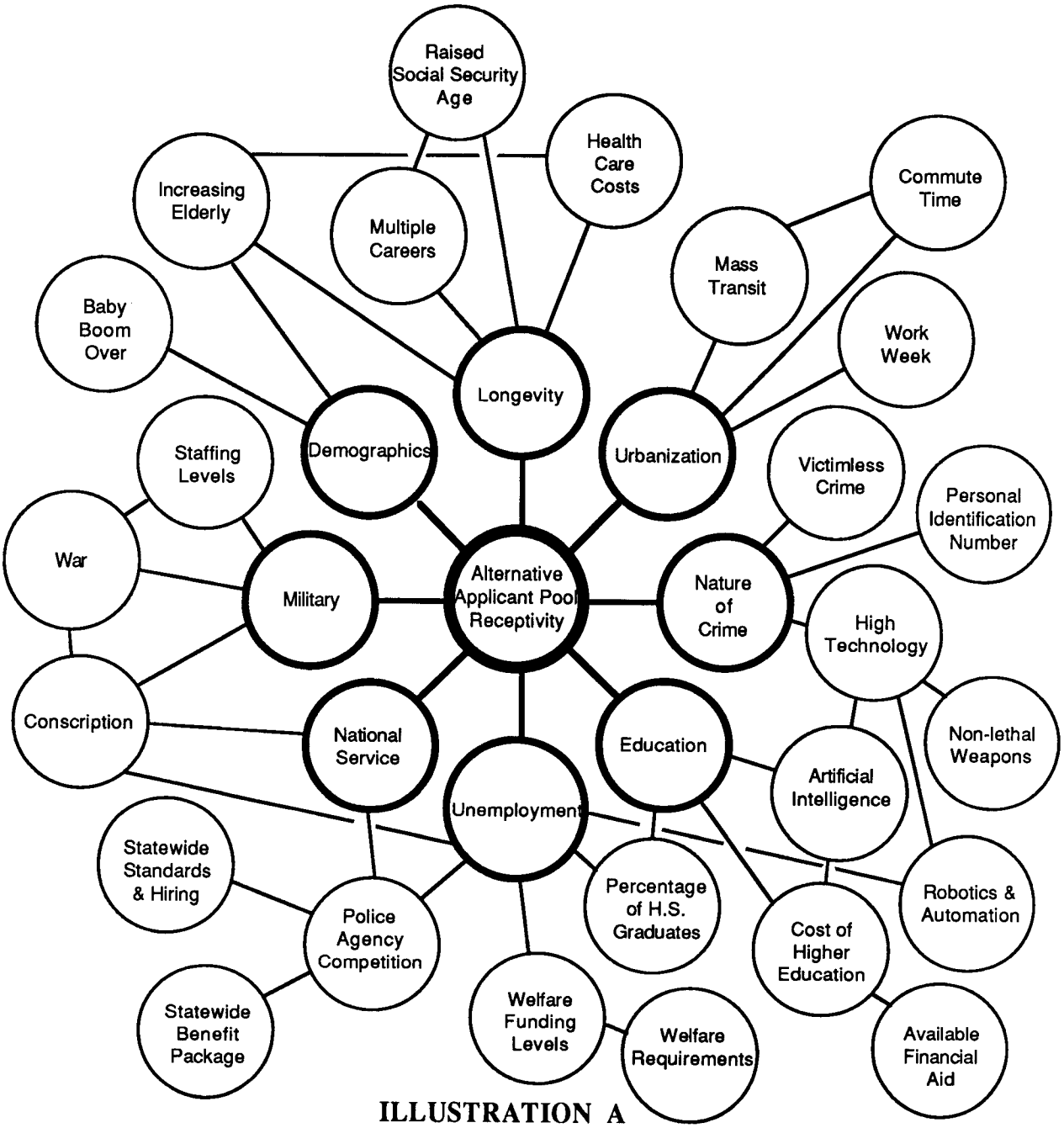


ILLUSTRATION A

Demographics. How will the changing composition of the workforce affect receptivity to law enforcement recruitment efforts?

Some of the new police officers of the year 2000 could very well be members of the Graduating Class of 1989 from your local elementary school. Although that may make the future sound a long way off, it points out the fact that many demographic forecasts are simply logical extensions of events that have already happened. The last of the "baby boomers" has entered the work force, and to ignore the forthcoming reduction in new work force entrants is worse than short-sighted.

> The decline in the birth rate in the 1960's and 1970's means a smaller number of young people entering the job market today. This has created an entry level labor shortage that will worsen in the 1990's ... Institutions of higher education, business, and the military will all vie for youths 16-24 years old, as that population group shrinks from 30% of the labor force in 1985 to 16 % in the year 2000.
>
> (Cetron, Rocha, Luckins 1988, 36)

Data on ethnic and population shifts are less firm, but certainly worth consideration, nevertheless. For example, "California is home to 64 % of the country's Asians, ... by the year 1010 the Asian population is expected to double." (Hill 1985, 4)

Longevity. What impact will changes in average lifespan have on careers, career choices, and receptivity to law enforcement recruitment efforts?

Paralleling the decline in the national birth rate trend is an increase in life expectancy, and the presence of these two factors creates a progressively aging society. "During the 1990's, the number of Americans over 65 will increase at twice the rate of the general population." (Future 1985, 2) The special concerns generated by increasing numbers of elderly in the community will need to be addressed by law enforcement, and may significantly alter the tasks which police officers are expected to perform.

"Since the turn of the century, every generation lives three years longer than the last." (Cetron, Rocha, Luckins 1988, 39) "Life expectancy is increasing. The mandatory retirement age will rise to 70 by 2000." (Cetron, Rocha, Luckins 1988, 35) It is reasonable to expect that medical developments which will decrease the effects of aging

would combine with increasing life expectancy to increase the "career window" of the average lifetime: that length of time during which gainful employment would be expected. The increasing cost of such health services may prompt longer work careers also. "Reaching retirement age doesn't necessarily mean retirement any more. Financial reasons—or just plain boredom—drive some people in their 60's to keep working or to re-enter the work force." (Christian 1989)

It appears likely that these longer career windows will be increasingly divided into multiple "careers," either with different employers or in entirely different professions. "By 1995, most adults will be working a 32 hour week. During the time they aren't working, many will be preparing for their next career." (Social 1988) There will be a "movement toward second and third careers and mid-life changes in careers. People will change careers, on average, every 10 years." (Cetron, Rocha, Luckins 1988, 35)

Urbanization. What effect will centralization of the population have on receptivity to law enforcement recruitment efforts?

"Cities in the West and South have climbed up the ranks in population, while cities in the Northeast and Midwest have slipped back." (Arthur 1989, 13) California has been the recipient of much of the westward population shift in the United States, and the majority of those who heed the call to "Go west, young man, go west," manage to migrate to one of the urban population centers of the state. This is an international trend, and "By the year 2000, 52% of the world's people will reside in the urban centers. That number may leap to 90% by the end of the twenty-first century." (Social 1988) Larger urban centers traditionally have much higher crime rates than suburban areas, and thus require police staffing at much higher levels than rural departments.

Nature of Crime. How will the changing nature of crime affect receptivity to law enforcement recruitment efforts?

A recent high technology article in the FBI Law Enforcement Bulletin expressed the pessimistic opinion that "By 2000, crimes committed using high technology will become

so complex the police will be unable to do more than take initial reports." (Rodriguez 1988, 15) There is no doubt that "As computer crime proliferates, we will need more officers trained in combating it. That might include civilian specialists." (Bock 1989, 79)

Current practices seem to indicate that law enforcement is significantly increasing training in technical areas, and the following scenario seems more likely:

> Future police officers will be extensively trained and qualified professionals ... As a minimum requirement, a bachelor's or master's degree in the social sciences will be needed. A law degree may also be deemed necessary for police officers by the early twenty-first century ... Training standards will have to be raised significantly, as the job becomes more technical in nature." (Cetron, Rocha, Luckins 1988, 39)

The nature of crime is subject to change in two additional areas. "Victimless" crimes, such as alcohol intoxication and drug use, prostitution, gambling are thought by some to be unfairly imposing the moral standards of the lawmakers upon the population. If these actions are decriminalized, it could have a significant impact on the level of public support enjoyed by law enforcement, and therefore have an impact on the desirability of law enforcement as a career.

The development and implementation of a national identification card, or other significant moves toward a "cashless society," could greatly reduce the number of violent crimes related to robberies and thefts from persons. Substantial reduction of such violent crimes could impact public perception of law enforcement, thus affecting the receptivity of recruitment efforts for police officer positions.

Education. How will changing education levels impact receptivity to law enforcement recruitment efforts?

"When the class of 2000 graduates, the body of knowledge will have doubled four times since 1988. Graduates will have been exposed that year to more information than their grandparents were in a lifetime." (Cetron 1988, 10) "Universities will stress development of the whole student and how the university's total environment affects that development ... Individual students will receive more support from faculty and advisors on

decisions about academic programs and career paths." (Cetron, Rocha, Luckins 1988, 34) This development pays handsome dividends, with one study indicating that workers with a bachelor's degree earn almost four times the monthly wages of workers without a high school diploma." (Schwartz 1988, 12) The inequity is also progressive, as one test group of male high school graduates in 1986 not enrolling in college "were earning an average of 28% less in constant dollars than a comparable group in 1973." (Cetron, Rocha, Luckins 1988, 37)

Such knowledge comes at a cost, however. "Education costs will continue to rise. Heavy pressure to control costs will emerge ... Loans rather than grants will constitute the main source of student financial aid." (Cetron, Rocha, Luckins 1988, 33) The annual increases in tuition for four-year colleges and universities in the United States have consistently exceeded the overall inflation rate for nine consecutive years. The most current figures released by the College Board show 7 to 9 % increases this year, making annual education bills of more than $20,000 increasingly common." (Gordon 1989)

Some educational trends already reflect the increasing awareness among adults of the need for continuing education, and the many companies are joining forces with educational institutions to provide it. "While the adult population in the U.S. grew by one-third between 1969 and 1984, the number of people taking adult education courses grew by 79 percent. To succeed in the years ahead, adult education programs should ally themselves more closely with employers." (Edmondson 1988, 40-41) "The investment by employers in employee education and training—already some $80 billion a year—will grow by 25-30% by 1990." (Outlook 1986, 3)

Unemployment. To what extent will the unemployment level affect receptivity to law enforcement recruitment efforts?

The level of unemployment obviously fluctuates based on a wide variety of variables. "Job security and high pay are not the motivators they once were, because there is a high degree of social mobility and because people now seek job fulfillment." (Cetron,

Rocha, Luckins 1988, 35-36)," but Maslow's "Hierarchy of Needs" would suggest that the public perception of the unemployment level would impact the importance to the individual of the traditional benefits of civil service work (job security, medical insurance, retirement) in the minds of potential applicants.

The funding of welfare programs, along with potential restrictions on such programs, could greatly affect the unemployment rate. Another possibility with the potential for great effect on unemployment levels would be substantial revisions of state unemployment and welfare programs in order to require work in government or community service by the applicant in exchange for eligibility for the programs.

One potential surge of unemployment could come from the flattening of many organizational structures, eliminating mid-managers as technology makes the information flow from the field to top managers more efficient. The number of candidates available for each mid-career vacancy is estimated to be 10 in 1975, 18-20 in 1985 and 30-plus in 1995. "Add to this the reduction in the management structure by three to five levels and the result is blocked careers, reduced motivation and diminished promotional potential." (Hill 1985, 9)

National Service. How will, or would, volunteer or compulsory national service affect receptivity to law enforcement recruitment efforts?

"Compulsory national service (two years, male and female) is likely by the year 2000, with three options: military service, VISTA-type (work with disadvantaged), or Peace Corps." (Cetron, Rocha, Luckins 1988, 30) Although this viewpoint may seem a bit remote, there are some substantial indicators pointing in that direction.

Legislation currently on the floor at the state and national level propose a "Police Corps" program in a variety of formats. "The Service to America Act of 1989" (sponsored by Senator Edward Kennedy) and "The Citizenship and National Service Act of 1989" (sponsored by Senators Sam Nunn and Charles Robb, and Representative Dave McCurdy) deal primarily with volunteer service, but provide a law enforcement option for such

service. "The American Conservation and Youth Service Corps Act of 1989" aims at meeting unmet human, social, and environmental needs, but also provides for a law enforcement service option." (Legislating 1989)

In September, 1989, an actual "Police Corps" pilot program was authorized for Washington D.C. and West Virginia. In full operation, it could produce 15,000 law enforcement officers a year at a cost of $1.2 billion a year. Participants would spend two college summers in training and would receive up to $10,000 per year in loans for four years of college. The loan would then be forgiven based on service in a law enforcement agency following graduation." (Senate 1989) There have been no published estimates or studies, however, as to how many of the participants in such a program would have entered law enforcement as a profession regardless. In fact, the program might actually delay the entry into law enforcement of those who would have applied for a full time position, but who have chosen to delay that application to take advantage of the newly available college loans.

Military. What impact will changing levels of military staffing have on receptivity to law enforcement recruitment efforts?

Although the number of active duty military personnel has grown from 1.4 million to 3.6 million since World War II, technological developments such as "smart" weapons may tend to reduce future military personnel requirements. (Cetron, Rocha, Luckins 1988, 37) "The military has seen the education levels of recruits drop as competition from the private sector intensifies." (Cetron, Rocha, Luckins 1988, 36)

The U.S. Army, the largest of the armed forces, is an aggressive recruiter. The applicant pool targeted by the Army is close to that traditionally targeted by law enforcement, except a little younger. The Army is committed to recruitment, however, because in order to maintain an army of 1.2 million, 200,000 people must be recruited each year." (Foreman 1989, 2-3)

Limitation of central issue

Although these sub-issues tend to expand the central issue, an attempt will be made to highly constrain it for the purpose of this report. Therefore, certain current recruitment strategies will be specifically excluded from the scope of this project.

Three strategies are currently being pursued rather extensively in the attempt to limit the ever growing ranks of authorized, but vacant, police officer positions. One is to cause currently unqualified persons to meet the minimum qualifications for hiring. The second is to remediate those persons who are hired but are in danger of failing the training or probationary periods. The third is to retain officers who otherwise intend to leave existing law enforcement positions.

The perceived need to hire currently unqualified applicants has caused some departments to lower their standards. Other departments have responded with educational and physical development programs to raise the applicant to the minimum levels necessary for hiring. Some departments, most notably Los Angeles Police Department, even have a program to hire unqualified applicants as paid trainees with the objective of enabling them to pass the required entrance standards following their development during the program.

The perceived need to prevent newly hired employees from failing the academy or probationary portions of their position has resulted in the easing of standards by some agencies and some educational institutions. Many police academies have responded with stronger remediation programs for those recruits who have extremely weak areas. Although admirable from many perspectives, there is the constant tendency to stretch the standards too far, and there appears to be greater departmental hesitation to terminate marginal employees during field training or the probationary period.

The perceived need to prevent current police officers from leaving their agency has resulted in some extremely positive programs related to stress identification and stress management, employee wellness and "quality of the job" issues. Although these "officer retention" programs are thoroughly justified from the perspective of managing human

resources, the numbers involved are too small for it to have significant impact on officer vacancies.

As indicated, each of these three strategies is appropriate for a particular purpose, especially the targeted recruitment of a uniquely described minority pursuant to a department policy or a court mandate to do so. In compliance with their particular purposes, each strategy may enable higher success rates with interested persons desirous of law enforcement positions, who comprise the current applicant pool for law enforcement positions.

None of these strategies, however, is able to satisfy the purpose of this project, which is to expand recruitment to that group of people who are not currently interested in a law enforcement position or career. Therefore, programs in the area of applicant development, training remediation, and officer retention will be specifically excluded from the scope of the project.

Operational Definitions

Certain terms need to be specifically defined as they are used in this report. The "alternative applicant pool" will be defined as being comprised of all persons who are qualified to be police officers, but who have no current interest in applying for such a position or in pursuing law enforcement as a career. "Qualified" will mean those able to meet all of the standards for the position, including intelligence, background, specific skills, age, health and physical agility.

The term "Southern California" refers to the seven southern counties of the state (Santa Barbara, Ventura, Los Angeles, Orange, San Bernardino, Riverside, San Diego).

Literature Scanning

The literature related to recruitment practices for identified applicant pools is plentiful. In general, it emphasizes defining the targeted applicant pool as specifically as possible, so that the advertising can be targeted directly to the most likely candidates.

Ideally, the agency recruiting would have available information about the age, sex, family situation, type of residence, education level, income level, geographical location and specific avocations of the desired candidates.

The literature related to expanding the applicant pool, however, is practically nonexistent. An attempt was made to pull those few threads together using a standard futures research format (STEEP Charting), which reviews current thought in social, technological, economic, environmental and political areas as they relate to the central issue. In each area there was an effort made to deduce a central theme as it would impact receptivity to law enforcement recruiting.

In mid-1989, the Commission on Peace Officer Standards and Training (POST) held a "Symposium on Recruitment" in the San Diego area. Rather than discussing their findings as part of this literature scan, they will be discussed in Section 2, Strategic Management, as a sub-section of the Situation Audit, since they describe the statewide recruitment situation in which the recommendations of this project will be implemented. Similarly, several Command College papers will be referenced in that section, also. See the Contents for "Commission on Peace Officer Standards and Training (POST)."

STEEP Charting

Social. Police officers have traditionally been thought of as all being alike, with a unique blend of special skills, a particular temperament, and a predisposition toward law enforcement. But in today's society, "Diversity is needed within departments to match the marketplace served (gender and ethnic and racial diversity) and that diversity needs to be represented all the way to the top." (Griggs 1989, 1) Also, current thought seems to indicate that the ideal candidate for law enforcement would also be the ideal candidate for many other positions. A previous Command College paper summarized, "Police officers were found to be basically a psychologically healthy group who do not differ from the 'normal' population. This is in stark contrast to an earlier study that indicated that police officers differed from the general population on numerous personality characteristics."

(Meeks 1987, 18) From other studies, "it appears that 'common sense' is the quality police officers most often considered essential to their position ... [Other qualities included] mature judgment, and reacting quickly and effectively to problem situations." (Pugh 1986, 5)

Traditionally, higher education has not been thought of as being a particular asset for police work. Studies increasingly seem to indicate otherwise. "There appears to be a direct relationship between education and a successful law enforcement career. On the whole, the less education people have the more likely they are to be intolerant of those who differ from themselves. Officers who possess a baccalaureate degree or higher are more service oriented than those officers with less education." (Meeks 1987, 18)

"From a survey of the Fortune 500 CEOs in the U.S., the ideal worker for the 21st century was defined as, 'A generalist who is computer literate, flexible, creative, has good communications and people skills.' ... Law enforcement will also want the same type of worker." (Perry 1989, 5) It appears that the socially ideal police officer candidate is not as unique as has been believed, and that many of those persons who do not apply for law enforcement positions may actually be quite qualified.

Technological. The tremendous pace of technological advances may well provide a wolf in sheep's clothing. Although such developments as miniaturized transmitters, optical disk technology, computerized fingerprint comparison, national crime information databases, laser latent fingerprint development, DNA analysis, "smart cards," and vehicle locator systems portend tremendous advances in law enforcement efficiency, the increase in criminal sophistication may far outpace those advances.

"Computer crime losses average $430,000 per occurrence. Non-computer bank frauds and embezzlements cost $23,000 per event. Bank robberies cost $3,200 per event. The odds against catching the computer criminal are 17,777 to 1 according to the FBI." (Hill 1985, 7)

"There will be increasing use of expert systems in investigations. A side benefit will be in the training of less-experienced officers. They will be able to actually trace the process by which experts solve crimes and learn from the experience of those experts." (Bock 1989, 79)

Economic. Law enforcement costs continue to rise. Many jurisdictions seek to supplement paid law enforcement activities with volunteers and reserve police officers. Philipp Gollner (1989) states that "The reserves fill in the gaps." He adds that the reserves make a tremendous contribution to filling the police needs in the city of Los Angeles, resulting in a salary savings to the city of about $6 million in 1988. Another trend, that of rising educations costs, is documented elsewhere in this report and is expected to continue.

Training costs for a new police officer are put at almost $30,000 by one California agency, and they are on the rise as the subject matter becomes increasingly sophisticated. Some agencies are turning to pre-employment contracts to recoup lost training costs if the trained officer leaves for another agency." (Wallace 1987)

The justification of rising law enforcement costs may also lead to a revision of the civil service concept of pay rates based solely on seniority. "In the 21st century, however, agencies will award pay raises based on *performance*, since the motivational benefit of pay raises is lost when raises are awarded regardless of performance." (Cunningham 1989, 108)

Environmental. The impact upon law enforcement by this state's increasing environmental concerns extends substantially past the control of militant environmentalists. From the risks inherent in responding to hazardous material incidents to the investigative techniques necessary to prosecute environmental protection laws, it is clear that changes will have to be made in law enforcement procedures to keep up with such concerns. Fulfilling the "role of the public servant ... in a effort to improve the welfare of the community" is critical in an analysis of the good police officer. (Pugh 1986, 5)

Political. Although critical in our constitutional separation of powers, it is ironic that those responsible for enforcing the law are entirely separated from those who make the law, and neither is in close communication with the mass of the citizenry. The resulting disparity between the laws that the majority feels should exist, the laws that actually do exist, and the way the existing laws are enforced has substantial impact on the public perception of the police officer. The "popularity" of enforcement of particular laws in a particular area may have a great deal to do with the perception of law enforcement as a desirable profession, and different emphases on law enforcement in different geographical areas are highly publicized. Already police training is becoming standardized throughout the state by the Peace Officer Standards and Training Commission. According to one futurist, "By the year 2000, consolidation of U.S. law enforcement agencies will be the rule, possibly leading to a national police force." (Outlook 1986, 8)

Trend development and definition

The issues and sub-issues which have been discussed were condensed and refined through the process of trend identification. The goal was to identify external trends that could reasonably impact the central issue. They could be social, technological, economic, environmental, or political trends, but each had to be capable of being quantified to the extent of determining the direction and strength of the trend. The list of candidate trends developed through the environmental and literature scanning process is attached as "Appendix A — Candidate Trend List."

Each of the candidate trends identified was examined with the single goal of determining the level of impact that it would have upon the central issue. The twelve candidate trends which appeared to have the greatest potential for impact were selected for further research and are listed in "Table A — Semi-Final Trend List." Each trend was defined in such a manner that the level of a trend could be measured using the definition as a scale.

Table A — SEMI-FINAL TREND LIST

EDUCATION COST
Average total cost, including tuition, fees, books, room and board, for a four-year bachelor's degree program plus a three-year postgraduate program in an accredited California college/university.

EMPLOYEE LOYALTY
Average number of years with the same firm for all employees leaving firms voluntarily or for any type of seniority retirement.

HEALTH CARE COST
Average cost for complete health insurance coverage for full-time college/university students in California.

LONGEVITY
Average lifespan for adults reaching the current maturity age in the United States.

MAJOR CRIME LEVEL
FBI Part I Offenses per 1,000 population in California.

MASS TRANSIT
Percentage of work force using public or private mass transportation for regular commuting to and from their primary place of employment in southern California.

MILITARY RECRUITING
Number of recruits hired by the combined U.S. Armed Forces.

MULTIPLE CAREERS
Average number of separate professions or employment fields in which persons have worked prior to retirement/resignation from the final one.

POLICE CAREER PERCEPTION
The percentage of people entering the work force who view law enforcement as a desirable career.

ROBOTICS
Extent to which robotics displace human workers in southern California.

STUDENT AID
Average amount of scholarship and grant money awarded to students in a full-time four-year bachelor's program plus a full-time three-year postgraduate program in an accredited California college/university.

UNEMPLOYMENT
Unemployment rate in southern California.

Event development and definition

The issues and sub-issues encountered through the environmental and literature scanning were also reviewed to develop a list of candidate events which, if they occurred, could reasonably affect the strength and/or direction of the candidate trends. An event is defined as a one-time occurrence which is sufficiently specific that there will be no doubt about whether or not it has occurred. The list of candidate events is attached as "Appendix B — Candidate Event List."

The candidate list was pared down based on two factors. The first was the probability of the event actually happening during the time window covered by this study. The second was the impact that the event would have on the candidate trends if it actually did happen. The preference was for events which were likely to happen and would have significant impact on the trends. Some selected events, however, were low on one factor but so high on the other that they were included also for further study. The events selected for further research and are listed in "Table B — Semi-Final Event List."

Table B — SEMI-FINAL EVENT LIST

AGED SOCIETY
Percentage of California population over Social Security retirement age reaches 20%.

DISARMAMENT
Private ownership or possession of any firearm is prohibited statewide or nationwide.

HIGH SCHOOL DROPOUTS
The percentage of students who drop out of high school before graduation reaches 50% or more.

MAJOR CRIME LEVEL
The number of FBI Part I Crimes per 1,000 population exceeds 150 in 25 or more jurisdictions in southern California.

MASS TRANSIT
Opening of inexpensive high-speed mass-transit system between the San Fernando Valley and the Palmdale/Lancaster or San Bernardino/Redlands area.

NATIONAL SERVICE
National service for a specified time period is mandated for all qualified citizens within a certain age range, with law enforcement service being an optional service.

NON-LETHAL WEAPON
A "paralysis gun" is developed which instantly immobilizes a suspect without lasting effect so that an arrest can be affected without danger to the arresting officer.

POLICE RESERVE SUBSIDY
Substantial state tax credit is given for volunteer service as a reserve police officer.

POST POLICE HIRING
POST takes responsibility for testing, hiring, training, and allocating police officer recruits by quota to fill vacancies in all POST police agencies.

VICTIMLESS CRIME
Sanctions eliminated for "victimless" crimes, such as alcohol and drug intoxication, gambling, prostitution, and all consensual sex acts among adults.

WAR DECLARED
Either the United States, Canada or Mexico declares war on any nation, or nuclear weapons are used in any declared or undeclared war between any countries or governments.

MILITARY CUTBACKS
At least three major world powers agree to cut military staffing levels by 25% or more.

Modified Conventional Delphi

A modified conventional Delphi process was selected as the method of continuing the futures research portion of this project. The selection of that process was made in order to use a geographically disparate group with subject matter expertise in a wide variety of areas, knowing that there was no chance of ever getting the subjects to a single location. The goal during this portion of the project was to reach a reasonable consensus concerning the trends which would have the most impact on the issue, the events which would have the highest probability of occurring and/or the most impact on the trends, and the interrelationship of the events on the probability of the other events occurring and on the strength and direction of the trends.

Panel selection

The following table describes the panelists in terms of their varied backgrounds, professions and areas of expertise. Each was contacted and requested to participate in the two iterations of this project, and agreed to do so.

Table C — MODIFIED CONVENTIONAL DELPHI PANEL

Acting Dean of the Faculty, business university
Homemaker and community activist
General Manager, State peace officer labor organization
Consultant, human resource management specialist
Assistant City Attorney, strong civil rights advocate
Occupational Coordinator, high school career center
Director of Admissions, university college of law
Out-placement Coordinator, major aerospace manufacturing firm
Police Academy Coordinator, community college
Regional Service Manager, major temporary services company
Commanding Officer, U.S. Army, major metropolitan area recruitment battalion
Accounting Operations Supervisor, PERS specialist

Research Protocol

It was determined that two rounds would be conducted with the panel. The first round would be to evaluate the twelve semi-final trends and the twelve semi-final events.

Based on first-round responses, the second round would be narrowed to five final trends and five final events. With input on the first-round responses being provided to panelists to assist in moving toward consensus, the second round would be to re-evaluate those trends and events, and also to forecast their interaction.

All numerical data summaries in this project are presented in terms of range (numerical difference between the highest rating and the lowest rating for that question) and median (a number such that one-half of the ratings for that question are larger numbers than the median, and one-half of the ratings are lower numbers.)

Round One

For Round One of the Modified Conventional Delphi research, each panelist was sent a package containing a cover letter, instructions, semi-final list of trends with definitions, semi-final list of events with definitions, Trend Evaluation Form and Event Evaluation Form.

The instructions presented the central issue to the panelists as follows: "Many people who are qualified to be police officers have no current interest in law enforcement as a career. What factors impact their receptivity to recruitment efforts, and can therefore be targeted to increase that receptivity?" Each panelist was asked to evaluate the trends and events in relationship to that central issue.

Trends were evaluated by asking panelists to assume that the trend is present today at an assigned numerical level of 100. They were then asked to rate the level of each trend in the following manner:

1. Compared to the current level of 100, what WAS the level of the trend five years ago, in 1984?
2. Compared to the current level of 100, and using your present knowledge, what WILL the level of the trend be five years from now, in 1994?
3. Compared to the current level of 100, and using your present value system, what SHOULD the level of the trend be five years from now, in 1994?
4. Compared to the current level of 100, and using your present knowledge, what WILL the level of the trend be ten years from now, in 1999?
5. Compared to the current level of 100, and using your present value system, what SHOULD the level of the trend be ten years from now, in 1999?

Events were evaluated by asking panelists to rate the probability of each event happening, and the impact it would have on the central issue if it did happen. In the area of probability, each panelist was asked to indicate the first year in which it was possible that the event could happen, and the cumulative probability that the event would have happened by a point five years in the future (1994), and by a point ten years in the future (1999). Probability ratings from "0" to "100" were explained as follows: "0" means the event is impossible to happen, "50" means that it is equally likely to happen or not (a "coin toss"), and "100" means the event is sure to happen.

Each panelist was then asked to rate both the positive and negative impact which the event would have on the central issue if it did occur. Impact ratings from "0" to "10" were explained as follows: "0" means no impact whatsoever. "10" means extensive impact as a direct result of the event. "Positive impact " means an increase in receptivity to law enforcement recruitment efforts, and "negative impact" means a decrease in receptivity to law enforcement recruitment efforts.

Five final trends were picked from the twelve semi-final trends rated by the panelists. The selection was based on a combination of consensus among the panelists, as indicated by a lower range among the panel's ratings for that trend, and potential for policy development, as indicated by a high range between the "nominal" (will be) and "normative" (should be) ratings for the trends. The five final trends are indicated in Table D.

Five final events were picked from the twelve semi-final events rated by the panelists. The selection was based on a combination of high consensus among panelists, high probability of the event happening within the time window being studied, and high impact (either positive or negative) on the central issue if the event actually does happen. Based upon Round One feedback from the panel requesting clarification of the event definition for "POST Police Hiring," the definition for that event was clarified before being carried forward into the second round. The five final events are indicated in Table E.

Table D — FINAL TREND LIST

T-1 EDUCATION COST
Average total cost, including tuition, fees, books, room and board, for a four-year bachelor's degree program plus a three-year postgraduate program in an accredited California college/university

T-2 HEALTH CARE COST
Average cost for complete health insurance coverage for full-time college/university students in California

T-3 MASS TRANSIT
Percentage of work force using public or private mass transportation for regular commuting to and from their primary place of employment in southern California

T-4 POLICE CAREER PERCEPTION
The percentage of people entering the work force who view law enforcement as a desirable career

T-5 STUDENT AID
Average amount of scholarship and grant money awarded to students in a full-time four-year bachelor's program plus a full-time three-year postgraduate program in an accredited California college/university

Table E — FINAL EVENT LIST

E-1 NATIONAL SERVICE
National service for a specified time period is mandated for all qualified citizens within a certain age range, with law enforcement service being an optional service

E-2 NON-LETHAL WEAPON
A "paralysis gun" is developed which instantly immobilizes a suspect without lasting effect so that an arrest can be affected without danger to the arresting officer

E-3 POLICE RESERVE SUBSIDY
Substantial state tax credit is given for volunteer service as a reserve police officer

E-4 POST POLICE HIRING
The California State Commission on Peace Officer Standards and Training (POST) takes responsibility for testing, hiring, training and allocating police officer recruits by quota to fill vacancies in all POST police agencies

E-5 MILITARY CUTBACKS
At least three major world powers agree to cut military staffing levels by 25% or more

Round Two

For Round Two of the Modified Conventional Delphi research, each panelist was sent a package containing a cover letter, instructions, final list of trends with definitions, final list of events with definitions, amplified Trend Evaluation Form, amplified Event Evaluation Form and Cross Impact Matrices Form. The trends list and events list had each been pared from twelve to five. One objective of Round Two was to approach consensus on the evaluation of each final trend and final event. Toward that objective, each panelist was provided with amplified Trend Evaluation and Event Evaluation Forms which displayed the numerical range and median responses for each question asked on the Round One forms. Panelists were asked to consider that information, but to make independent ratings based on their opinion of the "group" answers from Round One.

The instructions included a reminder of the central issue and the importance of relating all responses to that issue. Panelists were asked to re-evaluate each final trend in the same manner as Round One, producing a historical level for five years in the past, and a forecast for both nominal and normative levels for points in time five and ten years into the future, all based on an assigned current level of 100 for each trend.

Then panelists were asked to re-evaluate each final event in the same manner as Round One, indicating the year in which it was first possible for the event to occur, the cumulative probability of the event having occurred by points in time five and ten years into the future, and both the positive and negative impact that the event would have on the central issue if it actually did occur.

Data Summary for Trend 1, Education Cost. (See Illustration B) The panel expressed the consensus that education costs would be going up substantially, and should be going up slightly, if at all. Two ratings substantively variant from the median skewed the range, but both were on the high side.

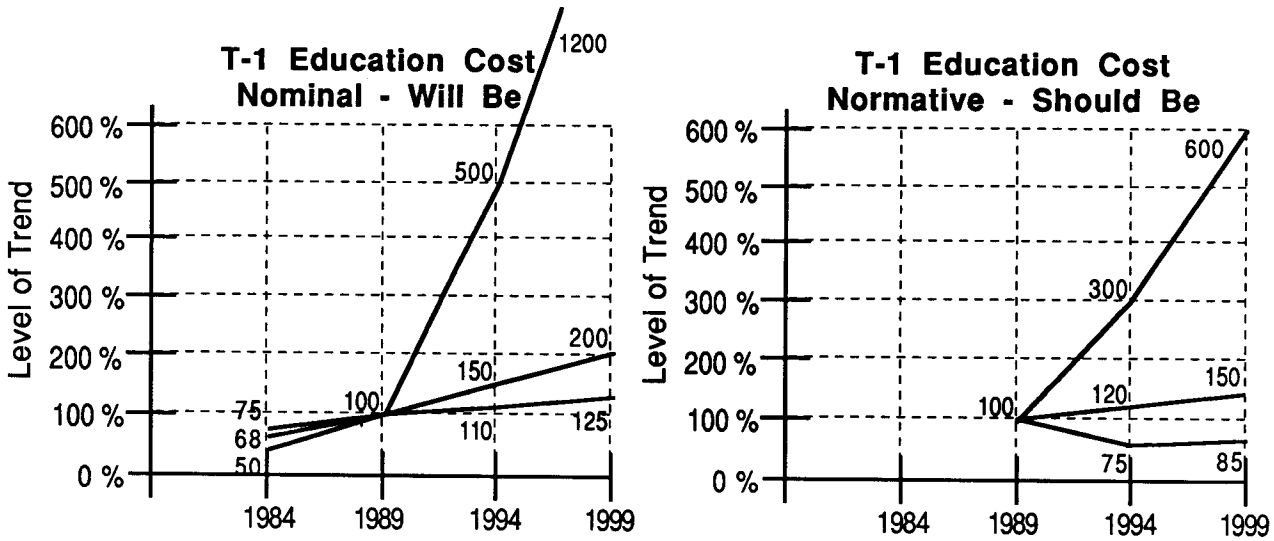


ILLUSTRATION B

Data Summary for Trend 2, Health Care Cost. (See Illustration C) The panel more consistently saw health care costs sharply rising, but expressed more agreement that they should increase. This is in line with forecasts of great progress in medical technology which will contribute toward an increasing average lifespan.

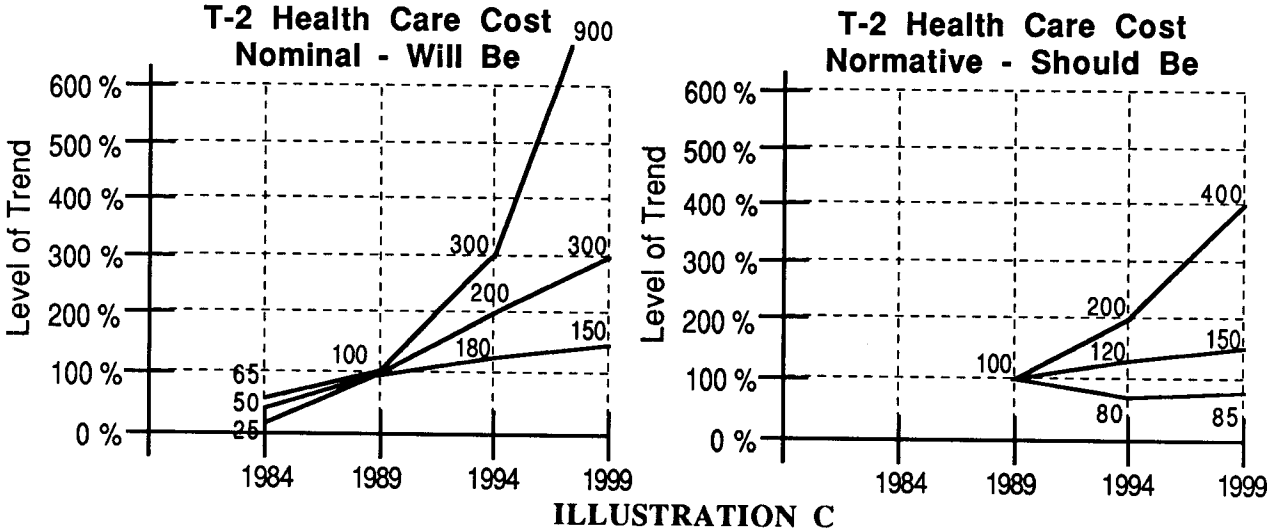


ILLUSTRATION C

Data Summary for Trend 3, Mass Transit. (See Illustration D) The panel expects slow but steady growth in mass transit, increasing as the strong need for mass transit which they expressed becomes more widely felt. They consistently felt that the increase in the use of mass transit should be in the range of double of what the expect it to be. This wide disparity indicates a definite area for policy development consideration.

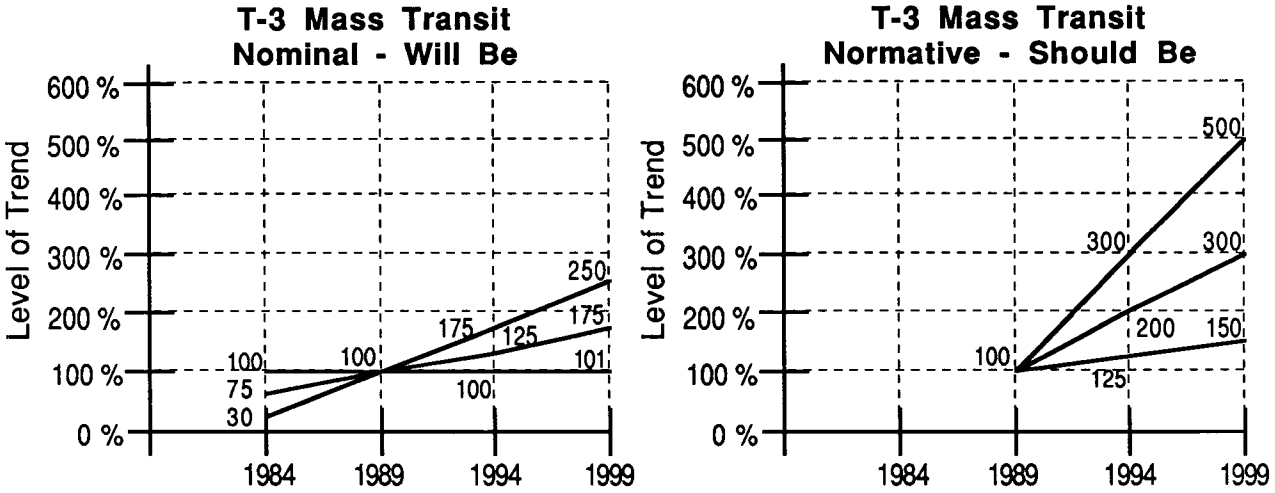


ILLUSTRATION D

Data Summary for Trend 4, Police Career Perception. (See Illustration E) The panel felt that a much more positive perception of a police career should develop, but saw only moderate increases in this area. This is also an area for policy development consideration.

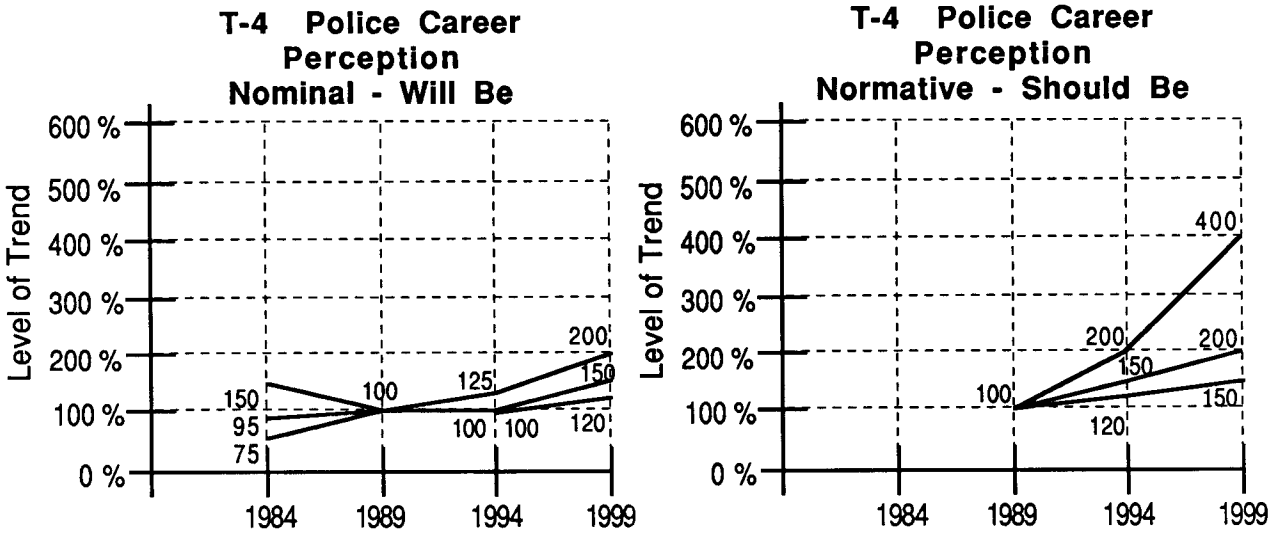


ILLUSTRATION E

Data Summary for Trend 5, Student Aid. (See Illustration F) The panel had a relatively low range of scores, but they straddled the zero level and resulted in conflicting directions being forecast. They felt that student aid would remain relatively consistent with current levels. None thought that it should decrease, but recommended gains were limited to doubling over the entire time window being considered.

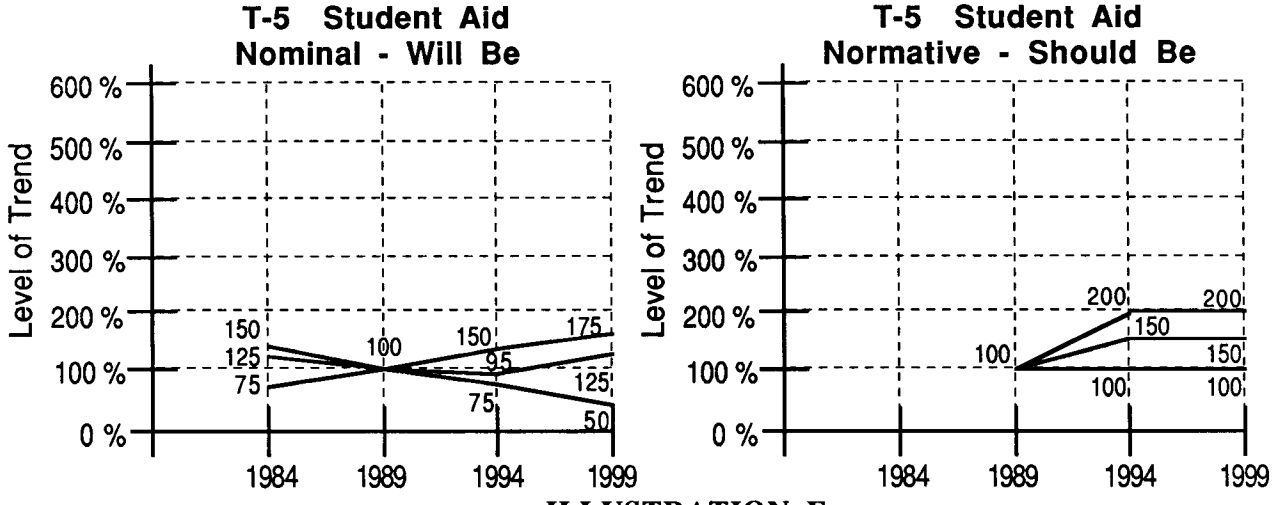


ILLUSTRATION F

Data Summary for Event Probability. (See Illustration G) The panel saw one of the final events as sure to happen within the ten-year time window of this project. Event 2, the development of a non-lethal weapon, was seen as possible within the next few years, but certain within ten years. Event 1, institution of a national service program, was not seen as possible within that time window, but was seen as possible by the year 2005. The remaining three events were similarly viewed as not being possible within five years, but nearing "even odds" to happen within the ten-year period.

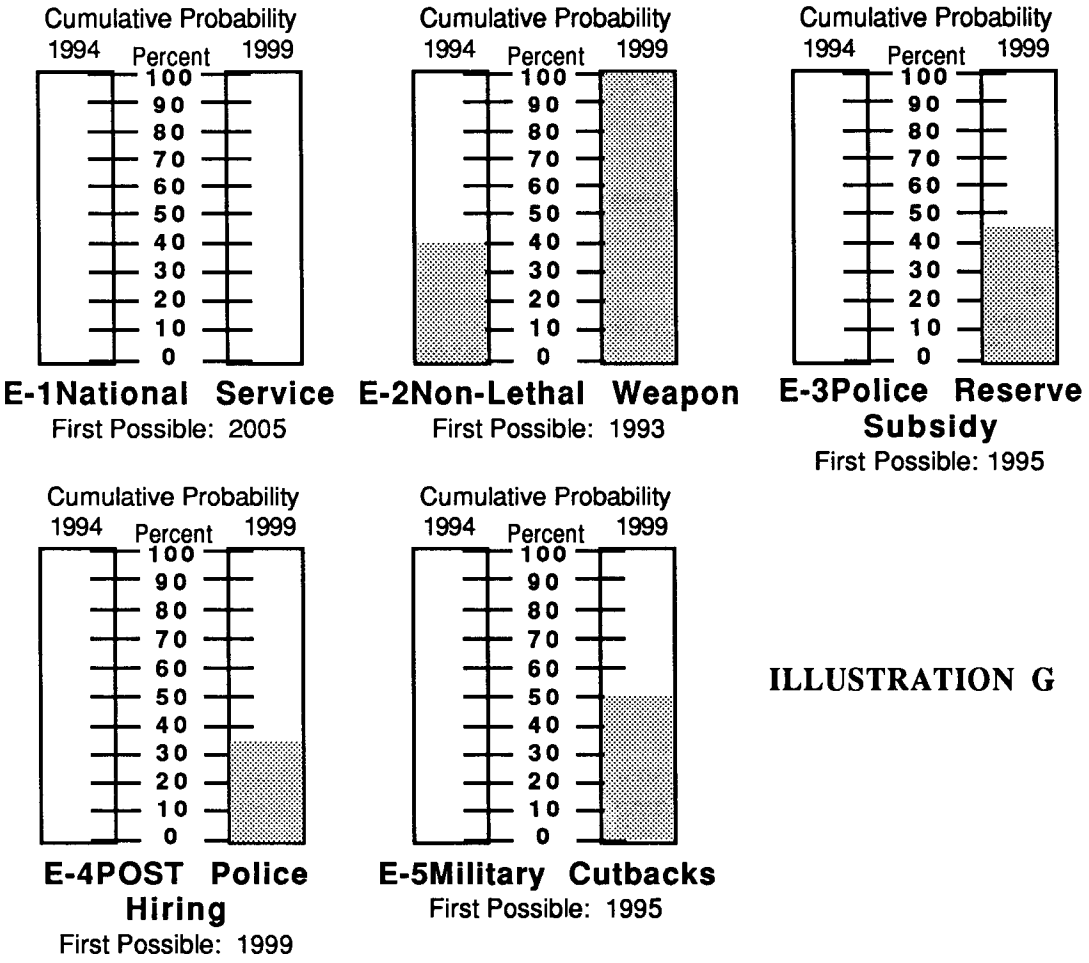
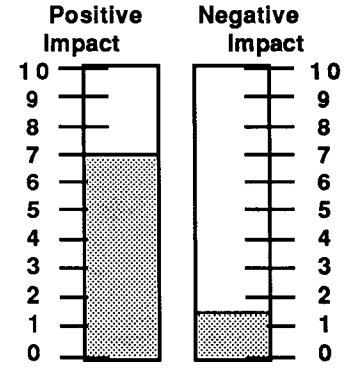


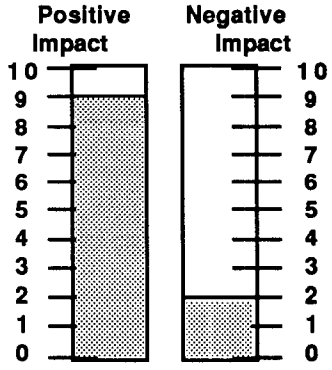
ILLUSTRATION G

Data Summary for Event Impact on Central Issue. (See Illustration H) The issue of impact upon the central issue by each event if it should happen was viewed from a variety of perspectives, resulting in both positive and negative impact in the case of each of the five events. There was consensus, however, to a high degree in assessing the

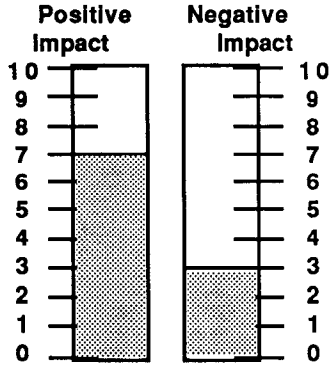
nature of that impact for most of the events. Event 2, development of a non-lethal weapon had the highest positive impact and almost the lowest negative impact, which identifies it as a highly desirable event in relationship to the central issue. Also highly desirable were Events 1, national service, and 5, military cutback. Event 3, police reserve subsidy, had a high positive impact, but a relatively high negative impact, indicating the need for further investigation prior to policy development. Event 4, POST police hiring, had negative impact which was approaching the level of the positive impact. It appears that the panel would view this event as highly risky in relationship to the central issue.



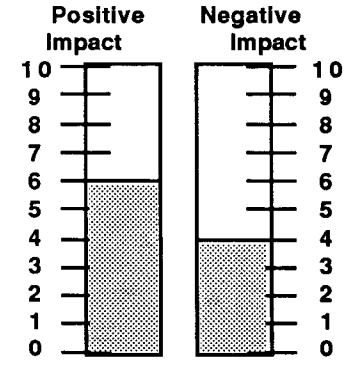
E-1 National Service Impact on Issue



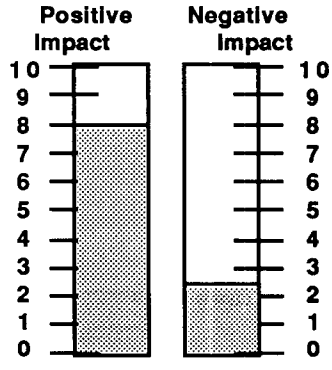
E-2 Non-Lethal Weapon Impact on Issue



E-3 Police Reserve Subsidy Impact on Issue



E-4 POST Police Hiring Impact on Issue



E-5 Military Cutbacks Impact on Issue

ILLUSTRATION H

Cross-Impact Analysis

The final task for panelists in Round Two was to describe the effect that each event, if it actually did occur, would have on the probability of each other event happening, and on the strength and direction of each trend. This was done in two cross impact matrices, one recording event interaction with other events, and one recording event interaction with trends.

The "Event vs. Event" cross impact matrix asked the following question for each event in relation to each other event: "If this particular event happens, how much will it increase (positive value %) or decrease (-1 to -100 %) the probability of this other event happening?"

The "Event vs. Trend" cross-impact matrix asked the following question for each event in relation to each trend: "If this particular event happens, how much will in increase (positive value %) or decrease (-1 to -100 %) the strength of this particular trend?"

The high and low responses and the median for the responses for each cell of the cross-impact matrices are shown in Illustration I in a modification of the form which was used to obtain the information from the panelists. The upper matrix compares each event to each other event. The lower matrix compares each event to each trend. Large black borders are used to highlight the cells which have a high median and high ratings. Smaller black borders are used to highlight those cells which have medians closer to zero, but to which every panelist gave a positive response. The cells highlighted with gray shading have a median of zero and some very low positive responses, but have negative responses of significantly greater magnitude.

Actors and Reactors

One of the benefits of utilizing the cross-impact analysis matrix is the ability to visually determine which events are likely to actively cause changes in the strength of trends or the probability of other events happening. Such events are called "Actors." They can be differentiated from events which are more likely to merely react to other events, and

to have their probability affected by another event or chain of events. Such events are called "Reactors."

Actors and Reactors can be identified by marking those cells of the Event vs. Event matrix which have strong positive or negative responses, usually measured by using the median of the responses. A cell with a strong response is called a "hit," and is indicated by a black border in the cross impact analysis matrix in Illustration I. A large number of hits in a row indicates that the event on that row is an Actor. A large number of hits in a column indicates that the event in that column is a Reactor, and is affected by many other events.

In this project, Event 4, POST Police Hiring, was the strongest Actor, prompting significant positive responses in three of the four other events, and a mixed/positive response in the fourth event. Event 2, Non-lethal Weapon, was a consistent Reactor, being affected strongly by three of the other four events, and with a mixed response on the fourth event.

Another dramatic comparison was evident in the Event vs. Trend cross impact matrix in Illustration I. Although Event 2, Non-lethal Weapon, was clearly a Reactor among the events, it is viewed by the panel as actively influencing four of the five final trends, one positively and three negatively. Trend 4, Police Career Perception, is viewed as being influenced strongly by all five of the events, which may indicate that it will be a volatile target of policy in that it will be affected by so many different things.

ILLUSTRATION I

CROSS IMPACT MATRICES

If this event happens, how much will it increase (1 to infinity %) or decrease (-1 to -100 %) the probability of this event happening?

EVENT vs EVENT CROSS IMPACT MATRIX

	Event 1 National Service	Event 2 Non-Lethal Weapon	Event 3 Police Reserve Subsidy	Event 4 POST Police Hiring	Event 5 Military Cutbacks
Event 1: NATIONAL SERVICE		Hi: 90 Me: 1 Lo: 0	Hi: 80 Me: 10 Lo: -75	Hi: 100 Me: 0 Lo: -100	Hi: 50 Me: 10 Lo: -75
Event 2: NON-LETHAL WEAPON	Hi: 50 Me: 10 Lo: 0		Hi: 50 Me: 1 Lo: -75	Hi: 50 Me: 1 Lo: -50	Hi: 20 Me: 0 Lo: 0
Event 3: POLICE RESERVE SUBSIDY	Hi: 80 Me: 0 Lo: -25	Hi: 30 Me: 1 Lo: 0		Hi: 80 Me: 10 Lo: -50	Hi: 25 Me: 0 Lo: 0
Event 4: POST POLICE HIRING	Hi: 100 Me: 10 Lo: -25	Hi: 50 Me: 1 Lo: 0	Hi: 50 Me: 29 Lo: -25		Hi: 20 Me: 1 Lo: 0
Event 5: MILITARY CUTBACKS	Hi: 50 Me: 0 Lo: -100	Hi: 50 Me: 1 Lo: -25	Hi: 50 Me: 20 Lo: -100	Hi: 40 Me: 0 Lo: -50	

If this event happens, how much will it increase (1 to infinity %) or decrease (-1 to -100 %) the strength of this trend?

EVENT vs TREND CROSS IMPACT MATRIX

	Trend 1 Education Cost	Trend 2 Health Care Cost	Trend 3 Mass Transit	Trend 4 Police Career Perception	Trend 5 Student Aid
Event 1: NATIONAL SERVICE	Hi: 50 Me: 10 Lo: -25	Hi: 70 Me: 0 Lo: -25	Hi: 50 Me: 0 Lo: -10	Hi: 100 Me: 50 Lo: 10	Hi: 70 Me: 15 Lo: -30
Event 2: NON-LETHAL WEAPON	Hi: 10 Me: 0 Lo: -20	Hi: 5 Me: 0 Lo: -20	Hi: 20 Me: 0 Lo: -20	Hi: 150 Me: 40 Lo: 10	Hi: 10 Me: 0 Lo: -20
Event 3: POLICE RESERVE SUBSIDY	Hi: 80 Me: 0 Lo: -15	Hi: 70 Me: 0 Lo: -20	Hi: 20 Me: 0 Lo: -40	Hi: 150 Me: 30 Lo: -20	Hi: 70 Me: 0 Lo: -25
Event 4: POST POLICE HIRING	Hi: 90 Me: 0 Lo: -5	Hi: 70 Me: 0 Lo: -10	Hi: 25 Me: 0 Lo: -10	Hi: 150 Me: 25 Lo: -10	Hi: 100 Me: 0 Lo: -20
Event 5: MILITARY CUTBACKS	Hi: 30 Me: 10 Lo: -10	Hi: 30 Me: 1 Lo: -10	Hi: 40 Me: 5 Lo: 0	Hi: 50 Me: 10 Lo: 0	Hi: 25 Me: 10 Lo: -50

Hi: = Highest numerical rating given for cell

Me: = Median of all ratings given for cell

Lo: = Lowest numerical rating given for cell

= Median of all ratings given for cell was high

= all ratings given for cell were positive ratings

= Median near zero, but range of negative ratings greater than range of positive ratings

Scenarios

Based upon the information developed in both the scanning and the futures research portion of this project, three types of scenarios will be developed and presented describing the year 2000. Each will be a "slice of time" scenario, designed to motivate the stakeholders and decisions makers who will be involved in shaping the future and coping with it when it arrives. Hopefully, they will promote more imaginative and creative thinking about the alternative futures which are possible.

The Hypothetical Scenario will be a "worst case," presented to describe the future if everything that could happen to negatively impact to impact the central issue actually did happen. It is valuable as a "scare tactic" to prompt action to avoid this scenario coming to pass.

The Nominal Scenario will be presented to describe the future if current trends continue and if only the events which are expected actually do come to pass. It assumes that current trends will "play out" as projected with no drastic changes of strength or direction, and that there will be no significant events occur which were not anticipated. Although this scenario is almost a statistical impossibility, it is likely to be close to the actual future in many areas and therefore is valuable as a planning tool, providing a "middle of the road" forecast.

The Normative Scenario will be presented to describe the future which is possible if desired changes can be implemented, and if they have the expected effect on the trends impacting the central issue. This scenario takes a moral and ethical stand on what "should" be, and it will form the foundational objectives upon which Sections Two and Three of this project will build.

Each scenario will be presented in the format of a monolog being spoken in the year 2000. The speakers for the Hypothetical, Nominal and Normative Scenarios will be a state legislator, and police chief, and a newly hired police officer, respectively.

Hypothetical "Worst Case" Scenario

When I idealistically entered politics twenty years ago, I never would have believed that by the year 2000 I would be arguing on the state Senate floor for permanently assigned armed bodyguard/chauffeurs for each elected state official. Living in the urban southern California district from which I am elected was an honor then. Now, however, the overcrowding of the entire area has exacerbated the critical shortage of police officers and raised public safety to be the "only" current political issue.

Recruitment for law enforcement has been growing increasingly difficult for over a decade, but nobody could have predicted that 40% of the police officer positions statewide would be vacant, or that almost half of the existing officers would be female. Now that "police bashing" is getting such publicity, I don't know where we will be able to find officers. Personally, I think the officers should just shoot people who physically abuse them. After the publicity on those two cases where the officers were sent to prison for using their weapons against attackers who "only" had clubs, I guess they are more afraid of prison than a few bruises. That's understandable since the county jails are monitored only by video, now that low manpower levels have caused almost all of the sheriffs to be assigned to field work. It also doesn't help that they have to enforce many laws that are so unpopular with the public and personally distasteful to handle. A few recent cigarette arrests have prompted near riots, and the officers really resent taking industrial sewer samples for hazardous material waste analysis.

It is nice that the current officers all have at least a bachelor's degree. Since all of the major educational institutions require a minor in computers for all degrees, it gives the officers some background in the use of computers and a head-start into investigation of computer crime. Unfortunately, it means that those huge masses of people who are unemployed from the manufacturing industries, most of them replaced by new developments in robotics, aren't eligible to become police officers because they lack the college degree prerequisite. That also creates an additional problem for society. Since

most of these laid-off workers are not formally educated and remain unemployed, many may then contribute to the crime side of the problem.

Volunteers and Police Reserves used to be a big help in filling the gaps in coverage by regular officers, but they haven't been a viable option for several years. The decrease was especially noticeable when the educational and training requirements were increased and the jurisdictions were no longer able to provide medical coverage for on-duty injuries. We can't fill the vacant police positions by paying great salaries, so certainly no one will do it for free.

I had hoped that the increasing average lifespan would allow the workforce to be expanded through many retired people entering an second career, but medical costs have gone so high that few employers can afford health insurance for older workers. A few years ago even I agreed that our new state health organization was the only alternative to the rising employee benefit costs facing the state. Unfortunately, the resulting flight of private doctors from the state has increased medical costs even higher for non-state employees. Now many of our people in the armed forces are electing to remain in the service just for medical coverage. Considering that nuclear weapons have been outlawed and we have larger conventional forces, I guess it's good that at least the military isn't having recruiting problems.

If it wasn't for the technical experts who do all of the DNA comparisons, laser fingerprinting and personality profiling, along with the information they get from the data banks used to produce the "smart" state ID cards, we probably wouldn't catch any criminals at all, except for a few of the careless violent ones. Since violent criminals are the only ones sentenced to jail any more, I guess that's just as well.

If I wasn't able to get some special consideration and extra protection from my local police department in exchange for sponsoring their participation in the state health care organization, I would be afraid to leave my security town-house complex.

Nominal "Surprise Free" Scenario

When I was selected as police chief back in 1990, right after graduating from Command College, I almost could have written a script for these last ten years up to the turn of the century. We were taught back then to look at a range of values on either side of trend projections and to plan for the trend varying within that range. But it seems now as if everything has been pretty much the projection of the trends identified back then.

We knew we would have some major recruitment problems, and they are certainly here, but they are within the 10-15% range which we projected. Most departments are coping well, however, by adjusting priorities and utilizing current technology as much as possible. We have been able to lobby the appropriate legislative bodies and wave the fear of higher crime rates if police vacancies get too high. As a result the salary/benefit packages have gone up so much that we are highly competitive with most professions.

The biggest technological gain of the last ten years, probably the last twenty, was the development of the P-Gun in 1992, and its approval by the various state and federal agencies the following year. The P-Gun ("p" for paralysis) has replaced firearms and instantly immobilizes a person for about fifteen minutes. Except for many arrestees requiring minor medical treatment for scrapes or cuts sustained when they collapse to the ground, the only real danger is if someone is shot in a situation in which they would fall severely or would put others in a hazardous position, such as when driving a car. Even in that situation, however, it would be less hazardous than shooting a firearm at them. The courts have ruled that the P-Gun is not deadly force, so the officers have a little more discretion in when to use it, and few officers get into physical confrontations as a result.

The public perception of law enforcement as a career may have risen a bit based on officers not killing people any more, and the officers seem to have overcome the "trauma" of trading their firearm for the "P-Gun." In fact, resistance from officers was probably the biggest obstacle in the switch. They were swayed by demonstrations of the effectiveness of the P-Gun, and were all allowed to keep ownership of their firearms, which helped.

Since there are significantly fewer young people applying for police positions, a lot of officers hired recently have come from groups of people laid off from declining industries or business consolidations. We got quite a few from the aerospace industry, which was fortunate because we got a number of people with computer backgrounds. The officers' association successfully fought off our idea of assigning some of these new people directly to investigations, in spite of their computer expertise, but that just slowed us for a few years while the computer experts spent some time in patrol. They will probably end up being better investigators for the experience they gained there anyway. Their hiring also provided the impetus for many of the existing officers to return to school, which has been good.

Health care costs have continued to skyrocket, but they are completely covered in the benefit packages, so that may actually have been an advantage for recruitment purposes. The costs may have been slightly offset by increasing the mandatory retirement age for officers if they are in management ranks or assigned outside of the patrol function.

It's certainly much more complicated to be an officer than it was when I began, but most of the officers have some advanced formal education, and there is every indication that we will probably require a degree soon. We have greatly increased our training budget, especially to prepare the existing officers for taking computer crime reports. Most of the complicated computer crimes are jointly investigated by our detectives and specialists from the federal government, because computer crime via telephone lines has been interpreted to fall within the definition of federally regulated commerce.

A lot of our patrol time seems to be devoted to environmental inspection and enforcement, and the officers really do resent writing tickets to people for smoking cigarettes. Fortunately, the street level crimes have continued to decrease, due in large part to the court's increased sentencing for violent crimes. Another contributing factor is that most people now exclusively use positive identification credit cards instead of cash.

If everything will just stay on hold for two more years, I'll retire with no regrets.

Normative Scenario

It's tremendously exciting to be in the first group of new officers hired in the year 2000. I can still remember how impressive those uniformed officers were who came to my elementary school each week to meet with those of us in the "Safety Patrol." That was probably when I decided to be an officer. I must admit that I got teased a little in high school for studying so hard for promotion in my "Police Academy Preparation" class as a senior, but when I walked into the oral interview for my police part-time job and scholarship for my college years, I knew it was worth it.

I'm proud to be a police officer. Now that the P-Gun is the standard weapon of the police department, officers are not feared by as many people, and with their high education and generalist background, officers are actually looked up to by many as "problem solvers" instead of just "law enforcers." I'm still amazed (and quite proud) at the diversity within the Department. I think if we needed a Swahili-speaking ambidextrous female Oriental pilot we could find one somewhere. All that time and energy recruiting across the country at every type of educational institution has sure paid off.

At first I was irritated that some of the new officers starting with me have no intention of making law enforcement a career. My first new friend at the orientation is planning to be an attorney, but couldn't afford to go directly to law school after college. By joining this department on a five-year contract and waiving retirement benefits (Who needs them if you're going to be an attorney?), she is entitled to a 25% salary bonus, which will pay for her law school tuition. And she will have full medical insurance for that time, which would have cost her almost as much as her law school tuition. In fact, the law school financial aid advisor told her about our Department. Five years from now she will start out as an attorney with five years of great experience and a debt-free law degree.

Several of the new officers starting with me are older, most are from an ethnic minority, and almost half are women. Several commute from Palmdale, but it's just a half hour on the high-speed train, and there is always plenty of reading to do with the

department's "Constant Education" program. Most of them were in the big group of aerospace engineers laid off last year who had taken the "Police Orientation" classes taught by a couple of officers from this Department who live in the area.

If it were not for all of the acculturation classes, I may have felt a little uncomfortable in such a diverse group, but now I have a good feeling knowing that somewhere in the organization there is an expert in almost everything. In all honesty though, I wonder about the graduate drama student I met this morning. He tried to explain how the recruiter convinced him that he had to "experience" life before he could accurately portray it, but I guess it was a little over my head.

There has been a lot of talk about the pending National Service proposal, which would require everyone to put in two years with a government agency while between the ages of 18 and 25. They say that one of the options will be to work in a police agency, but everything is so technical now that I don't think they could be trained well enough in that time to be of real benefit to the agency. Another proposal that they can trash as far as I'm concerned is the one to have a state agency hire all the police officers for the state, and then assign them to various agencies based on their need for officers. If I had wanted to be an officer in Kalamazoo, I would have applied there, thank you. I guess it would help out some of the smaller agencies with their recruitment problems, however, and a statewide salary/benefit schedule would be nice.

Oh well, it's not my problem; I'm already a police officer.

TARGETING THE ALTERNATIVE APPLICANT POOL: A LAW ENFORCEMENT RECRUITMENT STRATEGY BY THE YEAR 2000

SECTION TWO — STRATEGIC MANAGEMENT

What will be the most effective strategic management plan for achieving the normative future related to law enforcement recruiting of the alternative applicant pool by the year 2000?

SECTION 2 — STRATEGIC MANAGEMENT

Selected Scenario

The normative scenario concluding the previous section is based upon many conditions which are viewed as desirable by this author and by the Delphi panelists utilized in this project. It also includes the avoidance of two conditions which are viewed as undesirable.

Among the significant desirable conditions of the scenario are the numerical sufficiency of police officer applicants, their high educational level, computer literacy, and their diversity of skills, languages and cultural backgrounds. Other such conditions are high organizational importance being placed on long-term recruiting efforts, effective coordination between law enforcement and both institutions of higher learning and the out-placement process of major industries, and utilization of contract or limited-term police officers who are working in their "first career." Additional favorable conditions include implementation of a non-lethal firearm replacement, and operational mass-transit systems.

Two significant undesirable conditions alluded to, but avoided, in the scenario are a mandatory national service program with law enforcement service as an option, and state-wide testing, hiring, and allocation of police officers by POST.

A strategic plan provides a structured approach to current decision-making which is based on anticipations of the future environment. Given the desirable and undesirable conditions described above, the following question provides the basis for the Strategic Management portion (Section 2) of this project: "What will be the most effective strategic management plan for achieving the normative future related to law enforcement recruiting of the alternative applicant pool by the year 2000?" Therefore, the strategic management plan which follows will seek to ensure that the desirable conditions of the normative future actually come to fruition, and that its undesirable conditions are avoided. It will be prepared based upon implementation in a mid-size urban California police department.

Structure for Strategic Plan (SMEAC)

One format for structuring a strategic plan is to consider elements of Situation, Mission, Execution, Administration and Control. In this section, the Mission will be clarified. The WOTS-UP Analysis and the Strategic Assumption Surfacing Technique will describe and analyze the situation in which this strategic plan must operate. The execution of the plan will be introduced and outlined. The remaining portion of the execution, and all of the administration and control, are described in Section 3, Transition Management.

Mission

The mission statement serves to define areas of operation, communicate inside and outside the organization, express values, serve as a foundation for strategies and decisions, guide behavior, build commitment, and ensure consistency. It serves as a translation tool between the values the community and personal aims of the top management on one side, and the actual plans and objectives of the organization on the other.

The macro-mission applies directly to the organization involved. In this case, it would involve both a local law enforcement agency and the state-level agencies which would be integral to implementation. The micro-mission relates more generally to the issue of law enforcement recruiting of the alternative applicant pool.

Mission Model

For many years, the mission, if not the mission statement, of many law enforcement agencies was founded upon an "Enforcement" model. The purpose of law enforcement agencies was to "catch bad guys." Through the 1970's and well into the 1980's, the mission of many progressive agencies began to evolve into a "Crime Prevention" model, with programs such as "Neighborhood Watch" becoming very popular, seeking to seeking to avoid crime with something other than the deterrent effect of punishment. It appears that the mission of those more progressive agencies is continuing to evolve, and it now could be more appropriately described as being based upon a "Service" model. Crime prevention and the apprehension of criminals are seen as just two

of many needs of the community, and the goal of law enforcement is seen as being more in the area of making citizens of the community feel both "safe," and that they are being well served by the law enforcement agency.

The research of this project seems to indicated that the model of the 1990's will evolve into the "Human Resource" model. In order to provide the enforcement, crime prevention, and service that the communities will undoubtedly continue to demand, the organization will need to turn its attention inward, focusing on the recruitment, selection and personal (in addition to professional) development of its employees. This project will continue to restrict its focus to recruitment.

Mission Statement

The following mission statement is presented to target the alternative applicant pool as a law enforcement recruitment strategy by the year 2000:

1. The future of this country and the quality of life of its citizenry depend upon those whose responsibility it is to enforce its law.
2. Law enforcement benefits from employees with diversity in ethnic and cultural backgrounds, in languages, in educational fields, and in work experience. Such diversity is highly desirable, and is actively and creatively solicited.
3. Law enforcement is a productive and profitable first career, providing very good employee benefits. It recognizes and develops common sense, mature judgement and problem-solving skills, which are critical employee qualities in most professions.
4. Law enforcement is an equally attractive career change for persons who are leaving any profession with extensive education or practical experience.

Situation Audit

In the critical task of achieving the desired future, it is important to know both what raw material is available, and in what setting the work will have to be performed. The situation audit must therefore look at both the internal capability of the organization to make change, and the external environment in which the change will be made. Information was sought from individuals recognized as experts in their fields, with their selection being based on obtaining a wide variety of perspectives on the central issue. Opinions regarding organizations were sought both from within and from without the organization.

WOTS-UP Analysis

One structured approach to an unbiased audit of the situation is to look at the Weaknesses, Opportunities, Threats and Strengths Underlying Planning, or the WOTS-UP Analysis. It examines the external opportunities and threats which are present in the working environment, and also the internal strengths and weaknesses of the organization making the change.

Environmental Opportunities. A scan of the environment reveals many positive factors. As the strategic plan is completed, these will be strengths to be emphasized, and they will increase the chance for successful implementation of the strategy.

California law enforcement agencies operate in what is possibly the most positive pattern in the country. To a large degree, they have moved ahead of much of the country in salary and benefits, in training and in professionalism. New programs are being created, implemented and publicized on a regular basis. Corruption is sometimes present, but it is frequently discovered, prosecuted, and publicized from within the law enforcement community. The resultant support from much of the community is a positive environmental factor for any new strategy.

The California Commission on Peace Officer Standards and Training (POST) is recognized as a national model for further improving law enforcement. It is sometimes the impetus, and it is frequently the facilitator, in programs which better prepare local law enforcement agencies to serve their communities. Its personnel provide a fertile setting for strategies for change within the law enforcement community, and its other resources allow those ideas to come to fruition even when their development would be outside the realm of possibility for a single law enforcement agency. Its impact is so significant that it will be discussed as a separate topic following the WOTS-UP Analysis.

National migration patterns show the populace moving west and south. This is slightly increasing the California workforce. More significantly, it is increasing the

number of future workforce entrants, as enrollments of colleges and universities swell with those venturing to the new frontier. Although few may be coming with the express desire for a law enforcement career, many are potential recruits as members of the alternative applicant pool.

Mass transit development is progressing slowly, but it is expected that continued urban growth will necessitate the acceleration of its construction. Subway and light rail, and eventually a high-speed train, will greatly expand the geographic area from which applicants will feel that they could successfully commute as an employee.

Currently, many departments are in areas which are anticipating tremendous increases in the tax base, as initial development and redevelopment combine to produce major new commercial and industrial ventures. Although it may be reckless for law enforcement to expect a major financial windfall from such development, it is reasonable to anticipate that funding will continue to be available for sustaining law enforcement activities. Such stability will be quite attractive to employees of many major industries which have dramatic shifts in employment levels due to seasonal fluctuation, contract work, or other factors, such as aerospace, movies, automotive, and Department of Defense contractors. These alternative applicant pool employees may be ripe for recruitment.

Environmental Threats. Strategic planners can be certain of finding a number of things which would be expected to hinder implementation of their plan. Certainly the end of the constant Baby Boom increases to the workforce will cause competition among all employers for the remaining workforce entrants. The extent to which that competition will interfere with cooperative relationships between law enforcement agencies is unknown, but it could be significant.

Ethnic diversity will increase, and a foreign language will be spoken as the primary language by increasing numbers of residents. Officers will not only find that they cannot speak the language of the residents they are sworn to protect, they will increasingly fail to comprehend the many cultural differences between themselves and various ethnic groups.

This lack of understanding may drastically alter the perceptions each group has of the other ones, and it could seriously harm the law enforcement image.

Another environmental element which will affect the working conditions of the officers enough to have impact on the desirability of law enforcement as a career is the exposure to hazardous material. The increasing number of hazardous material contacts led this year to the expansion of the presumptive clause in worker's compensation cases. Cancer, which could result from such exposure, is now presumptively a job related illness for public safety officers. Pollution in urban areas could even reach the level where regular exposure to outside air would be considered a hazardous material contact.

The strategic plan will have to face implementation in a setting of strong public safety labor unions and statewide labor organizations. Negotiation strategy will have to emphasize needs identification to find common ground for changes, especially those related to compensation based upon performance, rather than upon seniority. Cooperation with the unions should be emphasized, as there will be many points of conflict. Fortunately, the unions have tended to ignore recruitment issues, since the unions represent employees and not applicants. It is certain, however, that the union will view many of the changes associated with a new recruitment strategy as having definite impact on the employees.

One justification for the increase in mass transit described above is the escalating cost of housing in the urban areas, forcing a continuing migration to suburban residential areas. A corollary trend is the increasing urban residential density, as land use is optimized because of its value. This will make it increasingly difficult to have laws enforcement personnel who are residents of the locale in which they serve. It also increases the potential for an absolute disruption of labor due to earthquake devastation of the transportation systems used by commuters. The recent San Francisco earthquake demonstrated the resistance of modern mass transit systems to such damage, while vividly pointing out the risk of thinking that the highways will always be open.

One last environmental threat to any strategic management plan is the litigious nature of society. Lawsuits have reached court over matters so seemingly insignificant that one questions if there is a limit to the frivolous nature of such suits. Even in cases with legitimate complaints, courts have inadequately considered the resources of the law enforcement agencies and have required remodeling of jails, have established racial hiring quotas, have reversed terminations, and have ordered reports requiring thousands of hours of clerical research, while making no remuneration to the agency. Any strategic plan adopted must consider the effect that an opposing lawsuit could have.

Organizational Weaknesses. Some of the obstacles to successful implementation of a strategic plan come from within the organization itself. While there is no attempt being made to impose value judgements or cast blame, it must be recognized that certain elements of the existing organization are contraindicated for successful strategic management. Identifying these roadblocks is the first step to overcoming them.

The "traditional" police management approach has been a combination of the fiscally conservative municipal government bureaucracy and the paramilitary organizational structure, which places heavy emphasis upon ranks and chain of command. There has been no incentive to "show a profit," and in fact, finishing the year under budget was frequently "punished" by reducing the allocation for the following year. Promotion was all in-house, with rank going to those who had "paid their dues" through seniority. Training was emphasized, but it was almost all conducted by other police officers. The system had few rewards for excellent performance, and it was perceived as rewarding incompetence. The inbred system was such that it almost urged mediocrity and complacency. Much of this is rapidly changing, but the residual must be considered as an organizational liability.

Most law enforcement agencies operate under civil service and union-negotiated management limitations. Although these restrictions were designed to prevent management abuses, they frequently are interpreted so as to limit changes of any kind. Even the term "change" has a negative connotation when related to a working condition. Absent a joint

goal of improving the agency, the management and the union will often be holding opposition views on changes of any type.

One of the most inviolate organizational limitations is that of budget restriction. As a government agency, the Department must act within its budget. Although some specialty programs may be "creatively financed" with outside funding or volunteer resources, it is imperative, and legally mandatory, that the primary budget be sound and realistic.

Organizational Strengths. There are some tremendous assets which law enforcement agencies have available for implementing positive change. First, and most significant, is the caliber of current employees. Many agencies have dedicated employees, low turnover rates, competitive salary/benefit schedule, and a workforce which is beginning to show the strength of diversity. Law enforcement employees who work "to help people," really do exist, and in large numbers. Such employees create successful departments, in spite of the organizational restrictions placed upon them.

Most law enforcement agencies have moved into civilianization in at least a limited way. They are changing the traditional view that only a police officer can do quality work, and they are finding that an employee's job title has little to do with his or her ability or qualifications. The successful experience of this more modern mind-set will open up creative perspectives as the departments face new challenges and opportunities.

A great organizational strength is even now on the leading edge of a rapid growth curve, created by and coordinated through the Commission on Peace Officer Standards and Training (POST.) Although a mention of the involvement of POST in anticipating and planning for law enforcement recruitment needs could be discussed under Environmental Opportunities or under Organizational Strengths, it will be mentioned under its own heading due to its importance.

Commission on Peace Officer Standards and Training (POST)

"Leadership development" is coming of age, and it is bringing well-trained and effective managers together in a futuristic networking and research forum called Command

College, sponsored by POST. Law enforcement managers must be nominated and successfully complete an assessment center application process for this two-year, graduate-level course of study, which starts a 25-member class every six months. Numbering only about 160 through the end of 1989, these graduates have become a network of future-oriented law enforcement professionals who are already having a state- and nation-wide impact.

Another significant POST contribution related to the central issue of this project was their 1989 POST Symposium on Recruitment. It gathered chief law enforcement officers from around the state to look at recruitment issues. Although there is no intent here to merely duplicate material, a few significant conclusions from some Command College research papers and also from papers presented at the Symposium on Recruitment are directly related to the mission of this project, and therefore will be recognized here.

W. D. Meeks has been quoted herein on psychological profiling in law enforcement recruitment. He documents recent studies which show that police officers do not represent only a tight, restrictive set of personality parameters, but that many normal, healthy people fit the psychological profile established for police officer.

Ronald L. Murray researched the shrinking work force. He includes in the policy considerations of his project the following proposals:

> 2. Personnel - As money issues develop and the lack of qualified police candidates increases, law enforcement agencies are going to have to pool their resources and expertise to locate and hire the most knowledgeable and motivated individuals possible to the police service.
> 3. Competition - An aggressive recruitment program must be established and maintained. Boundaries must be expanded and innovative ideas and methods developed to attract the best people to the field ...
> 4. Training - Active involvement by departmental personnel in local and four year colleges is recommended. (Murray 1987, 32-33)

Even more recently, James Enslen deals with recruiting by the smaller department and says that, "To capitalize on the idea that once someone decides to become a police officer they will probably stay a police officer, we should put a heavy emphasis on the recruitment of future police officers ... directed at kids from the seventh grade on."

(Enslen 1988, 38-39) He also mentions countywide or regional recruitment efforts, developing alternative methods of recruitment, and being creative with recruitment benefits. "Law enforcement must make every effort to expand the positive image of the police officer profession." (Enslen 1988, 40)

Dealing specifically in his research with recruitment of college students, Joseph Maskovich recommended five policy statements be adopted:

> 1. Introduce the possibility of a law enforcement career to students as early as possible.
> 2. Provide pre-service opportunities for college students to explore law enforcement.
> 3. Provide financial assistance to students through part-time employment opportunities.
> 4. Maintain educational benefits to encourage and enable full-time employees to attend college.
> 5. Recruit intensively at colleges among all students regardless of their major field of study or grade level. (Maskovich 1988, 46-49)

The POST Symposium on Recruitment has been previously mentioned, specifically in references to papers presented by Glenn Foreman, Lewis Griggs, and Dr. Manuel Perry. Another presentation dealt with high school law enforcement programs, and it "sees the program as actually producing people who will go into law enforcement as a career." (Trekell 1989, 1) A Command College project currently being prepared by Steve D'Arcy, San Jose Police Department, deals specifically with high school magnet programs for law enforcement.

A review of recent POST surveys at the Symposium indicated that 32% of the surveyed police cadets had at least one relative in law enforcement. Also, they responded that the most important events or factors in their choice to become an officer was "a friend/relative in law enforcement, contact with a law enforcement officer, a ride-along program, and being/knowing a victim of a crime." (Berner 1989, 2)

The administrator's perspective was provided by John Clements. He pointed out that recruitment must have unequivocal executive commitment. It should involve all department personnel as recruiters with such things as awards and prizes. He said, "The

higher the level in the organization some of the recruitment processes are elevated, the stronger the message, internally and externally, of the premium put on recruitment." (Clements 1989, 3-4) He emphasized written departmental recruitment plans that address organizational objectives and purpose, and pointed out also that, "It probably pays to take unqualified candidates out of the process as soon as possible."

The Symposium summary pulls together a lot of areas which have been addressed in this research as well as in research by this author's colleagues. It suggests the pool of qualified applicants be expanded through marketing, and that it should probably be directed at younger students and on a statewide level. It also prompts efforts at improving the image of law enforcement officers. The five recommendations for future POST action listed below came from the participants of the Symposium. They describe part of the environment in which the strategic management of this project will operate.

> 1. The recruitment issue to become a component of all appropriate POST courses.
> 2. A POST committee for state-wide image advertising be explored within the next 6 months.
> 3. POST exploration of state-wide standardized testing.
> 4. A follow-up symposium to distil the most important plans for action (including perhaps a similar symposium for city and county officials.)
> 5. A follow-up from POST in one year's time. (POST 1989, 9)

Strategic Assumption Surfacing Technique (SAST)

There are people and groups inside and outside of an organization whose approval or support is necessary in order to implement a strategic plan, who will be involved in the changes being made, who will be affected by the changes or who merely care about the impact of the changes upon others. Each of these people has a stake in the success or failure of the strategy, and is referred to as a "stakeholder." Most of these stakeholders can be identified in advance.

Some stakeholders, however, will defy prior identification and will become known only during the implementation process when they suddenly, and often violently, burst forth demanding that the strategy be significantly revised or totally abandoned. These

special stakeholders are known as "snaildarters," after the tiny fish who halted the entire Tennessee Valley Authority dam building program many years ago. Even though the likelihood of successful advance identification of snaildarters is small, an attempt to forecast them will at least expand the thinking parameters of those who are developing strategic plans.

Each stakeholder holds a certain set of feelings which will determine their views about the strategy. These basic assumptions vary from the basic, often unstated values and beliefs that individuals or groups have about the world, to specific opinions or fears they may have about the personal impact on them of specific elements of a strategic plan. In order to anticipate and plan for the actions of each of the stakeholders, it is necessary to identify their basic assumptions related to the strategy. This will be accomplished through a construct known as SAST: Strategic Assumption Surfacing Technique.

Identify Stakeholders. The groups of people described below are stakeholders for recruiting the alternative applicant pool as a law enforcement strategy for the year 2000. Their needed involvement is described, along with potential problem areas.

Police Department administrators would adopt the policy and provide personnel and other resources for its implementation. They would publicly support the policy, make necessary organizational changes, and justify the budget appropriations. They may see themselves as becoming "soft" as they increase the human resource orientation, or as capitulating to the "new breed" of police officers.

Police Department employees would take on some of the responsibility for recruitment. Full-time recruitment assignments would become available. Employees would internalize the need for a diverse workforce, and work effectively within it. They would realize that not all employees would be career officers, and they would accept a variety of job descriptions and compensation programs. As more officers were hired who did not intend to make law enforcement their only career, current officers may view the change as a loss of camaraderie and identification with the "brotherhood" of police officers.

Military recruiting commands would continue to utilize and expand the law enforcement track for military assignments to better qualify the participants for a law enforcement position upon discharge. They would maintain liaison with law enforcement agencies. They may utilize the arrangement as part of their recruitment plans, by tying a particular military job description and training to qualification for a law enforcement career upon leaving the military.

College/University administrators would emphasize part-time programs for full-time law enforcement officers, and would refer students to law enforcement recruiters as part of their financial aid program. They may also benefit from current officers deciding to continue their education based on the new emphasis on it. They may perceive the increase in part-time students as a loss to the spirit of academia.

Local government administrators would justify to other departments why the law enforcement department has its own personnel office and conducts extensive recruitment efforts at substantial expense while all other city departments use the city personnel office. They would approve budget items knowing that the results would not appear until future fiscal years. They may want to restrict expenditures to those activities with visible short-term results, and they may fear being seen as being partial to the law enforcement department. They would approve reorganization to emphasize the importance of personnel functions within the law enforcement department.

Elected officials of the local government would approve budget commitments to long term recruiting efforts, and would support recruitment trips out of town. For a variety of reasons, not all of which are beneficial to the agency, they may want to participate in recruitment activities. Such requests would have to be carefully evaluated.

Citizens of the community want to have outstanding officers but may be resistant to the long-term budget commitment for recruiting. They also may resist extensive funding for personal development programs, feeling that such programs would pull money from the provision of other law enforcement services which they have come to expect.

The Public Employee's Retirement System (PERS) administrators would be impacted significantly if a majority of police officer applicants began to leave the system after a short number of years. They would probably resist a proposal to exclude from PERS employees who sign a limited-term employment contract, but they may have no major objection to such people withdrawing their funds at the end of the contract period if they had participated in the program up to that time. Extensive negotiation would be necessary related to disability retirements of people who had signed up for an established contract period, as they probably would not be eligible for the same program in which other officers participate.

As discussed earlier, the Commission on Peace Officer Standards and Training (POST) would be quite involved in this strategy. This strategy must coordinate with POST recommendations from their 1989 Symposium on Recruitment. POST would not only be instrumental in facilitating the implementation, they may have funding available for a trial program. They would also be concerned that the program did not cause law enforcement agencies to become competitive, in the negative sense of that word.

Applicants would certainly be supportive of such a recruitment strategy.

> The real issue is designing and managing organizations that attract and retain quality employees. This is difficult, but something that leadership needs to be doing. They must rethink the way the organization is designed and managed in order to be comfortable, satisfying and productive for the diverse, changing workforce. People will go to work in the kinds of places where some of their needs and preferences are being met.
>
> (Jamieson 1989, 2)

This strategy would treat them as human resources to be developed, and would consider the department as a partner in that development. It would also seek to provide job descriptions that would better fit an applicant, instead of solely trying to force all candidates into the mold of a single job description.

People passing through the community would have an interest in the quality of law enforcement employees. They would be concerned that their safety while in the community was assured, and they would be interested in the professionalism of an officer

who may contact them while they are in the city. Their concern is not sufficient to justify considering them as stakeholders, however.

Forecast Snaildarters. By their very definition, snaildarters cannot be identified in sufficient time to develop a strategy to deal with them. Ideally, by identifying potential snaildarters and developing a strategy to deal with them, they can be moved into the stakeholder category and successfully dealt with if they choose to become involved about the strategy.

A "Criminal" Union could become a snaildarter. It is strongly hoped that a recruitment strategy allowing departments to be at full strength and to obtain a wide diversity of qualified personnel would bring the ire of criminals. Criminals would thus have a stake opposing the success of such a recruitment strategy, but they probably would not have significant impact in its success or failure. If this opposition became solidified to the point that groups of prisoners and other criminals began to combine forces against it, that group could become a snaildarter. Jailhouse lawyers could file suit against police agencies using such a strategy and alleging a variety of spurious complaints. Injunctions and other legal processes could further delay the implementation of the strategy. The implementation is at best a long-term project, and such action would delay it even more.

The local "Historical Society" could become a snaildarter. Many of the new officers, if not almost all, recruited under this strategy would be from outside the immediate community. A local group of "home rule" advocates could attack the strategy as bringing in "outsiders" or "storm troopers" to take over the community. Although baseless, such publicity would cause substantial delay in the implementation while the appropriate public relations patchwork was completed.

The Police Officers' Association could become a snaildarter. An irrational rationale such as was just described could strike within the department, also. Officers could see the new employees, especially if several came from the same source, as trying to "take over." They could also view revisions in the job descriptions of some positions either as taking

away promotional opportunities, or as taking away "soft" jobs which could be nice assignments away from patrol for older officers, or for officers who were on limited duty due to injuries.

Assign Assumptions. Each stakeholder holds a set of basic values and beliefs about the world and their interaction with other people. These may very well be unstated, but they are always very strongly held convictions. In order to deal with each stakeholder appropriately, it is important to assign assumptions to them related to their support of the strategy, and to act on the basis of those imputed values. Two manifestations of these assigned assumptions which are important for evaluation purposes are the certainty of their support of the strategy and the importance of their support.

Sometimes these assumption assignments are determined from personal knowledge of an individual stakeholder. In that case there can be a fair degree of confidence in them. Other times, such assignments are made solely on the individual's involvement with a particular group, which may have sufficient communality of purpose that similar assumptions can be attributed to all of its members. In that situation, little confidence can be held, but it is still necessary to evaluate the stakeholder as a basis for action. The following assumptions are assigned to the stakeholders in this project:

Police Department administrators will enjoy the favorable publicity of implementing a new, proactive recruitment policy. They will see such a policy as giving them the "immortality" of instituting a process which will assist the department even after they leave it. However, they may view the establishment of a specialized recruiting unit, the assignment of top personnel there, and the designation of significant resources to the unit as playing favorites, and as depriving other units of resources which would otherwise have been available to them. They may also view recognition of highly skilled and educated new employees as threatening to their position and authority, which were obtained to a large degree via "seniority." To the extent that they place the long-term benefit to the department over short-term resistance to the resource commitment, they will be supportive.

Police Department employees have traditionally been paid based on a seniority salary schedule. The concept of performance-based benefits will be very threatening to many employees, as will the potential of a variety of contracts which may pay up to a 25% salary bonus to employees who waive all retirement benefits. Their acceptance of such policy modifications will be slow, and may have to depend on the success of the new employees in effectively performing their jobs, and on the department making visible progressive strides. To the extent that the department can improve its performance and image without overly threatening the continuing employees, the policies will be accepted by them.

Military recruiting commands will have no opposition to the program, primarily because the program would be aimed at people older than the prime applicant pool of the military. In order for there to be close interaction, however, there would have to be a personal commitment for the additional effort necessary by some of the recruiting command staff. Once in place, a program to utilize the military as part of the preparation and training process for police recruiting would be beneficial to both organizations.

College/University administrators responsible for financial aid for students would probably support the strategy. They may be discouraged at the complicated application process involved in a program that would have to be conducted on an individual basis, and at the long lag time for an applicant to be processed. There may be hesitancy based on what they might feel was the excessively high law enforcement criteria for entry into an "officer track" program.

Local government administrators will need to be actively supportive of this strategy. They must approve of creative recruiting methods by a decentralized personnel office. They want to ensure the reputation of city as being safe, but they want to avoid charges of extravagant expenses on recruiting trips and for personal development of employees. They also may be hesitant to greatly increase the percentage of the community employees who are commuting non-local employees.

Local government elected officials can be expected to prefer looking at budgeted funds in terms no longer than the term of their election. They may see the strategy as bringing in even more employees who are not local voters. Since the primary benefit of such a strategy will probably be after their term of office, their support is dependent upon their moral and philosophical commitment to best prepare for the welfare of the community in the future.

Citizens of the community may resist the expenditures necessary for the program. As taxpayers they would be expected to object to increased costs for the creative recruiting policies suggested herein, and the higher salary and benefit packages which are likely to result. They may also object to the expenditure of funds for long-range recruiting when the results are so far into the future that they cannot be measured at this point. They probably would be amenable to an educational campaign emphasizing the necessity for quality recruits.

The Public Employees' Retirement System (PERS) would object to excluding some officers from their program, as it would affect their actuarial computations. They would probably resist any modifications of the system, but they may accept financially sound arguments if shown that they were necessary to maintain the strength of the law enforcement agencies involved.

POST would be supportive of the new program as an experimental solution to the recruitment dilemma. They would object when it reached the point that excessive competition between agencies was hampering smooth cooperation. They may work toward statewide standards and standardized testing, which would simplify the hiring process for all agencies. It is hoped that they would have a role in the development of a non-lethal weapon. Although not part of this strategy, it was strongly felt by the Delphi panelists that the technology for such a device was practically upon us.

Applicants would highly support this strategy. They would see it as offering more flexibility in assignment, a better benefit package, and a human resource development

process within the agency which would ensure their personal and professional progress.

Criminals would oppose any recruitment strategy which promised success. It is unlikely they could win court support for a suit to prevent government expenditures for long-range recruitment activities. Although this group would oppose the strategy, it appears that such opposition would be unimportant.

The Historical Society would probably not take a stand on the issue of this strategy. They would be as likely to see it as protecting the city they know and love as to see is as bringing in outsiders. They could mount a campaign to "Keep the City for Citizens," but such a campaign could probably be handled with local public relations activities.

Police Officers' Association could develop the perception that the administration is bringing in "outsiders" who will oust the "locals" from their current control of the Department. This snaildarter issue is the most likely, and the most dangerous, of the three suggested. Developing a "we" and "they" mentality could dichotomize the department to the point that it would destroy its effectiveness, as well as sabotaging the chances of success of the new recruits.

Unfortunately, however, police agencies who fail to implement an active recruitment strategy may very predictably face some severe personnel shortages. They may even have to resort to sharp cuts in service, merging with another department, contracting for police services, or other such drastic measures to cope with the lack of manpower.

Certainty/Importance Chart. A method of graphically representing the assessment of the certainty and the importance of each stakeholder is assumption mapping. The certainty of the stakeholder's support of the strategic plan can be correlated with the importance of that support, and the resulting coordinates can be plotted on a graph. In Illustration J, Certainty/Importance Chart, a point on the chart is assigned to each stakeholder. The vertical axis represents the Certainty (positive values) and the Uncertainty (negative values) of the stakeholder's support for the strategy. The horizontal axis

represents the Importance (positive values) and the Unimportance (negative values) of that support.

In general terms, stakeholders can be categorized based upon their position on the graph. The stakeholders in the Certain/Important quadrant are significant supporters of the strategy. They need maintenance action, but they are firmly committed and can be counted upon to assist in making the strategy come to pass. The stakeholders in the two Unimportant quadrants do not justify the expenditure of significant effort to increase the certainty of their support. The stakeholders in the Uncertain/Important quadrant are the real challenge, and represent the objective of the majority of the implementation objectives. The strategy must deal with moving these people to a supportive position.

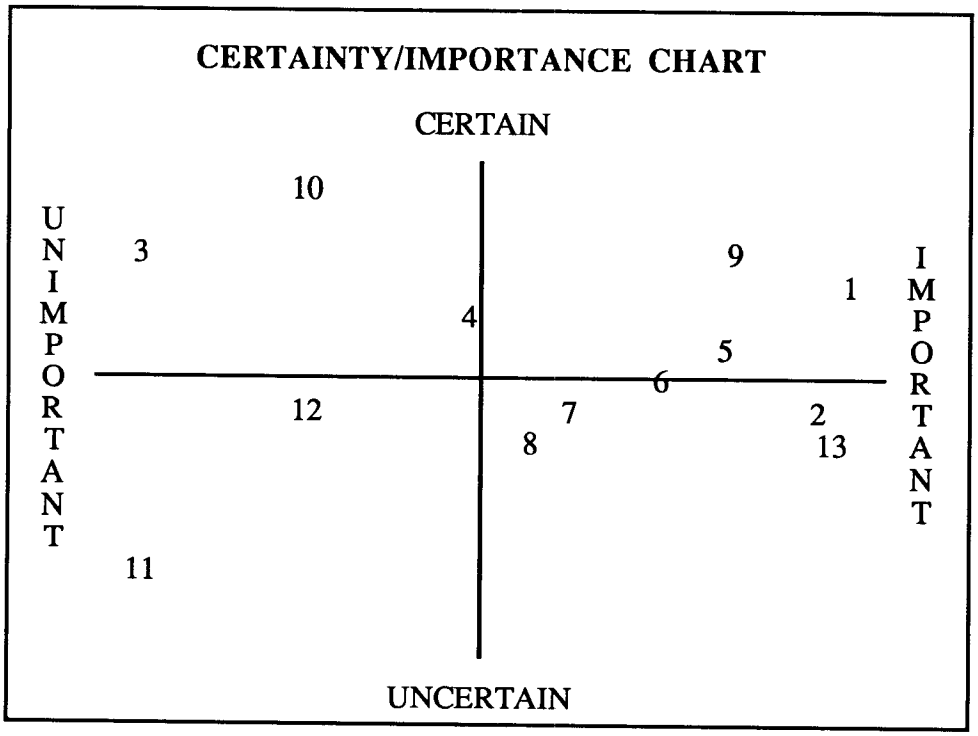


ILLUSTRATION J

STAKEHOLDERS:

1. Police Department Administrators
2. Police Department Employees
3. Military Recruiting Commands
4. College/University Administrators
5. Local Government Administrators
6. Local Government Elected Officials
7. Community Citizens
8. PERS
9. POST
10. Applicants
11. Criminals
12. Historical Society
13. Police Officers Association

As represented by the Illustration J, those stakeholders who will need the most attention will be the Police Officers' Association, Police Employees in general, and Community Citizens. PERS needs to be won over, but their support is less critical. Local Elected Officials need a little movement toward support, and Local Government Administrators are on the right track and should be encouraged. POST and Police Department Administrators will be the leaders in the strategy. Military Recruiting Commands and Applicants will support the strategy, but they will be relatively unimportant. College/University Administrators support the strategy but are of marginal importance at this time. Their importance could be increased by involving them more in the program, as they could be significant stakeholders if they became involved in implementation of the strategy. The Historical Society and Criminals are not supportive, but they are insignificant and will no longer be discussed as stakeholders.

Alternative Strategy Development

The Mission Statement declares the intended future. The Situation Audit describes the current situation. It is left to the realm of strategy to determine how to get from the actual present to the desired future.

One objective of a strategic plan is to accomplish the goal using the minimum number of new policies and the smallest changes to existing procedures as is possible. Because alternative ways to accomplish a task always exist, it is imperative that a large number of alternatives be developed for analysis. This increases the likelihood that the "best" currently available alternative has been presented, and it allows for an exchange of ideas which could prompt creation a new alternative which would be even better.

Modified Policy Delphi

The Modified Policy Delphi was the process selected to generate a number of policy alternatives which could be effective parts of the strategic plan. The group of six people from whom input was requested represented law enforcement administration (two),

municipal government, a law enforcement labor association, a university law school, and the medical profession.

The panelists were provided the mission statement and the information developed in the situation audit. Each member in turn offered a policy or strategy suggestion for the accomplishment of the mission. Instructions were to try to make each suggestion different from the prior ones, although in actuality there were some overlapping elements.

Ten relatively separate strategy proposals were produced, and each was discussed to reach a consensus of understanding, not to evaluate its merits. Then each panelist was asked to rate the feasibility and desirability of each of the alternative as follows: Zero to three points for feasibility were given to each alternative as follows: 0 for Definitely Infeasible, 1 for Probably Infeasible, 2 for Probably Feasible, and 3 for Definitely Feasible. Zero to three points for desirability were given to each alternative as follows: 0 for Very Undesirable, 1 for Undesirable, 2 for Desirable, and 3 for Very Desirable.

Two alternatives which were rated most feasible and desirable, based on the highest point totals, and the one alternative on which opinion was most polarized, based on varied ratings and a subjective evaluation of the comments, were then selected for further investigation. The two most feasible and desirable alternatives were expected to be the ones most likely to develop consensus among the panel, and the polarized alternative was selected in order to prompt creative thinking and discussion. Such activities are likely to synthesize an alternative which is better than either of the two which were previously most popularly supported. Table F, Strategy Proposals, presents the three policy suggestions which were selected for final analysis.

Table F — STRATEGY PROPOSALS

1. (Most Desirable and Feasible) Emphasize the correlation between higher education and success in law enforcement by having special recruitment teams who travel to colleges and universities. Include a management representative on the team. Coordinate with a "Police Corps" type program or develop individual scholarship and loan programs, and provide summer intern positions to commit applicants prior to graduation. Don't pre-screen recruitment efforts by type of school, or by the field of study of the student.

2. (Next Most Desirable and Feasible) Follow the military recruitment model. Recruit in high visibility and high opportunity locations with specially assigned recruiting teams. Utilize impressive, sales-oriented employees for "hard sell" recruitment, and offer specific options to appeal to specific groups of applicants. Establish a variety of job classifications, to allow hiring of people who meet sufficient criteria for certain duties, but fall short of the total set of standards currently used for officers. Coordinate with the military to recruit their outgoing personnel.

3. (Polarized Opinion) Concentrate recruitment efforts on long term solutions. Emphasize elementary, middle and high school programs. Develop organizations to involve youth in programs to encourage law enforcement as a career, and to provide basic skills necessary for successful entry into the profession. Utilize part-time jobs to maintain contact and loyalty with future officers.

These three alternatives became the basis for further discussion to generate a final strategy. Although it could have been one of the three proposed policies, it actually was a newly synthesized set of policies which had significant components from each of the others. The use of the Modified Policy Delphi helped to ensure that when the final selection of a strategy was made, it was more likely to have been made from a group of alternatives which included the "best" choice.

The final strategy was based upon all of the discussion, and was formatted to match the four elements of the mission statement.

1. Mission: The future of this country and the quality of life of its citizenry depend upon those whose responsibility it is to enforce its law.
   Policy: The recruitment of top quality personnel is a primary responsibility of every law enforcement professional.

2. Mission: Law enforcement benefits from employees with diversity in ethnic and cultural backgrounds, in languages, in educational fields, and in work experience. Such diversity is highly desirable, and therefore is actively and creatively solicited.
   Policy: The importance of recruitment is recognized publicly by top management, and is formalized through the organizational structure.

3. Mission: Law enforcement is a productive and profitable first career, providing very good employee benefits. It recognizes and develops common sense, mature judgement and problem-solving skills, which are critical employee qualities in most professions.
   Policy: Persons with common sense, mature judgement and problem-solving skills are actively recruited in institutions of higher education and elsewhere, regardless of their current career ambition, and in such a manner as to help them to eventually achieve that ambition in a subsequent career.

4. Mission: Law enforcement is an equally attractive career change for persons who are leaving any profession with extensive education or practical experience.
   Policy: Liaisons are maintained to provide law enforcement career information to groups of qualified persons who will be leaving other professional fields based on layoffs, industry changes, contract expirations, etc.

Implementation Plan

In preparation for implementation, the strategy and individual policies were evaluated to determine the strong and weak points as perceived by the stakeholders, both in the short and long term. The primary short-term benefit was the good public relations impact in emphasizing quality and diversity of employees and employee development. The side benefit would be in increase in the perceived desirability of law enforcement as a career. The primary long-term benefits were having sufficient manpower available to staff vacant law enforcement positions, and the strengthening of the organization due to the quality of personnel hired.

The primary short-term weaknesses were the costs involved in implementing the recruiting efforts which would be a necessary element of the program, and the organizational disruption of a reorganization to place the personnel function in a more important position. The primary long-term weakness was the risk, and only a risk, of creating a schism within the department which would harm the overall organization. Although this risk exists, it is felt that proper transition management can reduce the risk significantly.

This evaluation leads to the belief that this strategy is extremely desirable, even critical, in the long term, and that it is moderately desirable in the short term. The short term cost will be a necessary investment.

With these strengths and weaknesses in mind, specific implementation elements of the four primary policies were established. The order of the four policy statements was changed to maintain more of a logical flow. The strategy for implementation follows:

1. Policy: The importance of recruitment is recognized publicly by top management, and is formalized through the organizational structure.
   a. The chief officer of the department will issue a policy statement incorporating the department's version of the mission and policies stated herein.
   b. A Personnel office will be created, and will be assigned to the chief officer of the department, or to a person within one rank of the chief officer. It will not be combined with any other major function, such as law enforcement training. It may include personnel functions other than recruitment, such as testing, background investigations, and employee assistance and development issues, such as liaison with college/university degree programs.
   c. Recruiting teams will include at least one supervisor, preferably a manager.
   d. Every administrative staff meeting will include a brief update of the activities of the Personnel office.
   e. Employees assigned to the Personnel office will be carefully selected from among outstanding employees who project a highly professional image in their appearance and demeanor.

2. Policy: The recruitment of top-quality personnel is a primary responsibility of every law enforcement professional.
   a. Every employee will be treated and trained as a representative of the department for purposes of serving as an official or unofficial recruiter. Improving the image of law enforcement as a profession will be an objective of every police action.
   b. The Personnel office will form a Recruitment Committee with representatives from all ranks, including recruits, to meet regularly and make recommendations related to recruitment and/or personal development (as opposed to personnel development and law enforcement training).

3. Policy: Persons with common sense, mature judgement and problem-solving skills are actively recruited in institutions of higher education and elsewhere, regardless of their current career ambition, and in such a manner as to help them to eventually achieve that ambition in a subsequent career.
   a. Active recruitment will take place at all colleges/universities within commuting distance of Personnel office staff. It will include liaison with financial assistance officers, ensuring our cooperation in scheduling for degree programs. Graduate schools will be emphasized, and will not be eliminated because of the type of degree offerings made.
   b. Active recruitment will take place at major events within commuting distance of the department, especially those which draw diverse crowds. Examples would include Air Shows, Chamber of Commerce events or Grand Openings, as well as the traditional Job Fairs.

4. Policy: Liaisons are maintained to provide law enforcement career information to groups of qualified persons who will be leaving other professional fields based on layoffs, industry changes, contract expirations, etc.
   a. The Personnel office will maintain regular contact with the outplacement coordinator or personnel director of major industries within a reasonable commute distance of the department.
   b. Orientation and recruitment programs will be presented for groups of employees who are facing career change decisions when it appears that a significant number may meet the recruitment criteria described in Policy 3.
   c. Maintaining liaison with the military to provide recruiting information to qualified persons scheduled to leave the military will be top priority.

TARGETING THE ALTERNATIVE APPLICANT POOL: A LAW ENFORCEMENT RECRUITMENT STRATEGY BY THE YEAR 2000

SECTION THREE — TRANSITION MANAGEMENT

What will be the most effective transition management plan
in a mid-size urban California police department for implementation of
law enforcement recruiting of the alternative applicant pool by the year 2000?

SECTION 3 — TRANSITION MANAGEMENT

Since the desired future has been identified and described, and since a strategic plan has been prepared with policies which will increase the likelihood of that normative future becoming reality, it is now necessary to establish a structure to manage the transition from the present to the future. To do so, necessary and appropriate changes will be implemented in a planned manner, with appropriate feedback to see that they remain entirely under control. Fear of change causes much stress, and the pace of change grows increasingly frightening to some people. Tom Peters says, "'If it ain't broke, don't fix it' was good advice in the past, but the new rallying cry will be "change everything, starting right now,' ... if it ain't broke, you haven't looked hard enough." (Peters 1989, 10) Strategies will be developed to mitigate organizational resistance to those changes.

Critical Mass Identification

The stakeholders identified earlier were primarily organizations or other groups of people. Some of the stakeholder groups are concerned about the issue, but their support is not necessary for implementation of the strategy. Many of the remaining groups can be influenced or even completely controlled by a very small percentage of their members. In order to implement the strategy most efficiently, it will be necessary to reduce the huge mass of stakeholders to the smallest possible number of people whose support is sufficient to ensure the approval of the stakeholder groups. In many cases this will be the manager of the organization, but it may also be an informal leader whose influence is widespread. This core of people whose support is sufficient to ensure success of the strategy, and whose opposition would doom it, is referred to as the "critical mass."

For implementation of this strategy in a particular department, the critical mass identification process which follows in this project would have to repeated for that particular department. There is an attempt here to be sufficiently generic in position descriptions to allow application in most situations with relatively minor changes.

Several groups who were earlier described as stakeholders will not actually be actors in the critical mass. This is not to denigrate their concern, but to recognize that their support is not critical to the success of the strategy. They will all still be considered, and actions to include them in informational meetings as the plans progress will help to provide more "groundswell" support during the implementation, but they are not part of the critical mass.

The stakeholder groups omitted from the critical mass list are Applicants, Public Employees' Retirement System (PERS), Military recruiting commands, and College/ University administrators. An applicant would certainly be pleased to be treated more like a human resource for the department than like just another recruit filling a slot, but support of applicants is not required, so they are not considerations in the implementation. PERS would have no initial involvement in the implementation of the strategy. They need to be part of the planning if they are going to have large numbers of officers leaving the retirement system prior to retirement, and they certainly need to be involved in further discussions to evaluate the future possibility of contract hiring of officers who waive their right to a retirement program in exchange for a higher base salary, but they are not part of the critical mass. Military recruiters would have a liaison assigned to them as part of the implementation, but the working relationship established would be "after the fact," and their prior support is not necessary. Similarly, the College/University administrators could provide valuable input into how to structure financial aid packages in the future, and they would be eager to secure additional financial aid for their students, but their prior approval for the strategy is unnecessary.

Police department administrators would generally support the strategy. The two persons who would minimally be actors in the critical mass within the organization would be the department manager, and the top level administrator who is assigned to command the Personnel office.

Police department employees will be considered under the heading of Police Officer's Association. Civilian employees are critically important to the operation of the department, and the department will certainly want to continue efforts to make their working conditions as pleasant as possible, but their support is not necessary for implementation of an officer recruitment strategy. However, the support of the officers is necessary, but both the formal and informal power structures indicate that their support should be approached via the Police Officers' Association.

The City Manager, or other local government administrator to whom the police department manager reports, would be an actor in the critical mass. His approval of the strategy would be necessary both for budget support and for consent to the organizational changes. Other administrators and department managers would be concerned, and they should be kept informed and involved as the implementation progresses, but they are not part of the critical mass.

The support of a majority of the elected officials on the local governing body is necessary. They approve the budget for the program, and they need to be kept in a smooth working relationship with the City Manager as well as the department manager. The critical mass from that governing body may be less than a majority, depending upon the political coalitions which exist. For purposes of this project, we will refer to the Mayor as being the elected official who can influence the governing body sufficiently, but for implementation elsewhere it will be assumed that any other elected officials necessary to obtain majority support would be actors in the critical mass also.

The support of the citizens of the community is an ambiguous quality. At the minimum, there will be a few community leaders who guide public opinion to a large degree. Usually they are prominent through leadership roles in Boards or Commissions, social, philanthropic or charitable organizations, unions, service clubs or other similar organizations. Frequently a representative of the media, or someone with a high press profile, is included.

The Commission on Peace Officer Standards and Training will be a major factor in the implementation of this strategy, and in coordinating the exchange of information to make it possible for it to be applied elsewhere. Their support can be assumed to the extent that this strategy is seen as benefitting law enforcement recruitment efforts in the long term, but there should be a particular person assigned as coordinator of recruitment efforts. This person would be a major actor in the critical mass. The findings from the 1989 POST Symposium on Recruitment requested POST leadership in this matter, as well as a follow-up symposium, so such a position would be consistent with those suggestions.

The support of the Police Officers' Association (POA) is imperative for the successful implementation of this strategy, and it must come on two fronts. First, there must be popular support from the officers themselves, and second, there must be official support from the Board, or other negotiating body of the POA. We will refer to the two critical mass actors representing the POA as the POA President (official representative for negotiations) and POA Leader (member with popular following among membership).

Critical Mass Analysis

The managers are responsible for determining the "what" of the strategic plan. To the greatest extent possible, the "how" of implementation is best left up to the employees. The managers need to establish a climate for change by establishing dissatisfaction with the current situation and by offering a better alternative with the proposed strategy. One goal of critical mass analysis is determining readiness and capability of the key actors in the critical mass. Another is to determine the level of commitment that is necessary from each actor, as compared to that level of commitment that currently exists in each. The difference between the current and needed level sets the objectives of the negotiation strategy.

Readiness/Capability

Each of the key actors in the critical mass has been identified, and the primary considerations of each has been described. In order to clarify their situations, each will be described in terms of readiness for implementation of the strategy, and capability of

providing assistance in that implementation. Much of the capability to provide assistance is based on the position held by the actor, and it is not meant to demean personal characteristics in any way. The assessment of the readiness and capability of each of the key actors is shown graphically in Table G, Readiness/Capability Chart.

The chief law enforcement officer is high minus in readiness and high in capability. The Personnel Office Commander is medium in readiness and high minus in capability. The City Manager is medium minus in readiness and medium plus in capability. The Mayor is medium minus in readiness and medium plus in capability. Community Leaders are high minus in readiness and medium minus in capability. The POST Coordinator is high plus in both readiness and capability. The POA President is low in readiness and medium and capability. The POA Leader is low in readiness and medium plus in capability.

The graphic representation makes some generalities obvious. Each of the key actors has the capability to assist in implementation as they are all medium or high in capability. Only the POA actors are low in readiness, which is understandable based on their concerns about possible detrimental effects on current employees by the changes being discussed. That issue will have to be resolved to their satisfaction to ensure successful implementation. The graph supports the selection of the stakeholders as key actors in the critical mass.

Commitment Planning

The commitment of each actor in the critical mass is described in one of four levels: Block the change from happening, Let the change happen, Help the change happen or Make the change happen. Each actor in the critical mass must be evaluated as to their current level of commitment, and the level of commitment that will be sufficient to accomplish the strategy. Table H, Commitment Planning Chart, demonstrates the current level of commitment for each actor in the critical mass, and also that level of commitment which will be necessary to implement the desired strategy. Because of the definition of

TABLE G

READINESS/CAPABILITY CHART

ACTORS IN CRITICAL MASS	READINESS			CAPABILITY		
	Low	Medium	High	Low	Medium	High
Chief of Police			X			X
Personnel Office Commander		X				X
City Manager		X			X	
Mayor		X			X	
Community Leaders			X		X	
POST Coordinator			X			X
POA President	X				X	
POA Leader	X				X	

TABLE H

COMMITMENT PLANNING CHART

ACTORS IN CRITICAL MASS	TYPE OF COMMITMENT C = Current Level N = Needed Level			
	BLOCK Change	LET Change Happen	HELP Change Happen	MAKE Change Happen
Chief of Police			C	N
Personnel Office Commander			C N	
City Manager		C	N	
Mayor		C N		
Community Leaders		C	N	
POST Coordinator			C N	
POA President	C	N		
POA Leader		C	N	

critical mass, all of the actors in the critical mass must be higher than the Block change category. At least one critical mass actor must be in the Make change category to overcome initiative.

Negotiation Strategy

Another goal of an analysis of the actors in the critical mass would be to identify needs which can be met through the negotiation process, and to secure the actors' support through the meeting of those needs. Through such collaboration there is a win/win option possible that is not available with competition or accommodation, and certainly not through compromise. It is necessary to have a specific negotiation strategy to make the necessary changes in the commitment levels of the members of the critical mass. In order to reach a corroborative agreement, it is necessary to know, and to satisfy, the needs of the other party.

Needs identification

The needs identification will have to be customized in each agency in which the strategy is implemented, as many of the needs are based entirely on the personality of the individual holding the position. Some very general need possibilities are listed as examples. The chief law enforcement officer may relish a reputation as an innovator, he may not want to make any waves, or he may be nearing retirement and want to leave on the crest of implementing a high publicity program such as this. The Personnel Office Commander should be an extremely professional officer who volunteers for the position. His or her needs will probably revolve around the success of the program, but they may include "empire building" or similar non-productive elements. The City Manager may be looking more at the short-term results and publicity which would be generated, based on the short average tenure for that position. The Mayor could range the spectrum from the truly devoted citizen leader to the flashy politician who will go for anything that promises front page coverage, but it is imperative that the person implementing this strategy know which. Community Leaders may be totally altruistic, or personally involved in some way,

or may even be the local gadfly who has developed a substantial following, but each must be looked at as an individual to determine how the strategy implementation will satisfy a need that he or she holds. The POST Coordinator has a vested professional interest in the success of any program with which he is involved. This would especially be the case if he or she expected to have that particular assignment for a lengthy period. The POA President may approach the issue from the perspective of a management antagonist or may sincerely have the best interests of the officers at heart. In any event, he is probably in the habit of negotiations, and the mutual benefit of working together on implementation of the strategy should be emphasized whenever possible. The POA Leader will probably have more influence with the officers, and be less oriented toward confrontation. He or she probably has a need to be seen as a "non-management" leader by their peers, and any impression of using the Leader to work around the President should be avoided.

Transition Management Structure

The management structure recommended for this strategy is a Project Manager. He or she would be the officer assigned to command the new Personnel office, and would report directly to the department manager. Since the implementation of this strategy will be on a departmental basis, and since there is little opposition anticipated from outside the department, it is felt that this structure would use the authority of the department manager well, while taking advantage of the local knowledge of an effective manager.

The chief law enforcement officer would make the commitment and the announcement that the strategy was to be implemented. There would possibly be a joint press release by the City Manager and Mayor announcing the new recruitment strategy and reorganization. Publicly announcing the project manager at that time would empower him with the authority of the government agency.

The project manager should be aware of change management techniques and negotiation strategies. He or she should also have an almost free hand in selecting additional personnel for the unit, and should remain acutely aware of the statement which

will be made to the other officers by virtue of the officers who are selected for the assignment. Personnel selection is an early opportunity to make a major statement about the importance of the unit and its mission. He may also utilize a confrontational goal setting meeting as a team-building and goal-setting procedure.

The project manager selection is the most critical implementation task, as he facilitates the actual achievement of the future state desired. He translates the goals into a working plan and oversees the transition plan. He is also responsible for announcing an open communication policy regarding the recruitment strategy, and after the initial press release, he would be responsible for media liaison related to recruitment.

A final critical task of the project manager is to stay in control of the transition through active participation and immediate attention to disruptions which may arise. He must be intensely aware of negative feedback as well as positive and coordinate the appropriate modifications to the strategy and policy.

Responsibility Charting

Having a clear understanding of which responsibilities rest with which individual is critical in the successful implementation of any strategy. It is especially important when one of the policies requires reorganization within the department to create a new, and separate, personnel office. Responsibility Charting has been developed as a process for clarifying role relationships, thus reducing many of the conflicts frequently caused in such situations. It also functions as a team-building exercise, since those assigned to work as a team will complete the process together, and it results in a clearer understanding of how the responsibilities of the unit will be divided.

First a list of actions, decisions, activities or other tasks for which the unit will be responsible is established. Then each team member individually evaluates each task in relation to every member of the unit. The member indicates which of the following descriptions most accurately describes each member's duty toward that task:

R = Responsibility to see that decisions or actions occur
A = Approval of actions or decisions with the right to veto
S = Support of actions or decision by provision of resources, but no veto power
I = Informed of action or decisions, but no veto power

After each team member has individually rated all of the tasks, the results are tabulated anonymously. Then the group meets and discusses as a team the perceptions indicated by the surveys. They should reach consensus on all of the items. In order for each task to be accomplished most efficiently, there must be no more than one "R." There is also a need to limit the number of "A" ratings as much as possible to streamline the operation. Otherwise, everything has to be done by committee. A proposed Responsibility Chart, Table I, demonstrates the process, using a sampling of tasks from the four primary policies developed for this strategy. For actual implementation in an agency, this task list would be expanded to the point that all of the significant tasks of each job description in the unit would be included.

Rewards Systems

The reward system in most law enforcement organizations is archaic and unresponsive, but its revision is well outside the scope of this project. Salary and benefits based solely on seniority rewards mediocrity. Those who do outstanding work do so to satisfy their personal need for achievement. The project manager and the department manager should appropriately and publicly recognize the effort and the success of the personnel office, as well as those individuals from within the organization who make contributions to the recruitment effort.

Control/feedback

Monitoring feedback from a long-term project is difficult. Although shortcomings may be readily apparent, successes may be obscure in the short term. Because of the feedback lag time, it is imperative that time be spent on a regular basis evaluating the importance of the strategy as well as the skill of the implementation. Having the Personnel office commander make regular update reports at administrative staff meetings will provide a forum for staff review, and the personnel committee will provide additional input.

TABLE I

RESPONSIBILITY CHART

Strategy Implementation Team Members	TASK: Schedule and Conduct Recruitment programs at local colleges	Reorganize department to create Personnel office	Budget for Career Day registration fees	Attend L.A. Personnel Directors luncheons	Produce recruitment brochure
City Manager	I	A	S		I
Chief of Police	I	R	S	I	I
Personnel Office Commander	I	I	R	R	A
Personnel Supervisor	A	I	S	I	R
Recruiter (Educ. Liaison)	R		I	I	S
Recruiter (Business Liaison)	I		I	I	S
Budget Liaison		S	S	S	S
Secretary	I		I	I	S

Analysis and Review

When we look back from the year 2000 we will have questions. Did it work? Was it worth the investment? Was there a better way? However, there is no doubt that the current applicant pool will be unable to supply the police officers needed through the next decade. Targeting the alternative applicant pool as a law enforcement recruitment strategy by the year 2000 is our best chance.

Targeting the Alternative Applicant Pool: A Law Enforcement Recruitment Strategy by the year 2000

CONCLUSIONS AND RECOMMENDATIONS

Summary — Section 1 — Futures Study

There are not enough people in the current law enforcement applicant pool to fill vacant positions. The problem will be getting worse. Major issue areas impacting the receptivity of those who are qualified for a law enforcement career, but not interested in one, are demographics, longevity, urbanization, the nature of crime, education, unemployment, national service, and the military. Major trends include the rapidly rising costs of education and health care, slow development of mass-transit systems, nominal rise in the positive perception of a police career, and limited change in student financial aid.

A modified Conventional Delphi panel was used to look at trends and events in the future time window being examined. Events considered include the expectation that an effective non-lethal weapon will be in use by police officers within 10 years. Mandatory national service was viewed as very unlikely, and the chances of military cutbacks and a subsidy for police reserves were seen approaching even odds by 1999. Statewide police hiring by POST was given about a 15% cumulative probability by that time.

Development of the non-lethal weapon was viewed as having a very positive recruitment benefit. Also viewed as having positive impact, if they actually happened, were military cutbacks, a police reserve subsidy and national service with a law enforcement option. Police career perception was viewed as volatile, being affected by all of the events examined.

Three types of scenarios were developed. Values established for the normative future included recruitment of people with highly diverse skills and backgrounds, many of whom plan on law enforcement as only a "first" career *en route* to another profession.

Other features were recruitment at public schools of all levels and at all institutes of higher education, regardless of the course of study offered. Also, recruitment sessions at major industries with a history of layoffs or large labor market changes, and with the military. Personal development of human resources was stressed, and acculturation classes assisted in job performance and in dealings within the department. Hiring options allowed a retirement trade-off to cover tuition expenses.

Summary — Section 2 — Strategic Management

A thorough situation audit was conducted, including an examination of the environment and the organization, and stakeholders were carefully identified and discussed. A mission statement was developed, and alternative policies were development through a modified Policy Delphi panel. The following policy was decided upon:

1. The recruitment of top quality personnel is a primary responsibility of every law enforcement professional.
2. The importance of recruitment is recognized publicly by top management, and is formalized through the organizational structure.
3. Persons with common sense, mature judgement and problem-solving skills are actively recruited in institutions of higher education and elsewhere, regardless of their current career ambition, and in such a manner as to help them to eventually achieve that ambition in a subsequent career.
4. Liaisons are maintained to provide law enforcement career information to groups of qualified persons who will be leaving other professional fields based on layoffs, industry changes, contract expirations, etc.

These policies were expanded into an implementation plan, which was presented as the final portion of the strategic management section.

Summary — Section 3 — Transition Management

The critical mass of stakeholders necessary for implementation was identified. The readiness and capability of each was discussed, and a plan was made for moving each to the appropriate level of commitment. Needs were identified as part of the negotiation strategy. A transition management structure was established using the project manager construct. Responsibility charting was explained and demonstrated, and a feedback system was set into motion.

Conclusions

Utilizing only the current applicant pool for law enforcement, the shortage of police officers will threaten our lifestyle by the year 2000. Targeting the alternative applicant pool, those who are qualified but not interested in law enforcement, offers the only adequate source of police officers. Law enforcement should be marketed to the alternative applicant pool as a "first career," allowing them the opportunity to make a good salary, continue their education, and develop as an individual before moving on to another career. Such a recruitment strategy should start out with individual departments, and it will be assisted and coordinated by POST as the trend grows.

As the trend does grow, the possibility of enabling employees to entirely waive retirement benefits in exchange for an increased salary for an established term of employment should be evaluated.

The following actions are among those urged:

Public recognition of recruitment priority by the department manager
Treat all employees as human resources
Create a Personnel Office reporting to the department manager
Assign a ranking project manager
Train all employees to recruit for the department
    Recruit friends, relatives, business contacts
Recruit at all colleges/universities, regardless of course of study
    Market as a first career and school financial aid program
Recruit at the military and industries with major labor force changes
    Market as a secure second career
Build the image of the profession as a long term recruitment tool

Implications/Recommendations

Recruitment may very well be THE issue in law enforcement in the year 2000. Departments in the throes of recruitment problems may find themselves less competitive with departments which are adequately staffed. Those departments who choose to target the alternative applicant pool now may avoid much of the dilemma. Those who choose to wait and see may still be watching as there department passes the point of no return.

Targeting the Alternative Applicant Pool: A Law Enforcement Recruitment Strategy by the year 2000

APPENDIX A — CANDIDATE TRENDS

COST OF COLLEGE EDUCATION
Average total cost, including tuition, fees, books, room and board, for a four-year bachelor's degree program in an accredited California college/university.

COST OF POST-GRADUATE EDUCATION
Average total cost, including tuition, fees, books, room and board, for a three-year post-graduate program in an accredited California college/university.

DISABILITY RETIREMENTS
The percentage of police officers who take disability retirements prior to seniority retirement age.

EMPLOYEE LOYALTY
Average number of years with the same firm for all employees leaving firms voluntarily or for any type of seniority retirement.

HEALTH CARE COST
Average cost for complete health insurance coverage for full-time college/university students in California.

HIGH SCHOOL DROPOUTS
Percentage of high school students who leave school without graduating in southern California.

LONGEVITY
Average lifespan for adults reaching the current age of maturity in the United States.

MAJOR CRIME LEVEL
FBI Part I Offenses exceed 150 per 1,000 population in 25 or more jurisdictions in southern California.

MASS-TRANSIT
Percentage of work force using public or private mass transportation for regular commuting to and from their primary place of employment in southern California.

MILITARY RECRUITING
Number of recruits hired by the combined U.S. Armed Forces.

MILITARY STAFFING
Number of employees for the combined U.S. Armed Forces.

MULTIPLE CAREERS
Average number of separate professions or employment fields in which persons have worked prior to retirement/resignation from the final one.

OFFICER COMMUTE TIME
The average police officer commute time between residence and assigned police station.

OFFICERS KILLED
Number of peace officers killed in the performance of their duties in California.

POLICE APPLICANTS
Number of qualified applicants for available police vacancies.

POLICE CAREER PERCEPTION
The percentage of people entering the work force who view law enforcement as a desirable career.

POLICE VACANCIES
Number of annual vacancies among authorized police positions in California.

POST-GRADUATE STUDENT AID
Average amount of scholarship and grant money awarded to students in a full-time three-year post-graduate program in an accredited California college/university.

PROFESSOR SALARIES
Average total compensation package for graduate and undergraduate professors in their first year as tenured professors in a California state accredited college/university.

PUBLIC SERVICE CAREER PERCEPTION
The percentage of people entering the work force who view public service as a desirable career.

ROBOTICS
Extent to which robotics displace human workers in southern California.

UNDERGRADUATE STUDENT AID
Average amount of scholarship and grant money awarded to students in a full-time four-year bachelor's program in an accredited California college/university.

UNEMPLOYMENT
Unemployment rate in southern California.

Targeting the Alternative Applicant Pool: A Law Enforcement Recruitment Strategy by the year 2000

APPENDIX B — CANDIDATE EVENTS

ABLE BODY WELFARE ELIMINATION
State financial aid is eliminated for all persons who are physically able to work.

AGED SOCIETY
Percentage of California population over Social Security retirement age reaches 20%.

BIRTH RATE
The ratio of births to deaths in the U.S. becomes less than 1.

CASHLESS SOCIETY
A universally accepted credit card becomes legal tender for payment of all debts.

CONSCRIPTION
Conscription is reinstituted to fill the manpower requirements of the Armed Forces.

DISARMAMENT
Private ownership or possession of any firearm is prohibited statewide or nationwide.

DRUG USE DECRIMINALIZED
Incarceration eliminated as a sanction for possession or use of all legally manufactured drugs.

EDUCATION WELFARE REVISION
State financial aid is eliminated for all persons who voluntarily fail to complete high school.

HIGH SCHOOL DROPOUTS
The percentage of students who drop out of high school before graduation reaches 50% or more.

HOUSING COSTS SOAR
Average real estate transaction for a single family dwelling in San Fernando Valley reaches $400,000.

LAW ENFORCEMENT PREREQUISITE FOR LAWYERS
The California State Bar requires five years as a full-time paid peace officer (other civil service optional with a medical waiver) as a prerequisite for admission.

MAJOR CRIME LEVEL
The number of FBI Part I Crimes per 1,000 population exceeds 150 in 25 or more jurisdictions in southern California.

MASS TRANSIT
Opening of inexpensive high speed mass transit system between the San Fernando Valley and the Palmdale/Lancaster or San Bernardino/Redlands area.

NATIONAL SERVICE
National service for a specified time period is mandated for all qualified citizens within a certain age range, with law enforcement service being an optional service.

NON-LETHAL WEAPON
A "paralysis gun" is developed which instantly immobilizes a suspect without lasting effect so that an arrest can be affected without danger to the arresting officer.

PERSONAL EXPERT SYSTEMS
Fully portable computers with expert system software is utilized by five or more law enforcement agencies within California.

PERSONAL IDENTIFICATION NUMBER (PIN)
Personal Identification Number becomes mandatory for adults in California.

POLICE RESERVE SUBSIDY
Substantial state tax credit is given for volunteer service as a reserve police officer.

POST POLICE HIRING
POST takes responsibility for testing, hiring, training, and allocating police officer recruits by quota to fill vacancies in all POST police agencies.

SHORT WORK WEEK
At least ten southern California police agencies schedule police officers on a three-day work week, or a work week of 32 hours or less.

SOCIAL SECURITY AGE INCREASE
The minimum age to receive Social Security benefits based on seniority is increased for both men and women.

TOTAL URBANIZATION
More than 80% of the population of the U.S. lives in Standard Metropolitan Statistical Areas.

VICTIMLESS CRIME
Sanctions eliminated for "victimless" crimes, such as alcohol and drug intoxication, gambling, prostitution and all consensual sex acts among adults.

VIDEO SURVEILLANCE
At least three southern California police agencies eliminate routine police patrol in favor of video or interval camera monitoring of public areas.

WAR DECLARED
Either the United States, Canada or Mexico declares war on any nation, or nuclear weapons are used in a declared or undeclared war between any countries or governments.

MILITARY CUTBACKS
At least three major world powers agree to cut military staffing levels by 25% or more.

APPENDIX C — DELPHI PANELISTS

MODIFIED CONVENTIONAL DELPHI PANEL

#1 Dean of the faculty, business university

#2 Homemaker and community activist

#3 General manager, state peace officer labor organization

#4 Consultant, human resource management specialist

#5 City attorney, member ACLU

#6 Occupational coordinator, high school career center

#7 Director of admissions, university college of law

#8 Out-placement coordinator, human resources department, major aerospace firm

#9 Police academy coordinator, community college

#10 Regional service manager, temporary services employment agency

#11 Commander, U.S. Army Recruitment Battalion

#12 Accounting operations supervisor, Public Employee Retirement System specialist

MODIFIED POLICY DELPHI PANEL

#1 Division manager, city police department

#2 Bureau commander, city police department

#3 General manager, state peace officer labor organization

#4 Director of admissions, university college of law

#5 Medical student (3rd year), former American Medical Association staff

#6 City attorney

REFERENCES

Arthur, Caroline "Openers: Every Number Tells a Story" American Demographics Ithaca, N.Y. Vol. 10, No. 3, March, 1989.

Berner, Dr. John "What We Know About Recruitment: Results of Two Recent POST Surveys" Presentation documented in "POST SYMPOSIUM ON RECRUITMENT: Summary of Proceedings" Appendix D, California Commission on Peace Officer Standards and Training June, 1989.

Bock, Walter H. and Michael A. Meyers "Law Enforcement in the year 2000" California Peace Officer September, 1989.

Carter, David L. and Allen Sapp The State of Police Education: Critical Findings A report by Police Executive Research Forum, 2300 M Street, N.W., Suite 910, Washington, D.C. 90037, 1988 (PERF is the national professional association of chief executives of large city, county and state police departments.).

Cetron, Marvin J. "Class of 2000" The Futurist November-December, 1988.

Cetron, Marvin J.; Rocha, Wanda; Luckins, Rebecca "Into the 21st Century, Long-term Trends Affecting the United States" The Futurist World Future Society, Bethesda, MD., July-August, 1988.

Christian, Susan "Late-Life Career Changes" Los Angeles Times, Los Angeles, CA, Part 3, p. 23. September, 17, 1989.

Clements, John "A Law Enforcement Administrator's Perspective of Recruitment Needs" Presentation documented in "POST SYMPOSIUM ON RECRUITMENT: Summary of Proceedings" Appendix D, California Commission on Peace Officer Standards and Training June, 1989.

Cunningham, S. A. "Human Resource Management in the 21st Century" The Police Chief International Association of Chiefs of Police, April, 1989.

Edmondson, Brad "Why Adult Education is Hot" American Demographics, Ithaca, N.Y., Vol. 10, No. 2, February, 1988.

Enslen, James D. How will the Smaller Police Department Meet Its Recruitment Needs in the next Ten Years? (Command College Paper) California Commission on Peace Officer Standards and Training, 1988.

Foreman, Glenn "Recruitment Practices of the U.S. Army" Presentation documented in "POST SYMPOSIUM ON RECRUITMENT: Summary of Proceedings" Appendix D, California Commission on Peace Officer Standards and Training June, 1989.

Gollner, Philipp "Occasional Officers" Los Angeles Times October 29, 1989.

Griggs, Lewis "Recruiting From A Multicultural Workforce" Presentation documented in "POST SYMPOSIUM ON RECRUITMENT: Summary of Proceedings" Appendix D, California Commission on Peace Officer Standards and Training June, 1989.

"Future Scan" Security Pacific National Bank—Futures Research Division, Los Angeles, CA. No. 462, December 30, 1985.

Gordon, Larry "Higher Education" Los Angeles Times August 10, 1989.

Hill, Jim, Executive Director "Signals of Change" Information Resource Package, The Trimtab Consulting Group, Los Angeles, CA 1985.

Jamieson, David Ph.D. "Changing Workforce Values: Implications for Recruitment and Retention" Presentation documented in "POST SYMPOSIUM ON RECRUITMENT: Summary of Proceedings" Appendix D, California Commission on Peace Officer Standards and Training June, 1989.

"Legislating National Service" Legislative analysis paper for conference by National League of Cities, March 13, 1989.

Lieberman, Paul "Gates, Block Oppose U.S. Plan for ROTC-Like 'Police Corps'" Los Angeles Times, Metro News October 19, 1989.

Link, Tony "Blue knights' shield loses proud gleam" Daily News L.A. Life, September 27, 1989.

Maskovich, Joseph L. How Can Law Enforcement Effectively Recruit College Students by the Year 2000? (Command College Paper) California Commission on Peace Officer Standards and Training, 1988.

Meeks, W. D. What Is The Future of Psychological Profiling in the Recruitment of Law Enforcement Personnel by the Year 2001? (Command College Paper) California Commission on Peace Officer Standards and Training, 1987.

Metts, James R. "The Police Force of Tomorrow" The Futurist World Futures Society, Bethesda, MD., October, 1985.

Murray, Ronald L. What Effect Will the Shrinking Work Force Have on Law Enforcement in Recruiting Qualified Candidates by the Year 2000? (Command College Paper) California Commission on Peace Officer Standards and Training, 1987.

"Outlook '87 and beyond" World Future Society, Bethesda, MD. 1986.

Perry, Dr. Manuel "Strategic Human Resource Opportunity" Presentation documented in "POST SYMPOSIUM ON RECRUITMENT: Summary of Proceedings" Appendix D, California Commission on Peace Officer Standards and Training June, 1989.

Peters, Tom "Rate Your Firm on These 18 Emerging Realities" Washington Business Journal January 23, 1989, p. 10.

"POST SYMPOSIUM ON RECRUITMENT: Summary of Proceedings" California Commission on Peace Officer Standards and Training June, 1989.

Pugh, George M. "The Good Police Officer: Qualities, Roles and Concepts" Journal of Police Science and Administration Vol. 14, No. 1. March, 1986.

Riche, Martha Farnsworth "America's New Workers" American Demographics Ithaca, N.Y. February, 1988.

Rodriguez, Matt L. "The Acquisition of High Technology Systems by Law Enforcement" FBI Law Enforcement Bulletin December, 1988.

"Senate OKs Police Corps" Crime Control Digest Washington Crime News Services Vol. 23, No. 38, September 25, 1989.

Schwartz, Joe "Learning and Earning" American Demographics February, 1988.

"Social and Technological Forecasts for the Next 25 Years" World Future Society, 4916 St. Elmo Ave. Bethesda, MD 20814, 1988.

Trekell, Howard "What Role Can A Public School Play?" Presentation documented in "POST SYMPOSIUM ON RECRUITMENT: Summary of Proceedings" Appendix D, California Commission on Peace Officer Standards and Training June, 1989.

Wallace, Lane "Police contracts becoming vogue" Watsonville (CA) Register-Pajoronian March, 18, 1987.

Targeting the Alternative Applicant Pool:
A Law Enforcement Recruitment Strategy by the year 2000

BIBLIOGRAPHY

Amante, Liz "Help Wanted: Creative Recruitment Tactics" Personnel Vol. 66, No. 10. October, 1989, 32ff.

Burby, Jack "The Master Planners" Los Angeles Times Magazine August 6, 1989, p. 11.

Burns, Robert "Working Out at Work" Los Angeles Times, Los Angeles, CA, Part 3, p. 27. September, 17, 1989.

Cook, Tom and Metts, James "A Police Officer's Day in 2001: A Futuristic Scenario" The Futurist World Futures Society, Bethesda, MD., October, 1985, p. 34.

Edmondson, Brad "Why Adult Education is Hot" American Demographics, Ithaca, N.Y., Vol. 10, No. 2, February, 1988, p. 40-41.

Flamholtz, Eric G., Yvonne Randle and Sonja Sackmann. "Personnel Management: The Tenor of Today" Personnel Journal June 1987, p.64.

Halcrow, Allan (Ed.) "Anatomy of a Recruitment Ad" Personnel Journal Vol. 64, No. 8. August, 1985, p. 64ff.

Jamieson, David W., Ph.D. "Recruiting from a changing workforce" PACESETTER California Commission on Peace Officer Standards and Training, December, 1986, p. 3.

Lawlor, Julia "Two-career couples: Your city or mine?" USA Today February 23, 1988.

Levinson, Harry "A second career: the possible dream" Harvard Business Review May-June, 1983, p. 123.

Magnus, Margaret (Ed.) "Recruitment Ads at Work" Personnel Journal Vol. 64, No. 8. August, 1985, p. 42ff.

McChesney, Kathleen "Law Enforcement Recruiting, Strategies for the 1980's" FBI Law Enforcement Bulletin Vol. 55, No. 1. January, 1986, p. 11ff.

McLaughlin, Vance and Robert L. Bing III "Law Enforcement Personnel Selection: A commentary" Journal of Police Science and Administration Vol. 15, No. 4. December, 1987, p. 271ff.

Meagher, M. Steven and Nancy A. Yentes "Choosing a Career in Policing: A Comparison of Male and Female Perceptions" Journal of Police Science and Administration Vol. 14, No. 4. 1986, p. 320 ff.

Meays, Bart, and Ross, David "Strategic Management and Population Change" Public Management. August, 1985.

Palmiotto, Michael J. "Agency and Student Perception of a Law Enforcement Internship" Journal of Police Science and Administration Vol. 12, No. 1. 1984, p. 59.

Peterson, Karen S. "Women enjoy a job's challenge the most" USA Today December 17, 1987.

Rinella, Sal D. and Robert J. Kopecky, Ph.D. "Recruitment: Burger King Hooks Employees with Educational Incentives" Personnel Journal Vol. 68, No. 10. October, 1989 p. 90ff

Rohlfes, Tony "Recruiting for Specialized Police Positions" Journal of California Law Enforcement Vol. 22, No. 2, 1988, p. 44ff.

Schreiner, Tim "West: Breaking New Ground" American Demographics, Ithaca, N.Y., Vol. 10, No. 2, February, 1988, p. 53.

Slater, Harold R. and Martin Reiser "A Comparative Study of Factors Influencing Police Recruitment" Journal of Police Science and Administration Vol. 16, No. 3, September, 1988, p. 168ff.

Stewart, Robert W. "Dornan, Liberals Back 'Police Corps' Bill" Los Angeles Times July 13, 1989.

Trombley, Martin and William P. Browne "Expanding Your Talent Base: Using Local Universities to Help You Mange" The Police Chief International Association of Chiefs of Police Vol L, No. 11 November, 1983 p. 55ff

Unsinger, Peter C. "Internships for Law Enforcement: Some Good and Some Bad Aspects" Journal of California Law Enforcement Vol. 21, No. 2. 1987.

"Who is hiring the officers you train?" POST Scripts California Commission on Peace Officer Standards and Training, December, 1986, p. 3.