

110415 MFG ✓

**WHAT EFFECT WILL
THE SHRINKING WORKFORCE
HAVE ON LAW ENFORCEMENT
IN RECRUITING QUALIFIED
CANDIDATES BY THE YEAR
2000 ?**

**AN
INDEPENDENT STUDY**

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

**NCJRS
APR 6 1988
ACQUISITION**

110415

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material in micro-
fiche only has been granted by
California Commission on Peace Officer

Standards and Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

Copyright 1987
California Commission on Peace Officer
Standards and Training

WHAT EFFECT WILL
THE
SHRINKING WORK FORCE
HAVE ON
LAW ENFORCEMENT
IN
RECRUITING QUALIFIED
CANDIDATES
BY THE YEAR
2000?

AN
INDEPENDENT STUDY

By
Ronald L. Murray
Command College
Class V
December, 1987

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

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

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

TABLE OF CONTENTS

	<u>Page</u>
Executive Summary	i
Project Background	1
Police Executive Research Forum - Study of California	4
Structuring the Problem.	10
Methodology	12
Emerging Trends	12
Critical Events	16
Forecast Scenarios	23
Policy Considerations	31
Strategic Plan	35
Situation	36
Environment	36
Capability Analysis	39
Future Adaptability	40
Mission Statement	41
Stakeholder Identification and Analysis	42
Execution	50
Administration and Logistics	55
Planning System	58
Transition Plan	61
Present State	61
Future State	62
Transition Mechanism	63
Critical Mass	64

Conclusion	69
Negotiations	70
Technologies	73
Conclusion	77
End Notes	81
Bibliography	82
Personal Interviews	86
Assessment Group	87

ILLUSTRATION GRAPHS

	<u>Page</u>
Futures Wheel	11A
Trend Evaluations	15A
Trend One - Shrinking Fiscal Resources	15B
Trend Two - Negative Social Changes	15C
Trend Three - Change Selection Recruitment Process	15D
Trend Four - Work Force Demographics	15E
Trend Five - Retention	15F
Event Evaluation Form	17A
Cross Impact Analysis	17B
Certainty of Assumption	49A
Planning System Matrix	59A
Commitment Analysis	65A

EXECUTIVE SUMMARY

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

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

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

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

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

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

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

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

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

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

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

"WHAT EFFECT WILL THE SHRINKING WORK FORCE
HAVE ON LAW ENFORCEMENT IN RECRUITING QUALIFIED
CANDIDATES BY THE YEAR 2000?"

PROJECT BACKGROUND

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

Quoted from Police Passages.

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

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

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

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

Qualified candidates entering the profession are hard to find. The average is one candidate for every 100 persons who apply. As the younger age group shrinks, it will become even more difficult to attract and recruit qualified people into law enforcement. Therefore, law enforcement agencies are going to have to change their traditional approach towards recruiting. They will have to

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

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

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

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

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

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

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

The Police Executive Research Forum Study

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Structuring the Problem

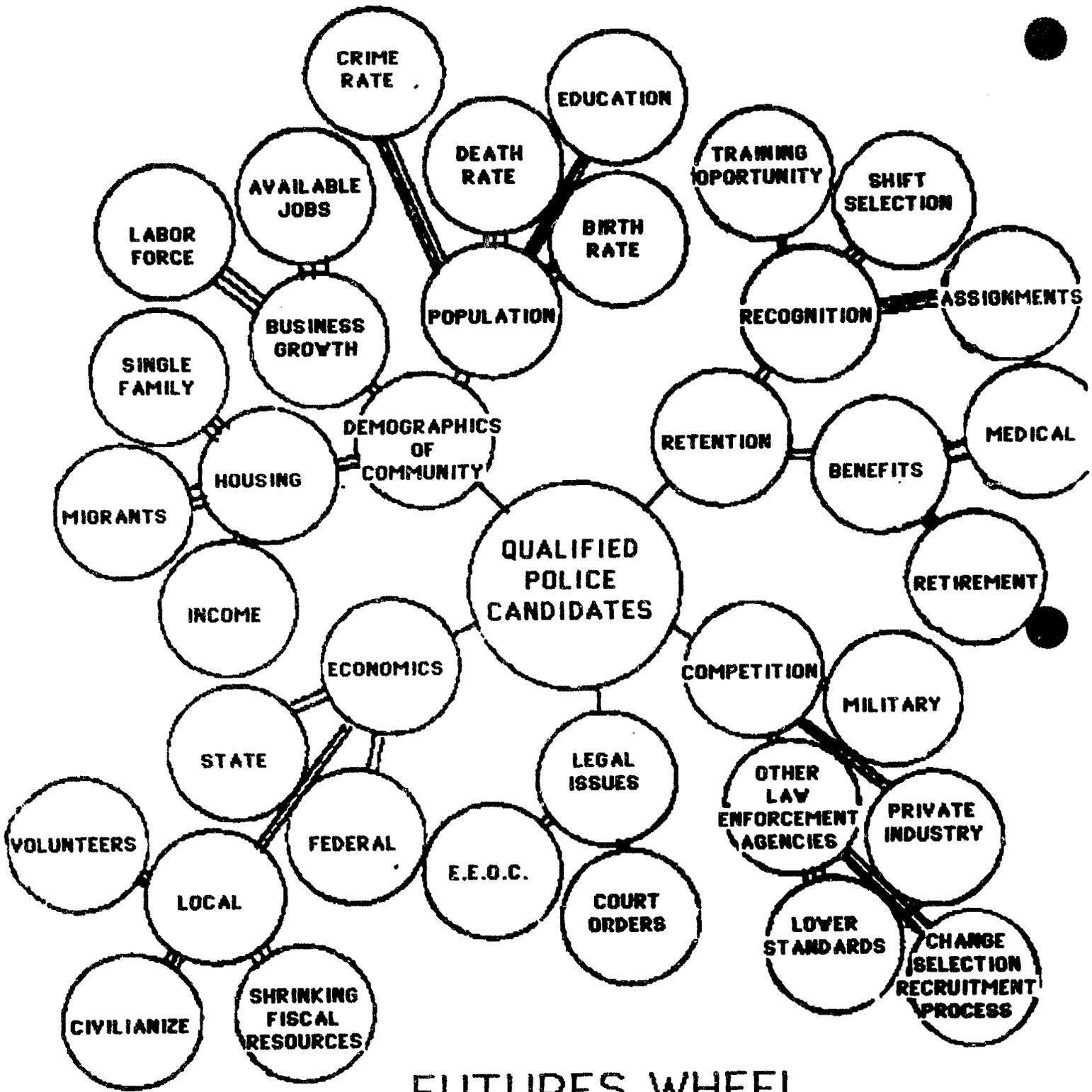
Many recent studies have indicated that the medium age of the United States is increasing. The baby boomers of the 40's and 50's are reaching middle age, and they are not having children in the numbers their parents and grandparents did. According to U.S. Census Bureau, the average number of children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

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

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

Chart number 1

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



FUTURES WHEEL

Methodology

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

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

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

Emerging Trends

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

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

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

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

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

4. Work force demographics

5. Retention

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

TREND EVALUATION FORM

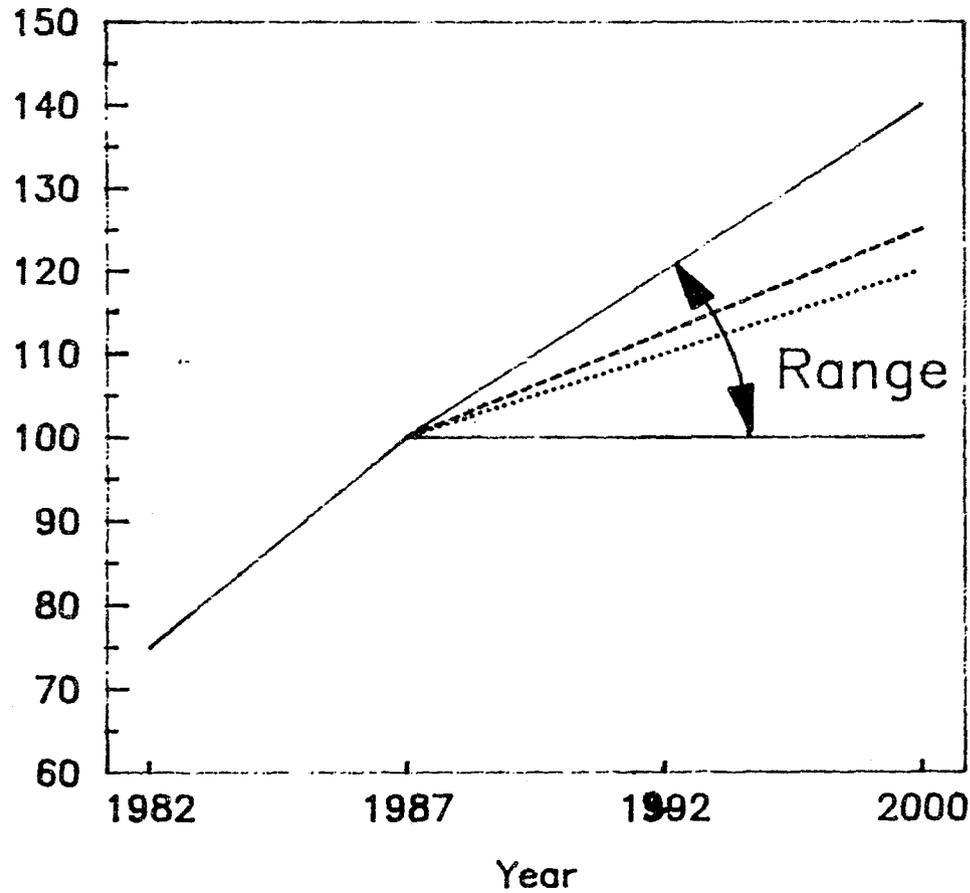
Subgroup: _____

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

Form 4.2

Shrinking Fiscal Resources

Percentage



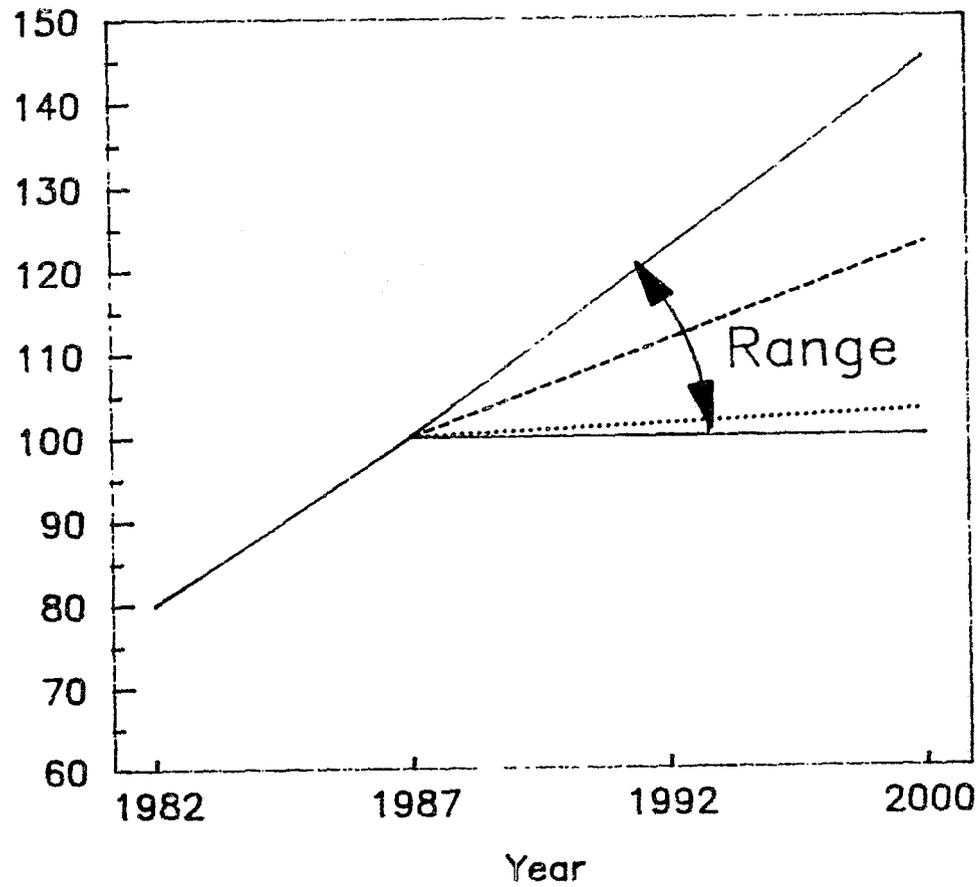
--- Will Be

..... Should Be

Range

Negative Social Changes

Percentage



----- Will Be

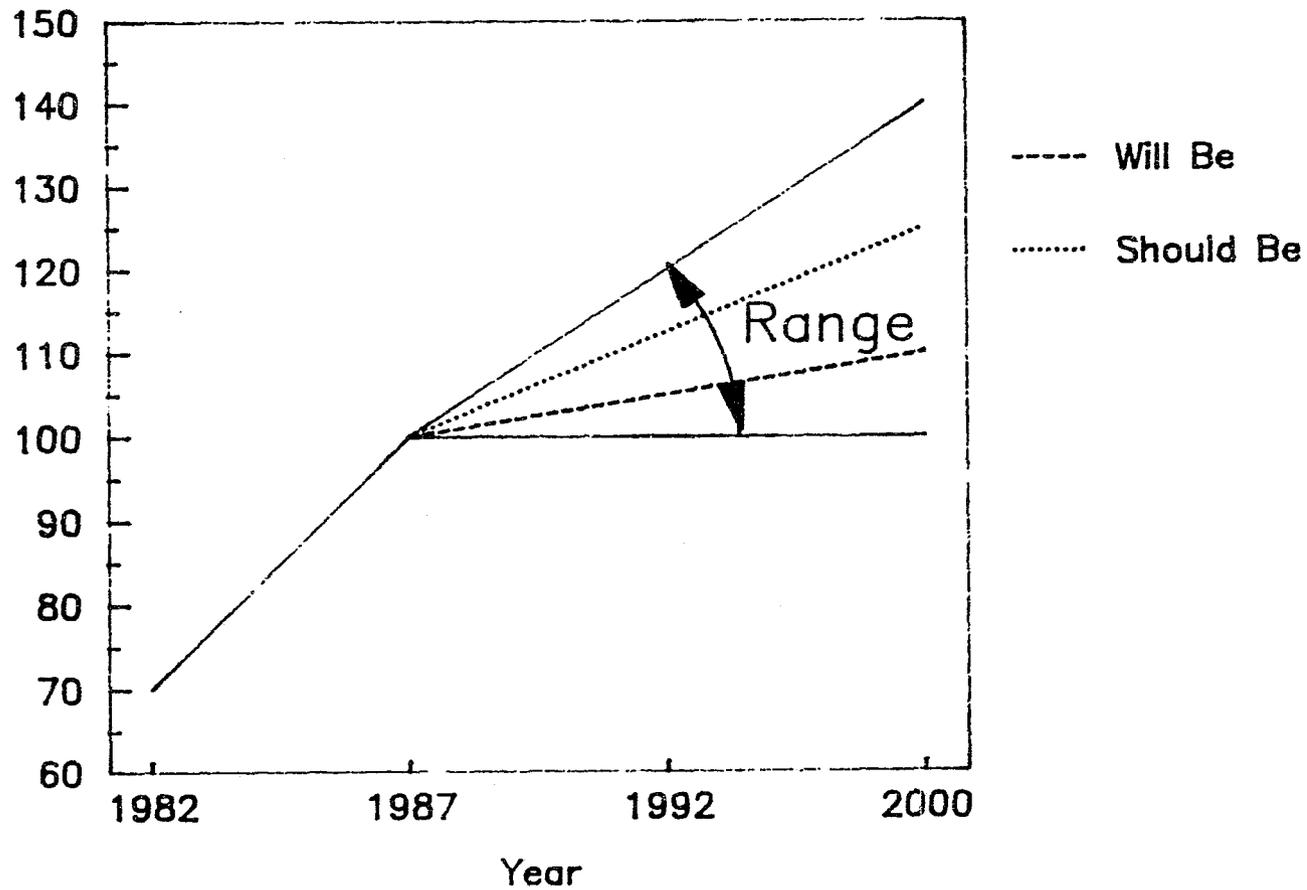
..... Should Be

Range

Change Selection Recruitment Process

Percentage

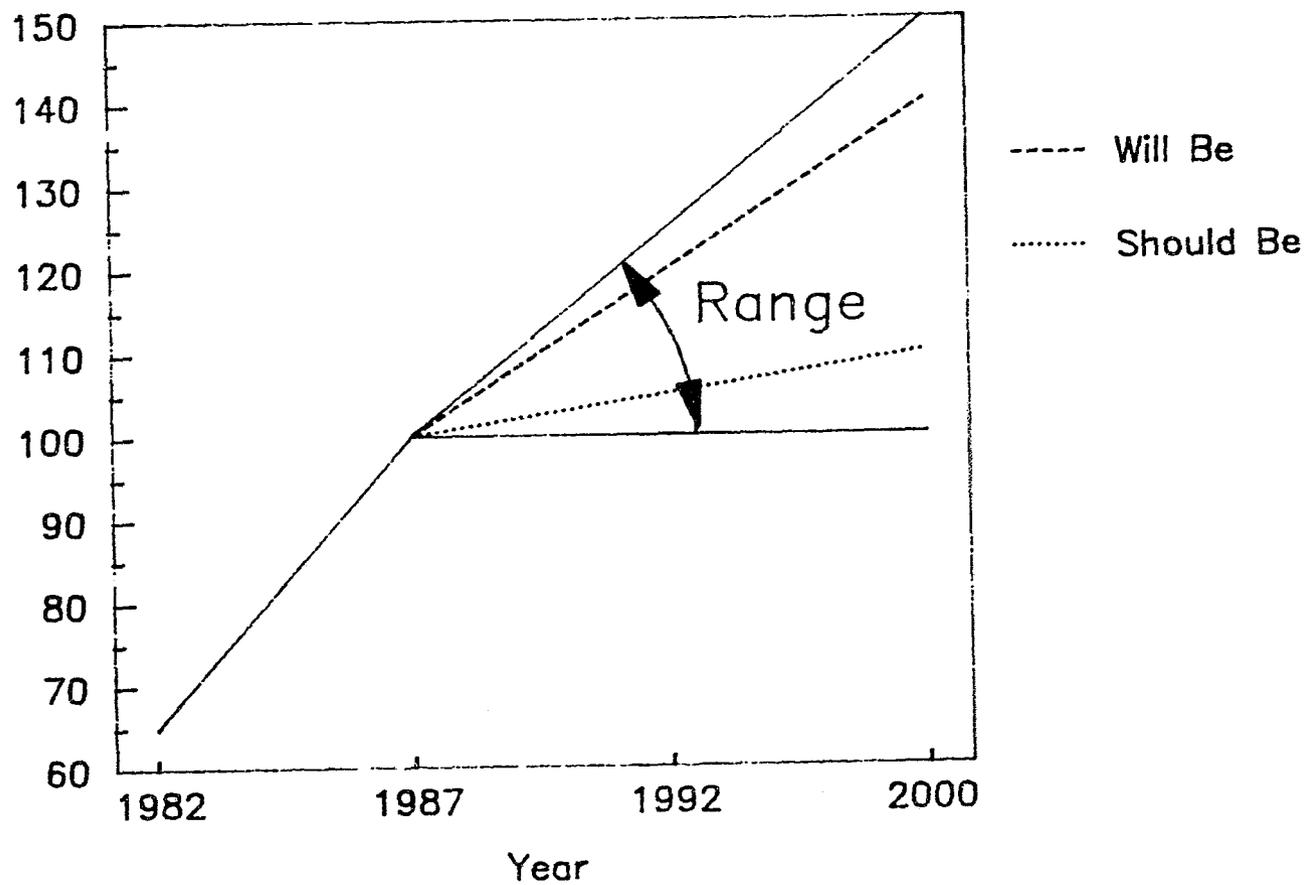
-15D-



Workforce Demographics

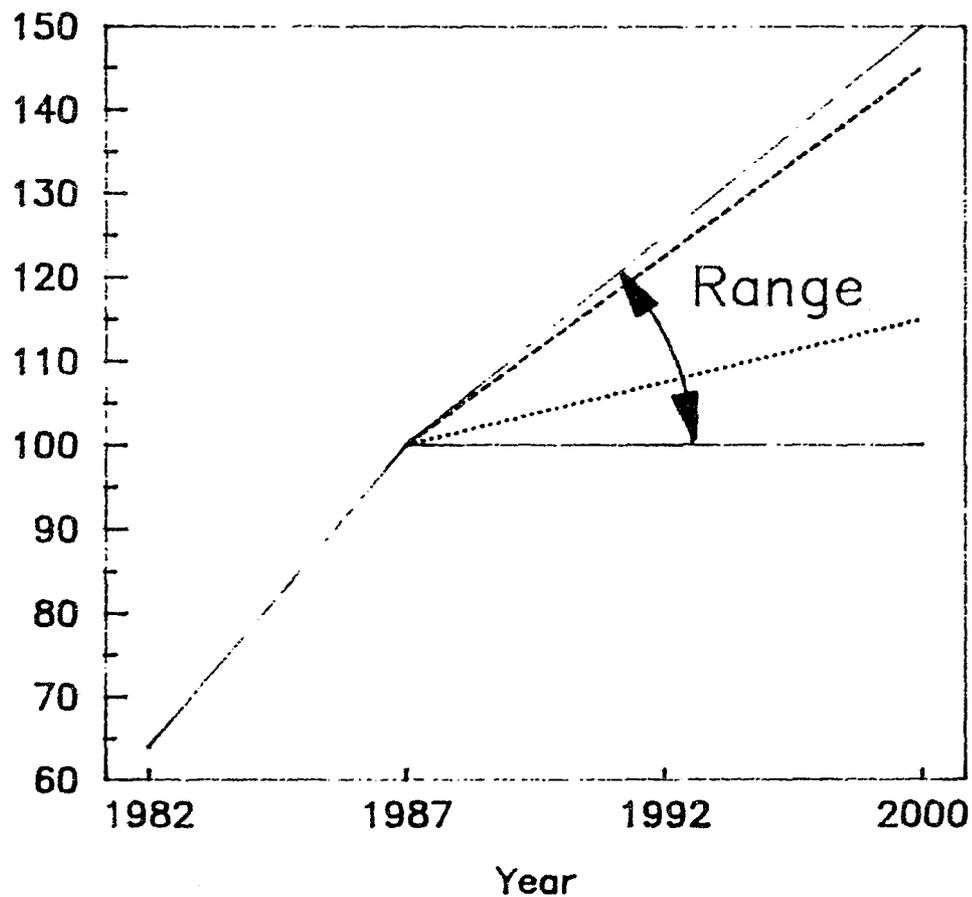
Percentage

-15E-



Retention

Percentage



--- Will Be

..... Should Be

Critical Events

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

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

These events and their probability of occurrence are listed below.

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

4. Federal Labor Standards Act rules to standardize law enforcement benefits, i.e., wages, hours.

5. California Supreme Court rules polygraph illegal for screening of entry level applicants.

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

EVENT EVALUATION FORM

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

Form 5.1

CROSS-IMPACT EVALUATION FORM

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

							TRENDS				
		1	2	3	4	5	1	2	3	4	5
1	80	X	0	0	+2	2	+3	0	+4.5	0	-.5
2	71	0	X	-5	-3	-2	-5	4	0	-5	2
3	47	3.5	0	X	0	0	-2	-2.2	-3	-5	2
4	65	3.4	0	0	X	5	-1	1	1.5	0	2.5
5	34	0	2.5	6	0	X	2	5	2	0	-1.2

SHORTAGE OF QUALIFIED CANDIDATES

CONSERVATIVE U.S. SUPREME COURT

IMMIGRATION QUOTAS PACIFIC RIM UP BY 80%

F.L.S.A. RULES ON BENEFITS

POLYGRAPH ILLEGAL ENTRY LEVEL

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

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

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

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

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

Event #2

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

Event #3

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

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

Event #4

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

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

Event #5

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

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

FORECAST SCENARIOS

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

Scenario 1 - Desired and Attainable

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

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

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

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

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

Scenario 2 - Slice of Time

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

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

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

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

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

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

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

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

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

Scenario #3 - Demonstration Narrative

3 Mar 1999

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

standards might be lowered to make more candidates available. Court decisions had also set hiring quotas regarding minorities and females for some agencies. Fiscal resources would be reduced and standards changed for police officers.

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

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

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

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

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

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

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

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

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

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

Policy Considerations

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

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

1. Budget constraints - Financial planning is the key to providing the level of service specifically related to the changing issues of the community. As tax dollars are closely monitored by the public, alternatives must be considered to identify the most effective and efficient method to do the job.

2. Personnel - As money issues develop and the lack of qualified police candidates increase, law enforcement agencies are going to have to pool their resources and expertise to locate and hire the most knowledgeable and motivated individuals possible to the police service.

3. Competition - Law enforcement will have to stay competitive in their salary, benefits, and ability to recruit. They can no longer sit back and wait for candidates to come to them. An aggressive recruitment program must be established and maintained. Boundaries must be expanded and innovative ideas and methods developed to attract the best people to the field.

4. Private Industry Assistance - In addition to the inhouse experts, it would be beneficial to locate and use the best knowledgeable individuals from the private sector to help in addressing and understanding the recruiting of qualified personnel into the law enforcement field.

5. Training - A program should be developed for all officers regarding the special and unique needs of the community. Active involvement by department personnel in local and four year colleges is recommended. With the technical advancements occurring in law enforcement, a higher level of education will be required. Specialization will also require additional training. Recruiters must bring the best qualified candidates to the organization.

6. Selection and Retention - Staff should continually evaluate the standards for new officers and adjust them to meet the changing needs of the community. They should also initiate ongoing programs to develop their personnel and acknowledge their achievements. A management style to best project the desire for continued excellence and allow for maximum input from all members of the organization should also be developed.

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

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

Citizen Negotiation

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

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

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

Management Structure

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

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

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

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

Technologies

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

Meeting One - Orientation

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

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

Meeting Two - Transition Planning

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

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

- This meeting will also address

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

Meeting Three - Implementation - One month later.

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

Technology Conclusion

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

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

Conclusion

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

END NOTES

1. Stratton, John G., Police Passages, Glennon Publishing Co.,
p. 26, July 1984
2. Police Executive Research Forum, Task Force Report Recruiting
Qualified Police Applicants, Problems and Responses, 1987

BIBLIOGRAPHY

- Barnabas, Bentley. Profile of a good police officer. LAW AND ORDER, 24(5):32-44, May 1976.
- Barton, Michael F. Polygraph as a police pre-employment selection tool. POLYGRAPH, 3(4):401-416, December 1974.
- Beckman, Eric. Police career planning among university students: the role of agencies' perceived reputations. POLICE STUDIES, 3(1):34-41, Spring 1980.
- Booth, Walter S. and Hornick, Chris W. Physical ability testing for police officers in the 80s. POLICE CHIEF, THE, 51(1):39-41, January 1984.
- Brizzolara, E. J. The selection of police personnel. JOURNAL OF CALIFORNIA LAW ENFORCEMENT, 15(3):115-116, Summer 1981.
- Burbeck, Elizabeth. The recruit selection interview (Great Britain). POLICE JOURNAL, THE, 58(3):233-242, July/September 1985.
- Carpenter, Bruce N. and Raza, Susan M. Personality characteristics of police applicant: comparisons across subgroups & ... other populations. JOURNAL OF POLICE SCIENCE AND ADMIN., 15(1):10-17, March 1987.
- Carter, James E. Job pool: a good administrative tool. POLICE CHIEF, THE, 47(1):30-31, January 1980.
- Carr, Adam F. The use of field performance measures to validate police selection criteria. JOURNAL OF POLICE SCIENCE AND ADMIN., 7(2):211-214, June 1979.
- Conser, James A. A case for state mandated minimum selection standards for police officers. PUBLIC PERSONNEL MANAGEMENT, 7(2):135-147, March/April 1978.
- Crosby, Andrew. The psychological examination in police selection. JOURNAL OF POLICE SCIENCE AND ADMIN., 7(2):215-290, June 1979.

- Dickson, Billy. Pre-employment polygraph screening of police applicants. FBI LAW ENFORCEMENT BULLETIN, 55(4):7-9, April 1986.
- Dunaway, John A. Police officer selection in the medium-sized department. POLICE CHIEF, THE, 47(1):42-43, January 1980.
- Ellis, Katherine W. and Marshall, William J. and Fornelius, Bruce A. A comprehensive selection and training program for a medium-sized police department. POLICE CHIEF, THE, 51(10):32-37, October 1984.
- Gibson, John. Validation of minimum qualifications. PUBLIC PERSONNEL MANAGEMENT, 6(6):447-451, November/December 1977.
- Gruber, Gerald. The police applicant test: a predictive validity study. JOURNAL OF POLICE SCIENCE AND ADMIN., 14(2):121-129, June 1986.
- Hughes, V. W. Pre-service training for police recruits. JOURNAL OF CALIFORNIA LAW ENFORCEMENT, 14(3):127-130, January 1980.
- Inwald, Robin E. Administrative, legal, and ethical practices in the psychological testing of law enforcement officers. JOURNAL OF CRIMINAL JUSTICE, 13(4):367-372, 1985.
- Johnson, Leslie. I consent to this decree ... CALIFORNIA PEACE OFFICER, THE, 1(2):15-19, June 1981.
- Koehler, Richard J. Drug and narcotic screening of police personnel. POLICE CHIEF, THE, 53(3):74-82, March 1986.
- Kohn, Mervin. Hiring college graduates through off-campus selection interviewing. PUBLIC PERSONNEL MANAGEMENT, 4(1):23-30, January/February 1975.
- Lawson, Daniel L. A historical and contemporary review of police candidate quality. JOURNAL OF CALIFORNIA LAW ENFORCEMENT, 18(1):1-5, Winter 1984.
- Learned, Karle E. Police selection procedures. LAW AND ORDER, 24(5):68-72, May 1976.

- Malinowski, Frank A. Test and passing points in state and municipal agencies. PUBLIC PERSONNEL MANAGEMENT, 9(4):274-277, 1980.
- McChesney, Kathleen. Law enforcement recruiting: strategies for the 1980's. FBI LAW ENFORCEMENT BULLETIN, 55(1):11-18, January 1986.
- McReedy, Kenneth R. Selection practices and the police role. POLICE CHIEF, THE, 41(7):41-43, July 1974.
- Meagher, M. Steven and Yentes, Nancy A. Choosing a career in policing: a comparison of male and female preceptions. JOURNAL OF POLICE SCIENCE AND ADMIN., 14(4):320-327, December 1986.
- Morgan, James P. The use of age by law enforcement policymakers as a predictor of performance. JOURNAL OF POLICE SCIENCE AND ADMIN., 8(2):166-172, June 1980.
- Musgrave, C. Thomas and Stephenson, Bud. Moral development of individuals selecting careers in law enforcement: implications for selection ... JOURNAL OF POLICE SCIENCE AND ADMIN., 11(3):358-362, September 1983.
- Neumann, Gail, et al. Job related tests and police selection procedures. POLICE CHIEF, THE, 41(2):43-45, February 1974.
- Nichols, Joel T. A forgotten resource. LAW AND ORDER, 30(10):47-48, October 1982.
- Poland, James M. Police selection methods and the prediction of police performance. JOURNAL OF POLICE SCIENCE AND ADMIN., 6(4):374-393, December 1978.
- Robinson, Clarence G. and Titunik, Ira and Dann, Lea C. Medical standards for police officers at the entry level. POLICE CHIEF, THE, 53(3):52-58, March 1986.
- Schacter, Hindy Lauer. Job related examinations for police: two developments. JOURNAL OF POLICE SCIENCE AND ADMIN., 7(1):86-89, March 1979.
- Schowengerdt, George C. and Robinson, Debra A. G. Officer selection: an important process for small departments. FBI LAW ENFORCEMENT BULLETIN, 52(12):10-12, December 1983.

Siatt, Wayne. What companies are doing about employee screening and testing. SECURITY WORLD, 19(4):29-41, April 1982.

Sodaro, Charles J. Law enforcement selection processes: a time for change. COMMAND COLLEGE PAPER, ():54 p., 1986. (CC:Sodaro)

Sparling, Cynthia L. The use of education standards as selection criteria in police agencies: a review. JOURNAL OF POLICE SCIENCE AND ADMIN., 3(3):332-335, September 1975.

Steinman, Michael and Eskridge, Chris. The rhetoric of police professionalism. POLICE CHIEF, THE, 52(2):26-29, February 1985.

Swanson, Karel A. and Herbert, Samuel A. and Mathis, R. William. Pre-employment evaluation of lateral transfers. LAW AND ORDER, 32(2):35-42, February 1984.

Territo, Leonard and Walker, Onnie. Coordination and consolidation of the police personnel selection process. FBI LAW ENFORCEMENT BULLETIN, 51(4):8-10, April 1982.

Topp, Bruce W. and Kardash, Carol Anne. Personality achievement and attrition: validation of a multiple-jurisdiction police academy. JOURNAL OF POLICE SCIENCE AND ADMIN., 14(3):234-241, September 1986.

Vaughn, Jerald. A case for consolidated police recruitment and testing. POLICE CHIEF, THE, 46(7):28-31, July 1979.

Walker, Donald B. The relationship between social research and public policy: the case of police selections processes. AMERICAN JOURNAL OF POLICE, 5(1):1-22, Spring 1986.

Wilson, David A. The police applicant: another look at candidate screening. LAW AND ORDER, 28(1):70-71, January 1980.

A cooperative program for peace officer recruitment and selection. POLICE CHIEF, THE, 51(11):45, November 1984.

Centralized law enforcement recruitment. POLICE CHIEF, THE, 51(11):44, November 1984.

PERSONAL INTERVIEWS

Robert Norman
Chief
Foster City Police Department
Foster City, California

Lewis Pollack
Captain
San Leandro Police Department
San Leandro, California

Peter Ward - Master Chief
Recruiter
United States Coast Guard
Alameda, California

Jerry Wright
Lieutenant
Santa Clara Police Department
Santa Clara, California

ASSESSMENT GROUP

Sandra Cortez
Sergeant
Personnel Unit
Fremont Police Department
Fremont, California

Larry Lundin
Personnel Manager
Singer Dalmo Victor Div.
Belmont, California

Donald Marshall
Chairman
California Law Enforcement Association of Recruiters
Fremont, California

Robert Shusta
Lieutenant
Concord Police Department
Concord, California

Karen Weber
Personnel Director
East Bay Regional Park District
Oakland, California