

MF 2  
114082

114082

WHAT IS THE FUTURE OF PSYCHOLOGICAL PROFILING  
IN THE RECRUITMENT OF LAW ENFORCEMENT  
PERSONNEL BY THE YEAR 2001?

AN INDEPENDENT STUDY PROJECT BY  
W.D. MEEKS

COMMAND COLLEGE  
CLASS V

NCJRS  
OCT 27 1988  
ACQUISITIONS

NOVEMBER, 1987

114082

**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 microfilm only has been granted by

California Commission on Peace  
Officer Standards & 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**

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

TOPIC	PAGE NUMBER
I. EXECUTIVE SUMMARY.....	0
II. INTRODUCTION.....	6
III. METHODOLOGY.....	10
IV. STUDY OBJECTIVES.....	12
V. LITERATURE SCAN.....	13
VI. DEFINING THE FUTURE.....	31
A. NOMINAL GROUP TECHNIQUE.....	31
B. FUTURE'S WHEEL.....	32
C. TRENDS.....	33
D. GRAPH OF TRENDS.....	35
E. CRITICAL EVENTS.....	38
F. EVENT EVALUATION FORM.....	39
G. CHART ONE - CROSS-IMPACT ANALYSIS.....	39
H. CHART TWO - CROSS-IMPACT EVALUATION FORM....	40
I. CHART THREE - EVENT ANALYSIS SUMMARY.....	40
J. SCENARIOS.....	44
K. POLICY STATEMENTS.....	53
VII. STRATEGIC PLAN.....	56
A. TREND ANALYSIS.....	56
B. CAPABILITY ANALYSIS OVERVIEW.....	58
C. STAKEHOLDERS.....	59
D. ASSUMPTIONS.....	60
E. GRAPH OF STAKEHOLDER ASSUMPTIONS.....	61
F. MISSION STATEMENT.....	63
G. RECOMMENDED STRATEGIES.....	64
H. INTERNAL CAPABILITY ANALYSIS CHART.....	68
VIII. IMPLEMENTATION PLAN.....	70
A. IMPLEMENTATION.....	70
B. STAKEHOLDER NEGOTIATION AREAS.....	71
C. NEGOTIATION STRATEGY.....	74
IX. TRANSITION PLAN.....	82
A. CRITICAL MASS.....	82
B. COMMITMENT ANALYSIS.....	83
C. ASSESSMENT OF CRITICAL MASS.....	83
D. MANAGEMENT STRUCTURE.....	88
E. SUPPORTING TECHNOLOGY.....	89
X. SUMMARY.....	92
XI. APPENDIX.....	96
A. TRENDS.....	96
B. EVENTS.....	98
C. STAKEHOLDERS.....	99
D. FOOTNOTES.....	100
E. BIBLIOGRAPHY.....	103

## EXECUTIVE SUMMARY

According to a 1986 Field Survey conducted by the California Commission on Peace Officer Standards and Training, the number one concern of law enforcement chief executives was recruitment. Recruitment encompassing not only being able to interest people into law enforcement as a career, but being able to recruit the right person into law enforcement. One aspect of recruitment is the importance of valid and reliable screening procedures for police applicants. The utilization of peace officer applicant psychological assessment procedures has been an emerging issue for law enforcement for the last several decades. A survey of California law enforcement agencies conducted in 1987 reported that seventy-two percent of the responding agencies utilized entry-level psychological screening processes. More recently the California Commission on Peace Officer Standards and Training completed a similar survey and found that seventy-six percent of the responding agencies conducted such testing.<sup>1</sup>

The application of these pre-employment screening procedures has seriously impacted the number of incidents and individuals who would have likely engaged in unacceptable behavior after employment. The actions of these individuals, while they are an embarrassment to the organization, often incur substantial financial responsibility for the hiring agency. The effort to legitimize the concept of psychologically profiling the ideal police officer and correlating recruitment to these standards has emerged as a continuum of this screening process to assist in alleviating these concerns.

The use of psychological profiling in the selection of law enforcement personnel is presently a questionable concept wherein many involved fail to agree upon its feasibility. Interest in the program is often for either selfish or self-serving reasons and undoubtedly will entail a degree of notoriety and serious financial gain when finally determined to be accurate and reliable. The use of valid psychological profiling standards in the recruitment of law enforcement personnel could result in tremendous monetary savings to all organizations through the partial alleviation of early retirements and retraining costs.

This study concludes that psychological "profiling" entails a more effective and efficient method of selection other than merely "screening out" the psychopaths. In addition to "screening out" those applicants with severe psychosis, profiling will enable the identification of those characteristics most conducive to a successful career in law enforcement. A process of "selecting in" those individuals with favorable personality traits will become a recognized practice. By utilizing objective and measurable indicators of performance and potential, the turnover in law enforcement personnel will be greatly reduced. This will ultimately result in enormous operating cost savings to all law enforcement agencies plus lessen the emotional problems experienced by many employees.

## INTRODUCTION

Historically, there has been no valid psychological profile of what a successful peace officer should consist of both mentally and physically. The approach has been to "screen out" those applicants considered emotionally unfit to function as a peace officer rather than trying to "select in" those who have the desired personality traits and aptitudes.<sup>2</sup>

Within the last few years there has been a tremendous increase in the interest shown concerning the psychological profiling and screening of police applicants through various assessment instruments. Correspondingly there has been increased interest in deciding upon those attributes most characteristic of successful employment as a peace officer and correlating this profile with those attributes. "Profiling" can be described as the standardization of desired attributes characteristic for the successful maintenance of an identified occupation or profession. "Screening" has become the term most descriptive of the process of evaluating an applicant's fitness within acceptable psychological limits to fulfill occupational prerequisites. "Screening out" and "selecting in" are the two general approaches used to determine this acceptability for employment. "Screening out" is the elimination of candidates due to psychopathology and/or not being compatible with law enforcement standards. "Selecting in" is the psychological acceptance of candidates who manifest no unacceptable level of behavior based upon psychological profiling of desired traits and attributes.

Current state of the art in psychological assessment favors a focus upon "screening out" individuals with problems rather than "selecting in" individuals with desirable traits. Presently, the state of the art essentially involves the identification and "screening out" of those applicants not emotionally or temperamentally suited to law enforcement. Several psychological screening instruments have been developed to reveal these characteristics to the prospective employer. The Minnesota Multiphasic Personality Inventory (MMPI), California Psychological Inventory (CPI), Sixteen Personality Factors (16 PF), Edwards Personal Preference Schedule (EPPS) and the Fundamental Interpersonal Relations Orientation-Behavior (FIRO-B) are the most commonly utilized instruments.<sup>3</sup>

A shift to "selecting in" is perhaps now more appropriate than ever since personality traits and attributes can be objectively identified. The only problem is the recognized lack of agreement upon what constitutes the ideal peace officer. Psychological profiling will minimize the admission of inappropriate applicants and is consistent with the safeguards and precautions that the law and common sense dictate. Psychological screening batteries that incorporate measures of maturity of moral judgement will tap the pre-disposition to succumb to organizational pressures that may foster corrupt conduct and would serve as an adjunct to existing screening methods.<sup>4</sup>

Pre-employment psychological assessment is one way to identify individuals who are especially vulnerable to everyday stressors and are more likely to have difficulties coping with the rigors of police work.

If police departments can identify those individuals who have difficulty dealing with stressful situations before they are hired, then limited resources need not be expended for potential employees who are unable to maintain employment.

To determine the effectiveness of psychological profiling there needs to be an increased emphasis on the correlation of test data, interview questions, and psychological examinations with an officer's subsequent performance. The most important function of psychological profiling is identifying those who are totally unfit for police work. This has been established at approximately five percent of those tested.<sup>5</sup> The Los Angeles Police Department generally eliminates about fifty percent of their candidates while the Los Angeles Sheriff's Department eliminates only about ten percent.<sup>6</sup> This is after approximately thirty percent to eighty percent of the police applicants have been screened out by general intelligence or Civil Service tests.<sup>7</sup> A data base of personal attributes most often displayed in successful law enforcement officers needs to be established to support later decision making as to what constitutes the ideal peace officer.

The most effective use of psychological evaluation is to "screen out" those applicants who may not be emotionally suitable or may be a high risk for law enforcement. In order to "screen out" applicants, most psychologists in California use the Minnesota Multiphasic Personality Inventory (MMPI), the 16 Personality Factor Questionnaire (16 PF), or the California Psychological Inventory (CPI) for psychological

assessment. The Minnesota Multiphasic Personality Inventory (MMPI) tends to be the psychometric instrument most frequently administered.<sup>8</sup>

It is commonly agreed upon that peace officer applicants need to be free from job-related psychopathology. Law enforcement officers must be as mentally and emotionally stable as possible due to their position of authority within the community. California Penal Code Section 13510(b) requires the California Commission on Peace Officer Standards and Training to investigate various job-related entry-level selection standards, including "emotional stability standards" for California peace officers. Therefore, it is mandated that the Commission conduct research to identify those psychological factors which impact upon job performance. This research will then justify standards being set by the Commission.

## METHODOLOGY

The material necessary for this study was gathered by utilizing several separate and distinct forms of information gathering and consensus decision making. These methods were:

LITERATURE SCANNING: The review of current literature including numerous books, articles and reports concerning the pros and cons of psychological profiling and screening procedures in the selection of police personnel.

NOMINAL GROUP TECHNIQUE: The use of a group meeting to discuss the issues raised concerning the topic of psychological profiling of police applicants. Through "brainstorming" the group generated numerous ideas relating to the issue at hand. The "NGT" assisted the group in reaching some consensus of opinion on the most critical trends and events that will someday impact on the issue of profiling.

FUTURE'S WHEEL: A technique used to identify related concepts. It is a means of looking at related issues impacting upon each other to gauge association and impact analysis.

SCENARIOS: The written expression in "story book" form of a projected situation at some specified point in time based upon criteria and probability data. Scenarios are commonly used to describe any product of thought, from a hunch to an intention, from a hope to an inclination, from a strategy to a plan, from a singular future possibility to the

most convoluted sequence of ploy and counterploy. The four distinct types of scenarios are the "demonstration", "driving force", "system change" and the "slice of time".

STRATEGIC ASSUMPTION AND SURFACING TECHNIQUE (SAST): A "stakeholder" method to surface assumptions by means of a group process. Assumptions are then criteria ranked, negotiated within the group, and synthesized into a set of premises that achieve consensus.

NEGOTIATION STRATEGIES: This application to strategic planning deals with strategic interdependence. This includes the identification of the elements important to each stakeholder; and between the agencies and the stakeholders. They are a means of identifying the needs and degree of importance that each stakeholder sees in each, realizing that concessions may have to be made by all parties.

CRITICAL MASS: The identification of those individuals that are deeply committed or involved in the change effort wherein their support or lack of it may decide the outcome of any change.

COMMITMENT ANALYSIS: The charting of those identified as the critical mass and determining their current level of commitment and the future level of commitment required for the successful completion of the transition state.

## STUDY OBJECTIVES

The study that follows will address these objectives:

1. The excerpts from a literature scan on psychological screening in the recruitment of law enforcement personnel for the purposes of profiling.
2. The identification and projection of significant trends in society that will impact upon the selection and recruitment of law enforcement personnel.
3. The identification of significant events that may occur in the future, the impact of these events, and a forecasted probability of their occurrence.
4. The development of three scenarios on the future of police selection and recruitment based upon the trends and events identified.
5. The formulation of a strategic plan to facilitate the profiling of police applicants in the future.
6. The formulation of an implementation plan to expedite negotiations with the major interest groups or individuals.
7. The formulation of a transition management plan to facilitate the successful implementation of the strategic plan.

## LITERATURE SCAN

In reviewing some of the literature available concerning the psychological profiling of police applicants, it was apparent that although many noted psychologist could agree on the attributes and personal traits beneficial to employment as a peace officer, it was far less easy for them to agree on whether these attributes and traits could be identified in the individual during the selection process. With or without this agreement, there exists the need to improve the selection process for the betterment of the organization and the individual.

### THE NEED FOR PSYCHOLOGICAL PROFILING:

The selection of officers may be one of the most critical factors in determining the overall effectiveness of a police department. They are the police department. Their demeanor and level of aggressiveness in enforcement is a true representation of the department.

In a 1986 Field Survey conducted by the California Commission on Peace Officers Standards and Training (POST), the most frequently mentioned concern of chief executives was recruitment. This study found that one of the reasons law enforcement is having difficulties in recruiting qualified applicants is due to the psychological problems of the applicants. Demographic projections through the year 2000 indicate that recruitment difficulties are not going to get any better. A dramatic decrease in the percentage of persons 16-34 years of age through 1995 will progressively make recruitment more difficult.<sup>9</sup> The Task Force on

Comprehensive Health Planning in 1976 estimated that approximately 50 to 70 percent of those individuals presumed to be suffering physical illness are, in fact, experiencing emotional difficulties . In this study it was identified how the employees with emotional difficulties are reflected in costly behaviors to the organization. It was reported that employees identified as either emotionally disturbed or alcoholic are 20 percent less effective on their jobs and are paid significantly more sick time and accident benefits than other employees in the same setting. Conversely, treated alcoholics have been known to decrease their sick time and accident costs while cutting their absences by 50 percent. The emotional problems experienced by employees of the City of Los Angeles alone have cost the city millions of dollars annually in sick time, injuries on duty, city liability, disability awards, pensions and waste due to inefficiency.<sup>10</sup>

The dramatic increase in Worker's Compensation claims and medical related retirements over the past few years has emerged into a major issue of concern within the law enforcement community. The importance of the employee's physical and emotional well-being as a management responsibility and the ever increasing number of stress related retirements has created conflicting concerns for the organization.

Statistics from the Worker's Compensation Institute in San Francisco show that claims of psychological and emotional disorders increased from 796 in 1977 to 3,785 in 1983, almost five times as many. This is due in part to the recent emphasis of stress and stress related injuries. Worker's Compensation claims as reported by the Department of

Industrial Relations, Division of Labor Statistics and Research indicate that in 1985 California had a rate of 9.4 occupational injuries and illnesses per one-hundred employees.<sup>11</sup>

The cost of a disability retirement can be estimated at between \$736,000 and \$772,000 over a retiree's lifetime. This does not include the costs of training replacement personnel, job retraining, medical, "4850" benefits (1 year disability leave at full pay) and related costs. There are about 11,000 Public Employees Retirement System (PERS) members on disability retirement out of a total of approximately 203,000 pensioners. Stress and back injuries are the two leading causes of retirement. In the past four years stress-related maladies have replaced back injuries as the number one cause of police disability retirements.<sup>12</sup>

The past inability to psychologically profile the person to the job is manifesting itself in stress and stress related retirements and is affecting all of law enforcement. In Orange County alone, stress related claims have created a \$300 million unfunded liability. In 1982 approximately sixty-eight percent of the California Highway Patrol Officers who retired claimed disability, while twenty-seven percent retired because of age. Among other state employees, only two percent claimed disability while ninety-one percent took normal service retirements. Since 1977, forty-one Anaheim officers, about thirteen percent of their officers, have filed stress claims or retired for stress-related reasons. Recently the Riverside Police Department had more than ten percent (twenty-two) of their one hundred and ninety

member force off-duty seeking stress retirements. San Clemente city officials have recently stated that their stress-related retirements were primarily related to a rash of heart problems among officers resulting in more stringent pre-employment screening and a mandatory physical fitness program. As it is clearly indicated stress and stress related retirements are a concern for all of law enforcement.<sup>13</sup>

Currently state law does not require police departments to conduct pre-employment psychological screening. However, POST must investigate job-related entry level selection standards which include "emotional stability standards". The intent is to prevent the employment of stress prone individuals. The physical and psychological suitability examinations required by POST must be conducted within two hundred and seventy days before appointment as a police officer.

PROFILING:

There is not a narrowly defined "police personality"; there are, however, definite identifiable dimensions which contribute to effective peace officer job performance. Some of them include being: outgoing, energetic, domineering, controlled, intelligent, physically motivated, mature, honest, ethical, flexible, sensitive, moralistic, etc. In several recent studies, applicant characteristics related to later job success or failure have been tentatively identified. The three variables correlated with resignation or non-resignation are:

- 1) military experience,
- 2) lower "feminine" interests scores on the Minnesota Multiphasic Personality Inventory (MMPI), and a

- 3) lower introception score on the Edwards Personal Preference Schedule (EPPS).<sup>14</sup>

The "average profile" that emerges for the total police population tested on the Fundamental Interpersonal Relations Orientation-Behavior (FIRO-B) includes low "Inclusion," both expressed and wanted, suggesting distance from people with low concern about what others will think; low wanted "Control" indicates independence and not desiring to be controlled by others; low expressed "Affection" suggests minimal need to be close and to give "Affection" indicates small need for others to get close and give affection; high (d) scores reveal considerable assertiveness and need for activity. On the Edwards Personal Preference Schedule (EPPS) law enforcement officers tend to score higher on exhibition, heterosexuality, and achievement, while scoring lower on abasement and nurturance.<sup>15</sup>

In two prior studies, police MMPI profiles were compared to MMPI "normal" profiles. Police officers were found to be basically a psychologically healthy group who do not greatly 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 and were described in such terms as "blustery, sociable, impulsive, tough-minded, conservative, stable, practical, etc." on the basis of test interpretations.<sup>16</sup>

For police recruits, mature moral judgement is a prerequisite for being able to resist pressures from other police officers or citizens from

becoming involved in corruption. Some psychologist advocate the use of the socialization scale of the California Psychological Inventory (CPI) as a measure of this aspect. Others assume there is little correlation between moral knowledge and moral conduct because everyone knows the basic rules of right or wrong. Interestingly, the test of moral knowledge seems to be more highly correlated with general intelligence rather than knowing right or wrong.<sup>17</sup>

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. The main variable found to influence a service role was higher education.<sup>18</sup> Higher education was also found to have a direct effect upon problem solving.<sup>19</sup> Unfortunately, recent studies show a decline in the reading and writing ability of job applicants.<sup>20</sup>

Older officers are recommended over younger officers due to the latter being more likely to have auto accidents, more likely to use their guns, and more likely to use force.<sup>21</sup> Concern over the effects of stress is shared by Dr. Mike Roberts, Ph.D. of the San Jose Police Department who stated in a 1984 interview with the PORAC News, "I feel that we ought to be hiring people that are initially a little older and more mature, and let them out earlier."

A recent survey by the Police Executive Research Foundation on the issue of recruitment concluded that the ideal police officer possessed

the attributes of education, good health (physical and mental), integrity, good moral character, good judgement and logic. A typical profile which emerges from research on officers is that of an extroverted, independent, guarded, controlled, assertive, secretive, authoritarian individual who is average or above in intelligence and relatively free of psychopathology.

Existing research indicates that police officers have a high power drive and a relatively low need for social acceptance. Police officers appeared more extroverted, used sensation rather than intuition to understand their environment, preferred thinking over feeling in making judgements, and preferred judging over perceiving. Successful performance of nearly every position on the police force was found to require individuals with a high need for power. Factors of aggressiveness and tough mindedness were consistent predictors of superior performance.

In general, candidates select themselves for police work because of certain preexisting traits rather than these traits developing as a result of job experience. Fortunately, the most seriously disturbed individuals screen themselves out and rarely apply for jobs in the first place. Those who do are screened out at the rate of approximately ten to fifty percent of those tested.<sup>22</sup>

#### ARGUMENTS FOR PSYCHOLOGICAL PROFILING:

Law enforcement has been recognized as a very stressful occupation; indeed, many experts consider it to be one of the most stressful in the

country. It is no accident that police Officers have one of the highest rates of divorce of all professions (75%); problem drinking (20%); and a suicide rate higher than the average population (6½ times). Correspondingly, the psychological life span of an officer is considered to be only seven to ten years.<sup>23</sup>

Given the stressfulness of police work, it appears important that applicants be examined to evaluate their ability to handle stress, aggression and hostility, as well as their attitudes toward power and capacity to keep emotions under control. Identifying the need to handle stress as a necessary component for employment would therefore seem entirely justified. Psychological profiling will prove to be an effective tool to divert individuals who have difficulty handling stress from entering an occupation which would create problems for them throughout their career.

Stress often causes individuals to act irrationally. Such actions by law enforcement officers cause concern due to their potential liability. Under the legal terminology of "vicarious liability", the organization could be held responsible for the inappropriate actions of their employees. Two of the major components of vicarious liability include negligent admission and negligent retention. "Negligent admission" is considered accepting individuals who are not properly fit for the job, whether physically or psychologically. "Negligent retention" is considered maintaining employment of someone known not to be suitable for employment when they could have been separated from the organization.

With these concerns psychologists assist by testing job applicants on stress tolerance and other attributes to determine their probability of success in the police profession. The psychologist can evaluate applicants as to emotional stability, intellectual and interpersonal skills.

MMPI: The MMPI was developed over forty years ago with the express purpose of diagnosing patients in mental hospitals. Historically, this test was geared to picking up characteristics of seriously disturbed individuals. However, more recently it is becoming widely used in employment selection where emotional stability is deemed important in job performance. Consequently, it has become the primary test used in law enforcement officer screening and research. The MMPI can assist in identifying the characteristics of successful officers that differentiate them from the unsuccessful ones. It was found that the successful police officer feels more physically competent, tends to be more accepting of society's values and standards, has fewer problems with authority and supervision, and is generally more guarded about revealing feelings than the unsuccessful officer.<sup>24</sup>

When the screening out of overt abnormal behavior is a selection goal, the MMPI is a particularly valuable tool. The MMPI is probably the best test available for objectively identifying potential psychopathological factors in applicants. The MMPI has also demonstrated predictive validity in identifying the characteristics of police officers who perform poorly on the job. Using predictive validity studies, analysis

indicates that the (MMPI) and the (IPI) are both reliable predictors of future police job behavior.<sup>25</sup>

IPI: The Inwald Personality Inventory (IPI) identifies serious emotional disturbances and characteristics predictive of poor job performance in the law enforcement field. The IPI is a psychological instrument designed specifically to screen law enforcement applicants. When compared with other psychological inventories such as the MMPI, the IPI has shown consistently superior predictive abilities on performance measures such as retention-termination, corrective interviews, disciplinary infractions, absence and lateness frequency, and supervisory ratings. Several validation studies support the IPI as a more overall effective screening tool than the MMPI.<sup>26</sup>

CPII: The Strong-Campbell Interest Inventory (CPII) measures the interest of police officers for job assignments by tapping their attitudes, world views, and interests. Noted psychologists have reported a correlation between authoritarianism, as measured by the California F-Scale and the Moral Judgement Scale in the general population. They also synopsise that the internal focus of control is related to more mature moral judgement. The importance of control and maturity have been strongly supported when identifying needed characteristics for successful employment.<sup>27</sup>

CPI: The California Psychological Inventory (CPI) has also shown some value in estimating the future performance of police officers. The highest correlation was found between performance and well-being. The

nature of the CPI's development rules out its use in the identification of psychopathology. However, as a tool for identifying desirable and undesirable traits of more normal behavior, it provides a valuable resource. From its inception, it has been viewed as a test for "normal" individuals. It contains nineteen mean profiles for males and eleven different profiles for females of different educational and occupational groups.

16 PF: The Sixteen Personality Factors (16 PF) was derived from a series of factor analytic studies. This technique basically involves selecting a number of fundamental personality traits and then generating test items which hypothetically reflect those traits. It can be used to predict success and "adjustment" in various occupations. However, symptoms of severe psychopathology are not within the scope of the test. It has been used with increasing frequency to predict success and adjustment in various occupations. However, in determining any differences between officers and the general population norm, it has failed to reveal many consistent findings.

EPPS: The Edwards Personal Preference Schedule (EPPS) was primarily designed for use in a research and counseling setting where test feedback could serve to stimulate discussions with individuals regarding vocational goals and interests. The intent was not to employ the instrument as a selective tool in screening but rather to use it as an informative device which would assist an individual in understanding their own need structure as it related to vocational goal-setting. Several research efforts have used the EPPS with law enforcement officers.

These studies have shown considerable consistency in reporting similar need structures for peace officers. Relative to their own individual needs, law enforcement officers tend to score higher on exhibition, heterosexuality, and achievement, while scoring lower on abasement and nurturance.

FIRO-B: The Fundamental Interpersonal Relations Orientation-Behavior (FIRO-B) is another instrument used with some frequency in law enforcement screening. This is one scale of a self-report questionnaire series designed to assess a person's needs for inclusion, control and affection in various aspects of interpersonal situations. The FIRO-B scale assesses behavior which is directed at or desired from others in service of these needs.

The Florida Police Standards Research Project is developing and validating a battery of assessment procedures through:

1. physical, biographical, and demographic variables,
2. psychological assessment, and
3. situational tests.

This longitudinal predictive validity study was designed to develop and validate a flexible assessment battery for statewide use in the selection of law enforcement officers. Out of two hundred and eighty applicants, it resulted in correctly identifying 82.5% of the male Caucasians and 95.2% of the females as either successors or failures as law enforcement officers at the end of their one year probationary period. The successful officers were more likely to report:

1. participation in high school athletics,

2. fewer family moves,
3. less need for job encouragement, and
4. higher values for achievement and societal contributions.<sup>28</sup>

Normally, about two to five percent of the applicant pool is eliminated due to severe emotional/mental dysfunction during the selection process. Fifteen to eighteen percent are rejected as "unsuitable."<sup>29</sup> Others are screened out during these early stages who have low resistance to corruption, fostering group pressures. An empirical study of police corruption concluded that police officers who were identified as corrupt were more likely to use ethics of social responsibility while the non-corrupt officers were more likely to use ethics of personal conscience.<sup>30</sup>

Psychological screening can reduce staff turnover and provide information on the psychological stability of applicants, their stress coping skills, interpersonal style, and potential for future specialization. A good pre-employment psychological screening program cannot eliminate the need for employee assistance programs. However, it can aid in the selection of police officers who are less likely to have detrimental reactions to the levels of stress inherent in police work. To increase the percentages of accurate prediction even a few points will save departments significant money and time with troubled personnel. In general, research findings support establishing the job-related requirements for psychological screening.

### ARGUMENTS AGAINST PSYCHOLOGICAL PROFILING:

The major problem with psychological screening at the moment is that there are very few, if any, validated tests to confirm the psychologists interpretation of the test results which is his verdict on the candidate. Many of the tests used were developed to examine the amount of emotional difficulty being experienced by hospitalized patients. It would appear questionable to use them analogously to screen out applicants from police work. In 1972 Martin Reiser of the Los Angeles Police Department asserted that there was no such thing as a "police personality". He thought it was highly questionable whether a clearly specifiable "police personality" existed.

The failure of personality measures to hold up substantially as predictors of police performance when given under test conditions is disappointing. Psychologist can be reasonably confident of success only when they are measuring cognitive abilities. We must remember that psychology is an inexact science requiring validation of the tests as well as follow-up on those selected as well as those rejected. Pre-employment psychological screening cannot ensure that officers will not have psychological problems over the long term.

The President's Commission and its task force on police recommended that only those applicants whose intellectual capacity is above average be selected for law enforcement. However, other studies by competent researchers suggest that there is no direct correlation between measured intelligence and successful police performance. In general these studies indicate that I.Q. scores correlate more highly with training programs than with performance on the job.<sup>31</sup>

A comparison of successful and unsuccessful groups at all three stages (entry, academy, and field) showed no useful differences in MMPI scores; thus, the use of the MMPI as a prime predictor in police screening or selection was highly questionable.<sup>32</sup> Other methods used in the research to profile police officers in comparison with the profile of the general population were the Rokeach Value Survey, the measurement of conservatism and authoritarianism, Eysenck's Personality Questionnaire, Cattell's 16 Personality Factor Questionnaire, and Myers-Briggs Type Indicator. In most concurrent validity studies in which the MMPI, the CPI, and EPI were employed, the profiles of successful police officers were not different from those of the general population.<sup>33</sup>

Available literature provides limited evidence of the reliability of the recruit selection process in predicting future performance. It provides no clear conclusions about whether or not there is a distinct police personality or whether psychological testing can discriminate between police officers and members of the public or between successful and unsuccessful police officers. Also, background information as a predictor of future police performance appears questionable, however, it is probably the best measure available at the present time.<sup>34</sup>

In 1970, the New York Police Department conducted a longitudinal study investigating the accuracy of background investigators to predict future job performance. The percentage of false negatives "predicted to fail but succeeded" was greater at ninety-four percent than the failure rate "correctly predicted to fail who failed, predicted to succeed who

succeeded at eighty-two percent. In another study fifteen men hired whom the psychologist recommended "NO" were compared to in job performance to thirty-one hired who the psychologist recommended "YES". The groups were not found to differ significantly in job performance. Hiring decisions were based only on test results. A validity study later concluded that hiring recommendations by the typical group-interview "oral-board" had no relation to job performance.

"Screening out" implies a precision and level of accuracy that psychologist do not possess and psychological procedures do not produce. Given the documented inability of psychologists to predict even extreme behavior such as violence, the chances of a more refined prediction of behavior such as logical reasoning, decisiveness, compatibility, self-confidence, sensitivity, stress tolerance, motivation, and flexibility is incomprehensible. Likewise, the "selecting in" strategy assumes that the desired and appropriate characteristics are known, and further a way to identify them exists. Some psychologists conclude that police corruption is more a product of a "rotten barrel" rather than a few "rotten apples." Therefore, emphasis should be placed on developing an organizational climate that encourages integrity rather than on selecting recruits who have high resistance to these situational pressures.

Levy has summarized the following drawbacks to a screening approach:

1. The mere absence of unwanted qualities prior to employment does not guarantee a continued absence after employment,

2. Psychological tests have not been demonstrated to have predictive value,
3. The definition of emotional suitability for law enforcement remains undetermined, and
4. Some traits which are often deemed pathological may be essential for the stress tolerance needed in effective policing.<sup>36</sup>

It can be argued that psychological assessment is more useful in identifying unacceptable candidates than in selecting which individuals will make good officers. The variety of skills and personality traits that contribute to success in the profession is too wide to pinpoint by testing. Many feel that psychologists should be limited to screening out the pathological and leaving the determination of selection to other aspects of the application process.

## DEFINING THE FUTURE

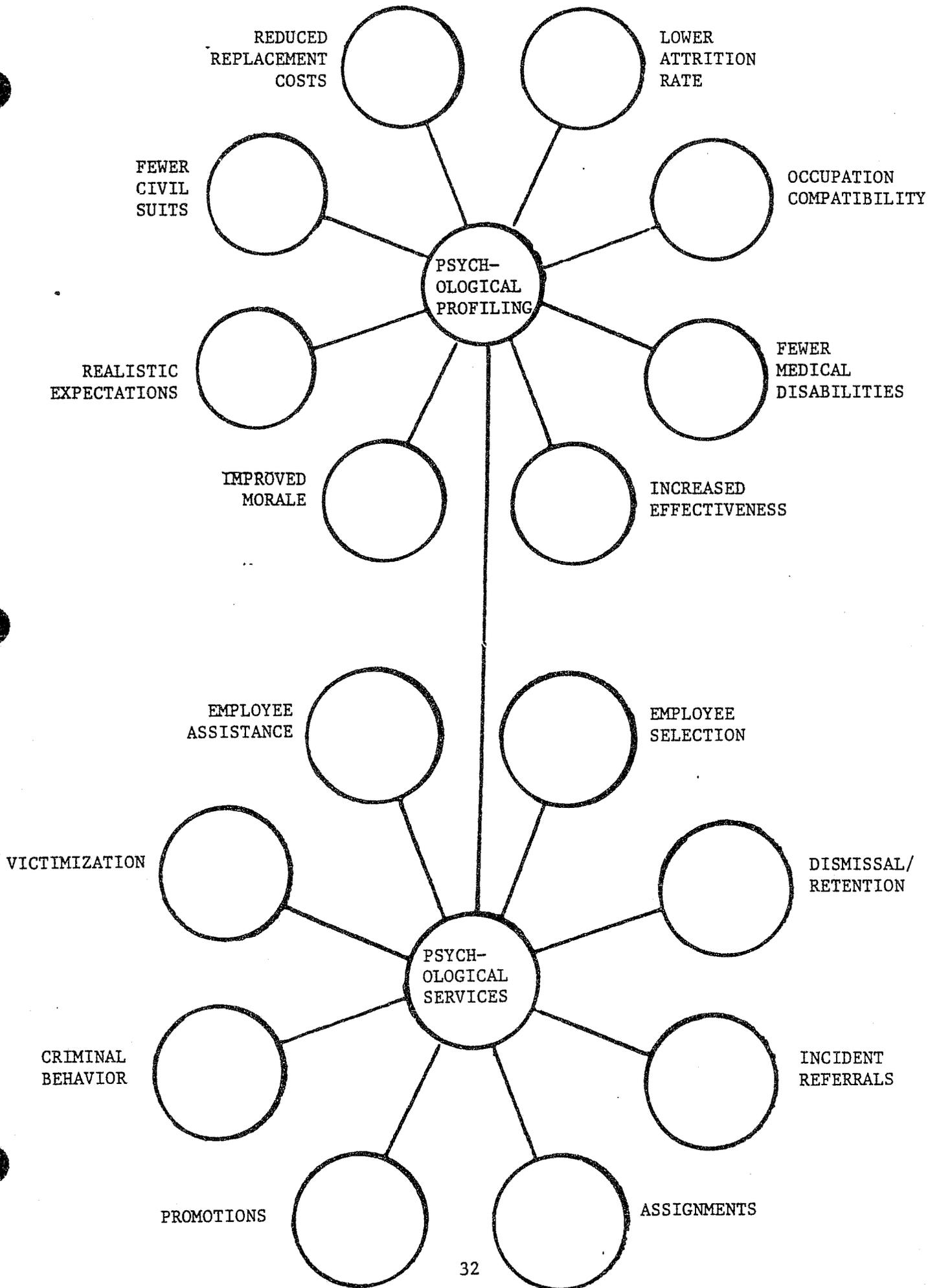
### Nominal Group Technique:

In August of 1987, a group of sworn personnel met at the Long Beach Police Department to conduct an analysis of the future emerging issues surrounding the concept of psychological profiling in the recruitment of law enforcement personnel. They were specifically asked to discuss their thoughts on the future of psychological profiling by the year 2001. They were asked to "brainstorm" this issue in order to generate a future's wheel plus a list of trends and events that would impact this issue.

### Future's Wheel:

After selecting the emerging issue of "psychological profiling in the recruitment of law enforcement personnel," a future's wheel was constructed to help focus on the problem and its various connecting concerns. A future's wheel can best be described as a diagrammed means of looking at related issues impacting upon each other to gauge association and impact analysis. Through "brainstorming" the group generated the following future's wheel to assist in establishing a perspective of the problem. It soon became apparent that there were many mutually related areas that impacted this issue. Most of the associated factors concerning the structuring of the issue can be seen in the following Future's Wheel.

FUTURE'S WHEEL



## TRENDS

Utilizing a consensual building program known as the Nominal Group Technique (NGT) the group projected the level of the trends by the year 2001 and projected the impact of the critical events on this issue. The "NGT" was utilized to allow the group to reach some consensus of opinion on the most critical trends and events that may someday impact the issue at hand.

Each person selected to participate in the exercise was provided with a briefing memorandum, definitions of the terms used, and copies of recent related articles to stimulate their thought processes. The concept of "brainstorming" was explained to the group and they were asked to start thinking about it in relation to the use of psychological profiling today and in the future. The terms "events" and "trends" were defined and examples were given of both with an explanation as to the whole concept of "future's thinking." The analysis began with a general discussion of the contemporary thoughts about the use of psychological profiling, psychological assessment instruments, "screening out" and "selecting in." In the brainstorming session the group generated a significant number of future trends that would affect the concept of psychological profiling (See Appendix A).

The Nominal Group Technique (NGT) was utilized to allow the participants to select the five trends that they believed would have the most significant impact on the development of the psychological profiling issue. These five trends that should be consistently monitored were

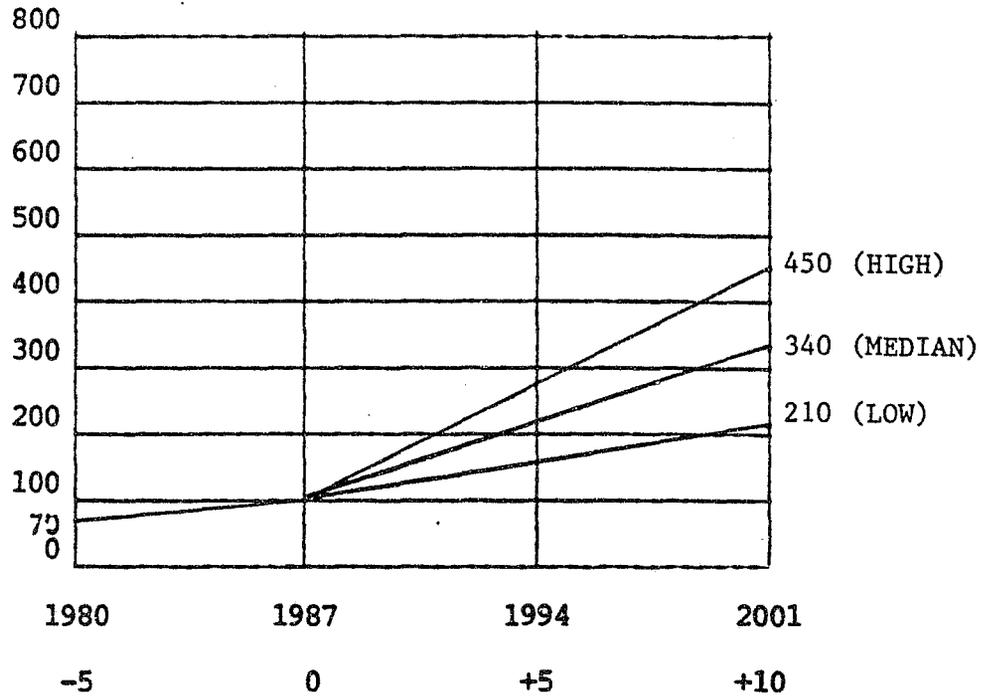
identified by the group through a process of giving numerical value to the individual suggestions. After several rounds of prioritization the following five major trends were identified.

#### FIVE MAJOR TRENDS

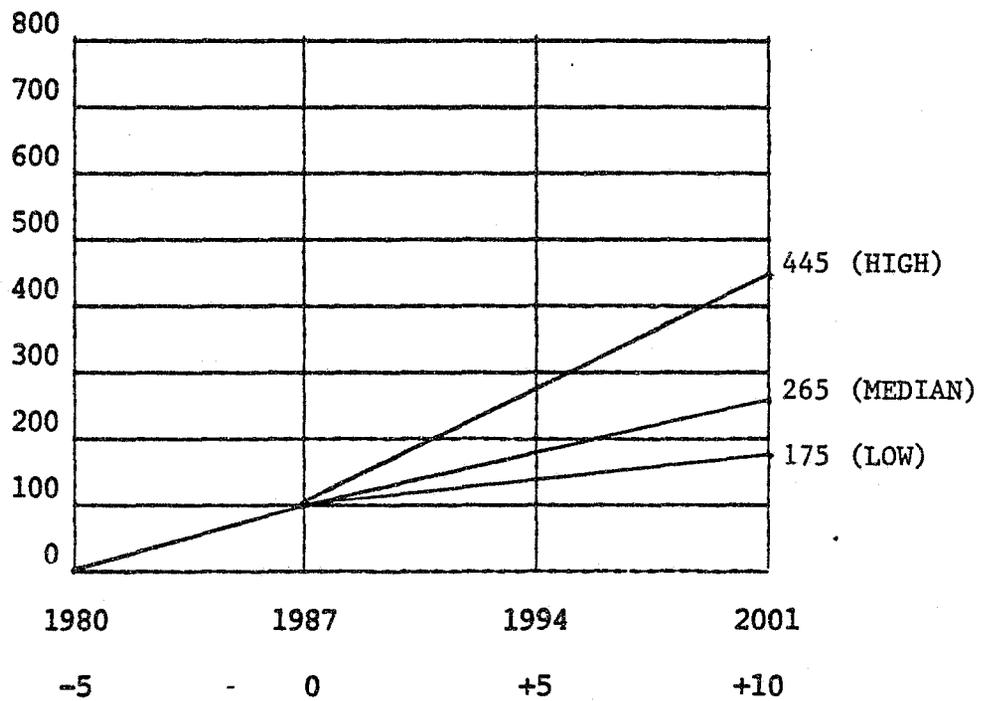
1. The use of psychological assessment instruments to indicate the strengths, weaknesses, and personality traits of police officer applicants.
2. The use of psychological profiling as a means of employee selection.
3. The effects of diminishing resources which will force a reduction in the number of medical retirements.
4. The increasing number of minorities and females mandated for employment in law enforcement.
5. Citizen determination of the type of law enforcement officer they want employed in their community.

#### FIVE TRENDS AND THEIR PROBABILITY

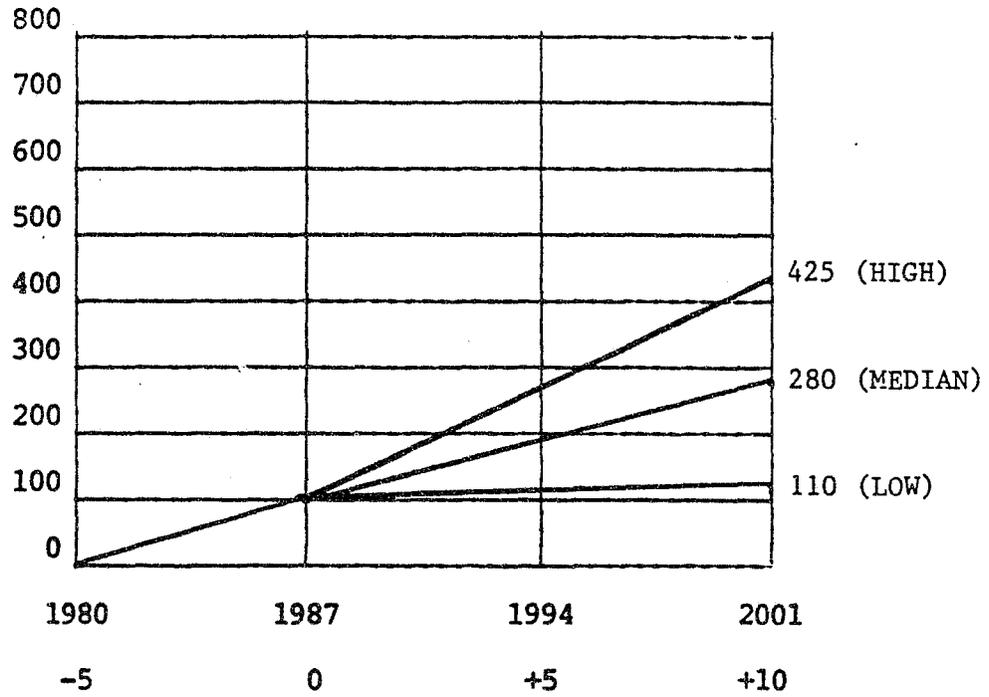
The group was then asked to graph the level of each of these trends estimating their level by the year 2001. The following five graphs depict the range of the levels that the group predicted. A median level was determined and has been identified on each chart. A range using both the high and low projections was also identified and charted for comparison.



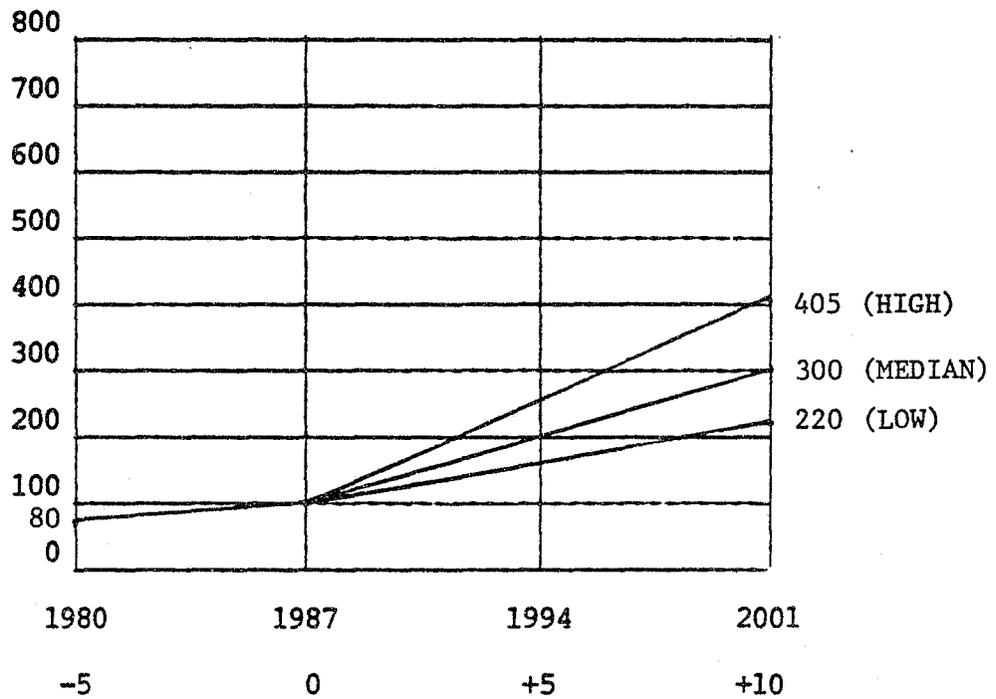
Graph One - The use of psychological screening instruments to indicate the strengths, weaknesses, and personality traits of police officer applicants.



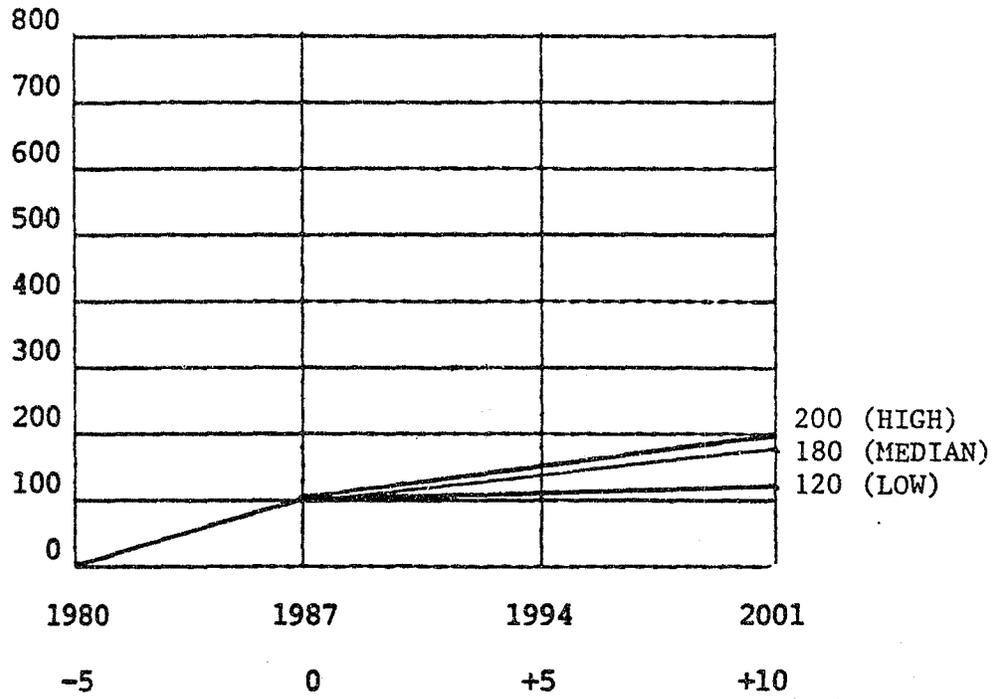
Graph Two - The use of psychological profiling as a means of employee selection.



Graph Three - The effects of diminishing resources which will force a reduction in the number of medical retirements.



Graph Four - The increasing number of minorities and females mandated for employment in law enforcement.



Graph Five - Citizen determination of the type of law enforcement officer they want employed in their community.

## CRITICAL EVENTS

The "NGT" group mentioned earlier was then asked to brainstorm and create a list of critical events that would have an impact on the emerging issue of psychological profiling. It was explained that these events must be of such clarity that a future historian could easily look back upon their occurrence and see their impact. The group generated a significant number of possible future events that would affect the concept of police profiling. Using the Nominal Group Technique (NGT) once again, five of the most significant critical events were selected.

### Five Critical Events:

1. Specific psychological assessment instruments are upheld by the courts to be scientifically accurate.
2. A police profile is agreed upon by both police administrators and psychologists.
3. Court decision that the employment needs of public safety organizations are greater than the rights of any individual.
4. Civil cases against peace officers become so numerous that even self insured agencies are finding the costs prohibitive.
5. Public Employees Retirement System is operating in the deficit due to the large number of stress and medical retirements.

The group members assigned a numerical figure to each event indicating the probability that each of these critical events will occur by the year 2001. The following Event Evaluation Form depicts the median probabilities that the event will occur; and the median numbers for the net impact of the event on the issue areas and on law enforcement.

CHART ONE - EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA (-10 to +10)	NET IMPACT ON LAW ENFORCE- MENT (-10 to +10)
	Year that Probability First Exceeds Zero	By 1994 (0-100)	By 2001 (0-100)		
1. Specific psychological assessment instruments are upheld by the courts to be scientifically accurate.	1980	40	80	+ 8	+ 8
2. A police profile is agreed upon by both police administrators and psychologists.	1980	25	60	+ 9	+ 8
3. Court decision that the employment needs of public safety organizations are greater than the rights of the individual.	1990	20	50	+ 6	+ 7
4. Civil cases against peace officers become so numerous that even self insured agencies are finding the costs prohibitive.	1990	15	30	+ 5	+ 6
5. Public employees retirement system is operating in the deficit due to the large number of stress and medical retirements.	1994	10	25	+ 3	+ 6

CROSS IMPACT ANALYSIS

By placing the events and trends in the following grid framework, where the effect of each event is calculated upon the others, conclusions may be drawn concerning their inner-relatedness. It is interesting to note that it appears that there is a strong cross-impact relationship among most of the events. Only the effect of event number three upon events four and five are extremely low. The effects of the events upon the trends listed is extremely forceful except for events four and five interacting with the trend of increased medical retirements (See Chart Two).

CHART TWO - CROSS-IMPACT EVALUATION FORM

Use that this with this probability actually occurred .....

..... How would the probability of the events shown below be affected?

		How would the probability of the events shown below be affected?					TRENDS		
		1	2	3	4	5	Assessment Instruments	Psychological Profile	Medical Retirements
1	80	X	90	30	50	60	95	90	60
2	60	70	X	30	40	50	90	95	70
3	50	80	80	X	20	20	80	80	90
4	30	70	75	25	X	30	70	70	20
5	25	80	75	60	30	X	70	70	20

CHART THREE - EVENT ANALYSIS SUMMARY

EVENT	PROBABILITY		IMPACT ON ISSUE	IMPACT ON LAW ENFORCEMENT	EXPECTED VALUE BY 2001
	1994	2001			
1. ASSESSMENT INSTRUMENTS	60	80	+8	+8	+8.0
2. POLICE PROFILE	50	70	+8	+7	+7.5
3. ORGANIZATIONAL NEEDS	30	40	+7	+6	+6.5
4. CIVIL CASES	50	40	+5	+5	+5.0
5. MEDICAL RETIREMENTS	25	15	+4	+4	+4.0

Analyzing the Event Analysis Summary, the events can be prioritized in the following sequence as to their expected value in the year 2001.

1. Specific psychological assessment instruments are upheld by the courts to be scientifically accurate.
2. A police profile is agreed upon by both police and psychologists.
3. Court decisions that the employment needs of public safety organizations are greater than the rights of the individual.
4. Civil cases against peace officers become so numerous that even self insured agencies are finding the costs prohibitive.
5. Public Employees Retirement System is operating in the deficit due to the large number of stress and medical retirements.

PRIORITIZED EVENT ONE - Courts uphold accuracy of psychological assessment instruments.

The psychological community has finally convinced the courts of the validity and applicability of specific assessment instruments. They have convincingly shown the ability of certain instruments to uncover individual traits and characteristics that were not apparent through conventional screening practices.

PRIORITIZED EVENT TWO - Police profile is agreed upon.

Police administrators and psychologists have finally agreed upon a general police profile for the ideal police officer. This profile is only impacted by severe geographical changes that are influenced by differing community values and ethics.

PRIORITIZED EVENT THREE - Needs of the organization are found greater  
than those of the individual.

The needs of public safety organizations have finally become crucial enough to warrant the intrusion upon certain individual rights, especially during pre-employment screening. Law enforcement organizations have been granted by the courts a liberal interpretation of hiring practices.

PRIORITIZED EVENT FOUR - Costs of civil law suits prohibitive.

The increasing number of civil suits filed against officers for excessive force, unlawful arrest, unlawful detention, brutality, wrong death, etc., is causing police administrators much concern. However, the excessive awards that have been granted to the plaintiffs in these matters are causing many agencies to consider discontinuing their police services.

PRIORITIZED EVENT FIVE - Costs of stress and medical retirements.

The increasing number of stress and medically-related retirements has created an enormous burden on the Public Employees Retirement System. The alarming number of young officers retiring for medical reasons and their projected burden on the system will undoubtedly cause the retirement system to someday operate in the deficit.

## SCENARIOS

### Scenario #1: (Chaotic Future)

The number of medical retirements continues to climb. It seems that with every passing year more and more officers are succumbing to stress disabilities because of the demands placed upon them by both society and the organization. The Public Employees Retirement System's continued existence is threatened by the large number of young officers who have retired from stress or other medically related problems and will be a financial burden to the organization for many years. Soon it will be operating in the deficit with little hope of regaining its financial independence.

The pressures of the law enforcement profession continue to expand. The civil lawsuits against officers are becoming more and more frequent as juries continue to hold the officer to the highest standards and grant huge damage awards to the defendant because of any flaw perceived in an arrest. The rumor persists in the criminal community that numerous complaints against an officer will cause their removal from the streets. This is seen as beneficial to the criminal so numerous unwarranted complaints are constantly being filed against the officers. This also clouds the issue of guilt. The more complaints or lawsuits filed against an officer, the greater the chances of getting the charges lessened or dropped against the defendant. All this often results in an investigation against the officer which causes a great degree of distress or anxiety on their part, thereby increasing the chances of a medical disability.

The organization is also noted for exerting its own pressures. The demand for continual increases in productivity, while spending less time handling calls for service, results in undue pressure on all patrol officers. The continual demands from the administration to produce more permeates the organization. The degree of technological knowledge necessary to operate the sophisticated communications and criminal identification equipment is another source of concern for the individual. The productivity of police officers in both arrest and citation efforts creates a source of revenue for the City. The fees levied against responsible parties for the time spent on calls creates another source of needed revenue. It seems the organization strives to keep the officers constantly busy in areas that generate revenue for the city coffers. The days of patrolling the streets looking for criminal activity are over. Today the officers are constantly responding to a long list of awaiting calls that never get responded to immediately. The job seems to keep demanding more and more from the employee.

There are some individuals who are less affected by this pressure. They are the Type "B" personalities. However, many employees are not as fortunate. An effort was made years ago to try and hire only Type "B" applicants and fortunately the courts declared the selective employment of these personality types is legal due to the necessity of organizational demands. Now, only those who meet the stringent employment standards set by psychological profiling and assessment are accepted for employment. All too often previous employees were not prepared for what was ahead of them. The stereotypes on television of police officers and their duties compounded the problem by adding to the

misconception of what law enforcement was really all about. Continuously responding from call to call with no break for routine patrol was never portrayed as descriptive of the true law enforcement profession.

The number of retirements due to medical reasons is startling when converted into a dollar amount. The number of "length of service" retirements as compared to "medical retirements" is severely disproportionate for most organizations. The cost to the retirement system is alarming. Given the projection of a graduated continuum for medical health and insurance costs to the retirement system, its future is in doubt. Already there are rumors that the Public Employees Retirement System will soon be operating in the red and will not be able to support itself if the early retirements continue as indicated. There have already been cuts in benefits plus the deletion of a cost-of-living allotment in an effort to support the system a little longer. It appears it will suffer the same fate as the Social Security system which has been severely restricted to very limited benefits for only a very few people.

In an attempt to thwart this continual increase in retirement benefits, interested psychologist and top police administrators have indicated that perhaps by hiring officers with personality traits more in line with the demands of the occupation they will create a reduction in early retirements. Personality traits for a high tolerance to stress, an inclination for physical fitness, a para-military attitude, autonomous, highly task motivated individuals were deemed as the most desirable.

Therefore, in an effort to implement these employment standards the state and federal courts have ruled that they were not unwarranted or discriminatory in nature and are totally supported by employment necessity. Since these court decisions became effective, psychologists have developed and improved numerous assessment instruments that identify those personal abilities and traits most conducive to a successful career in law enforcement. Now organizations can be more selective in their employment and hopefully reduce the overall costs to the organization.

Scenario #2: (Turbulent Future)

Psychological profiling for various tasks within law enforcement has led to officers with certain personality characteristics being assigned to perform various police functions. The intent of this separation of ability was to improve service to the community while not placing unreasonable demands upon the employee. Through psychological categorization certain levels of duties have been assigned to various types of individuals. Report writing, telephone answering and various desk duties were assigned to those officers deemed more acceptable to performing non-stress related functions. Answering calls for service and routine patrol procedures were assigned to those officers psychologically profiled to better handle mildly stressful tasks with a minimal conflict between self and occupation. The handling of extremely dangerous calls for service has been assigned to other officers deemed to be better suited for this highly stressful order of law enforcement activity.

The intent of this categorization of job assignments was to lessen the mental anxiety placed upon the individual by their employment as police officers. Through a series of psychological screening instruments such as the Minnesota Multiphasic Personality Inventory (MMPI), California Psychological Inventory (CPI), 16 Personality Factor Questionnaire (16 PF), Edwards Personal Reference Schedule (EPPS) and others, noted psychologists were able to profile the personality types of individual employees emphasizing their strengths and weaknesses. These individual profiles were then correlated for compatibility with existing job descriptions and personnel assigned to perform various functions based upon their true ability.

It at first seemed to work. Because of an alarming increase in stress and medical related retirements in the late 1970's and early 1980's the Public Employees Retirement System plus numerous other retirement systems, were not expected to continually support themselves unless something was done to alleviate the growing number of early retirements. Psychological profiling prior to employment was advocated and eventually passed court scrutiny. This allowed for the concept of job description and compatible personality to be implemented by many departments. There were some problems at first with the categorization of various tasks and some opposition from officers who did not want to be regulated to performing only a certain level of assignment; but the system was sold for the greater good of the overall organization and the individual.

However, after a couple of years problems are surfacing that may result in the demise of this program. It appears that those assigned to the lower category of law enforcement duties become bored after a short period of time. These routine and mundane assignments offer little stimulation to the individual officer. Citizens are beginning to complain of the services they are receiving and the attitude of the officers. Likewise, the officers assigned to the more dangerous assignments are beginning to over-react to the calls they are receiving and escalating the problems to the maximum level of seriousness of enforcement. The complaint rate from citizens has increased greatly as the officers seem to be stressing out from over exposure to potentially dangerous situations. Numerous officers are beginning to show signs of stress, fatigue and hypertension wherein numerous medical related retirements are becoming imminent.

Personal interviews with officers and psychologists reveal that perhaps the type of individual drawn to law enforcement, although profiled to better handle certain assignments, needs a variety of tasks or assignments to cope with the demands of the occupation. They need a chance to vary their enforcement activities during the course of a shift to either stimulate or relax their inner-self. What was once thought of as a cure to ever increasing retirement problems is now only seen as compounding the problem. Those officers who have become bored or find the job no longer interesting are continually having medical problems leading up to an early retirement such as bad backs, strains, pulled muscles, etc:. Those officers assigned to high risk situations are

claiming the same medical problems and are filing stress retirements when the mental fatigue of the job can no longer be tolerated.

Police administrators and psychologists are now looking at the total organization, including the philosophies and attitudes condoned and expressed by it, as a means of attempting to resolve the problem of early medical retirements due to stress and stress related disabilities.

Scenario #3: (Unsettled Future)

We are rapidly approaching the year 2001 and much can be said for the advancement of law enforcement. No longer do police officers write tickets or take crime reports. These are done electronically. No longer are people taken to jail except for violent anti-social behavior. There are very few crimes against property since the state and federal governments have legally allowed for the medical dispensing of drugs.

There are very few prisons since medical science has found a way to increase or decrease the secretion of body hormones to alleviate hate, anger, frustration, etc. Only those individuals who cannot be medically de-stimulated are placed under house arrest or confined in private institutions for their separation from society.

Perhaps the greatest advancement in the last few years has been the profiling of the individual most likely to accept and adapt to the rigors of law enforcement. Through a battery of psychological assessment instruments it can be determined which individuals possess the characteristics most conducive to the occupation of police officer.

Psychologists have been able to identify those traits possessed by individual officers which make them more responsive to the occupational demands and from this data have profiled the ideal police officer. Now the compatible selection of employee to the occupation is a reality.

Potential employees are examined and only those individuals who possess acceptable traits or strengths in agreed upon areas are accepted. This has resulted in officers being much more compatible to the job and showing less signs of stress and fatigue.

This has also improved the communications and the personal relationships between the community and the police. Those officers pleased with their employment seem to be more positive in their contact with the public. Also, the communities have been able to decide upon the level of enforcement they deem appropriate.

The closer correlation between what the job entails and what the community expects of the officer has resulted in a more positive image for law enforcement. The officer's morale has greatly improved over years prior and the number of citizen complaints has greatly decreased. The number of civil law suits has greatly declined as the officers seem to be more compatible to the job and less prone to stress and over reaction. This has resulted in huge cost savings to many agencies through fewer civil suits against officers and a decline in the number of early retirements due to stress or medically related problems.

The emphasis now will be to track the decline in medical retirements, especially those from stress, measuring their effect upon the organization and the Public Employees Retirement System. This will assist in insuring the solvency of retirement systems which in the past have been operating at a near deficit level. This will be greatly appreciated by those agencies which were considering discontinuing their police services due to severe financial problems.

## POLICY STATEMENTS

On the basis of the trends and events that have been identified, and the scenarios that have been presented, there are a number of policies that a law enforcement agency should consider with respect to developing a comprehensive psychological profiling process.

1. RECRUITMENT - The acceptance of a general police profile and the validation of specific assessment instruments increases the demands upon the organization to select the right applicant for employment. The organization must constantly strive to improve the quality of employee not only for the individual's good, but for the good of the organization.

2. DIMINISHING RESOURCES - Police management and public officials must realize that the citizens of the community are very concerned about the city finances being spent on civil court cases, medical retirements and the high attrition rate for police officers. The organization must take an active role in resolving these problems through a more efficient and effective selection process.

3. LEGAL REQUIREMENTS - The courts have mandated that the protected classes will be given preference points regarding employment. However, they have also held that the needs of public safety organizations exceed the rights of these individuals. Therefore, the organization must try and meet both demands through aggressive recruitment programs. Organizations have also been allowed to become very selective in the

quality of the applicant accepted for employment due to the occupational demands placed upon them.

4. GREATER CITIZEN INVOLVEMENT - Numerous members of the community are demanding that the police officers that they employ be responsive to the communities needs for aggressive law enforcement. They demand the police department maintain the level of enforcement that the community dictates. Therefore, the organization must continually strive to meet the demands of the citizens they serve while striving to accomplish their traditional role in the community.

5. EMPLOYMENT - The demands of the job are taking their toll on the individual. Increased calls for service, statistical accountability, advanced technology, citizen involvement, stress, medical disabilities, civil cases, paperwork, etc., are creating concerns for the employee. The organization has the responsibility to try and alleviate all undue pressure upon the individual and create a working environment conducive to good health. It must be recognized that the employee is the most important aspect of the organization.

## STRATEGIC PLAN

In the next fourteen years (1987-2001) the California Law Enforcement community will be forced to make many difficult decisions in order to survive. Each organization will have to closely scrutinize their goals and objectives while considering their financial resources, demographics, technology, labor force, civil cases, federal law, state law, community involvement, etc.

In examining the five most significant trends and their impact we can see what threats and opportunities they entail.

Trend #1 - The use of psychological screening instruments to indicate the strengths, weaknesses, and personality traits of peace officer applicants.

- °A greater understanding of the individual and their suitability for employment.
- °A reduction in the number of applicants processed through the system who later fail to qualify for employment.
- °Ability to profile applicants for the changing needs of the organization.

Trend #2 - The use of psychological profiling as a means of employee selection.

- °Turn-over in employment will be reduced.
- °Morale of employees will be improved.
- °Greater compatibility with the job.

- °Increased productivity.
- °Financial savings to the organization.

Trend #3 - The increased number of minorities and females mandated for employment in law enforcement.

- °Citizens feel the department is more representative of the community.
- °Increased capabilities of the organization through expanded recruitment.
- °Burden placed upon the minority employee to prove ability.
- °Negative affect upon qualified applicants who are not protected classes.

Trend #4 - The effects of diminishing resources which force a reduction in the number of stress retirements.

- °Greater scrutiny of questionable claims for retirement.
- °Improved morale by not letting illegitimate retirement cases go uncontested.
- °Greater solvency of the retirement system.
- °Reduction in replacement costs of the employee.

Trend #5 - Citizen determination of the type of law enforcement officer they want employed in the community.

- °Department more responsive to the community.
- °Greater level of community satisfaction with the police.
- °Directed enforcement is addressing community concerns.
- °Less conflict between citizens and officers.

- °Improved employee morale and fewer employee problems.
- °Reduction in unwanted programs.

### CAPABILITY ANALYSIS OVERVIEW

Two survey instruments concerning the current capability and the future adaptability of the organization were distributed to the previous brainstorming group. Their results were averaged and tabulated for a current internal capability analysis.

The first analysis concerning the current capability of the organization concluded that the following were the strengths and weaknesses of the organization.

#### Better than Average (Strengths)

Personnel  
 Technology  
 Facility  
 Knowledge/Education  
 Employee dedication  
 Equipment/Supplies

#### Problem Areas (Weaknesses)

City Manager support  
 City Council support  
 Community support  
 Management flexibility  
 Morale  
 Financial resources

The second survey concerned the organizations adaptability to change. Again this instrument was distributed to the same sworn police personnel. The average results were tabulated and the results concluded how the organization perceived change.

Top ManagersClimateCompetence

1. Mentality/Personality (Flexible-Proactive)	1. Culture/Norms (Marketing-Proactive)	1. Structure (Marketing-Proactive)
2. Skills/Talent (Marketing-Proactive)	2. Rewards/Incentives (Marketing-Proactive)	2. Resources (Strategic-Proactive)
3. Knowledge/Education (Marketing-Proactive)	3. Power Structure (Strategic-Proactive)	3. Middle Management (Strategic-Proactive)
		4. Line Personnel (Production-Reactive)

The results indicate that the organization is basically proactive in nature (9 of 10). That it has a basic "marketing" mentality, or one that seeks familiar change (5 of 10). An interesting point to note is that top management is proactive (3 of 3) seeking novel change while line personnel are reactive and only willing to adapt to minor changes.

#### STAKEHOLDERS

A stakeholder is defined as any special interest group or individual who would be affected by the concerned issue or who could possibly have an effect on it. The issue under consideration is the use of psychological profiling in law enforcement. A group of sworn police personnel were asked to brainstorm those individuals or groups who would be effected or could effect the use of psychological profiling. They identified numerous entities concerned with this issue. (See Appendix C)

The group was then asked to review the list and through the "NGT" method give a weight of impact importance to each stakeholder. This allowed for the identification of the eight stakeholders who would have the greatest impact upon the issue. The following eight key stakeholders were identified:

Psychologists	Police Administrators
Police Officer Association	Citizens
Police Consultants	Potential Employees
Police Officers	Instrument Authors

#### ASSUMPTIONS

A list of assumptions was then created in reference to the position of the key stakeholders on the issue of psychological profiling. These assumptions were arrived at by concluding what role the stakeholder would be likely to take regarding the issue. These stakeholders were also identified as being pro (positive) or con (negative) regarding the overall issue of psychological profiling.

1) Psychologists (pro) +

Profiling will necessitate an interview process.

Profiling will increase the use of screening instruments.

Profiling will necessitate professional interpretation of raw data.

2) Police Officers Association (con) -

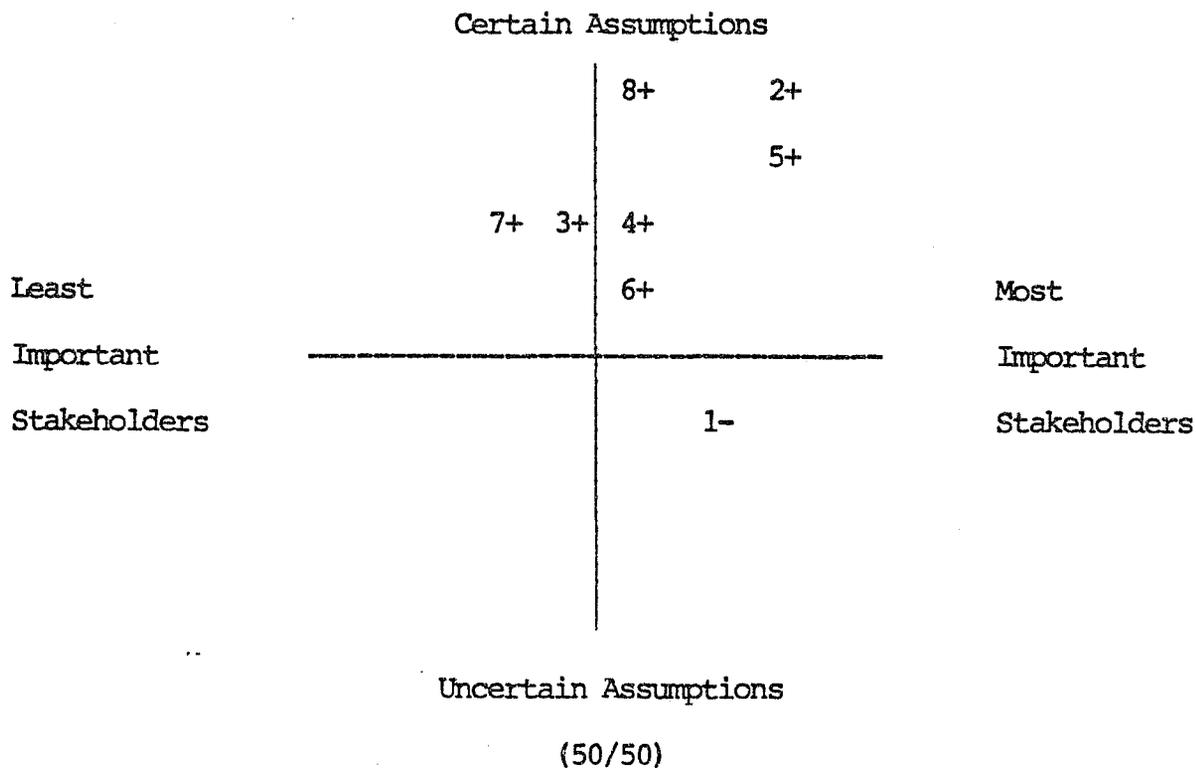
Profiling will allow for subjective interpretation of instruments.

Profiling will allow for discrimination and unfair labor practices.

Profiling will screen out those favorable to union ideology.

- 3) Police Consultants (pro) +  
Profiling will create the need for new training programs.  
Profiling will increase needed assessments of the organization.  
Profiling will expand involvement in selection and recruitment.
- 4) Police Officers (pro) +  
Profiling will improve community relations.  
Profiling will improve the morale of the officers.  
Profiling will lessen the organizational stress upon the individual.
- 5) Police Administrators (pro) +  
Profiling will reduce stress and medically related retirements.  
Profiling will reduce employee attrition.  
Profiling will reduce civil cases against officers.  
Profiling will improve productivity.
- 6) Citizens (pro) +  
Profiling will allow for greater citizen involvement.  
Profiling will provide for representative levels of enforcement.  
Profiling will improve the level of service to the community.
- 7) Potential Employees (pro) +  
Profiling will identify desired employee characteristics.  
Profiling will improve job compatibility.  
Profiling will identify personal strengths and weaknesses.
- 8) Instrument Authors (pro) +  
Profiling will increase the use of assessment instruments.  
Profiling will encourage improved instrument development.  
Profiling will increase the need for technical analyzation.

GRAPH OF STAKEHOLDER ASSUMPTIONS



The above graph represents the degree of certainty of the assumptions and the importance of the stakeholders in relation to each other. It is plotted to allow easy viewing of the overall importance to the issue. The horizontal bar represents a continuum from "least important" to "most important" in relation to the importance of stakeholders. The vertical bar represents the degrees of certainty concerning the assumptions made. The numbers represent the corresponding stakeholder and (+) and (-) represents either being positive or negative in relation to the issue of psychological screening for law enforcement officers.

1. Police Officers Association (-)
2. Psychologists (+)
3. Police Consultants (+)
4. Police Officers (+)
5. Police Administrators (+)
6. Citizens (+)
7. Potential Employees (+)
8. Instrument Authors (+)

#### SUMMARY OF STAKEHOLDERS AND THEIR ASSUMPTIONS

The positive (+) or negative (-) positions on this issue are strongly weighed (7 of 8) on the pro or positive side. It would appear that the general consensus of opinion is favorable to the psychological screening of potential employees. Fortunately, all groups which are extremely important to this issue are positive toward the concept. The Police Administrators, Police Psychologists, and the Police Officers Association are the most affected and most instrumental in the passage of such an issue. They are considered the major stakeholders.

The answer to implementing this concept would probably be to alleviate or lessen the negative assumptions of the Police Officers Association. By attacking the threat of job security, qualification of ability, validity of screening, improved compatibility and educating the association about those threats which are not real would help the passage of this issue.

## MISSION STATEMENT

The "NGT" group was asked to collectively generate an overall mission statement applicable to any agency which would encompass the issue of psychological profiling. The results are as follows:

"To maintain the highest quality of law enforcement service to the community while actively recruiting, employing and maintaining the highest level of police employee for the betterment of the department and the community in which they serve."

### Execution:

The "NGT" group was then asked to write one sentence policy or strategy statements that they would recommend to take a law enforcement agency into the year 2001.

The following eight statements were individually derived from the committee members.

1. All law enforcement agencies will utilize psychological profiling and psychological assessment instruments.
2. Law enforcement administrators and psychologists will agree on a police profile.
3. Psychologist will "screen out" more than just those applicants with severe psychological problems during recruitment.
4. Citizens will be more satisfied with police services because of selecting their level of police enforcement.
5. Morale of the organization will improve correspondingly with the quality of the officer.

6. Costs to the organization will decline as the quality of the officer improves.
7. Minorities and protected classes will not be discriminated against by psychological profiling.
8. Productivity of the organization will improve correspondingly with the quality of the officer.

#### RECOMMENDED STRATEGIES

The following three alternatives were selected as the most legitimate policy statements which were conceivable in both the short and long term planning stages over the next fourteen years.

Alternative #5 - Morale of the organization will improve correspondingly with the quality of the officer.

Alternative #6 - Costs to the organization will decline as the quality of the officer improves.

Alternative #8 - Productivity of the organization will improve correspondingly with the quality of the officer.

## SUMMARY OF RECOMMENDED STRATEGIES

Alternative #5 - As the compatibility of the employee to the occupation improves, less stress, tension, and frustration will be exerted upon the individual. This will create a pleasant work environment thereby causing morale to improve.

Alternative #6 - As the compatibility of the employee to the occupation improves fewer stress, medical and miscellaneous time off requests will become necessary. Occupationally compatible officers will decrease the attrition rate, thereby reducing replacement costs within the organization. Fewer civil cases will also be filed against officers if they are more representative of the needs of the community.

Alternative #8 - As the quality of the officer improves through job compatibility the productivity of the individual will improve correspondingly.

## COURSE OF ACTION

The recommended strategy is to expand the use of psychological profiling in the employment of law enforcement officers in order:

- 1) to reduce the overall cost to the organization,
- 2) alleviate much of the stress and frustration experienced by the individual officer,

- 3) allow the community to decide the level of its enforcement, and
- 4) increase the occupational compatibility of the employee.

#### ADMINISTRATION AND LOGISTICS

The support of top law enforcement administrators is necessary for the implementation of psychological profiling in the selection of law enforcement officers. Once this support is established the use of psychologist and assessment instruments will be invaluable. New and improved screening procedures and instruments will evolve, thereby improving the quality of the profiling process. Community support will increase as they realize the quality of enforcement provided and that they now have greater control in the selection of the officers that serve them.

#### PLANNING SYSTEM

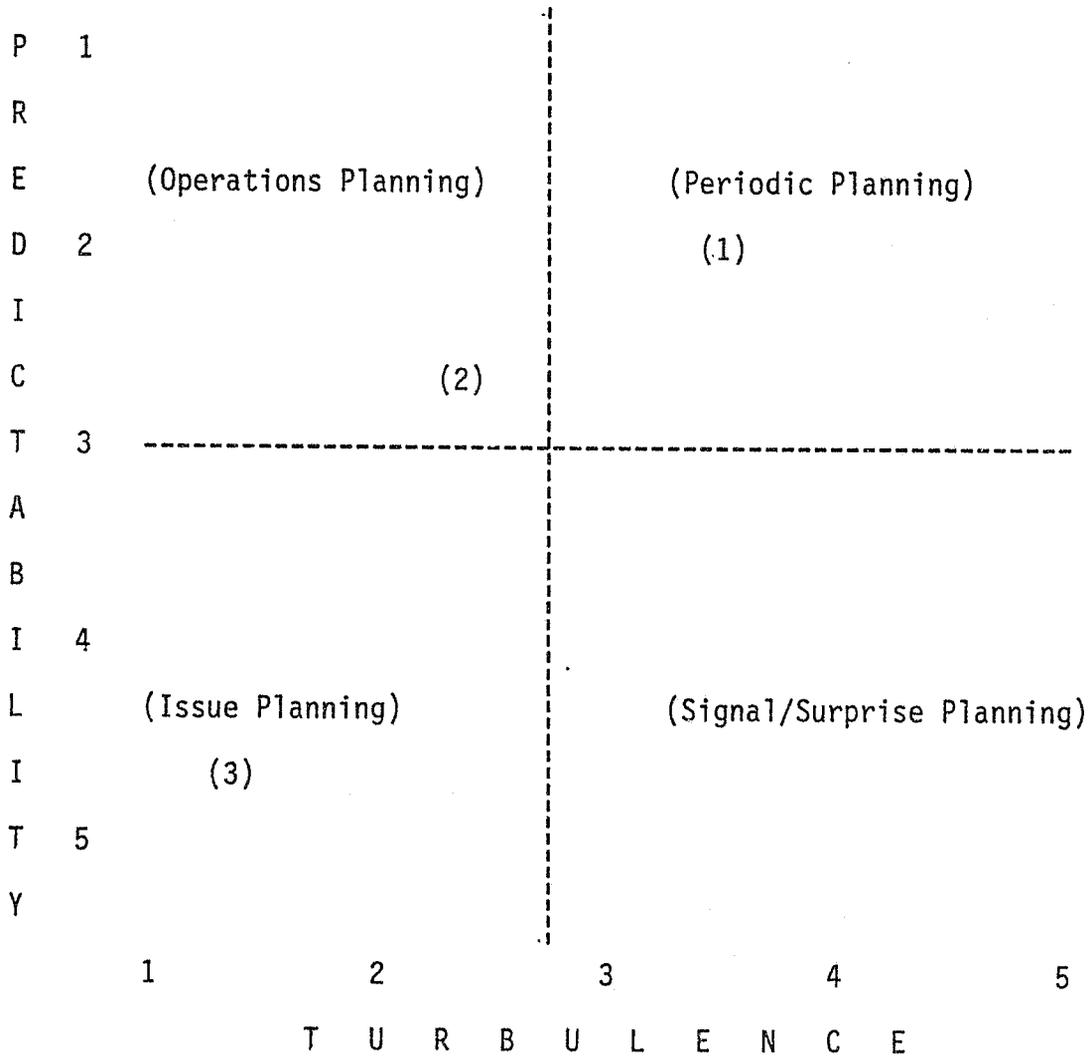
As a planning committee the "NGT" group previously described came up with the following suggestions and projections.

(1) 1-7 years (Promotion Stage) - Conceptual problems will be addressed. The program will just be getting started. New problems and their solutions will constantly arise. Selling the concept will be the major concern.

(2) 7-10 years (Full Swing) - The normal day to day operation will be evolving. Problem solving will be operational in nature. Making the program work will be the major concern during this time period.

(3) 10-14 years (Review and Feedback) - Business as usual. Most of the problems will be centered around changing existing procedures to expedite efficiency and effectiveness. Long range planning and building for the future will be of supreme importance during this time frame.

INTERNAL CAPABILITY ANALYSIS CHART



- (1) 1-7 years (Promotion Stage)
- (2) 7-10 years (Full Swing)
- (3) 10-14 years (Review and Feedback)

\* As noted on the above Internal Capability Analysis Chart, the degree of predictability is measured against the degree of turbulence during the planning stage.

## IMPLEMENTATION PLAN

In order to successfully implement a plan, one must first identify the major stakeholders. The major stakeholders previously identified are the police administrators, police psychologists, and the police officers association. Next, the needs of each of these major stakeholders relative to the issue at hand must be identified. The stakeholders can then see if they have any needs in common because during the negotiation process concessions may have to be made on some of these items. Knowing the degree of importance of each of these issues lends itself to a more successful negotiation and a more advantageous position for the negotiator who can accurately identify them. A list of the negotiable and non-negotiable issues (see below) concerning the implementation of a profiling program is extremely useful for negotiations.

### Negotiable issues:

- °The types of assessment instruments utilized.
- °The psychologists to interpret the instrument results.
- °The variables outside the police officer profile.
- °The extent of profiling and instrument utilization.
- °Periodic review of the program.
- °Amount of financial resources allocated to the program.

### Non-negotiable issues:

- °The use of profiling prior to employment.
- °The use of assessment instruments to determine employee compatibility.

- °The communitie's demand for greater involvement.
- °Police administration maintaining complete control of the program.
- °Ethnic, racial or gender discrimination.

#### STAKEHOLDER NEGOTIATION AREAS

The next step in preparing for negotiations is to list the negotiable and non-negotiable issues expected for each of the major stakeholders.

##### POLICE ADMINISTRATORS:

The Police Chief will be the representative of police management during the negotiations. He is genuinely concerned with the level of police service afforded the community. The Chief is very interested in improving the quality of police service to the community while staying apprised of the communitie's needs. He stays current on new and innovative ideas while keeping the cost of police services to a minimum. He realizes other law enforcement agencies are increasing their use of psychological profiling and is receptive to its greater utilization in his department. He not only recognizes the need for psychological profiling but sees the cost savings it entails. He is desirous of improving the quality of the officers within his department. He acknowledges profiling will have a positive affect upon morale, thereby increasing productivity. He also realizes that the cost to the organization from civil cases, time off, questionable medical retirements, and officer replacement will diminish.

He will agree to:

- °The use of psychological police profiling.
- °The greater utilization of psychological assessment instruments.
- °Scheduled periodic review of the program.
- °Reasonable budget expenditures for the program.
- °Providing office space and necessary office equipment.
- °Providing limited support personnel for the program.

He will not agree to:

- °Any program that will compromise the integrity or reputation of the department.
- °Any program that is not of some significant benefit to the community.
- °Total psychologist control over the program.
- °Any program that will significantly interfere with traditional police services.

#### POLICE PSYCHOLOGISTS:

The police psychologists are interested in a more scientifically valid means of selection of those people desirous of employment in law enforcement. They believe this will create more qualified officers tailored to meet the needs of the citizens. They are also desirous of seeing officers who are happy, productive, and qualified; who wish to become more involved in the community they serve. They desire to establish the personal and professional characteristics for the ideal peace officer and have the psychological profiling process select only these types of applicants fitting this category. They believe this will allow for a more harmonious relationship between the officers, administrators and the citizens.

They will agree to:

- °A moderate degree of police intervention in the decision making.
- °A pilot program to identify problems and areas of concern prior to total commitment of resources.
- °A review of the program after a specified time frame to make any necessary modifications for problem solution.

They will not agree to:

- °Total police department control over the program.
- °No citizen involvement at all.
- °Minorities not being proportionately represented according to qualifications.
- °A short time commitment to the program.

POLICE OFFICERS ASSOCIATION:

The Police Officers Association (POA) is not supportive of this program. Although they realize it has some merit, it is viewed as a threat to the organization. Pre-selecting only a certain type of officer and giving the community control over the type of officer to be selected is felt as a threat to the other officers making up the association.

They will agree to:

- °A program that invites cooperation between the citizens of the community and the officers of the department.
- °Qualified personnel being hired by the department.
- °A safer and more secure environment for police officers to perform their duties.

°Any program that would improve the quality of police officer serving the community.

°Community movement in support of the police.

They will not agree to:

°The replacement of existing police personnel by those selected through psychological profiling.

°Civilian review boards disguised as psychological screening committees.

°The benefits or pay of presently employed officers being reduced to compensate for additional programs.

#### NEGOTIATION STRATEGY

The final step prior to the negotiations is to develop a strategy for each major stakeholder to utilize during the negotiation process. The parenthesized words describe the type of strategy as outlined by Gerald Nierenberg in his book entitled "The Art of Negotiating".

#### POLICE MANAGEMENT:

The negotiation strategy to be used by the Chief of Police will be that of introducing several matters into the discussion so he can make concessions on some and gains on others (Crossroads). He will also use testimonials or endorsements by others that are positive to the program to support his position (Association). Since the Chief is in agreement with the concept of psychological profiling he will wait until after the plan is submitted by the police psychologists before making any comments (Forbearance).

The negotiation strategy of the Chief will entail pointing out that other local agencies are presently and ever-increasingly utilizing police profiling for employee selection. The Chief will admit that a more systematic selection of officers could be instrumental in significant monetary savings to the organization. The Chief will present hard data from other agencies as to the cost and benefits associated with this program. He will also present successful examples of similar programs.

The Chief's strategy will also consist of presenting many partial details of the plan and their alternatives so that concessions can be made to tailor the plan to meet the needs of the organization. The Chief plans to allow the other two parties to make their demands wherein he will submit his possible alternatives so he can design an implementation plan he will find personally satisfactory.

The Chief intends to sell the plan to the Police Officers Association without coming into direct conflict with them. He desires to remain outside the conflict resolution stage of the plan until after it is presented by the police psychologists and the Police Officers Association counters with its arguments. The Chief will only concede to the psychologists or the Police Officers Association minimal control over the plan as he feels it is his department and neither labor or special interest group control is appropriate.

The Chief realizes the increased level of individual officer capability that is available to the department through this program and is desirous

of involvement. He also realizes the heightened degree of police service both real and perceptual to the community that this plan encompasses. Another real benefit of the psychological profiling program is the budget savings that this program represents at a time of inevitable revenue cutbacks and increasing demands for improved police service.

POLICE PSYCHOLOGIST::

The Psychologist's strategy will be that of enlisting the aid and support of other professionals on their behalf (Participation), testimonials or endorsements of the value of the program (Association), and the piece by piece acquisition until the whole is obtained (Salami). They are hoping not to get into the conflict with the Police Chief and Police Officers Association until the timing is right (Forebearance) but realize that their overall timing strategy (Acting Immediately) must be now while the need and the social climate is right. The psychologists are interested in greater involvement in the program and the Police Chief can hardly refuse their interest due to ever increasing pressure to be more responsive the needs of the community while operating with diminishing resources.

The Psychologists are convinced of total support from numerous civic special interest groups, City Manager, City Council Members, and many non-profit organizations. As the author of the plan they hope to stress upon the Chief of Police the importance of the psychological police profiling program. Although the Chief is supportive, they know he wants to remain in almost complete control of the program. The Psychologists

do not want to be restricted and feel they have the expertise and duty to try and correct the problems between law enforcement and the community.

Their concessions will consist of limits and parameters to the program being set by the Chief and the Police Officers Association. However, they are determined to ever encroach upon these limiting powers until they are in control. They are assured theirs is a better way to serve the public and the individual officers.

Vying for public recognition, Police Psychologists perceive themselves as the most knowledgeable individuals in support of this plan. Although, the Chief and Police Officers Association will recognize some merit to their plan, these individuals want full public and peer support, plus recognition for their efforts. They hope to instill a "win-win" situation wherein everyone comes out ahead, especially them. They feel they will win because of the expansion of their field of endeavorment and the notoriety associated with the same. The community will win because of a more responsive and tailored police service to meet their needs. The police department will win because of the more efficient and effective police service credited to their record. The Police Officers Association will win because they are seen as representatives of the police officers and through greater community understanding they will be looked upon more favorably by the community.

The Psychologists do not want to appear too aggressive in their demands and alienate any of the citizen support. Slowly through the "Salami" method they hope to become more powerful. They realize that the Police Officers Association will acquire little support from the Chief. Since the promotion of the program is designed to assist the organization and not to reduce the powers of the Police Officers Association, it is hoped they will not attack with unbridled opposition. They want to emphasize to the Police Officers Association that police officer profiling can produce more capable and qualified employees. They intend to point out the prior cases of employee satisfaction with the performance of employees selected through psychological profiling methods. They hope to win the approval of the Police Officers Association by citing several other large agencies which have had successful experiences with psychological profiling. The Psychologists hope the showing of favorable precedent will be a powerful motivator toward the acceptance of their plan.

POLICE OFFICERS ASSOCIATION:

The negotiation strategy of the Police Officers Association will be showing that political pressure is being exerted to circumvent the existing hiring practices so that less qualified applicants can be accepted. They intend to show that questionable individuals are associated with the program (Disassociation) and the introduction of several related matters so that concessions can be made on some and gains on others (Crossroads). The timing strategy will be a combination of convincing your opponent that you have withdrawn while staying in

command of the situation (Apparent withdrawal) and acting in opposition to what may be considered to be the popular trend or goal (Reversal).

The Police Officers Association is the only one of the three stakeholders not supportive of this plan. They see psychological profiling as an erosion of their power and general membership. The Police Officers Association will use "disassociation" to point out all negative aspects of the special interest groups and their leaders, especially highlighting their political and self-serving interests. They will then interject several modifications and alternatives to better tailor the plan to accommodate their position if it is approved. Since the Chief is seen as supportive of this plan they feel it will probably be approved unless the sworn officer's disapproval is much greater than expected.

The Police Officers Association is non-supportive of this program and eager to point out the negative aspects of psychological police profiling. By emphasizing employee dissatisfaction due to questionable hiring practices or possible job action they hope to subtly show their strength. Their accompanying strategy will be to oppose the psychological profiling program as it is a costly trend or fad with no real proof of its validity.

The P.O.A. does not want to lessen their membership as it is their main source of power. Psychological screening may restrict employment to those less likely to want to belong to unions and therefore will

eventually erode the association's power base. They would like to accomplish a "win-lose" situation by creating sufficient doubt as to the intent and validity of the psychological profiling program. However, they will be satisfied in being able to lessen its impact upon their membership and having some control over its implementation and procedures.

## TRANSITION PLAN

To manage the transition state from the old organization to the new the "critical mass" needs to be identified. The "critical mass" are those individuals that are deeply committed or involved in the change and their support or lack of it will decide the outcome of any change effort. They are the core group of important people or the key constituents to any change.

In order to effectively implement a strategic plan the critical mass most instrumental to and/or affected by the plan must be given careful consideration. If needed attempts must be made to increase their support of the strategic plan. Manipulating the critical mass and gaining their support and commitment is essential to a successful transition.

The "critical mass" for the Psychological Police Profiling Program have been identified as follows:

- |               |                               |
|---------------|-------------------------------|
| °City Manager | °Police Officer's Association |
| °Citizens     | °Chief of Police              |
| °Commander    | °Psychologist                 |

The current level of commitment of each of these individuals and the future level of commitment required for the successful completion of this transition is depicted in the chart below. An (X) indicates their present position and a (0) represents the desired position of their

involvement to manage the transition to its desired end. During implementation this allows for the ready identification of those people used as resources who have major roles to play in the transition phase.

COMMITMENT ANALYSIS

Critical Mass Individuals	BLOCK change	NO com- mitment	LET IT happen	HELP IT happen	MAKE IT happen
CITY MANAGER					X0
CHIEF OF POLICE					X0
COMMANDER				X----->	0
P.O.A.	X----->				0
CITIZENS				X----->	0
PSYCHOLOGIST					X0

ASSESSMENT OF CRITICAL MASS INDIVIDUALS

CITY MANAGER: The City Manager is a very progressive and visionary city official. He has spent the last ten years rebuilding the economy of the city. He has been the driving force in the redevelopment of the inner city and the downtown business district. The City Manager has a very strong will and believes in his independence. This causes concern with the City Council and occasionally items of conflicting interest become open debates. Heated arguments often erupt at council meetings.

The City Manager has been the inspiration for several successful and innovative ideas that have brought notoriety and wealth to the City. Because of these noticeable accomplishments he has been able to keep the council appeased. The City Manager sees the Psychological Profiling Program as a forefront to the community's interest in law enforcement and local government in general. The national publicity of such a program with its constructive ramifications for both law enforcement and the community at large would do much to strengthen the position of the City Manager. A successful Psychological Profiling Program would give him immense local as well as national recognition that could prove very beneficial during times of conflict with council members.

CHIEF OF POLICE: The Police Chief was appointed to his present position by the City Manager. The Chief had not applied for the vacated position until requested to do so by the City Manager. Since his appointment the Chief has given and in return demands unquestioning loyalty to the City Manager. Any thing less than this is seen as disloyalty, not a team player, and counter productive to the organization. When the City Manager advised the Chief of Police he wanted him to look at the feasibility of Psychological Police Profiling, it was done immediately. How soon the implementation date and to what degree only depended upon the City Manager's directions to the Chief. The Chief will only entrust the implementation of this program to his most capable officers with the instructions that this plan will be operational as ordered. The Chief feels his most capable officers are in turn only those who give unquestioning loyalty to his position.

COMMANDER: The Commander is in charge of the Academy and the selection process of new recruits. He works directly out of the Chief's Office and answers only to the Chief. It is an appointed position within the police department and serves at the pleasure of the Chief of Police. The Commander was previously a Lieutenant serving as the Chief's Aide. He was appointed to Commander by the present Chief of Police and it is obvious to all that he will do whatever is requested of him. To what degree he will implement and support the Psychological Police Profiling Program depends only upon the direction he receives from the Chief. Fortunately, the Commander is a "natural" leader and liked by most members of the Department.

POLICE OFFICERS ASSOCIATION: The President of the Police Officers Association is adamantly opposed to the psychological profiling of police applicants. He sees the selection of these new employees being manipulated to the extent that only those opposed to unionization being accepted. This is seen as a calculated maneuver by management to deplete the number of union members thereby subrogating this once powerful political body. The Police Officers Association is strongly critical of the Psychological Profiling Program and as it progresses they are becoming more vocal about the negative aspects of the program. They strongly urge the City's council members and other political representatives not to support the program. They are quick to point out all the positive aspects of the existing system for employee selection. Likewise, the negative aspects of the profiling program are constantly being presented through a scare campaign emphasizing liability issues

and community safety. The Police Officers Association has tried to persuade the Police Chief and the City Manager not to accept the undocumented reliability of psychological profiling. However, the budget savings, community support, and notoriety for such a program seem to be the over-riding concerns of the top administrators. The Police Officers Association can be persuaded to change their position by educating them on the employee satisfaction portion of the program and the long-term savings in reduced budget expenditures.

CITIZENS: The demands by numerous citizens to have police officers more responsive to the communities wants, wishes and desires has lead to the formation of formal Citizen Advisory Groups. Their propensity for involvement combined with the need for more assistance in all aspects of law enforcement has created a setting conducive to greater citizen input into the type of police officer assigned to a community. Their persistent and ever increasing desire for involvement has led to a more sophisticated means of accomplishing these ends. Through the press, political representatives and professional organizers they have evolved into a force that demands recognition. It is the sincere desire of these citizen advisory groups to become as politically powerful as possible. They are constantly seeking involvement with the community through various organizations. They are very enthusiastic about their position and have the determination to make front page headlines. As a representative for members of the community who demand greater involvement in law enforcement they will see that the police department recognizes that the citizens are their employer and as such the citizens have the right to decide upon their level of enforcement.

PSYCHOLOGISTS: The need to refine the selection of police officers to prevent an individual from becoming employed in a personally debilitating profession is apparent. The fact that police work is very stressful and causes some individuals severe emotional harm has resulted in assessment instruments being designed to profile individuals better suited to law enforcement. This selection process will also drastically reduce the agencies expenses normally incurred from stress, early retirements, and time off the job. Psychologist having an interest in the pre-selection of police officers have been actively involved in the "screening out" and "selecting in" of employee candidates. They have validated a profile for the ideal police officer, identifying numerous traits and characteristics beneficial to employment. They have also validated several specific assessment instruments that can identify various traits and attributes in the individual. Their position is to improve the compatible selection of police applicants.

## MANAGEMENT STRUCTURE

The transition management mechanism most appropriate for this commitment plan has been identified as a "Project Manager". The Project Manager will be responsible for guiding the organization through the transitional state of change. The Police Chief has decided that the Commander will be the Project Manager. He will be in complete charge of the transition toward the use of psychological profiling in the selection of employees. He will be totally responsible to see that the new system of selection occurs. He has the authority to mobilize the resources necessary to insure its completion. He presently commands the respect of existing management due to his rank. Fortunately, he has strong interpersonal skills and will be able to sell this program. Because of the formal para-militaristic structure of the organization the Project Manager will be seen as having the power of the Police Chief with the support of the City Manager.

The key ingredient in this case will be the fact that the Project Manager is a "natural" leader. As a "natural" leader he already has the trust and support of most members of the organization. He will be able to deliver the necessary unification without having to constantly fight battles for their allegiance. The Project Manager will inform the membership of the pros and cons of the change and let them decide for themselves whether to support the transition. However, by him determining the time of the change and having the support of the membership it will probably not be a tremendous task for him to win acceptance of the program.

The Project Manager's job will be to facilitate the change during the transition state only. Once in place and generally accepted the formal leadership will be turned over to the appropriate level of authority within the organization and business will be conducted as usual. In this case the Police Chief has again designated the Commander as the responsible authority after the transition. The Chief has decided not to be the Project Manager as he does not wish to delegate the day-to-day operations of the police department to anyone else and he sees the mandatory successful completion of this transition as being very time consuming. He feels it would be better to leave this task to someone who possesses the necessary attributes to successfully complete the commitment plan.

#### SUPPORTING TECHNOLOGY

To adequately prepare for the transition and all its possible ramifications the core group or "critical mass" has been brought together to develop a team cohesiveness. They have been asked to define the core mission statement for the organization. It is felt this mission statement will be very supportive of the Psychological Police Profiling Program. They have been advised to keep in mind the demands of the citizens they serve. It is hoped that from this team development meeting they will establish an esprit-de-corps for the group.

Next they have decided to do an environmental mapping study. Here they will specifically identify the demands of the various groups affected by law enforcement, especially the potential new employee. By putting

these demands in perspective the organization can identify and prioritize before addressing these demands. They can then intentionally direct the organization to their own best interest by ignoring some and acting on others. It is again felt that demands will be identified that the Psychological Profiling Program will specifically address.

Next they will want to list the various responsibilities that need to be aggressively pursued during the transition stage. For this the group will conduct a responsibility charting exercise. Here the numerous decisions and actions to be taken during the total transition will be clearly defined along with those actors most responsible for their completion. The key actions necessary for implementation will be charted along with the one person most responsible (initiates) to ensure that the action is achieved. The other actors involved in these actions are then identified and categorized as "approval required," "supports," or "informs." The group can then look at the decisions to be made and find the actors most responsible and have them directly address the issue. This way they can easily determine the duties of the various members in relation to the various tasks and others in the organization that need to be contacted and informed.

Later in an effort to educate and train affected members of the organization, individual core members will then go back to their respective assignments and inform their staff or constituents of the pending change. By giving them the reasons why the transition is necessary it is hoped they will buy into the change and become more supportive of it. It is also hoped that by being adequately prepared

for the change the transition will go smoothly with fewer problems. This will also allow for the values of the organization to be clarified to the membership.

In bringing together these various top management and civic minded people throughout the City and instilling in them the necessity for successful completion of the program it is hoped that the transition state will be short and mild. By the omnipresence and support of the City Manager and Chief of Police it is hoped that the entire City will become aware of the importance of this change and do their best to support it.

By carefully taking the time to analyze the situation, define the present state and describe the desired future state, it is felt those involved in the transition plan will gain a clearer understanding of the needs of the organization during this time of change. Through selecting the individual mechanism most appropriate to manage the transition and then deciding on the technologies most beneficial to the successful completion of the commitment plan it is likely fewer problems will be encountered. The bottom line is reaching the desired future state with as few disruptions to the organization as possible.

## SUMMARY

The selection of peace officers hired into any agency may be one of the most critical factors in determining the overall effectiveness of that agency. The goal of psychological profiling is to identify individual characteristics that may foster involvement in certain behavior after being hired as a law enforcement officer. This is becoming increasingly important since the organizational pressures of police work may provide the necessary catalyst for the manifestations of these behaviors. Often these manifestations are found to be costly and not in the best interest of the agency.

Police work is considered by many to be one of the most stressful occupations encountered. The normal human response to danger is the fight or flight syndrome. Unfortunately, officers cannot do either; the job simply does not allow for either attacking or running away. Therefore, stress is built up in the individual and adrenaline is secreted into the body metabolism as a result. These secretions caused by physical danger, emotional crisis or continuing psychological doubt can cause body disorders, excessive need for sleep, and marked mental lethargy involving lack of concentration and inability to think clearly. Diseases such as arteriosclerosis, coronary thrombosis, and cerebral hemorrhage may also be the result of constant over-stimulation of the adrenal glands.<sup>37</sup> Therefore, it is obvious that for the good of both the individual and the organization we need to try and select for employment those individuals who are capable of coping with stressful situations without being adversely affected by these stressors.

In the psychological assessment of applicants for positions in law enforcement, intellectual ability and aptitude have proven useful in predicting success or failure at police academies, but these measures are not good predictors of performance on the job. Research findings support establishing job-related requirements for psychological profiling after the recruit has left the academy. Behavioral science specialists after detailed analysis reveal that seventy to ninety percent of police activity involves interaction and communication with citizens. In scrutinizing police behavior it becomes apparent that traditional training in capturing criminals, although necessary, does not address a large portion of what a police officer encounters on their job. For the present the evidence favors an assessment focus which validly identifies those individuals who will be unable to function effectively as law enforcement officers considering the real duties of the occupation.

Much of the psychological profiling literature seems to indicate that selection must also take into account the specifics of the geographical area involved. It has become a truism that apparently valid results in one jurisdiction or police agency do not guarantee that transferability of the screening or selection procedures to other departments due to unique local environmental and organizational factors. Because organizational geographic and operational variables differ from one department to another, a local revalidation study would be recommended

before using either standardized or specialized tests. In addition to determining local test validity is the need to establish local norms.<sup>38</sup>

Psychological profiling will someday become invaluable to law enforcement. In addition to "screening out" those applicants with severe psychosis, profiling will enable the identification of those characteristics most conducive to a successful career in law enforcement. A process of "selecting in" individuals with strong personality traits in those identified areas will become the standard. The implementation of these screening procedures will thereby result in a more efficient and effective work force. By extending the psychological interview process and interjecting objective and measurable indicators of performance and potential ability the turnover in law enforcement personnel will be reduced. This will ultimately result in enormous operating cost savings to any law enforcement agency. It will also relieve much of the stress placed upon law enforcement personnel who would otherwise not be suited for their present employment. This will ultimately improve the morale of the officers and the services provided to the public.

## TRENDS (Appendix A)

physical fitness	regional training centers
lateral transfers	self-sponsored students
aging population	police trainee positions
undesirable employment	self-policing
minimal pay	statewide recruitment
changing social morals	multi-occupations
civilianization	me/now syndrome
changing social morals	hi-tech/information society
diminishing resources	no military experience
affirmative action	quota system
lower educational ability	targeted recruitment
increasing drug usage	lowered standards
mandated minority employment	dangerous occupation
mandated female employment	narcotic dependency problems
early retirements	t.v. stereotypes
increased life expectancy	misconception of occupation
citizen right's groups	commuting considerations
importance of the individual	high expectations
demand for increased services	major tax reforms
child care	economic constraints
need for expertise	municipal bankruptcy
economy/employment ratios	psychological assessment
independence of individual	police not vogue
insurance costs	vicarious liability
increased unemployment	social awareness

TRENDS (continued)

need for expertise	flexible work schedules
private policing	depression/recession
anti-crime ticket	aging of America
conservative movement	demographics
no mandatory retirement age	valid police profile
assaults against officers	community support for police
intense media scrutiny	increased civil liability
failure of retirement systems	increased technology
increased medical retirements	public fear of police
public fear of criminals	civilian review boards
increased civil cases	citizen involvement

## EVENTS (Appendix B)

1. Specific psychological assessment instruments are upheld by the courts to be scientifically accurate.
2. Females are mandated by law to occupy positions in public safety proportionate to their ratio in the community.
3. Mexican-American nationality emerges as the majority racial-ethnic group in California.
4. American Medical Association supports the psychological profiling of police applicants.
5. Specific psychological assessment instruments are mandated by law to be given to law enforcement applicants.
6. Arab Nations War erupts with an alarming number of males being drafted creating a need for females to assume their role in law enforcement.
7. Court decision that the employment needs of public safety organizations are greater than the rights of the individual seeking employment.
8. Financial restrictions in California causes law enforcement to return to 1987 budget allocations.
9. Public Employees Retirement System is operating in the deficit due to the large number of stress and medical retirements.
10. A police profile is agreed upon by both police administrators and psychologists.
11. Private police services are permitted by law to assume the responsibilities of city and county police agencies.
12. Civil cases against peace officers are becoming so numerous that even self insured agencies are finding the costs prohibitive.

## STAKEHOLDERS (Appendix C)

Police Administrators	Police Officers
Physicians	Police Supervisors
Politicians	Psychiatrists
Special Interest Groups	Citizens
City Manager	Business Community
City Council	Criminal Element
Mayor	Labor Unions
Citizen Advisory Groups	Unemployed
Attorneys	Federal Government
School System	Gangs
Ethnic/Racial Groups	Training Providers
Courts	Insurance Companies
Private Industry	Instrument Authors
Police Officer Assoc.	Worker's Compensation
Medical Services	P.O.S.T.
F.L.A.S.A.	Senior Citizens
Organized Crime	Private Security
Civilian Employees	Retirement Industry
Psychologists	Budget Analyst
Private Consultants	Uniform Suppliers
Potential Employees	Construction Industry

FOOTNOTES (Appendix D)

- 1 John Berner and George Hargrave, "Post Psychological Screening Manual" (Sacramento: Commission on Peace Officer's Standards and Training, 1984, p.21.
- 2 Martin Reiser, Police Psychology (Los Angeles: LEHI Publishing Company, 1982), p.89.
- 3 John Berner and George Hargrave, "Post Psychological Screening Manual" (Sacramento: Commission on Peace Officer's Standards and Training, 1984), p.21.
- 4 Charles Spielberger, Police Selection and Evaluation (Washington, D.C.: Hemisphere Publishing Corporation, 1979), p.207
- 5 S. Gettinger, "Psychological Testing of Recruits." Police Magazine V4 N2, March 1981, pp. 29-30, 36-40.
- 6 Ibid., pp. 29-30, 36-40.
- 7 John Stratton, Police Passages (Manhattan Beach: Glennon Publishing Company, 1984), p.37.
- 8 Martin Reiser, Police Psychology (Los Angeles, LEHI Publishing Company, 1982), p.93.
- 9 "Where Do We Go From Here," Pacesetter, V4 N2, September 1987, p.1.
- 10 Martin Reiser, Police Psychology (Los Angeles: LEHI Publishing Company, 1982, p.33.
- 11 "Stress Related Police Claims Cost Millions." The Register, 14 October - 16 October 1984.
- 12 Ibid.
- 13 Ibid.

FOOTNOTES (continued)

- 14 Martin Reiser, Police Psychology (Los Angeles: LEHI Publishing Company, 1982), p.276.
- 15 John Berner and George Hargrave, "Post Psychological Screening Manual" (Sacramento: Commission on Peace Officer's Standards and Training, 1984, p.26.
- 16 Ibid., p.16.
- 17 Charles Spielberger, Police Selection and Evaluation (Washington, D.C.: Hemisphere Publishing Corporation, 1979), p.200.
- 18 David Nichols, "Special Considerations for Selecting Campus Police Officers." The Police Chief, June 1987, p.25.
- 19 "Changes in Hiring of Police Would Arrest Trouble." The Wall Street Journal, 26 August 1984.
- 20 "Looking at Solutions to Recruitment Problem." Pacesetter, V4 N2, September 1987, p.2.
- 21 "Changes in Hiring of Police Would Arrest Trouble." The Wall Street Journal, 26 August 1984.
- 22 S. Gettinger, "Psychological Testing of Recruits." Police Magazine V4 N2, March 1981, pp.29-30 36-40.
- 23 S.A. Somodevilla, "The Psychologists Role in the Police Department." The Police Chief (April 1978), p.21.
- 24 C.R. Bartol, "Psychological Characteristics of Small Town Police Officers." Journal of Police Science and Administration, V10 N1, March 1982, p.58-63.
- 25 R.E. Inwald and E.J. Shusman, "IPI and MMPI as Predictors of Academy Performance for Police Recruits." Journal of Police Science and Administration, V12 N1, March 1984, p.1-11.

FOOTNOTES (continued)

- 26 Harvey A. Goldstein and James T. Reese, Psychological Services for Law Enforcement. Washington, D.C.: U.S. Government Printing Office, 1986, p.52.
- 27 Charles Spielberger, Police Selection and Evaluation (Washington, D.C.: Hemisphere Publishing Corporation, 1979), p.204.
- 28 Ibid., p.250.
- 29 Alan W. Benner, "Psychological Screening of Applicants."  
Psychological Services for Law Enforcement, Washington, D.C.: U.S. Government Printing Office, 1986, p.18.
- 30 Charles D. Spielberger, Police Selection and Evaluation (Washington, D.C.: Hemisphere Publishing Corporation, 1979), p.203.
- 31 Martin Reiser, Police Psychology (Los Angeles: LEHI Publishing Company, 1982), p.295.
- 32 M.C. Mills and J.G. Stratton, "MMPI and the Prediction of Job Performance." FBI Law Enforcement Bulletin, V51 N2, February 1982, pp. 10-15.
- 33 Charles D. Spielberger, Police Selection and Evaluation (Washington, D.C.: Hemisphere Publishing Corporation, 1979), p.16.
- 34 John Stratton, Police Passages (Manhattan Beach: Glennon Publishing Company, 1984), p.39.
- 35 Ibid., p.39.
- 36 Ibid., p.41.
- 37 Ibid., p.107.
- 38 Martin Reiser, Police Psychology (Los Angeles: LEHI Publishing Company, 1982), p.90.

## BIBLIOGRAPHY (Appendix E)

- Bartol, C.R. "Psychological Characteristics of Small Town Police Officers." Journal of Police Science and Administration, V10 N1, March 1982, pp. 58-63.
- Benner, Alan W. "Psychological Screening of Applicants." Psychological Services for Law Enforcement, Washington, D.C.: U.S. Government Printing Office, 1986.
- Berner, John G., and Hargrave, George E. "Post Psychological Screening Manual." Sacramento: Commission on Peace Officers Standards and Training, 1984.
- Blum, Lawrence N. "Survival of the Inner Cop." Journal of California Law Enforcement, Fall 1984, pp. 59-64.
- Brobst, M.A., and Inwald, R.E. "A Psychological Screening Measure for Conserving Employee Assistance Resources." The National Sheriff, June-July 1985, pp. 45-47.
- "Changes in Hiring of Police Would Arrest Trouble." The Wall Street Journal, 26 August 1987.
- Dowell, Ron. "Police Officers: Are We Hiring the Wrong People?" Western City, April 1987, pp. 17-36.
- Gettinger, S. "Psychological Testing of Recruits." Police Magazine, V4 N2, March 1981, pp. 29-30, 36-40.
- Goldstein, Harvey A., and Reese, James T. Psychological Services for Law Enforcement. Washington, D.C.: U.S. Government Printing Office, 1986.
- Inwald, R.E., and Shusman, E.J. "The IPI and MMPI as Predictors of Academy Performance for Police Recruits." Journal of Police Science and Administration, Volume 12 No. 1 (1984):1-11.

BIBLIOGRAPHY (continued)

- "Looking at Solutions to Recruitment Problem." Pacesetter, V4 N2, September 1987, p.2.
- Metts, James R. "The Police Force of Tomorrow." The Futurist, October 1985, pp. 31-36.
- Mills, M.C. and Stratton J.G. "MMPI and the Prediction of Job Performance." FBI Law Enforcement Bulletin, V51 N2, February 1982.
- Nichols, David. "Special Considerations for Selecting Campus Police Officers." The Police Chief, June 1987, pp. 25-27.
- Nierenberg, Gerald I. The Art of Negotiating. New York: Pocket Books, 1981.
- O'Boyle, Ernest H. "Psychological Screening of Police." Washington, D.C.: U.S. Department of Justice, 1987.
- O'Boyle, Ernest H. "Police Personnel Selection." Washington, D.C.: U.S. Department of Justice, 1987.
- O'Toole, May Ellen. "Women in Law Enforcement: In Search of an Authentic Stereotype." Ph.D. dissertation, Golden Gate University, 1987.
- Reese, James T. "A History of Police Psychological Services." Washington, D.C.: Federal Bureau of Investigation, 1987.
- Reese, James T. "Behavioral Science in Law Enforcement." Washington, D.C.: Federal Bureau of Investigation, 1987.
- Reiser, Martin. Police Psychology. Los Angeles: LEHI Publishing Company, 1982.
- Somodevilla, S.A. "The Psychologist's Role in the Police Department." The Police Chief, April 1978, pp.21-23.
- Spielberger, Charles D. Police Selection and Evaluation. Washington, D.C.: Hemisphere Publishing Corporation, 1979.

BIBLIOGRAPHY (continued)

Stratton, John G. Police Passages. Manhattan Beach: Glennon Publishing Company, 1984.

"Where Do We Go From Here." Pacesetter, V4 N2, September 1987, p.1.

Stratton, John G. "Psychological Services for Police." Journal of Police Science and Administration, Volume 8 No.1 (1980):31-39.

Stratton, John G. "The Department Psychologist." The Police Chief, May 1977, pp. 70-75.

"Stress Related Police Claims Cost Millions." The Register, 14 October - 16 October 1984.