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What Future Impact Will Women in Sworn Officer, Supervisor,  
and Management Positions Have on California Law  
Enforcement by the Year 2000?

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## What Future Impact Will Women in Sworn Officer, Supervisor and Management Positions Have on California Law Enforcement By The Year 2000?

*Robert G. Norman*

Examines the past, present, and future issues associated with the movement of women into peace officer ranks within California law enforcement.

It was found that women officers represent 7.2% of the nation's nearly 476,000 officers and 9.5% of California's 60,000 sworn employees. It was also found that in California an even smaller percentage advance beyond the rank of entry-level patrol officer into either supervisory or management level jobs. In particular, it was determined that only 3.6% of the supervisory and 1.6% of the management positions in the state are held by women.

The findings were analyzed in relation to projected workforce changes facing the law enforcement profession between 1987 and the year 2000. Several trends and potential events that could impact the issue of recruitment and promotion of women officers were forecast for the next 13 years. This information was utilized in the development of three different scenarios or "Visions of the Future" of California law enforcement in the year 2000.

These three "snapshots" provide a rather diverse picture of the industry. One choice postulates that law enforcement leaders in 1988 undertook an initiative to address future recruitment problems by increasing the number of women officers, supervisors, and managers statewide.

Ten women law enforcement managers and two male chief executives, each commanding departments with more than 20% of their sworn officers being women, were interviewed regarding policies and practices that could be used to accelerate the recruitment and promotion of women employees. These thoughts, together with data developed in the futures analysis, served as a basis for a Strategic Plan designed to alter law enforcement's future. The plan details six major policy areas and seventeen specific strategies to be implemented statewide over a three-year period.

A transition plan is also proposed to guide the profession from the "Present State" into the "Future State". This element calls for a focused effort on the part of all of the state's major professional organizations. It suggests that California's Commission on Peace Officer Standards and Training should lead the undertaking by creating an awareness of the issue throughout the industry and by coordinating the efforts of the various associations.

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

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

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

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Chief Jim Cost	Ms. Sarita Ledet
Chief Jim Datzman	Chief Doug Miller
Lieutenant Linda Fellers	Chief Don Phipps
Ms. Sandra Glosser	Sergeant Larry Riche
Ms. Kathie Jackson	Captain Pam Roskowski
Special Agent Mary O'Toole	

### INTERVIEWS

This study incorporated the interviewing of 2 male police chiefs, 9 women police managers, and one woman police sergeant. These individuals were assured anonymity for themselves and their respective agencies. Accordingly, their names and departments cannot be identified; however, their candid input enriched the entire report.

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## EXECUTIVE SUMMARY

This study examines the past, present, and future issues associated with the movement of women into peace officer ranks within California law enforcement.

Initially, it was found that women officers represent 7.2% of the nation's nearly 476,000 officers and 9.5% of California's 60,000 sworn employees. It was also found that in California an even smaller percentage advance beyond the rank of entry-level patrol officer into either supervisory or management level jobs. In particular, it was determined that only 3.6% of the supervisory and 1.6% of the management positions in the state are held by women.

By use of a futures research process, these findings were analyzed in relation to projected workforce changes facing the law enforcement profession between 1987 and the year 2000. Several trends and potential events that could impact the issue of recruitment and promotion of women officers were forecast for the next 13 years. This information was utilized in the development of three different scenarios or "Visions of the Future" of California law enforcement in the year 2000.

These three "snapshots" provide a rather diverse picture of the industry. One choice postulates that law enforcement leaders in 1988 undertook an initiative to address future recruitment problems by increasing the number of women officers, supervisors, and managers statewide.

Based upon this scenario, ten women law enforcement managers and two male chief executives, each commanding departments with more than 20% of their sworn officers being women, were interviewed regarding policies and practices that could be used to accelerate the recruitment and promotion of women employees. These thoughts, together with data developed in the futures analysis, served as a basis for a Strategic Plan designed to alter law enforcement's future. This plan details six major policy areas and seventeen specific strategies to be implemented statewide over the next three years.

A transition plan is also proposed to help guide the profession from its "Present State" into the "Future State". This element calls for a focused effort on the part of all of the state's major professional organizations. Moreover, it suggests that California's Commission on Peace Officer Standards and Training should lead the undertaking by creating an awareness of the issue throughout the industry and by coordinating the efforts of the various associations.

BACKGROUND

# What Future Impact Will Women in Sworn Officer, Supervisor, and Management Positions Have on California Law Enforcement by the Year 2000?

## I. PROJECT BACKGROUND

Mr. David Bloom, an economist with the Harvard School of Business is quoted in USA TODAY as saying, "The rise in the number of working women is probably the single most important change that has ever taken place in the American labor market." Mr. Bloom's observation reflects the significant changes taking place in the U.S. labor force. In addition to shifting from what has been termed an industrialized economy to an information or service-based age (Naisbitt, 1984), our nation is also experiencing transitions in the types of individuals entering the workplace. For example, William Johnston of the Population Research Unit of the U.S. Labor Department estimates that the entry-level labor pool, persons between 18-24; will shrink by 16% over the next 10 years (S.F. Chronicle, 28 October 1986). Mr. Johnston also reports that two out of every three new workers over the next ten years will be women. Additionally, as of February 1986, more women held professional jobs

than men, and there were 2.3 million more women than men in the workforce. The gross figures and estimates illustrate the significance of this movement: It is estimated that in 1982, there were 44 million women in the workforce. By the year 2000, 64 million women will be working -- a 45% gain. During the same period, the number of working men is projected to increase from 62 million to 70 million -- or only 13% (Morrison, 1983).

These projections have particular interest to California law enforcement since it traditionally has relied upon young males to fill its entry-level positions. Furthermore, California law enforcement is currently experiencing unprecedented and progressive difficulties in attracting, recruiting and retaining peace officers (San Jose Mercury, 12 October 1987). Yet, while many employers are finding that women workers are entering the workforce as talented, educated and motivated employees, very few chose to become peace officers. Nationally, as of October 31, 1986, women represented only 7.2% of the sworn officers employed by a total of 12,132 agencies (U. S. Department of Justice, 1986). Although some overall increase in the percentage of women officers has steadily occurred over the last five years (Figure 1), in comparison to the total workforce, women law

enforcement officers are significantly underrepresented in the United States.

Figure 1

**PEACE OFFICERS - UNITED STATES**

YEAR	# AGENCY	TOTAL OFC	TOTAL MALES	%	TOT WOMEN	%
1982	11,728	408,407	379,806	94.1	28,601	5.9
1983	11,820	449,370	422,857	94.1	26,513	5.9
1984	11,912	467,117	437,689	93.7	29,428	6.3
1985	12,151	470,678	438,672	93.2	32,006	6.8
1986	12,132	475,853	441,592	92.8	34,261	7.2

Source: UCR Reports, F.B.I., 1982-1986.

In California, women represent a slightly higher percentage of sworn officers. However, as Figure 2 indicates, there are still very few women in comparison to their proportion in the general workforce.

Figure 2

**PEACE OFFICERS - CALIFORNIA**

YEAR	# AGENCY	TOTAL OFC	TOTAL MALES	%	TOT WOMEN	%
1982	536	56,175	52,243	93	3,932	7.0
1983	547	55,747	51,422	92.2	4,325	7.8
1984	--- NO REPORT PREPARED BY POST ---					
1985	557	59,460	55,078	92.7	4,382	7.3
1986	557	60,350	54,618	90.5	5,732	9.5

Source: Employment Data in California Law Enforcement POST, 1982, 1983, 1985 and 1986.

Note: POST did not print a 1984 edition.

A review of the number of women in supervisory and management positions throughout California law enforcement is even more striking. A report prepared in September 1987 by the Commission on Peace Officer Standards and Training for this study, indicates that women hold 238 of the Sergeant's or supervisory jobs in the state. Further, although women hold about 10% of the sworn officer positions statewide, only 64 have advanced to the more than 4,000 management or

executive jobs. Consequently, not only are women underrepresented in entry-level assignments, the figures clearly indicate that the situation progressively worsens as they make the climb to the top of their respective organizations.

Figure 3 provides a rank by rank comparison of the total number of available positions currently occupied by male and female officers:

Figure 3

**CALIFORNIA OFFICERS BY RANK - 1987**

RANK	POSITIONS	MALES	%	FEMALES	%
CHIEF	565	562	99.5	3	.5
CPT/LT	2,923	2,862	97.9	61	2.1
SERGEANT	6,708	6,470	96.4	238	3.6
OFFICER	50,154	44,724	89.2	5,430	10.8
TOTAL	60,350	54,618	90.5	5,732	9.5

Source: POST Special Report - September 1987

Although some criminal justice practitioners simply attribute this "fallout rate" to the relatively short span of time that women have been performing the

full range of law enforcement duties, others argue that this disparity is symptomatic of a more complex problem.

## **SCOPE OF PROJECT**

This paper 1) explores the present and past law enforcement practices that have contributed to the relatively slow integration of women into the police service; 2) describes, through the use of futures scenarios, the California law enforcement environment of the year 2000; 3) identifies several policies and actions that could make the career more attractive to women; and, 4) presents a plan for California law enforcement decisionmakers to consider in the face of a shortage of qualified, entry-level male workers.

## **HISTORICAL PERSPECTIVE**

Historically, police departments began hiring women officers for specialized duties early in this century - the most memorable being Mrs. Alice Stebbins Wells with the Los Angeles Police Department in 1910 - yet full integration into the service did not occur until the 1970's. The primary motivation for this change was legalistic in nature; stemming from the Equal Employment Opportunity Act of 1972 and the Crime Control Act of 1973. However, as observed by Berg and



Budnick, "While passage of Title VII did manifestly swing wide the door to law enforcement careers for women, latently, the male-dominated tradition of police subculture allowed only a narrow opening." (Berg and Budnick, 1986:314).

Moreover, Price noted in 1982,

To date, the data show that women have barely started the upward climb. According to a Police Foundation report only 1.9% of all municipal officers above the rank of police officer are women, almost all of these women are corporals or sergeants in first line supervisory positions, lacking any policy role. The minimal representation of women in advanced positions is a function of several significant factors, and the situation may be particularly resistant to change because of a confluence of these factors. (Price, 1982:209)

Price concludes with this comment:

While it is always hazardous to make predications about the future, it would appear that the status of women in policing will remain marginal until there is either strong support in the command structure for the presence of women or there is a significant alteration of the command structure itself. Neither is likely. (Price, 1982:212)

The research establishes that the primary factors associated with the slow integration of women have little, if anything, to do with the competence of women officers in general, (Block and Anderson 1974; Sherman 1975; California Highway Patrol 1976; Bartlett

and Rosenblum 1977; Sichel 1978). Although several issues have contributed to this lack of representation, Horne summarizes the primary factor identified by the majority of studies on the subject, "Negative male attitudes toward women in law enforcement have been the most significant factor in hindering the advancement of policewomen. No solid proof supports this male bias against policewomen, but none is needed, since males run the police departments." (Horne, 1980:71)

THE FUTURE

## II. OBJECTIVE ONE

### STATEMENT

The first objective is to identify and study the general issue, using futures research methodologies. The general question is as follows: What future impact will women in sworn officer, supervisor, and management positions have on California law enforcement by the year 2000?

Five related issues have been identified from the past. They are:

1. Law enforcement was exclusively a male occupation;
2. Several affirmative action lawsuits and EEO decisions required policing to hire female officers;
3. During the baby boom years, males were available in abundance to fill vacancies;
4. Women were generally totally committed to homemaking and raising children; and
5. With the exception of medical, clerical or administrative roles, women were not admitted into military service.

Related issues emerging into the present were identified through several discussions with other law enforcement administrators, Command College coursework and a review of related literature. The issues were subjected to a preliminary screening, as an approach to structuring the general issue for research. As a result of this initial review, seven issues were identified as being related to and having substantial impact on the number of women that enter and remain within the law enforcement field. These seven, when considered together, define the parameters of this study.

1. Why, with women representing more than 50% of the population in California, are only 9.5% of the peace officers women?
2. Why, when there are nearly 4000 management or command peace officers in California, are only 64 or 1.6% of them women?
3. Will women enter and remain in a business that is predominately managed by males, with little hope for advancement?
4. Are shift work, hazardous duties, physical confrontations and/or the general image of police work keeping women from entering the field?
5. Are women officers generally as

competent as their male counterparts?

6. Why do some agencies have a higher percentage of women in all ranks than other departments, and the state average?
7. Are there any actions that can be taken by law enforcement administrators or professional associations that could increase the number of women in sworn positions?

Consideration was given to related issues that might emerge by the year 1997. Future issues were judged to be relevant on the basis of potential impact upon futures scenarios. The initial selection included:

1. What will the impact on California law enforcement be if more private employers focus upon attracting women, most particularly mothers, into their workplace with specific emphasis on increasing leisure time, child care benefits, job sharing, preferential scheduling and liberalized maternity policies?
2. Will the increasing influence of women in high-level political positions and, both public and private-sector jobs have an impact on the traditionally

male-dominated field?

3. Will the projected shrinkage of the entry-level workforce result in changes in the way peace officers are selected or in changes to the traditional job of peace officer?
4. Will future sexual bias or discrimination cases require law enforcement to alter its current practices in attracting, selecting or promoting women candidates?
5. Will the women, who represent a majority of the population, pressure California law enforcement to better represent their interests?

## **METHODS: IDENTIFICATION**

The following techniques were employed in the identification and study of the general issue:

- Environmental Scanning;
- STEEP Typology;
- Futures Wheel;
- Nominal Group Technique (NGT);
- Cross Impact Analysis; and
- Futures Scenarios.

Each technique is described briefly below.

## **METHODS: IMPLEMENTATION**

### **Environmental Scanning**

The issue was refined by a review of related literature, professional journal articles and news stories. The topic was discussed in detail with women peace officers of all ranks and with several California chief executives. The literature review, in addition to the standard research methodology, involved the use of what is referred to as STEEP Typology. This method of scanning involves the identification and classification of newspaper and magazine articles that report on trends or patterns of similar events. These reports are typically filed under the major categories of Social, Technological, Environmental, Economical or Political issues. A futures file of this type was initiated in mid-1985 and maintained through September 1987. Several articles related to workforce changes, demographic shifts, women's rights, etc., were located within the file and used in this study.

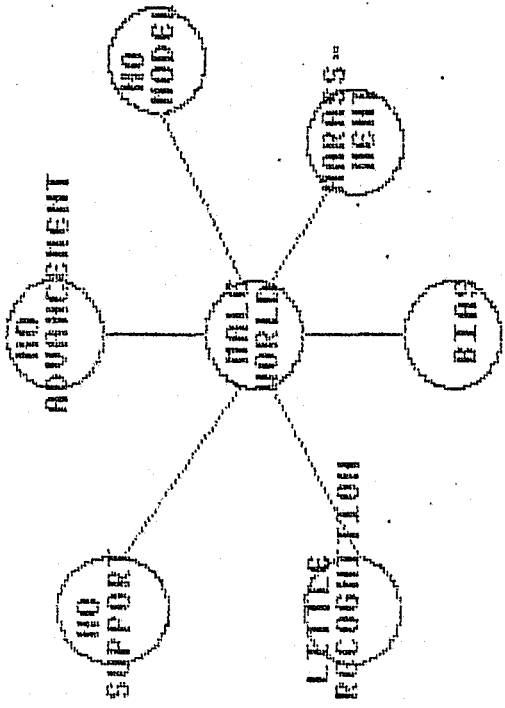
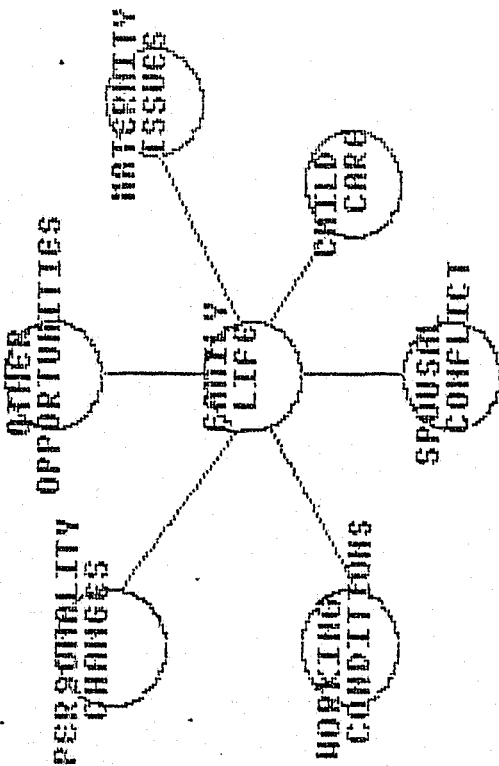
### **Futures Wheel**

One method of analyzing an issue graphically is by the use of a Futures Wheel. This approach requires

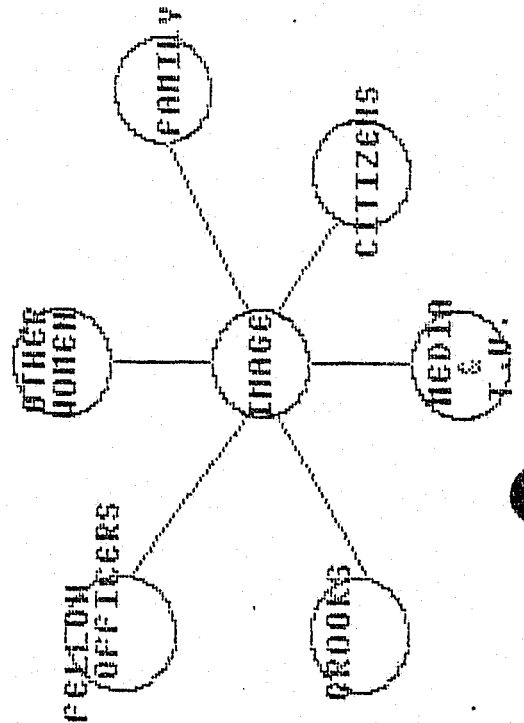
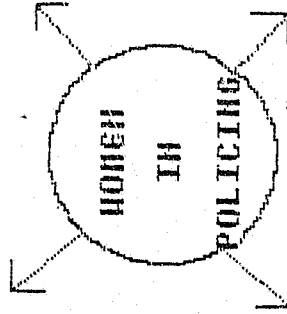


the placement of the selected topic in the center of a wheel resembling the spokes of a bicycle. From this central point, major sub-areas related to the issue are identified. Each of these areas are then further refined into their component parts. Depending upon the scope of the problem and the depth of the analysis, this process can be continued through several levels.

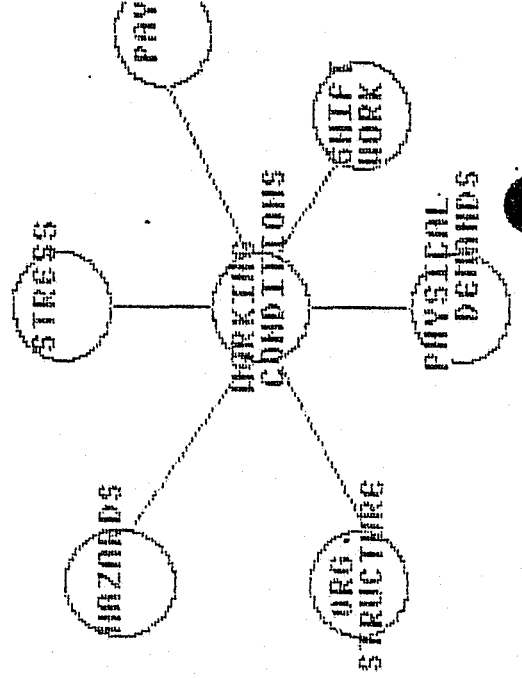
For the purpose of this study, four major areas and their related sub-topics were identified. The major groupings were Male World, Working Conditions, Image, and Family Life. Six respective component parts were detailed for each of these four areas (Refer to Figure 4). This concept provides both the researcher and the reader a visual map of the issue and its related parts.



**ISSUES ARE**



**FIGURE 4**



## Nominal Group Technique (NGT)

One method of group process used in futures research is the NGT. This approach provides a structured format for the generation of ideas associated with a selected topic. For the purpose of analyzing both future trends and potential events occurring outside of the law enforcement field that might affect the issue of women entering the profession, a group of 10 local law enforcement, criminal justice and business leaders was formed (Refer to Appendix A). Members were provided copies of selected articles and research documents identified during the Environmental Scanning phase of this study. After being provided adequate time to review the materials, the group attended their first meeting on July 9, 1987.

The participants were informed that the day-long session was designed to identify and analyze their collective thoughts concerning societal changes that might impact the recruitment and promotion of women officers. The morning was devoted to trends or patterns of events moving in a specific direction and the afternoon focused upon potential events or one-time discrete occurrences that could impact the issue. Lastly, relationships between the trends and

forecasted events were studied by the use of a process called Cross Impact Analysis. This is an important aspect of the study since at times a major event can have a significant impact on an identified trend. A real life example of this type of relationship is the shuttle disaster. There had been a rather long-term trend of increased spending by NASA for space exploration and satellite launchings; however, upon the occurrence of the Challenger tragedy, this long-term trend was immediately significantly altered.

### Trends

The group was asked to provide their best estimates of the top societal trends that would have an impact on the number of women entering law enforcement over the next 10 years. The first step in the NGT process was for each member to privately list trends they felt were important to the issue. After spending 10 minutes listing their own thoughts, a "Round Robin" generation of ideas was conducted. This phase involved obtaining one thought from each member in succession and, charting it on a flip chart. In a 20-minute time period, 25 different trends were identified (Refer to Appendix A). After conducting a short discussion where several trends were clarified, the members were asked to privately fill out a "Trend

Screening Form" (Refer to Appendix A). This form is designed to rate how valuable a long-range forecast of the trend would be to the study of the issue. The participants rated each of the 25 on a scale from "priceless" to "worthless". The combined results established that having a forecast on each of the following five trends would be of value to this report:

1. Future employees will demand new and different rewards;
2. California demographics will undergo considerable change;
3. More women will be heads of households;
4. The entry-level employee pool will significantly change; and,
5. There will be increasingly more civilians and volunteers in California law enforcement.

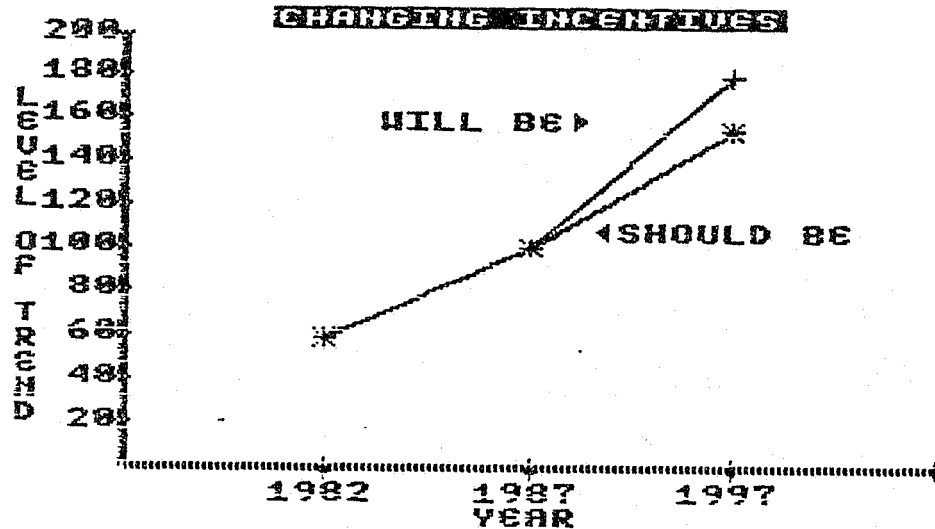
After identifying the above as being the most significant to the issue, they were asked to expand each of the trend areas into individual Trend Statements that would be descriptive, clear and measurable. After constructing the following five Trend Statements, they were asked to estimate the level of each trend on a Trend Evaluation Form (Refer to Appendix A). This step in the process requires

that each member privately estimate where the level of the trend was five years ago on a scale of 1 to 100, if the trend is at 100 today. It also asks, where it "Will Be" in ten years (Nominal Forecast). Lastly, if the member could intervene, where it "Should Be" in ten years (Normative Forecast).

The scores for each of the categories for all five trends were totaled and the mean results were charted. The results and significance of the forecasts were discussed and clarified by the group.

The trend statements, the averaged results and an analysis of the findings accompany each of the following figures.

Figure 5



### Trend Statement 1

Employees in the future will demand new and different rewards such as job sharing - flex time, child care, more money, shorter work week, earlier retirement, and involvement in organizational decisionmaking.

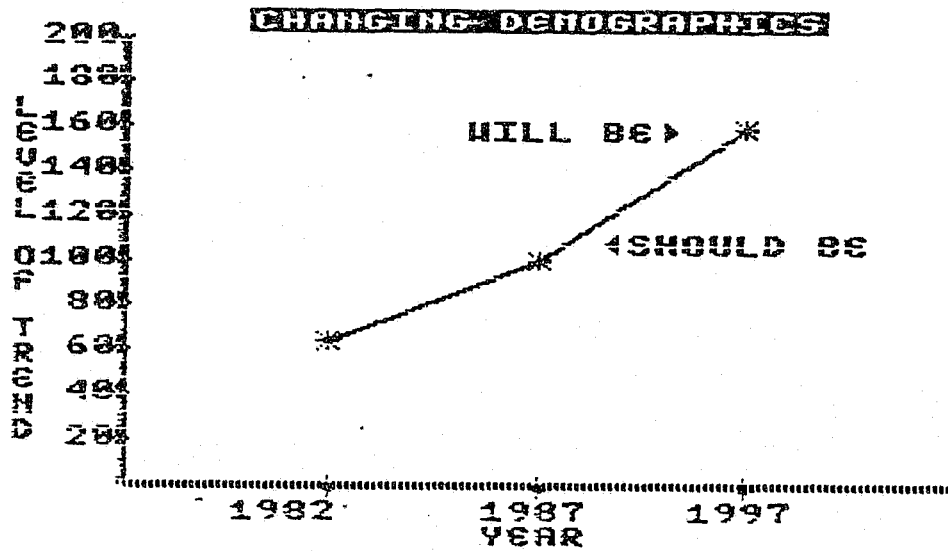
### Results

1982 = 58%  
 1987 = 100%  
 1992 = 179% (Will Be)  
 1992 = 154% (Should Be)

### Analysis

The averaged results indicate that the group found that employees in 1987 are demanding various incentives at about twice the rate they were just five years ago. Additionally, they anticipated that ten years from now employee demands for different types of rewards will again nearly double. It was the group assessment that if they could control these changes, they should occur at about one and one-half times the current level.

Figure 6



### Trend Statement 2

California demographics will change in the following ways: Increase in elderly, white to be minority in major metropolitan areas, the number of culturally diverse neighborhoods will increase, there will be fewer middle class, and an increase will occur in the birth rate.

### Results

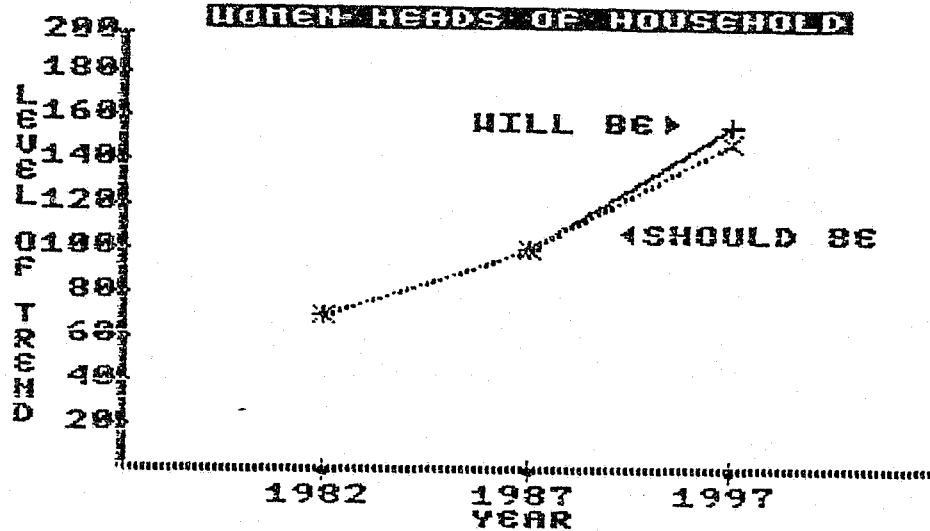
1982 = 64%  
1987 = 100%  
1992 = 166% (Will Be)  
1992 = 159% (Should Be)

### Analysis

The group estimated that demographic changes have almost doubled over the last five years. Furthermore, they forecasted that the changes will and should continue at a rate of about one and one-half times the 1987 rate during the next ten years.



Figure 7



### Trend Statement 3

More women will become heads of household or the primary wage earner for the family. Such a trend will result in higher salaries and role conflicts.

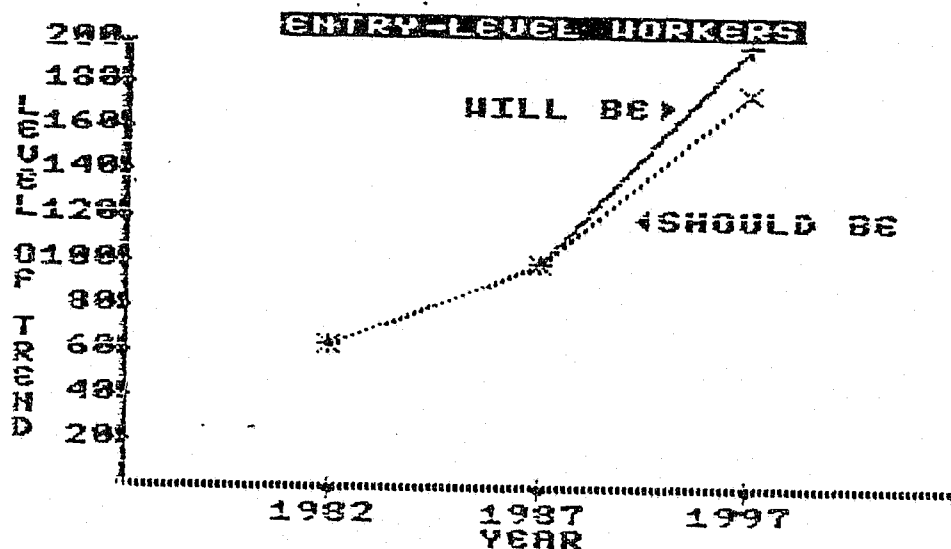
### Results

1982 = 70%  
 1987 = 100%  
 1992 = 157% (Will Be)  
 1992 = 149% (Should Be)

### Analysis

The findings were that the number of women who are either head of household or the primary wage earner have increased by 30% over the last five years. It is anticipated that the number will and should increase another 50% over the next ten years. The individual Normative or Should Be scores on this trend were quite polarized by sex; the five women participants felt that there should be a significant increase in the number of women heads of households, while the male members felt conversely. The averaged results placed the normative scores quite near those of the nominal forecast.

Figure 8



#### Trend Statement 4

The entry-level pool of workers will differ considerably; specifically, there will be more minorities, more women, fewer men, individuals with less military and life experience, and generally individuals with higher levels of education.

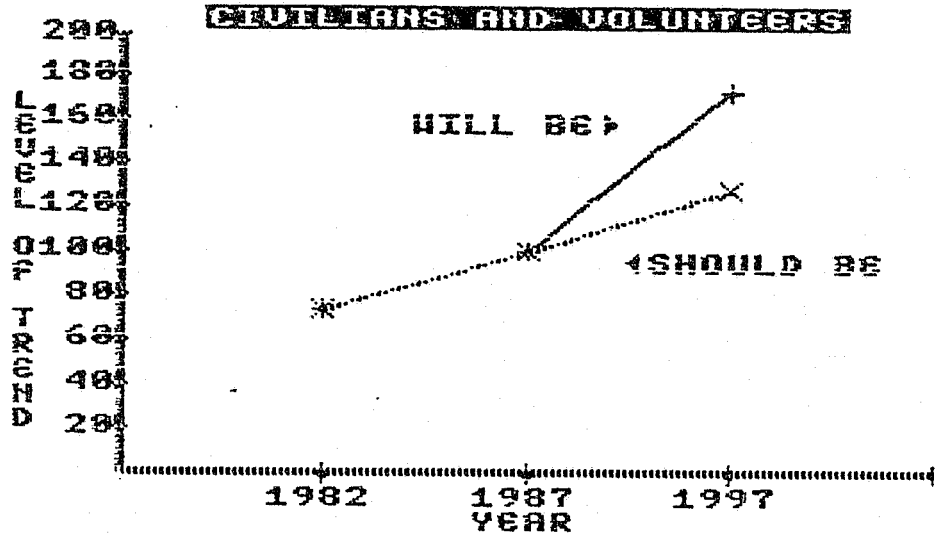
#### Results

1982 = 64%  
 1987 = 100%  
 1997 = 198% (Will Be)  
 1997 = 177% (Should Be)

#### Analysis

The group estimates indicate that changes in the entry-level pool have nearly doubled over the last five years. Moreover, they anticipate that the changes will again double over the next ten years. They felt that these changes should occur at a somewhat slower rate.

Figure 9



**Trend Statement 5**

An increased number of civilian and volunteers in law enforcement will reduce the available promotions and assignments for sworn officers. Traditionally, these administrative type jobs have been filled by women officers; consequently, this increase is expected to cause some women peace officers to leave the profession.

**Results**

- 1982 = 73%
- 1987 = 100%
- 1992 = 173% (Will Be)
- 1992 = 128% (Should Be)

**Analysis**

The group estimated that about 23% more civilians and volunteers have entered California law enforcement over the last five years. Further, they forecast that this number will increase by another 73% over the next ten years. The group felt that this increase should be about 28% over the next decade.

## Events

Due to the previously described impact that one singular event can have on the course of history, a futures study of this type requires that "happenings" or one-time discrete occurrences be considered in any planning effort. An event was described to the group as "something a future historian can look back upon and state that it did or did not happen". With this definition in mind, they were asked to develop a list of potential events that could impact the studied topic. In a period of 30 minutes, they identified 22 possible occurrences (Refer to Appendix A). Similar to the trend screening process, they were asked to rank order the events based upon the likelihood of actual occurrence and the impact such an event would have on the recruitment and/or promotion of women officers in California. After identifying the top 5, the group constructed Event Statements for each that were both descriptive and measurable. The following Statements were developed by the group:

1. The first woman sheriff is elected in California or there are 5 or more women police chiefs serving contemporaneously in the state.
2. U. S. becomes involved in a major

armed conflict overseas. It requires the reinstatement of mandatory military service.

3. California elects first woman Governor or Attorney General or the Nation elects its first woman President or Vice President.
4. California or U. S. Supreme Court mandates that comparable worth be used in compensation.
5. California Legislature or Supreme Court mandates employer subsidized child care.

Next, the group privately completed an Event Evaluation Form (Refer to Appendix A). This form is designed to estimate the first year that the probability of the event's occurrence exceeds zero and the actual probability of the occurrence of the event in 1992 (5 years) and 1997 (10 years), on a scale of 1-100. Lastly, the group was asked to forecast the impact the happening would have on the studied issue. This aspect was rated on a scale of +10 (positive impact) to -10 (negative impact). The averaged results of this evaluation are presented in Figure 10.

Figure 10

EVENT EVALUATION FORM

EVENT	1ST YR	BY 1990	BY 1997	IMPACT DS LE
1. SHERIFF	1991	20%	59%	7
2. CONFLICT	1993	—	37%	5
3. GOVERNOR	1990	29%	55%	3
4. COMP. WORTH	1991	18%	42%	-1
5. CHILD CARE	1995	—	28%	4

The above findings indicate that Event 1, the election of a woman sheriff, has the most likelihood of occurrence, 59% by 1997, and would have the highest positive impact on the recruitment and/or promotion of women. Conversely, Event 4, mandated comparable worth, would tend to slow the integration process. This finding was based on the fact that male and female officers are currently paid at the same rate; should comparable worth be mandated, other career and salary opportunities would become more attractive to women. It was estimated that all of the events have a potential of occurring between 1987 and 1997.

## Cross Impact Analysis

As mentioned earlier in this report, any meaningful future study addresses the interrelated aspects between forecasted trends and events. Accordingly, the group estimated these relationships on a Cross Impact Analysis Form (Appendix A). This form is designed to estimate the impact each of the events would have on the other events and trends if it should happen first. For instance, should Event 2, the armed conflict, occur what impact would it have on Trend 3, the number of women heads of household? The privately developed responses were discussed by the group and averaged at a later time. The mean results are presented in Figure 11.

Figure 11

**CROSS IMPACT ANALYSIS**

	EVENTS					TRENDS				
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1	X	0	2.3	.8	.5	2.1	.3	.2	1	1
E2	1.7	X	1.2	1.3	1.5	3.2	2.4	7.8	4.4	3.7
E3	4.5	0	X	4.3	3.5	1.5	0	0	1	.1
E4	.1	0	.5	X	1.7	3.7	1.9	4.8	2.1	.7
E5	.3	0	.1	1	X	3.3	.7	4.5	4	1.8

The figure shows that several of the trends and events are coupled. Stated in another way, should the events occur, they will surely impact other events or will influence the level of an identified trend. It is interesting to note that although some of the events are more active than others, none affect the others in a negative direction. All will either have no impact or will increase the likelihood of the occurrence of the others.

The three most powerful events in relation to the trends are the major conflict, comparable worth and child care. It is anticipated that either will create



more women heads of households and accelerate the changes in entry-level workers. Additionally, the election of a woman governor will increase the likelihood of the election of a woman sheriff and speed the resolution of the comparable worth issue.

### **Futures Scenarios**

Scenarios are often referred to as integrating mechanisms designed to present complex forecasts and relationships in a readable and organized fashion. They are typically written in a narrative form from the perspective of a historian chronicling the past. In short, they provide a vision of the future. Since futures research is not designed nor expected to predict the future, the purpose of scenarios is to present alternatives or choices for strategic planners. Realistically, no one picture will embody all of the dynamics that shape tomorrow. Accordingly, three separate alternative futures have been developed from the data identified by the nominal group. These three "Visions" are based upon the trends, events and cross impact analysis. They depict California law enforcement in the year 2000. The focus of each parallels the issue area: To what extent have women officers integrated into police agencies and what impact have they had on the occupation? In as much as

the System Change scenario is considered to be the state of the art (Boucher, 1985), two of the three are of this variety. The first two scenarios, California Law Enforcement 2000 - Tradition Prevails and Where's a Cop When You Need One, are hypothetical but rely on data derived from the group process. That is, they are data driven. The first presents the Most Likely (Nominal) future. The second is the Chaotic future or where all of the events with a 10% or higher probability occur. Lastly, a Demonstration scenario of the Normative mode is presented: You've Come a Long Way, Ma'am. This perspective posits that, for a variety of reasons, California law enforcement embarked on a bold initiative in the late 1980's. It describes a path that is both desired and attainable. This scenario has been selected as the basis for the remaining sections of this study.

## CALIFORNIA LAW ENFORCEMENT 2000: TRADITION PREVAILS

Over the past 13 years, California law enforcement has been able to retain its traditional role as "Society's Peacekeeper" without compromising its hiring practices or subculture. In a sentence, the typical police agency of the year 2000 does not appear much different than it did in 1987; it has been "Business as Usual".

A few societal changes identified in the late 1980's have caused minor consternation for administrators; however, by relying upon tried and true responses, policing has remained the domain of the white male. Moreover, although the demographics of the state have changed considerably, recruitment and incentive programs are still rather gender and culturally specific. Departments have been able to maintain this posture by increasing the number of civilians and volunteers. Consequently, they have reduced the overall number of sworn, but officers are reserved for the most hazardous types of duties. Naturally, these jobs appeal to the young males in our population. Additionally, chief executives have convinced elected officials of the need to provide for

these guardians of public safety. Accordingly, competitive salaries and liberalized benefit programs including reduced work weeks and generous pension plans are commonplace. The most effective recruitment measure remains the "Old Boy Network", whereby one "White Knight" convinces another that policing is manly work.

Women have generally made significant inroads into higher paying and more stable occupations. There are nearly double the number of women heads of households or primary wage earners than there were in 1982. Most of these have sought professions that were less structured and less male-dominated than law enforcement. The number of women sworn officers have increased from about 10% in 1987 to 12% in 2000. Women in management positions have also increased from 1.6% to 2.0% over the same period. We currently have 3 police chiefs in California that are women. Additionally, a woman nearly won the 1996 sheriff's race in Orange County.

In sum, California law enforcement has persevered in maintaining its 1987 values and culture through some difficult times. Its administrators boast that they have shown that policing remains the "Bedrock of Society".

## CALIFORNIA LAW ENFORCEMENT 2000: WHERE'S A COP WHEN YOU NEED ONE?

It is the year 2000. California law enforcement has experienced serious and progressive recruitment problems over the last 15 years. Several factors have contributed to these difficulties and no immediate solution is in sight. Meanwhile, agencies have generally made significant changes in their utilization of sworn personnel. Typically, departments are operating with high vacancy levels and rarely respond to "service only" or "low priority" calls.

The crux of the issue is that the working world has undergone some rapid and considerable changes over the last 15 years and law enforcement, being traditional in nature, has been slow to change. Some of the major changes have included a shrinking entry-level workforce tied to worker demands for additional incentives, leisure time and influence on organizational policymaking. These shifts have been further compounded by the changing demographics of the state, most particularly, an increase in the number of minority residents to the extent that whites now represent less than 50% of the population. Most

agencies have experienced difficulties in bridging these cultural differences and, at best, have only been marginally successful in recruiting and retaining non-white candidates. This aspect of the issue has been even further exacerbated by the Persian Gulf conflict erupting in 1996. The national commitment to the defense of the combined country of "Iranq" has resulted in the reinstatement of the draft and has served to further deplete the candidate pool. Agencies have responded by converting more sworn positions to civilian jobs and increasing volunteer help.

The trend identified in the 1980's of more women becoming heads of households and primary wage earners has continued its upward cycle; there were twice as many women in these categories in 1997 than in 1982. In 1990, the first woman sheriff in California was elected by the voters of San Joaquin County. Additionally, the first woman Vice-President of our Nation was elected to office in the 1988 presidential campaign. Both of these elections resulted in more women seeking non-traditional occupations. Moreover, the Comprehensive Child Care Act of 1996, requiring employers to subsidize child care costs, has served to increase the overall number of women entering the workforce. Many police agencies have responded by

initiating in-house day care programs staffed by explorer scouts and other volunteers. One recruitment setback in relation to women officers occurred in 1990 with the passage of the National Equal Pay Amendment, whereby comparable worth became the law of the land. This legislation opened several career doors for women outside of the policing field causing some attrition of employed officers and a dwindling of the candidate pool.

Approximately 14% of California law officers are now women; as compared to 9.5% in 1987. About 5% have progressed to either management or command positions. Following the election of the San Joaquin County Sheriff, two cities in the state appointed women Police Chiefs. Additionally, the Women's Peace Officer Association has requested the California Police Chiefs' Association to consider adopting a Women Peace Officer's Bill of Rights at their annual conference. The proposal, in addition to ensuring equal treatment and opportunities for women officers, includes an array of recruitment incentives for participating agencies. As law enforcement initiates its journey into the 21st century, its leaders are discussing ways to respond to the shortages in their sworn ranks. Some of the recommendations under consideration include the lowering of POST entry-level

minimum standards, the shortening of the basic academy, the elimination of required advanced officer and technical courses and, the modification of reserve officer training requirements. Other policies being discussed include the active recruitment of Gulf Vets and the establishment of a statewide salary and benefit package for peace officers. It is anticipated that the California Police Chiefs' Association Committee studying the problem will have its report completed by 2002 and on the Governor's desk by 2004.



## CALIFORNIA LAW ENFORCEMENT 2000: YOU'VE COME A LONG WAY, MA'AM!

It is the year 2000. California law enforcement has undergone significant change over the last 13 years. Many criminal justice experts have observed that this shift has solidified California's national leadership role for many years to come. The most noteworthy achievement over the last decade has been the initiative to increase the number of women in sworn, supervisory, and management positions. The latest figures demonstrate that considerable progress has been made. In 1987, women represented a paltry 9.5% of the California officers, in 1997, 24% of the sworn were women. Moreover, 15% of the individual's holding supervisory, management, or command jobs are women versus a mere 5% only a decade ago.

Several factors have contributed to these outcomes. Initially, profound changes in the general workforce starting in the early 1980's caused agencies to rethink their recruitment strategies and programs. Specifically, the shrinking number of entry-level white males resulted in widespread concern throughout the state. As a result of numerous Command College studies presented in the late 80's, a few California

law enforcement executives joined forces to respond to the forecasts.

Their efforts created an attitude that in the face of changing needs, law enforcement also needed to change. In 1988, the California Police Chiefs' Association and the California Peace Officers' Association persuaded the Peace Officers' Standards and Training Commission (POST) to establish a standing committee on peace officer recruitment. The Committee accurately forecast a need to address changes in employee incentive and reward systems; the statewide demographic shift, most notably a considerable increase in the number of minority workers; and the overall decline of entry-level workers between the ages of 18 and 35. The Committee developed model policies to assist individual departments in these areas. More specifically, this body also provided data and recommendations to agencies regarding the growing number of women becoming heads of households or primary wage earners. The Committee also reviewed the overall impact of the ever-increasing number of civilians and volunteers entering the field.

The most important product from the Committee was the "Five-Year Strategic Plan for the Recruitment and Retention of Peace Officers in the 1990's". This document provided the profession an array of policies

and strategies designed to be implemented at both state and local levels. The plan was disseminated throughout the state and discussed at 10 regional public hearings. The meetings were well attended by chief executives, elected officials, employee organizations, peace officers, the public and media representatives.

Although some debate occurred regarding the accuracy and validity of the findings and recommendations, the hearings primarily served as a forum for the surfacing of issues. Additionally, the meetings served to increase the overall awareness of the profession regarding the need to take both immediate and affirmative action.

During the interim period between the late 80's and the turn of the century, several events occurred that impacted the recruitment and promotion of women. After the election of a woman sheriff in San Joaquin County in 1992, several women police chiefs were appointed throughout the state. Further, the Women's Peace Officer Association (WPOA), the Peace Officers' Research Association of California (PORAC), and the California Police Chiefs' Association (CPCA) joined forces in 1994 to elect a woman Governor and to enact a bill mandating employer subsidized child care. Governor Eu, during her two terms, has consistently

supported crime control and Women's Rights measures.

The cumulative results of all of these events have served to diversify and strengthen the law enforcement profession in California. As policing initiates its journey into the twenty-first century, observers note that the industry is well-prepared to meet the challenges and demands of our rapidly changing world.

STRATEGIC PLAN

### III. OBJECTIVE TWO

#### STATEMENT

The second objective is to develop and implement a strategic management process, to include:

- Policy considerations and statements;
- Strategic decisionmaking; and
- Strategic planning.

Since strategic management is not necessarily linear, the above items will interact throughout the process. The outcome is a strategic plan, bridging the gap between the present and the scenario-based future.

#### METHODS: IDENTIFICATION

The methods used to develop the plan were:

- Semi-Structured Interviews;
- Capability Analysis Model;
- The SMEAC Model;
- The Modified Delphi Policy Analysis.

Each method is described in greater detail below.

## METHODS: IMPLEMENTATION

The listed techniques were used to develop a strategic plan designed to communicate the issue, persuade criminal justice leaders of the necessity to act and to guide California law enforcement from the present through the year 2000.

### Semi-Structured Interviews

Interviews were conducted with 9 women managers and one woman supervisor from law enforcement agencies throughout the state. Four of the interviews were done in person and six were conducted by telephone. The respondents were asked a series of questions related to the studied issue (Appendix B). Due to the interviews being informal and semi-structured in nature, responses to particular questions often led to free-flowing discussions concerning related experiences or observations. Accordingly, the shortest interview lasted approximately one hour and the longest about two and one-half hours.

The subjects and departments were assured anonymity in their specific responses. Both handwritten notes and a tape recorder were utilized to document the content of the individual interviews.

General profiles about the individuals interviewed and their respective agencies include one chief, one chief deputy, three captains, four lieutenants and one sergeant. Five of the respondents worked in sheriff's departments, four in municipal police departments and one in a state university police agency. Five of the departments employ more than 500 sworn personnel, two between 100 and 200 and three between 0-100. By both size and type of organization, the subjects represented one large sheriff's department (more than 5,000 sworn), two medium sized-sheriff's departments (800-1200 sworn), one small sheriff's department (less than 300 sworn), one large police department (more than 500 sworn), one medium police department (100-500 sworn) and three small police departments (less than 100 sworn). The identified agencies geographically ranged from the California/Mexico border North to Sacramento.

The departments were selected from a special report prepared by the California Peace Officer Standards and Training Commission (POST) for this research project. The September 2, 1987 report was the result of an automated search of the statewide peace officer employment data files. It detailed an alphabetical listing of all departments employing peace officers, total number of sworn personnel for



each, and a breakdown by rank of the number of women employed in each agency. Lastly, it provided the overall percentage of women officers employed by each department. The lowest percentage of women employed by any department was 0%; the highest was 40.7%, in the California Department of Social Services. Several of the state investigative departments, e.g., Welfare Fraud, Alcoholic Beverage Control, etc. had higher percentages of women officers employed than the state average. In determining the subject agencies for this study, these specialized branches were not considered for two reasons. The first is that they represent less than two percent of the sworn officers in California. Additionally, due to the narrow focus of their jurisdiction, it was determined that it would be unlikely that their experiences and views would be representative of the general law enforcement population in the state.

The percentage of women sworn employed in municipal, sheriff's and state university policing organizations ranged from 0% to approximately 20%. For the purposes of this study, respondents were selected from departments that had women in management ranks and/or had a high percentage of women in officer and supervisory positions. Initially, the design was to interview only women managers; however, after

reviewing the POST data, one small police agency was identified as having a high percentage of women in both officer and sergeant ranks. 20% of this agency's sworn personnel are women; three of its seven sergeants are females. Since this type of representation is unique in relation to the other organizations in the state, a sergeant was interviewed from this department.

Due to sheriff's departments being responsible for operating women's jails in California, many of these organizations have a much longer history of employing female officers than their police department counterparts. Consequently, in evaluating the number of ranking women officers throughout the state, it was found that the majority are employed by such sheriff's departments. Therefore, although there are only 58 county agencies in California as compared to nearly 400 municipal departments, half of the women managers interviewed were from county sheriff's departments.

In addition to the ten women interviewed, two male chief executives were also surveyed. These two chiefs were asked a series of questions related to the success of their respective departments in attracting, promoting, and retaining women officers (Appendix B). Each of these interviews lasted about one hour.

## Interviews - Women Managers

The mean years of law enforcement service for the ten officers interviewed was 17.6 years; the most senior subject had 26 years of experience, the most junior had 13 years. The remainder had between 16 and 20 years of policing experience. Only two of the respondents reported any long-term interest in law enforcement prior to entering the field. One had taken a few criminal justice courses in college and thought the work sounded challenging. The other, having entered the business at age 31, had worked for a city government and had observed some policing activities. She actively and intentionally sought employment with a department that had a record of promoting women; at the time of her appointment, 20 years ago, the agency had one female captain and several women supervisors staffing its women's jail. The remaining eight felt they had entered the law enforcement career in a purely accidental fashion. Several of the managers had either seen an advertisement or heard about the job and applied purely due to the salary offered. Most indicated that in comparison to the other jobs available to women at the time, the law enforcement position provided more money. One subject said that while working for a juvenile probation department, she was told to get

practice in taking civil service examinations. She took the test for corrections officer for that reason. Shortly thereafter, while working conditions were at a low point at probation, she was offered a correctional officer job and accepted. All of the women advised that they were exceedingly naive about what the job entailed and were not at all well-prepared for the demands of the profession. Most of them had not entered the field as a career, only as a job that would further their ultimate goal, which was outside of policing.

Several of the women commented that during the selection process the agencies treated them, and all other applicants, with total indifference. It was mentioned numerous times that agencies should consider treating persons coming into the entry-level positions in a more interested and sensitive manner.

The women, with two exceptions, did not experience any memorable barriers to entering the field. In one instance, the agency had a maximum height requirement; 6'4" for male and 5'9" for females. At 5'11", the applicant exceeded the maximum, but after several discussions with department and personnel representatives, the agency did not pursue the enforcement of the regulation. These requirements were eliminated sometime after she was

hired. In another case, the vision requirements of the agency initially prevented the candidate from being hired. However, shortly after being tested, the agency lowered its requirements and notified her of her eligibility to retest.

The majority of the managers had not experienced significant barriers to being promoted. One common complaint, however, was that historically, women were restricted in the types of assignments they could hold. Specifically, for many years women were only permitted to work in women's jails or juvenile-related jobs. Most said that these limitations handicapped them when competing for promotions against males with considerably more career diversity, most particularly patrol experience.

In respect to the difficulty of attaining promotion or adjusting to a new rank, the majority recalled the promotion to sergeant as being the most difficult in their career. All of the managers felt that once having succeeded at the first line supervisory position, the middle-management and management jobs came easier.

The subjects all reported having some form of mentorship during their career. Only two remembered receiving some help from another female employee. These two remembered receiving limited help from a

woman they worked with early in their career. One reported that within her first year on the force, one of the only other women in the department helped her get an assignment to an investigative bureau. The other recalled a woman lieutenant who served as an excellent role model for her early in her career. All the rest remembered many more males helping them in their progression than females. It was mentioned, however, that the very few women role models that were available at the time were engaged in struggling for their own advancement. Most reported having several persons provide career, advice, guidance, and counseling, rather than just one mentor. It was the general opinion that these were individuals who recognized the respondent's abilities and provided honest and constructive advice. It was also mentioned many times that some of the most significant help had come from men who had initially demonstrated a belief that the women could not do a particular job because of her sex; however, once proven wrong, these men became some of their most ardent supporters. It was also noted that after recognizing the woman's talents, these men were the ones that convinced the woman that she could do any job she attempted.

It was also a general finding that none of the subjects had experienced much success in serving as

mentors to other women. There was an impression that other women in the field find it very difficult to seek advice from a female supervisor or manager. Most commented that they have served as mentors to many more males than females in their respective organizations. Some of the managers had even participated in departmentally sponsored women's support groups with very little success. Several reasons for this "distancing" were discussed. They included a desire for women employees to prove themselves without special treatment, the need to fit or adopt attitudes similar to their male peers in respect to the traditional schism between line and management, and a perceived unwillingness of women to recognize the achievements of other women.

The most difficult aspect of the job was reported to be frustrations associated with having to prove oneself constantly; specifically the majority of managers commented that regardless of assignment or rank, their performance was scrutinized more closely than their male counterparts. Further, while it was automatically accepted that a man coming into a new assignment would be able to perform the job, it was felt that a woman coming into the same position had to prove herself before acceptance. Several cited particular incidents or war stories where after

handling, supervising, or managing a critical incident, their assimilation into the role accelerated.

The majority of women stated that they would recommend the job to other women with some limitations. Most said that it takes a special type of person to be an officer, especially if that person happens to be a woman. Particular emphasis was given to providing the woman applicant considerable insight into the demands of the career. Moreover, they would all want to ensure that the person had the right attributes and attitude for the job. Most would recommend the job to their respective daughters; however, the same caveat would apply, e.g., eyes open and right fit.

Very few of the respondents could think of any specific departmental policies that had either helped or hindered them. The only particular inhibitor was the previously mentioned "limited assignment" practice or policy. Most added that it was not a lack of policies that created difficulties, but lack of enforcement. Attitudes of males or lack of "top management" support for the abilities and contributions of women were cited as the most significant inhibitor to integration. Conversely, for the few agencies that have outperformed the others in the promotion of women, the managers identified their



chief executive's clear and unwavering commitment to the integration of women officers into the agency as the primary reason that it has occurred. These women also reported that their respective departments have not experienced difficulty in recruiting qualified women for available positions. They attribute this to women applicants being aware that their department is a good place to work.

None of the women were aware of anything that the Commission on Peace Officer Standards and Training (POST) has done to promote the integration of women into California law enforcement. There was some ambivalence regarding what should be done. Some felt that special courses for women might serve to separate rather than integrate women. However, all agreed that reality training for new women officers and courses designed to promote the appropriateness and successes of women in the profession would be desirable, especially at the top management level.

The majority felt that the professional associations including California Peace Officers Associations (CPOA), California Police Chiefs' Association (CPCA) and the Women's Peace Officer Association (WPOA) have done little to promote assimilation. However, several noted that the WPOA has served as an excellent support group and training

provider over the last few years. Others also observed that the CPOA has recently elected its first woman to the executive board and has at least begun to discuss women's issues. A few mentioned that they have recently joined the CPOA and were planning to become active in the committee structure. None knew of any action or program that the CPCA had taken to promote this issue. The one woman police chief interviewed added that her mail from this organization still reads "Dear Mr. . . .".

The majority of the women mentioned some concern about the overall benefits of having a separate association designed for women officers. Most felt that at some point in the future, if and when women have meaningful representation in CPOA or CPCA, it may be wise for WPOA to either merge with one of the others or disband. However, the majority held that the time has not yet come.

It was also recommended that these associations become more active in discussing women's issues and in increasing the profession's awareness about the successes of women officers.

The majority of those interviewed stated that if they became either chief or sheriff of their organization, they would make very few changes in relation to women. However, all indicated that there

would immediately be a top level commitment to the concept that women have both a place in the business and a great deal to offer to the profession. One manager did state that she would immediately review the resumes of all women officers in her command and ensure that they have been provided the career diversity of their male counterparts. She added that she would also probably provide career counseling as part of this review.

When asked if they were to be appointed to either attorney general or executive director of POST, most of the women said that other than the classes previously mentioned or serving as a role model for other women, they would make few changes. However, all commented that they were not completely aware of the duties of either job.

Lastly, the managers were asked to estimate the impact women officers, supervisors, and managers would have on California law enforcement over the next 15 years. Most of them were optimistic in relation to future promotions of women. Many felt that we will see a few more women police chiefs, assistant chiefs and captains. Conversely, many expressed concern about the recruitment aspect of the question. Most contended that due to workforce changes, their respective departments were experiencing difficulties

in attracting qualified women applicants. They expected this trend to continue.

### Interviews - Chief Executives

Two male police chiefs were interviewed regarding this issue. The two were selected from the POST employment data report due to their respective agencies high percentage of women officers (approximately 20%) combined with a high number of women managers and/or supervisors. One chief commanded a medium-sized police department (100-500 sworn). The other a smaller agency (less than 100 sworn).

Both indicated a high degree of satisfaction with the general competence of women in both officer and upper-level positions within their organizations. They had no ongoing strategies designed to attract or recruit women applicants. They also indicated that no study had been done to determine why women applied to their agencies; however, both felt that their department's reputation for treating women employees fairly contributed to their success. Neither department had any active mentorship or special training program for women officers for either entry-level or promotional positions. One of the departments had tried to develop a formal support program for women with little success. Both felt that some type of informal network or mentoring does take place.

Both chiefs stated that the primary action that has contributed to their success has been a firm and consistent commitment from the police chief and his top staff to the equal treatment of women and men within their organizations. One chief cited the termination of a senior sergeant on sexual harassment charges as being a visible demonstration of his commitment to the issue. The other cited the actions of his predecessor; who, several years ago, long before many women were on the department, walked into the men's locker room and ordered that a wall be built splitting it in half. Upon doing this, he designated one-half for the men and the other for women officers. The current chief reflected that this memorable incident set the stage for future progress. Both chiefs felt agencies making similar commitments could also experience their level of success. Both chiefs also felt that POST has done little in addressing the issue of integration. They recommended that POST provide training on the subject. Similarly, they felt that the major professional organizations have not, but should serve to increase the overall professional awareness on this important issue.

Both executives echoed the comments of the women interviewed regarding the future of women officers --

more promotions, but an overall decline in the entry-level applicants over the next 15 years.

### Interviews - Summary

These findings parallel an earlier and larger study conducted in the San Francisco Bay area where it was found:

Results of this study strongly suggest that women are experiencing some problems on the job with their male co-workers" (O'Toole, 1987:2).

It was a recommendation of this study that:

Police leaders must realize and accept the fact that women can do the job, they are willing to give up a lot to work in the profession but their biggest obstacle to achieving career satisfaction is the negative attitudes of their male co-workers. It is not likely that this attitude toward women will simply dissipate with time. Prejudice and sexism cannot be legislated. It will be up to those in charge to set aside any negative feelings they might have about women working in law enforcement, and realize that women are an asset to the profession. (O'Toole, 1987:2).

Additionally, it was found that POST and the professional organizations need to do more than they have in the past in promoting the integration of women into California law enforcement. Lastly, although career opportunities of women currently working within the business seems brighter, the future recruitment picture is envisioned as bleak.

## Situation

The future environment external to California law enforcement was described in detail in OBJECTIVE ONE. In an effort to evaluate the current resources of the profession and to measure its ability to change or adapt to the future, a Capability Analysis instrument was prepared (Appendix C). Typical factors considered in a capability analysis include resources, skills and trends within an organization, etc. This instrument was administered to a group of six law enforcement managers familiar with the issue (Appendix C).

The purpose of such an assessment is to provide a relatively accurate picture of where an organization or industry is in respect to the identified categories. Once informed of the strengths and weaknesses of the enterprise, policies and strategies can be developed that capitalize on the organization's strengths, rather than rely its weaknesses. It also identifies areas that might need attention prior to the implementation of any strategic plan.

The completion of this form in relation to the studied issue was exceedingly difficult for the participants. The primary obstacle was the fact that the treatment of this issue is quite disparate from department to department throughout the state. To try

to estimate where each of the nearly 500 agencies lie on the scale posed some problems for the practitioners. In actuality, any future studies should consider both a different type of instrument and a much larger sampling to verify the findings of this small group. However, with this caveat, the group conducted the assessment. Their mean scores established that California law enforcement, on this specific issue, has several weak areas and very few strengths. The weaknesses were identified as:

- 1) Money - It was felt that few public dollars were available to fund any costs associated with this issue.
- 2) Management skills - It was felt that California law enforcement managers generally do not possess the skills to adequately deal with this issue.
- 3) Attitudes - It was determined that the current, prevalent attitude of the California law enforcement community would resist this movement;
- 4) Training - It was felt that most California law enforcement officials are poorly prepared to address this issue;
- 5) Image - It was felt that the general image of the profession would inhibit the change;



- 6) Knowledge and education of elected officials and chief executives - It was assessed that the current elected officials and chief executives do not have adequate knowledge and education to facilitate the change;
- 7) Mentality and skills/talents of chief executives - Both the mentality and skills of the current chief executives would serve to inhibit the change;
- 8) Mentality and knowledge/education of professional organizations - Similar to chief executives, the professional organizations were rated as below average in this area; and
- 9) The power structure of California law enforcement - The overall power structure was determined as an area that would inhibit the change.

The few strengths identified were:

- 1) Technology - It was determined that the present level of technology within California law enforcement would serve to support and/or assist in the change;
- 2) Supplies - California law enforcement was seen to have adequate supplies to effect

this type of change;

- 3) Community support - It was determined that an above-average level of community support would assist in the change efforts; and,
- 4) The skills/talents of the professional associations - The professional associations were perceived to possess the skills and talents to support such a movement.

The results of this analysis depict California law enforcement as ill-prepared to make rapid or significant change in this area. It would appear from the identified weaknesses that considerable attention will need to be focused on the basics before any meaningful progress can be made. That is, it will be necessary to create an awareness and educate the appointed and elected leaders of the profession of the importance of this issue before initiating any substantial change. Further, it would appear that both attitude and mentality changes will need to be addressed at the top management levels.

Additional findings indicate that technology and community support might be used to facilitate any programs or initiatives. Further, the skills/talents of the professional organizations should be considered as a resource in any planning endeavor.

Detailed recommendations on how these strengths

and weaknesses will be managed are presented in OBJECTIVE III, Transition Plan.

### Modified Policy Delphi

The same group was asked to consider policy areas for future study. Based upon the findings in OBJECTIVE I and the results of the semi-structured interviews, twenty-four general policy areas were provided to the group (Appendix C). The participants were asked to add to the 24 any additional areas they deemed appropriate. They added another four areas to the list. After this brainstorming session, they were asked to combine, modify or eliminate any of the 28 items. As a result of this process, the following six major policy areas emerged for further consideration:

1. Change job incentives;
2. Create an awareness of the issues throughout the profession;
3. Obtain the commitment of the leaders and department administrators;
4. Promote the establishment of formal mentorship programs;
5. Get women promoted to first line supervisory positions; and,
6. Sell the career to women.

These six together with the environmental

analysis served as a basis for the development of a Mission Statement.

## Mission Statement

In an effort to provide a framework for the Strategic Plan, the group constructed the following Mission Statement:

To provide California law enforcement executives a model for the strategic recruitment and integration of women into all levels of law enforcement service, so that gender differences will no longer be an issue of concern.

By:

- Acknowledging the positive contribution women have made to the field of law enforcement;
- Supporting in action the fair and equal treatment of all employees while recognizing that this requires evidence of career incentives for women;
- Actively recruiting women seeking a career opportunity; and
- Providing entry-level officers with a true perspective of the challenges of the job and giving them the skills to meet these challenges.

## Policy Statements

In accordance with the foregoing Mission Statement, general policy statements were developed for the six previously identified areas. The following statements were prepared to provide a broad guide to action in the shaping of California law enforcement's future:

### **Policy One - Changing Incentives**

In recognition of both the projected changes in the entry-level workforce in the future and the special needs and desires of women working in and entering policing, California law enforcement should re-evaluate the traditional incentives it provides its workers. Specific attention should be directed toward employer provided child care, job sharing opportunities, flexible scheduling and leave benefits.

### **Policy Two - Create An Awareness**

California law enforcement, through POST and its established associations, should promote the many contributions that women have made and will make to the profession. Consideration should be given to providing women more influence in the decisionmaking and planning efforts of these organizations. Lastly, the associations should promote the appointment of qualified women to top administrative and chief executive posts together with supporting the election of qualified women to top state and national offices.

### **Policy Three - Commitment From The Top**

Chief executives in California law enforcement should commit to strictly enforcing existing policies on sexual discrimination and harassment, eliminating

"sex-specific" assignments within their agencies, recognizing the achievements and contributions of women within their organizations, and eliminating practices that de-feminize women within their departments. Lastly, these executives should be the vanguard in promoting the "Can Do Spirit" in respect to women employees in their command.

#### **Policy Four - Formal Mentorship**

California law enforcement should initiate formal mentorship programs for women statewide. Current academy curricula and field training programs should be revised to eliminate sexual and cultural barriers. Agencies should promote more women to field training officer (F.T.O.) positions and establish ongoing, formal counseling and training programs for the first year of a woman's employment. Moreover, California law enforcement should provide training for women that emphasizes confidence building, teamwork skills and competitiveness.

#### **Policy Five - Get Women Promoted To First Line Supervisors**

California law enforcement should engage in the preparation of women officers for promotion to first line supervisory positions. This effort should take

place at both the statewide and agency level. This action would provide role models for women entering the field and, at the same time, demonstrate the potential for future promotions.

### **Policy Six - Sell The Job To Women**

California law enforcement should change its traditional recruitment practices, especially as they relate to women candidates. In addition to promoting the industry as an attractive career choice for women, the profession needs to provide a realistic picture of the demands and benefits of the job at the application stage. Lastly, agencies should demonstrate both an interest and sensitivity to individuals, most especially women, entering the field.

### **Strategy Development**

After developing the foregoing six policy statements, the same group met again to identify specific strategies for each of the policies. For the purposes of the study, a strategy was defined for the group as:

"Any action or tactic that can be employed to further the objectives of an identified policy".

Some of the most important aspects or characteristics of a good strategy were listed for the

group:

- Desirable,
- Attainable,
- Measurable,
- Accountable, and
- Accomplishable within a specified time period.

For this plan the participants were asked to consider only strategies that could be accomplished within a three-year period. They were also informed that each strategy must designate both an individual or association responsible for implementation and a realistic time estimate for completion. The group spent the next ninety minutes brainstorming potential strategies for each of the policies. Following this session, the group was asked to clarify, combine, modify or delete the charted ideas with a goal of reducing the number of top strategies to either two or three per policy. The participants next ranked and added detail to each of the remaining items. Lastly, they assigned responsibility and time frames to each of the recommendations. The resultant strategies, policy by policy, are presented below:

## **POLICY ONE - Changing Incentives**

### **Strategy 1**

The California Peace Officer Association, (CPOA), in conjunction with the California Correctional Peace



Officer's Association, (CCPOA), the California Police Chief's Association, (CPCA), the California State Sheriff's Association, (CSSA), the Women's Peace Officer Association, (WPOA), and the Peace Officer Research Association of California, (PORAC), is to conduct an extensive study into the full range of incentives and innovative benefit programs available within both the public and private sector. This review is to include information on child care, leave benefits, alternative work/shift schedules, flex-time job sharing, etc. At the conclusion of the research, CPOA should publish and promote the guidelines throughout the law enforcement community.

Additionally, once published, POST should include the information in the curriculum of the supervisory, management, executive development and command college courses.

**RESPONSIBILITY:** Executive Director, CPOA

**TIME LENGTH:** 2 years

## **Strategy 2**

POST should recruit a pregnant or light-duty woman peace officer on a six-month fellowship to study and report on alternative light-duty and maternity programs available to law enforcement personnel. Due

to the nature of the study, the scope might necessarily exceed existing programs within California law enforcement; consequently, out-of-state police agencies or private sector programs should also be reviewed. The results of the study should be put in the form of guidelines and distributed to all California agencies. These guidelines should also be incorporated into the curriculum of all appropriate supervisory, management and executive training programs certified by POST.

RESPONSIBILITY: POST, Executive Director

TIME LENGTH: 2 years

## **POLICY TWO - Create an Awareness**

### **Strategy 3**

POST is to form a Women's Issue Task Force, staffed by a POST employee or management fellow, to actively monitor the implementation of strategies included within this report and any other Command College projects concerned with this topic. The task force should conduct an initial attitudinal survey of a sampling of California peace officers, supervisors, and managers on this issue in order to establish a benchmark for future studies. In addition to the task force actively researching and recommending to POST

ways to accelerate the integration of women into the field, it should also conduct a follow-up attitudinal survey at the end of its term (estimated to be a 3-year committee) to measure any differences in attitudes as compared to the original sampling. Lastly, the task force should prepare, publish and disseminate a final report on its findings.

RESPONSIBILITY: Executive Director, POST

ESTIMATED TIME FOR FORMATION: 6 months

TIME LENGTH: 3 years

#### Strategy 4

POST to include blocks of instruction, at all training levels, concentrating on the identification and resolution of common myths associated with women workers in general and, most particularly, women peace officers. This class is also to be designed to highlight the contributions and accomplishments of women law enforcement personnel. Lastly, the courses for supervisors and above, especially chief executive training, should address the importance of enforcing policies relating to sexual harassment, discrimination and equal employment opportunities.

RESPONSIBILITY: Executive Director, POST

TIME LENGTH: 18-24 months

## Strategy 5

The League of California Cities (LOCC) and the County Supervisors Association of California (CSAC) are to include workshops and training courses for elected officials, city/county managers and personnel directors addressing the benefits and contributions associated with the employment of women as peace officers. This effort would be designed to heighten the awareness of government decisionmakers concerning this issue.

RESPONSIBILITY: Executive Director, LOCC;  
Executive Director, CSAC

TIME LENGTH: 1 year

## Strategy 6

The attorney general's office is to develop an annual recognition program designed to identify and reward California law enforcement agencies for exemplary performance or innovative programs that have furthered the integration of women officers into the honored department. Additionally, and as a part of the recognition program, the attorney

general should seek monies from private foundations to give to the recipient departments as a one-time grant award.

RESPONSIBILITY: Attorney General

TIME FOR PROGRAM: 1 year

TIME FOR AWARDS: 3 years

### **POLICY THREE - Commitment From The Top**

#### **Strategy 7**

The two primary Command College students involved in the study of this subject, one on recruitment and promotion issues and the companion project on the retention of women officers, are to identify the major magazines reviewed by chief executives and seek the publishing of articles highlighting their findings and recommendations. Additionally, they are to actively pursue the presentation of this information at various professional forums throughout California.

RESPONSIBILITIES: Doug Miller; Bob Norman

TIME LENGTH: 1 year

#### **Strategy 8**

To develop a coalition of professional associations to pursue legislation mandating that each

government entity have a written and available policy on sexual harassment and discrimination. Both Assemblywoman Jackie Speier and Senator Robert Presley have been identified as potential authors of the bill.

RESPONSIBILITY: Attorney General

TIME LENGTH: 2 years

## **POLICY FOUR - Formal Mentorship**

### **Strategy 9**

POST, through the academy directors group, to establish formal committees at each academy to review and monitor the progress of women students, and to provide ongoing support for women graduates for their first year of employment as peace officers.

RESPONSIBILITY: Executive Director, POST

TIME LENGTH: 1 year

### **Strategy 10**

CPOA and WPOA to jointly create a committee of women peace officers to provide statewide peer counseling, computer mentoring, and ombudsman services to women employed as sworn officers.

RESPONSIBILITY: Executive Director, WPOA

TIME LENGTH: 1 year

### Strategy 11

CPOA to develop, with the assistance of POST and the WPOA, a POST-certified workshop to "train the trainer" designed to prepare men and women training officers for developing women recruit officers.

RESPONSIBILITY: Executive Director, CPOA

ESTIMATED TIME FOR IMPLEMENTATION: 1 year

## POLICY FIVE - Get Women Promoted to First Line Supervisor

### Strategy 12

WPOA, POST and CPOA to develop preparatory courses for women officers interested in promotion.

RESPONSIBILITY: Executive Director, WPOA

TIME LENGTH: 1 year

### Strategy 13

POST to have a general profile for the positions of law enforcement supervisor and manager professionally developed. The profiles should identify the traits, skills, and dimensions important

to the identified jobs. These profiles should be published and distributed to all California agencies for their use in the early identification and preparation of potential leaders.

RESPONSIBILITY: Executive Director, POST

TIME LENGTH: 3 years

## POLICY 6 - Sell The Job To Women

### Strategy 14

POST to initiate a campaign designed to increase the awareness of the media of their importance in portraying women officers in realistic and positive roles. Targeted groups include the Actor's Guild, Screenwriter's Guild and professional journalism associations. Leaders of this movement should consider requesting support from Sheriff Sherman Block, Los Angeles County, due to both his media contacts and his personal and professional support of this issue.

RESPONSIBILITY: Executive Director, POST

ESTIMATED TIME FOR INITIATING: 1 year

TIME LENGTH: 3 years



## Strategy 15

Association of Police Planning and Research Officers (APPRO) and California Juvenile Officers' Association (CJOA) to initiate programs in the schools within the state designed to communicate the message to girls and young women that "Law Enforcement is a Career for Women". Specific efforts should be made to enlist the support of Bill Honig and the statewide PTA and California Teachers' Associations.

### RESPONSIBILITY -

ADULT CAMPAIGN: President, APPRO

STUDENT CAMPAIGN: President, CJOA

ESTIMATED TIME FOR COMPLETION: 2 years

## Strategy 16

CPOA to initiate a "Madison Avenue" type campaign through the National Advertising Council focused upon "Law Enforcement being the Career for Women in the 1990's".

RESPONSIBILITY: Executive Director, CPOA

TIME LENGTH: 2 years

## Strategy 17

CPOA to develop a statewide speaker's bureau of women peace officers to address women's professional organizations, service clubs and other community groups regarding the "Role of Women Peace Officers

in California".

RESPONSIBILITY: Executive Director, CPOA

TIME LENGTH: 1 year

### Strategy Summary

The above policy statements and listed strategies represent the Execution and Administration aspects of the plan. Detailed methods associated with the actual implementation of the strategies statewide will be addressed in the OBJECTIVE III, Transition Plan, section of this report. The group noted that many of the strategies were either related or interrelated; however, the participants decided that combining similar actions would serve to lessen the overall impact on the identified policies. Accordingly, it was recommended that all be made a part of this Plan.

Additionally, although hiring and promotion practices are usually administered at the local level, the proposed strategies are designed to be implemented statewide. Consequently, the group identified both individuals and organizations that have either statewide responsibilities or broad memberships as those being critical to the overall success of the initiative.

## Evaluation Plan

The last phase of the Strategic Plan is the evaluation component. How often a plan needs to be reviewed, revised or completely rewritten is based upon the nature of the internal and external forces that affect the particular organization as well as the type of product or service the enterprise provides. One example of how these factors interact with one another is within computer research and development firms. Due to intense competition and rapidly developing technology, their planning horizon is typically quite short -- six months or less. Conversely, in heavy manufacturing, often plans are reviewed every five to ten years.

An analysis of the California law enforcement environment was conducted. The specific dimensions measured were the number of changes that typically confront this field or the Turbulence Factor, and the types of changes common to the industry or the Predictability Factor. The assessment resulted in a recommendation that this Strategic Plan be reviewed on an annual basis and completely rewritten in three years. This particular frequency of review is often referred to as the Periodic Planning Mode. Accordingly, it is recommended that this Plan be reviewed and updated in January 1989 and completely rewritten in January 1991.

TRANSITION PLAN

## IV. OBJECTIVE THREE

### STATEMENT

The third objective is the presentation of a transition management plan detailing a process for the implementation and evaluation of the 6 policies and 17 strategies identified in OBJECTIVE II. The suggested model initially identifies the key players or stakeholders which will be instrumental in effecting any significant change on this issue in California. Further, it provides a structure for motivating the change, shaping the political dynamics to accomplish the change, managing the transition state itself, and for evaluating the results of the process.

### METHODS: IDENTIFICATION

Techniques or methods associated with the recommended model include;

- Critical Mass Analysis;
- Readiness/Capability Charting;
- Implementation Analysis;
- Diagonal Slice of Organization Management Structure;
- Commitment Planning; and,
- Responsibility Charting.

A detailed explanation of each of these techniques is presented below.

## **METHODS: IMPLEMENTATION**

The indicated techniques form the basic structure of the governance plan. Realistically, however, it is essential to note that the actual success or failure of the plan squarely rests with the present leadership of California law enforcement. Accordingly, the initial and most significant aspects of this movement involve identifying and convincing these critical actors of the need for change. Moreover, once convinced, these individuals must commit their energies and resources to making the plan work. Absent this level of participation, the proposed interventions are of little consequence.

### **Critical Mass Analysis.**

In accordance with the findings detailed in the Strategic Plan section of this study, several individuals and organizations were identified as having considerable influence on the integration of women into California law enforcement. These individuals or the leaders of the essential organizations are detailed below. Moreover, their respective constituency is described together with an

evaluation of the organization's present level of commitment to the topic.

### **Commission on Peace Officer Standards and Training (POST)**

This organization establishes and oversees the standards and training for 557 law enforcement agencies and more than 60,000 peace officers in California. Its eleven-member board, appointed by the Governor, represent city management, law enforcement administrators and officers, educators, the attorney general and the public. This organization has traditionally reflected the views of the majority of the law enforcement chief executives in the state. It has done very little in the past to specifically address the issue, claiming that to either develop special standards or training would most likely serve to segregate women officers from the general workforce rather than promote integration. However, in October 1987, POST did convene a 12-hour special seminar to review a specialized training course designed for supervisors of women officers (Refer to Appendix D). Additional information concerning this inaugural meeting is contained in the conclusions section of this study.

## California Peace Officers Association (CPOA)

This organization promotes professional issues and legislative concerns affecting its membership of approximately 5,000 California police executives, managers and supervisors. Historically, it has done little on the issue of women peace officers. In November 1986, however, it hosted a well-attended -- 250 participants -- workshop on the "Future of Women Managers in Law Enforcement" (Refer to Appendix D). Additionally, in May 1987, it elected to its Board of Officers, for the first time in its history, a woman police manager.

## Attorney General John Van de Kamp

Mr. Van de Kamp has been attorney general for California since 1983. By virtue of his position, he is the top law enforcement official in the state and is also an ex-officio member of the POST Commission. Although, to date, he has not initiated any specific programs to accelerate the integration of women into California law enforcement, his administration is perceived to be sensitive to such a movement on both moral and legal grounds.



### **California Police Chiefs Association (CPCA)**

This organization represents the professional interests of nearly 300 of the 355 municipal police chiefs in the state. Only one of its eligible members is a woman. Historically, this organization has not addressed the issue.

### **California State Sheriffs' Association (CSSA)**

This organization represents the professional concerns of the 58 county sheriffs' in the state. There are currently no women sheriffs in California. The Association has developed no specific programs to address the studied issue.

### **Peace Officers' Research Association of California (PORAC)**

This labor-oriented Association represents approximately 50,000 line and supervisory officers throughout the state. Although no specific programs have been developed by this Association to address the problem, its support of the identified policies and strategies could significantly accelerate the transition. Conversely, due to its size and resources, its opposition to the plan could present a major obstacle to its success.

## Women's Peace Officer Association (WPOA)

This organization represents the professional interests of 500 line and management officers in California. Although males have recently been encouraged to join as active participants, the vast majority of its members are women. The Association has historically served as a support group for women officers and has also frequently provided respected training programs throughout the state. It has had very little influence in effecting change in California law enforcement.

## Readiness/Capability Charting

One method of visually depicting the readiness and capability of critical actors and organizations to address a specific issue is in the form of a readiness/capability chart. This chart provides a rating of high, medium or low for the categories of readiness and capability for each individual or group. One purpose of performing such an evaluation is that it can serve to identify the individuals or organizations best prepared to lead a specific change effort. The results of such an analysis for the seven identified critical actors are presented in Figure 12.

Figure 12

READINESS/CAPABILITY CHART

AGENCY	READINESS			CAPABILITY		
	HI	MED	LOW	HI	MED	LOW
1. POST		X		X		
2. CPOA		X			X	
3. A.G.		X		X		
4. CPCR			X			X
5. CSSA			X			X
6. PORAC		X			X	
7. WPOA	X					X

### Commitment Planning

Another tool that can be used to rate the present level of commitment and level of commitment required to make a particular change is that of commitment planning. This process analyzes where a particular actor or critical mass is on a scale from "Blocking the Change" through "Making the Change Happen". Further, it identifies where the actor should be to best facilitate the transition process. For example, on this issue, the California Police Chiefs' Association is estimated to be in the "Let Change Happen" category; however, to actually implement the policies and strategies identified in the Strategic Plan, this critical mass should be moved to at least

the "Help Change Happen" level of commitment. The present level and the desired level of commitment for each player is presented in Figure 13.

Figure 13

**LEVEL OF COMMITMENT**

ACTOR	BLOCK CHANGE	LET CHG HAPPEN	HELP CH HAPPEN	MAKE CHG HAPPEN
1. POST		X-----	----->0	----->0
2. CPDA		X----->0	----->0	
3. A.G.		X----->0	----->0	
4. CPCA		X----->0	----->0	
5. CSSA		X----->0	----->0	
6. PORAC		X----->0	----->0	
7. WPOA			0<-----	-----X

X = CURRENT STATE      0 = DESIRED STATE

The above commitment analysis indicates that none of the critical players are in the "Block Change" category. Additionally, most of the groups are and have been in the "Let Change Happen" mode; however, to actually accomplish the stated strategies, most of these need to be moved into the "Help Change" state. Further, the most difficult task would appear to be in moving POST from its current "Let Change Happen" posture to the "Make Change" column. Typically, the actor listed in the "Make Change Happen" column becomes the lead agency or individual responsible for

the program.

Additionally, although the WPOA is estimated to be in the "Make Change" state, it ideally should join the majority of the other groups in the "Help Change" category. The specific recommendations for accomplishing these shifts will be addressed in the following section.

### **Implementation Plan**

This phase is the crux of the entire project, absent the commitment of the key players; the future impact of women officers will at best be marginal.

### **Meeting with POST Staff.**

Due to POST being selected to lead the change, the first meetings must necessarily be with them. It is proposed that the results and recommendations of this study and the companion study, Attrition of Women Peace Officers, be privately presented to the POST Executive Director Norm Boehm and his key staff members, i.e., Assistant Director and Bureau Chiefs. The purpose of this meeting would be to elevate their awareness of the issue and to communicate the significance of POST's role in this change effort. Furthermore, it would be to seek Mr. Boehm's approval to present a similar proposal to the POST Commission for its consideration and approval.

### **Meetings with Major Organizations.**

Prior to any public meeting with the POST Commission, private meetings would be scheduled with the presidents of the indicated associations and the attorney general. The purpose of these meetings would again be to create an awareness of the project and its findings, to familiarize the representatives of their organization's suggested role in the change effort, and to solicit their preliminary support for such an initiative.

### **POST Commission Meeting.**

Similar to the prior sessions, the POST Commission would be briefed on the proposal. The Commission would be asked publicly to consider forming both a steering committee and a working committee to pursue the statewide implementation and evaluation of the proposed policies and strategies. They would also be asked to provide the necessary administrative support to staff the two groups. The first committee would be executive or steering in nature. The recommended composition of this committee would be the chairperson of the POST Commission, the attorney general and the presidents of the CPCA, CPOA, CSSA, PORAC and the WPOA. It would also be recommended

that the second committee be more of a working group or task force. This group would contain the executive director and a designated board member from each of the specified organizations. It would also contain a designated representative from the attorney general's office and two Command College graduates (Chiefs Miller and Norman). Subject to the Commission's approval, a steering committee meeting would be scheduled. In the unlikely event that the Commission declines to either lead or support the proposal, the attorney general would be approached with a similar request.

### **Steering Committee.**

The primary purpose of the steering committee would be one of oversight. Initially, the committee would be asked to produce a general statement of purpose for the task force. Additionally, it would be charged with establishing the overall time - frame and a reporting or communications system for the transmittal of information between the two groups. Lastly, in accordance with the above, the members would appoint their respective representatives to the working committee.

## Task Force.

After a preliminary meeting to review its purpose and the mandates established by the steering committee, the members would be asked to address the administrative and formation issues, e.g., election of officers, rules or order, etc. It is proposed that the next meeting of this group be held in a team building environment. It is recommended that a professional facilitator assist the group in reviewing, modifying, or adding to the initial policies and strategies; develop a communications plan designed to keep the steering committee and profession informed of its progress; to adopt a Responsibility Chart (Appendix D), designed to clarify role relationships between its members; and, to prepare an action plan. The action plan should include assignments of tasks, time-frames for completion, and the evaluation process to be used. Lastly, at the conclusion of its work, the committee would be responsible for submitting a final report to the steering committee. It is anticipated that the development of this comprehensive document will take approximately three years. It is also recommended that once submitted and approved, the steering committee prepare a written evaluation of project and distribute the task force's final report and its own evaluation of the effort to each law enforcement agency in the state and throughout the profession.



## **Summary Of Implementation Plan**

The foregoing implementation plan represents a general framework for managing the complex activities associated with the Strategic Plan. Due to a need for the task force to have considerable latitude in determining the specific methodology or techniques it will use to accomplish its mission, detailed approaches were not assigned. It is anticipated, however, that the committee will review and select a combination of methods to facilitate the success of their project. A few possible alternatives are presented below for consideration.

### **Defining the Future State**

Based upon available data, this approach is typically one of the first steps associated with any change effort. It involves the development of a statement or scenario articulating where the committee would like for California law enforcement to be on this issue at a specified time, usually 3-5 years.

### **Defining the Present State**

Similar to the above, based upon the best available information, a statement describing the present state of California law enforcement on this

matter is usually developed.

### **Confrontation Meetings**

This approach is normally employed to create an awareness of a proposed change; to clarify present values and roles in relation to the future state; and to obtain further input on the topic.

### **Force Field Analysis**

This evaluation involves the identification of positive forces that will help the shift occur and, conversely, those forces that will hinder or obstruct the movement from the present to the desired state. As a result of such a review, it is recommended that tactics designed to accelerate the positive forces and to lessen the negative forces be identified and pursued.

### **Communications Planning**

An important aspect of any significant change effort is that of communications. Generally, some type of communications strategy or planning needs to be developed in the early stages of any movement. This process usually includes the delineation of responsibilities, the development of a communications philosophy statement, and an identification of the

media that will be used to disseminate the information (Refer to Appendix D).

Additionally, a planning matrix similar to the example contained in Appendix D is often helpful in the preparation of such a plan.

### **Values Clarification**

Often, depending on the nature of the change, an enterprise needs to create a shared set of values in support of the movement. Methods for clarifying and instilling these values vary; however, teambuilding and confrontational meetings are two ways to address this aspect of transition.

### **Activity or Process Plan**

This approach specifies activities and critical incidents that must occur to move from the present into the future state. This "Roadmap for Change" can be described as task specific, purposeful, integrated, time-specific, and usually cost-effective in nature.

### **Characteristics of Change - States**

The committee will need to consider the general characteristics of Change-States in its selection of technologies. According to Mr. Reuben Harris, some of the most commonly recognized organizational

characteristics associated with transitions are: High Uncertainty/Low Stability; High Levels of "Inconsistency" (Perceptual); High Emotional Stress; High Energy (Often Undirected); Control Becomes a Major Issue; Conflict, Increases (Especially Intergroup); and, Past Patterns of Behavior Become Explicitly Valued (Harris,1986).

Ideally, the committee in recognition of the complex dynamics associated with major change will select an array of technologies best-suited to the implementation of the proposed Strategic Plan.

CONCLUSIONS

## V. CONCLUSIONS

As identified in the early stages of this study, women have not easily assimilated into the law enforcement profession. Although the movement of female officers into traditionally male assignments, most notably patrol functions, began nearly two decades ago, police work is still considered a "pathbreaking job" or an occupation segregated by sex by the U.S. Department of Labor (Jobs for the Future, 1987). This assessment is based upon the Labor Department's definition of pathbreaking or non-traditional being an occupation in which fewer than 25 percent of the workers are women. As noted earlier in this report, nationally women peace officers represent only 7.2 percent of the workers, and in California only 9.5 percent of the officers are women. Furthermore, when analyzed by rank, it was found that the percentage of women holding supervisory or management positions is even lower. It was noted that in California 10.8 percent of the officer jobs are held by women, while 3.6 percent perform supervisory duties. Moreover, it was found that only 2.1 percent of the peace officer management jobs are occupied by women. This fallout rate serves to support the findings that law enforcement in 1987

remains a non-traditional career for women.

At the same time, it was found that general workforce changes affecting law enforcement are occurring in society at large. Projections indicate that the entry-level labor pool (workers between 18-24) will shrink by 16% over the next ten years. The U.S. Labor Department further describes the future workforce in this way:

For example, by the year 2000, approximately 47 percent of the work force of this country will be women; six out of seven working age women will be at work. Women, minorities and immigrants are expected to account for over 80 percent of the net additions to the labor force between now and the turn of the century. (Jobs for the Future, 1987:iii)

Contemporaneous with these changes, many police agencies -- particularly in the San Francisco Bay Area and Southern California report job vacancy rates of 10 percent or more. It would also seem that shortages of qualified entry-level peace officers are not isolated to California or the Western United States. Mr. Jerry Vaughn, Executive Director of the International Police Chiefs Association (An organization representing more than 14,500 Police Chiefs) observed in September 1987, "I deal with Police Chiefs every day from all around the country and they all say the same thing: We have vacancies and we're having a hard time filling them" (San Jose Mercury, 12 October 1987).

Several of the factors that have contributed to the slow integration of women into law enforcement were identified in this study. In addition to past practices, present trends and future events were also analyzed and projected into the next 15 years (Appendix A). As a result of these forecasts, three differing futures for California law enforcement were presented. One scenario suggested that in 1988, California law enforcement took steps to alter the future forecasts. This scenario posits that the change was accomplished by the institution of several policies and strategies within the profession (Appendix C). These actions were designed to significantly increase the number of women in sworn officer, supervisory, and management positions throughout the state.

Organizations considered essential to the success of the program were identified and described. Methods designed to build support and commitment for this movement within these associations were also identified. Additionally, an implementation plan constructed to focus the primary resources of these key enterprises on increasing the number of women entering and advancing within the law enforcement field was presented.

Several events and observations associated with



this issue occurred during the course of this study. Initially, the majority of women police managers contacted for either the group work -- Nominal Group or Modified Policy Delphi -- or the semi-structured interviews commented that in the process of assisting in this report, they received valuable information about the subject. Specifically, several mentioned that in addition to finding that other women throughout the state either had experienced or were experiencing similar situations, the process itself had provided them an information and support network that they had not had prior to this study. Several also mentioned that they were encouraged just knowing that a male chief of police was studying the issue.

Additionally, during the study and through the mentioned network, it was discovered that Professor Janet Henkin from Chapman College had submitted a proposal to POST to conduct a certified course designed to address many of the findings identified in this paper (Appendix D). Due to the relevance of the class, a letter supporting the presentation of such a course was prepared by this writer and mailed to the executive director of POST. Shortly thereafter, it was learned that POST had decided not to fund the training program until a more thorough study of the issue could be completed (Appendix D).

As a result of this training request and several similar incidents, POST hosted a special seminar on the topic on October 28 and 29, 1987 in Ontario, California. The objective of the well-attended session was to design the curriculum for a block of instruction to be incorporated into the POST basic, supervisory, management, and executive training programs. Although a scheduling conflict prevented this author from attending the seminar, it has been reported that many of the policies and strategies contained within this study were introduced and discussed during the workshop. It is further understood that POST is now in the process of preparing a written report recommending the development and presentation of "Women's Issues" courses. The foregoing research has established that the hiring and promotion of women officers has traditionally been a issue handled at the local level by California law enforcement agencies. The findings of this study suggest that due to several current trends together with projected workforce changes, California law enforcement leaders should consider addressing this subject on a statewide basis.

It was once observed by an anonymous policewoman that until future cultural and organizational changes permit the emergence of a truly androgynous police force, female officers will be pressured to "think like men, work like dogs, and act like ladies" (Martin, 1980:219).

The findings of this study propose a pathway to such an androgynous state: It is incumbent upon today's law enforcement leaders to take the first step.

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## Appendix A

### M E M O R A N D U M

TO:

FROM: BOB NORMAN

DATE: JUNE 15, 1987

SUBJECT: JULY 9, 1987 FUTURES MEETING

First, let me take this opportunity to thank you for taking the time from your busy schedule to assist me on my Command College Project; I deeply appreciate your willingness to help.

The meeting will be held on Thursday, July 9, 1987, in the Foster City Recreation Center's Restaurant area, 650 Shell Blvd. (Map attached). Informal introductions with coffee and donuts are scheduled from 0930 - 1000 hours. The group discussion is scheduled to begin at 1000 hours and conclude at approximately 1530 hours; a catered lunch will be served at about 1230 hours. A tentative agenda is included for your review.

As you know, the group will be focusing upon the current and future trends together with potential events that will impact the recruitment, selection and promotion of women peace officers in California law enforcement. We will be using what is termed the "nominal group technique" for the surfacing and evaluation of these changes; I will fully explain the process when we get together.

I have attached copies of several publications and news articles that are related to the subject area. Recognizing that the materials are considerable and that your time is valuable, I am not expecting you to thoroughly read each. However, you might find it beneficial to scan the readings and focus your attention on the items most germane to the topic.

Naturally, any similar or related literature that you may have in your own collection would be quite welcome and would assist me as the study progresses.

Again, thank you for your help and should you have questions before the meeting, just give me a call at 573-2031; otherwise, see you on the 9th.

RGN/arr

Enclosures

## Appendix A

### LIST OF PARTICIPANTS

NGT MEETING

JULY 9, 1987

Name	Affiliation
1. Jim Cost	Director Public Safety - Brisbane
2. Jim Datzman	Police Chief, So. San Francisco
3. Linda Fellers	President, Women Peace Officer's Association
4. Sandra Glosser	Training Consultant
5. Kathie Jackson	Executive Director, CJC of San Mateo County
6. Sarita Ledet	Probation Dept. - San Mateo County
7. Doug Miller	Director Public Safety - Ross
8. Don Phipps	Police Chief, San Mateo
9. Larry Riche	Police Sergeant - Foster City
10. Pam Roskowski	Police Lieutenant - Palo Alto

## Appendix A

### PRELIMINARY AGENDA

NGT MEETING

JULY 9, 1987

0930 - 1530 HOURS

0930 - 1000	Informal Introductions and Refreshments
1000 - 1100	Trend Identification
1100 - 1230	Prioritization, nominal and normative trend forecasts
1230 - 1300	Lunch
1300 - 1400	Event Identification
1400 - 1445	Prioritize and Evaluate Top Events
1445 - 1515	X-Impact Analysis of Events to Trends
1515 - 1530	Wrap-Up



## Appendix A

### Trends

1. Lottery and Gambling issues spell doom and gloom for law enforcement.
2. Law Enforcement's role in forcing change in society.
3. Law Enforcement's increasing resistance to change.
4. Systems planning in criminal justice.
5. Loss of management rights.
6. Increasing emphasis on corrections aspect of industry.
7. Changing workforce - more minorities.
8. More entry-level women than men.
9. Reduction of federal monies for local criminal justice programs.
10. Reduction of grant monies for law enforcement.
11. More women heads of household.
12. Increasing number of lawyers.
13. Decrease in crime rate.
14. Multi-cultural nature of California.
15. Decline in number of qualified entry-level employees.
16. Community expectation of law enforcement's mission.
17. Reduction of services to effect cost savings.
18. Increased use of civilians and volunteers.
19. Above's negative impact on women in general.

**Trends**  
(Continued)

20. Above's lessening of options for sworn officers.
21. Increased use of technology.
22. Reduced level of maturity and life experience of entry-level candidates.
23. Increased number of people embarking on 2nd careers.
24. Public perception that law enforcement has labor problems.
25. Changing birth rate.

# TREND SCREENING FORM

CANDIDATE TREND	For purposes of top-level strategic planning in, how valuable would it be to have a really good long-range forecast of the trend?				
	PRICELESS	VERY HELPFUL	HELPFUL	NOT VERY HELPFUL	WORTHLESS

## TREND EVALUATION FORM

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

TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		5 Years Ago	Today	"Will be" in 10 Years	"Should be" in 10 Years
CHANGING WORK FORCE		58	100	179	154
CHANGING DEMOGRAPHICS		64	100	166	159
MORE WOMEN HEAD OF HOUSE		70	100	157	149
DECLINE OF ENTRY-LEVEL MALES		64	100	198	177
INCREASE IN CIVILIANS AND VOLUNTEERS		73	100	173	128

Appendix A

A6

## Appendix A

### Potential Events

1. First female sheriff.
2. First woman police chief in major California city.
3. U. S. involved in major armed conflict.
4. Supreme Court reverses abortion ruling.
5. First woman elected President of U. S.
6. WPOA dissolved.
7. Creation of Men's Peace Officer Association -- (MPOA).
8. Military freezes hiring of women.
9. Females enter professional sports.
10. Scandal/scapegoat situation involving high-ranking woman political official.
11. Female priest/pope.
12. Genetic breakthrough -- "Men Have Babies".
13. Major California earthquake.
14. Election of ultra-conservative Governor or President.
15. Comparable worth mandated.
16. Supreme Court mandates "Parental Leave".
17. AIDS spread to heterosexual community.
18. Significant ruling changes child custody laws.
19. Child care made affordable.
20. Majority of top-level U. S. managers are women.
21. Majority of judges, elected officials and lawyers are women.
22. Major cutbacks are made in criminal justice funding.

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 1990 (0-100)	By 1995 (0-100)		
FIRST WOMAN ELECTED TO SHERIFF/FIVE OR MORE CALIFORNIA POLICE CHIEFS	1991	20	59	3.5	7
MAJOR CONFLICT	1993	--	37	4	5
FIRST WOMAN GOVERNOR, PRESIDENT, OR VICE PRESIDENT	1990	29	55	4	5
COMPARABLE WORTH	1991	18	42	8	-1
MANDATORY CHILD CARE LEGISLATIVE ENACTMENT	1995	--	28	4	4

Appendix A

-A8-

### CROSS-IMPACT EVALUATION FORM

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

							TRENDS			TRENDS	
		E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1		X	0	23	8	5	21	3	2	10	10
E2		17	X	12	13	15	32	24	78	44	37
E3		45	0	X	43	35	15	0	0	10	1
E4		1	0	6	X	17	37	18	48	21	7
E5		3	0	1	10	X	33	7	45	40	18

## Appendix A

### Major Trends and Events

#### Trends

- T1 - Changing Employee Incentives
- T2 - Changes in California Demographics
- T3 - More Women Heads of Household
- T4 - Changes in Entry-Level Labor Pool
- T5 - Increased Use of Civilians and Volunteers in Law Enforcement

#### Events

- E1 - First Woman Sheriff or 5 Women Police Chiefs in California
- E2 - U. S. Becomes Involved in Armed Conflict
- E3 - California Elects First Woman Governor
- E4 - Comparable Worth Mandated
- E5 - Subsidized Child Care Mandated



**APPENDIX B**

## Appendix B

### CHIEF EXECUTIVE QUESTIONNAIRE

- (1) Your agency is recognized as a leader in the State in relation to your percentage of women officers and managers, what are your observations of the competence level of women line officers as compared to their male counterparts?
  - (a) Supervisors and Managers?
- (2) Are there any specific strategies that your department has developed to recruit entry-level women officers?
  - (a) Where do most of your women applicants learn about the career opportunities with your agency?
- (3) Once employed, do you have any formalized training or mentorship programs for new women officers?
  - (a) Do you know of any informal programs that take place within department?
- (4) Why have women been relatively successful in advancing in your agency compared to the statewide averages?
  - (a) Are there any specific programs for women to either prepare them for promotional exams or

assist them after promotion?

- (5) What types of agency policies or administrative actions have contributed to your department's leadership in this area?
- (6) Do you think that what has been done in your City can be replicated in other places or is it unique to the nature of your community?
- (7) Is there anything that POST could or should do to accelerate the integration of women into California policing? If so, what?
- (8) Is there anything that the major professional organizations (CPOA, CPCA, IACP, etc.) could or should do on this issue?
- (9) If next week you were appointed either attorney general or executive director of POST, are there any particular actions that you would take regarding this area?
- (10) In your estimation, given its history, what impact do you think women officers, supervisors and managers will have on California Law Enforcement over the next 15 years?
  - (a) What impact should they have?

## Appendix B

### WOMEN MANAGERS QUESTIONNAIRE

- (1) How many years in business?
- (2) Current rank?
- (3) Why did you choose Law Enforcement?
  - (a) At what age did you decide?
- (4) Did you experience any barriers in your entering the field?
  - (a) In getting promoted?
- (5) Have you had a particular mentor that has assisted you in your career?
  - (a) Man or woman?
  - (b) Have you been a mentor to other women officers?
  - (c) Why/why not?
- (6) What has been the most difficult aspect of your job?
- (7) Would you recommend the job to other women?
  - (a) Why/why not?
  - (b) Your daughter?
  - (c) Why/why not?
- (8) What types of department policies have helped you?
  - (a) Inhibited you?

- (9) Has POST done enough to promote the assimilation of women into Law Enforcement?
  - (a) What should it do?
- (10) Has CPOA/WPOA or CPCA done anything to promote assimilation?
  - (a) What should they do?
- (11) If you were appointed Chief/Sheriff tomorrow, would you make any changes in relation to women officers?
- (12) If you were appointed either attorney general or to executive director of POST, would you make any changes?
- (13) In your estimation, what is the future of women officers, supervisors, and managers in Law Enforcement over the next 15 years?

APPENDIX C

## Appendix C

### POLICY AREAS

1. Promote child care;
2. Get five Chiefs appointed or woman Sheriff elected;
3. Support Election of woman to government, a.g., vice-president;
4. Oppose comparable worth;
5. Promote an armed conflict;
6. Change employee incentives;
7. Change recruitment approaches;
8. Change way we use civilians and volunteers;
9. Increase awareness statewide;
10. Get professional organizations moving;
11. Get P.O.S.T. moving;
12. Get commitment from top;
13. Enforce existing policies;
14. Work on formal mentoring;
15. Sell job to women;
16. Provide reality training;
17. Promote "can do" spirit statewide;
18. Don't de-feminize;
19. Give credit where credit is due;
20. Show applicants "we care";
21. Eliminate "sex specific" positions;

22. Help women get to first line supervisory positions;
23. Identify more women F.T.O.'s and role models;
24. Merge W.P.O.A. with C.P.O.A.;
25. Provide ongoing 1st year reality training and counseling;
26. Revise Academy and F.T.O. training programs;
27. Teach both competitiveness and teamwork to women employees; and,
28. Provide job sharing opportunities.



# Appendix C

## CAPABILITY ANALYSIS - CALIFORNIA LAW ENFORCEMENT

### PRESENT CAPABILITY TO ADDRESS THE ISSUE OF RECRUITMENT AND PROMOTION OF WOMEN OFFICERS

#### PART I

- I. Superior - Better than anyone else
- II. Better Than Average - Suitable Performance
- III. Average - Acceptable
- IV. Problems - Not as good as it should be
- V. Cause for Concern - Situation bad

CATEGORY	I	II	III	IV	V
A. Manpower	___	___	X (3.2)	___	___
B. Technology	___	___ X	(2.8)	___	___
C. Equipment	___	___	X (3.0)	___	___
D. Facilities	___	___	X (3.2)	___	___
E. Money	___	___	___ X	(3.8)	___
F. Supplies	___	___ X	(2.8)	___	___
G. Management Skills	___	___	___ X	(3.8)	___
H. Training	___	___	___ X	(3.7)	___
I. Attitudes	___	___	___	X (4.2)	___
J. Image	___	___	___ X	(3.8)	___
K. Political Support	___	___	X (3.2)	___	___
L. Community Support	___	___ X	(2.7)	___	___

CAPABILITY ANALYSIS - CALIFORNIA LAW ENFORCEMENT

FUTURE ADAPTABILITY TO ADDRESS RECRUITMENT

AND PROMOTION OF WOMEN OFFICERS

PART II

INSTRUCTIONS: Evaluate each item for California Law Enforcement as to what type of activity it encourages:

- I. Custodial - Rejects change
- II. Production - Adapts to minor change
- III. Marketing - Seeks familiar change
- IV. Strategic - Seeks related change
- V. Flexible - Seeks novel change

CATEGORY	I	II	III	IV	V
----------	---	----	-----	----	---

A. Elected Officials

1. Mentality/ Personality	_____	_____	X (3.0)	_____	_____
2. Skills/Talents	_____	_____	X (3.0)	_____	_____
3. Knowledge Edu- cation	_____	X (2.5)	_____	_____	_____

B. Chief Executives

1. Mentality/ Personality	_____	X (2.7)	_____	_____	_____
2. Skills/Talents	_____	X (2.5)	_____	_____	_____
3. Knowledge Edu- cation	_____	X (2.5)	_____	_____	_____

C. Professional Associations

- 1. Mentality/ Personality    \_\_\_      X   (2.7)    \_\_\_    \_\_\_
- 2. Skills/Talents    \_\_\_    \_\_\_      X   (3.2)    \_\_\_    \_\_\_
- 3. Knowledge Edu- cation    \_\_\_    \_\_\_      X   (2.8)    \_\_\_    \_\_\_

D. General Climate within California Law Enforcement

- 1. Culture/Norms    \_\_\_      X   (2.3)    \_\_\_    \_\_\_
- 2. Rewards/Incen- tives    \_\_\_      X   (2.3)    \_\_\_    \_\_\_
- 3. Power Structure    \_\_\_    \_\_\_      X   (2.7)    \_\_\_    \_\_\_

E. General Competence of California Law Enforcement

- 1. Structure    \_\_\_    \_\_\_      X   (2.5)    \_\_\_    \_\_\_
- 2. Resources    \_\_\_    \_\_\_      X   (2.7)    \_\_\_    \_\_\_

Completed by: \_\_\_\_\_

Date: \_\_\_\_\_

## Appendix C

## MEMORANDUM

TO:

FROM: BOB NORMAN

DATE: SEPTEMBER 28, 1987

SUBJECT: OCTOBER 2 AND 12 MEETINGS

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As we discussed on the phone, the final two meetings needed for my project will be held on Friday, October 2, 1987 at 0900 hours and Monday, October 12, 1987 at 1330 hours. Both meetings are scheduled to last a maximum of three hours each and will be held at the Police Department, 1030 E. Hillsdale Blvd.

At the first meeting we will be assessing California Law Enforcement's Capability to address this issue; please complete the attached Capability Assessment Form and bring it with you on Friday. We will also be developing a Mission Statement regarding what California Law Enforcement should do about this topic. And, we will be identifying the most important policy areas impacting this issue and preparing brief policy statements about the most important areas.

At the second, and final, meeting, we will be developing specific strategies for furthering our policies and identifying the stakeholders affected by the strategies.

I have enclosed a draft of the first section of my paper for your review in respect to possible policy issues. I have also provided a brief summation of some patterns I have found in my interviews with about six women police managers. I will be interviewing another seven or so this week and will have more info for our meeting.

Lastly, if you can complete the attached Capability Analysis and also draft about a 1 paragraph Mission Statement as to where you think we should be going on this matter (sample Mission Statements attached) it will serve to expedite Friday's session.

Again, thank you for agreeing to help. Looking forward to seeing you on Friday.

RGN/arr

## Appendix C

### APPENDIX

#### POLICY/STRATEGY WORKSHOPS

##### LIST OF PARTICIPANTS

Jim Cost	Chief of Public Safety - Brisbane
Jim Datzman	Chief of Police - South San Francisco
Linda Fellers	President - W.P.O.A.
Kathie Jackson	Executive Director - S.M.C.J.C.
Mary Ellen O'Toole	Agent - F.B.I.
Pam Roskowski	Lt. - Palo Alto Police Department

## Appendix C

### SELECTED POLICIES AND STRATEGIES

#### Policies

- P1 - Change Worker Incentives
- P2 - Create An Awareness of Contributions by Women
- P3 - Obtain A Commitment From Top Management
- P4 - Develop Formal Mentorship Programs
- P5 - Get Women Promoted to Supervisor
- P6 - Sell the Job to Women

#### Strategies

- S1 - Research and Publish Information
- S2 - Develop Model Pregnancy/Light-Duty Guidelines
- S3 - Form "Women's Issue" Task Force
- S4 - POST Course to Recognize Contributions of Women
- S5 - Present Workshops to Elected Officials
- S6 - A.G.'s Exemplary Agency Program
- S7 - Publish Findings of Research
- S8 - Mandate Sexual Harrassment and Discrimination Policies
- S9 - Academy Mentoring Programs for Women
- S10 - Statewide Peer Counseling Committee
- S11 - "Train the Trainer" Course for Women
- S12 - Supervisory Preparatory Courses for Women
- S13 - Develop Job Profiles for Law Enforcement
- S14 - Institute a Campaign to Change the Media's Image of Women Cops

- S15 - Initiate a Campaign in the Schools
- S16 - Develop a "Madison Avenue" Advertising Campaign
- S17 - Establish a Statewide Speakers Bureau on "The Role of Women Officers"

APPENDIX D



Commission on Peace Officer Standards and Training  
POST Special Seminar - Women in Law Enforcement

October 28 - 29, 1987  
Clarion Hotel, Ontario Airport

TENTATIVE AGENDA

WEDNESDAY, October 28, 1987

0900 WELCOME AND INTRODUCTIONS  
HOUSEKEEPING AND REIMBURSEMENT  
BACKGROUND AND PURPOSE OF SEMINAR  
ASSUMPTIONS  
IDENTIFY NEED(S) FOR TRAINING  
1. Problems/Extent of Problem?  
2. Is(are) the Problem(s) Best Addressed by Training?  
3. Target Audience?  
4. Can the Problems be Addressed by Modifying an Existing Course Mandate?  
5. Types of Courses Needed?  
1000 BREAK  
IDENTIFY NEED(S) (Continued)  
IDENTIFY COURSE OBJECTIVES (If needed)  
1200 LUNCH  
1300 CURRICULUM DEVELOPMENT  
1430 BREAK  
1500 CURRICULUM DEVELOPMENT (Continued)  
1700 ADJOURNMENT

THURSDAY, October 29, 1987

0800 REVIEW CURRICULUM  
0930 BREAK  
1000 OTHER COURSE ISSUES  
1. Length  
2. Instructional Methodology  
3. Presentation  
4. Other  
1200 ADJOURNMENT

THE FUTURE OF WOMEN MANAGERS IN LAW ENFORCEMENT

CPOA ALL COMMITTEE CONFERENCE - MONTEREY

NOVEMBER 18, 1986

ROBERT G. NORMAN

I WOULD LIKE TO PREFACE MY REMARKS TODAY BY SAYING THAT I SEE THE ROLE OF WOMEN MANAGERS IN LAW ENFORCEMENT'S FUTURE DIRECTLY TIED TO THE NUMBER OF WOMEN PEACE OFFICERS EMPLOYED IN OUR PROFESSION. SAID IN ANOTHER WAY, UNTIL WE CAN ATTRACT A REPRESENTATIVE NUMBER OF WOMEN INTO ENTRY-LEVEL RANKS OF POLICING, THE NUMBER AND ROLE OF WOMEN MANAGERS WILL HAVE VERY LITTLE IMPACT ON THE WAY WE DO BUSINESS. PARADOXICALLY, QUALIFIED WOMEN WILL NOT EITHER ENTER OR REMAIN PEACE OFFICERS IF THEY HAVE LIMITED OPPORTUNITIES FOR ADVANCEMENT. CONSEQUENTLY, IN PREPARING MY COMMENTS TODAY, I HAVE NOT FOCUSED UPON THE ISSUE OF WOMEN MANAGERS, BUT MORE UPON A BASIC OVERVIEW OF TRENDS IN OUR NATION'S WORKFORCE, SPECIFIC LAW ENFORCEMENT TRENDS RELATED TO WOMEN, THEIR GENERAL IMPLICATIONS FOR OUR BUSINESS, AND WHAT I THINK WE SHOULD DO ABOUT IT.

I WILL BEGIN WITH A RECENT QUOTE MADE BY HARVARD BUSINESS SCHOOL ECONOMIST DAVID BLOOM:

"THE RISE IN THE NUMBER OF WORKING WOMEN IS PROBABLY THE SINGLE MOST IMPORTANT CHANGE THAT HAS EVER TAKEN PLACE IN THE AMERICAN LABOR MARKET."

HIS REMARK WAS BASED UPON SOME OF THE FOLLOWING INDICATORS:

-THE ENTRY LEVEL WORKFORCE BETWEEN THE AGES OF 18 - 30 WILL SHRINK BY MORE THAN 16% OVER THE NEXT 10 YEARS;

-AS OF FEBRUARY 1986 MORE WOMEN HOLD PROFESSIONAL JOBS THAN MEN;

-2 OUT OF EVERY 3 NEW WORKERS ARE WOMEN;

-MORE WOMEN THAN MEN ARE GRADUATING FROM OUR NATION'S COLLEGES;

-IN 1982 THERE WERE 44 MILLION WOMEN IN THE WORKFORCE, BY 2000 THERE WILL BE 65 MILLION OR A GAIN OF 45%;

-DURING THE SAME PERIOD THE NUMBER OF MEN WILL INCREASE ONLY 13%;

-THERE ARE CURRENTLY 2.3 MILLION MORE WOMEN THAN MEN IN THE WORKFORCE;

-THE MAJORITY OF NEW BUSINESS STARTS ARE WOMEN; AND

-WORKING MOTHERS REPRESENT 60% OF ALL OF TODAY'S WORKING WOMEN.

SO THIS IS WHAT IS HAPPENING TO THE WORKFORCE OVERALL, BUT WHAT IS OCCURRING WITHIN CALIFORNIA LAW ENFORCEMENT IN PARTICULAR?

THE 1986 EMPLOYMENT DATA FOR LAW ENFORCEMENT REPORT PREPARED BY POST SHOWS:

-THERE ARE APPROXIMATELY 60,350 SWORN OFFICERS IN THE 557 AGENCIES REPRESENTED;

-OF THE 60,000 + THERE ARE 5,732 WOMEN OFFICERS OR LESS THAN 9.5% OF THE TOTAL;

-THERE ARE A TOTAL OF ABOUT 4000 OFFICERS IN MANAGEMENT OR COMMAND POSITIONS;

-OF THOSE 4000, 61 ARE WOMEN OR PUT ANOTHER WAY, 1.5% OF THE LAW ENFORCEMENT MANAGERS ARE WOMEN.

TO BECOME A LITTLE MORE FOCUSED, THE CITIES OF BRISBANE, HALF MOON BAY, FOSTER CITY AND SAN MATEO SPONSORED A JOINT RECRUITMENT PROGRAM LAST MONTH FOR LATERAL AND ENTRY-LEVEL POLICE OFFICERS.

-250 INDIVIDUALS APPLIED, 39 OR ABOUT 15% OF THE APPLICANTS WERE WOMEN;

-OF THE 40 INDIVIDUALS MAKING IT TO THE FINAL LIST ONLY 2 OR LESS THAN 5% WERE WOMEN.

WHAT ARE SOME OF THE LONG-TERM IMPLICATIONS OF THESE FIGURES?

-A RECENT STUDY CONDUCTED BY THE FOSTER CITY POLICE DEPT. FORECAST THAT THE NUMBERS OF WOMEN ENTERING CLE OVER THE NEXT 10 YEARS WILL INCREASE OVER ITS CURRENT RATE ABOUT 62%, BUT THAT IT SHOULD INCREASE BY MORE THAN 130%;

-TO TRULY REPRESENT ITS SERVICE POPULATION LAW ENFORCEMENT SHOULD BE MORE THAN 50% WOMEN, HOWEVER CURRENT

TRENDS INDICATE THAT, AT BEST, WE CAN EXPECT ABOUT 15%;

-AS OUR CANDIDATE POOL SHRINKS OVER THE NEXT 10 YEARS, THE MAJORITY OF AVAILABLE NEW WORKERS WILL BE WOMEN, AND THEY WILL BE GOING ELSEWHERE.

IN MY ESTIMATION, THIS DISPARITY IS ONE, IF NOT THE NUMBER ONE, CHALLENGE FACING CLE ADMINISTRATORS TODAY. I AM SUGGESTING, AS CHIEF ZURCHER HAS PROVEN, THAT WE IN LAW ENFORCEMENT CAN MAKE A DIFFERENCE. BUT I DO THINK THAT IF WE ARE GOING TO BE EFFECTIVE, WE HAVE TO ACT SOON. SO, WHAT CAN WE DO?

-FIRST, WE SHOULD IMMEDIATELY RELOOK AT OUR SELECTION AND PROMOTION PROCEDURES. IF NEARLY 10% OF OUR SWORN ARE WOMEN, YET LESS THAN 1.5% ARE MANAGERS, WE WILL NOT ONLY BE UNABLE TO ATTRACT WOMEN, WE WILL BE UNABLE TO KEEP THEM;

-WE NEED TO REEVALUATE OUR "GOOD OLD BOY" CULTURE AND, AS ADMINISTRATORS, DO OUR ABSOLUTE DAMNDEST TO ELIMINATE SEXUAL BIAS AND DISCRIMINATION FROM OUR AGENCIES AND OUR PROFESSION;

-WE NEED TO LOOK AT JOB SHARING, FLEX-SCHEDULES AND CHILD CARE BENEFITS FOR OUR WORKING MOTHERS;

-WE NEED TO BE BETTER MANAGERS. 53% OF WORKING WOMEN RATE THEIR BOSSES AS POOR MANAGERS --24% SAY THEY ARE BOZOS;

-WE NEED TO RETHINK OUR MATERNITY BENEFIT AND LEAVE PROGRAMS; AND

-AFTER DOING ALL OF THIS, WE MUST INITIATE A STATEWIDE, PROFESSIONALLY MANAGED RECRUITMENT CAMPAIGN DESIGNED TO CONVINCING WOMEN OF ALL AGES THAT LAW ENFORCEMENT IS THE CHOICE TO MAKE. AFTER ALL, RESEARCH TELLS US THAT THE DECISION POINT FOR CAREER FOR GIRLS IS GRAMMER SCHOOL.

OUR TIME -- IS RUNNING OUT!!

## RESPONSIBILITY CHARTING

A "do it yourself" mechanism has been evolved and tested successfully which aims at clarifying role relationships as a means of reducing ambiguity, wasted energy, and adverse emotional reactions. This mechanism is known as Responsibility Charting.

The basic process is as follows:

1. Using the form like the one attached, two or more people whose roles inter-relate or who manage groups which have some interdependence develop a list of actions, decision, or activities, (e.g., form budget, allocate resources, decide on use of facilities) and record it on the form's vertical axis.
2. Then, working individually, each person identifies the "actors" who have some behavioral role concerning each action or decision and lists these actors on the horizontal axis of the form.

Actors can include:

- (a) those directly involved.
- (b) bosses of those involved.
- (c) groups as well as individuals (e.g., Board of Directors, Project Team).
- (d) people inside or outside the organization (e.g., Union official, auditor, community leader).

3. Still working individually, the required behavior of an actor towards a particular activity is charted using the following classifications:

- R - RESPONSIBILITY to see that decisions or actions occur
- A - APPROVAL of actions or decisions with right to veto
- S - SUPPORT of actions or decision by provision of resources but with no right to veto
- I - INFORMED of action or decisions but with no right to veto

At this stage each individual's perceptions of the interdependence of roles and appropriate role behavior should be tabulated. These actions can have been done outside of and prior to the group meeting described below.

RESPONSIBILITY CHARTING  
HANDOUT NO. 1

## RESPONSIBILITY CHARTING (cont)

4. Now working as a group, the people involved share their individual perceptions, possibly by circulating the forms or by use of a flip chart display. Where there is agreement the only further work is to agree on the nature of the support action. The purpose of the meeting is to produce an agreed version of the responsibility chart by consensus decision. Majority vote is not good enough - differences have to be examined and resolved.

True clarity will not be achieved if more than one R exists for an activity. Agreement on where the R resides is the first step. If agreement can't be reached on who has the R, then 3 actions might help.

(1) Break the problem into sub parts.

(2) Move the R up one level in the organizational hierarchy by including a new actor.

(3) Move the decision about the allocation of the R up one organizational level.

Once the R is placed other letters (responsibilities) can be agreed. A ground rule is that a decision must be made and two letters cannot go in one box.

Another problem that will occur is that agreement may only occur on an item by using a lot of A's. This is unrealistic because it sets a condition where there will be great difficulty in getting a decision which allows progress on the work. Open discussion is needed to change some A's into S's or I's.

5. The group who develops the chart must test it out with any actors not present at the meeting. In fact, no major actor should be absent. Lastly, circulate it to colleagues as a vehicle for communicating operating practice.

6. The actors can use the chart to check whether their behavior is appropriate and to call attention of other actors to behavior which is out of line with the agreed upon "ground rules".

The usefulness of responsibility charting lies not only in the end product of an agreed chart, but also in the new understanding and appreciation of people's roles and their attitudes to them developed during the discussion.

RESPONSIBILITY CHARTING  
HANDOUT NO. 1 (p. 2)



# GUIDELINES -- COMMUNICATIONS STRATEGY FOR TRANSITION

## Responsibilities

Transition Manager: Oversees the strategy, speaks publicly about the status of the transition, acts as the focal point of information.

Communications Project Leader: Directs development of the communications plan and its implementation, insures that the best resources are used on a timely basis, insures that all audiences are reached and heard from during the transition.

Staff Writers and Public Relations Specialists: Contribute articles, memos, scripts, etc.

Normal Communications Channels (e.g., public relations, employee affairs, publishing and distribution services, etc.): See that publications, postings and all routine processes are used.

## Communications Philosophy Statement (CRITICAL)

A statement describing management's posture and expectations for providing and receiving information during the transition.

Example: Communications about the \_\_\_\_\_ transition will be as open as possible. We want to keep the organization, particularly our middle-level managers, informed with the latest information available. We also want to hear from them about their reactions, concerns and questions. Our intention is to update them, if not directly involve them, throughout the process and as the organization evolves.

## Media/Tools To Be Used

Newsletters (standard publications and/or special transition update newsletters)

Special announcements, Bulletin board postings

Public meetings (open or for specific groups)

Videotape, TV

Hotline for questions, feedback

Advisory councils for hearing; responding to concerns, input from the field (e.g., a network or hierarchy of councils to provide and receive feedback, information, etc.)

Public/Civilian newspapers, press releases

IMPLEMENTATION PLANNING  
HANDOUT NO. 5



## PLANNING MATRIX FOR COMMUNICATIONS

Indicate each box that may require some form of communications,  
Add this to the planning process, including proposed timing.

	<i>Preliminary Study Results</i>	<i>Announcement of Decision</i>	<i>Supporting Data, Rationales, Formal Transition Team</i>	<i>Planning Phase The Plan</i>	<i>Implementation: Phases, Events</i>	<i>Progress Reporting Feedback Points</i>	<i>Evaluation of the Process</i>	<i>Monitoring and Fine-tuning</i>
<b>INDIVIDUALS</b>								
<b>GROUPS, DEPARTMENTS</b>								
<b>TOTAL ORGANIZATION</b>								
<b>EXTERNAL GROUPS, PUBLIC</b>								

**IMPLEMENTATION PLANNING  
HANDOUT NO. 4**

CHAPMAN COLLEGE

Criminal Justice Institute

this is the original for 2 day class (see to POST)

WOMEN IN LAW ENFORCEMENT SEMINAR

DAY 1

8:00 - 8:30

REGISTRATION AND INTRODUCTION

8:30 - 10:00

ROLE-CONFLICT AND ROLE-CONFUSION

- a) unlearning counter-productive attitudes and behavior
- b) encountering the public as a female in law enforcement
- c) dealing with non-traditional women's roles and expectations

Dr. Janet Henkin  
Director, Criminal Justice Institute,  
Professor of Sociology and Criminal Ju

10:00 - 12:00

COMMAND PRESENCE *for Supervisors*  
Issues in self-image, personal style, body language for females in law enforcement.

Dr. Janet Henkin

12:00 - 1:00

LUNCH

1:00 - 3:00

LEGAL UPDATE FOR WOMEN IN LAW ENFORCEMENT

- a) maternity leave
- b) sexual discrimination update
- c) sexual harassment update

Lt. Barbara Guarino  
Los Angeles Police Department

3:00 - 5:00

SUPERVISORY ISSUES FOR WOMEN

- a) supervising the female employee
- b) female supervision of the male employee
- c) specific uses of authority in a male-dominated profession

Lt. Barbara Guarino

DAY 2

8:00 - 10:00

STRESS ALLEVIATIONS

Strategies for identifying and coping with specific stressful situations for women in law enforcement.

Mike Wellins

Orange Police Department

10:00 - 12:00

INTERROGATION, INTERVIEWING AND COMMUNICATION

Gender considerations in dealing with suspects, witnesses and victims.

Detective Jan Dries

San Diego Police Department

12:00 - 1:00

LUNCH

1:00 - 3:00

PEER RELATIONSHIPS

- a) intra-police dating and marriage
- b) job-related family stress for women police officers
- c) informal and formal communications' networks

Detective Jan Dries

3:00 - 5:00

OFFICER SAFETY ISSUES FOR WOMEN IN LAW ENFORCEMENT

Dealing with the realities of fear, physical pain, violence.

Lynn Forrester

Orange Police Department



*City of Foster City*

ESTERO MUNICIPAL IMPROVEMENT DISTRICT

POLICE DEPARTMENT  
1030 E. HILLSDALE BLVD.  
FOSTER CITY, CA 94404  
(415) 574-5555

May 11, 1987

Ms. Janet Henken  
Chapman College  
201 E. Sand Pointe, Suite 250  
Santa Ana, CA 92707

Dear Ms. Henken:

Ms. Linda Fellers of the Women Peace Officers Association recently informed me that you are pursuing the funding and presentation of a P.O.S.T. certified course for police supervisors on the subject of "Dealing with Women Employees in the Law Enforcement Environment".

As a Police Chief for more than nine years and as a student in P.O.S.T. Command College 5, I am acutely aware of the significance of this particular issue. In fact, after considerable research into what the next 10 years will hold for our profession on the labor front, I am convinced that this subject is one, if not the number one issue, that will be facing our present and future managers. As a result of my findings, my independent study project will be focused upon the attraction and promotion of more women peace officers throughout California. I have attached copies of both my Project Proposal and a speech I delivered at the last California Peace Officers Association Conference for your consideration.

In sum, I applaud your efforts on developing a training program to assist law enforcement in addressing this critical area. Should there be anything that I can do to assist you in making your program become a reality, please do not hesitate to give me a call at (415) 573-2031.

Sincerely,

ROBERT G. NORMAN  
CHIEF OF POLICE

cc: Mr. Norman Boehm, Executive Director (P.O.S.T.)  
Ms. Linda Fellers, W.P.O.A.

Enclosures

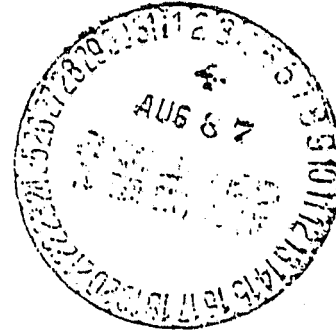
RGN/jd

DEPARTMENT OF JUSTICE

JAMES V. KANE Attorney General

**COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING**1601 ALHAMBRA BOULEVARD  
SACRAMENTO 95816-7083GENERAL INFORMATION  
(916) 739-5328

June 8, 1987

EXECUTIVE OFFICE  
(916) 739-3864BUREAUS  
*Administrative Services*  
(916) 739-5354*Center for Executive  
Development*  
(916) 739-2093*Compliance and Certificates*  
(916) 739-5377*Information Services*  
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(916) 739-5399*Professional Certificates*  
(916) 739-5391*Reimbursements*  
(916) 739-5367*Resource Library*  
(916) 739-5353Dr. Janet Henkin, Director  
Criminal Justice Institute  
Chapman College  
201 E. Sandpointe, Suite 250  
Santa Ana, CA 92707

Dear Janet:

Your proposed course titled "Supervisory Strategies Dealing with Women in Law Enforcement" has been rejected for the following reasons:

- o While we appreciate that this need may exist, we believe we should study the women's issue as to what are the problems, so that curriculum can be developed that addresses those problems.
- o If these are statewide problems and this training should be provided to all agencies, then we should standardize the curriculum.
- o If this training needs to be provided to all agencies, then we should be certifying these programs under POST pay Plan IV so that they do not create an unnecessary burden to the Peace Officer Training Fund.

Please contact me if you have any questions in this matter.

Sincerely,

GENE S. RHODES, Senior Consultant  
Training Delivery Services Bureau

## SELECTED BIBLIOGRAPHY

Martin, Carol. "Women Police: A survey of Education, Attitudes, Problems". Journal of Studies in Technical Careers 13 (Spring 1979): 220-227.

Potts, Lee. "Equal Employment Opportunity and Female Criminal Justice Employment". Police Studies 4(3) (Fall 1981): 9-19.

Weisheit, Ralph. "Women in the State Police: Concerns of Male and Female Officers". Journal of Police Science and Administration 15(2) (June 1987): 137-144.

Wexler, Judie and Quinn, Vicki.. "Considerations in the Training and Development of Women Sergeants". Journal of Police Science and Administration 13(2) (September 1985): 303-309.