ABSTRACT

HOW CAN LAW ENFORCEMENT EFFECTIVELY RECRUIT COLLEGE STUDENTS IN THE YEAR 2000?

by

Joseph L. Maskovich

Previous studies have shown that law enforcement agencies must recruit intensively in order to meet critical future staffing shortages. This study explores the recruitment of college students as one way to help achieve this. Using a medium sized police department as a model, futures research methods were used to study the issue and develop a strategic plan. The results suggests that police agencies can effectively recruit college students through greater opportunities for students to explore police careers, student part-time employment, and educational support for police employees.

HOW CAN LAW ENFORCEMENT EFFECTIVELY
RECRUIT COLLEGE STUDENTS
BY THE YEAR 2000?

An Independent Study

by

Joseph L. Maskovich

Command College Class VI

114094

TABLE OF CONTENTS

EXECUTIVE SUMMARY

A Critical issue for law enforcement is how to attract enough quality police applicants. Previous studies have shown that law enforcement must intensely broaden its recruitment efforts in order to meet its future staffing needs. This study addresses the recruitment of college students as one way that could be used to broaden the overall future recruitment base.

Using futures research procedures, a study group identified significant trends and events that could impact on this issue. After analyzing the relationships between the events and trends, the information was used to describe a desired future regarding this issue. This was a scenario in which police agencies successfully recruit on college campuses through a continuous long range recruiting strategy.

A strategic plan was then developed as a means to achieve the desired future described in the scenario. The resulting recommended policy was to: (1) expose students to the possibility of a law enforcement career as early as possible; (2) provide opportunities for college students to explore the law enforcement profession; (3) provide financial assistance to students through part-time employment; (4) provide educational support and benefits for full-time employees in order to attract continuing or potential college students; and (5) recruit regularly on campus for students from all fields of study for full-time, part-time, and volunteer positions.

A transition plan was developed in order to manage the strategic plan in the change process. A medium sized central valley police department was used as a model to demonstrate the steps used in developing and managing the recommended policies. The transition plan made use of existing resources, pilot programs, broad base involvement, and a regular feedback mechanism.

I. BACKGROUND

One of the most critical issues facing California law
enforcement is the recruitment of quality personnel.
In the 1986 Field Survey conducted by the California
Commission on Peace Officer Standards and Training
(POST), the most commonly listed concern of police
agencies was recruitment. In a subsequent Recruitment
Needs Survey conducted by POST (1987), 75.4% of the
respondents   reported   having   difficulties   with
recruitments.   Over 50% reported having significant
difficulties recruiting women and minorities.

The recruitment issue will become even more critical as
the state's population increases and ages, and as the
proportion of the young adult population declines. In
response, law enforcement must plan for future needs by
intensifying the effort, imagination, and resources
committed to recruitment, and by identifying non-
traditional applicant sources.

One possible applicant source that has not been exposed
to major law enforcement recruitment is state colleges.
Although the POST Survey on Recruitment Needs shows that
35.3% of the responding departments used a college
outreach program, a telephone survey of the career
development centers at 19 state colleges and
universities revealed that municipal and county law

TELEPHONE SURVEY OF CALIFORNIA STATE UNIVERSITY AND COLLEGE CAREER PLACEMENT CENTERS ON THE LEVEL OF LAW ENFORCEMENT RECRUITING ON CAMPUS

	BULLETINS/ FLIERS	CAREER DAY BOOTHS	INTERVIEWS	WRITTEN TESTS
CSU Bakersfield	--	--	--	--
CSU Chico	X	--	--	--
CSU Dominquez Hills	X	X	X	--
CSU Fresno	X	X	--	--
CSU Fullerton	X	--	X*	X*
CSU Hayward	X	X	X	--
CSU Humboldt	X	--	--	--
CSU Long Beach	X	--	X*	X*
CSU Los Angeles	--	X	--	--
CSU Northridge	--	X	X*	X*
CS Polytechnic Pomona	--	--	--	--
CSU Sacramento	X	X	--	--
CS College San Bernardino		X	X	----
CSU San Diego		X	X	----
CSU San Francisco		--	X	X--
CSU San Jose	X	--	--	--
CS Polytechnic San Luis Obispo		X	--	----
CS College Sonoma		X	X	----
CS College Stanislaus		X	--	----

* Conducted by Los Angeles Police Department only.

enforcement agencies generally did not recruit actively at them. It is presumed that most of the law enforcement recruiting that has occurred on campuses may have been restricted to Administration of Justice and Criminal Justice programs. Yet, college students as a broader group may be a good source of successful police applicants.

In a national survey of 185 law enforcement agencies nationwide, 93.5% of the respondents felt that college contributes to the success of the police candidate (Downs, 1987). POST (1987) also found a direct relationship between education and successful law enforcement applicants.

An attitudinal survey of 1,000 randomly selected freshmen at Fresno State University gives us an impression of future college graduates: 48% have part-time jobs; 4% work full time; an additional 37% work summers; 79% believe the cause of crime is drug and narcotic related; 80% believe that the courts are too lenient; 66% believe that Marijuana should be against the law; and 85% are in favor of the death penalty. 60% are female and 30% are minority. 20% have not declared a major field of study (Dull, 1988).

Although the impression is that today's college student is very goal oriented and has a specific career in mind after graduating, the average student changes his/her major between three and four times before graduation (Arndt, 1988). Additionally, the trend has started to turn away from business related studies and toward more liberal arts as employers seek more flexibility rather than advanced technical expertise (U. S. News and World Report, 1988).

Law enforcement starting salaries are also becoming more competitive. Recruiting Trends, 1987-88, published by Michigan State University, lists the average starting salary for college graduates at $22,609 per year. While in 1987 61% of the municipal police departments in California had starting salaries that were well above that level (Commission on POST, 1987).

This study will examine how law enforcement can effectively recruit college students by the year 2000. It does not suggest that law enforcement recruitments should only be directed at college students. Future law enforcement must intensify its effort in many areas to find enough quality applicants. However, it is not unreasonable to expect to find qualified, motivated, and self-disciplined individuals attending college.

For the purpose of this study, it is assumed that law enforcement will maintain its current entry level standards. The focus is on students as a broad group and is not limited to graduates or students in a particular field of study. Although the study is directed at students attending four-year colleges, the results could also be applied to two-year colleges.

II. OBJECTIVE ONE - DEFINING THE FUTURE

<u>Statement</u>

The first objective is to factor and study the general issue. The outcome will be three future scenarios. The general issue is stated as follows: "How Can Law Enforcement More Effectively Recruit College Students by the Year 2000?" By scanning the literature and environment, along with interviews and discussions with the public sector associates, several related issues have been identified.

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

1. How has prior drug use affected the numbers of qualified police applicants from among college students?

2. How competitive have police officer salaries been when compared to other private and government employers of college graduates?

3. How has the police image among students affected the attractiveness of a police career?

Related issues emerging in the present were identified and subjected to preliminary screening as an attempt to structure the issue. The criterion used was a judgement

concerning the degree of relatedness. The result was four issues that, when considered together, essentially define the parameters of the general issue being studied:

1. Are college students generally aware of employment opportunities in law enforcement?

2. Can law enforcement successfully compete with other employers for students?

3. What can be done to make law enforcement employment more attractive to college students?

4. What can be done to introduce college students to law enforcement career opportunities?

Consideration was given to related issues that might emerge by the year 2000. Future issues were judged to be relevant on the basis of potential impact upon possible future scenarios. The initial selections were:

1. How will future economic changes impact the availability of qualified applicants and the attractiveness of law enforcement employment?

2. How could future changes in the values of students affect their desirability as police applicants?

3. How will future changes in law enforcement methods and jobs affect its attractiveness to college students?

For purposes of clarity, certain definitions are appropriate:

Police Applicant - An applicant for entry level police officer or deputy sheriff positions.

Quality Police Recruit - Those individuals who are hired and successfully complete their probationary period.

Student - A currently enrolled or recently graduated student at a four-year college.

Methods: Identification

The following methods and techniques will be used to factor and study the general issue:

1. Scanning

2. Personal reflection

3. Nominal Group Technique (NGT)

4. Brainstorming

5. Cross impact analysis

6. Scenarios

Methods: Implementation

A. Trends

A group of individuals representing various perspectives on the issue were assembled to identify and forecast emerging trends and events

that would impact the issue.   The group was
composed of the following:

1.   A municipal personnel director

2.   Police middle manager - responsible for
      recruitment and training

3.   The president of the Clovis Police
      Officers' Association

4.   The chairman of the Board of Directors
      for Fresno City College

5.   Three students enrolled at Fresno State
      University

The group was briefed concerning the overall
background of the issue and the process that would
be used by the group.   Using NGT, the group
identified 65 trends that could be related to the
issue.   Using the criterion of which trends would
be most valuable in studying the future issue, the
list was narrowed to the following five:

1.   Competition for students from the private
      sector

2.   The attractiveness of law enforcement
      jobs to students

3.   The availability of student financial
      assistance

4.   College enrollment levels

5.   Cost of college education

Using a trend evaluation form, the group individually forecast the level of each trend. The results were compiled and graphed using median scores.

B. Events

Using brainstorming, the group then developed a list of critical events that could impact the issue area. Using the criteria of which events would have the greatest impact on the identified emerging trends, the list was narrowed to three by a NGT process. Probabilities and net impacts were forecast by each group member using the event evaluation form. The results are as follows on page 17.

C. Cross Impact Analysis

In order to study the interrelationships between the events and the selected trends, a cross impact analysis was conducted.

The cross impact evaluation chart on page 18 demonstrates in what manner the occurrence of each separate event will affect the probabilities of the other events. Its effect on the selected trends is also shown.

11

Trend #1 - Employer Competition for College Students

Competition levels were felt to be 20% higher today than five years ago and were forecast that it "will be" an additional 20% higher in the year 2000. Under ideal economic conditions, a 50% increase in competition for college students is possible.
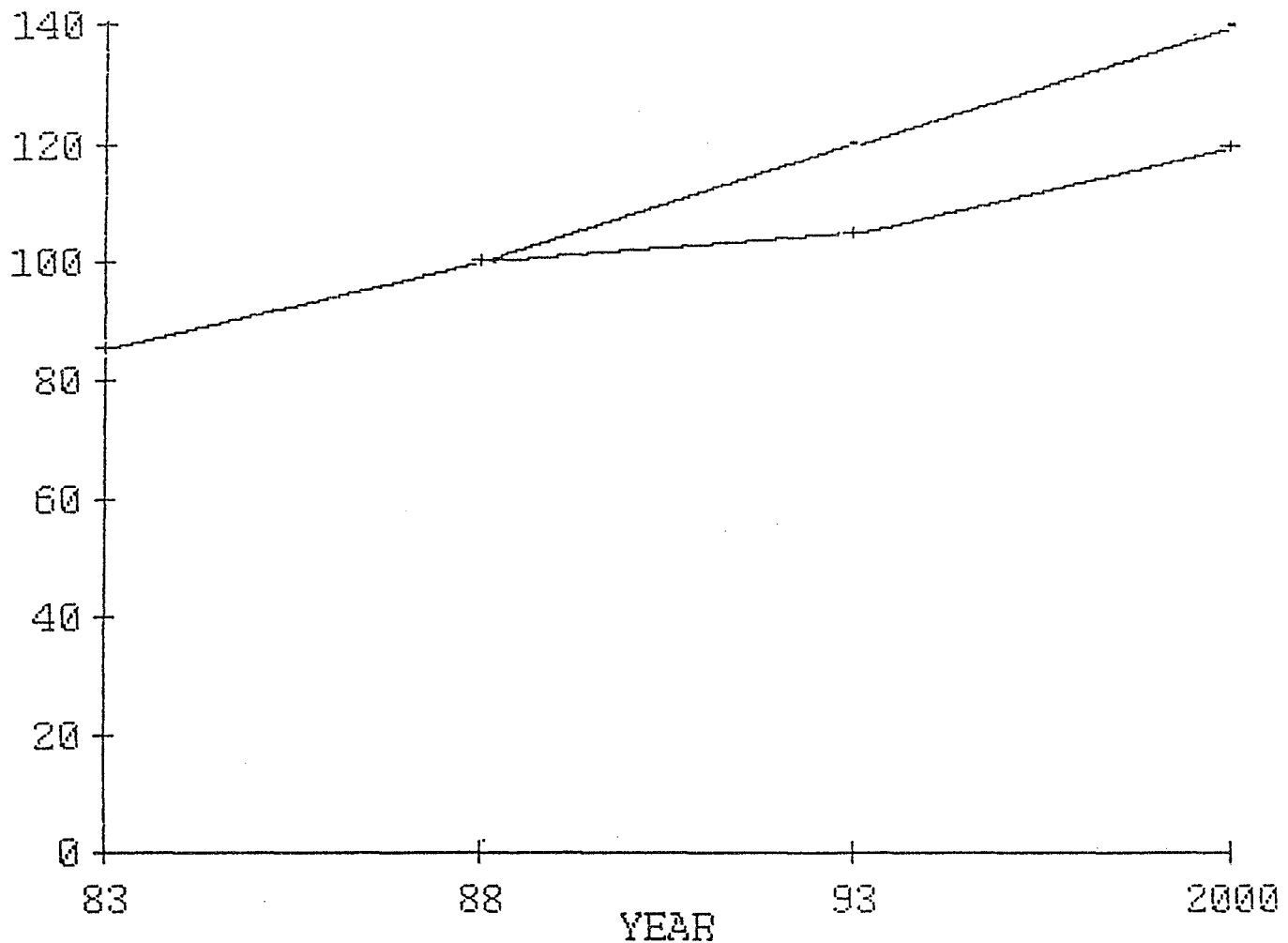
Trend #2 - The Attractiveness of Law Enforcement Jobs to

    College Students

This trend was determined to be approximately 15% higher

today than 5 years ago and was forecast to increase by 20%

by the year 2000. Under favorable conditions, the attrac-

tiveness of law enforcement jobs should increase by 50%.
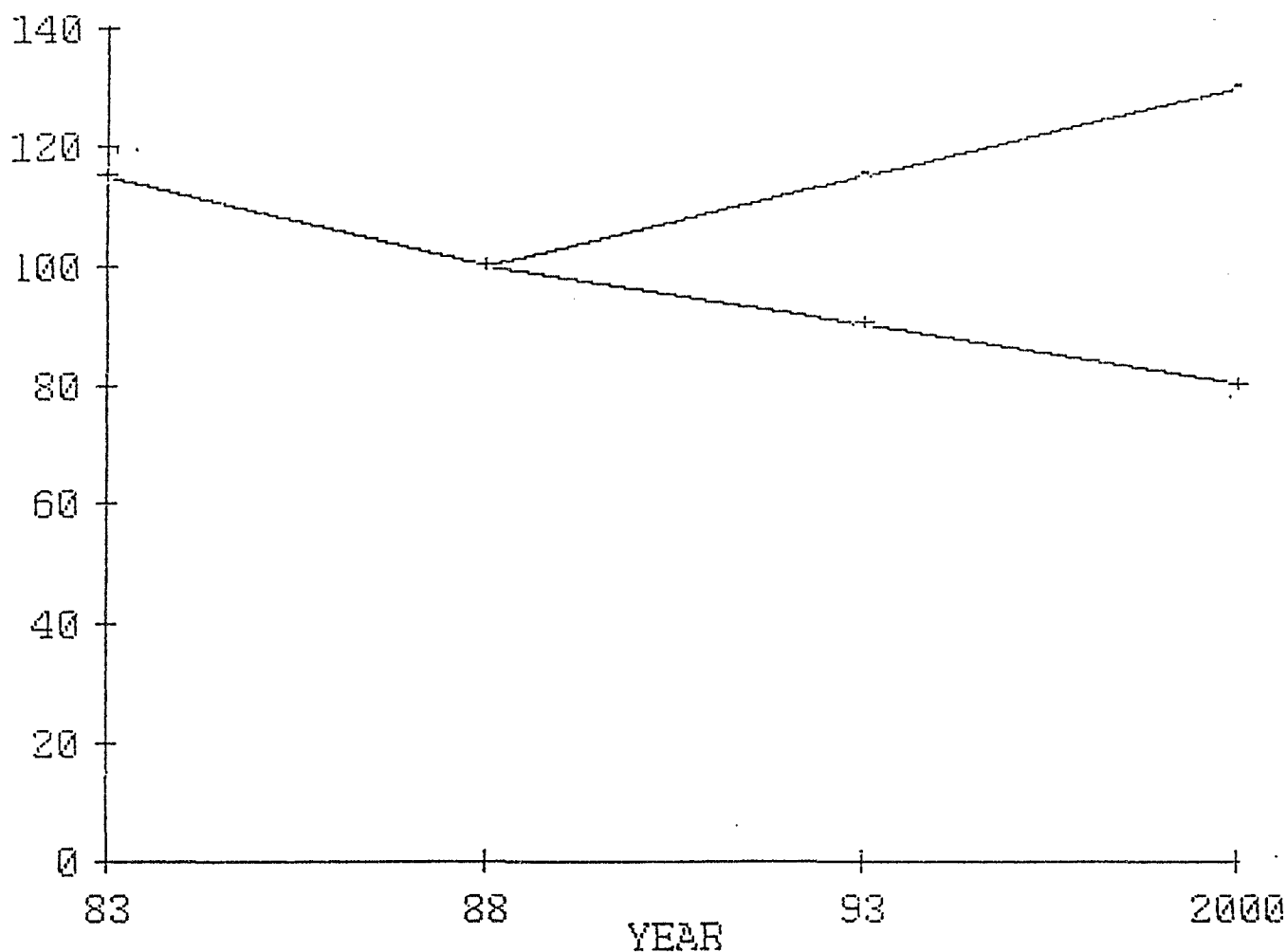
AVAILABILITY OF FINANCIAL ASSISTANCE

Trend #3 - The Availability of Financial Assistance For Students

The group felt that there is 15% less financial assistance
today as compared with 5 years ago. They forecast that trend
to continue with a 10% decline by the year 2000. Under favor-
able conditions, financial assistance could increase by 30%.

COLLEGE ENROLLMENT LEVELS
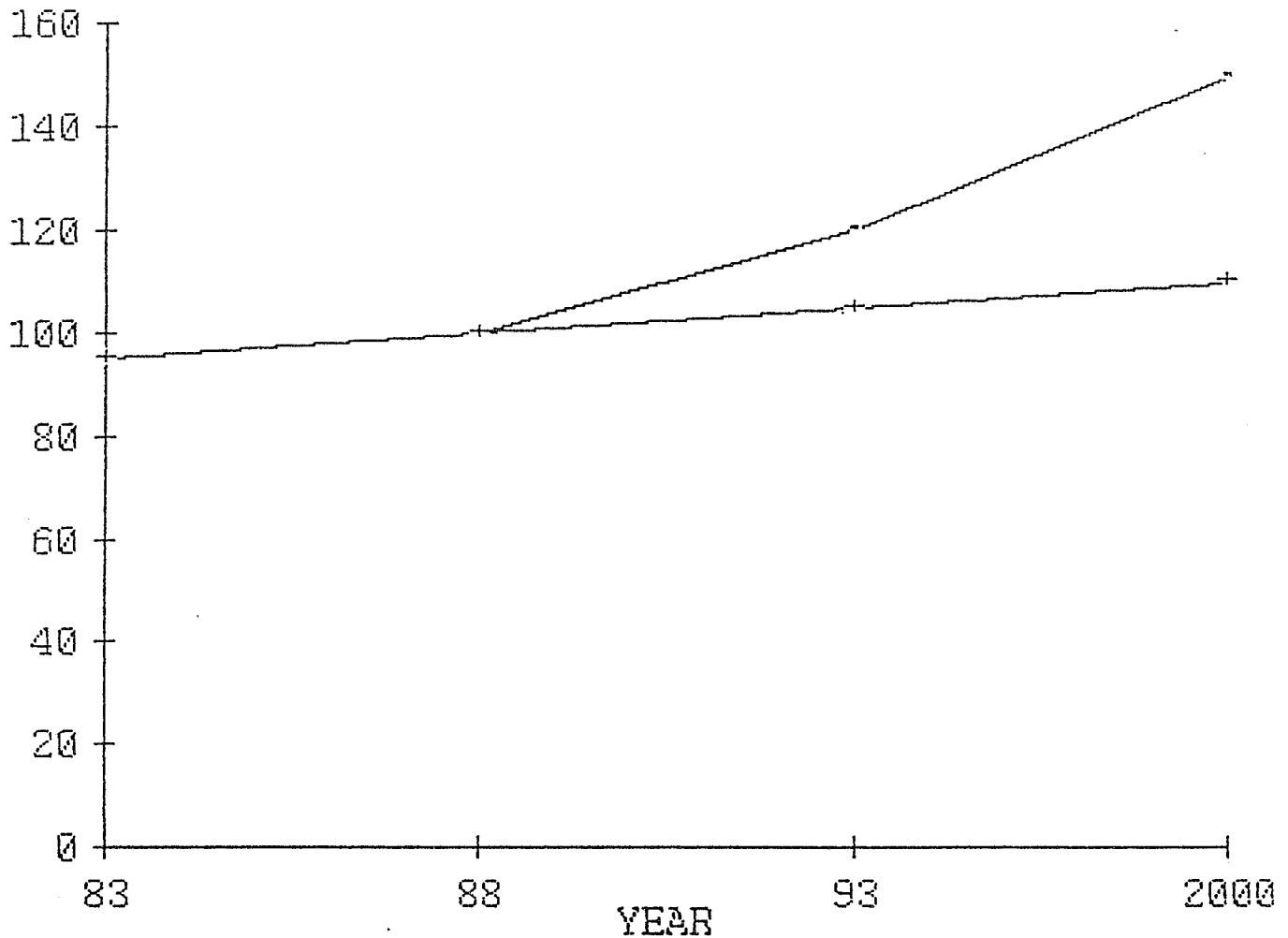
Trend #4 - College Enrollment Levels

Even with the shrinking college age population, enrollments were forecast to continue a slight upward trend. An increase of 50% is possible under favorable conditions.
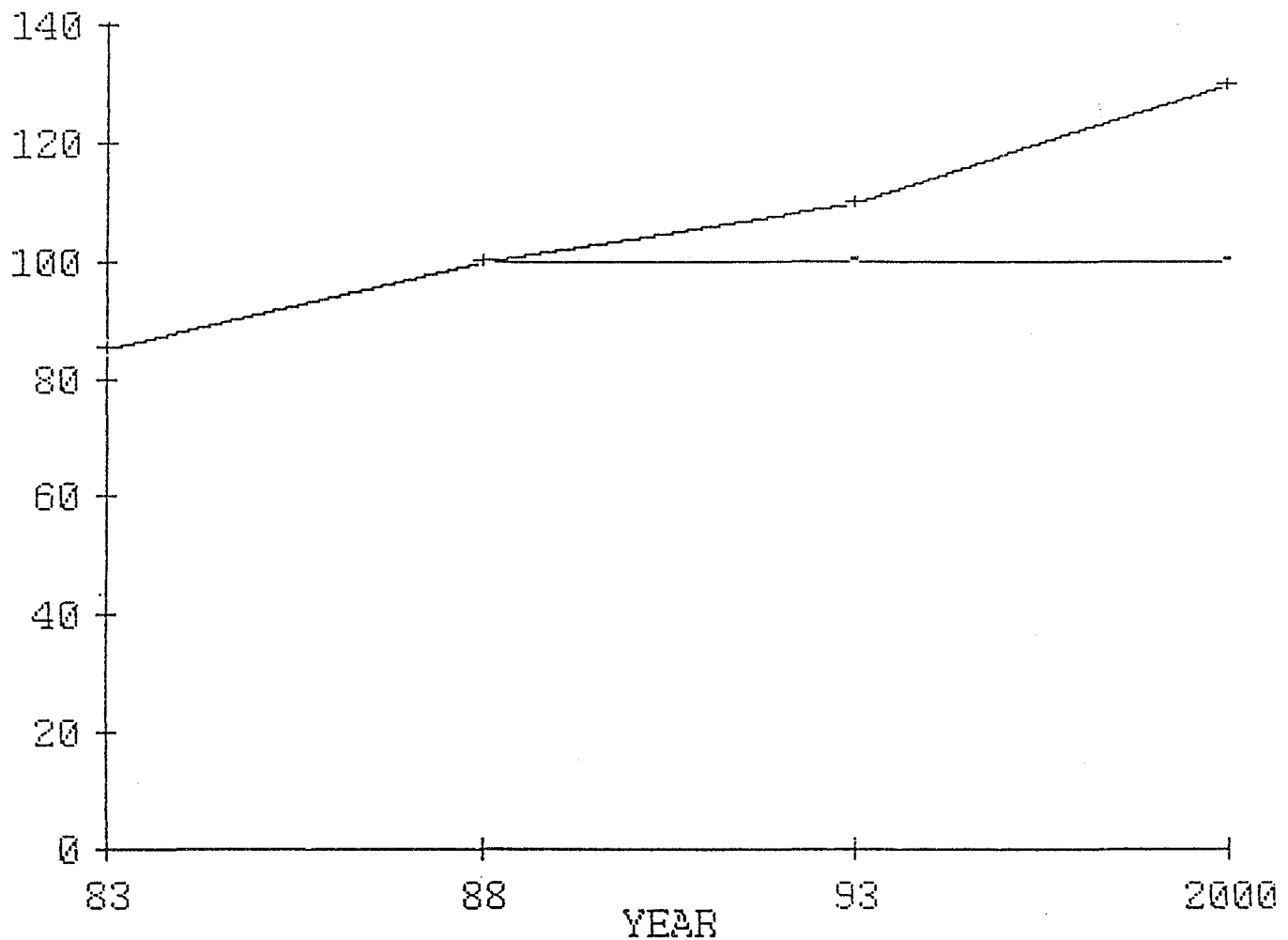
Legend: -- SHOULD BE   -+- WILL BE

Trend #5 - The Cost of College Education

This trend has shown a 15% increase over the past 5 years
and is forecast to increase 30% by the year 2000. Under
the best of conditions, this trend will remain flat.

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)		
Economic Depression	1989	25	30	− 4	− 6
The United States becomes involved in an extended war	1988	35	50	− 8	0
Elimination of the student loan guarantee program	1990	25	50	+ 3	0

17

CROSS-IMPACT EVALUATION FORM

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

		E-1	E-2	E-3	T-1	T-2	T-3	T-4	T-5
					TRENDS				
E-1	30%	✕	Increases to 70%	Increases to 70%	Decreases 50%	Increases 35%	Decreases 30%	Increases 5%	No Effect
E-2	20%	Decreases to 5%	✕	No Effect	Increases 25%	No Effect	No Effect	Increases 20%	No Effect
E-3	25%	No Effect	No Effect	✕	Increases 25%	Increases 30%	Decreases 30%	Decreases 25%	No Effect

Event 1 - Economic Depression
Event 2 - War
Event 3 - Elimination of the Student Loan Program
Trend 1 - Competition with Private Sector Employers
Trend 2 - Attractiveness of Law Enforcement Jobs to Students
Trend 3 - The Availability of Student Financial Assistance
Trend 4 - College Enrollment Levels
Trend 5 -- Costs of College Education

18

The event showing the greatest interrelationship
with the other events and trends is the occurrence
of an economic depression. It increases both the
probabilities of war and the end of student loan
guarantees. It would contribute to slight
enrollment increases, especially at community
colleges, due to high unemployment. It would
reduce the general availability of student
financial assistance and the employer competition
for college graduates. Although it would increase
the attractiveness of law enforcement, there
obviously would be much fewer positions available.

Although it would have the greatest relative impact
on law enforcement, the event causing the least
number of cross reactions is the occurrence of an
extended conventional war. It would decrease the
probability of economic depression. College
enrollment levels would increase due to the
reinstatement of the draft, but competition for
college graduates would become very intense.

The end of the student loan guarantee program
affected the probability of none of the other
events although reactions were forecast for all the
trends. College enrollment would decline and the
competition for graduates would increase

proportionately. Although the attractiveness of law enforcement employment would increase, especially for those students supporting themselves through college.

The most reactive trends were the competition for college students and college enrollment levels. The cost of college education was not reactive to any of the events.

D.   Alternative Futures

Scenarios are a mechanism in futures studies that enables us to "picture" alternative future situations based upon the trends and events that were identified and their interrelationships. Three alternative futures, from among any number of possible futures, have been described in the following scenarios. Each takes place in California law enforcement in the year 2000.

Scenario #1 makes the assumption that a major event has happened (in this case the country involved in war) and tries to answer the question "What if...?"

Scenario #1

For three years now, Mexico has been engaged in a bloody civil war. The rebels are being supplied

by Central American Marxist governments and the United States is solidly supporting the Mexican government. Limited rebel military actions have occurred near the American border, but with increased troop involvement by the United States, there have been rebel threats of bringing the war across the border. In 1998, the military draft was reinstated with the universal conscription of physically fit males between the ages of 18 to 21. College student deferments are still being allowed.

The reinstatement of the draft has had rather drastic effects upon police recruiting. Although it's resulted in considerably higher student enrollment by males, Overall, it has resulted in the further shrinking of a relatively small work force in the under 25 years of age category. Competition for available college graduates (females and undraftable males) has become fierce. Although we are still being successful in recruiting a few of those "undraftable" lower division students through our popular educational incentive program, we are no longer able to produce enough successful applicants from our college recruiting program. We are also continuing to re-evaluate the physical standards required for the police officer position. We now have two

"handicapped" officers doing very effective work in patrol. Part of their new-found capabilities has to do with technological advancements, but part is also due to the chance that they have been given because of the critical shortage in the available work force. The new focus of our future recruitments will be on potential "career changers" and returning veterans.

Scenario #2 describes a situation that is not desirable but certainly achievable. Two events are postulated in this scenario: one is an economic downturn, the other is an increase in POST required entry level training.

Scenario #2 - "Feared But Possible"

With the economic downturn and unemployment rates rising, there is no shortage of applicants for police positions, however, it's the same story of lots of volume and not enough quality. Just when we were getting our recruiting program at colleges underway (with some very promising results), the rug was pulled out from us by a very unexpected source. The Commission on Peace Officer Standards and Training (POST) increased the minimum time required for the police officer basic academy to six months. It was hailed as a great move toward professionalism! Its effects have been just the opposite.

For cities whose major source of income is sales tax, the economic downturn has resulted in staffing level cutbacks to the bare bone. Most cities are still providing good services but personnel costs must be managed very tightly. As a result, there has been no "over filling" to cover anticipated vacancies. The longer vacancies are unfilled, the more drastically it overloads existing staff and reduces the quality of services. Police agencies can no longer afford to have police positions vacant for the minimum of ten months that it takes for academy plus the mandatory field training program.

Prior completion of the POST academy is now required of police applicants in virtually all but the very largest agencies. But who can afford to put themselves through a six month academy? For the most part, about the same as before: the very young, the misguided, and the marginally acceptable.

Police agencies are back to familiar choices of reducing entry standards or trying to lure experienced officers from other agencies.

Scenario #3 looks at a "slice of time" in the year 2000. It plays out the identified trends in a relatively surprise free environment. The end result is both desirable and attainable, and will be used as a model in formulating subsequent policy.

Scenario #3

The magical year 2000 is upon us, and it's amusing to watch the media broadcast some of the more outlandish predictions for the end of the century.

In looking back on the progress of police work over the last decade, things could have been much worse. It was twelve years ago that the department (and law enforcement in general) was struggling to find quality police applicants. It looked very grim. The city was growing rapidly, as were calls for service. Yet, we couldn't find the top quality applicants that we wanted. Positions would commonly go vacant for over a year. Today, our department has just the opposite problem. There are usually more attractive and well qualified applicants than we have positions to fill.

Of course, salaries have remained very competitive with competing employers, but the big difference seems to be the educational incentives and the

24

recruiting efforts at the local colleges.   We now regularly recruit among graduates and upper division students from each major field of study in the local state college. Although we have found some success with graduating students, we are in increasingly tough competition for them with private enterprise and state and federal employers.

Our biggest success has been with lower division students.   Those that we tend to attract are usually a little older, oftentimes married, and frequently working part-time or full-time to put themselves through college. Many started with us in part-time positions or in our Reserve Officer program.   Lately, we've even gotten quality applicants that aren't students, but are attracted to law enforcement as a means to get back into college.   In view of the rising cost of college attendance, many of the applicants are intrigued by law enforcement and see it as a way to work in an interesting (and lucrative) job while they are finishing college.   However, experience has shown that law enforcement can be addicting.   Usually, by the time they graduate, the "normal" entry level jobs in their major area of study are just not as attractive as before.   The differences in salaries

add to that. Even though police entry level salaries are easily comparable to those in private enterprise, the salary of a three or four year officer is considerably higher. With some exceptions, the prime motivator for those officers who do eventually leave for their career fields seems to be the demands that shift work places on their families. On our reserve force, we presently have three former full-time officers who "retired" to reserve status to accept private employment.

III. OBJECTIVE TWO - STRATEGIC PLAN

Statement

The second objective was to develop and implement a
strategic process to include:

1.   Strategic decision-making

2.   Strategic planning

3.   Policy considerations

Because strategic management is not linear, items 1, 2,
and 3 were interactive in the process. The outcome is
a strategic plan, bridging the gap between an analysis-
defined present to a scenario-defined future.

Methods: Identification

1.   SMEAC   (Situation,   Mission,   Execution,
     Administration, and Control)

2.   Brainstorming

3.   Present Capabilities and Future Adaptability
     Surveys

4.   Rating Sheet for Policy Delphi

Methods: Implementation

In developing a strategic plan, the Clovis Police
Department will be used as a case study. However, the
concepts and processes used could serve as a model for

other police agencies in developing their own plan to address this issue.

A SMEAC technique was used to structure the overall strategic process.

A.   Situation

    1)   Environment

        At a time when law enforcement has shown an increase in complexity and a greater need for top quality employees, law enforcement agencies throughout the state are having great difficulty in attracting enough quality employees. The projected shrinking future work force will add to the current shortage to create a major challenge for future law enforcement in California.

        At the local level, Clovis Police Department has also been impacted by the apparent shortage of quality police applicants. Although we are very pleased with the quality of individuals that we do hire, we are not getting enough quality applicants to meet our needs. It is not uncommon for vacancies to go unfilled for almost a year. The city has recently instituted continuous testing for police officer positions. With the city

population and area projected to almost double by the year 2000, effective police officer recruitment and selection is a major concern.

The City of Clovis is located in the central San Joaquin Valley and has a current population of 42,000. Our major competitors for police applicants are Fresno Police Department and the Fresno County Sheriff's Department. Neither agency is currently in a major growth mode. Clovis is adjacent to Fresno State University (FSU), and a two-year community college (Fresno City College) is located in nearby Fresno. Fresno City College is also the site of a Regional Criminal Justice Training Center which includes a POST Basic Police Academy. Except for the Basic Police Academy, local agencies have not extensively recruited at the colleges.

The City of Clovis has an employee educational assistance program (books and tuition are reimbursed), and flexible hours are permitted in non-critical positions to allow for attendance at classes. Of the 54 sworn positions currently filled, 11 individuals are attending Fresno State University. The

Department currently employs eight part-time police aides. All are full-time college students, but only one is presently considering a career in law enforcement upon graduation.

Of the last ten police officers hired, one was a recent FSU graduate with prior reserve officer experience, and nine were experienced officers from other police agencies. The department will continue to strive to be attractive to experienced officers, however, that source of applicants does not meet our present needs, nor will it meet our future demands. It also does not solve the broader issue of finding and attracting greater numbers of quality applicants to law enforcement positions.

2) Capabilities and Resources

In order to evaluate the department's internal capabilities and resources, surveys were distributed to a cross section of the sworn staff. The result of the 19 surveys returned were compiled and an average rating was determined for each category.

CLOVIS POLICE DEPARTMENT

The net results of 19 total questionnaires returned by members of the Clovis Police Department. The questionnaires rated the department's capabilities in various categories.

CATEGORIES	Average Rating	Superior	Above Average	Average	Needs Improvement	Crisis
Manpower	3.2		5	5	9	
Technology	2.6		8	10	1	
Equipment	2.3	2	11	4	2	
Facility	3.4		6	4	5	4
Money	2.7		7	11		1
Calls for Service	2.6		8	11		
Supplies	2.7		7	10	1	
Management Skills	2.3	1	12	5	1	
Police Officer Skills	2.4		12	7		
Supervisory Skills	2.5		11	6	2	
Training	2.7		8	8	3	
Attitudes	2.6		10	6	3	
Image	2.2	4	9	4	2	
Council Support	2.9		7	7	5	
City Manager Support	3.1	1	3	11	4	
Growth Potential	2.2	5	10		4	
Specialties	2.9		4	12	2	
Management Flexibility	2.7	1	6	10	1	1
Sworn/Non-Sworn Ratio	3.0		4	11	4	
Pay Scale	3.0		3	13	3	
Benefits	2.9		3	13	2	
Turnover	2.7	1	5	10	2	
Community Support	2.1	4	10	3	1	
Citizen Complaints Received	2.8	2	5	8	3	
Enforcement Index	2.8		7	8	3	
Traffic Index	2.8		6	9	3	
Sick Leave Rates	3.0		6	12		
Morale	2.5		12	5	2	

a)   Present Capabilities

| | Relative |
Strengths	Weaknesses
Equipment	Manpower
Management Skills	Facility
Police Officer Skills	
Supervisory Skills	
Image	
Growth Potential	
Community Support	

The obvious strengths of the department
are its skilled individuals, its image,
community support, and morale. Equipment
and growth potential are also rated
strong.

Averages for all categories appear to be
within acceptable or better ranges.
Manpower and facility have the lowest
relative scores with the highest number
of votes in the "problem" (IV) and
"crisis" (V) categories.

The relatively low facility's rating
reflects the crowded condition of our
present building. This score was

probably moderated by the fact that the department will soon be expanding to additional temporary space and the planning for a move to a larger facility within three years is underway.

b) Future Adaptability

The "Future Adaptability Survey" indicates that the department as a whole operates generally in the "marketing" and "production" modes. The top managers, middle management, and line personnel are listed as solidly in the marketing (III) category, while the department structure, internal power structure, and the department culture are less change oriented.

B. Mission (Clovis Police Department)

To protect the lives, property, and peace of the public and to provide other appropriate services in a manner that promotes pride and confidence in the department within the community.

C. Execution

1. Alternative Strategies

Three separate groups (groups A, B, and C

FUTURE ADAPTABILITY ANALYSIS

CLOVIS POLICE DE⌐ARTMENT

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

RATINGS

CATEGORY	Average	I	II	III	IV	V
TOP MANAGERS:						
Mentality Personality	3.1	2	3	3	8	
Skills/Talents	3.0	1	4	6	4	1
Knowledge/Education	3.3	1	2	7	4	2
ORGANIZATION CLIMATE:						
Culture/Norms	2.1	5	6	3	2	
Rewards/Incentives	2.4	1	10	3	1	1
Power Structure	1.8	6	6	2		1
ORGANIZATION COMPETENCE:						
Structure	2.1	5	8	2	2	
Resources	2.9	1	5	6	4	1
Middle Management	3.1		3	8	4	1
Line Personnel	3.0	2	3	6	5	1

The net results of 19 total questionnaires completed by
members of the Clovis Police Department. Each respondent
rated the adaptability of the department in various categories.

listed on pages 56 and 57) were used to brainstorm policy alternatives. Their combined suggested alternatives are as follows:

a) Recruit intensively at FSU at the department level of all major areas of study

b) Recruit through the career development center

c) Broaden the educational benefit for employees

d) Recruit for reserve officers at FSU

e) Broaden our police intern program

f) Make high school and junior college presentations (prior to individuals making career choices)

g) Start an ROTC type program

h) Provide student loans

i) Provide part-time employment for students interested in law enforcement

j) Combine recruiting efforts with the Fire Department (careers in public safety)

k) Allow priority shift scheduling for employees who are college students

l) Weekend orientation program

m) Participate in career day/job fair activities

2) Stakeholder Identification

In order to identify possible support or resistance to the alternative policies developed, the same study group brainstormed as many "stakeholders" as possible. For purposes of this study, a stakeholder is any group or individual who might be affected by, or who might attempt to influence the issue or the approach used to address the issue.

The group identified the following stakeholders:

City Manager

City Council

City Personnel Department

Police Association

College Professors

College Career Development Center

College students

Other local police agencies

Police Administrative Services Division

College Criminal Justice Department

Police Aides

Commission on Police Officer Standards and Training (POST)

Reserve Police Officers

Other City departments

Fresno State University

Fresno City College

Other City employee bargaining groups

City Personnel Commission

Some stakeholders were identified as possible "snail darters". This is defined as being a non-obvious stakeholder who might cause a serious effect on the implementation of any phase of the program.

After a general discussion, the list was narrowed to the following most important stakeholders:

City Personnel Department

Police Officers Association

Administrative Services Division

City Manager

Police Aides

3) Stakeholder Assumptions

In order to anticipate the positions of each of the major stakeholders, certain assumptions must be made. The following assumptions were made for each stakeholder based on past

behavior of that particular stakeholder and the current situation:

City Manager

- Is supportive of new recruiting efforts
- Would be resistive to major new commitment of resources to a new recruiting program without having been tested by a pilot program
- Would allow complete flexibility within our existing budget and staff

Personnel Department

- Is supportive of the recruitment of college students
- Would be resistive if it required a significant additional workload on their staff
- Would want to be advised of all anticipated recruiting efforts

Police Association

- Would prefer that experienced police officers or experienced reserve police officers be hired as opposed to inexperienced students

- Would be very supportive of
  efforts to fill police officer
  vacancies quicker

- Would oppose priority shift
  scheduling for students if it
  created significantly less shift
  assignment choices for non-student
  officers

Administrative Services Division

- Will be supportive of additional
  recruiting efforts

- Will maintain existing staffing
  levels and commitments

Clovis Police Reserve Officers

- Some career oriented reserve
  officers would be discouraged by
  extensive outside recruiting
  efforts

- They would accept new reserve
  officers

Police Aides

- Would support the recruitment of
  college students

- Would be very resistive to any
  program that would endanger their
  individual job with the department

4)   Recommended Strategy

A composite group of Fresno State University
students (listed as Group D on page 57) was
then used to rate each alternative policy as
to its desirability and feasibility using the
"Rating Sheet for Policy Delphi". The total
scores for each alternative is shown on page
41.

After discussion and taking into consideration
the situation, mission, and stakeholder
assumptions, the following specific policy
recommendations were developed:

a)   Introduce the possibility of a law
      enforcement career to students as early
      as possible.

b)   Provide pre-service opportunities for
      college students to explore law
      enforcement.

c)   Provide financial assistance to students
      through part-time employment opportun-
      ities.

d)   Maintain educational benefits to
      encourage and enable full-time employees
      to attend college.

RATINGS FOR POLICY DELPHI

Each member of the group rated policy alternative according to its feasibility and desirability using the following scale:

FEASIBILITY		DESIRABILITY	
Definitely feasible	- 3	Very Desirable	- 3
Probably feasible	- 2	Probably Desirable	- 2
Probably infeasible	- 1	Probably Undesirable	- 1
Definitely infeasible	- 0	Definitely Undesirable	- 0

The scores were then totaled with each alternative having a total possible score of 15 in feasibility and 15 in desirability. The combined maximum score is 30. The totals for each alternative is as follows:

#	ALTERNATIVES	Feasi-bility	Desir-ability	TOTAL
1	Recruit intensively at FSU in all major areas of study	15	15	30
2	Recruit through the career development center	14	11	25
3	Maintain educational benefit for employees	15	15	30
4	Recruit for reserve officers at FSU	15	12	27
5	Broaden our police intern program	11	14	25
6	Make high school and junior college presentations	13	14	27
7	Start ROTC type program	4	12	16
8	Provide student loans	0	11	11
9	Provide more part-time employment for students	12	13	25
10	Combine recruiting with the Fire Department	9	5	14
11	Allow priority shift schedling for employees who are college students	8	11	19
12	Weekend orientation program	13	8	21
13	Participate in college day/job·fair activities	14	14	28

41

e)   Recruit intensively at colleges among <u>all</u> students regardless of their major field of study or grade level.

D.   Administration and Control

The overall administration and control of the strategic plan will be the responsibility of the Administrative Services Division.   The specific implementation strategies will be developed in Objective III.   A timetable of the plan, the resources needed, and the evaluation criteria will be submitted by the Administrative Services Division and approved prior to implementation. Preliminary evaluation will be completed prior to the next budget preparation in order to anticipate the future resources needed.

IV. OBJECTIVE THREE - TRANSITION MANAGEMENT

Statement

The third objective is to develop the transition process by which the plan developed in Objective Two is strategically managed to produce the desired future scenario.

Methods: Identification

1.   Critical Mass

2.   Commitment Charting

3.   Transition Plan

4.   Transition management structure

Methods: Implementation

A.   Critical Mass

Of the listed stakeholders, it is important to identify the critical mass. This is defined as the minimum number of key individuals whose support would assure success of the policy and whose opposition would probably result in failure of the change in policy.

After discussing the stakeholders with four other managers in the Police Department, the critical mass was identified as the following individuals: the City Manager, the Personnel Director, the

Association President, the Senior Police Aide, and the college department chairmen.

B.   Commitment Charting

The current estimated level of commitment for each individual is shown on the following chart as "O". Also listed is the commitment level needed for each individual to assure success, indicated by "X".

Critical Mass	Block Change	Let It Happen	Help Change Happen	Make Change Happen
City Manager		O X		
Personnel Director		O X		
Association President		O X		
Senior Police Aide		X	O	
College Dept. Chairpersons		X	O	
Department Recruiting Officer			X	O

(Current Commitment Level - O)
(Required Commitment Level - X)

C.   Transition Plan

The transition plan that follows is designed to maintain or advance the commitment of the critical mass individuals to the level necessary to assure success of the policies. It takes into consideration previously listed stakeholder assumptions and the identified capabilities and resources of the department.

Association President, the Senior Police Aide, and the college department chairmen.

B. Commitment Charting

The current estimated level of commitment for each individual is shown on the following chart as "O". Also listed is the commitment level needed for each individual to assure success, indicated by "X".

Critical Mass	Block Change	Let It Happen	Help Change Happen	Make Change Happen
City Manager		O X		
Personnel Director		O X		
Association President		O X		
Senior Police Aide		X	O	
College Dept. Chairpersons		X	O	
Department Recruiting Officer			X	O

(Current Commitment Level - O)
(Required Commitment Level - X)

C. Transition Plan

The transition plan that follows is designed to maintain or advance the commitment of the critical mass individuals to the level necessary to assure success of the policies. It takes into consideration previously listed stakeholder assumptions and the identified capabilities and resources of the department.

Policy #1.   Introduce the possibility of
a law enforcement career to students as
early as possible.

Established job fairs in other locations
will   be   visited   by   Administrative
Services   Division   staff   and   the
effectiveness of various presentations
will   be   evaluated.   From   this
information, and with the assistance and
involvement   of   volunteers   from   other
department   members,   a   department
presentation will be designed.   Since
this will be presenting an image of the
department,   the   proposed   presentation
will not be used until it has the general
approval   of   all   segments   of   the
department.

Financing   strategy   will   be   developed
after the final design is approved and
costs are determined.

Policy # 2.   Provide preservice opportuni-
ties for college students to explore law
enforcement, and

Policy #3.   Provide financial assistance
        to students through part-time employment
        opportunities.

Under the supervision of the Administrative
Services Division, Police Aides will be
involved in evaluating the future staff
support needs of the department and
identifying those needs that could be met
using college students working part time.
Those recommendations will then be reviewed
by the division commanders and employee
association representatives. The potential
concern by the association and division
commanders would be that part-time employees
not be used in highly critical areas.

The Police Aides and Administrative Services
personnel will also explore with Fresno State
University the availability of cooperative
student employment programs such as work
study, internships, etc.

Policy #4.   Maintain educational benefits to
        encourage and enable full-time employees to
        attend college.

This is an established program within the
department that is popular with both labor and
management groups. Controls are already in
place and they will be closely monitored to
insure that costs are anticipated and
reasonable.

Policy #5.   Recruit intensively at colleges
among all students regardless of their major
field of study or grade level.

In order not to overtax existing manpower
resources, initially just five college
departments will be chosen for intensive
recruitment efforts. This will also serve as
a pilot project to possibly justify the later
allocation of additional resources.
Recruitments will be for full-time, part-time,
and volunteer positions. The College Career
Development Center will be used to help select
the five departments.   The anticipated
receptiveness of the department chairman will
be the criteria used. Each chairman will be
personally contacted.   His support will be
sought as well as his suggestions on
recruiting methods.   In order to alleviate
concerns by the Police Association that we are

abandoning efforts to recruit experienced officers, a program will also be developed to geographically expand our recruitment efforts for lateral entry officers.

D.   Transition Management Structure

The person selected to be responsible for the management of the transition plan will be an officer assigned to the Administrative Services division (Recruiting Officer). He is currently involved in limited recruiting efforts, is very energetic and resourceful, and has the general support and respect of the department line personnel. He will be under the day-to-day supervision of the division commander and will have the opportunity to temporarily add available staff persons to work with him when their involvement and commitment is needed. He will also make regular progress reports to the Chief of Police to add visibility to the project and to ensure that sufficient resources are made available.

E.   Technologies

As a technique to support this transition, an informational bulletin and a short questionnaire will be distributed. The purpose of this would be to:

1. Inform the entire department of the plan and the transition management structure

2. Clarify the purpose of the change

3. Provide opportunities for support and involvement

4. See input

5. Uncover any hidden problems

Progress reports will also be distributed every two to three weeks.

V. CONCLUSIONS

A critical issue for law enforcement is how to attract enough quality police applicants. Previous studies have shown that law enforcement must intensify and broaden its recruitment efforts in order to meet its future staffing needs. This study addressed the recruitment of college students as one way that could be used to broaden the overall future recruitment base

RESULTS

The desired future was defined by a scenario in which police agencies successfully recruit on college campuses through a continuous long-range recruiting program.

A strategic plan was then developed as a method of achieving the future described in the desired scenario. The resulting recommended general policy was:

1. To expose students to the possibility of a law enforcement career as early as possible.

2. To provide opportunities for college students to explore the law enforcement profession.

3. To provide financial assistance to students through part-time employment opportunities.

4. To provide educational support and benefits for full-time employees in order to attract continuing or potential college students.

5. To recruit regularly on campus for students
   from all major fields of study for full-time,
   part-time, and volunteer positions.

A transition plan was developed in order to manage the
strategic plan during the change process. Due to the
commitment needs of the critical mass, the resource
limitations, and the "readiness for change" level of the
department used in the case study, the transition plan
included the use of existing resources in pilot
programs, involvement of a broad cross-section of the
department, and use of regular progress reports to keep
stakeholders continuously informed.

The planned management structure of the transition
process makes use of a "champion" with direct access to
the Chief of Police.

IMPLICATIONS

Law enforcement must expand its recruiting efforts in
order to satisfy its present and future manpower needs.
Law enforcement can and should successfully compete with
other employers for qualified individuals who are
attending college. This study presents policy
suggestions that can be used to achieve that end. It

also offers an example as to how individual police agencies can develop their strategic plans to successfully recruit college stdents as one way to help satisfy their future staffing demands.

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APPENDIX

GROUP MEMBERS

1. OBJECTIVE ONE GROUP

Patrick Patterson
Board of Trustees
Fresno City College

Kathy Millison
Assistant City Manager
City of Clovis

Robert Keyes
Police Sergeant
Clovis Police Department

Jim Zulim
Police Lieutenant
Clovis Police Department

George Lechko
President
Clovis Police Officers' Association

Vincent Weibert
Student, Fresno State University
Liberal Studies Major

Eva Pronovost
Student, Fresno State University
Undeclared Major

Staci Weinberg
Student, Fresno State University
Liberal Studies Major

2. OBJECTIVE TWO GROUPS

Group A

Sara Rolfe
Personnel Technician
City of Clovis

Robert Ford
Risk Manager
City of Clovis

Kathy Millison
Assistant City Manager
City of Clovis

OBJECTIVE TWO GROUPS (Continued)

Group B

Clovis Police Department Lieutenants:
    Tim Bos
    Russ Greathouse
    Doug Taylor
    Jim Zulim

Group C

Fresno State University students:
    Theresa Little - Undeclared Major
    Rebecca Cervantez -
    Andrea Harper - Pre-teaching Major

Group D

Fresno State University students:
    Theresa Little
    Rebecca Cervantez
    Andrea Harper
    Vincent Weibert

TRENDS

1. Salaries and benefits of police officers.
2. Educational incentives for employees.
3. Needs for technical expertise.
4. Criminal justice course availability.
5. Availability of scholarships or part-time jobs.
6. Enrollment levels.
7. Level of competition with private sector employers for students.
8. Awareness level of students with law enforcement opportunities and career paths.
9. Ability of local government to fund police services.
10. Cost of police services.
11. Recruitment of minorities and women.
12. Level of police education requirement.
13. Agencies' willingness to train recruits.
14. Civilianization of police departments.
15. Police image.
16. Numbers of 18-30 year olds in the labor pool.
17. Age of the labor pool.
18. Average age of college students.
19. Basic skills of police applicants.
20. Public expectation of police officer education level.
21. Level of police career indoctrination at high school or younger ages.
22. Types and levels of crime.
23. Amount of external intervention in hiring practices.
24. Amount of emphasis on police trainee programs.
25. Competition among police agencies.
26. Willingness of recruiting agencies to travel.
27. Amount of college student exposure to law enforcement.
28. Level of police recruiting out of state.
29. Changes in narcotic laws.
30. Level of administrative support for college criminal justice programs.
31. Size of the prison population.
32. Retirement age of police officers.
33. Cost of college education.
34. Available student space within the criminal justice program.
35. Recruitment level with non-criminal justice majors.
36. Police job role.
37. Level of student drug use.
38. Police standards for prior drug use.
39. Television image of police.
40. Availability of child care.
41. Stock market level.
42. Economic climate.
43. Life experience level of college students.
44. Influence of Japanese style of law enforcement.
45. Immigration patterns/levels.
46. Cost of Police recruit training.

47. Community college availability for students.
48. Effectiveness of applicant screening techniques.
49. Level of scientific advancement in law enforcement.
50. Salary levels of competing non law enforcement employers.
51. Influence of the 2+2+2 program.
52. Diversification of law enforcement work.
53. Level of computerization of police work.
54. Use of computerization for applicant pools.
55. Recruitment funding level.
56. The need for technically educated recruits.
57. Willingness of local governments to pay for training costs.
58. Level of job attractiveness to student.
59. Enrollment levels of minorities in colleges.
60. Level of social commitment of students.
61. Entry level physical requirements.
62. Amount of police recruitment at colleges.
63. Political orientation of college aged people.
64. Competition level for educated applicants.
65. Level of community demands for police service.

<u>EVENTS</u>

1.   Major police scandal.
2.   War.
3.   Depression.
4.   Major employer locates here.
5.   Military draft is implemented.
6.   Taxpayers revolt.
7.   The big earthquake.
8.   Elimination of public funding for colleges.
9.   POST requires two years of college.
10.   The end of student loan guarantees.
11.   Court imposed hiring standards.
12.   Standardized police wages.
13.   Polygraph becomes illegal.