

WHAT POLICE PROGRAMS  
WILL ENHANCE  
RECRUITMENT OF HISPANICS  
BY THE YEAR 2000?

BY

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COMMAND COLLEGE CLASS VIII  
PEACE OFFICER STANDARDS AND TRAINING (POST)  
SACRAMENTO, CALIFORNIA

1989

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## PART ONE -- A FUTURE STUDY

What police programs will enhance recruitment of Hispanics by the year 2000?

## PART TWO -- STRATEGIC MANAGEMENT

A model plan for California police agencies in cities of over 75,000 population and the City of Gabilan (pseudonym representing a California city that is one of the top fifty cities with Hispanics in the United States), California, in particular.

## PART THREE -- TRANSITION MANAGEMENT

A description of a management structure for a planned transition from a police agency (Gabilan, California) with relatively few Hispanic officers to a police agency with many.

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Abstract

PEACE OFFICER STANDARDS AND TRAINING  
(POST)

Supplementary Executive Summary

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### Abstract

The study consists of three parts: a futures study of the issue utilizing modern futures research methodologies; a model strategic plan; a transition management plan for a city with a population greater than 75,000 in the State of California. Five trends will increase by the end of the century: Hispanic political empowerment; Hispanic community/police rapport; police recruitment resources and sophistication; applicant failure factors; cross-cultural education for police. High probability events that would impact law enforcement significantly are: consent decree; appointment of a Hispanic chief or city manager; police killing a Hispanic; Hispanic mayor elected. The futures analysis indicates a proactive police position is needed. Policy recommendations emphasize the development of a sophisticated full time police recruitment program and other innovative programs. The model strategic plan includes specific implementation system components. The transition management plan describes an appropriate management structure and supporting technologies. Commitment, communications and understanding are essential for success.

## Supplementary Executive Summary

### PART ONE -- A FUTURES STUDY

The issue of "What police programs will enhance recruitment of Hispanics by the year 2000?" was considered by a modified conventional delphi committee. The eleven member committee consisted of a number of experienced police recruiters from agencies throughout California, along with representatives from Hispanic organizations, Equal Employment Opportunity Commission, California State Department of Employment and a city personnel director. They identified five key trends as being very important to the issue: 1 -- Hispanic political empowerment; 2 -- Hispanic community/police rapport; 3 -- police recruitment resources and sophistication; 4 -- applicant failure factors (drug usage, poor reading/writing skills) and 5 -- police cross-cultural education. Five probable events that were considered to be extremely critical were: 1 -- consent decree; 2 -- Hispanic chief appointment; 3 -- police shooting and killing a Hispanic; 4 -- Hispanic city manager being appointed and 5 -- a Hispanic mayor being elected.

Data pertinent to the issue was gathered and the above trends/events were forecast and their impacts on each other were evaluated. Consequently, the five following policies were determined to be the most economical, politically acceptable and effective.

1. Police agencies adopt a voluntary goal to increase Hispanic police officers to at least equal the availability of Hispanics in the work force;
2. Police agencies obtain Hispanic culturalization training;
3. Police agencies appoint a full time recruiter who will place emphasis on Hispanic recruitment;
4. Police agencies develop their entire personnel as "limited" Hispanic recruiters;
5. Police agencies organize as many segments of their community as possible recruiters for qualified Hispanic police applicants.

## PART TWO -- STRATEGIC MANAGEMENT

The Gabilan Police Department (pseudonym representing a California city that is one of the top fifty cities with Hispanics in the United States) was used in order to develop a model plan in reference to Hispanic recruitment for California police agencies in cities of over 75,000 population. Analysis revealed the threats and opportunities the trends/events will have on the department. Strengths and weaknesses of the agency were considered along with an analysis of key stakeholders. The agency mission was specified in both macro and micro level statements.

A committee considered alternative strategies that would have an impact on Hispanic recruitment for police agencies. They selected the strategy of "establishing a full time sophisticated recruiting unit" as the alternative that would have the largest beneficial impact on the issue. An implementation plan for the strategy was developed. It includes specification of key points necessary to make the plan a success, stakeholder assessment and action steps required to bring about the appropriate commitment of stakeholders, logistics, planning systems, etc.

## PART III -- TRANSITION MANAGEMENT

Identification of the twelve "critical mass" key players was accompanied by an analysis of their commitment level, readiness and capability to make the change successful. Use of education, persuasion, power, role modeling and significant rewards were determined to be necessary to bring about the appropriate level of commitment, readiness and capability of the "critical mass."

The management structures of "project manager" and "diagonal slice," coupled with technologies and methods, such as responsibility charting and team building, were selected to effectively carry out the transition process from a police agency with relatively few Hispanic officers (present state) to a police agency with many Hispanic officers (desired future state).

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DEDICATION:

FOR PATRICIA HANNA

Whose unwavering support helped me complete this research project. Her professional, constructive comments on the research as it proceeded are reflected throughout the project.

Her contributions to this project extend far beyond those one would expect of a colleague, a friend and wife.



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The efforts of Juanita Casiano-Ferrante and Vivien Villar were essential to the development of the project in its written form. They deserve many thanks.

Finally, Salinas Police Chief James Corrigan is to be commended for his understanding and support for this project. Without the help of all of the above, this project would never have been completed. I sincerely thank them.

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INTRODUCTION

Qualified Hispanic applicants for police officer positions are needed by many law enforcement agencies throughout the United States. Agencies in the States of California, Texas and Florida (three of the top four states having the most Hispanics<sup>1</sup>) require even more Hispanic applicants. The need in California is particularly acute. California leads all states in size of Hispanic population,<sup>2</sup> in Hispanic births (40 percent of all Hispanic births in United States<sup>3</sup>) and has 21 of the top 50 cities (percent population that is Hispanic) within its borders.<sup>4</sup>

Recruitment of qualified peace officer applicants was identified as one of the most serious problems confronting California police agencies in a recent survey.<sup>5</sup> Recruitment of qualified minorities is even more difficult. The same survey revealed that 81 percent of the responding police agencies were experiencing problems recruiting Hispanics.

The Gabilan Police Department (pseudonym representing a California City that is one of the top 50 cities with Hispanics in the United States) serves a population of 100,000 and is one of the agencies experiencing Hispanic

recruitment problems. Hispanics will comprise well over 50 percent of the Gabilan population by the year 2000. It is incumbent, therefore, for the Gabilan Police Department to focus on its problem of Hispanic recruitment and find the most viable solution possible. This research is designed to help achieve this goal.

Three basic questions immediately come to mind when considering Hispanic recruitment. The first is "why should Hispanics be recruited?"

It has been recognized for years that there is a direct positive correlation between minority recruitment and effective policing.<sup>6</sup> Second, Title VII of the Civil Rights Act of 1964<sup>7</sup> and the Equal Employment Opportunity Commission (EEOC) require agencies to provide equal employment and service opportunity to all persons regardless of race, color, national origin, etc.<sup>8</sup> Third, typical Affirmative Action plans have the goal of creating a work force that is similar in ethnic percentages to the available labor force.<sup>9</sup> In order to achieve this goal, it is necessary to place emphasis on adding members of the underutilized groups (ethnic groups that have fewer of their members working for an agency than the percentage of the groups available in the work force) to the agency's work force through recruitment.<sup>10</sup>

Hispanics are underutilized in the Gabilan Police Department.

Since it is beneficial to recruit Hispanics and there is an obligation to do so if they are "underutilized", recruitment efforts should be directed towards them.

The second question is "Why is Hispanic recruitment difficult to accomplish?" The answer to this question is multifaceted.

Many agencies are experiencing financial problems (Gabilan is especially having problems in this area). They are struggling to maintain services to the public while revenue growth is limited..<sup>11</sup> Revenue sharing funds have been withdrawn by the federal government, citizen-initiated financial restraints like Proposition 13 have been passed, the costs of wages, supplies, etc. are higher,<sup>12</sup> there is a lack of retail growth, etc: these things have all contributed to a diminishing economic base for governmental agencies. This, in turn, can directly affect recruiting efforts.

Based on my interviews, it was the consensus of the interviewees' personal experiences that the police image, in the minds of many Hispanics, is not good and Hispanic families generally do not encourage their youth to become police officers. Community involvement and assistance may not be present. If a Hispanic is interested in becoming a police

officer, he/she may not have the skills necessary to successfully apply (Hispanics lag behind both white and black populations in educational achievement).<sup>13</sup>

Where recruitment processes are in place, they may not be effective if the agency does not have the proper commitment to Affirmative Action, if responsibility has not been placed in the hands of competent, sensitive personnel, if recruiters have not been thoroughly trained, etc.<sup>14</sup>

Third, "Are there sufficient qualified Hispanics available in the job market?" In 1985 there were 631,530 Hispanic males and 569,202 Hispanic females between the ages of 20-29<sup>15</sup> (the predominate recruiting age for police). These statistics are projected to increase substantially by the year 2,000 (837,779 Hispanic males and 771,792 Hispanic females). Another encouraging fact is that over half of Hispanics over the age of 25 have four years of high school (289,243).<sup>16</sup>

The total number of police officers in California in 1985 was approximately 52,000.<sup>17</sup> Since the available Hispanic work force in the 1980 census (latest statistics available reference the work force) was 20.1 percent, approximately 10,400 Hispanics would be necessary for all departments throughout the state of California to eliminate any underutilization of Hispanics as police officers. Thus, it appears there may be sufficient qualified Hispanics available in the current job market.

These are just a few of the many dynamic factors that need extensive study by the police. Such research and wise policy decisions will be necessary if police agencies are to successfully implement Hispanic recruitment programs in the next decade.

In an effort to be more specific on the issue of Hispanic recruitment programs so that worthwhile policy can be considered by police agencies in cities with populations over 75,000 and, in particular, the City of Gabilan, California, a series of research techniques have been used in this project.



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PART I -- A FUTURE STUDY

Part I encompasses the study and division of the issue and side issues, using modern futures research methodologies. As a result, three scenarios will be developed and policy considerations written.

Initial discussions, interviews and review of available literature on the issue assisted in identifying the following related issues from the past:

1. What past methods were used to recruit Hispanics?
2. What percentage of the agency budget was allocated to recruitment?
3. Did Hispanic recruitment keep pace with Hispanic growth?
4. What legal requirements were present?

Present related issues were also identified in order to assist in defining the parameters for the general issue.

They are as follows:

1. Are today's recruitment efforts keeping pace with Hispanic growth?
2. Are the present recruiters properly selected and trained?
3. Is the police image hurting Hispanic recruitment?
4. Are police benefits substantial enough to really attract qualified Hispanic candidates?

Some emerging issues which are particularly relevant and have impact on future scenarios are listed below:

1. How can sufficient budgetary allocations be obtained for Hispanic recruitment?
2. How can the police image be improved so that it serves as a role model?
3. Can regionalization/consolidation of some recruitment processes be implemented to save money and maximize results?
4. Will sufficient salary and benefits be available to attract good qualified candidates?
5. Realistically, can most police department members be turned into Hispanic officer recruiters?

PHASE I: Scanning (a review of literature in light of social, technical, environmental, economical and political considerations) was conducted. Seventy-seven (77) pieces of literature (Appendix A) were reviewed and analyzed.

Analysis confirmed that research on "What Police Programs Will Enhance Police Hispanic Recruitment by Year 2000?" would be worthwhile.

Additional information was needed because the review of available literature revealed that there were no articles specifically addressing Hispanic recruitment in detail. There were a number of generic recruitment articles and a number of articles that revealed demographic facts about Hispanics but none that dealt specifically with Hispanic recruitment extensively. Several national studies have addressed themselves to the problem of recruiting minorities for criminal justice careers, such as the (1) President's Commission on Law Enforcement and Administration of Justice in 1967, (2) National Advisory Commission on Civil Disorders in 1968, (3) A.B.A. Project on Standards for Criminal Justice in 1973 and (4) the National Advisory Commission on Standards and Goals in 1973.<sup>18</sup> Again, none of these addressed Hispanic recruitment techniques in detail.

Consequently, two additional research methods were employed. The first involved attendance at a three day POST workshop in Millbrae, California. This workshop was attended by recruitment specialists from many agencies throughout California. Their objective and accomplished goal was to develop a sophisticated training course for recruiters throughout California. Substantial information on the current "state-of-the-art" recruitment processes used throughout California was obtained.

Second, a trip was undertaken in January of 1989 to Texas (second highest state with reference to percentage of Hispanic population) and to Florida (fourth highest state with reference to percentage of Hispanic population). Five Houston Police Department employees were interviewed extensively with reference to their recruitment techniques. Additionally, an interview was conducted with Dr. Guadalupe Quintanilla, a professor at the University of Houston. She conducts the "Cross-Cultural Communications" course that all Houston Police Department employees must complete.

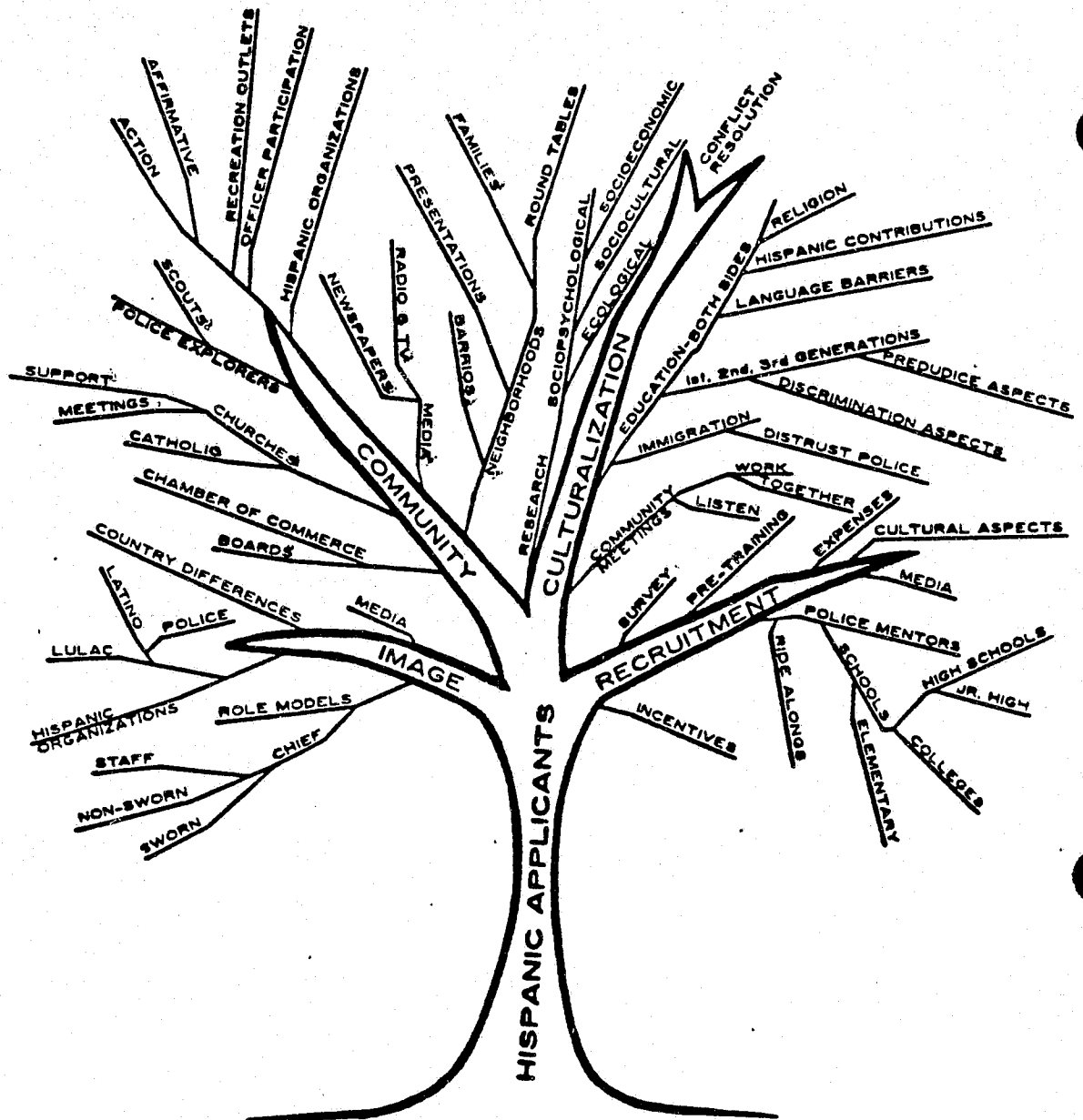
In Florida, interviews were conducted with representatives of the Miami Police Department, Hialeah Police Department and the Metro-Dade Police Department. Additionally, several extensive interviews were conducted with Ken Harms, Miami Police Chief from 1978 to 1984. Substantial information on Hispanic recruitment was obtained from each of these representatives and it was learned that many of their problems were the same as those experienced in California.

Florida's experience with Hispanic recruitment was particularly valuable. Miami, specifically, has been under a consent decree (a binding legal agreement by an agency requiring that they strive to hire a specified percentage of an ethnic group within a certain time period) for almost two decades. Their successes and failures were noted and will contribute significantly throughout the remainder of this research. Nearly all of those interviewed stated that it made no difference whether Hispanics were of Mexican-American background, Puerto Rican background, Cuban background or from any other Latin American country when you are considering how to approach them from a recruitment aspect. They advised that the Hispanic culture has several large common denominators, such as 85 percent of all Hispanics in the United States are Catholic,<sup>19</sup> they are strongly influenced by family ties,<sup>20</sup> and they have a common language--Spanish.

Once the initial research was completed, the issue was presented to a Modified Conventional Delphi Committee (Appendix B). The committee reflects a cross section of recruitment practitioners throughout California coupled with a personnel director, a director of one of the state employment offices, a representative of EEOC, and representatives of two Hispanic organizations (one outside law enforcement and one inside law enforcement). Many of the committee members are Hispanic. Committee selection was deliberate in an effort to have the end results as realistic as possible.

The initial portion of the Modified Conventional Delphi Process resulted in developing lists of possible trends (Appendix C) and events (Appendix D) pertinent to the issue. This was done via brainstorming and 38 trends and 42 events surfaced.

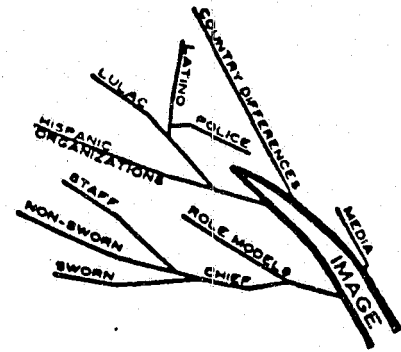
PHASE II -- The relevance tree displayed on the next page was developed to further define the issues. The "tree" is a useful and graphic way to identify main subissues (limbs) and related subissues (smaller limbs) that pertain to the topic of research. It resulted in identifying four main subissues: recruitment, culturalization, community and image. An entire host of related subissues that should not be overlooked when considering future policies were identified for each of the main subissues.



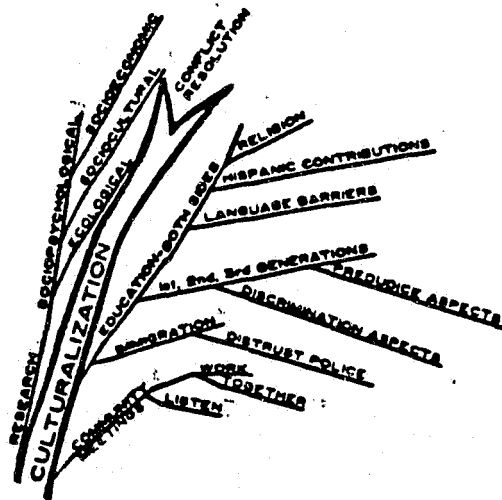
**RELEVANCE TREE**

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One of the main subissues was "Image." This pertains to the image of the police agency. Although a recent survey of law enforcement throughout California revealed that only 39 percent of the agencies felt that a negative image of the law enforcement profession



hampered recruitment in an overall sense, it must be noted that nearly all of the interviews conducted with Hispanic recruitment practitioners in California, Texas and Florida resulted in the unanimous statement that a negative image substantially hampers effective recruitment of Hispanics. Consequently, the related subissues of incorporating role models throughout the law enforcement hierarchy and working effectively with Hispanic organizations, both within and without law enforcement, are very important.



The main subissue of "Culturalization" is extremely important. The "Basic Recruiter" course developed by POST devotes an entire section towards increasing an awareness in the recruiter of

the various cultures and subcultures that the recruiter will be

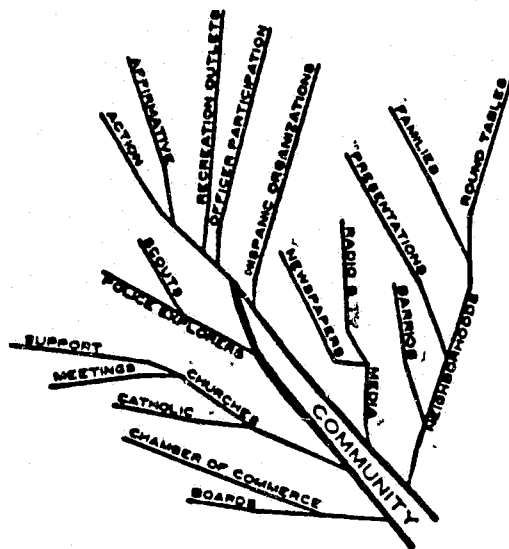


involved in.<sup>21</sup> Effective Hispanic recruitment will not occur if the recruiter is simply told to "go out and get us a few."

The recruiter must be trained in the sophisticated techniques of Hispanic recruitment.<sup>22</sup> Megatrends author John Naisbitt states that Americans have learned to accept, even celebrate, ethnic diversity.<sup>23</sup> The Third Wave author, Alvin Toffler, further emphasizes the importance of ethnic diversity when he states that it is not majorities but minorities that count.<sup>24</sup> Both authors are commenting on the tremendous ethnic diversity that is present throughout the United States and is, in fact, one of the greatest assets the country has.

A police recruiter searching for qualified Hispanic applicants must be well aware that the Hispanic culture considers certain things a little differently than other cultures. The recruiter should know how names are constructed, how to use the proper tone of voice, how to make contacts with the family properly, what is an insult and what is not, how Hispanics view nationality, etc. Cultural barriers can hinder communications, and the recruiter does not want this to occur.

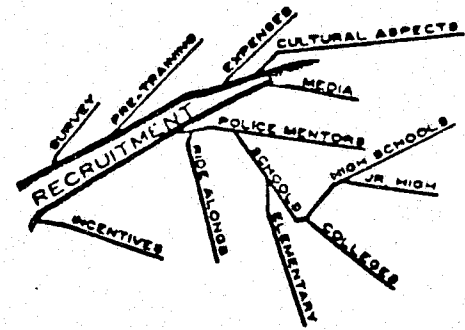
"Culturalization" has numerous related subissues. The recruiter cannot simply take a brief look at these issues. He/she must study these issues in-depth so that all the various aspects of the social system combine with a full understanding of the culture so that the recruiter can properly recruit.



The "Community" main subissue displays how a police agency should be extensively involved with all segments of the community if they intend to have a total, all-out effort to recruit qualified Hispanics. Affirmative Action Boards/ Commissions/Committees composed of key community members can contribute substantially towards the recruitment effort.

Involvement of the church, families, recreational leaders and many other community sources should all be used. This was one of the essential ingredients in the Metro-Dade Police Department successful recruitment effort. Their recruitment personnel actually went out into the community and became members of the community groups.<sup>25</sup> They substantially increased the number of Hispanics on the police department in a matter of five years.

The final main subissue is "Recruitment." There are many related subissues such as incentives, pre-training, media, etc., that are obvious. One that is not so obvious is that of police "mentors" being used throughout the educational process (elementary school through college).<sup>26</sup> Again, as with all of the main subissues and multiple related subissues, it is apparent that the recruitment process requires a highly trained and dedicated recruiter.



PHASE III -- The Modified Conventional Delphi Committee used the four criteria of experience, realism, confidence and importance to select the five most important trends shown on the "Trend Evaluation form."

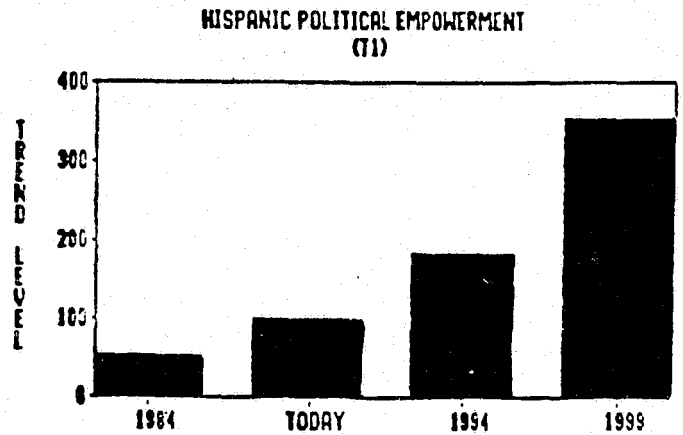
**TREND EVALUATION FORM**

TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	55	100	184	353
HISPANIC COMMUNITY/POLICE RAPPORT	T <sub>2</sub>	51	100	160	225
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	45	100	155	207
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	80	100	128	177
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	56	100	148	237

The average results and prioritization of the entire committee are illustrated on the form. Additionally, the committee determined the level of the trend five years ago and projected this level to five years from now and ten years from now.

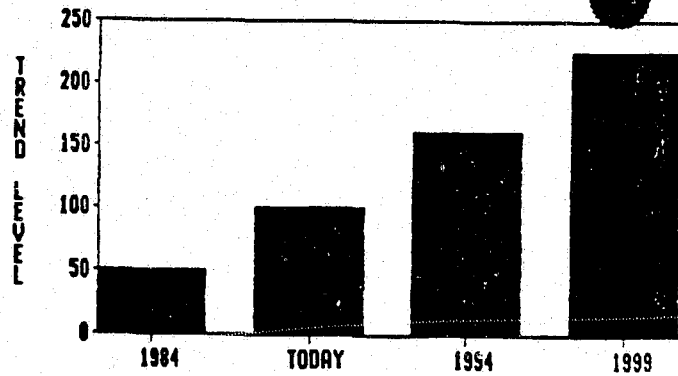
The committee felt that Hispanics have twice as much political strength now than they did five years ago, and they will more than triple in political strength a decade from now. This projection is not surprising since the

number of Hispanics in the United States has grown by 30 percent since 1980, four times faster than the rest of the United States population as a whole.<sup>27</sup> The sheer size of the population and its concentration in several key states, such as California, will give Hispanics "fundamental strength" in the political arena, and Hispanics are learning how to mobilize the Hispanic vote.<sup>28</sup>



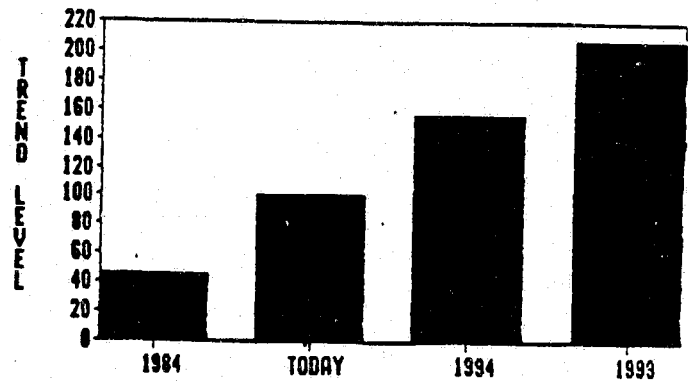
The trend of Hispanic Community/Police Rapport was projected to be twice as much today as it was five years ago and ten years from now that cooperation will double once again.

HISPANIC COMMUNITY/POLICE RAPPOR (T2)



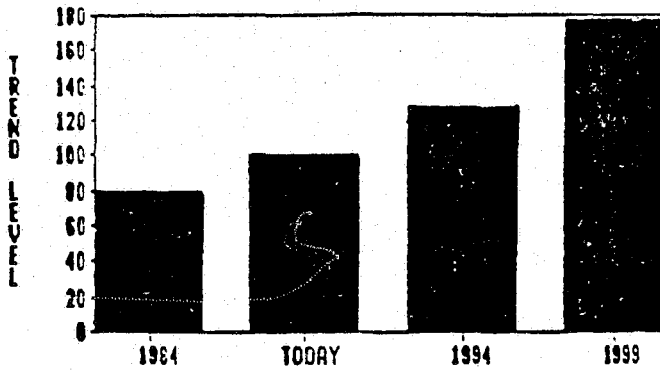
Five years ago the trend of Recruitment Resources and Sophistication was less than half of what it is today. Ten years from now the resources and sophistication devoted to recruitment and police agencies will have more than doubled.

RECRUITMENT RESOURCES & SOPHISTICATION (T3)



One sure indication of increased sophistication evolving right now is the development of the "Basic Recruiter" <sup>29</sup> course by California. This will be a giant step forward. POST will hold a recruitment symposium in the first few months of 1989 and implementation of the recruiters' course should take place in the latter part of the year.

APPLICANT FAILURE FACTORS  
(14)



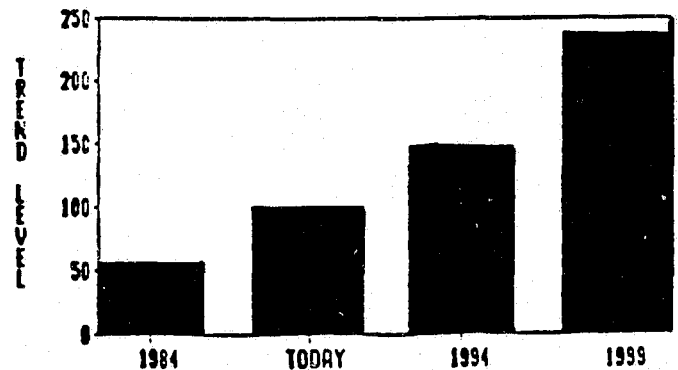
The committee felt that applicant failure factors in the past five years have increased. They also projected that failure factors will be an increasing problem over the next five years, and by the turn of the century the

number of candidates who are using drugs, have poor reading and writing skills, and have a bad credit rating will be an even worse problem.

The trend of Cross-Culturalization Education forecasts a steady growth through the turn of the century. This is encouraging because increased knowledge of Hispanic cultural aspects by current officers and, consequently, less offending actions by the officers when they relate with Hispanics will have a tendency to mitigate negative perspectives by Hispanics of the police.

This, in turn, will improve the "image" of the police and encourage more Hispanics to want to become police officers.

CROSS-CULTURAL EDUCATION  
(15)



POST is taking a leading role in this area also. They are in the pre-planning stage of developing a Cultural Awareness Program for current police personnel. This will be followed by a "Train the Trainer" program so that agencies can send one person to the Cultural Awareness Program who can later go back to his/her agency to train the other members within each specific department.

The committee used the same four criteria (experience, realism, confidence and importance) to select the five most important events which are illustrated on the event evaluation form. The average results of the committee are shown including the probability of an event occurring and its impact on Hispanic recruiting. This is important because if there is a high probability of an event happening, police can address the issue in advance.

#### EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that Probability First Exceeds Zero	Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
CONSENT DECREE	1989	64	68	+4	
HISPANIC CHIEF APPOINTED	1989	47	84	+5	
POLICE SHOOT & KILL HISPANIC	1989	67	92		-6
HISPANIC CITY MANAGER APPOINTED	1989	46	73	+4	
HISPANIC MAYOR ELECTED	1989	53	84	+6	

The committee felt that there is more than a 50 percent chance that over the next decade departments will have consent decrees forced upon them due to failure to address the "underutilization of Hispanics" adequately. They felt that the consent decrees would accelerate impact on the recruitment of Hispanics.

Appointing an Hispanic chief was seen as a real probability five years from now and an almost certainty within a decade. It was felt that this would have a positive effect on Hispanic recruitment.

The committee felt there was a high probability that over the next decade police in many agencies would shoot and kill Hispanic citizens. They felt this would probably have a negative effect on Hispanic recruitment, but it may, however, have exactly the opposite effect on Hispanic recruitment. Houston, Texas, experienced such a shooting in the early 1980s and this prompted considerable Hispanic recruitment and the on-going cross-cultural education program taught by Dr. Quintanilla. Ironically, a negative event sometimes can have a positive impact in the long run.

Appointing an Hispanic city manager or electing an Hispanic mayor were both seen as having an increasing probability over the next five to ten years. Both events were projected to have positive impacts on Hispanic recruitment.



These forecasting procedures by the committee resulted in significant information being developed concerning the issue. Trend direction (Appendix E) and event probability (Appendix F) has been forecast.

PHASE IV -- Cross-impact analysis was averaged next to further consider and comprehend how the trends and events will affect each other. This is illustrated below on the evaluation form. Once again, committee input was averaged to obtain the percentages shown.

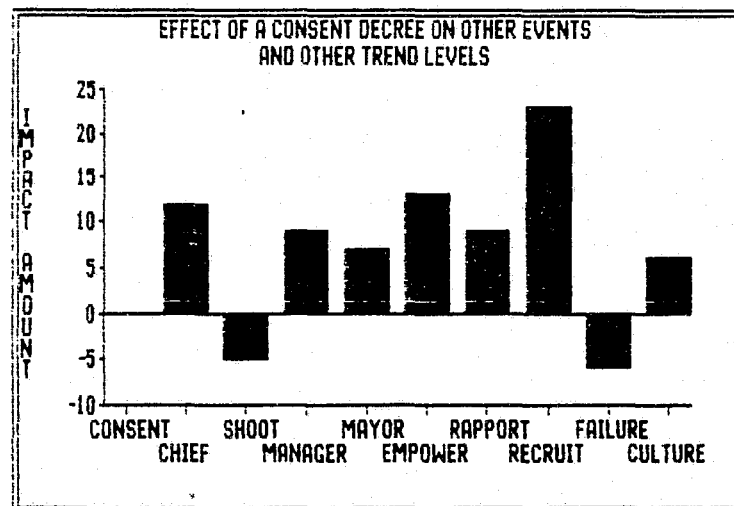
**CROSS-IMPACT EVALUATION FORM**

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

		How would the probability of the events shown below be affected?					How would the level of these trends be affected?					ACTOR/EVENTS
		CONSENT DECREE	HISPANIC CHIEF	POLICE KILL HISPANIC	HISPANIC CITY MANAGER	HISPANIC MAYOR	POLITICAL EMPOWERMENT	HISPANIC/POLICE RAPPORT	POLICE RECRUITMENT	FAILURE FACTORS	CROSS-CULTURAL EDUCATION	
CONSENT DECREE	1	X	+12	-5	+9	+7	+13	+9	+23	-6	+6	9
HISPANIC CHIEF	2	-2	X	-5	+7	+9	+17	+22	+33	-5	+13	9
POLICE KILL HISPANIC	3	+13	+9	X	+6	+6	+5	-17	+9	-8	0	9
HISPANIC CITY MANAGER	4	-3	+22	-4	X	+22	+29	+10	+17	-6	+13	9
HISPANIC MAYOR	5	-4	+30	-4	+30	X	+34	+14	+20	-4	+11	9
REACTOR TRENDS/EVENTS		4	4	4	4	5	5	5	5	5	5	

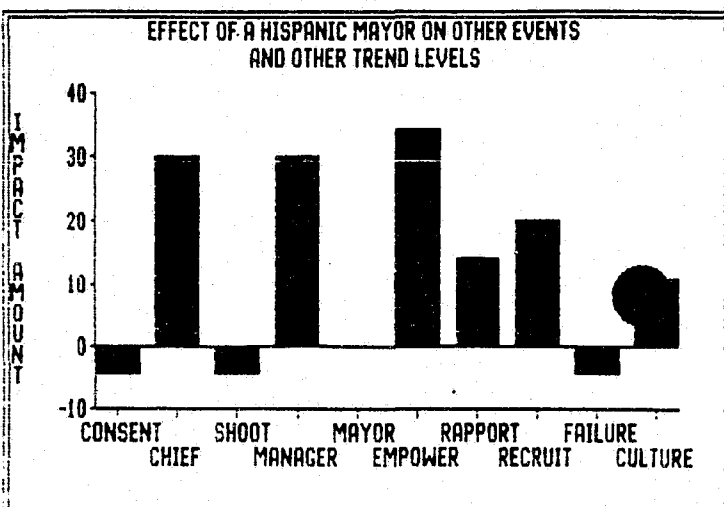
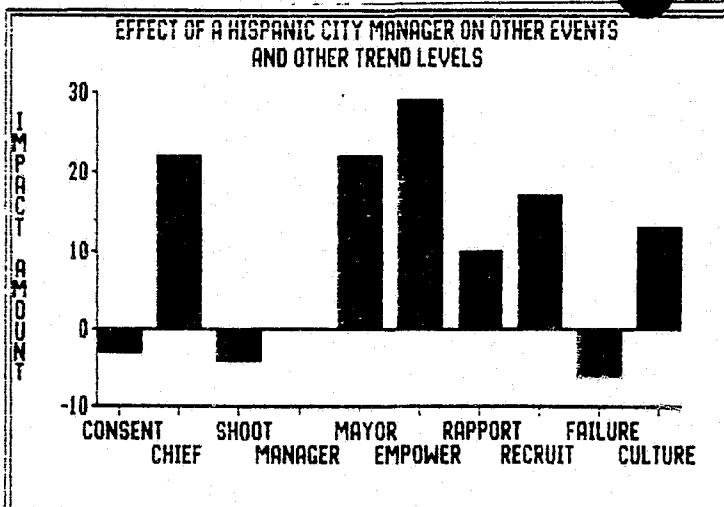
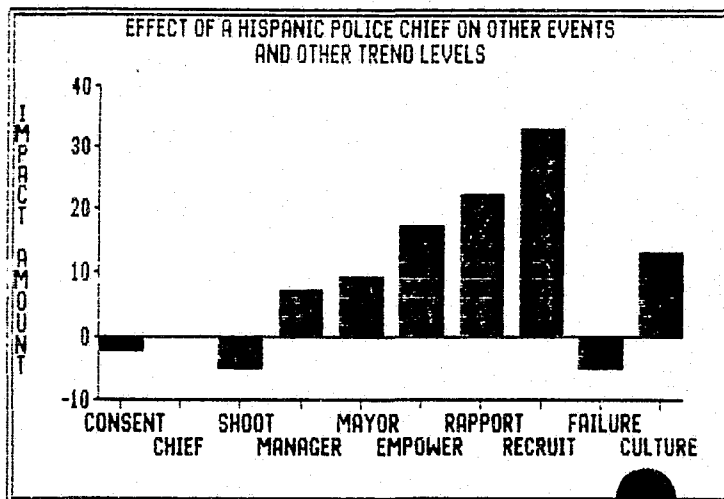
Events are listed vertically in the left hand column along with their priority rating. Events and trends are then listed horizontally along the top. The cross-impact analysis matrix is accomplished by considering how each horizontal event or trend will be impacted (+% or -%) by each vertical event. The first vertical event, consent decree, will not impact the first horizontal event, consent decree, and, consequently, is lined out. (For example, will the second vertical event, Hispanic chief, have an impact on whether or not a consent decree occurs? Yes, so the percentage effect is indicated in the box, in this case, a -2 percent.) This process is completed for each cross-impact consideration.

It can readily be seen that if a consent decree occurred, it would have a positive impact on the hiring of an Hispanic chief, Hispanic city manager, or the election of an Hispanic mayor. This would considerably increase the political empowerment of Hispanics, improve Hispanic/



police rapport and cross-cultural education. It was felt that a consent decree would substantially improve the effectiveness of the police recruitment of Hispanics. Finally, it was felt that a consent decree would lessen the chance of police shooting a Hispanic and Hispanics failing to be able to apply.

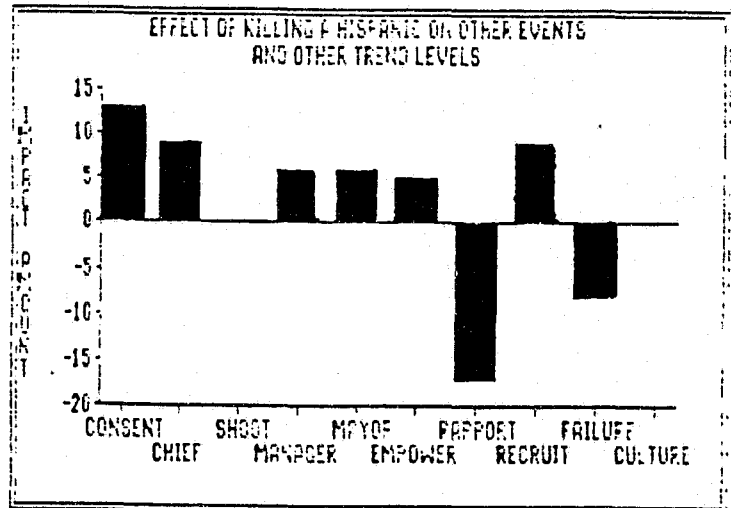
Three of the events (Hispanic chief, Hispanic city manager and Hispanic mayor) all have similar effects on the events and trends. Consequently, they will be analyzed collectively, using the bar chart for the Hispanic city manager. It can be seen that if a Hispanic city manager is hired, there is a greater probability of a Hispanic chief being hired and a Hispanic mayor being elected.



Additionally, Hispanics will gain considerable political power, and rapport between Hispanic and police will improve along with recruitment and cross-cultural education. It is felt that the hiring of a Hispanic city manager will lessen the chance of a consent decree occurring, police killing a Hispanic, and Hispanic applicants failing the application process. Again, as noted earlier, these effects are similar to what will happen if a Hispanic chief is appointed or a Hispanic mayor is elected, so they will not be addressed specifically.

If the police were to shoot and kill a Hispanic, it is projected that there would be a greater likelihood of a consent decree occurring, a Hispanic police chief being hired along with a Hispanic city manager, and the election of a Hispanic mayor. It is

felt that such an event would actually increase the political power of the Hispanics while at the same time it would reduce considerably rapport between the Hispanics and police. Since there would be a greater likelihood of having a consent



decrease, it is projected that police recruitment would increase and applicant failure factors would decrease.

The cross-impact matrix presents one additional segment of information: actor and reactor events and trends are identified. Actor/reactor trends or events are those most likely to result in change. Actors are determined by adding the number of horizontal squares with changes and placing the total along the right hand side of the matrix. Reactors are determined by adding the number of vertical squares with changes and placing the total at the bottom of the matrix. The end result demonstrates that all of the events act and react with each other in a slight to moderate degree. Additionally, all of the trends react to the events. High reaction scores indicate that these are viable topics to consider when change is important.

Analysis of the "trends," "events," and their impact on each other reveal a number of significant factors to consider. The committee felt that Hispanics are going to obtain considerable political power in the near future and police will increase rapport with them and put forth more effort to recruit them. Police will also be taught more about the Hispanic culture. There is a better than 50 percent chance that many cities and police agencies will be directed by Hispanic mayors, city managers and police chiefs by the end

of the entury. Consent decrees may be placed into effect in many agencies. The possibility of a Hispanic being shot and killed is quite high. Finally, all of the events, even the killing of a Hispanic, were projected to have numerous beneficial influences on Hispanic police officer recruitment. These will be considered for usage in the next methodology phase--that of scenarios.

PHASE V: Three scenarios, using the analysis data developed to this stage will now be written. One scenario will be "nominal" or exploratory. It will be one in which no one is surprised at all and nothing special is done to effect the end result. The second scenario will be "normative" or desired and obtainable. The third scenario will be "hypothetical" where the question "What if" will be asked and the database manipulated accordingly.

Scenario #1. Nominal (as would be expected from the data):

January 1, 2000. The Affirmative Action Commission for the City of Gabilan, California, just concluded an extensive hearing detailing the efforts of the Gabilan Police Department to recruit qualified Hispanic applicants over the past decade. The results were not encouraging. Hispanics were still underutilized in the police officer position.

Hispanics comprised 38 percent of the Gabilan population in 1980, 46 percent in 1990 and now constitute well over 50 percent of the entire city. Natural births and continued immigration were the primary causes of the population increase.

Hispanic police officers on the Gabilan Police Department comprised only 11 percent of the force in 1980, 17 percent in 1990 and 22 percent today. The available labor force is 41 percent so Hispanics remain substantially underutilized.

The past decade has seen a moderate effort on the part of the Gabilan Police Department to increase the number of Hispanics on the department. The effect was positive (+5 percent) overall but a much larger increase was hoped for.

Although recruitment resources and sophistication of recruiting had doubled during the decade, this was insignificant in light of the fact that little was being done ten years ago. The one part-time recruiter had been assigned full-time, but his efforts were still being compromised by other assignments (training, research projects, etc.) This was due to lack of personnel on the police department as a result of a poor city economic base. One of the major reasons for this was lack of a growing retail economy. City employees were having to do two jobs instead of just one.

Hispanic community/police rapport had increased substantially (doubled) but then suffered a serious setback in 1994 when a Hispanic was shot and killed by a Gabilan police officer. The circumstances were legal but questionable in the minds of many Hispanics. The image of the department hit an all time low until the election of the first ever Hispanic mayor in 1998. She helped stabilize the situation and bring it back to the pre-1994 level. Unfortunately, Hispanic recruitment suffered during the interval.

The election of the Hispanic mayor was insufficient to prevent a local chapter of a national Hispanic organization from taking legal action against the Gabilan Police Department in failing to correct the "underutilization" of Hispanics on the agency. The result was a consent decree (December 1999) with the "goal" of reaching 40 percent Hispanic police officers by the year 2005. The consent decree was agreed upon by both parties only after acrimonious negotiations. The outlook for everyone cooperating to achieve consent decree success looked bleak in light of the considerable friction and expense that eventually resulted in the decree.

The Affirmative Action Commission decided to request the Gabilan Police Chief to attend their February 2, 2000, meeting and come prepared to answer the following questions:



1. Is he enthusiastically in favor of the consent decree goal?
2. What does he intend to do to achieve the goal?
3. Is he willing to work with the Affirmative Action Commission to reach the goal?
4. What does he see as the real "roadblocks" in the way of achieving the decree goal?

Additionally, the Commission resolved to invite representatives of all the other major stakeholders (local Hispanic organization who filed the legal action, school district, Police Office Association, Police Supervisory Association, etc.) in the decree to future meetings so that the Affirmative Action Commission could determine their role in reaching the decree goal.

Scenario II. Normative (desired and obtainable):

January 1, 2000. The police chief for the City of Gabilan, California, was making a city council presentation on the efforts of the Gabilan Police Department to recruit qualified Hispanic applicants over the past decade. He was proud to announce that the 1990 goal of eliminating under-utilization of Hispanics on the police force had not only been achieved, but had actually been surpassed. He credited this success to overwhelming community cooperation and assistance.

In 1990 Hispanic officers on the Gabilan Police Department comprised 17 percent of the force. This compared to 35 percent of the available work force which eventually grew to 41 percent by 2000. Hispanic officers comprised 45 percent of the force as of 2000. The police chief outlined the following elements as essential to the successful goal achievement:

1. Cooperation of both individuals and community groups throughout Gabilan.
2. Innovativeness by all segments which allowed progress to continue in the face of considerable obstacles.
3. The desire to have a representative police agency that could work effectively and efficiently with all segments of the community.

These elements, stressed the police chief, proved critical as progress was made throughout the decade.

1990 was the year the underutilization of Hispanics as police officers received additional attention. The police department was severely handicapped by ever-increasing calls for service and a rising crime rate. Only 10 percent of the officers available to answer calls were Hispanic and only 6 percent of these were bilingual. Since 46 percent of the Gabilan population was Hispanic and many of these were monolingual (Spanish), initial responding officers had to wait for bilingual back-up officers. This not only wasted time but resulted in two officers on a detail which should have required only one. Many times officers would not wait for a back-up officer and would handle a call the best they could--

resulting in poor service to the citizen because all of the facts involved in the case would not be ascertained. The image of the police department became more and more negative daily.

Compounding the above problems was the reality of a poor economic base for the city. The city was having to "freeze" (not fill) job positions as employees quit, retired, etc. This did not allow the police department to increase their Hispanic numbers at all.

The police chief advised the city council of the seriousness of the situation. The city council, in turn, recognized the importance of the situation along with other important reasons for building the economic base of the city, and developed new funding sources within a relative short period of time. This allowed recruiting resources for the Gabilan Police Department to be doubled and vacancies plus new officer positions to be filled.

The part-time recruiter became a full-time recruiter. He attended the POST Recruiter Course and Cross-Cultural Training. Then the department required the recruiter to devote six more weeks to an in-depth study of recruiter techniques, particularly recruiting of Hispanics and cultural awareness. The sophistication level of Gabilan Police

Department Hispanic recruiting rose significantly. Finally, the department refused to water down the recruiting effort by giving the recruiter other assignments.

The recruiter was able to develop innovative programs with the cooperation of both police officers and community groups (particularly Hispanic organizations) to ensure that qualified Hispanics applied for police officer positions. The word spread throughout the community that being a police officer was a good job and one to be proud of. Hispanic/police rapport more than doubled over the ten years, cemented more and more as additional Hispanics joined the department. The communication provided via this rapport proved critical in dispelling rumors when a Hispanic was justifiably shot and killed in 1995. Information flowed quickly, and the community remained calm.

Cross-cultural education doubled as a result of a mandated three day course for all police personnel followed by annual one day updates.

1996 was the year a Hispanic mayor was elected and he appointed a Hispanic city manager two years later. Their desire to further "upgrade" the status of the Hispanic was simply seen as an extension of the already existing working

relationship between police and the community to increase percentage of Hispanic officers.

The obvious "Hispanic Recruiting Outreach" of the Gabilan Police Department, coupled with the election of a Hispanic mayor and appointment of a Hispanic city manager prevented a consent decree from being mandated.

The police chief was commended by the council at the conclusion of his report. He, in turn, thanked them and invited them to a celebration hosted by the Affirmative Action Commission which would honor all of the individuals and community organizations that were instrumental in achieving the Hispanic officer goal.

Scenario III. Hypothetical ("What if?" will be asked and the database manipulated accordingly.)

January 1, 2000. The largest Hispanic organization in the City of Gabilan announced today that they will be sponsoring a community meeting next week to discuss what can be done to improve the economic base of the city (citizens had voted down numerous tax/fee increases, retail/industrial growth had not materialized, etc.) It was extremely concerned about the fact that the lack of city funds had resulted in no additional

employees being hired over the past decade. This had created a virtual roadblock to achieving their goal of getting more Hispanics hired by the Gabilan Police Department.

The police department was underutilized reference to Hispanics in 1990, with 17 percent of the force being Hispanic as compared to 35 percent in the available work force. The available Hispanics in the work force has grown to 41 percent today while the percentage of Hispanics on the police department has remained at 17 percent. The consent decree enacted in 1993 failed to show any demonstrable results. The city had a goal of hiring one minority for each majority prior to the consent decree. The consent decree required hiring one Hispanic for every two officers hired. Despite the additional emphasis on Hispanic hiring, there have been so few hirings (only replacements) that the results have been negligible.

The part-time police recruiter was reassigned to patrol assignments because of the lack of recruiting needs. This reduced the recruiting resources and sophistication to essentially zero.

Lack of funds negated any cross-cultural training and the lack of bilingual officers remained a significant problem. The department has not been handling calls quickly which is evident by numerous citizens' complaints. Additionally, officers have offended Hispanic citizens simply through lack of cultural understanding.

Finally, in 1996, a Hispanic was shot and killed by a Gabilan police officer. The circumstances were questionable and many Hispanics felt the shooting was not justified. Although the officer was found innocent of any wrongdoing, the Gabilan Hispanic community (that represented nearly 50 percent of the city at that time) did not accept the findings. Riots broke out resulting in considerable arrests of Hispanics. The riots ceased only after mutual aid (involving eight other neighboring agencies) was called in. Hispanics complained of police brutality and false arrests. Over two years passed before all of these complaints were adjudicated, but the Hispanic Community has not forgotten the shooting and subsequent incidents. These tensions remain a negative factor in Hispanic recruitment.

The "image" of the department has deteriorated steadily throughout the decade. Gabilan is known as a department that "doesn't care" and as inefficient. This has definitely prevented qualified Hispanics from even applying.

Hispanics did develop enough political power to elect the first Hispanic mayor (1997) and get a Hispanic police chief hired (1998). These events, however, have not resulted in more Hispanics being hired as police officers. The funding problem is so large and acute that it must be solved in order to facilitate other improvements.

Phase VI: Policy Considerations

The normative scenario was selected and policies were considered that would help bring about this desired future. The criteria of cost, impact on the issue, and politics were used to determine final policy statements. These statements, and an estimation of the impact on the related issue in this scenario, are described below.

1. Gabilan police adopt a voluntary goal to increase Hispanic police officers from 17 percent to at least equal the availability of Hispanics in the work force. This policy would declare to all citizens how strongly the city views the problem of Hispanic recruitment. It also proves the city is serious about providing not only the initial but continuing impetus for Hispanic recruitment. It could prevent the mandating of a consent decree.

Impact -- Extremely Important



2. Police push for Hispanic culturalization training in three directions.

- a. Urge the area POST Basic Police Academy to develop and present a course on Hispanic culture;
- b. Hire an expert for the Gabilan Police Department to develop and provide Hispanic cultural training for current employees;
- c. Provide the necessary overtime for the training.

Impact -- Extremely Important

3. Police appoint a full-time recruiter who will place emphasis on Hispanic recruitment. This recruiter would be properly trained to a high degree of sophistication in recruiting the type of officers that are needed for the Gabilan Police Department.

Impact -- Extremely Important

4. Develop the entire Gabilan Police Department as Hispanic recruiters. Such policy would emphasize to everyone on the Gabilan Police Department the importance of recruiting qualified Hispanic police

applicants. It would require officers to make every effort to ensure that all contacts with Hispanics are positive. This would improve the "image" of the Gabilan Police Department in the eyes of the Hispanic community. It is a well known fact that most new police officers become police officers as a result of a direct referral from a member of the current police department.

Impact -- Extremely Important

5. One of the most essential goals of the full-time police recruiter would be to organize as many segments of the Gabilan community as recruiters for Hispanic police applicants. Accomplishment of this policy would mobilize the community to complement the officers in the effort to find qualified Hispanic police officer applicants.

Impact -- Extremely Important

"Part I--- A Future Study" has resulted in extensive study and analysis directly related to recruitment of Hispanics for the position of police officer. There is much that needs to be

understood regarding such recruitment if an agency desires to be successful. It is a real challenge to take advantage of trends, such as increasing Hispanic empowerment, cross-cultural education, etc., it is in the interest of all concerned to adopt a proactive, rather than reactive, position to the challenge. A "Future Study" is just the first proactive step; the next step is to prepare an indepth strategic implementation plan.

WHAT POLICE PROGRAMS  
WILL ENHANCE  
RECRUITMENT OF HISPANICS  
BY THE YEAR 2000?

PART II -- STRATEGIC MANAGEMENT

In "Part I -- A Future Study" some insights were developed into possible future trends and events related to the issue of "What police programs will enhance recruitment of Hispanics by the year 2000?" Research and analysis both by this author and a Modified Conventional Delphi Committee identified the trends of political empowerment (political), Hispanic Community/Police rapport (social), recruitment resources and sophistication of recruitment (economical), applicant failure factors (social), and cross-cultural education (social). The five most important events were a consent decree (social), appointment of a Hispanic police chief (political), shooting and killing of a Hispanic (social), the appointment of a Hispanic city manager (political), and the election of a Hispanic mayor (political). The impacts that these trends and events will have upon the Gabilan Police Department from now until the year 2000 were found to be numerous.

The purpose of "Part II -- Strategic Management" is to build upon the previous futures research work and develop a model plan for police agencies in cities of over 75,000 and the City of Gabilan, California, in particular, which will facilitate the process of acquiring more qualified Hispanic police officer applicants. This will be done by utilizing the SMEAC (Situation-Mission-Execution-Administration-Control) model, which involves analyzing the current situation, specifying the organizational mission, determining alternative strategies, selecting one specific recommendation and, finally, addressing the areas of administration, logistics, and the type of planning system which will be the most appropriate for the Gabilan Police Department. The analysis involved in developing this strategic plan is detailed below.

PHASE I--Situation:

First, a situational audit using the WOTS-UP (Weaknesses, Opportunities, Threats, Strengths underlying Planning) analysis technique was conducted to determine the effect these trends will have on the Gabilan Police Department.

1. Hispanic Political Empowerment

This trend showed that Hispanics will have three times more political power in 2000 than they do now. The impact on a Police Department will be that Hispanics may very well control the City Council and demand more police services. Threats to the department include preferential treatment being given to Hispanics who apply for police officer, a disproportionate amount of funds being diverted for Hispanic recruitment, and an independent (outside the police agency or personnel department control) agency taking over recruitment via a consent decree if insufficient Hispanic applicants are not recruited.<sup>30</sup> The department will be challenged with the opportunity of having more recruiting resources with which to find qualified Hispanic applicants. At the same time these increased resources must be complemented by more communications with the Hispanic community. Increased communications can be used to reach more qualified applicants and

develop a positive working relationship throughout the Hispanic community that will assist recruitment efforts.

2. Hispanic Community/Police Rapport

The police department will be considerably affected since rapport will double by the turn of the century. Since the police department is usually a first point of contact with the Hispanic community, it is essential its members have a high level of communication skills, understanding and sensitivity towards the Hispanic community.

One threat is that members of the department will not recognize, and therefore not accept, the improved rapport which could result in the deterioration of communications, understanding and sensitivity. The department will have a significant opportunity to reach more Hispanic police officer applicants via the improved rapport. The department must take advantage of this opportunity for improved understanding so that both the Hispanic community and the police department receive a "total" picture of how the other side feels. Proper cultivation of this improved rapport can result in more trust and an

improved police image among the Hispanic community. This could result in the quick control of unfounded rumors that may have a deteriorating effect on this rapport, if allowed to persist. The department has everything to gain and nothing to lose by maximizing its efforts in this area.

3. Recruitment Resources and Sophistication

These practices have improved somewhat in the last five years at the Gabilan Police Department and this trend is projected to show a two-fold increase by 2000. Since past recruitment improvements have still resulted in an under-utilization of Hispanics in the police work force, it is the responsibility of the department to get maximum results out of the projected increase in resources and sophistication. Threats in this area are numerous: unqualified Hispanics may be recruited just to show results; Hispanics may be recruited who are not sympathetic to the Hispanic community; current officers may resent increased recruitment of Hispanics; there may be insufficient Hispanics who are able to pass the entry level requirements. The overall threat could be that the department would not be



representative of the community and therefore not as effective as it might be. Opportunities presented by this trend are also numerous: recruiting procedures can be institutionalized for long-term benefit; the effectiveness and efficiency of the police service can be improved; the police agency work force could be equalized with the available community work force. Additional opportunities for the department include educating potential applicants so that they are qualified to apply <sup>31</sup> and providing incentives to attract adequate numbers of applicants, to name but two.

4. Applicant Failure Factors (drugs, poor English speaking/writing skills and bad credit) <sup>32</sup>

Unfortunately, this trend is projected to increase substantially by the turn of the century.

Although these failure factors are generic to recruitment of all groups, they are particularly significant when a police agency tries to recruit Hispanics. Hispanics lag behind other ethnic groups in educational achievement. Two threats to the Gabilan Police Department are, (1) there may be a lowering of standards to get Hispanics

qualified in the short run, and (2) there may not be enough qualified Hispanic applicants to meet Affirmative Action goals, which could result in a consent decree being mandated and the department losing control over its recruitment procedures.<sup>33</sup> The challenge to the department is to take positive, proactive steps to help decrease the failure factors. This could be done by working with the school district on educational level improvements, working with the youth reference setting positive role models,<sup>34</sup> and explaining qualifications to be a police officer,<sup>35</sup> etc. This could result in more qualified Hispanic applicants in the long run.

5. Cross-Cultural Training

This trend, projecting a significant increase in such training, is similar to that of the projected increase in the trend of Hispanic community/police rapport. The department has nothing to lose and everything to gain by taking advantage of an increase in such training. Currently the Gabilan Police Department receives a number of complaints from the Hispanic community for various reasons.

Cross-cultural training <sup>36</sup> could mitigate some of these complaints. One definite threat related to this trend is that officers may think they understand the situation involving Hispanics when they really don't (insufficient training). They may react incorrectly, creating a poor police image (which in turn would hamper recruiting Hispanics). Insufficient training can be dangerous sometimes. The opportunity presented by this trend is for the department to take full advantage of such training to maximize the department's ability to respond and handle the multitude of calls for service effectively, therefore creating a good image throughout the Hispanic community. At the same time, the department could develop as many partially or fully bilingual <sup>37</sup> officers as possible and train them as Hispanic recruiters.<sup>38</sup>

Second, an organization capability and resource analysis was completed. Eleven members of the Gabilan Police Department, consisting of sworn and non-sworn personnel in every rank, utilized the two capability analysis rating forms (Appendixes G and H) to evaluate the strengths and weaknesses of the

Gabilan Police Department in terms of its ability to deal with the above environmental threats and take advantage of the challenges and opportunities listed. The scores were averaged, and any rating of one or two was considered a strength. All ratings of four or five were considered weaknesses.

GABILAN POLICE DEPARTMENT ANALYSIS

STRENGTHS

Officer Skills

WEAKNESSES

Manpower  
Facility  
Budget  
Calls for Service  
Support by the Personnel Dept.

Analysis reveals that they felt the department is "average." Categories such as technology, equipment, supplies, management skills, supervisory skills, training, attitude of the officers, image that the officers have of themselves, council support, city manager support, management flexibility, sworn/non-sworn ratio, pay, benefits, turnover, community support, complaints received, traffic enforcement index, Part One crimes (serious ones), sick leave, morale and the image the community has of the department were all felt to be "average."

Strengths and weaknesses were analyzed further:

Officer Skills (Strength)-- The ability of the police officers to handle the varying types of calls for service that they are confronted with, with exceptional effectiveness, was felt to be a real strength.

Manpower (Weakness)-- No additional sworn personnel have been hired in the last few years and it is felt that a lack of manpower is becoming a liability.

Facility (Weakness)-- The public safety building (built in 1958 to last for twenty years, but full within ten years) is outmoded, inefficient, and ineffective.

Budget (Weakness)-- Although the department gets a significant percent of city funds, it is felt that this share is insufficient to handle the multitude of tasks the agency is faced with.

Calls for Service (Weakness)-- Citizen requests for help have substantially increased over the last several years with little increase in manpower and little increase in budget resources.

Personnel Department Support (Weakness)--Recruitment and promotional testing procedures have not been adequate or timely.

Only one area was felt to be a "strength" in reference to the entire department. It appears that substantial action needs to be taken towards obtaining additional resources (manpower, budget, facility, etc.) Additionally, many of the "average" areas, such as supervisory skills, equipment, training, etc., need to be improved so that they become "strengths." If they are "strengths" they will be better able to support the implementation of new programs which will increase the effectiveness and efficiency of the agency.

One particular area that needs to be addressed is the development of an attitude of innovation. The same survey was administered a little over one year ago and revealed that the department was generally inflexible, seeking incremental changes generally. The survey results at this time are identical. Excellent organizations are known for their "bias for action" <sup>39</sup> in all areas. This is part of what makes them excellent.

The same capability analysis rating forms were filled out by members of the Gasper Police Department (pseudonym

representing another California city that is among the top 50 cities with Hispanics in the United States and is double the size of the community of Gabilan). The results were similar to those of the Gabilan Police Department in that very few strengths were identified while a number of weaknesses were. The department was generally average and also was generally inflexible.

Both agencies were seen as preferring minor rather than major changes that may prove to be wrong. While this is a cautious and usually safe approach, it does hamper innovativeness.

Third, a stakeholder analysis was conducted. The following stakeholders (persons or organizations who may affect or be affected by the issue) were identified and snaildarters (a group that could bring about unexpected influence that may delay or oppose programs) are indicated by an asterisk: Latino Officers Association, youth organizations, Hispanic seniors, non-Hispanic Community\*, media, police management, retail businesses, Park and Recreation department, Chamber of Commerce, churches, POST Academy, Hispanic community, schools, city administration, Police Benefit Association\*, EEOC, Affirmative Action Commission, Hispanic political organizations\*.

The ten most important stakeholders were identified and their assumptions (developed by members of both the Gabilan and Gasper Police Departments) are listed below. Additionally, they are mapped in terms of their importance and degree of certainty about the assumptions that have been assigned to them.

1. Latino Officers Association

- a. More Hispanics will be recruited.
- b. Recruitment efforts will be increased.
- c. Hispanic officers will be used as "role models."
- d. Promotional opportunities will be enhanced.
- e. Management's perception of Hispanic concerns will be improved.

2. Hispanic Community

- a. Prejudice exists in the police department.
- b. Hispanics are not getting their share of police services.
- c. Total Hispanic community is not realized/recognized.
- d. Police department is insensitive towards Hispanics.
- e. Police have poor image--"Don't be a cop."

3. Non-Hispanics

- a. Hispanics are taking over the city (lack of understanding of population growth).
- b. "Their" rights are being abridged.
- c. Hispanics are getting a disproportionate share of police services.
- d. Favoritism towards Hispanic applicants exists.
- e. Quality of officers will decrease in favor of increased quantity of Hispanics.



4. Media

- a. Media will be more responsive to Hispanics.
- b. Media coverage will be inadequate.
- c. Understanding/sensitivity/richness of Hispanics issues and views will be developed.
- d. Bias towards negative reporting exists.
- e. Media is not inclined to long-range support (sell papers today).

5. Police Management

- a. Hiring of civilian employees will increase.
- b. Quality of personnel will be maintained.
- c. Department will serve the entire city.
- d. More Hispanics will be hired.
- e. More complaints by Hispanics against Hispanic officers.
- f. Interpersonal skills must be improved via cross-cultural training.

6. Police Officer Association

- a. Pay scale will be maintained.
- b. More Hispanics will be hired.
- c. Promotions for whites will be limited.
- d. Hispanics will have better chance for promotion.
- e. Lesser qualified officers will be hired.
- f. Favoritism in favor of Hispanic applicants.

7. Hispanic Political Organizations

- a. City isn't hiring enough Hispanics.
- b. More police services for Hispanics are needed.
- c. More police sensitivity for Hispanics is needed.
- d. These organizations often jump to conclusions without having all the facts.
- e. These organizations bring up past incidents repeatedly.
- f. Media is used to publicize their "conclusions" and "past incidents" (damages police image).

8. Schools

- a. Schools do not encourage courses by which law enforcement will be understood.
- b. More officer involvement in recreational school activities.
- c. More Hispanic School Resource Officers needed.
- d. More bilingual and bicultural classes will be offered.
- e. Acculturation will stop negative community problems.

9. City Administration

- a. More Hispanics will be recruited.
- b. Internal/external resentment and resistance must be dissipated.
- c. Affirmative action is necessary.
- d. Racially representative police force can be obtained.
- e. Police sensitivity for Hispanics will be improved.

10. Affirmative Action Commission

- a. Affirmative action is difficult.
- b. "All" need to help to achieve goals.
- c. Cultural understanding helps.
- d. More Hispanics will be recruited.
- e. Racially representative police force can be realistically obtained.

Snaildarters among these stakeholders could be:

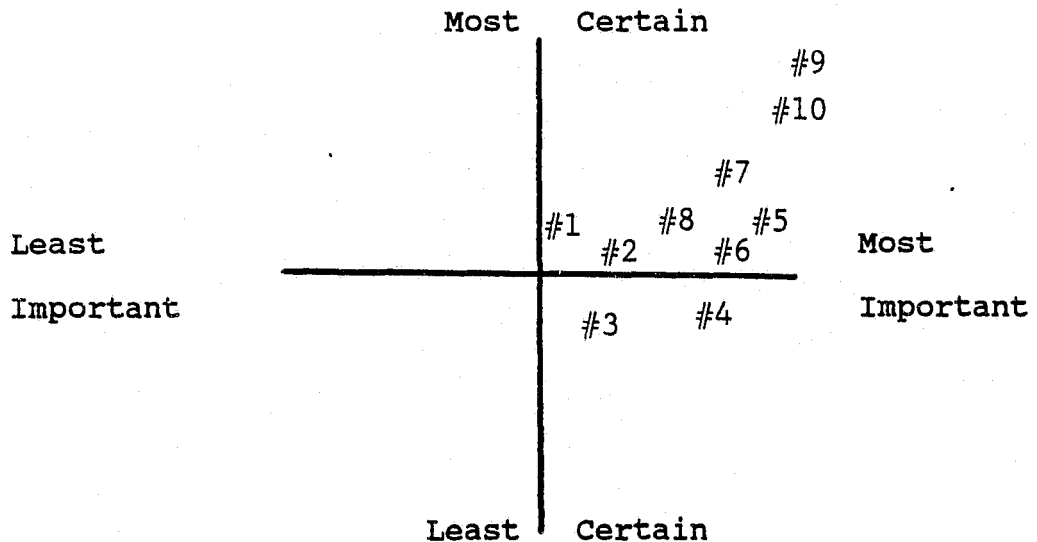
Non-Hispanic Citizens may have such a strong feeling that Hispanics are getting more than their share of police services that they may take political action to change this perception.

Hispanic Political Organizations-- may create so much controversy with formal complaints that police recruitment programs are delayed or not as effective as they could be.

Police Officers Association--may file legal objections to the increased emphasis on Hispanic hiring, causing such programs to be delayed.

STAKEHOLDERS

Importance and Degree of Assumption Certainty



The graph above clearly demonstrates that all of the stakeholders are quite important, particularly the "Affirmative Action Commission" and "City Administration." While "Non-Hispanics" and "Media" are important, there is some uncertainty about their exact positions on the issue.

PHASE II--Mission:

Macro Level Statement:

The mission of the Gabilan Police Department is to provide all citizens in the Gabilan Community with a safe environment. The department is dedicated to the preservation and protection of life and property. It will provide fair and impartial law enforcement for all citizens within the community. Effective and efficient services will be provided to prevent crime, should it occur, and apprehend the offenders.

Micro Level Statement:

The Gabilan Police Department will provide police personnel that are as representative as possible of the ethnic work force in the community. Police personnel will be bilingual, if possible, knowledgeable, and sensitive to cultural differences in a distinct effort to avoid friction in all police-community relationships. The department will be actively involved in Hispanic functions. The department will strive to provide a positive image for the Hispanic community and positive role models for Hispanic youth.

PHASE III -- EXECUTION:

A committee met to discuss alternative strategies. This committee consisted of six persons, three representing the City of Gabilan and three representing the City of Gasper. The committee was a cross-section of both organizations and included both police recruitment practitioners (several were on the Modified Conventional Delphi Committee utilized earlier) and several were non-sworn personnel. They were asked to provide policy strategies that would lessen or resolve impacts on the Gabilan Police Department.

The following strategies were offered: train officers to be recruiters; have officers join Hispanic organizations; establish a police athletic league; present police educational programs throughout the community; establish a full-time sophisticated recruiting unit; establish a police "role model/mentor" program; establish a Hispanic hiring list; hire Hispanic lateral transfers and financially help them relocate; hold a massive public relations/marketing blitz; recruit from Hispanics leaving the military; increase pay/benefits and emphasize security aspects of the job; establish an

entry-level hiring program; establish an Explorer Unit; train all officers to be recruiters; develop a network among the Hispanic community for recruiting; give cross-cultural training to officers; develop a vocational education program; appoint Hispanic School Resource Officers that are bilingual.

Voting narrowed the strategies to the following eight, which were considered further:

1. The Gabilan Police Department should have a full-time sophisticated recruiting unit. Its job would be to recruit qualified police applicants in whatever ethnic composition is required to make the agency representative of the ethnic groups available in the community work force. The unit should be fully trained to effectively recruit in the needed ethnic areas.
2. The Gabilan Police Department should develop an entry level hiring program. This program would, in particular, provide an opportunity for Hispanics to go

to work in introductory positions within the Police Department (such as a reserve, an aide or assistant) allowing them to determine if they really want to be police officers and also giving the department a chance to see whether they have the potential to be police officers.

3. The department should develop a network within the Hispanic community for the recruiting of qualified Hispanic police applicants. This would require extensive communications and networking with Hispanics and should increase the number of qualified Hispanic applicants.
  
4. The department should take steps to initiate a vocational law enforcement education program. This could be implemented through the adult school program or at one of the local high schools or colleges. This would provide an opportunity for young adults to attend a course that provides them with law enforcement knowledge and makes them more qualified to be a police officer applicant.

5. The department should develop and implement a role-model/mentor program to guide youth towards becoming qualified police applicants when they are old enough. Police "mentors" should provide information to interested youth in the fifth and sixth grades as to police qualifications so that they can obtain these qualifications before they get out of school. This program could provide a substantial number of qualified police applicants in the future.
  
6. The police department should raise the level of pay and benefit incentives, as necessary, to be competitive in the market for Hispanic applicants. A comprehensive study should be conducted and updated on an annual basis to determine that such incentives are adequate.
  
7. The Gabilan Police Department should conduct a massive public relations/marketing blitz directed specifically at qualified Hispanic applicants. Such an effort would have to be supported by appropriate resources and conducted by sophisticated recruiters using the most effective marketing techniques.



8. The police agency should take full advantage of the nearby military bases and recruit qualified Hispanic applicants who are leaving the service. Liaison should be developed with the military police and other segments of the service so that police agency information and qualifications are dispersed continually.

All of the above strategies were discussed in detail.

A "Modified Policy Delphi" rating sheet incorporating the feasibility/desirability index (Appendix I) was used to evaluate all of the strategies. The two strategies receiving the highest scores were policy #1--full-time sophisticated recruiting unit and #2--establishment of an entry level hiring program. The strategy demonstrating the greatest polarity was policy #5--"role model/mentor program."

The above three policies were further analyzed as follows:

1. Full-time sophisticated recruiting unit.

	<u>Pros</u>	<u>Cons</u>
a.	Builds cultural sensitivity	a. Expensive
b.	Targets departmental needs	b. Diverts manpower from other assignments
c.	More effective recruitment	c. Allows rest of employees to escape responsibility for recruitment

- |    |   |    |  |
|----|---|----|--|
| d. | Developes positive image and builds trust | d. | Initial resistance   |
| e. | Department will reflect community         | e. | Resentment by current employees and non-Hispanic community |
| f. | Change agent for department/community     |    |  |

The "full-time sophisticated recruiting unit" strategy would address all of the five identified trends and substantially take advantage of or lessen their impacts. The hiring of new officers that are either Hispanic or bilingual will result in improved communication skills, understanding and sensitivity towards Hispanics. It will make the department more representative of the community it serves and therefore more efficient and effective. It will improve management and police officer skills, as well as raise "average" or "weakness" areas, such as community support, morale, image of the department by the community, etc.

2. Establish an entry level hiring program.

- |    | <u>Pros</u>  | <u>Cons</u>   |
|----|--|---|
| a. | Dispel negative image                                | a. Fewer sworn officers is a safety concern   |
| b. | Early identification of potential qualified officers | b. Citizens have false perception that entry level personnel are fully trained-- just like sworn officers |

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>c. Relieves officers of boring/distasteful duties</li> <li>d. Allows officers to do more important duties</li> <li>e. "More for less" (more productivity for less money)</li> </ul> | <ul style="list-style-type: none"> <li>c. Lowering of standards</li> <li>d. Increases chance of job burnout by officers</li> </ul> |
|--|--|

This strategy would take advantage of or lessen, to a degree, the impacts of all of the five identified trends. It would particularly impact on the trend of applicant failure factors, in that those hired in entry level positions would have the opportunity to determine what they need to do to be sufficiently qualified to become a full-time police officer and thus receive guidance by current members of the agency towards such qualification.

This strategy would provide long term benefits, in contrast to that of the short term and immediate impact of strategy #1, "full-time sophisticated recruiting unit." It would complement strategy #1. Additionally, it would have an impact on a number of the department "weakness" and "average" areas such as manpower, calls for service, complaints received, morale and the community's image of the department.

3. Role model/mentor Program

<u>Pros</u>	<u>Cons</u>
a. Reach youth prior to their using drugs, getting bad credit or developing poor English skills	a. Resistance from current employees
b. More qualified Hispanic applicants over the long term	b. Time consuming
c. Increased communications with Hispanic community	c. Super long range payoff
d. Personal growth of officers involved	d. Dedicated personnel needed
e. Positive role models provided	e. Difficult to successfully implement in an inflexible agency

This strategy was identified as the most "polarized" one. In other words, it was viewed by some of the committee members as being extremely worthwhile; however, other members found that it definitely had some significant unanswered questions and that it may, in fact, be unworkable. Basically it was felt that this strategy would address all of the trends to some degree and particularly the trends of applicant failure factors and recruitment sophistication. This strategy requires "innovation" on the part of the personnel involved. Successful development and

implementation of this strategy would significantly increase communications between the Hispanic community and the police department and provide a number of qualified Hispanic police applicants because it would directly impact the major applicant failure factors and mitigate them.

The following graph accesses the stakeholders in terms of their position on each strategy:

	<u>Stakeholders</u>	<u>Recruit Unit</u>	<u>Entry Level</u>	<u>Mentor</u>
1.	Latino Officers Association	For	For	For
2.	Hispanic Community	For	For	For
3.	Non-Hispanic Community	Split	No	No
4.	Media	For	For	For
5.	Police Management	For	Split	Split
6.	Police Benefit Association	For	Split	Split
7.	Hispanic Political Organizations	For	Split	Split
8.	Schools	For	For	For
9.	City Administration	Split	For	For
10.	Affirmative Action Commission	For	For	For

RECOMMENDED ALTERNATIVE STRATEGY:

The strategy of using a full-time sophisticated recruitment unit has been selected as the number one program by which more qualified Hispanic police applicants can be obtained. This strategy would result in almost immediate short-term results, which are necessary. As the unit becomes more sophisticated and has established its short-term program, it can incorporate some of the long-term programs, such as the "Entry Level Jobs" and even some innovative programs, such as the "Mentor" program.

The strategy of a full-time sophisticated recruiting unit can maximize the impacts of all of the trends on the "issue" and can improve many of the "average" and "weakness" capabilities of the department.

Members of the committee believe that all of the stakeholders, with the exception of "non-Hispanic community" and "city administration" would be "for" this strategy. The committee was split (undecided) on the support that the key stakeholders of "non-Hispanic community" and "city administration" would provide for this strategy. They were undecided because they felt that these powerful stakeholders have not placed top priority on Hispanic hiring in the past.

There has been improvement in the number of Hispanics hired, but it was felt that this improvement would have been even greater had more emphasis and support been given to such recruitment. It is apparent that considerable effort must be put forth to "sell" these stakeholders on the benefits of the strategy so that it can be successful.

Short term implementation of this strategy would involve development of assigned personnel into experts in recruitment techniques. This will require that they attend the upcoming POST. "Recruiter Course" and the future POST "Cross-Cultural Program." Attendance at these two courses, however, will not fulfill all their training needs.

Recruiters must become totally familiar with the needs of the Gabilan Police Department and acquire extensive cultural knowledge of every ethnic group on which they are going to focus. Obviously, the major need in the Gabilan Police Department is for Hispanics and so the major portion of the recruiter's training should be concentrated in this direction. The other ethnic groups, however, must not be neglected either.

Once recruiters have acquired the cultural understanding necessary, they must have the time to become experts in all other phases of recruiting techniques. An example of this would be how to effectively use the media to reach

qualified Hispanics. Simply running a "help wanted" ad in a couple of newspapers once a week for two weeks in a row is insufficient. This may reach some Hispanics but is insufficient to reach a substantial number of qualified Hispanic applicants.

Obviously, all of this training will not occur immediately. It will take time. The department must accept this right from the start. A very strong commitment to Hispanic recruitment is necessary, otherwise the assigned personnel will be used for other assignments and the underutilization of Hispanics as police officers will continue.

#### PHASE IV -- Administration:

To implement the recommended strategic policy of "establishing a full-time sophisticated recruitment unit," positive administrative support is needed from one of the identified key stakeholders (city administration). The graph plotting the importance and degree of stakeholder assumption certainty vividly shows that "City Administration" is very important. The graph assessing the stakeholders in terms of their position on each strategy shows that "City Administration" is split (undecided) as regards the recruitment unit. It is



essential, therefore, that a plan for negotiating and selling the recommended strategy be developed.

The first step in developing such a plan is to determine what key strategic points for implementation of the recommended policy are negotiable and which ones are not. The following are negotiable points:

1. Two police officers will be selected as recruiters, with major emphasis on obtaining Hispanic applicants. There has been only a part-time police recruiter in the past.
2. Sophisticated training will be provided to the recruiters, consisting of the following: attendance at the POST "Recruiters Course" when it is available; attendance at the POST Cross-Cultural training course when it is available; six weeks of in-house training to expose the recruiter to Hispanic culture; exposure to the most effective marketing techniques by which Hispanic applicants can be obtained.

3. Sophisticated recruiting techniques will be used (all communications methods, such as verbal presentations throughout the community, citizenpolice positive interaction plans, TV, radio, newspaper, and other innovative programs, such as the "Mentor" plan).
4. Establish a voluntary goal of hiring two Hispanics for every non-Hispanic hire.
5. All police personnel will attend cross-cultural training with the next year.
6. All police personnel will be trained to become "limited" recruiters.
7. Police salary/benefits will be evaluated and adjusted annually to ensure sufficient financial attraction for qualified Hispanics is available. Bilingual pay will be increased to 10 percent and moving expenses, up to \$2000, will be paid if the evaluation shows they are warranted.

The key strategy points that are essentially non-negotiable are:

1. Recruiters will expend their total time obtaining qualified police applicants, with major emphasis on Hispanics.

2. There will be no forced hiring of Hispanics because it causes dissension within and without the department.
3. Only qualified applicants will be accepted because quality cannot be decreased, due to State training requirements and liability issues.

The second step in developing the plan is to thoroughly understand the stakeholder to which the plan will be presented. Gabilan "City Administration" reflects a city that has been extremely conservative throughout its history. Generally the city only expends funds after considerable justification and significant need have been demonstrated. "City Administration" is extremely sensitive to the desires of the citizens. These desires in the past and present have continued to reflect a "conservative" posture--that money only be spent as a last resort and then only if the current resources are being taxed to the limit.

In the recent past the City of Gabilan has been conducting "focused recruitment" (special emphasis) for all minorities. The results have been encouraging but have still left some ethnic groups underutilized. Specifically, the city has eliminated the underutilization of blacks as police officers, but Hispanics have remained constant. The work force

availability statistics used are from the 1980 census, while the employee statistics are current, as of March 5, 1988. Since there has been a large increase in the population in the City of Gabilan since 1980, the underutilization of Hispanics is undoubtedly more aggravated than the available statistics demonstrate. The city, along with its Affirmative Action Commission, have acknowledged that recruitment efforts need to be increased. The city knows there are mandated state police training requirements. Additionally, the city has been faced with a number of lawsuits in the past years dealing with liability issues. It wants qualified applicants.

"City Administration" is aware that in the very near future Hispanics will represent even more of the community and become quite politically astute.<sup>40</sup> This was evidenced recently when Hispanics demanded district elections for city council positions and the city agreed to it. It would have been extremely expensive to fight this issue in the courts.

"City Administration" needs an improved minority employee ratio which will take advantage of the efficiency and effectiveness that results when people understand and communicate with each other better. This ratio, if representative of the community, allows the city to become eligible for community development grants, which can mean millions of dollars being expended in the community. This is a dire need of the city and the community in a time of diminishing resources.

At the same time, the elimination of Hispanic underutilization in the police officer position could result in the city not having to face an expensive lawsuit by the local Hispanic political organization which is extremely unhappy with the continuing underutilization problem. Loss of such a lawsuit could result in a "consent decree" which would, in effect, dictate recruiting policies. The city does not want to lose control over its own recruitment policies.

One more pertinent point needs to be made in reference to the "City Administration." The city has real and definite funding problems, which have resulted in the "freezing" (not filling) of a number of positions over the last six months. The "freezing" of positions has been necessary to achieve a balanced budget by the end of this fiscal year. Since the implementation of the recommended strategy of "establishing a full-time sophisticated recruitment unit" requires additional funds, the city's financial situation could be a major roadblock towards approval of the strategy.

Reviewing the plan for negotiating and selling the recommended strategy and the needs and beliefs of the key stakeholder "City Administration" shows there are areas of mutual need and one major area of conflict. Hopefully, the interpretation of

the stakeholder's position is correct but preparation for unexpected items must be made and a willingness to re-evaluate the negotiation plan, if necessary, must be acceptable. One should not expect to win complete support of every point of their plan. The broad negotiating strategy is to garner support for the policy and have it implemented. The best way to do this is by addressing the stakeholder from a compromise mode. This will be done in a cooperative and positive atmosphere, seeking the stakeholder's participation in various ways, allowing the stakeholder to "buy in" to the success of the policy. "Listening" is crucial to this process, as well as providing essential documentation to support the key negotiating points. The stakeholder's needs and beliefs have been looked at and the intention is to negotiate the policy points from the perspective of fulfilling the stakeholder's needs to the degree that the implementation of the policy occurs. One must not be stubborn or push a point to the extent that the stakeholder withdraws, leaving both sides losers. One must remember that the stakeholder is negotiating from a position of power and is essential to the success of the policy.

Discussion with "City Administration" now takes place. The stakeholder supports the strategy in general, with a few exceptions. Both sides are addressing areas of mutual needs, recognize the values of goal achievement, and are cooperative,

so the compromise technique is appropriate. All documentation possible is presented. Since the overall policy covers a ten-year period, and it is not realistically possible to achieve the elimination of Hispanic underutilization immediately, the "crossroads" <sup>41</sup> (introduce several matters into the discussion so concessions can be made on one and gain on another) negotiation approach is used. Sometimes it is beneficial to be "successful" by degrees in order to accomplish the total goal in the end. Therefore, compromise on the two-to-one voluntary goal will be proposed with the result that "City Administration" will agree with the goal of hiring one Hispanic to every other hire. This will satisfy them, since it provides more attention to other ethnic groups, as well as satisfying the strategy needs, because it is a major improvement over the hiring of Hispanic applicants in the past.

Since the city has a lack of funds and must satisfy its need to hire only necessary personnel and use them to the maximum extent, they propose use of one of the currently hired police officers (specially selected for ability, initiative, commitment, etc., and preferably being bilingual or Hispanic) as the first full-time recruiter.

Additionally, they agree to consider another recruiter in a year. This compromise satisfies both "City Administration"

(because it addresses its needs) and strategy needs (because it is a vast improvement over past recruiting efforts).

The city agrees to implement the recommended policy of "establish a full-time sophisticated recruitment unit" and none of the my non-negotiable points were compromised. At the same time, all of the other negotiable points necessary to make the program successful have been maintained.

Key negotiating techniques used were working for both the stakeholder's needs and strategy needs at the same time, developing a participative partnership relationship that focused on "buy-in" teamwork and mutual gains. Since there was a great deal of compromise, neither side got everything it wanted, but both satisfied some of their needs. It was a win-win for both sides.

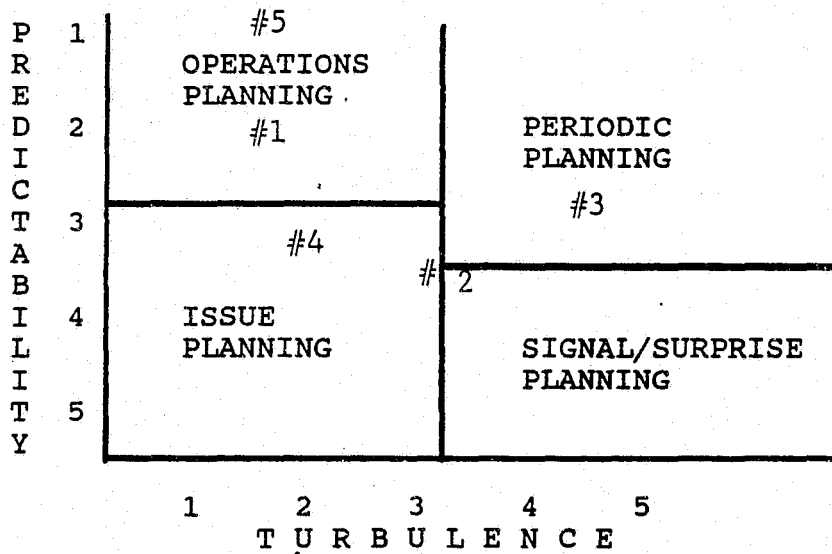
All of the other key stakeholders are in favor of the establishment of a recruitment unit, with the exception of the "non-Hispanic community." This key stakeholder would be approached in essentially the same manner as described above reference "City Administration." Compromise could be reached so that they would support the proposal.

Additional implementation steps include detailed preparation and submission of the policy, official administration approval and authorization, officer selection and training, equipment purchase, implementation and establishment of a critique procedure.



Logistically, office space and equipment must be provided, along with a vehicle and a budget sufficient to provide the training, transportation and materials necessary.

PHASE V -- PLANNING:



- #1-- Hispanic Power
- #2-- Hispanic/Police Rapport
- #3-- Recruitment
- #4-- Failure Factors
- #5-- Cross-Cultural Education

The above chart illustrates the types of planning systems that will be most appropriate for the Gabilan Police Department in reference to the environment of the issue of "What Police Programs will Enhance Recruitment of Hispanics by the Year

2000?" Essentially, all four types of planning will be necessary--tactical, issue, periodic and signal/surprise. The following two examples illustrate the systems.

Hispanic political empowerment (#1) is viewed as creating an occasional change and to be highly predictable. Consequently, it falls in the tactical planning area. Hispanic community/police rapport is viewed as being somewhat predictable and requiring some issue and periodic planning, but, depending on the issue at the time, it may require some surprise planning. The shooting of a Hispanic, for example, may be viewed as unjustified by the community and unforeseen community reaction may trigger surprise planning on the part of the police department. Consequently, it falls between issue, periodic and surprise planning on the chart. All of the other trends were located in either the tactical issue or periodic planning areas, indicating that proper preplanning and preparation can appropriately address the environment areas.

"Part II -- Strategic Management" has built upon "Part I -- A Future Study." The situational audit identified numerous threats and opportunities faced by the Gabilan Police Department. It also identified the department as an "average" one that must improve its skills and resources if it wishes to maximize the results that can come from implementing any new

program. An in-depth look at key stakeholders identified their assumptions and how important they are. The mission of the Gabilan Police Department was formalized in both macro and micro statements. Considerable analysis resulted in the selection of the strategic policy of "establishment of a full-time sophisticated recruitment unit" as a policy which would result in maximum results regarding the issue of what police programs will enhance recruitment of Hispanics by the year 2000. Administrative action steps, such as a negotiation plan to win support of key stakeholders and specifying the numerous and varied implementation steps necessary to put the policy into operation, were outlined.

Finally, control and planning were addressed by the various planning processes which will be necessary to facilitate the orderly progress and accomplishments of the strategic plan.

"Strategic Management" is the second major proactive step taken in this research. It prepares the way for the development of the third and final proactive step--that of creating an appropriate transition management process.

WHAT POLICE PROGRAMS  
WILL ENHANCE  
RECRUITMENT OF HISPANICS  
BY THE YEAR 2000?

PART III -- TRANSITION MANAGEMENT

"Part I -- A Future Study" identified some possible future trends and events related to the issue of "What police programs will enhance recruitment of Hispanics by the year 2000?" Hispanic political empowerment, recruitment resources and sophistication, cross-cultural education, consent decree, election of a Hispanic mayor, etc., were just some of the trends and events that may have considerable impact on the recruitment of Hispanics as police officers for the Gabilan Police Department through the year 2000.

"Part II -- Strategic Management" resulted in developing a strategic plan in which the impacts of the trends and events could be met, lessened, or taken advantage of. The plan identified the alternative strategy of "establishing a full-time sophisticated recruiting unit" as having the most immediate and long term significant benefits to assist the Gabilan Police Department in its effort to hire more Hispanic officers.

"Establishing a full-time sophisticated recruiting unit" means designating personnel whose sole responsibility would be to recruit qualified police applicants in whatever ethnic composition required to make the agency representative of the ethnic groups available in the community work force. The recruiting personnel would be fully trained to effectively recruit in the needed ethnic areas.

The strategic plan resulted in the following key points being accepted by all stakeholders:

1. One police officer will be assigned as a full-time recruiter with major emphasis on obtaining Hispanic applicants. Consideration will be given to a second full-time recruiter in the following year.
2. Sophisticated recruiting/cultural training will be provided to the recruiter.
3. All sophisticated recruiting techniques will be used.
4. A voluntary goal of hiring one Hispanic for every other hire was established.
5. All police personnel will receive cross-cultural training within the coming year.

6. All police personnel will be trained to become "limited" recruiters.
7. Police salary/benefits will be evaluated annually and adjusted if necessary to ensure that sufficient financial attraction (bilingual pay, moving expenses, etc.) for qualified Hispanics is available.
8. There will be no forced hiring of Hispanics.
9. Only qualified applicants will be accepted.

The purpose of "Part III -- Transition Management" is to build upon Part I and Part II and develop a transition process by which the plan developed in Part II is strategically managed to produce the desired "future state" for the Gabilan Police Department which is as follows: On January 1, 2000, the Gabilan Police Department police officer personnel composition will reflect the same percentage of Hispanics as there are available in the community work force.

The "present state" is considerably different from the above described "future state" since the population of the City of Gabilan is composed of nearly 45 percent Hispanics currently

and by the year 2000 this will likely increase to over 50 percent. Only 15 percent of the Gabilan Police Department is Hispanic at the present time. The 1990 census will very likely show that the Hispanic work force available in the community has risen considerably above the 20 percent available in the 1980 census. A number of calls-for-service require translation capabilities, which are not available for a period of time. Some calls-for-service are not handled as effectively as they could be if there were more cultural understanding.

The successful transition of the Gabilan Police Department from its "present state" (few Hispanic police officers) to the desired "future state" (many Hispanic police officers) will have many benefits, both to the department and to the Salinas community. The Gabilan Police Department's mission of providing "effective and efficient services" will be enhanced by the increased numbers of Hispanic officers. The larger number of Hispanic officers will provide greater communications and understanding with the Salinas community overall. The department's goals of crime reduction and providing maximum service for minimum cost will be enhanced.

The transition process will be developed by analyzing the "critical mass." They are the minimum number of key players,

who, if they support the change, it is likely to succeed, or if they oppose the change, it is likely to fail. The appropriate management structure will be selected by which the change will be effectively facilitated. Finally, technologies and methods will be selected that will best support the implementation of the change process.

Phase I -- Critical Mass:

Everyone in an organization is effected by change and many people resist change. Usually there are key people or groups within or without an organization that must be committed to a change in order to make a successful transition from the "present state" to the desired "future state." This analysis is necessary in order to ensure that political reality is incorporated in the transition process. These individuals/groups can make the transition successful because they can get the others to accept it.

The following "Type of Commitment" chart illustrates the critical mass that are relevant to making a successful transition in the Gabilan Police Department from an agency with few Hispanic police officers in 1989 to many Hispanic police officers in 2000:



TYPE OF COMMITMENT

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Latino Officers Assn.			X	
Police Officers Assn.	X	O		
City Manager			X	
Police Chief			O	X
Informal Leaders	X	O		
Police Recruiter			X	
Police Sergeant			X	O
Non-Hispanics	X	O		
Hispanic Political Org's			X	
Personnel Director			X	
Affirmative Action Comm.			X	
Police Supervisors		X	O	

X= Where "critical mass" stands now.  
O= What is needed from "critical mass."

The above 12 individuals/groups are "critical mass" key players. The chart illustrates the type of commitment (X) that they currently have and the type of commitment (O) that they must have for a successful transition plan. The minimum commitment of each of the "critical mass" players is "Let Change Happen." Completion of the chart readily identifies areas where action needs to be taken to bring about necessary commitment for transition success. This analysis is a result of numerous discussions with members of the Gabilan Police Agency.

There are three "critical mass" players who will "Block Change" unless something is done to move their commitment to "Let Change Happen." Techniques that will be used to change their commitment to "Let Change Happen" are as follows:

1. Police officers association and informal leaders within the department. Education, persuasion, power, role modeling and changing rewards will be used by the police chief, police sergeant and police supervisors to change the commitment of these "critical mass" actors. Empirical data will be presented that demonstrates the negative effects of not having enough Hispanic officers to deal with the numbers of calls-for-service requiring Spanish-speaking abilities and Hispanic cultural understanding. This will be directly related with the increase in department efficiency and effectiveness that can be obtained by increasing the number of bilingual and Hispanic officers.

The sophistication of the recruiting process will be covered in detail. The annual salary/benefit evaluation and adjustment may encourage current employees to become bilingual and will serve as proof that the city is serious about the plan. Their help as "limited" recruiters will further ensure that only qualified applicants are accepted. It will be stressed that quality cannot be decreased and there will be no forced hiring of Hispanics. The

cross-cultural training, coupled with "limited" recruiting training, will further the education process.

The police chief will use power when he establishes himself as a "role model" of support for the change. He will make it obvious to all when he publicly announces it and establishes the change as a high priority issue to be accomplished. He will institutionalize it by making it a distinct part of each employee's performance evaluation which could effect each employee's salary level.

2. Non-Hispanic Citizens. Persuasion and education will be used to change non-Hispanic citizens' commitment to "Let Change Happen." The empirical data discussed above, showing the negative effects of insufficient Hispanic officers and the direct correlation in efficiency and effectiveness by having more Hispanic officers, will be pointed out. The sophistication of the recruitment process will be discussed in detail and emphasis will be placed on the key point that only qualified applicants will be accepted.

One "critical mass" key element is police supervisors. Currently they will "Let Change Happen" but it is preferable that their commitment move to "Help Change Happen." This will be done via the methods indicated above (persuasion, education, power, role modeling and changing rewards).

The police chief is ready to "Make Change Happen." He has switched to "Help Change Happen," however, because he has too many other things to take care of that may result in his not being able to give the necessary attention to this change to make it successful. The person who will "Make Change Happen" will be the police sergeant. The reasons for this assignment will be discussed in the following management structure phase.

The other "critical mass" key players essential to the successful transition are already committed to "Help Change Happen." They are the Latino Officers Association, city manager, police recruiter, Hispanic political organizations, personnel director and Affirmative Action Commission. All of the "critical mass" players are now committed to at least "Let Change Happen," the minimum commitment to provide a successful transition.

Phase II -- Management Structure:

The management structure that will best facilitate this change must ensure that sufficient attention and emphasis is placed on the plan while obtaining input from all segments of the organization. There are many alternative structures for managing a transition. The appropriate structure for "establishing a full-time sophisticated recruitment unit" for the Gabilan Police Department is for the police chief to appoint the training sergeant as a "project manager." 42

The police sergeant, as the "project manager" will have the executive power to manage the change. Essentially this means that he/she will deal not only from his/her own base, but from the Office of the police chief and therefore has access to all the resources of the department in order to successfully accomplish the transition.

This assignment is a natural one in the case of the Gabilan Police Department. The police sergeant is presently assigned to the Administration Division and handles many responsibilities directly for the police chief. During the past year he handled several special projects which have been concluded. He can now devote approximately 25 percent of his time to ensuring the success of this change.

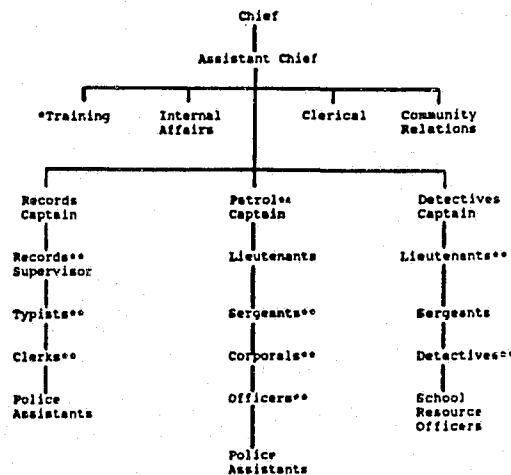
At the same time, the sergeant is already in charge of training for the entire department. He knows how to arrange for the specialized POST training for the recruiter. He has a network established within the organization which will facilitate the "limited recruiting" and cross-cultural training for each member of the agency. Finally, this particular sergeant has effective interpersonal skills with a preference for persuasion rather than force and has the respect of the existing staff. Also, he is admired by the other change advocates.

Once the sergeant is appointed as "Project Manager," he will have the power to mobilize the resources to bring about the change. The police chief will give him direction that his primary responsibilities are training and recruitment, with particular emphasis on Hispanic recruitment. He will ensure that the officer selected as the recruiter obtains the appropriate training and is given no other responsibility other than recruiting, as indicated earlier. In addition to making sure that the recruiter is properly trained via the POST courses, the sergeant will attend the courses also. He can supervise the recruiter properly if he knows current "state-of-the-art" recruitment techniques.

The "Project Manager" will use another management structure

called the "diagonal slice" to ensure that communications, both up and down, take place throughout the organization reference the transition plan. Essentially, the "diagonal slice" structure means there will be a committee consisting of a representative from nearly every different position in the agency that will meet regularly with the "Project Manager" in reference to the transition plan.

The organizational structure of the Gabilan Police Department is shown below (simplistically), with the "Project Manager" indicated by an asterisk. Positions from which the "diagonal slice" committee will be selected are indicated by two asterisks. As one can see, there will be representatives from all departmental divisions and different ranks. Such a committee will provide input from the informal structure of the organization in a very representative fashion. Communication is an essential ingredient in ensuring success of the change and therefore considerable importance has been placed on it, both formally and informally, via the management structures used.



Phase III -- Technologies and Methods:

A number of technologies and methods (developed after numerous discussions with members of the Gabilan Police Department) will be used to support implementation of this change, and they are described as follows:

1. "Readiness/Capability" chart shown below.

READINESS/CAPABILITY CHART

	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
1. Latino Off. Assn.	X				X	
2. Police Off. Assn.			X			X
3. City Manager		X			X	
4. Police Chief		X			X	
5. Informal Leaders			X			X
6. Police Recruiter			X			X
7. Police Sergeant		X				X
8. Non-Hispanics			X			X
9. Hisp. Pol. Org's	X				X	
10. Personnel Director		X				X
11. Aff. Action Comm.	X				X	
12. Police Supervisors			X			X

The chart lists each of the "critical mass" and ranks them according to their readiness and capability with respect to the proposed change. It is obvious in both the readiness and capability areas that many of the "critical mass" players are not in the high column.



In fact, none of the critical mass is in the high column in the capability area. A great deal of training needs to take place in order to raise both the readiness and capability factors of the "critical mass" to a higher level in order to ensure success of the change. Once again, persuasion and education should be used extensively. The police recruiter, for example, has not even been selected yet, much less trained, and therefore has a low capability. Once the selection and training has taken place, the capability level will rise considerably.

2. "Responsibility chart" illustrated below:

RESPONSIBILITY CHART

R= Responsibility (not necessarily authority)  
 A= Approval (right to veto)  
 S= Support (put resources available)  
 I= Inform (to be consulted)  
 - = Irrelevant to this item

ACTORS →	Latino Off's Association	Police Off's Assn.	City Manager	Police Chief	Informal Leaders	Police Recruiters	Police Sergeant	Non-Hispanics	Hispanic Pol. Org's	Personnel Director	Aff. Action Commission	Police Supervisors
DECISIONS ↓												
Planning	I	I	A	A	I	S	R	I	I	S	S	I
Selection of Recruiter	I	I	A	A	I	-	R	I	I	S	S	I
Resources	S	S	A	R	S	S	S	I	S	S	S	S
Training	I	I	A	A	I	S	R	I	I	S	S	S
Live Presentations	S	S	A	A	S	S	R	I	S	S	S	S
Use of Media	I	I	A	A	I	S	R	I	I	S	I	I
Recruitment	S	S	A	A	S	S	R	I	S	S	S	S
Reach Goal	S	S	A	A	S	S	R	I	S	S	S	S
Organize Community	I	I	A	A	I	S	R	I	S	S	S	I
Evaluate Benefits	I	I	A	A	I	S	S	I	I	R	I	I
Recruiter Only Recruits	I	I	A	A	I	-	R	I	I	I	I	I
Long Range Programs	S	S	A	A	S	S	R	I	S	S	S	S

This chart specifies the type of responsibility each of the critical mass has in reference to each decision made towards implementation of the change. Depending on the decision, a critical mass key player may have the right to veto (A), may have full responsibility to see that the decision is carried out (R), may have to make resources available (S) or may simply need to be informed or consulted (I). Using the "recruitment" decision for illustration purposes, it can readily be seen that all of the "critical mass" must provide resources with the exception of the city manager and police chief, who have the right to approve or disapprove the decision, the police sergeant, who has the responsibility to see that recruitment is carried out, and, finally, the non-Hispanics, who need only to be informed of what is taking place.

This clarification of responsibility reduces ambiguity, wasted effort and adverse emotional reactions between the "critical mass" key players. It improves communications and will be used right at the beginning of the implementation, so that everyone knows what his/her role is reference each decision pertaining to the transition.

3. A chronological listing of priority action steps will be provided for a logical and effective implementation process.
4. Continual feedback will be obtained via both formal organizations working with the "Project Manager" and input from the "diagonal slice" informal representatives.
5. Team-building workshops, provided via the POST training program, will be used to bring members of the organization closer together as effective units striving for the same goal.

The "transition management" plan has been developed. The "critical mass" actors have been identified and their level of commitment adjusted appropriately. The two management structures of "Project Manager" and "diagonal slice" were determined to be the most appropriate for the change process. Such structures would provide the high level of communications, organization and resources to accomplish the change. Last, but certainly not least, a number of technologies and methods were identified to be employed to support implementation. They will help to manage anxiety and uncertainty during the transition period (responsibility chart, team building, etc.).

The "future state" of having the same percentage or more Hispanics (as compared to the percentage of Hispanics in the community work force) as police officers on the Gabilan Police Department by the year 2000 has a significantly greater chance of success as a result of this transition plan. The "transition" is ready to be implemented.

WHAT POLICE PROGRAMS  
WILL ENHANCE  
RECRUITMENT OF HISPANICS  
BY THE YEAR 2000?

CONCLUSIONS AND RECOMMENDATIONS

Generally police Hispanic recruitment has not kept pace with Hispanic growth. Many cities have experienced difficulty recruiting qualified Hispanic police applicants. The reasons for the lack of applicants is hard to pinpoint, but the research conducted indicates there is not just one reason, but a variety: some police agencies have not tried very hard to recruit Hispanics (simply placing a recruitment ad in a paper, for example); some interested Hispanics are not qualified due to lack of English skills; some police agencies have had little budgetary funds for recruitment; some qualified Hispanics have pursued other occupations because of a perception that police are corrupt.

The difficulty of recruiting qualified Hispanics persists today. There is no "state-of-the-art" recruiting course available right now. Few police agencies require their recruiters to complete structured, comprehensive, in-house recruiting training, which encompasses cultural knowledge and understanding. Research interviews revealed that some

qualified Hispanic applicants do not apply because they perceive that the police have a poor image. Police benefits are attracting some Hispanics, but recruitment is still low.

Many police agencies want to increase the number of qualified Hispanic police applicants. They want and need solutions that will yield maximum results at minimum costs, especially in this era of diminishing resources. Unfortunately, there is no quick and easy answer. There are, however, some real, viable programs that should increase Hispanic recruitment.

My research surfaced the strategy of "establishing a full-time sophisticated recruitment unit" as having maximum short term and long-term benefits. It requires a strong commitment from an agency to make it work. It requires financial support to succeed. Many agencies will embrace it only if they look beyond their current recruitment parameters. It appears less expensive than fighting and losing a lawsuit, which mandates a "consent decree." Such "decrees" result in departmental and community friction and remove control of most recruitment procedures from the agency. The worst case scenario was experienced in Miami, Florida, where recruitment was turned over to a private agency, which averaged entrance and psychological exam scores. <sup>43</sup>

Many other viable strategies (entry level hiring programs, role-model/mentor programs, etc.) surfaced during this research and are worthy of agency consideration. Each police agency needs to evaluate its own situation and customize its

recruitment program. POST is developing a "Recruiter Course" and studying the possibility of developing cross-cultural training. Help appears to be on the horizon in these areas, but agencies should develop additional extensive cultural training on their own to become truly sophisticated in this area.

Several related issues that should be thoroughly researched that could substantially enhance political support by key stakeholders for Hispanic recruitment are: 1) development of a comprehensive survey technique that police agencies could use to determine the extent of inefficiency impact caused by lack of bilingual ability/cultural sensitivity by current personnel; 2) more definitive research on the number of qualified Hispanics available that are graduating from high school/college or leaving the military and why they are accepting positions in other occupations.

Demographics project an ever-increasing segment of our population will be Hispanic between now and the year 2000. Many of these Hispanics can be successfully hired by police agencies who adopt a proactive recruitment program now.

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MODIFIED CONVENTIONAL DELPHI COMMITTEE

1. Mike Singh, Chief Deputy, Imperial County Sheriff's Department, 328 Applestill Road, El Centro, California 92244, (619) 339-6303.
2. Nick Lopez, Sergeant, Los Angeles County Sheriff's Department, Recruitment Unit, 11515 So. Colima Road, Whittier, California 90604, (213) 946-7011.
3. Rose Melendez, Police Officer, Recruitment/Retention, San Francisco Police Department, Hall of Justice, 850 Bryant Street, Room #575-17, San Francisco, California 94103, (415) 553-1997.
4. Helen Kidder, Lieutenant, Commanding Officer, Employee Opportunity and Development Division, Los Angeles Police Department, 150 N. Los Angeles Street, Los Angeles, California 90012, (213) 485-6450.
5. Mel Dern, Personnel Director, City of Salinas, California, 200 Lincoln Avenue, Salinas, California 93901, (408) 758-7254.
6. Joe Markwell, Lieutenant, San Diego Police Department, 1400 Broadway Street, San Diego, California 92101, (619) 531-2099.
7. Arlyn Mayes, Director, California State Department of Employment located in Salinas, California 93901, (408) 422-4731.
8. Roger Milligan, Sergeant, Salinas Police Department, California, 222 Lincoln Avenue, Salinas, California 93901, (408) 758-7164.
9. Crescencio Padilla, Deputy State Director and member of the Salinas California Chapter of the League of United Latin American Citizens, P.O. Box 539, Salinas, California 93902, (408) 755-5058.
10. Cesar Flores, Central California Regional Representative for the Equal Employment Opportunity Commission, U.S. Courthouse Building, 280 S. First Street, Suite #4150, San Jose, California 95113, (408) 291-4231.
11. Rosamaria Hernandez, member of the Latino Police Officer's Association and a Crime Prevention Specialist for the San Jose Police Department, California, 476 Park Avenue, San Jose, California 95110, (408) 277-4133.

CANDIDATE TRENDS

- |   |   |
|---|---|
| 1. Americanization of Hispanics.  | 24. Lack of Motivation by Hispanics.  |
| 2. Recruitment Resources and Sophistication.                                      | 25. Hispanics Inability to Handle Discipline Imposed at Academy Training.                                 |
| 3. Cross-cultural Education.  | 26. Poor Learning Skills by Hispanics.  |
| 4. Hispanic Community/Police Rapport.   | 27. Hispanic Dropout Rate.  |
| 5. Hispanic Political Empowerment.  | 28. Language Diversity.   |
| 6. Affirmative Action.  | 29. Cultural Differences.   |
| 7. Hispanic Police Role Models.   | 30. Religious Influences.   |
| 8. Competitiveness (Police vs Private Industry).                                  | 31. Anti-Police/Military Experiences.   |
| 9. Immigration.   | 32. Lack of Citizenship.  |
| 10. Applicant Failure Factors.  | 33. Community Need for Hispanic Services.   |
| 11. Greater Number of Legal Residents Available.                                  | 34. New Career Programs to Introduce Hispanics to Law Enforcement.  |
| 12. Higher Educational Level.   | 35. Better Internal Organizational Culture to Develop More Open Environment & Participation by Hispanics. |
| 13. Immigration Patterns.   | 36. Increased Outreach Efforts by Agencies.   |
| 14. Department Image.   | 37. Increased Internal Administrative Decisiveness & Program Support for Hispanic Recruitment.            |
| 15. Changing Cultural Attitude About Police.                                      | 38. Decreased Incongruity and Conflict of Old vs New Ways of Recruiting.                                  |
| 16. More Hispanics Available.   |   |
| 17. Community Involvement.  |   |
| 18. Increased Benefits.   |   |
| 19. Continued Growth of Hispanic Involvement in Crime. (Victims and Perpetrators) |   |
| 20. More Hispanic Involvement In City Government.                                 |   |
| 21. Expansion of City Boundaries.   |   |
| 22. Agency Employment Opportunities.  |   |
| 23. Family and Social Pressure Against Law Enforcement Careers.                   |   |

CANDIDATE EVENTS

1. Amnesty Programs.
2. Departmental Scandal.
3. Elimination of the GANN Initiative.
4. Consent Decree.
5. Annex Baja, California.
6. Minority Law Suit.
7. Hispanic Shot and Killed by Police.
8. Hispanic Chief Hired.
9. Racial Strive Among Officers.
10. Lateral Hispanic Transfer in Upper Administrative Positions, such as Captains & Lieutenants.
11. Promotion of Hispanic Officers into Higher Ranks.
12. Competitive Salaries for Agencies to Attract Hispanics.
13. Growth of Community Involvement.
14. Hispanic Population Increase.
15. Hispanic Political Empowerment.
16. Negative Publicity Relating to Hispanics in Profession.
17. Race Riots.
18. Officers Killed in Line of Duty.
19. Direct Vocational Education.
20. Appointment of Hispanic City Manager.
21. Election of Hispanic Mayor.
22. Positive Police Involvement in Community Events.
23. Police Promote Hispanic Community Event.
24. Police Science High School Courses.
25. Law Enforcement High School Counselor.
26. Bilingual Recruitment Program.
27. Police Involvement in Fund Raising for Community Agencies.
28. Elementary School Bilingual Role Model Presentations.
29. Targeted Recruitment.
30. Police Aptitude Tests at Elementary/Jr. High/High School Levels.
31. Law Enforcement Career Awareness Programs.
32. Explorer Units.
33. Community Service Aide Program.
34. School Organizations Directed at Familiarization with Law Enforcement Culture/ Opportunities.
35. More Aggressive Leadership Role Taking by Hispanics.
36. Movement Resulting in Management Changes as the "Old Guard" Moves on or Retires.
37. Retirements.
38. District Elections.
39. Limited War with Foreign Country.
40. Major Earthquake.
41. Open the United States/ Mexico Border.
42. City Bankrupt.

TREND DIRECTION (RAW DATA)

* Latino Organization Representative TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		3 Years Ago	Today	3 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	80	100	80	60
HISPANIC COMMUNITY/POLICE RAPPORT	T <sub>2</sub>	80	100	350	500
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	50	100	200	300
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	80	100	200	350
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	80	100	200	400

* Recruiting Police Commander TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		3 Years Ago	Today	3 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	50	100	200	400
HISPANIC COMMUNITY/POLICE RAPPORT	T <sub>2</sub>	80	100	200	300
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	70	100	200	300
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	60	100	150	200
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	80	100	200	400

* Personnel Director TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		3 Years Ago	Today	3 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	50	100	300	800
HISPANIC COMMUNITY/POLICE RAPPORT	T <sub>2</sub>	0	100	200	300
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	50	100	150	250
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	80	100	200	300
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	40	100	200	300

* Sheriff's Chief Deputy Recruiter TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		3 Years Ago	Today	3 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	25	100	125	200
HISPANIC COMMUNITY/POLICE RAPPORT	T <sub>2</sub>	50	100	150	300
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	50	100	200	300
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	125	100	75	100
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	75	100	125	150

TREND DIRECTION (RAW DATA)

* ZEDC Representative TREND STATEMENT		LEVEL OF THE TREND (Rank: Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	30	100	200	400
HISPANIC COMMUNITY/POLICE RAPPORT	T <sub>2</sub>	20	100	150	150
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	10	100	150	175
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	50	100	150	200
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	20	100	150	300

* Police Recruiting Sergeant TREND STATEMENT		LEVEL OF THE TREND (Rank: Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	25	100	150	250
HISPANIC COMMUNITY/POLICE RAPPORT	T <sub>2</sub>	20	100	125	150
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	40	100	130	170
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	100	100	100	50
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	25	100	100	175

* State Employment Director TREND STATEMENT		LEVEL OF THE TREND (Rank: Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	50	100	175	200
HISPANIC COMMUNITY/POLICE RAPPORT	T <sub>2</sub>	75	100	110	125
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	70	100	125	150
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	100	100	120	120
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	100	100	110	120

* Police Recruiting Sergeant TREND STATEMENT		LEVEL OF THE TREND (Rank: Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	50	100	200	300
HISPANIC COMMUNITY/POLICE RAPPORT	T <sub>2</sub>	50	100	150	200
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	25	100	150	200
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	100	100	150	200
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	40	100	200	300

TREND DIRECTION (RAW DATA)

* Hispanic Organization Representative TREND STATEMENT		LEVEL OF THE TREND (Rate Today = 100)			
		3 Years Ago	Today	3 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	120	100	140	160
HISPANIC COMMUNITY/POLICE SUPPORT	T <sub>2</sub>	95	100	110	140
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	80	100	130	150
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	100	100	110	120
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	80	100	120	150

* Recruiting Police Officer TREND STATEMENT		LEVEL OF THE TREND (Rate Today = 100)			
		3 Years Ago	Today	3 Years From Now	10 Years From Now
HISPANIC POLITICAL EMPOWERMENT	T <sub>1</sub>	25	100	50	75
HISPANIC COMMUNITY/POLICE SUPPORT	T <sub>2</sub>	15	100	55	90
RECRUITMENT RESOURCES & SOPHISTICATION	T <sub>3</sub>	10	100	65	75
APPLICANT FAILURE FACTORS (DRUG USAGE, POOR READING/WRITING SKILLS)	T <sub>4</sub>	10	100	30	20
CROSS-CULTURAL EDUCATION	T <sub>5</sub>	10	100	75	75



EVENT PROBABILITY (RAW DATA)

* Latino Organization Representative	EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Year that Probability First Exceeds Zero	Five Years From Now (+/-10%)	Ten Years From Now (+/-10%)	Positive (+/-10)	Negative (+/-10)
	CONSENT DECREE	1989	80	90	+9	
	HISPANIC CHIEF APPOINTED	1989	100	250	+10	
	POLICE SHOOT & KILL HISPANIC	1989	100	200		-5
	HISPANIC CITY MANAGER APPOINTED	1989	40	150	+10	
	HISPANIC MAYOR ELECTED	1989	50	150	+10	

* Recruiting Police Commander	EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Year that Probability First Exceeds Zero	Five Years From Now (+/-10%)	Ten Years From Now (+/-10%)	Positive (+/-10)	Negative (+/-10)
	CONSENT DECREE	1989	50	100	+4	
	HISPANIC CHIEF APPOINTED	1989	30	60		-1
	POLICE SHOOT & KILL HISPANIC	1989	100	100		-5
	HISPANIC CITY MANAGER APPOINTED	1989	20	40	+1	
	HISPANIC MAYOR ELECTED	1989	40	80	+6	

* Personnel Director	EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Year that Probability First Exceeds Zero	Five Years From Now (+/-10%)	Ten Years From Now (+/-10%)	Positive (+/-10)	Negative (+/-10)
	CONSENT DECREE	1989	100	50		6
	HISPANIC CHIEF APPOINTED	1989	50	100	3	
	POLICE SHOOT & KILL HISPANIC	1989	50	100		9
	HISPANIC CITY MANAGER APPOINTED	1989	80	100	6	
	HISPANIC MAYOR ELECTED	1989	90	100	6	

* Sheriff's Chief Deputy Recruiter	EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Year that Probability First Exceeds Zero	Five Years From Now (+/-10%)	Ten Years From Now (+/-10%)	Positive (+/-10)	Negative (+/-10)
	CONSENT DECREE	1989	50%	25%	+5	
	HISPANIC CHIEF APPOINTED	1989	10%	25%	+5	
	POLICE SHOOT & KILL HISPANIC	1989	5%	10%		-4
	HISPANIC CITY MANAGER APPOINTED	1989	20%	40%	+2	
	HISPANIC MAYOR ELECTED	1989	10%	30%	+5	

EVENT PROBABILITY (RAW DATA)

* EEOC Representative EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that Probability First Occurs Zero	Five Years From Year (0-100)	Ten Years From Year (0-100)	Positive (0-10)	Negative (0-10)
CONSENT DECREE	1989	40%	85%	+8	
HISPANIC CHIEF APPOINTED	1989	30%	70%	+5	
POLICE SHOOT & KILL HISPANIC	1989	40%	100%		-10
HISPANIC CITY MANAGER APPOINTED	1989	50%	80%	+7	
HISPANIC MAYOR ELECTED	1989	50%	100%	+10	

* Police Recruiting Sergeant EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that Probability First Occurs Zero	Five Years From Year (0-100)	Ten Years From Year (0-100)	Positive (0-10)	Negative (0-10)
CONSENT DECREE	1989	100	100	+5	
HISPANIC CHIEF APPOINTED	1989	100	100	+3	
POLICE SHOOT & KILL HISPANIC	1989	100	100		-5
HISPANIC CITY MANAGER APPOINTED	1989	100	100	+2	
HISPANIC MAYOR ELECTED	1989	100	100	+2	

* State Employment Director EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that Probability First Occurs Zero	Five Years From Year (0-100)	Ten Years From Year (0-100)	Positive (0-10)	Negative (0-10)
CONSENT DECREE	1989	20	50	10	
HISPANIC CHIEF APPOINTED	1989	10	20	8	
POLICE SHOOT & KILL HISPANIC	1989	80	100		5
HISPANIC CITY MANAGER APPOINTED	1989	10	25	6	
HISPANIC MAYOR ELECTED	1989	25	50	8	

* Police Recruiting Sergeant EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that Probability First Occurs Zero	Five Years From Year (0-100)	Ten Years From Year (0-100)	Positive (0-10)	Negative (0-10)
CONSENT DECREE	1989	50	30	+3	
HISPANIC CHIEF APPOINTED	1989	30	50	+5	
POLICE SHOOT & KILL HISPANIC	1989	30	20		-9
HISPANIC CITY MANAGER APPOINTED	1989	25	50	+4	
HISPANIC MAYOR ELECTED	1989	30	70	+4	

EVENT PROBABILITY (RAW DATA)

* Hispanic Organization Representative EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that Probability First Exceeds Zero	Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
CONSENT DECREE	1989	50%	100%		
HISPANIC CHIEF APPOINTED	1989	10%	90%		
POLICE SHOOT & KILL HISPANIC	1989	15%	100%		
HISPANIC CITY MANAGER APPOINTED	1989	5%	10%		
HISPANIC MAYOR ELECTED	1989	10%	50%		

* Recruiting Police Officer EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that Probability First Exceeds Zero	Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
CONSENT DECREE	1989	90%	100%		-5
HISPANIC CHIEF APPOINTED	1989	60%	75%	+1	
POLICE SHOOT & KILL HISPANIC	1989	100%	100%		-5
HISPANIC CITY MANAGER APPOINTED	1989	65%	75%	+1	
HISPANIC MAYOR ELECTED	1989	50%	75%	+1	

CAPABILITY ANALYSIS - RATING ONE

Evaluate each item, as appropriate, on the basis of the following criteria:

- I Superior. Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Must take action.

Category:	I	II	III	IV	V
Manpower	_____	* <u>(1)</u> (1)	* <u>(3)</u> (3)	* <u>(6)</u> (4)	* <u>(1)</u> (2)
Technology	_____ (2)	* <u>(2)</u> (3)	* <u>(5)</u>	* <u>(4)</u> (1)	_____
Equipment	_____	* <u>(1)</u> (5)	* <u>(4)</u>	* <u>(2)</u>	_____
Facility	_____	* <u>(1)</u> (2)	* <u>(3)</u> (3)	* <u>(5)</u> (1)	* <u>(2)</u>
Budget	_____	* <u>(4)</u>	* <u>(4)</u> (1)	* <u>(5)</u> (4)	* <u>(2)</u> (1)
Calls for Service	_____	* <u>(2)</u>	* <u>(3)</u>	* <u>(3)</u> (3)	* <u>(3)</u> (3)
Supplies	_____	* <u>(4)</u> (2)	* <u>(6)</u> (4)	_____	* <u>(1)</u>
Management Skills	_____	* <u>(3)</u>	* <u>(6)</u> (5)	* <u>(1)</u> (1)	* <u>(1)</u>
Peace Officer Skills	_____	* <u>(9)</u> (3)	* <u>(2)</u> (3)	_____	_____
Supervisory Skills	_____	* <u>(5)</u> (1)	* <u>(4)</u> (4)	* <u>(2)</u> (1)	_____
Training of Personnel	_____	* <u>(2)</u> (2)	* <u>(5)</u> (2)	* <u>(4)</u> (2)	_____
Attitudes of Personnel	_____	* <u>(2)</u>	* <u>(6)</u> (2)	* <u>(3)</u> (4)	_____
Image of Dept. by Personnel	_____	* <u>(1)</u>	* <u>(7)</u> (4)	* <u>(3)</u> (1)	_____ (1)
Council Support	* <u>(1)</u>	* <u>(1)</u> (1)	* <u>(2)</u> (2)	* <u>(6)</u> (2)	* <u>(1)</u> (1)
City Mgr. Support	* <u>(2)</u>	* <u>(2)</u> (3)	* <u>(4)</u> (1)	* <u>(3)</u> (2)	_____
Personnel Dept. Support	_____	* <u>(1)</u> (1)	* <u>(5)</u> (4)	* <u>(4)</u> (1)	* <u>(1)</u>
Mgt. Flexibility	_____	* <u>(2)</u> (1)	* <u>(5)</u> (3)	* <u>(4)</u> (1)	_____ (1)
Sworn/non-sworn ratio	_____ (1)	* <u>(1)</u> (1)	* <u>(4)</u> (3)	* <u>(6)</u> (1)	_____
Pay Scale	_____ (1)	* <u>(2)</u> (5)	* <u>(7)</u>	* <u>(2)</u>	_____
Benefits	_____	* <u>(4)</u> (4)	* <u>(5)</u> (2)	* <u>(2)</u>	_____
Turnover	_____	* <u>(4)</u>	* <u>(5)</u> (5)	* <u>(2)</u>	_____
Community Support	_____	* <u>(4)</u> (3)	* <u>(3)</u> (3)	* <u>(4)</u>	_____
Complaints Rec'd	_____	* <u>(4)</u> (2)	* <u>(3)</u> (2)	* <u>(4)</u> (2)	_____
Traffic Enforcement Index	_____	* <u>(2)</u> (2)	* <u>(7)</u> (2)	* <u>(2)</u> (2)	_____
Part I Crimes	_____	* <u>(1)</u> (1)	* <u>(6)</u> (1)	* <u>(4)</u> (4)	_____
Sick Leave Rates	_____	* <u>(3)</u>	* <u>(7)</u> (5)	* <u>(1)</u> (1)	_____
Morale of Personnel	_____	* <u>(1)</u>	* <u>(6)</u> (1)	* <u>(4)</u> (4)	_____ (1)
Community Image of Dept.	_____	* <u>(2)</u> (2)	* <u>(5)</u> (4)	* <u>(4)</u>	_____

\* Red = Gabilan Police Department  
 Black = Gasper Police Department

CAPABILITY ANALYSIS - RATING TWO

STRATEGIC NEED AREA:

Instructions:

Evaluate each item for your agency as to what type of activity it encourages:

I	Custodial	Rejects Change
II	Production	Adapts to Minor Changes
III	Marketing	Seeks Familiar Change
IV	Strategic	Seeks Related Change
V	Flexible	Seeks Novel Change

Category:	I	II	III	IV	V
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TOP MANAGERS:

Mentality Personality	* (1) (1)	* (5) (4)	* (3)	_____	_____
Skills/Talents	_____	* (5) (3)	* (2) (3)	* (3)	* (1)
Knowledge/Education	* (1)	* (3) (2)	* (2) (4)	* (5)	_____

ORGANIZATIONAL CLIMATE:

Culture/Norms	* (1) (1)	* (5) (3)	* (2) (2)	* (3)	_____
Rewards/Incentives	* (1) (3)	* (3)	* (4) (3)	* (3)	_____
Power Structure	* (1) (3)	* (4)	* (3) (3)	* (3)	_____

ORGANIZATION COMPETENCE:

Structure	(1)	* (5) (5)	* (4)	(2)	_____
Resources	* (1)	* (4) (2)	* (5) (3)	* (1)	(1)
Middle Management	_____	* (4) (3)	* (5) (3)	* (1)	_____
Line Personnel	(1)	* (4) (1)	* (2) (2)	* (5)	(2)

\* Red = Gabilan Police Department  
 Black = Gaspar Police Department

## RATING SHEET FOR POLICY DELPHI

Alternative 1:	<u>Fulltime Sophisticated Recruiting Unit</u>				
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 29
Desirability	VD (3)	D (2)	U (1)	VU (0)	
Alternative 2:	<u>Entry Level Jobs</u>				
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 28
Desirability	VD (3)	D (2)	U (1)	VU (0)	
Alternative 3:	<u>Hispanic Community Recruiting Network</u>				
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 25
Desirability	VD (3)	D (2)	U (1)	VU (0)	
Alternative 4:	<u>Vocational Education Program</u>				
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 23
Desirability	VD (3)	D (2)	U (1)	VU (0)	
Alternative 5:	<u>Mentor Program</u>				
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 25
Desirability	VD (3)	D (2)	U (1)	VU (0)	
Alternative 6:	<u>Pay and Benefits</u>				
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 22
Desirability	VD (3)	D (2)	U (1)	VU (0)	
Alternative 7:	<u>Marketing Blitz</u>				
Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 25
Desirability	VD (3)	D (2)	U (1)	VU (0)	

Alternative 8: Military Recruitment

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE= 25
Desirability	VD (3)	D (2)	U (1)	VU (0)	

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FEASIBILITY:

Definitely Feasible

No hindrance to implementation  
No R&D required  
No political roadblocks  
Acceptable to the public

Possibly Feasible

Indication this is implementable  
Some R&D still required  
Further consideration to be given to  
political or public reaction

Possibly Infeasible

Some indication unworkable  
Significant unanswered questions

Definitely Infeasible

All indications are negative  
Unworkable  
Cannot be implemented

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DESIRABILITY:

Very Desirable

Will have positive effect and little  
or no negative effect  
Extremely beneficial  
justifiable on its own merits

Desirable

Will have positive effect, negative  
effects minor  
Beneficial  
Justifiable as a by-product or in  
conjunction with other items

Undesirable

Will have a negative effect  
Harmful  
May be justified only as a by-product  
of a very desirable item

Very Undesirable

Will have a major negative effect  
Extremely harmful