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THE PURPOSE AND FUNCTION OF POLICE CADET PROGRAMS IN MEDIUM SIZED POLICE AGENCIES BY THE YEAR 2000.

BY

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

SACRAMENTO, CALIFORNIA

1989

8-0138

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Officer Standards and Training

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Abstract

PEACE OFFICER STANDARDS AND TRAINING
(POST)

Supplementary Executive Summary

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PART ONE - A FUTURES STUDY

Background: Police cadet programs were first introduced in America in the 1950s, as a tool to introduce young people to law enforcement before becoming involved in other vocations. Early programs were hampered by a lack of training, assignment to unchallenging tasks and resistance to civilianization. Despite these problems, their value to recruitment was recognized and many of these programs continue today.

The recruitment of police officers is a major concern for law enforcement today due to the "baby bust" of the 1960s and 1970s. Simultaneously, the minority population continues to grow. While the need for minority officers is evident, these groups have been difficult to recruit from.

The purpose and function of police cadet programs by the year 2000 was analyzed in light of this background.

Impact Upon Law Enforcement Agencies by the Year 2000? The question was studied by a Nominal Group Technique panel brought together in the City of Fullerton, and made up of representatives of law enforcement and the community which provided a diverse view of the issue. Five trends were selected as most related to the issue; 1) deteriorating quality of public education, 2) unfavorable attitude toward police work, 3) decrease of qualified applicants, 4) increasing of minorities, and 5) a major scandal occurs within the Police Department. Three scenarios were developed based on the impact of the trends and events on the issue. Policies were developed to produce the desired change.

Policies. Five policies were recommended: 1) establish a Strategic Planning Group to study the future of the issue, 2) begin to study local population and growth trends, 3) develop an AIDS education program, 4) begin a program of minority recruitment, and 5) develop a program for recruiting high school seniors as police cadets.

PART TWO - STRATEGIC MANAGEMENT

Strategic Plan. A strategic plan was developed based on the environment, trends developed in Part One, and the capabilities and resources of the Fullerton Police Department. The

organizational climate and important stakeholders to the issue were considered.

Implementation Plan. A commitment plan was structured, based upon analysis of stakeholder positions, development of a mission statement and the type of planning system most suitable. Three alternative strategies were suggested and a recommendation made.

PART THREE - TRANSITION MANAGEMENT

Managing in Transition. Planned transition requires commitment and priority setting. It also requires consideration of the critical mass,those people whose support of change is needed for success. This section considers these areas and recommends a management structure for open communication and feedback from the organization. An implementation plan is recommended for the transition management.

Conclusion and Recommendations. This section discusses the project including results and limitations and gives recommendations for implementation of cadet programs.

Finally, the study suggests several areas to consider for future research, including a national survey of cadets for input relating to the programs, innovative outreach efforts, minority involvement, and the impact of passage of the National Service Act presently being considered by Congress.

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What Will Be the Purpose and Function of Police Cadet Programs in Medium-Sized Police Agencies by the Year 2000?

BACKGROUND

History of Police Cadet Programs

The term police cadet, as used in this project, refers to non-sworn young people employed by police agencies part time as "para professionals" who intend to become police officers when they have met the age requirements.

"Police cadet programs were first developed by the English prior to 1939 in the form of 'boy clerks'; however, there was no structured organization or formal training programs. By 1939, 80 police agencies employed 500 youths under 20 years of age for clerical and similar duties" (Home Office 1951).

During World War II, youths between the ages of 16 and 18 were employed as "messengers" by British police agencies and were assigned office duties, working on a part-time basis. The shortage of young people for recruitment into police service during the war was cited as the primary reason for the program. After the war, cadet programs, which had proved their usefulness, continued and, by 1951, the Home Office recommended the creation of a formal training program to familiarize youths with the

overall operations of the various forces (Home Office, 1981).

Research indicates that the South Australian police authorities initiated a cadet program as early as 1932 in order to provide employment for young people during the Great Depression. The program was so successful that it has been expanded and improved, and it continues to this day.

Cadet Programs in the United States

In the United States, police cadet programs were first introduced into municipal police departments in the early 1950s, primarily for the purpose of recruiting qualified young people to police service before they found employment in industry or other public services. It is believed that the Milwaukee, Wisconsin, Police Department was the first American police agency to initiate a cadet program. The City of Milwaukee approved a proposal to establish the program in 1952 (Milwaukee, Wisconsin Police Department, 1952).

The experience of these programs was that many young people were still being attracted into other careers before reaching the age required to become police officers. "The limiting of their duties often had the reverse effect, by discouraging them from continuing in the program until the age of twenty-one years" (Nemetz 1971.) Often, these young people were assigned to very "non-police" activities such as: filing 3x5 cards in the records

bureau, taking police vehicles to the carwash, and other
unchallenging work.

Because of these early failures, many cadet programs were
dissolved or only half-heartedly supported by the agencies
involved. Civilianization of duties performed by police officers
was generally resisted, so early attempts to expand the duties of
police cadets were rarely successful.

Another failing of the earlier programs was the lack of training
given cadets. This problem exists even today, with many agencies
providing no formal training for police cadets. In a previous
study by this researcher conducted in 1980, it was found that
"cadets learned from other cadets or from other employees for
whom they are assigned to work. Information given to cadets is
frequently incomplete or incorrect, and the bad habits of the
trainers are subsequently transferred to cadets" (DeVore 1980).

Lack of rotation was also cited in numerous studies on police
cadet programs as a factor in causing young people to become
discouraged and leave the field. Boredom with mundane duties and
a lack of variety was especially telling on the brightest cadets,
those whom we most wish to retain in the program.
Most cadet programs also require participants to continue their
formal education while working part time as police cadets. This
is consistent with one of the recommendations of a 1973 Law

Enforcement Assistance Administration (LEAA) study that "police

recruitment efforts should concentrate on college educated

applicants" (Peterson 1973 p. 81). A nationwide survey of 185 law

enforcement agencies in 1987 indicated that 93.5 percent of those

responding felt that college contributes to success on the job

(Downs 1987).

Over the years, some police agencies, such as those in Jackson,

Mich., and Scottsdale, Ariz., have dealt with the above issues in

a proactive manner. Today, these agencies have viable cadet

programs that are providing their departments with well-trained

employees who are versed in the culture of their respective

organizations, understand their goals and objectives, and who are

ready to attend the police academy and continue their careers in

law enforcement.

A recent study by the Fullerton Police Department of the success

rates of civilian police trainees vs cadets promoted to the

position of police trainee points to the success of cadet

programs as a source of recruitment. While the study is certainly

limited, the results are significant. Out of 59 civilian trainees

processed since 1980, 32 either failed probation or have left the

department, resulting in a 45.8 percent retention rate. On the

other hand, 15 cadets were processed during the same time period

and only two failed probation or left the department, resulting

in a retention rate of 86.7 percent (Thompson 1987).

<u>Past Police Cadet Programs.</u>In the past, when the concept of cadet programs was new, law enforcement dealt with the following issues: 1) Will cadet programs attract qualified young people to police work before they find other employment? 2) Can cadets do some of the tasks being done by sworn officers? 3) Will cadets be accepted into the culture of the organization?

<u>Present Police Cadet Programs.</u>Having received satisfactory answers to these questions, we are now looking at issues such as: 1) Is there a need for formal training of police cadets? 2) Can equitable systems of rotation be established to provide variety and keep the interest of cadets? and 3) Can we expand the role of cadets into more areas presently assigned to sworn officers?

<u>Future Police Cadet Programs.</u>The effective use of police cadet programs in police agencies will gain in importance as we approach the year 2000. Trends now evident in the environment such as competition for young employees, recruiting difficulties, civilianization, budgeting restraints, declining birth rates and increased minority populations will force police administrators to re-evaluate cadet programs as to their function and purpose within the organization. The number of Asians in California is expected to double by the year 2000, from 1.3 to 3 million or 10.6 percent of the States total population. The Hispanic population is expected to grow from 5.8 million in 1985 to 9.6

million by the year 2000, and will represent 29.2 percent of the total population.

Many questions will need to be answered: 1) How important will police cadet programs be in recruiting sworn officers? 2) Will changing values of younger employees affect police cadet roles? 3) Will future cadets assume more sworn officer responsibilities? 4) Will increased blocks of formal training be necessary to properly equip police cadets for their future role? 5) Will hiring cadets at even younger ages be a viable alternative? 6) Are the above trends likely to continue, or are there intervening trends not yet seen? 7) What will be the value of a positive exposure to law enforcement as cadets leave the program and go into other careers?

This study will explore these issues, with a special emphasis on the future role of cadet programs in recruitment. The recruitment issue has gained steadily in importance over the past several years. It is becoming increasingly difficult to find, process and hire people who can meet the expectations and requirements of the agency. As an example, a recent recruiting effort by the Fullerton Police Department yielded only three qualified applicants from a field of more than 100 tested. A recent survey of 2,500 chiefs of police and sheriffs by the National Institute of Justice revealed that staff shortages and recruitment were two of the areas of greatest concern nationwide. Of those surveyed 72 percent of the chiefs and 75 percent of the

sheriffs reported shortages for sworn officers within their departments at the time the survey was conducted (Manili 1986 p.6).

the issue of recruiting is complex and raises questions about a number of related issues that are impacting or will impact the area in the future. For example, how will the perceived deteriorating quality of public education affect the ability of future recruits to pass a written examination? Will the tight fiscal policies that municipal governments have been experiencing in the past several years prevent the department from providing an attractive salary and benefit package? Is the attitude of society toward police work in general becoming unfavorable? What effect will the issue of privatization have on the already limited pool of candidates? Will the increasing number of minorities in the community be a factor in recruiting in the future? Will the spread of AIDS cause potential recruits to be drawn to other, less high risk occupations? What affect will the declining birth rate have on the efforts to meet the need for sworn personnel as police agencies continue to compete with private industry for "quality" young people?

It becomes increasingly evident that recruitment is a broad and multi-faceted issue requiring well thought-out policy decisions by local law enforcement agencies if efforts are to be successful in the years to come. The value of cadet programs to recruitment efforts has long been recognized by police agencies throughout

the United States, as evidenced by this statement from Jack Hoekstra, cadet coordinator for the Lansing, Mich., police department, in a 1983 article: "When the time comes to hire full-time officers, you will have a group of applicants that are already partially trained the way you want them trained. And they will not be leaving you after a few months because law enforcement was not what they saw on T.V. They will know what to expect and you will know what kind of performance you can expect out of them" (Hoekstra, 1983).

The issue of recruitment and the role of police cadet programs in meeting the future recruitment needs will be analyzed in this project. Although the project focuses on the needs of a medium-sized police agency, the case study here will concentrate on the Fullerton Police Department as a model. The information can, however, be generally applied to any medium-sized police agency.

PART ONE

FORECASTING THE FUTURE OF

POLICE CADET PROGRAMS

Issue: "What will be the purpose and function
of police cadet programs in medium-sized police
agencies by the year 2000?"

METHODOLOGY

Part One targets the research of this project by clearly defining
the issues, identifying and forecasting related trends and
events, and by developing three scenarios that will describe
alternative futures. One of these scenarios was selected for
implementation and was subsequently used to develop the second
and third part of this project. The following future
methodologies were employed in this project:

Scanning

First, the technique of scanning, which is the review of the
available literature in terms of social, technological, economic,
environmental and political impacts on the issue, was used to
identify current issues, trends and events that related to the
target area of police cadet programs and recruitment.

Futures Wheel

A futures wheel was used to further study the issue and develop other related issues and trends that would need to be considered in evaluating subsequent policy decisions. Exhibit 1 depicts these related issues and trends.

FUTURES WHEEL

DEVELOPMENTS THAT MIGHT AFFECT POLICE CADET/STAFFING ISSUES

```
                                    MILITARY RECRUITMENT ──────────────── ALTERNATIVE
  DECREASED                            MORE DRUG USE                       CAREER PATHS
  FEDERAL AID
                                    BONUSES/RECRUIT. INCENTIVES         DECLINING BIRTH RATE
  INCREASED POPULATION
                                    RECRUITMENT DIFFICULTIES            COMPETITION FROM
  VOLUNTEERS                                                            PUBLIC/PRIVATE
                                    CHANGING DEMOGRAPHICS               EMPLOYERS
  CIVILIANIZATION
                                    CHANGING CRIME TRENDS               DIFFERENT VALUE SYSTEM
  PRIVATIZATION                                                         OF YOUNG PEOPLE

  BUDGET                            RECRUITMENT ISSUES                  NEW LAWS REQUIRE
  RESTRAINTS                                                           ADDITIONAL EXPERTISE

                                    FUTURE OF CADET                     POST MANDATES
  RETENTION                         PROGRAMS/RECRUITMENT                STRICTER REQUIREMENTS

  ALTERNATE WORK
  SCHEDULES                                                            PHYSICALLY
                                                                       DEMANDING JOB
  QUALITY OF    SHIFT               EARLY RETIREMENT AGE
  LIFE ISSUE    SELECTION                                              STRESSES OF POLICE WORK
                                    MANY DISABILITY
  POPULATION    BENEFITS            RETIREMENTS                        PHYSICAL FITNESS PROGRAMS
  DENSITY
                RECOGNITION         LIBERAL WORKERS                    JOB EXPECTATIONS
                                    COMP CLAIMS                        UNREALISTIC
                ASSIGNMENTS
  LONG DAILY                        POOR MANAGEMENT                    INTERNAL FRICTION
  COMMUTES
                TRAINING            LACK OF PROMOTIONAL
  AFFORDABLE    OPPORTUNITY         OPPORTUNITIES
  HOUSING
```
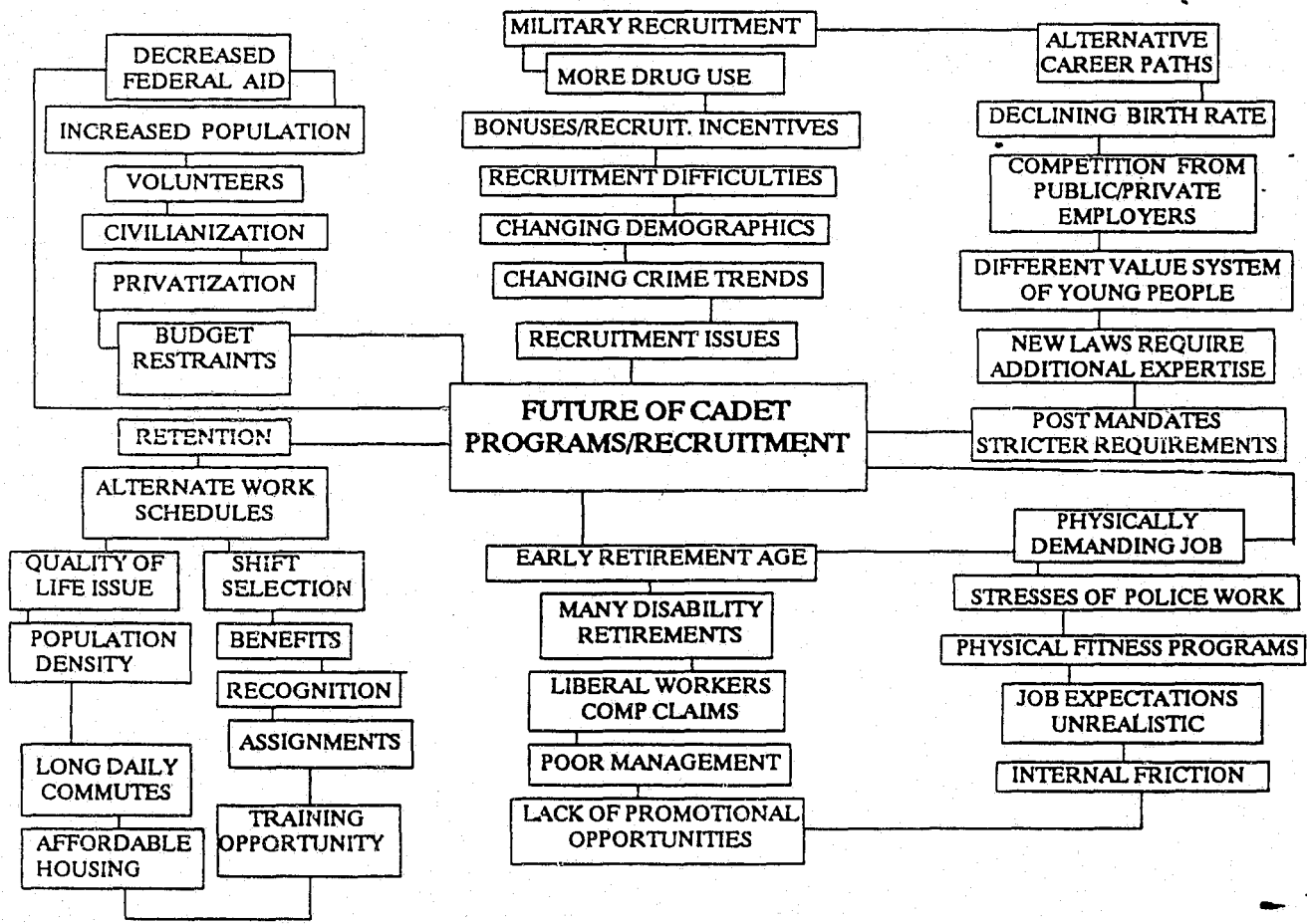
EXHIBIT I

Trend/Event Development

A list of 22 trends were developed by scanning of relevant publications, journals, newspaper articles and previously completed command college projects involving similar subjects, as well as by a "brainstorming" effort by staff members of the Fullerton Police Department. The group was asked to evaluate how valuable information about the trend would be in developing department policy. Also considered were cost considerations and the department's ability to implement policy if needed.

This process was repeated in evaluating 11 events the staff members believed were related to the issue, and which may or may not occur in the next ten years. The same criteria was used to evaluate events. The list of trends and events are found in appendices A and B.

Nominal Group Technique

In order to determine more clearly what impact the issue may have on a medium-sized police department, a panel of 12 people comprised of law enforcement personnel, city personnel department managers, community experts in the area of recruiting and personnel matters, a fast food restaurant manager and a potential police cadet met to analyze the lists of suggested trends and events. The Nominal Group Technique was used to begin the process of clarifying the trends and events in order that the more

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important indicators of change would emerge.

The panel was asked to evaluate the trends in light of the question: "How important would it be to policy development to have a good, long-range forecast of the particular trend?" Using this criterion, the panel then discussed each trend and clarified what each statement meant. The panel was told that it could add or combine what it felt were duplicate trends, or delete trends from the list altogether. By this process the list of 22 trends was distilled to the following five:

T1 = Quality of public education. The panel believed that the perceived deteriorating quality of public education would continue and impact the issue by making it even more difficult than it presently is to find qualified applicants.

T2 = Attitude of society toward police work. The panel saw the unfavorable attitude of the public toward police work as a career as also likely to continue and to be important to the issue. Numerous alternative career paths, fear of AIDS, and the attitude of the "me" generation all are contributing to this trend.

T3 = Number of qualified applicants. The decreasing number of qualified applicants was another trend that will continue to impact the issue in the opinion of the panel. Many other trends evident in the environment are contributing to this situation, including those articulated under trend #2 above. Inability to pass written examinations, lack of life experiences, and frequent drug use are eliminating many applicants who are testing for

current openings.

T4 = Minority groups in the population. The fourth trend that the panel chose as important to the issue was the increasing of minority groups in the population. Several different minority populations continue to grow at a rapid rate in the State of California, and this trend is not likely to abate in the future. Recruitment of minority officers has become a priority to law enforcement as well as teaching officers to relate to these populations and their unique cultures. Many minorities come from cultures where law enforcement officers are not held in high esteem.

T5 = Selection process becoming more involved. Finally, the trend toward complexity of the selection process was seen by the panel as likely to continue in the future and to impact the issue. The requirement by POST that all police officers pass a psychological examination, for example, added to the cost and time of the selection process as well as eliminating many applicants who may have otherwise successfully completed the selection process. Other such requirements were seen as likely in the future.

Using the same process the following five events were decided on by the panel:

E1 = POST (Peace Officers Standards and Training) mandates stricter requirements. The panel felt that this was a likely event based on the present environment and one that would definitely impact the issue. It is directly related to Trend #5

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above.

E2 = California Supreme Court mandates affirmative action quota.
Given the increases of minorities and women in the population and
the propensity for law suits on such issues by the ACLU and other
such groups, the panel selected this event as one of the five
that had a definite probability of happening and that relates to
the trends selected.

E3 = U. S. becomes involved in a war. The likelihood of the
United States being involved in a war or police action by the
year 2000 was seen as very high. A look at our history from World
War II to the present time indicates an almost continuous course
of military action in some area of the world. The panel felt that
United States involvement in a fairly large war or police action
would adversely affect the ability of law enforcement to hire
young people as cadets and as sworn officers by reducing even
further the limited supply of young people in the population.

E4 = A major scandal occurs within the Fullerton Police
Department. This was seen by the panel as unlikely; however, the
occurrence of a major scandal within the department could have
serious impact on trend #2, the attitude of society toward police
work as a career, especially among young people considering law
enforcement as a career and entering police cadet programs.

E5 = Police officers refuse to render aid due to the fear of

AIDS. The panel believed that even one incident where a local law enforcement officer contracted AIDS in a work-related situation could quickly result in this course of action. Should such an event occur, the panel felt that the impact would be great on trends #2 and #3 above.

The panel was then asked to evaluate and forecast the level of each of the trends five years ago, what it felt the level would be in ten years given the current conditions and forces acting upon them, and what the trends should be in ten years if society truly behaved responsibly toward each. In order to further study the past and future levels in terms of direction and velocity, the panel's findings were plotted on the graphs which follow. It was interesting to note that trend #5 was not on the original list presented to the panel but was developed by a consensus of the members.

The panel concluded that the quality of public education would continue to deteriorate, (T1) adding to the decreasing number of qualified applicants and further complicating the selection process for cadets as well as for police officers.
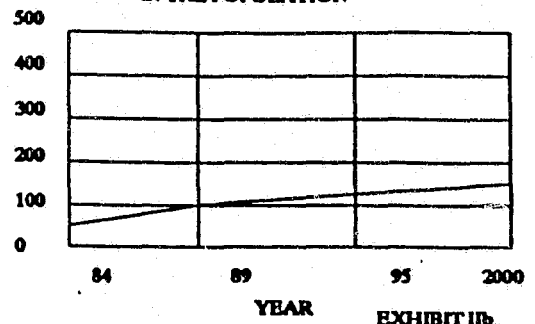
T1 DETERIORATING QUALITY OF PUBLIC EDUCATION

YEAR   EXHIBIT II
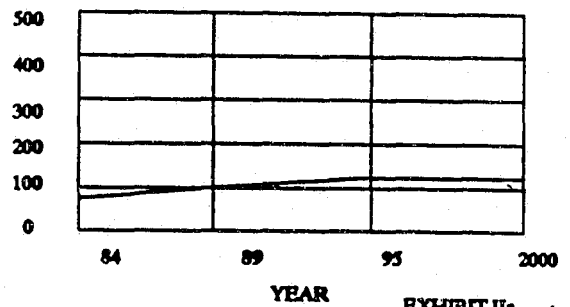
In addition, the panel felt that the influx of minorities in the pop-

T4 INCREASE OF MINORITY GROUPS IN THE POPULATION

```
500
400
300
200
100
  0
     84      89      95    2000
           YEAR      EXHIBIT IIb
```

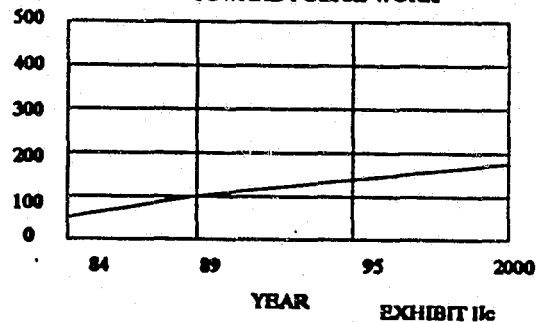ulation was likely to continue at a fairly substantial rate, (T4) an opinion which was verified by the research. According to Management Consultant Dr. David Jamieson in a presentation made to Command College Class VIII in the fall of 1987, "the work force will have a more diverse ethnic mix with more minorities from more diverse cultures in more jobs" (Jamieson 1987). Every indicator points to the fact that this trend will continue.

T2 UNFAVORABLE ATTITUDE IN SOCIETY TOWARD POLICE WORK

```
500
400
300
200
100
  0
     84      89      95    2000
           YEAR      EXHIBIT IIc
```

The panel also predicted that the unfavorable attitude of the public toward police work as a career would continue at a steady rate (T2), as it is fueled by the continuing increases in alternative career paths spawned by the Space Industry and other technological advances (Futurist 1989).

T3 DECREASING NUMBER OF QUALIFIED APPLICANTS

```
500
400
300
200
100
  0
     84      89      95    2000
           YEAR      EXHIBIT IId
```

For many of the same reasons stated in the above paragraph as well as the impact being generated by the "baby bust," the panel believed that a decreasing number of qualified applicants (T3) would continue to be a factor for law enforcement through the year 2000.
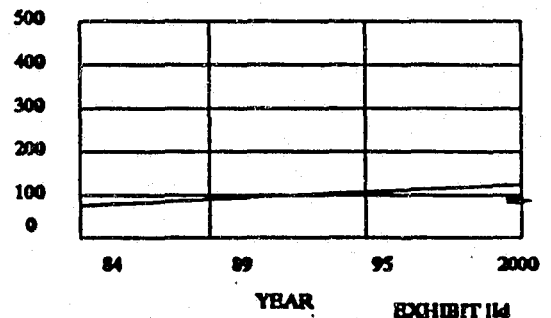
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Law enforcement continues to grow in complexity at a steady rate, with new laws, social concerns, and more demands on law enforcement resulting in the selection process continuing to evolve and become more complex (T5).

T5 SELECTION PROCESS BECOMES MORE INVOLVED

YEAR   EXHIBIT IIc

The five events were then plotted as to the probable time of their first occurring and the overall probability of their occurring at all.

E1 = POST mandates stricter require-ments. The panel believed that this would probably not occur sooner than 1990, a 30 percent probability, but would likely occur by the year 2000, a 75 percent probability.
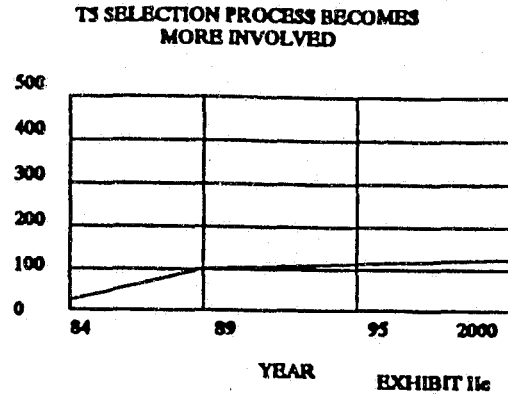
E1 POST MANDATES STRICTER REQUIREMENTS

YEAR   EXHIBIT IIIa
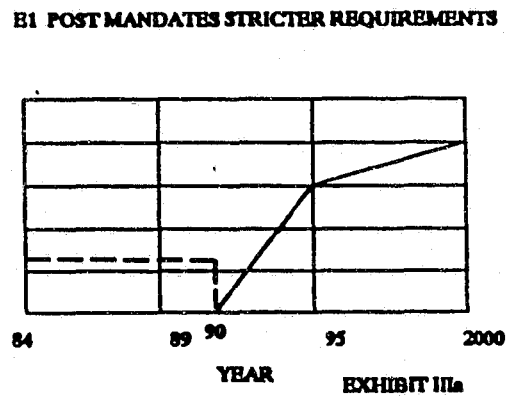
E2 = The California Supreme Court mandates affirmative action quota. The panel saw this event as first occurring by the year 1993, a 30 percent probability, with a 50 percent probability that it would occur by the year 2000.

E2 COURT MANDATES AFFIRMATIVE ACTION

YEAR   EXHIBIT IIIb

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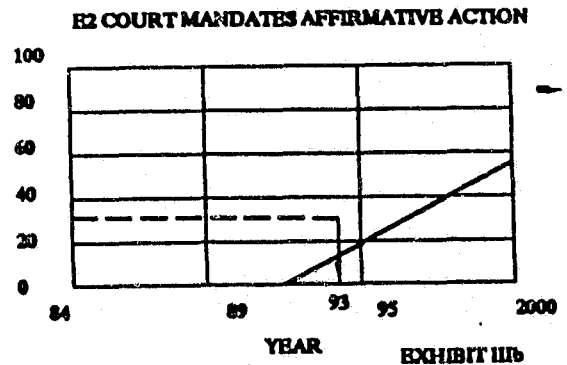
E3 = The United States becomes involved in a war. This event was given a 30 percent probability of occurring by the year 1991 and a high probability, 85 percent, of occurring by the year 2000.

E3 U.S. INVOLVED IN WAR

EXHIBIT IIIc
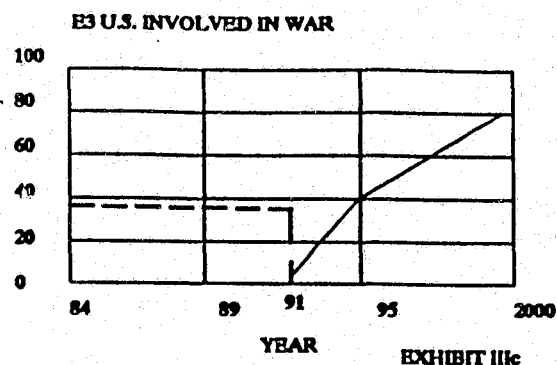
E4 = A major scandal occurs within the Fullerton Police Department. Given the present conditions within the department, the panel believed that this would not occur before the year 1994 and that the probability of it occurring at all was low, being only approximately 35 percent.

E4 MAJOR SCANDAL WITHIN THE POLICE DEPARTMENT

EXHIBIT IIId
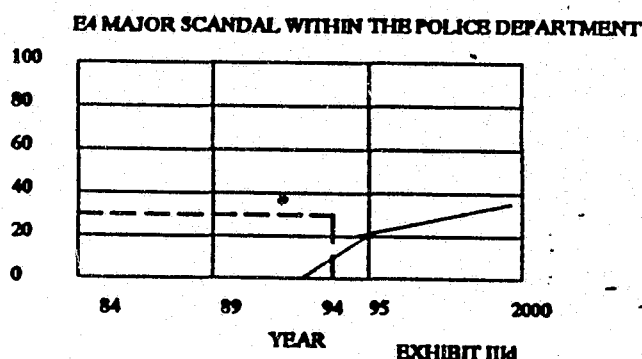
E5 = The Fullerton Police officers association members refuse to give medical aid due to the fear of AIDS. Given the rate of growth of AIDS infection in the population, the panel indicated that this could happen as early as 1991, a 35 percent chance, and a 75 percent of it occurring by the year 2000.

E5 OFFICERS REFUSE FIRST AID

EXHIBIT IIIe
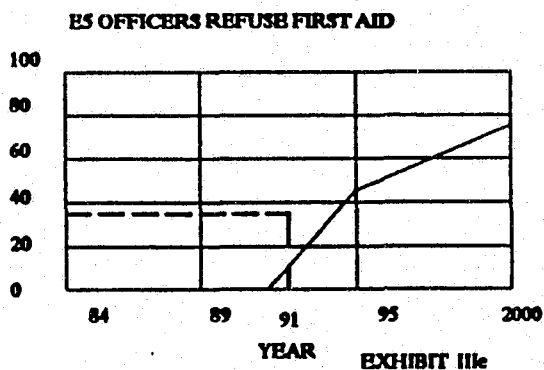
The panel was asked to evaluate the five events keeping in mind that they are discreet happenings, identifiable as to the exact

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time of occurrence, and that they may or may not occur. The panel forecast the events in terms of their probability of occurrence over a 10-year period and their interval and cumulative effect. The events were further evaluated as to the impact on law enforcement in general.

Exhibit IV that follows depicts the impact of each event on the issue as well as law enforcement in general. The panel's high and low responses have been recorded as well.

EVENT FORECAST

EVENT STATEMENT	PROBABILITY			Net Impact on the Issue Area	Net Impact on Law Enforcement
	Year that Probability First Exceeds Zero	By 1995 (0-100)	By 2000 (0-100)		
E1 POST Mandates Stricter Requirements	L87 H89 1989	L25 H100 60	L25 H100 75	L-5H+10L -6	L+2H+10 +8
E2 California Supreme Court Mandates Affirmative Action Quotas	L89 H97 1990	L10 H70 25	L10 H80 50	L-10H+2 -6	L-10H+10 -1
E3 U.S. becomes involved in a War	L88 H97 1990	L10 H85 40	L10 H100 85	L-10 H+5 -6	L-10 H+3 -6
E4 A major scandal occurs within the Fullerton Police Department	L87 H92 1990	L5 H60 20	L10 H75 35	L-10 H+1 -4	L6 H+1 -2
E5 The Fullerton Police Officers Association refuses to render medical aid due to fear of AIDS.	L87 H95 1989	L20 H100 45	L50 H100 75	L-8 H+10 +6	L+1 H+19 +5

EXHIBIT IV

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Cross-Impact analysis

A process known as cross-impact analysis was next used to analyze
and understand the cause and effect relationship between the five
events, in addition to the impact of each event on the five
trends. This will bring a clearer picture of the future and those
factors that influence it, resulting in meaningful and effective
policy development. To accomplish this process, a Cross-Impact
Analysis Form was employed as shown in Exhibit V on the following
page.

As a result of this forecasting procedure by the panel, valuable
information was obtained concerning the impact of trends on the
issue of future cadet programs, recruitment, and law enforcement
in general. The direction of the trends was shown and the
probability of the events forecast. This information led to
further analysis of the effect each event has on the other four
events, and on the trends as well.

CROSS IMPACT ANALYSIS

SUPPOSE THAT THIS EVENT ACTUALLY — WITH THIS PROBABILITY OCCURRED......... .... HOW WOULD THE PROBABILITY OF THE EVENTS SHOWN BELOW BE AFFECTED?

			E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
									TRENDS				
POST MANDATES STRICTER REQUIREMENTS	E1	75%	X	NO EFFECT	NO EFFECT	NO EFFECT	NO EFFECT	NO EFFECT	DECREASES BY 5%	INCREASES BY 20%	NO EFFECT	INCREASES BY 10%	3
CAL. SUPREME COURT MANDATES AFFIRMATIVE ACTION QUOTAS	E2	50%	DECREASES TO 60%	X	NO EFFECT	NO EFFECT	NO EFFECT	NO EFFECT	INCREASES BY 5%	INCREASES BY 50%	NO EFFECT	INCREASES BY 5%	4
U.S. BECOMES INVOLVED IN A WAR	E3	85%	DECREASES TO 53%	DECREASES TO 45%	X	NO EFFECT	NO EFFECT	INCREASES BY 15%	INCREASES BY 25%	INCREASES BY 50%	DECREASES BY 15%	NO EFFECT	6
A MAJOR SCANDAL OCCURS WITHIN THE FULLERTON POLICE DEPARTMENT	E4	35%	NO EFFECT	NO EFFECT	NO EFFECT	X	INCREASES TO 82%	NO EFFECT	INCREASES BY 40%	INCREASES BY 50%	NO EFFECT	NO EFFECT	3
POLICE OFFICERS REFUSE TO RENDER AID DUB TO FEAR OF AIDS	E5	75%	NO EFFECT	NO EFFECT	NO EFFECT	NO EFFECT	X	NO EFFECT	INCREASES BY 40%	INCREASES BY 40%	NO EFFECT	NO EFFECT	2
REACTOR EVENTS ⟶			2	1	0	0	1	1	1	5	5	2	

ACTOR EVENTS

T1 = QUALITY OF PUBLIC EDUCATION
T2 = ATTITUDE IN SOCIETY TOWARD POLICE WORK
T3 = NUMBER OF QUALIFIED APPLICANTS
T4 = MINORITY GROUPS IN THE POPULATION
T5 = COMPLEXITY OF THE SELECTION PROCESS

EXHIBIT V

In order to accomplish the cross-impact analysis of events, the following question was asked: "If E1 actually occurred, what would the new probability of E2 be at the moment of greatest impact?" This process was repeated with each event on the form. A second question was then asked concerning the impact of each event on the trends: "If E1 was to actually occur, how great a change would it make, if any, on the trend?"

The next step was to identify the "actor" events, or those most likely to cause change. This was done by counting the number of cells with changes from left to right across the form, and totaling them on the far right side. The result was that E2, the California Supreme Court mandating an affirmative action quota, and (E3), the U.S. becoming involved in a war, were identified as being the most important in terms of policy decisions. Although it is doubtful the police department can affect the nation's involvement in a war, it can develop policy to deal with some of the results should it occur, as it will certainly impact the issue as well as law enforcement in general. At this point each of the columns labeled E1 through T5 were totaled to identify the "reactor" areas. Generally, the scores in these columns were low; however, (T2) and (T3) clearly stood out as being impacted by all five events.

In summary then, the event of the California Supreme Court mandating affirmative action quotas (E2) and the U.S. becoming involved in a war (E3) clearly warrant consideration for policy development. To a lesser degree this is true of (E1) and (E4).

There is a very high relationship in terms of E3 and its impact on the candidate trends.

The analysis suggests that stricter POST requirements will impact the already decreasing number of qualified candidates for both cadet and sworn officer positions. It also raises the question of whether young people from minority groups will be able to meet the stricter requirements. What effect will this have on affirmative action quotas? Will the department have to recruit in other states or outside the country to fill cadet openings and provide for sworn officers? Will cadet programs be abandoned for lack of available young people to fill the positions.

Additional questions arise when considering the impact of the United States becoming involved in a war. Given the fact that the population of 18 to 21-year-olds is decreasing at the rate of 3 percent per year, where will police agencies go to find qualified young people? Will a war cause a "post Vietnam" type attitude to prevail, strengthening the trend toward an unfavorable attitude toward police work in society? Could a major scandal within the department or the police officers refusing to render emergency aid cause other courses of action to be taken, such as contracting with the Sheriffs Department for police services and disbanding the local police department?

All of these questions suggest some very significant effects on law enforcement and on the issue at hand, and dictate a need for long-range planning to be ready to address these issues and meet the challenges of the future.

Survey

In order to determine the current trends in the use of police cadet programs within medium-sized police agencies in the State of California, a two-page questionnaire was sent to 48 medium-sized police departments in March, 1989. The questionnaire was designed to determine how many police agencies currently have police cadet programs; what, if any, training is given the cadets; the types of duties typically performed by cadets; the percentage of cadets that ultimately become sworn officers; and how successful these cadets are as police officers.

Of the 48 questionnaires sent, 31, or 64 percent responded. Sixty eight percent have police cadet programs, and 32 percent do not. Over half, of the 21 provide some formal training for cadets, 33 percent provide only on the job training and the remaining 14 percent do not provide any training to cadets. The three most common duties performed by cadets were; 1) assisting the desk officer, 95 percent, 2) answering phones, 95 percent, and 3) completing desk reports, 71 percent. Slightly over 62 percent of the agencies have cadets performing some type of field duties; however, only 38 percent actually take some form of police reports while in the field. There was a variety of tasks performed in the field including vacation checks, parking enforcement, traffic direction, crime scene assistance and crowd control.

Many agencies, 48 percent of those reporting, authorize cadets to attend the police academy prior to their being sworn in as police officers. This is a dramatic difference from a 1980 study where

none of the reporting agencies allowed this (DeVore, 1980).

One question was especially important to this study in terms of the issue of recruitment, and that was "what percentage of cadets successfully complete probation as sworn officers?" Ninty five percent responded that their agencies were experiencing a success rate of between 80 and 100 percent for cadets who went on to become sworn police officers. This is consistent with the experience of the Fullerton Police Department reported earlier in this project, and it is an indicator of the importance of cadet programs to future recruitment efforts. See Exhibit VI on the following page for a summary of the results, and Appendix C for complete data.

QUESTION	NO.	%
TOTAL QUESTIONNAIRES SENT	48	
TOTAL RETURNED	31	64%
AGENCIES WITH CADET PROGRAMS	21	68%
AGENCIES THAT PROVIDE FORMAL TRAINING	11	52%
ON THE JOB TRAINING ONLY	7	33%
AGENCIES THAT PROVIDE NO TRAINING	3	14%
CADETS ASSIST DESK OFFICER	20	95%
CADETS ANSWER PHONES	20	95%
CADETS COMPLETE DESK REPORTS	15	71%
CADETS PERFORM SOME FIELD DUTIES	13	62%
CADETS TAKE SOME REPORTS IN THE FIELD	8	38%
CADETS ATTEND ACADEMY WHILE STILL CADETS	9	43%
AGENCIES EXPERIENCING AN 80% TO 100% RATE OF SUCCESS FOR CADETS WHO BECOME SWORN OFFICERS	20	95%

EXHIBIT VI

Futures Scenarios

As a result of the process used in this study, two of the events identified clearly stand out as "actor" events in impacting the issue. They are as follows:

* E2 = the California Supreme Court mandates affirmative action quotas and,

* E3 = the United States becomes involved in a war

In the area of trends, two clearly stand out as "reactors," buffeted by the events that are occurring. These trends are

* T2 = unfavorable attitude in society toward police work as a career

* T3 = decreasing number of qualified applicants

Because of their positions as "actor" and "reactor" elements, these events and trends will become much of the focus of the scenarios that are to follow. The scenarios will be used to discuss the probabilities revealed through the cross-impact analysis. For the purpose of the scenarios, it is to be assumed that the year of writing is the year 2000, and we are looking back over the past ten years. The following models will be used in structuring the scenarios:

A. Nominal = Surprise free, as would be expected from the data

B. Normative = feared but possible based on the data

C. Hypothetical = Ask "what if...." and manipulate the data base
   accordingly

Scenario I Nominal. It is December of the year 2000. The
Cadet/Officer Recruitment Committee of the Fullerton Police
Department has completed a report on the recruitment effort
during the last ten years. The population of the city has
continued to grow. Land once used exclusively for oil wells has
been converted to residential use. Much of the new population is
made up of minority groups, particularly Asians and Hispanics.
This has caused the department to focus its recruitment efforts
on those minorities prevalent in the community. The focus of
these efforts are in the local high schools and junior colleges
in an effort to recruit young people as police cadets before they
become involved in other career paths. The cadet program has been
expanded and cadets are now being used routinely to take reports
in the field, issue parking citations, and store illegally parked
vehicles. A 120-hour cadet training course is in place which
offers a number of academic and practical courses as well as an
introduction into the culture and philosophy of the agency.
Police cadets are still required to attend college on a full-time
basis, but the department now pays for their tuition, with the
agreement that for each year that tuition is paid they will serve
one year as a sworn police officer on the Fullerton Police
Department. The California Supreme Court mandate back in 1991 for
quotas of minority and women officers created some serious

problems initially; however, with the increased number of women

now actively seeking law enforcement careers and the assimilation of the minorities into the culture, recruiting in those areas has become somewhat easier. The Middle East War has been ongoing for over five years but has not escalated as feared. It did, however, limit the number of young people from which to recruit. Competition by police departments for servicemen being discharged is evident, and recruitment efforts are being conducted at military bases around the country. Competition in the high schools and colleges for potential police cadets has become intense as the supply continues to be limited.

The primary recruitment problems in the past ten years have resulted from the trend toward an unfavorable attitude in society generally toward police work as a career. This is primarily due to new career paths that have developed along with new technology, the better salary and fringe benefit packages offered by the rapidly growing private police companies, and anti-establishment attitudes fostered by the Middle East War.

All of this has resulted in a decrease in the number of qualified applicants who can meet the more rigid POST requirements. The AIDS problem is also having an adverse affect on recruitment. It is anticipated that the recruitment of sworn personnel will continue to be a challenge for law enforcement, but that with innovative approaches and continued long range planning, it will be possible to meet the need. To that end, bonuses of up to 10 percent of the first year's salary, relocation benefits and cash

referrals to officers who recommend successful candidates are

being tried.

Scenario II Normative. The year 2000 has come to a close. The
ability of local police to hire cadets, maintain a viable cadet
program, and to meet the need for sworn personnel has become
increasingly more difficult in the past ten years. Populations
throughout the state have risen dramatically since 1989. The
chief of the Fullerton Police Department has been invited to a
meeting called by the Orange County Sheriff to discuss the
recruitment issue. Recruitment and retainment division commanders
and cadet program coordinators from around the county will also
attend. The Regional Task Force on Manpower has completed its
report, and the news is, as expected, not encouraging.

The Middle East War begun back in 1995, and, at one time thought
to be almost over, has escalated in the past year with other
nations becoming involved. The United States' policies toward
preventing a communist takeover of this oil rich area has
resulted in the draft being reinstated, and large numbers are
involved. The reaction has been widespread civil disorder,
draftees fleeing to Canada, and a new height of anti-government
attitudes among young people. Local police have had to deal with
the disorder, and that has caused the attitude of the public
toward police work to become more unfavorable. The draft has
decreased the already small number of young people in the job
market as has the trend

for smaller families begun in the 1970s. Cadet programs begun
years before primarily to recruit qualified young people into the
police service before they pursued other careers have fallen off
dramatically. The attitude on high school and college campuses
toward police recruiters is generally hostile.

The growing Asian population has not been assimilated into the
mainstream of the American lifestyle as predicted. This is partly
due to the clustering of these groups into tight, homogenous
neighborhoods, and their cultural suspicions toward police
officers continues, making this a less-than-productive source of
recruitment. Meeting the court mandates for affirmative action
quotas has not been successful, and several local chiefs have
been threatened with arrest for contempt.

Police associations in the county have now united in a stand
against administering first aid in the field due to the AIDS
problem. This is due primarily as a result of several Orange
County officers recently being diagnosed positive for the AIDS
virus as a result of public contact. This stand has contributed
to the unfavorable attitude of the public toward the police, even
among former supporters, and has added to the anti-police
attitude of the young people.

In addition, public education, which was improving, is again

deteriorating as the war effort demands more tax dollars and teachers are being drafted into the military.

A representative of POST is going to be at the meeting with the Sheriff to discuss relaxing some of the stringent requirements mandated back in 1995. It is hoped this can be done and will become the first step in dealing with the increasingly critical issue of meeting the need for sworn personnel.

Scenario III Hypothetical. This last year, the year 2000, has proven to be one of the most promising for recruitment of young people as police cadets and police officers by the Fullerton Police Department. Other agencies are having the same experience.

The disastrous affirmative action quotas for municipal police agencies has been struck down by the U. S. Supreme Court, opening the recruitment process once again to all eligible candidates.

With the establishment of the public school task force to improve education and the passing of the Education Improvement Tax in California, some of the most gifted teachers are abandoning their corporate desks, to return to the classroom.

The quality of education now far exceeds what it was ten years ago, in 1990. Police recruiters are now able to find young people that can meet the stricter requirements and more involved selection process.

Campus recruiters for cadet programs are finding articulate, well- educated young people eager to hear of the growing opportunities in the law enforcement field. A police tax override approved by the voters will soon result in a new police facility, state-of-the-art equipment, the newest computers, and a full-time staff to better train young people in the cadet program to take on more tasks previously done by sworn officers. The cure for AIDS, discovered only three years ago, has brought hope to hundreds of thousands of victims, and has enabled high-risk occupations such as nursing and police work to again attract better candidates.

Although the war did occur in the middle east as predicted in 1989, the major powers were quick to realize that the destruction of this oil rich area would not be a victory for anyone. Peace keeping forces from the U.S.S.R. and the U.S.A. responded quickly and the fighting ceased. As a result, young people sent to the Gulf are now returning home and joining the work place.

The negative effects of the stricter POST requirements have not happened as forecast. This has been primarily due to improved public education, as well as the decrease in drug use among young people sparked by educational anti-drug programs begun in the early 1980s. Because of these trend reversals, the stricter POST requirements have actually improved the image of the police service among the general public.

Each of the above factors has worked to improve our growing police cadet program, and the program is now providing a sufficient number of viable candidates familiar with the culture and procedures of the department to fill all vacancies in the ranks of the sworn officers. The approval of a 4-10 deployment plan and a physical fitness program which rewards successful participants with additional time off from work have helped to attract more new officers who are concerned with the amount of leisure time available to them when considering employment.

POLICY STATEMENTS

These policies have been developed for use with the Nominal Scenario. Criteria were developed and a selection made of the final policy statements. The criteria used include those listed below:

1. How feasible is the policy to implement?

2. Is the cost of this policy prohibitive?

3. Is the policy counterproductive?

4. Will the policy truly impact the issue?

Following are the final policy statements, including a brief description of the policies' impact on the events described in the scenario.

1. Establish a Strategic Planning Committee to Study the Future Impact of the Issue on the Agency

This policy will result in an administrative staff that is better prepared to deal with the issues. As an example, understanding the minority growth trend would have allowed the department to begin extensive recruitment efforts within the minority community, before it became a court-mandated order. More emphasis could have been placed on expanding the activities of the police explorers post and of recruiting more young people to this valuable program.

2. Begin Now to Study the Population and Growth Trends in the Community

The scenario suggests that substantial increases in the population were occurring. By forecasting in advance this trend, plans can be made and support gained for the needed increase in manpower. Police managers can be included in City Planning Commission meetings to discuss the impact of new residential, commercial or industrial development in terms of increased traffic, traffic collisions, crime and police manpower and equipment needs to properly service the growth.

3. Develop an AIDS Education Program Within the Department Now

This program can reduce the fear of AIDS among officers and make it easier to recruit new people.

4. Begin a Program to Recruit Bilingual Minority Officers

These officers can then be used to recruit other applicants from

among the minority community far more easily than a non minority officer. This process should start with young people recruited into the police explorer post and police cadet programs.

5. Work With the School District to Develop a Program for the Recruitment of High School Seniors with Good Scholastic Backgrounds

Recruiting students at this age for the cadet program encourages the better qualified youths to enter law enforcement as a career. It also allows the department to select from those who are academically superior.

PART TWO

THE STRATEGIC PLAN

A Model Plan for Law Enforcement

Agencies Generally and the Fullerton

Police Department in Particular.

THE SITUATION

The issue of the purpose and function of police cadet programs

and the ability of the medium-sized police agency to recruit an

adequate number of sworn personnel by the year 2000 was

extensively analyzed in Part One of this study. A panel chosen to

provide different perspectives identified trends and events it

felt had or would have a significant impact on the issue. This

analysis led to a better understanding of what lies ahead for law

enforcement in general, with regard to the issue, and identified

specific policy directions that should be developed, based on the

identified future forecasts.

The panel examined the issue of the perceived deteriorating

quality of public education and its effect on future recruits'

ability to pass a written examination. The panel also believed

there was a great probability that POST would mandate stricter

requirements for entry-level sworn personnel, further

complicating the police department's ability to recruit

acceptable candidates, cadets or sworn officers able to pass

entry examinations. At the same time, a recent POST study shows a

decline in the reading and writing abilities of job applicants (POST, 1984).

The continued rise in the incidents of AIDS was identified as a problem that will adversely impact police services and recruiting in the future. Qualified young people may well seek other professions in which they are less vulnerable to exposure to this deadly disease. Further, the disease seems to take its heaviest toll among young adults, the very target of police recruitment efforts. While accurate knowledge regarding the transmission of AIDS seems to be lacking, conversations with panel members indicates a substantial degree of fear surrounding the issue.

Other important trends and events were identified in Part One of this project and are expanded upon in this section. Part Two will build on that work and develop a "strategic plan" that can be used to guide the Fullerton Police Department toward policies that address the purpose and function of police cadet programs and recruitment by the year 2000.

A Strategic Analysis Group (SAG) was chosen to be used with the "WOTS UP" process that follows. "WOTS UP" is a model for the situation analysis. It is an acronym for weaknesses, opportunities, threats, strengths and underlying planning. Some members had been part of the panel used in Part One; others were not. Each SAG member received a copy of an executive summary from the futures study and was asked to review the material before participating in the process. All were familiar with the trends

and events identified. As a result of the group's efforts, viable policy alternatives emerged using a model that considered environmental concerns regarding the issue (considering the actual situation as it exists); considered the resources and capabilities of the organization; included a mission statement to guide the organization's efforts toward resolution of the issue; dealt with the execution or analysis of strategies for alternative courses of action that address the issue; contains a brief discussion of the resources and support necessary to carry out the policy; and, finally; considers a recommendation for a planning system appropriate to the issue for the Fullerton Police Department by the year 2000.

The Environment

Many trends are evident in the environment that are creating this pervasive concern. Some of these will be discussed here.

It is projected that the population of the State of California will continue to grow at the rate of about 400,000 new residents per year through the year 2000, and that the Pacific Basin Asian ethnic groups will outnumber blacks in California by 1990 and Asians generally will represent 9.7 percent of the population by the year 2000 (Security Pacific, 1986). This is consistent with the findings of the panel in Part One which predicted increased minority groups in the population. Both the increase in and diversity of the population will impact the issue of police cadet programs and recruitment.

The impact of the "baby bust" of the 1960s and 1970s is being felt as fewer young people are available from which to select potential police recruits.

The quality of public education continues to decline and was one of the trends also identified by the first panel. A study by the California Post Secondary Education Commission showed that less than 30 percent of high school graduates were eligible to attend a public four-year institution. Of that 30 percent approximately one-half were Asian, a third were non-Hispanic white, 15 percent were Hispanic, and 10 percent were Black (California Secondary Education Commission, 1987).

A recent POST study indicated that there is a direct relationship between education level and success as a law enforcement applicant (POST, 1986). The irony of the situation is that as the quality of education appears to be declining in the public schools, a great number of the best educated young people available are to be found among the most difficult of the target groups for recruitment as police officers: Asians, Hispanics and Blacks.

The threat of AIDS and the identification of occupation groups with high risks of exposure to the disease continues as matters of concern to the public. A recent Los Angeles Times article revealed that a Los Angeles County deputy sheriff had died as a result of a heart attack brought on by AIDS. This deputy had been assigned to an area of the county jail that housed homosexual

prisoners, and the probability of his having contracted the
disease in that environment was discussed at length in the
article (Los Angeles Times, Nov. 1, 1987). If other law
enforcement personnel contract AIDS as a result of their
occupation, the negative effect on recruitment for police cadets
as well as for sworn officers could be devastating.

Trends. In the course of the futures study in Part One of this
project, the panel of experts identified five trends that related
directly to the issue of cadet programs and the recruitment of
police cadets. These trends were then analyzed in terms of their
relationship to a number of events also identified by the panel
to show their impact on the issue in question. This, in turn,
became a valuable asset in evaluating the impact of the trends on
law enforcement. The discussion that follows identifies each of
these trends as either an opportunity or a threat as to its
effect on the Fullerton Police Department specifically and law
enforcement in general.

1. A Threat and an Opportunity: Perceived Deteriorating Quality
of Public Education. Recent studies into the quality of public
education indicate that it appears to be declining in quality.
This will adversely impact the ability of the Fullerton Police
Department to find candidates capable of passing the written
examination. It also means that law enforcement will be competing
more with private industry as well as with other law enforcement
agencies for the young people who have obtained, or are capable
of obtaining, a quality education. At the same time, law

enforcement is becoming more complex.

The SAG did see an opportunity in this situation, however: the
police department could offer a formal training program for
cadets emphasizing those areas that have become a problem for
students coming out of the public school system (i.e., basic
English, report writing, spelling, etc.) in addition to those
courses directly related to law enforcement. This training would
lower the attrition rate of cadets coming into the program while
overcoming the difficulties resulting from employment of students
who had not mastered these basics in school.

2. A Threat: Unfavorable Attitude in Society Toward Police Work.
The group believed that there is a growing unfavorable attitude
among the general public toward police work as a career, and that
this trend would, in all probability, continue. This was viewed
by the SAG as a threat to expansion of the present cadet program,
and to recruitment efforts, in general. Several factors were
identified as working to strengthen this trend, including the
increasing number of alternative careers available and a change
in society's values toward public service. In addition, the group
thought that the public's concern about the AIDS issue and the
perception that police work is a "high risk" occupation in terms
of the chances of contracting the disease would fuel this trend
in the future.

3. A Threat: Decreasing Number of Qualified Applicants. Finding
qualified applicants continues to be a challenge for the

Fullerton Police Department and for law enforcement in general. Another recent study indicates that the percentage of the population in the 16 to 34 age group will continue to decrease (Trimtab Consulting Group, 1985).

As this target age group continues to decline in numbers, a very high percentage of the few applicants it does provide are failing some part of the testing process. For example, in tracking 227 applicants who had passed the written examination for police officer in the City of Fullerton in 1986, only 10 were ultimately hired. Many failed the interview, and an alarming number were lost due to drug use which was uncovered during background investigations or polygraph examinations.

4. A Threat and an Opportunity: Increasing of Minority Groups in the Population. Minority populations have been growing rapidly in the Orange County area, especially among Hispanics and the Asian groups. Many of these minority groups bring with them a distrust of the police based on the negative contacts and experiences in their native lands. In addition, language barriers add to the problem of police communication with these groups. These factors also add to the difficulty in recruiting from these important groups. The strategic analysis group saw this as a threat to recruitment efforts.

The group did see an opportunity in this situation in that it believed recruitment efforts could be focused on the high school-age children of these immigrants, as they tend to absorb the

culture and attitudes of the host country more quickly than their parents. This could ensure applicants from these important target populations for the future. Specific attention could be paid to recruiting these young people as police explorers and cadets, exposing them to law enforcement as a career at an early age.

5. A Threat and an Opportunity: Selection Process Becoming More Involved. Over the past several years, the selection process has become more involved and the group saw a high probability that this trend would continue. State validated written examinations, more controlled and structured oral boards, and more cautious use of polygraph examinations have resulted from challenges to the process, court decisions and affirmative action suits. In addition, stricter POST requirements were seen as likely in the future, such as the 1985 regulation requiring psychological examinations to sworn applicants.

Given the fact of an increasingly shrinking recruitment base, this trend is viewed as a threat in the area of expanding the present police cadet program and recruiting sufficient numbers of young people to maintain a viable program.

Despite these facts, the SAG also identified an opportunity here in terms of the result of a more involved selection process. They indicated that it could result in a higher quality candidate more likely to finish the basic academy and successfully complete the probationary period. This improvement in retention should relieve some of the pressure on the recruitment efforts of the department

by reducing the number of new outside applicants needed. Expansion of cadet programs could also increase the odds of success in this area, given the high retention statistics that resulted from the survey in Part One of this study.

Analysis of the Fullerton Police Department Capabilities and Resources

Upon completion of the environmental assessment and the analysis of the trends regarding the issue of police cadet programs and recruitment, a survey was conducted among police department personnel to determine the department capabilities and resources toward meeting the demands for change that any recommended policies might require.

The survey was given to 40 employees, with 30 responding for a 75 percent response rate. This represented 20 percent of the sworn officers on the department. The complete survey results appear in Appendix D; however, a summary of the results will be discussed here.

Resources. The clearest weakness identified among the resources of the department was in the category of manpower. Of the 30 people who responded, 28 rated this category as needing improvement and requiring immediate action to improve. The shortage was seen as greatest in the ranks of uniformed patrol officers. Over the past 10 years, many specialty assignments and other uses of patrol personnel have reduced the number of officers available for field assignment. The perception is that

the problem is one of deployment within the agency, and a study of manpower use within the department is being conducted to determine if we are effectively using sworn personnel in all divisions of the agency, and to recommend needed changes and reassignments. Alternative deployment plans are being evaluated, including the 4-10 and a modified 9 plan.

The perception of the department's management skills was generally satisfactory. Of the 30 responding, 75% rated management skills in the average or above average range. While this is seen as a strength in terms of resources, it is also seen as needing improvement as well. Current department efforts in the area of career development should improve this rating further in the near future. Some differences in management style between the previous chief of police and the present chief may also account for a lower rating by some individuals.

Police officer and supervisor skills were rated fairly high and do not appear to be an area for concern.

Those persons responding thought the image of the department in the community was strong and that the department had a high level of both city council and city manager support. Pay and fringe benefits are somewhat below the average for the area, and the turnover rate is slightly above average at the present time.

In the area of morale there is some cause for concern. Ratings tended to be on the weak side and will require further analysis.

Capability. In March 1987, a new chief was appointed from within the ranks to replace the former chief who had retired. The department is still undergoing change and adjustment to change that make analysis of strengths and weaknesses more difficult at the present.

The survey indicates that the top managers are viewed as being in a custodial/marketing mode that either tends to reject change or adapts to change slowly. This may not, however, be inconsistent with other departments in the city and may reflect a generally conservative attitude throughout the local government structure. It is looked upon as a weakness for the purpose of this study.

Middle managers, however, were seen as more open to change than top management, and could be counted upon to encourage and facilitate change where needed. The survey indicates that the line personnel are also not only open to change, but seek change as well.

Organizational Climate. The survey reveals a very "slow to change climate," in which the power structure generally is not change oriented; therefore, there is little encouragement, or rewards, for change within the organization.

Summary. The organization is perceived as being acceptable in the area of management and supervisory skills, able to cope with the environment generally, and providing the necessary leadership

internally.

In order for change to be successful, however, it would have to be approached slowly and guided with support from the ranks of the middle managers and supervisors. The survey indicates that the line personnel would support change, increasing the chances of success.

Recommended changes in the areas of cadet programs and recruitment would probably have a greater chance of success as top management recognizes the changes in the environment which are impacting these issues and the importance of adapting in order to continue to meet the needs by the year 2000. Past successes with the current cadet program of this department are well documented and recognized by top management.

STAKEHOLDER ANALYSIS

It is important to understand that any plan or policy can have an effect on a number of people, organizations or special interest groups. It is just as important to evaluate and anticipate the concerns of these "stakeholders" when developing the plan in order to recognize their importance and place in the matter. The SAG identified the primary stakeholders as they relate to the issues and articulated certain assumptions about each, as indicated in Exhibit VII on the following page.

	STAKEHOLDER ANALYSIS		
	STAKEHOLDER	(A) ASSUMPTION	(B) ASSUMPTION
1	Residents	Concerned With Adequate # For Quick Response	
2	Senior Citizens	Very Concerned With Police Protection	Will Be Supportive Of Cadet Recruiting Efforts
3	City Council	Concerned As Effects Constituents	Will Support The Plan Within Cost Limitations
4	Police Officers Association	Consider Safety Issue and will support	More Concerned With The Immediate Than The Future
5	Maple Area Association	Support If Feeling Impact of Crime Problem	Will Not Support If Feel Overpolicing The Neighborhood
6	Business Community	Will Support-Good For Business	
7	Minority groups	Will Be Neutral	
8	City Personnel Department	Supportive & Aware Of Issues And Trends	
9	Police Management	Aware of Trends/Problems Supportive	
10	Other City Departments	See Police Department As Getting Most of Budget	
11	Courts	Supportive	
12	Training & Personnel Lieutenant	Supportive And Aware Of Issues And Trends	Concerned With Quality Over Numbers
13	Private Security	Not Supportive	See More Police Officers/Cadets As Competition
14	High Schools	Will Allow Recruitment On Campus	Supportive Of Cadet/Recruitment Efforts
15	Colleges	Supportive-Encourage Recruitment On Campus	
16	City Manager	Will Support If Facts Articulated To Show Need	Very Responsive To Council Position On The Matter
17	A.C.L.U.	Concerned With Quotas Of Minorites/Women	
18	Service Clubs	Will Support POlice Position On The Issue	
19	Builders/ Developers	Supportive If No Direct Cost	
20	Police Cadets	Very Supportive	

EXHIBIT VII

These stakeholder assumptions were then plotted on a chart according to the importance of the stakeholder and the certainty of the assumptions that had been projected by the panel. This is shown in Exhibit VIII on page 52. There are stakeholders whose effect on an issue are not known but could surface as a surprise friend or foe. Because their importance may have been underestimated, they must be closely monitored as the plan unfolds. These stakeholders are referred to as "snaildarters" and are identified in Exhibit VII with an asterisk (*)

certain

20

4a   16b   12b   12a   3a   9

                                              10
                                                    15   2b
                                                    14b   2a   18
                              11   3b
                                              14a
least   6   16a   most
important   important

                              13b   4b   17   1

                        13a   5

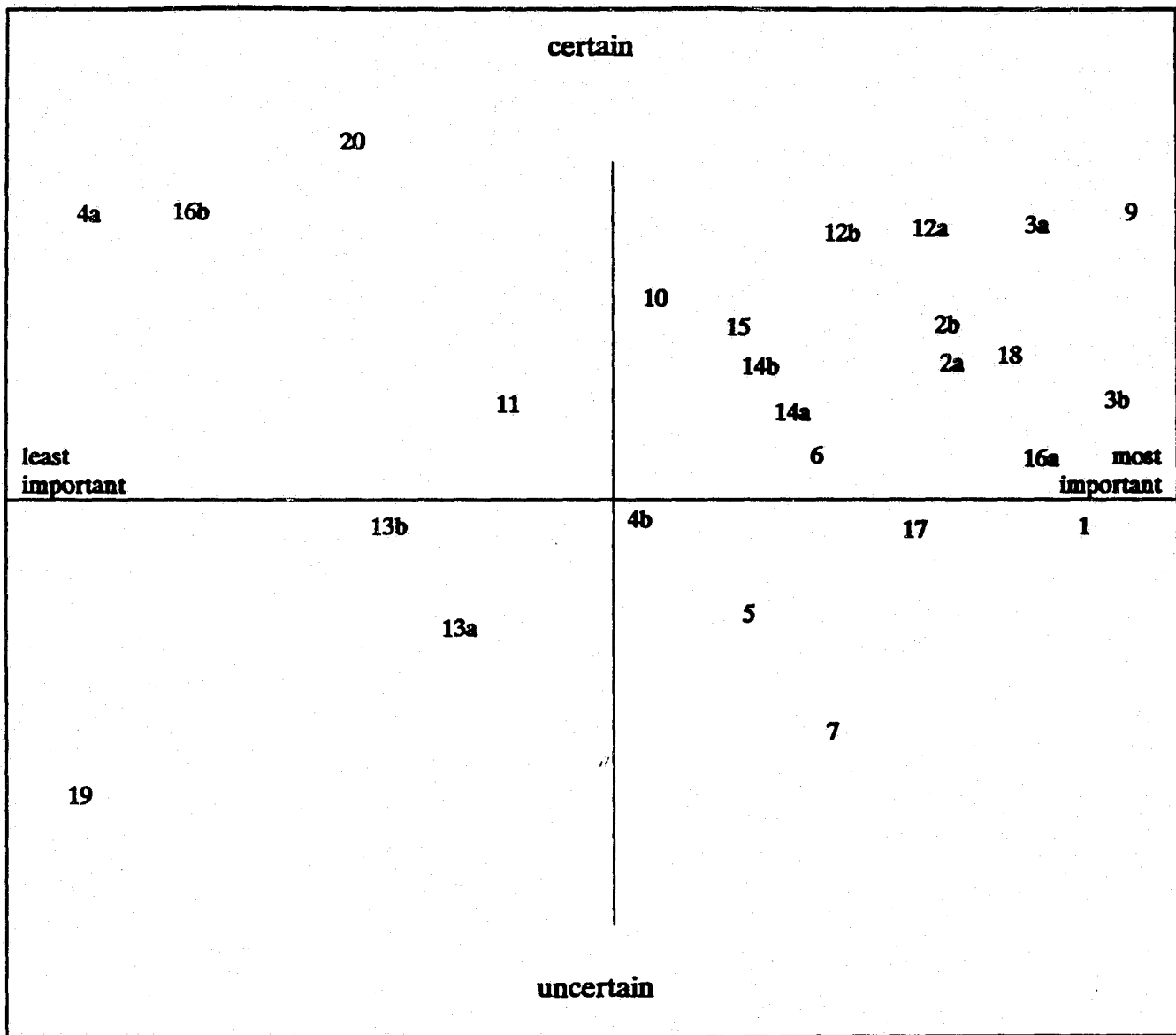   7

19

uncertain

EXHIBIT VIII

52

Stakeholder Assumptions

Most Certain and Important to React to the Issue. These
stakeholders were identified as senior citizens, the City
Council, police officers' association, the business community,
police management, the training and personnel lieutenant, high
schools, colleges and the city manager.

Least Certain and Important to React to the Issue. These
stakeholders were identified as residents of the city, the Maple
Area association, minority groups and the A.C.L.U.

Analysis of Least Certain/High Importance Stakeholders

Residents of the City. They will probably support cadet expansion
and recruitment efforts; however, their reaction is dependent
upon their perception of the overall crime problems at the time,
as well as any direct monetary impact on them personally. Highly
reactive to their "perception" of what the crime problem is, this
could well be a "split" group.

Maple Area Association. This is a loosely knit organization of
minority leaders from the Maple area of the city and is comprised
primarily of Hispanics and Blacks. The group has been very vocal
on a number of law enforcement issues in the past. It is most
concerned with the level of policing in the area, and reaction to
cadet programs and recruitment would be determined by the
circumstances in the neighborhood at the time the issue was
proposed. During times of high incidence of property crimes such

as residential burglary occurring in the neighborhood, the group tends to be very vocal regarding the need for more sworn officers; however, when property crimes are down and the members are not being personally affected, they tend to want fewer policemen and will complain about over-policing and harassment of minority young people. For this reason the group was designated as a snaildarter which could surface as either a friend or foe. Recent attitudes of young people in this area seem to be more pro-police and more interested in law enforcement as a possible career than has ever been seen in the past. This is evidenced by more participation in the police explorer program and cadet activities.

Minority Groups. As noted earlier in this project, the minority composition of the city is changing, with increases in southeast Asians and undocumented Hispanics, among others. The group thought that it would be essentially neutral on the issue; however, the degree of certainty on this assumption was low. This is due to the newness of some of the groups and the fact that they have not as yet "bought into" the community to a large extent. This attitude could well change with time and as the numbers of these minorities increase in the community.

The A.C.L.U. The group thought that this organization might be concerned with such issues as recruitment of women and minorities and with filing legal proceedings to force the department to meet affirmative action quotas. As this assumption was considered highly speculative by the group, yet one that would result in a

strong impact on the issues, this group was also designated as a snaildarter.

MISSION STATEMENT

A mission statement is an important guideline for an organization to use in developing alternative strategies for dealing with issues. It serves as a reference for the organization to monitor its activities in order to ensure that it is actually succeeding in terms of the goals that have been set. This project will present two mission statements. The first is at a "macro" level and describes the mission of the Fullerton Police Department. This macro view will also incorporate statements pertaining to areas of capability and resources that need improvement, as addressed earlier in the capabilities and resources analysis section of the study. The second is the "micro" level and describes the organization's mission in relation to the issue of the purpose and function of police cadet programs and recruitment.

Macro: The Fullerton Police Department
The Fullerton Police Department provides protection and safety to all persons within its jurisdiction regardless of age, race, religion or socio-economic background. The department exists to prevent crime, keep the peace, apprehend offenders, instill in the community a perception of safety from criminal activity and provide service in a variety of non criminal situations to the public. It is a department that is responsive to the changing

characteristics of law enforcement and the changing needs of the community. It is an organization that recognizes the contributions of its employees and strives toward excellence in all areas through the professional development of those employees. Above all, it recognizes that the organization's principal product is service and the need to provide it in a fair, courteous and compassionate manner to all with whom we come in contact. It exists to safeguard the constitutional rights of every person under all circumstances.

Micro: The Purpose and Function of Police Cadet Programs in Medium-sized Police Agencies by the Year 2000

To insure the recruitment, selection and hiring of young people in order to have a continuing manpower source to meet the need of providing protection and safety to all people within the City of Fullerton; to select candidates who will serve in a professional manner and grow and develop within the organization; to understand in the recruitment process the need for young people who are representative of the varied ethnic groups in the community and the need to communicate with non-English speaking citizens; to recognize and meet the challenge of a changing work force and a decreasing number of qualified young people to choose from while competing with a growing number of alternative career paths, and still provide a service oriented, ethical, mature and drug-free work force; to provide training and varied job assignments to ensure a continued interest in law enforcement as a career.

Several alternative strategies were developed by the strategic analysis group to address the issues of the purpose and function of police cadet programs and recruitment by the year 2000. A modified Policy Delphi technique was employed to generate these alternatives. A feasibility and desirability index was then used to identify three alternative strategies.

Alternative 1: Establish a Police Cadet and Recruitment Task Force to Study the Impact of the Issues on the Organization and the Future Trends on the Issues

A cadet and recruitment task force would be able to provide continuous monitoring of trends impacting the issues, evaluate the trends and changing patterns, and recommend strategies for dealing with them. The group thought that this would be a viable alternative strategy as it would provide a sound basis for the development of other approaches based on the work of the task force. As an example, monitoring of demographic changes in the community could lead to specific strategies aimed at recruitment of a particular minority that is becoming more prevalent in the community.

By anticipating the needs in advance, the task force should provide a more proactive approach to solving the problems as they are revealed, resulting in a better-coordinated and well thought-out program capable of changing as the need arises.

Alternative 2: Reorganize and Improve the Cadet Program

This strategy would keep the 18 to 21 year old group from being
attracted to alternative career paths before its members can be
appointed police officers. It provides possibly the best source
of sworn personnel by developing young people with a proven
interest in law enforcement through on-the-job training and
varied assignments. It also provides the department with an
inexpensive source of manpower to relieve sworn officers of many
duties not necessarily requiring police officer status. The group
believed that the success rate of these cadets would be much
higher than that of other target groups. The success of cadets
under the very limited program now in effect justifies this
belief, as did the survey conducted in Part One of this study.

Alternative 3 (polarized): Develop Incentive Programs Such as Those Used in the Private Sector.

This strategy proposes the use of incentives such as paying for a
college education, cash bonuses and other monetary incentives to
attract the best available candidates to the department. This
strategy also increases our ability to compete with private
industry as well as other law enforcement agencies. See Exhibit
IX on the following page.

PROS AND CONS OF ALTERNATIVES

ALTERNATIVE#1	PRO	CON
*cost effective *coordinated approach *generate more ideas	*able to respond quickly to change *well planned approach	*large commitment of time

ALTERNATIVE#2	PRO	CON
*basic program already in place *can teach oral & written skills *ability to respond quickly to change	*ready pool of candidates *familiar with the department *know police culture	*menial jobs cause bordom *candidates with no outside life experiences

ALTERNATIVE#3	PRO	CON
*attracts candidates that otherwise wouldn't *not offered by police competition		*expensive *no guarantee they will stay *attracts just for the money not interest in police work *jealousy of present employees *hard to administer

EXHIBIT IX

The three alternative strategies can be assessed in terms of their probability of success by examining the results of the analysis depicted in Exhibit X. Note that in the case of alternative #1, all stakeholders are seen as either "neutral" or "for" the strategy. This strategy could expect to meet with little or no opposition. Alternative #2 should experience little opposition also, as the stakeholders who are seen as "split" or "against" the strategy are not high in importance in terms of the success of the strategy. Alternative #3, the most polarized strategy, could prove difficult to implement assuming an accurate assessment of the stakeholder attitudes toward it. Note that several very important stakeholders are viewed as being against the strategy.

MODIFIED POLICY DELPHI

ALTERNATIVE STRATEGIES	SCORE	
1.ESTABLISH A STRATEGIC PLANNING COMMITTEE	40	#1
2.MINORITY RECRUITMENT PROGRAM	34	
3.REORGANIZE CADET PROGRAM	39	#2
4.DEVELOP INCENTIVE PROGRAM	28	P
5.REQUIRE MINIMUM COLLEGE CREDITS	22	
6.IN HOUSE COMMUNICATIONS TRAINING	30	
7.REORGANIZE RESERVE PROGRAM AND PAY	34	
8.ASSIGN FULL TIME RECRUITER	38	
9.YOUTH RECRUITMENT PROGRAM	37	
10.CIVILIANIZATION	29	
11.ELIMINATE UNNECESSARY MANAGEMENT	18	
12.RETIRED POLICE OFFICERS PART TIME	29	
13.RECRUITMENT OF MILITARY PERSONNEL	36	
14.PRIVATE FIRM TO PROMOTE RECRUITMENT	31	
15.CONCENTRATE ON RETENTION	27	

COMBINED RATINGS - FEASIBILTY AND DESIRABILITY INDEX   EXHIBIT X

Recommended Strategy

Of the three strategies, the group thought alternative #2 was the most viable and provided a vehicle for addressing trends identified in the previous futures analysis. Adoption of the alternative would allow development of policies and strategies to effectively address the deteriorating quality of education, decreasing number of qualified applicants, increasing minorities, as well as the selection process itself. Even the trend toward an unfavorable attitude toward police work could be impacted by development of this strategy. The strategy was seen as being cost-effective, able to be implemented quickly, and capable of providing consistent, organized approaches to the recruitment issue as well.

Special training could be provided within the program to teach oral and written communication skills, addressing the trend of a perceived deteriorating quality of education. Minority candidates could be targeted for recruitment through the schools, addressing the trend of increasing minorities in the community. Eighteen year olds hired as cadets would have up to three years to prepare for a more involved selection process, which would have a positive impact on this trend. This would also address the trend of a decreasing number of qualified applicants by allowing these young people to be hired at a younger age before they are attracted into other pursuits, and by developing their interest in a law enforcement career. Even the unfavorable attitude toward

police work as a career would be countered by this strategy. The group also thought that some of the concepts of alternative #9, although not chosen as one of the strategies for further development at this time, were addressed through the use of this strategy. Alternative #9 is a youth program, concentrating efforts on young people before they are of a recruitable age (see Appendix E).

It was the conclusion of the strategic analysis group that both Strategies One and Two should be implemented by charging the newly appointed task force with developing the reorganized cadet program as its primary assignment. Once implemented, the cadet program would require periodic review and analysis to be sure that it continues to be relevant to the environment and continues to use cadets in ways that actually prepare them for careers as police officers.

ADMINISTRATION AND LOGISTICS

A decision is made by the chief and his command staff as to the initial makeup of the Police Cadet and Recruitment Task Force. Once the members are identified and the committee in place, the task of reorganizing the cadet program is assigned to the group, and progress monitored by the facilitator. Recommendations are made to the command staff of the department for implementation approval. No allocation of funds are needed at first as only "soft" costs are involved.

Long Range

The completed plan for the reorganization of the cadet program is
approved by the command staff and the city manager and submitted
to the personnel department for evaluation of costs of wages and
equipment. An agenda letter is prepared for city council
approval. Implementation of the plan is undertaken by the
administrative services division of the police department, and
the recruitment processes begun. The program is monitored for
effectiveness as it progresses. The Task Force continues to study
the issues and to make recommendations to the chief of police and
his command staff.

PLANNING SYSTEM

During the final phase of the strategic planning process, the
panel plotted the planning design system for the policy in terms
of predictability and turbulence (see Exhibit XI, following).
This provided the group with an analysis of the predictability of
the environment and the turbulent nature of the climate in which
the proposed strategy would operate.

```
P   1    ┌──────────────┬──────────────┐
R        │ OPERATIONS   │              │
E        │ TACTICAL     │              │
D   2    │    1         │   PERIODIC   │
I        ├──────────────┤   PLANNING   │
C        │            2 │              │
T   3    │              ├──────────────┤
A        │  ISSUE       │              │
B        │  PLANNING    │ SIGNAL/SURPRISE
I        │    3         │ PLANNING     │
L   4    │              │              │
I        │              │              │
T        │              │              │
Y   5    └──────────────┴──────────────┘
         1      2      3      4      5
                  TURBULANCE
```
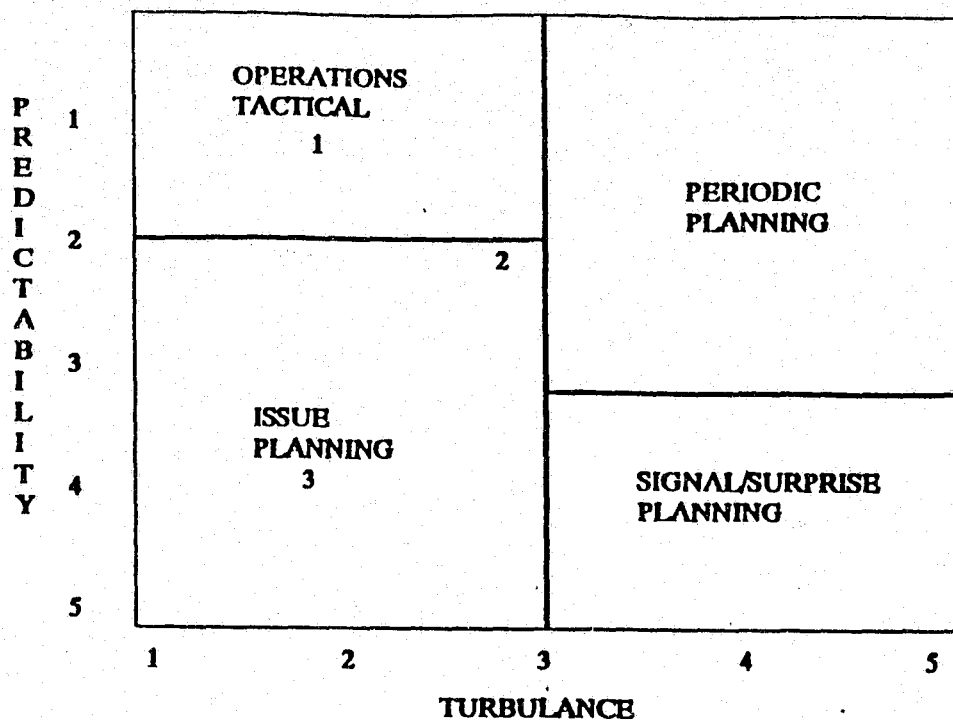
1. Day-to-Day

EXHIBIT XI

Located in the Operations Tactical quadrant with only a few or
occasional changes. This is indicative of the daily operation of
the task force and the setting of policies needed to carry out
the plan.

2. Short-Range

Located in the Issue Planning quadrant with fairly predictable
threats and opportunities and only a few/occasional changes. This
would indicate the predicted responses from some of the
stakeholders involved and the need to be prepared to compromise
and change in order to fulfill the mission of the policy.

3. Long-Range

Located in the Issue Planning quadrant with partially weak
signals of predictability, but with few or occasional changes.

This indicates a confidence in the policy and little likelihood

of change; however a watchful eye on "snaildarters" such as the
Maple Area Association, minority groups and the A.C.L.U., which
may react in a negative manner to some part of the strategy or
block the progress.

PART THREE

TRANSITION MANAGEMENT

A DESCRIPTION OF A MANAGEMENT STRUCTURE FOR A PLANNED TRANSITION FROM A LIMITED POLICE CADET PROGRAM TO AN EXPANDED PROGRAM THAT WILL MEET THE NEEDS OF LOCAL LAW ENFORCEMENT

PART THREE

TRANSITION MANAGEMENT

A description of a management structure for a
planned transition from a limited police cadet
program to an expanded program that will meet
the needs of law enforcement.

THE MANAGEMENT OF TRANSITION

The issue of the purpose and function of the police cadet
programs and recruitment by the year 2000 has been the subject of
a comprehensive futures study in Part One of this project. The
issue of recruitment has come to the forefront as one of law
enforcement's major areas of concern, and the viability of police
cadet programs as a solution was discussed. Recent trends
indicate that the job of finding and hiring qualified candidates
for sworn positions is likely to be even more difficult in the
future, lending further credence to establishing a progressive
police cadet program.

The successful management of that period of time from when a
strategic plan is first formed to when it is implemented is
critical and is dependent on management's ability to assess the
organization's strengths and weaknesses as the transition period
progresses. The transition period begins as soon as people have a

perception of change coming. In a police organization this will occur early in the process and probably before the final course of action has actually been chosen. This particular strategic plan will cause a certain amount of stress upon several areas of the organization in terms of replacing some jobs and duties formerly done by sworn officers with non sworn police cadets. This must be considered and dealt with during the transition state to ensure success of the program. Roles will have to be clearly defined and responsibilities assigned and understood. Feedback and assessment from all areas of the organization will need to be encouraged. Attention will be given to managing the present system during the transition as well as to how management will occur after the change. This should facilitate acceptance of the change throughout the organization and forestall fears of unclear expectations. The appropriate management structure chosen will be discussed at length later in this part of the study. One of the major concerns identified in this project was resistance that would result from the other non sworn employees such as parking control officers, dispatchers, and community service officers as the policy will expand cadet duties to include some tasks now being done by these two groups. As indicated previously, implementation of the change may be seen as an attempt to replace them with cheaper, non benefited employees. It is to this issue that much attention will need to be given in order to relieve these concerns.

THE CRITICAL MASS

The critical mass are those people whose support of the change being proposed is needed for the change to be successful. If they are opposed to the change, it is likely to fail.

From previously identified stakeholders, the following people were identified as being the "critical mass" in terms of these issues by posing the question. "Can he or she break the project?" If so, that person is part of the "critical mass" and a commitment will be needed. Those persons must be supportive or at least willing to let the change occur in order for the proposed project to be successful. Those identified as the "critical mass" in this proposed change are as follows:

1. The president of the Police Officers' Association
2. The representative of the Fullerton Municipal Employees Federation employed as a parking control officer
3. The chief of police
4. The city manager
5. The assistant personnel manager
6. A city council member
7. The services division captain

The next step was to determine the level of commitment needed from each of the people who were seen as vital to the change effort. In order to accomplish this, a "commitment chart" was used and is included here in Exhibit XII.

COMMITMENT PLANNING

0 = WHAT DO YOU NEED FROM THE "CRITICAL MASS?"

X = WHERE DOES "CRITICAL MASS" (INDIVIDUALLY) STAND NOW REGARDING THE CHANGE?

TYPE OF COMMITMENT

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Police Officers Association President	X		O	
FMEA Representative	X	O		
Chief of Police		X	O	
City Manager	X	O		
Assistant Personnel Manager		XO		
A City Council Member			XO	
Services Division Captain				XO

EXHIBIT XII

For each of the identified members of the "critical mass," an "O" was placed in the box that indicated the minimum level of commitment needed for the change to occur. Next, each person and the group he/she represents was studied and an "X" placed in the box that best represents their present degree of commitment. Where the "O" and the "X" were in the same box they were circled to indicate that no work would be needed to get the commitment necessary for the change to occur successfully.

At this point, strategies for getting the needed level of commitment from each person and consequently, from the groups they represent, were developed, keeping in mind that resistance is a normal part of the change process and is to be expected to some extent.

The Fullerton Police Officers' Association

The present Police Officers' Association president is extremely influential with regard to moving the membership to a level of commitment to "letting the change happen." He is also very aware of and concerned with recruitment issues and supportive of department efforts to meet manpower needs. An example of his power to influence the association was recently demonstrated when a vote of the members was needed regarding a Public Employees' Retirement System issue. A meeting was held between the personnel manager and the association president in which the change was explained. There was a lack of communication and the association president left believing that one point of the change was not

beneficial to his group even though it actually was. He used his influence to soundly defeat the matter. Another meeting was held and the point of contention clarified. A second vote of the association was conducted and the matter passed overwhelmingly.

Regarding the proposed change, the association president is seen as opposing the matter at present because it is viewed as hiring "cheap" labor to avoid hiring more sworn officers which the association believes is needed. The approach to be used to gain commitment will be a form of educational intervention in which the change is explained in detail. During this educational intervention, it will be stressed that the ultimate goal of the program is to be able to be able to hire more police officers who will be retained by the department and not lost during the academy experience or probationary period. Others who will be affected by the change, including managers and supervisors, will also be involved in this process. In addition, the association president will be on the committee to implement the plan.

The Fullerton Municipal Employees' Federation Representative
As identified earlier, this group will see the change as a threat to its non sworn positions of parking control officers, dispatchers and community service officers since cadets will be assigned to some of the duties they now do. For this reason the representative is shown in the "block change" area and the change requires that she reach a level of commitment to at least "let the change happen." This employee is a very strong representative of the members of her association who work at the police

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department and will need to be included in the process early to avoid overt resistance. The educational intervention approach will be useful in getting her to the "let change happen" level. It will be explained in detail that the work the cadets will be doing is part of their training process only and that they are not going to take the place of <u>any</u> full-time employees in those positions. Cadets are available for only 20 hours a week and will be rotated through a number of assignments to gain needed experience and will not be left in any one assignment. It is important that this commitment be kept and that cadets do not become "cheap" replacement for other non sworn positions, in order to ensure the success of the plan.

The Chief of Police

As indicated on the chart, the present level of commitment of the chief of police is in the "let change happen" category. For the change to be successful, it will be necessary to raise his level of commitment to "help the change happen." With this level of commitment he will be persuasive in discussions with the city manager and city council members regarding the issue. As he is a very analytical person and very aware of the current difficulties in recruiting and retaining qualified sworn officers, a variation of the educational intervention approach will also be used. A presentation will be made to the chief of police which includes data on past successes of police cadets as officers, future needs we are anticipating, and charts and graphs depicting the data.

The City Manager

The city manager's level of commitment is shown on the chart as being in the "block change" category and needs to go at least the level of "let the change happen" for success of the program. He also is well aware of the difficulties the Police Department has been experiencing in the area of recruitment. In his case, the power of persuasion will be the most beneficial technique, stressing the amount of work that can be done by these low cost, unbenefitted, hourly employees, as well as future monetary savings resulting from discontinuing much of the outside testing and recruitment efforts which have become more costly in recent years.

The Assistant Personnel Manager

The assistant personnel manager is charged with conducting the testing processes for new employees, including sworn police officers. Due to many other priorities, the hiring process has historically been very slow. Consequently, the police department was loosing good candidates for police officer positions who were hired by other cities before we could finish our process. Because of these problems, the police department has taken over almost all of the testing process. The change suggested here is merely an extension of the activities already being done and the assistant personnel manager will be committed to the needed level of "letting the change happen." No intervention strategies will be needed.

A City Council Member

During the last local election in November 1988, a former captain of the Fullerton Police Department was elected to a seat on the city council. This individual is influential in formulating council reaction regarding matters affecting the police department and is the key to commitment from them. His level of commitment must be at the "help change happen" in order for this program to succeed. The expansion of the cadet program includes the hiring of 10 additional cadets, a new classification of senior cadet, and initiation of a formal training program, all of which will require council approval for the expenditures. This councilman is supportive of police programs, aware of the recruitment dilemma, and currently at the level of commitment needed to secure council support.

The Services Division Commander

The services division commander will be the project coordinator and responsible for making the change happen. Since he is one of the most vocal supporters of the cadet program, familiar with the positive recruitment aspects of the program, and very committed to its success, he is at the needed level of commitment now, which is to "make it happen."

MANAGEMENT STRUCTURE

In determining the type or style of management to be used during the transition, a number of issues must be faced. Since the transition state is different from both the situation that

previously existed as well as the situation that will exist after the change is completed, a separate management structure was considered. The structure chosen should be capable of dealing with the multitude of stakeholders within the organization and with the unique tasks that change will bring. The type of management will greatly impact the process and outcome of the project. When considering the appropriate type of management, the project was viewed in terms of what amount of authority or contacts will be necessary to garner support and keep the project on target. Consideration was also given to the credibility of the existing leadership and its openness to and readiness for change. The most appropriate management structure for the transition state is the one which creates the least amount of tension and the most opportunity to successfully facilitate the new system.

There are several management structures that might be appropriate in leading a project such as the one proposed. The one deemed most appropriate for this transition was to assign the services division captain as the project manager and then use the diagonal slice mode. This involves assigning a representative sample of the different functions, locations and levels of the organization instead of using the formal representatives of each. This mode has been chosen because of the need for input on a continuing basis from the various functions of the organization in which the cadets will be active. This group should also include the police association president and the representative from the Fullerton Municipal Employees Federation in order to ensure that their commitment remains at the necessary level throughout the

transition period. The key to success of this project will be continuing communication to all areas of the department that will be impacted by the change, and this structure is seen as the most effective in accomplishing this. It will keep all of the participants involved and provide the best updated information should conditions change. This structure will also make all areas feel like their interests are being represented and will help in building the trust and confidence needed for a successfully implemented plan.

THE IMPLEMENTATION PLAN

Again, several choices exist in terms of the technologies or methods used to support implementation of a plan. The tool deemed most appropriate to this particular project also works toward relieving some of the tension and uncertainty involved in change and is known as "Responsibility Charting." This method helps to clarify the roles of the various members of the group responsible for implementation and, in so doing, reduces some of the ambiguity and potential adverse reactions. This method involves charting the roles of the critical stakeholders and committee members in this project and is shown in Exhibit XIII which follows. It allows for a better understanding of the different roles involved and a better appreciation of different points of view. Exhibit VIII shows the principal committee members and some of the tasks or decisions that will need to be addressed.

RESPONSIBILITY CHART

DECISION	ACTORS								
	POLICE ASSOCIATION PRESIDENT	FULLERTON MUNICIPAL EMPLOYEES ASSOCIATION PRESIDENT	CHIEF OF POLICE	CITY MANAGER	ASSISTANT PERSONNEL MANAGER	THE CITY COUNCIL	SERVICES DIVISION COMMANDER	TRAINING BUREAU LIEUTENANT	OTHER COMM. MEMBERS
CONCEPT APPROVAL	I	I	S	A	S	S	R	S	S
BUDGET PREPARATION	S	S	I	A	I	I	R	S	S
PROJECT BUDGET APPROVAL	I	I	R	S	I	A	S	S	S
PROGRAM IMPLEMENTATION	S	S	A	I	S	I	R	S	S
PROCESSING OF NEW HIRES	I	I	S	I	S	I	R	A	I
SET UP TRAINING PROGRAM	S	S	I	I	I	I	A	R	S
MONITOR PROGRESS	I	I	I	I	-	-	A	R	I

R = RESPONSIBILITY (NOT NECESSARILY AUTHORITY)
A = APPROVAL (RIGHT TO VETO)
S = SUPPORT (PUT RESOURCES TOWARD)
I = INFORM (TO BE CONSULTED)
- = IRRELEVANT TO THIS ITEM

EXHIBIT XIII

Managing Anxiety and Uncertainty During Transition

Change within an organization will create a certain amount of anxiety and uncertainty during the transition period; however, it can be managed and kept to an acceptable level. An unmanaged transition period will result in an unmanageable change that will ultimately fail. One of the most important ways to reduce anxiety and uncertainty is through consistent communication with all areas affected by the change and consistent feedback. It is important to keep in mind at all times that <u>everybody</u> has a need to know.

The management structure chosen for this project will aid in reducing anxiety and uncertainty by including important and influential members of the "critical mass," particularly the police association president and the Fullerton Municipal Employees Federation representative. These two will be very effective in communicating to their peers the real reasons for the change, the objectives, and the lack of hidden agendas in the goals of the project. In addition, they will provide an excellent source of feedback so that individual needs are recognized and met during the transition. The use of representatives from all of the functions of the department that will be impacted by the project will also reduce anxiety and uncertainty in those critical areas. The use of a project manager and representatives from the areas impacted by the project has

been successful in implementing change in the past in the Fullerton Police Department, and is generally accepted and trusted.

CONCLUSION AND RECOMMENDATIONS

Conclusion

Police cadet programs originated for the purpose of interesting young people in police work before they became involved in other career paths. They began, therefore, as a recruitment tool and some have evolved into fairly complex programs involving cadets in a number of activities of the department. Most require cadets to continue their formal education as a condition of employment which will eventually result in a higher level of education among police officers generally.

The primary research question asked at the beginning of this study was, "What will be the purpose and function of police cadet programs in medium-sized police agencies by the year 2000?" One could also ask, "Will there be police cadet programs by the year 2000?" Are they likely to loose their value over time or do they offer some answers for problems today and in the future? The author believes that the research demonstrates that cadet programs do have value to modern police agencies and are likely to not only continue but grow as time goes on.

The responses from the survey in Part One of this project answers some of the sub questions posed at the beginning: 1) How important will police cadet programs be in recruiting sworn

officers? Evidence from the survey, as well as from previous

studies, indicate that cadet programs <u>may well be the best source</u> of future recruitment of sworn officers. Survey results and this investigator's personal experience indicates a success rate of between 80 and 100 percent for cadets who become police officers, a phenomenal figure when one considers the attrition rate for new hires common among police agencies today. 2) Will future cadets assume more sworn officer responsibilities? The survey again indicates that cadets are now involved in almost every area of the department assuming roles that previously would not have been considered. The trend toward civilianization has contributed to the expanding of cadet roles within many police organizations. 3) Will increased training be necessary to properly equip cadets for their future role? Again, survey results show the majority of departments are now providing formal training programs for cadets, in contrast to the results of a survey the researcher conducted in 1980 when very few did so. As cadets assume more responsibilities, the need for training also increases. 4) What will be the role of police cadets in the future? Survey results, as well as continued trends toward civilianization and budgeting restraints, all point to the fact that cadets will be used in more activities than in the past. They are an inexpensive source of manpower much needed in a time when recruitment of sworn officers is difficult.

Another sub question was "Will hiring cadets at even younger ages be a viable alternative?" During the scanning process a multitude of information was found that indicate that many police agencies

are starting or are expanding explorer programs and involving

them in activities formally reserved for cadets, such as dispatching, evidence control and answering telephones. Should this trend continue, we may very well see the day when high school age cadets are being hired on a part-time basis.

Recommendations

While this project answers a number of questions regarding the viability of police cadet programs in the future, it also led to several areas where additional research is warranted by law enforcement.

The impact of the National Service Act. This bill is presently being considered by the United States Congress and, if passed, would provide college tuition for young people who devote a certain amount of time in specified, domestic volunteer social programs. It is envisioned as similar to a "Peace Corp" at home concept. Could such a program be of value to law enforcement agencies? Could a police cadet program be structured within the guidelines of the legislation? While passage of the bill is uncertain at this time, it appears that it will survive the legislative process. Further developments should be monitored closely by law enforcement.

Innovative Outreach Programs. The project points to the need for law enforcement to examine different alternatives to the normal channels of recruitment to adequately meet the needs of the future. These programs should include, but not be limited to, actively recruiting from military ROTC programs, community ethnic

associations and youth organizations.

<u>National Survey of Cadets and Cadet Programs.</u> Police cadets

should be surveyed as to their ideas on cadet programs from the

perspective of young people who are actively involved in the

process. The panel used in Part One of this study included a

former cadet, and his input was extremely valuable to the process

and to the other members of the panel. In addition, the survey

should consider what other programs around the nation are doing,

the types of duties cadets are involved in, and innovative

programs that are being tried.

Dr. John Berner, POST Bureau Chief has been involved in

researching the type of people who are attracted to a law

enforcement career and what leads people to choose law

enforcement. The information he is compiling could be studied and

used in directing recruitment efforts for police cadets at young

people who have the attributes likely to lead to law enforcement

as a career.

<u>Police Cadet Workshops.</u> Regional or statewide workshops for

police cadets should be considered, where successful cadets come

together to share and encourage each other. Even the development

of POST-approved courses for police cadets, and recognition by

POST of the position, should be the subject of further study.

This researcher also recommends that police administrators look

closely at the idea of beginning cadet programs within their

agencies or improving the ones they now have. Cadet programs of

the future will need to focus more on activities that actually

prepare the young people for careers in law enforcement. These
programs will also allow the department see first hand what they
are getting before going to the expense of academy training.
Cadet programs should be more than just a cheap source of
manpower to accomplish uninteresting and routine duties. Formal
training of cadets should be part of the program as their duties
expand and will add to the interest of the young people involved.
Recruitment of potential cadets from among high school seniors is
being done by some departments now and will be commonplace in the
future.

Finally, viable cadet programs can provide some answers to the
need for recruiting among the minority communities. Young people
adapt to the culture and norms of their adopted countries faster
than the adult population. Recruitment efforts directed toward
minority young people as cadets offers the prospect of more
qualified minority officers in the future.

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APPENDICES

CANDIDATE TRENDS

1. INCREASED CIVILIANIZATION OF THE DEPARTMENT

2. CONTINUED BUDGETARY RESTRAINTS

3. PERCEIVED DETERIORATING QUALITY OF PUBLIC EDUCATION

4. REGIONALIZATION OF LAW ENFORCEMENT

5. PUBLIC SAFETY MERGER OF POLICE AND FIRE

6. INCREASED CIVIL SUITS AGAINST THE CITY

7. POPULATION BECOMING OLDER

8. DECLINING BIRTH RATE

9. INFLUX OF SOUTHEAST ASIANS TO ORANGE COUNTY

10. HISPANIC POPOULATION INCREASING

11. PRIVATIZATION OF POLICE FUNCTIONS

12. INCREASING TECHNOLOGICAL ADVANCES

13. MORE WOMEN ENTERING THE WORK FORCE

14. AIDS EPIDEMIC INCREASES

15. HOUSING COST CONTINUES TO RISE

16. YOUNG PEOPLE LIVING AT HOME LONGER

17. SELECTION PROCESS BECOMING MORE INVOLVED

18. CHANGING VALUES OF YOUNGER EMPLOYEES

19. POPULATION CONTINUES TO INCREASE

20. DECREASING NUMBER OF QUALIFIED APPLICANTS

21. INCREASE IN DRUG USE BY YOUNG PEOPLE

APPENDIX A

CANDIDATE EVENTS

1. POST MANDATES STRICTER REQUIREMENTS

2. CALIFORNIA SUPREME COURT MANDATES AFFIRMATIVE ACTION QUOTAS

3. DEPARTMENT IS SUED OVER THE VALIDITY OF ITS TESTING PROCEDURE

4. UNITED STATES IS INVOLVED IN A MAJOR WAR/CONFLICT

5. THE DRAFT IS REINSTATED

6. A MAJOR SCANDAL OCCURS WITHIN THE FULLERTON POLICE DEPARTMENT

7. THE FULLERTON POLICE ASSOCIATION REFUSES TO RENDER MEDICAL AID
   DUE TO THE FEAR OF AIDS

8. UNITED STATES OPENS ITS BORDERS TO MASS IMMIGRATION

9. LOCAL GOVERNMENT GOES BANKRUPT

10 POPULATION MORATORIUM

APPENDIX B

CADET QUESTIONAIRE

		YES	NO

1. What agency are you with? _____

2. **Does your agency currently have a police cadet program?** 75% 25%

3. **Does your agency provide training for police cadets?** 61% 9%

4. If yes, how many hours training do you provide? 24 HRS TO 312 HRS FOR THOSE WITH FORMAL TRAINING PROGRAMS

5. In regards to station duties, what duties do your cadets perform?

    You may check more than one.

    > Of those responding 55% had formal training - 33% had informal training.

    95% Assist the Desk officer

    95% Answer Phones

    71% Complete Desk reports

    Complete desk reported traffic collisions

    57% Take misdemeanor desk reports

    Take felony desk reports

    67% Other Other crossing guard, bookings, vehicle inventory, computer imput, dispatching, traffic control, evidence technician

6. **Do your cadets perform field duties?** 62% 38%

7. If yes, please identify the dutes performed in the field from the list below. You may choose more than one.

    11% Take misdemeanor crime reports

    Take private property traffic collision reports

    Take felony crime reports

    33% Enforce parking violations

    39% Store or Impound vehicles

    48% Other Vacation checks, parking enforcement, direct traffic, subpoena service, crime prevention, presentations, crime scene assistance, crowd control.

APPENDIX C

			YES	NO
8.	Are cadets assigned to the investigation division?		76%	24%

9.   If yes, please select any of the following duties they may perform.

27%   Make telephone calls to misdemeanor crime victims

13%   Do any follow-up on reported crimes

53%   Other investigation duties

10.	Are cadets assigned to the Records Bureau?	90%	10%
11.	Are cadets assigned to the Police Academy prior to becoming sworn officers?	48%	52%

12.   What percentage of cadets go on to become police officers with your agency?

10%	2	40%	1	70%	1	100%	0
20%	3	50%	2	80%	5		
30%	2	60%	0	90%	3		

13.   What percentage of cadet successfully complete probation as sworn police officers?

10%	1	40%	0	70%	1	100%	6
20%	0	50%	0	80%	2		
30%	0	60%	0	90%	10		

You have just completed the survey. I would like to thank you for your time and cooporation.

NOTE: 94% indicated a success rate of 80 to 100% for cadets who become officers.

CAPABILITY ANALYSIS: RATING

INSTRUCTIONS:
EVALUATE FOR 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. CRISIS. MUST TAKE ACTION MUST TAKE ACTION TO IMPROVE.

CATEGORY	I	II	III	IV	V
MANPOWER			2	13	15
TECHNOLOGY	1	6	20	3	
EQUIPMENT	1	6	18	5	
FACILITY		2	12	15	
MONEY	1	3	20	8	
CALLS FOR SERVICE		6	13	6	3
SUPPLIES		5	21	4	
MANAGEMENT SKILLS	1	12	11	8	
P.O. SKILLS	1	14	13	3	
SUPERVISORY SKILLS	1	10	17	1	1
TRAINING		6	19	6	1
ATTITUDES		4	17	5	6
IMAGE	1	15	11	3	1
COUNCIL SUPPORT	1	10	14	3	2
C.M. SUPPORT		7	20	2	1
GROWTH POTENTIAL	1	7	9	11	2
SPECIALTIES	1	5	19	5	2
MANAGEMENT FLEXIBILITY		6	15	8	3
SWORN/NON-SWORN RATIO		5	18	6	2
PAY SCALE		9	19	2	1
BENEFITS	2	15	15	1	
TURNOVER		4	17	7	2
COMMUNITY SUPPORT	1	18	13	1	
COMPLAINTS RECEIVED		10	16	1	1
ENFORCEMENT INDEX		3	20	4	—
TRAFFIC INDEX		3	20	2	
SICK LEAVE RATES		8	16	8	6
MORALE		2	9	10	

APPENDIX D

ALTERNATIVE STRATEGIES

1. ESTABLISH A STRATEGIC PLANNING GROUP TO STUDY THE IMPACT OF THE ISSUES ON THE ORGANIZATION AND THE FUTURE TRENDS

2. BEGIN A PROGRAM GEARED TOWARD THE RECRUITMENT OF MINORITY GROUPS

3. IMPROVE AND REORGANIZE THE CADET PROGRAM TO KEEP THE 18-21 YEAR OLD AGE GROUP FROM BEING DRAWN AWAY TO ALTERNATIVE CAREER PATHS BEFORE WE CAN HIRE THEM AS OFFICERS

4. DEVELOP INCENTIVE PROGRAMS, WHICH ARE BECOMING MORE WIDESPREAD IN THE PRIVATE SECTOR (SUCH AS PAY FOR COLLEGE EDUCATION, BONUSES, ETC.)

5. REQUIRE MINIMUM OF COLLEGE CREDITS TO QUALIFY AS A POLICE OFFICER TO INSURE COMPETENCY OF VERBAL AND WRITTEN COMMUNICATIONS SKILLS

6. ESTABLISH AN "IN HOUSE" COURSE TO TEACH COMPETENCY IN VERBAL AND WRITTEN COMMUNICATION SKILLS

7. IMPROVE, REORGANIZE THE RESERVE PROGRAM AND PAY THEM FOR TIME WORKED

8. ASSIGN FULL TIME PERSON TO RECRUITING AND PERSONNEL DUTIES AND ASSIGN ADDITIONAL SECRETARIAL ASSISTANCE

9. YOUTH PROGRAM—CONCENTRATE EFFORTS ON YOUNG PEOPLE BEFORE THEY ARE OF RECRUITABLE AGE. WORK WITH THE SCHOOL DISTRICT TO RECRUIT EXPLORERS AND CADET CANDIDATES. USE DARE AND SCHOOL RESOURCES PERSONNEL TO EN COURAGE VIABLE YOUNG PEOPLE THAT THEY ENCOUNTER

10. CIVILIANIZATION OF POSITIONS NOT REQUIRING SWORN PERSONNEL TO REDUCE NEED FOR SWORN RECRUITMENT

11. ELIMINATE UNNECESSARY MANAGEMENT POSITIONS

12. USE RETIRED POLICE OFFICERS AS PART TIME, UNBENEFITED EMPLOYEES

13. INCREASE EFFORTS TOWARD RECRUITMENT OF MILITARY PERSONNEL FROM NEARBY BASES

14. USE A PRIVATE FIRM TO ADVERTISE AND PROMOTE OUR RECRUITMENT

15. CONCENTRATE ON RETENTION —MORE TRAINING FOR MARGINAL EMPLOYEES ON— PROBATION RATHER THAN HAVING TO RELEASE THEM

APPENDIX E

STAKEHOLDER ANALYSIS OF ALTERNATIVE STRATEGIES

	STAKEHOLDER	#1	#2	#3
1.	RESIDENTS	N	F	S*
2.	SENIOR CITIZENS	N	F	F
3.	CITY COUNCIL	F	F	S*
4.	POLICE OFFICERS ASSOCIATION	N	F	S*
5.	MAPLE AREA ASSOCIATION	N	N	N
6.	BUSINESS COMMUNITY	F	F	F
7.	MINORITY GROUPS	N	S*	N
8.	CITY PERSONNEL DEPARTMENT	F	F	A*
9.	POLICE MANAGEMENT	F	F	S
10.	OTHER CITY DEPARTMENTS	N	S*	S
11.	COURTS	N	N	N
12.	TRAINING AND PERSONNEL	F	F	F
13.	PRIVATE SECURITY	N	A*	N*
14.	SCHOOLS	N	F	S*
15.	COLLEGES	F	F	F
16.	CITY MANAGER	F	F	A*
17.	A.C.L.U.	N	N	A*
18.	SERVICE CLUBS	F	F	S*
19.	BUILDERS/DEVELOPERS	F	F	F
20.	POLICE CADETS	F	F	F

F=FOR   A=AGAINST   S=SPLIT   N=NEUTRAL

APPENDIX F