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RECRUITMENT AND RETENTION

OF CALIFORNIA'S

FEMALE POLICE OFFICERS:

A 21ST CENTURY CHALLENGE

by

GARY A BENNETT

COMMAND COLLEGE CLASS TEN

PEACE OFFICERS STANDARDS AND TRAINING

SACRAMENTO, CALIFORNIA

1990

10-0178

PART ONE - A FUTURES STUDY

What policy issues will face the California police agency in the recruitment and retention of female police officers by the year 2000?

PART TWO - MANAGING FUTURE STRATEGIES

A model plan for the City of Sandpoint, in particular, and for all California police agencies, in general.

PART THREE - MANAGING TRANSITION IN THE ORGANIZATION

A description of a management structure designed to facilitate the planned change from a police agency with few women in its sworn ranks to one with significant female representation.

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Standards and Training

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Executive Summary

PART ONE - A FUTURES STUDY

"What policy issues will face the California police agency in the recruitment and retention of female police officers by the year 2000?"

This portion of the study examines the issue by identifying prevalent trends and relevant events by way of a Nominal Group Technique panel. The panel selected five trends as having the most impact: the level of social acceptance of women in law enforcement, the level of recruitment effort geared to female applicants, the number of employee-benefit programs geared to women, the pay in the police profession vs. other professions, and the percentage of women in top or executive police positions. Five events were selected as having priority: the California Supreme Court mandates sworn staffing levels representative of the community served, the POST Commission achieves 25% female membership, paid maternity leave of one year is guaranteed, a female Police Chief is appointed to a major California police agency, a national organization of female police executives is formed. These trends and events are then cross-impacted to examine their relative interdependence. Finally, three scenarios are constructed from the data to give some insight into the alternative possible futures.

PART TWO - MANAGING FUTURE STRATEGIES

The fictional suburb of Sandpoint, California, and its police department are the subjects of a thorough audit of environmental threats and opportunities in addition to organizational strengths and weaknesses. Key stakeholders are identified and assumptions assigned to each as it relates to their relationship with the issue. The following stakeholders are then plotted graphically as to the importance and certainty of the assumptions: police chief, courts, media, spouses, male officers, police academy, women's rights groups, police officers' association, city council,

female officers, community college, and POST Commission. Three policy options were identified from a larger candidate list and a "pro" and "con" analysis conducted for each: a flexible benefit package, a departmental recruiting/retention network, a mandated female hiring quota of 50%. The eventual recommended strategy, incorporating a departmental recruiting team and an advisory group for the police chief, is articulated in a five-step implementation plan which covers a full year of action steps.

PART THREE - MANAGING TRANSITION IN THE ORGANIZATION

In order to ensure the successful transition from the past to the future, key individuals and entities are identified as the critical mass having the greatest impact on the success or failure of the recommended strategy: police chief, male officers, women's rights groups, city council, POST Commission, female officers. Both their current and needed levels of commitment are identified with influencing strategies used to persuade those individual transitions. Additionally, these six members of the critical mass are analyzed as to their readiness and capability for related change. Responsibility charting is used to define actions, steps, or decisions that will be a part of the actual implementation plan, identify key actors in that action plan, and assign one of five levels of responsibility to each actor-action relationship. Finally, a transition management structure, employing a project manager and task forces, is delineated. The supporting technologies of team building, training, and transition monitors are selected to assist the temporary transition management structure.

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WHAT POLICY ISSUES WILL FACE THE CALIFORNIA

POLICE AGENCY IN THE RECRUITMENT AND RETENTION

OF FEMALE POLICE OFFICERS BY THE YEAR 2000?

Introduction

The role of women in contemporary American society continues to evolve in both dimension and scope. The "arrival" of women in the workplace, to share equally in the opportunities and risks of their male counterparts, signals one of the most significant challenges to organizations throughout the United States. These organizations, large or small, public or private, must critically examine the changing involvement, intervention, and influence of women within their respective professional spheres. The purpose of this paper is to provide that critical self-analysis for the California police service as the 20th century draws to a close.

Main Issue

"What policy issues will face the California police agency in the recruitment and retention of female police officers by the year 2000?"

For the purposes of clarity, the following definitions are offered:

Policy -- A definite course or method of action selected from among alternatives and in light of given conditions to guide and determine present and future decisions

Recruitment -- The effort to secure the services of police prospects

Retention -- The act of keeping the services of qualified and tenured employees

Sub-Issues

"What organizational policies must be adjusted or developed to meet the needs of the female police officer?"

"What is the future of employee benefits that assist both in attracting and retaining qualified female officers?"

"What future recruiting strategies might the police profession employ to attract more female police officers?"

Expertise

The author is a nineteen-year veteran of the police profession and a member of the senior command staff of a mid-size California police department. His experience includes assignments in a wide

range of police tasks: patrol, community relations, public information, investigation, field supervision, personnel, training, internal affairs, crime prevention, youth services, airborne law enforcement, traffic management, crime analysis, records, and vice-narcotics.

Historical Background

The earliest record of women in the police service dates back to the mid-1800's when females were hired to provide matron service in custodial environments. Not until 1893 was a woman hired to actually assist male detectives in Chicago handling investigations involving women and/or children.

This quasi-police role prevailed in many agencies for several decades. However, the first California police agency to hire a "policewoman" was the City of Los Angeles in 1910. Although her duties remained limited to juveniles and females, the female policewoman watched as the suffrage movement grew into a force having significant impact upon women's rights in society. For the next fifty years, the number of female officers grew steadily throughout the United States and in California.

The role of women in police work only began to change in the 1960's and 1970's. The emergence of the civil rights and women's liberation movements during these decades provided the impetus for

fundamental changes in how women were utilized within the law enforcement profession. In 1972, the US Congress amended the 1964 Civil Rights Act (Title VII) to outlaw discrimination by public employers. The Crime Control Act of 1973 further banned sex discrimination by those agencies receiving federal aid. These legal mandates, coupled with high-profile lawsuits successfully alleging sex discrimination, seemed to show results as previously reluctant police agencies began a slow process of assigning women to male-dominated duties. Specifically, the appearance of women in the beat car of the early 1970's marked an historic event in police work. The transition from "policewoman" to "police officer" designations took place in many agencies during the 1970's. In addition, physical standards and entrance examinations began to evolve in recognition of the change in the overall recruitment pool.

The 1970's and 1980's have shown slow but steady progress in the recruitment of female police officers: a 1972 study by the International City Manager's Association revealed that only two percent (2%) of all uniformed law enforcement officers servicing cities with a population greater than 250,000 were female while a similar study in 1978 of cities with a population over 50,000 showed an increase to over four percent (4%) representation of females in the sworn ranks. By 1986, female officers numbered just below nine percent (9%) in those same agencies.

Following the identification of the study issue, the author scanned
numerous articles, reports, books, and professional journals for
historical record, current or recent studies, and future
projections dealing with women in the workforce (general) and women
in the police profession (specific). This scanning process was
prevented from assuming a narrow focus by the use of the STEEP
model--Social, Technological, Environmental, Economical, and
Political.

A general scanning of literature for trends and events readily
points out the changing nature of the American workforce. "About
five of every six persons who will be in the labor force 10 years
from now are already working or looking for jobs."[1] "The number of
Americans in service jobs has nearly doubled, from 12% three
decades ago to 22% today."[2] "No doubt the content of many jobs will
change. But these changes will not substantially alter the basic
skills required for the work. The most widely held occupation in
the American economy is that of a secretary and office clerk."[3]
These jobs are often held by women and they are often low-paying.
However, the role of women in the workforce is also evolving:

> But for all the discontent and frustration expressed by
> women today, a vast majority revels in the breakthroughs
> made during the past quarter-century: the explosion of
> roles for women, their far greater participation in the
> country's political and intellectual life, the many
> options that have come to replace their confinement to
> homemaking.[4]

More and more women are entering the workforce. Females made up 31.4% of the labor force in 1950; by 1986, that number had grown to 54.7%. The Bureau of Labor Statistics projects that number will grow to 55.5% by 1990 and 59.9% by the year 2000. "The 1990 Census will show women accounting for almost 60 percent of labor force growth since 1980."[5]

A focused scan of literature reveals the presence of women in the police profession is also evolving. As alluded to earlier, the number of women in American police agencies has risen steadily over several decades. "The pace of change is, nontheless, relatively slow; women still constitute less than 9 percent of all police personnel and 3.3 percent at the supervisory level."[6] A report by California's POST Commission in 1987 indicated that that state's representation of females in sworn ranks was slightly better at ten percent. However, that same report reveals that female supervisors in California are rare--1.6% versus 3.3% nationwide.

The retention of qualified employees is now an issue facing many employers. New values and lifestyles are changing traditional retention logic. "Business is only gradually becoming aware that those workers they covet most are the first ones to leave the workplace when things don't suit them."[7] Female police officers are no different. Turnover rates of female officers, slightly higher than their male counterparts, are the result of a hostile or unpleasant work environment, difficult confrontations between

police and family life, inadequate light duty and pregnancy leave, media and recruiting distortions, and performance pressures associated with being a "token."[8]

Personal face-to-face interviews were conducted with eight individuals to gather opinions about the issue. These individuals were selected based upon their years of police service, their knowledge and experience with the issue, and their rank. Both men and women were interviewed. Confirmation letters, accompanied by a sheet listing eight foundation questions, followed the initial introductory phone calls (Appendices A & B). Each subsequent interview lasted approximately one and one-half hours depending upon the amount of interactive clarification and dialogue.

Interviewees identified the shift to a "public service" policing philosophy (vs. "law enforcement") as the primary **internal** (professional) force at work to impact the role of women in police work. Additionally, management attitudes and commitment, organizational flexibility (scheduling, benefits, and assignments), the level of role-modeling and mentorship, and pay scales were cited. **External** (environmental) forces at work were lead by the intervention of judicial mandates. Public acceptance, trends in divorce and child-rearing, support from the spouse, and the dwindling recruiting resource of the "baby boom" generation were also mentioned with some regularity.

When asked to comment upon the professional changes likely from an infusion of more female officers, respondents favored the earlier-mentioned evolution to a "service" or problem-solving style of police work as the most important result. They also shared a common vision of improved organizational openness, flexibility, image, and work environment. An increase in the number of female police managers was seen as a recruiting and retention boon due to the anticipated increase in role-models and mentoring. Although male-female philosophical differences were seen as diminishing with increased rank, the individuals contacted agreed that a top-to-bottom consistency in commitment would be more likely with more women in positions of management responsibility.

The current trend to transfer sworn tasks to civilian police employees was seen as a possible detractor in the effort to recruit more female officers in that greater employment stability might be a motivating factor to choose the non-sworn role.

The respondents were in strong agreement about expectations of female police officers, both by the public and the profession. Many mentioned that the public accepted the presence of women police officers well before the average male officer did. Simply stated, the citizen just expects basic competency and "getting the job done." Conversely, subjective standards are still being applied in personnel rating systems. This subjectivity was seen as being both an unfair hindrance to women (e.g. being just "average"

is a difficult accomplishment for many female officers) or an inappropriate benefit (special treatment accorded to those needing "protection"). All mentioned the importance of clear, objective, written performance standards.

Finally, the interviews focused upon recruitment and retention strategies. Agency "track records" were frequently said to be the most important factor independent of a proactive recruiting strategy involving female officers and programs targeting women in non-traditional jobs. The police department's demonstrated success in recruiting women and its ability to accommodate the individual professional and personal needs of its members were said to be imperatives in this area. One interesting paradox cited by several people was the potential problem created by the career over-exposure of a limited number of female or minority officers in high-profile assignments. This seemed to occur most often when a department was attempting to showcase its women in high-pressure recruiting or investigative assignments. The resultant "burn-out" of these individuals was actually creating, not solving retention problems.

With the increased, albeit still-deficient, level of female representation in sworn police ranks, new and more-pressing concerns are being faced by the typical police executive: How does an agency continue to distinguish itself from others in the promotion of police work as a viable career option for women? How

does a police department perpetuate a successful recruitment program for a greater number of qualified female candidates? Once hired, what does an agency do to retain experienced female police officers?

PART ONE

A FUTURES STUDY

Methodology

This study issue was evaluated using several research methodologies:

-Nominal Group Technique

-Cross-Impact Analysis

-Future scenarios

Nominal Group Technique (NGT)

In order to better identify and develop issue-relevant trends and events, a Nominal Group was assembled utilizing nine participants with some level of understanding of and expertise in the area of, women in the workplace (macro) and women in the police profession (micro). The membership of this panel is detailed in Appendix C.

These participants were first contacted personally to invite them to be involved in this portion of the forecasting process. A confirmation letter was then mailed out detailing a description of the technique. Included with this letter was an explanation of their role in identifying, screening, and evaluating relevant trends and events. Finally, the individuals were encouraged to list possible trends and events prior to meeting as a group. This was facilitated by a one-page enclosure giving four illustrations each of both trends and events (Appendices D and E).

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The nominal group met for a period of approximately six hours. Following appropriate orientation and briefing, the group generated 63 candidate trends (Appendix F) and 33 candidate events (Appendix G). Once listed, these trends and events were discussed to arrive at a clear consensus as to definition. Specific criteria were then used to filter the trends, via group "blind" votes, to a final list of six. (Six trends were allowed due to the virtually identical vote for the final two selected). These criteria included clarity, level of uncertainty, susceptibility to measurements, and balance (objective vs. subjective, internal vs. external, background-target-indicator).

Trends

The NGT panel selected the following six trends as those it felt would have the most relevance to the study issue due to past, present, and future interactive dimensions:

Trend 1.   **Level of social acceptance of women in law enforcement**
            This trend withstood substantial debate as to its meaning and measurement. The panel felt that such a trend could be accurately judged by citizen surveys, occupational interest questionnaires, and by police application rate.

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Trend 2. **Level of recruitment effort geared to female applicants**

The group felt that the absence or presence of recruiting programs specifically designed to attract female applicants would play a crucial role in this study.

Trend 3. **The number of employee-benefit programs geared to women**

The employer's demonstrated sensitivity to the needs unique to the individual employee was deemed important to recruiting and critical to the issue of retention. For example, "cafeteria-style" benefit plans, allowing individuals to pick and chose those benefits of value to their unique situation, were cited by the panel.

Trend 4. **Pay in the police profession vs. other professions**

As salary & compensation for women in the labor force moves closer to parity with men, the panel believed that other professions may compete with high-paying police positions.

Trend 5. **Percentage of women in top or executive police police positions**

> The level of police chief positions held by women in California was believed to have a strong potential impact on both recruitment and retention of female officers.

Trend 6. **Availability of 24-hour child care**

> Access to round-the-clock quality child care was viewed as an important trend in the newly evolving public safety workforce. This benefit was of such singular importance that the panel chose to accent it separately from Trend 3.

Following its selection of these trends , the panel was asked to evaluate each trend level, both historically and with a futures perspective. The results of that process are graphically depicted in Table 1. Utilizing a standardized level of 100 as the current trend level, each panel member independently assigned perceived ratio levels for five years ago, five years into the future, and ten years into the future. For each interval of their future projections, members listed two levels per trend--the Will Be level and the Should Be level. The numbers posted in bold type for each projection represent the group mean. Low (L) and high (H) projections are also listed to display the range in individual forecasts.

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)					
	1985	TODAY	WILL BE 1995	SHOULD BE 1995	WILL BE 2000	SHOULD BE 2000
Level of social accept- ance of women in law enforcement	60	100	L 110 M 127 H 155	L 120 M 243 H 500	L 130 M 165 H 200	L 175 M 314 H 800
Level of recruitment effort geared to female applicants	48	100	L 110 M 154 H 200	L 150 M 195 H 500	L 100 M 189 H 300	L 100 M 259 H 500
# of employee benefit programs geared to women	49	100	L 100 M 140 H 200	L 100 M 186 H 300	L 100 M 173 H 300	L 100 M 223 H 500
Pay in the police pro- fession vs. other professions	77	100	L 80 M 114 H 150	L 75 M 158 H 300	L 80 M 127 H 175	L 70 M 199 H 500
% of women in top or executive police positions	31	100	L 100 M 150 H 200	L 115 M 234 H 400	L 120 M 240 H 500	L 125 M 299 H 500
Availability of 24-hour child care	35	100	L 100 M 125 H 200	L 100 M 192 H 300	L 100 M 165 H 300	L 100 M 227 H 500

TABLE 1

The results of the trend level projections were then plotted graphically (Figures 1-6) to provide a visual aide for further analysis. For reader clarity, the level of the trend was plotted on the vertical axis and the 15-year time span studied placed on the horizontal axis.

T1 - Level of social acceptance of women in law enforcement.

Of particular note here is that the "Should Be" levels for this trend are the highest for the six trends in both 1995 and 2000. The high and low range of "Should Be" for year 2000 also exceeded 600 points. This would tend to indicate that the NGT panel, while showing wide divergence of opinion, viewed this upward trend as part of their desired future.
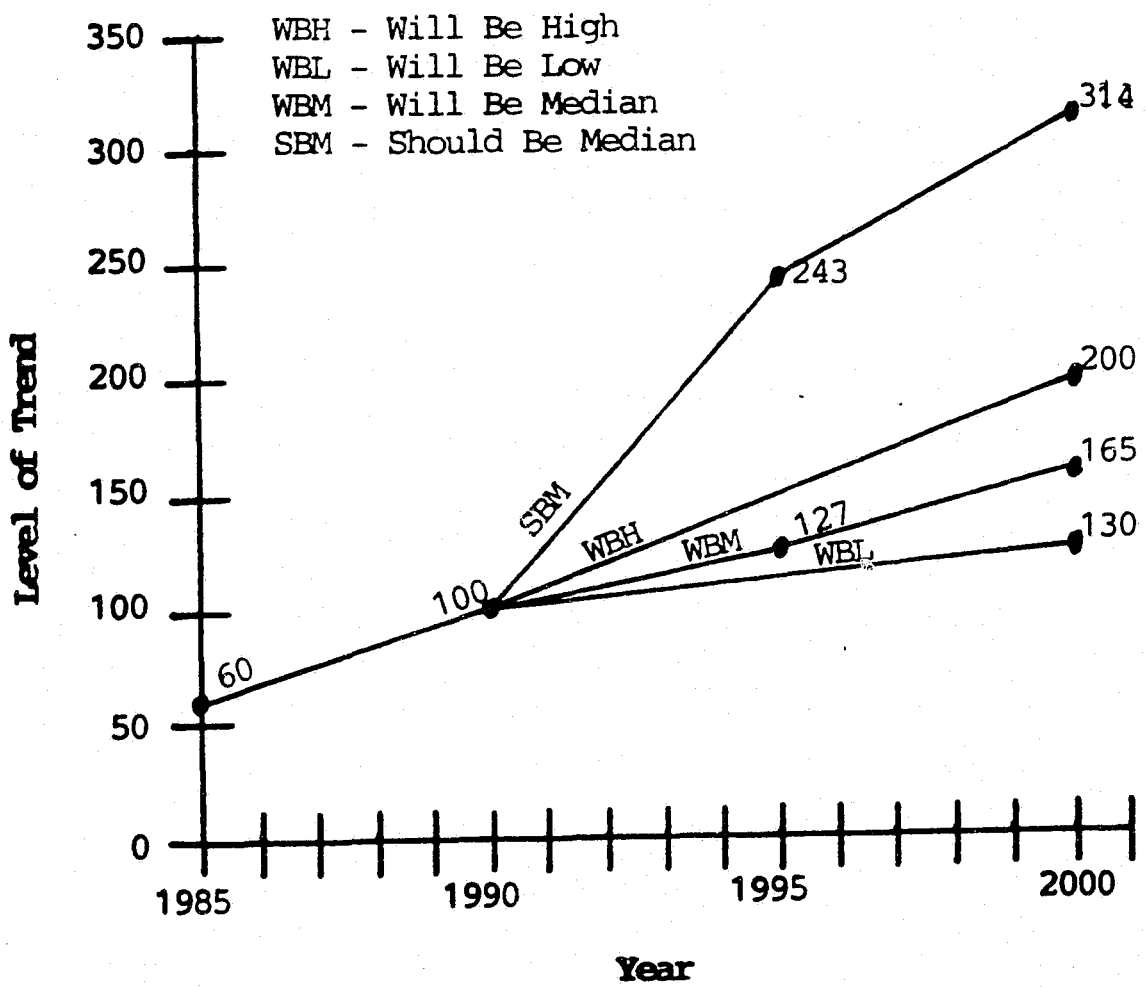
FIGURE 1

T2 - Level of recruitment effort geared to female applicants.
The panel saw this trend as having the greatest potential for change between now and 1995 and second only to Trend Five for the year 2000. This would indicate their belief that female recruiting will become increasingly competitive in nature. Unique recruiting approaches will be needed to distinguish agencies from one another.

WBH - Will Be High
WBL - Will Be Low
WBM - Will Be Median
SBM - Should Be Median
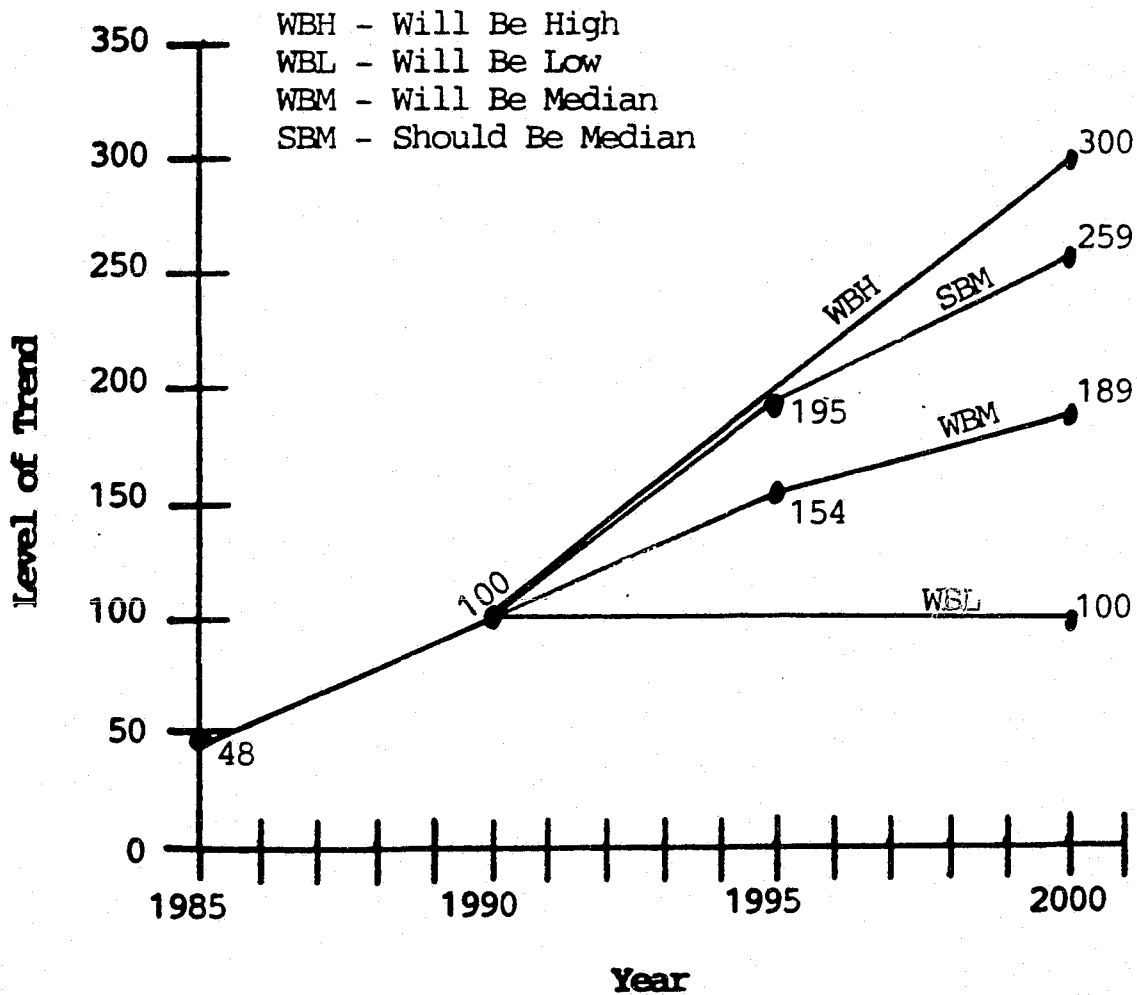
FIGURE 2

T3 - Number of employee benefit programs geared to women.

Sensing over 50% increase from just five years ago, the panel saw an inevitable, steady progress here. For example, paid maternity leave, personal sabbaticals, job-sharing and "errand runners" were identified as possible benefits soon to be common in the profession.
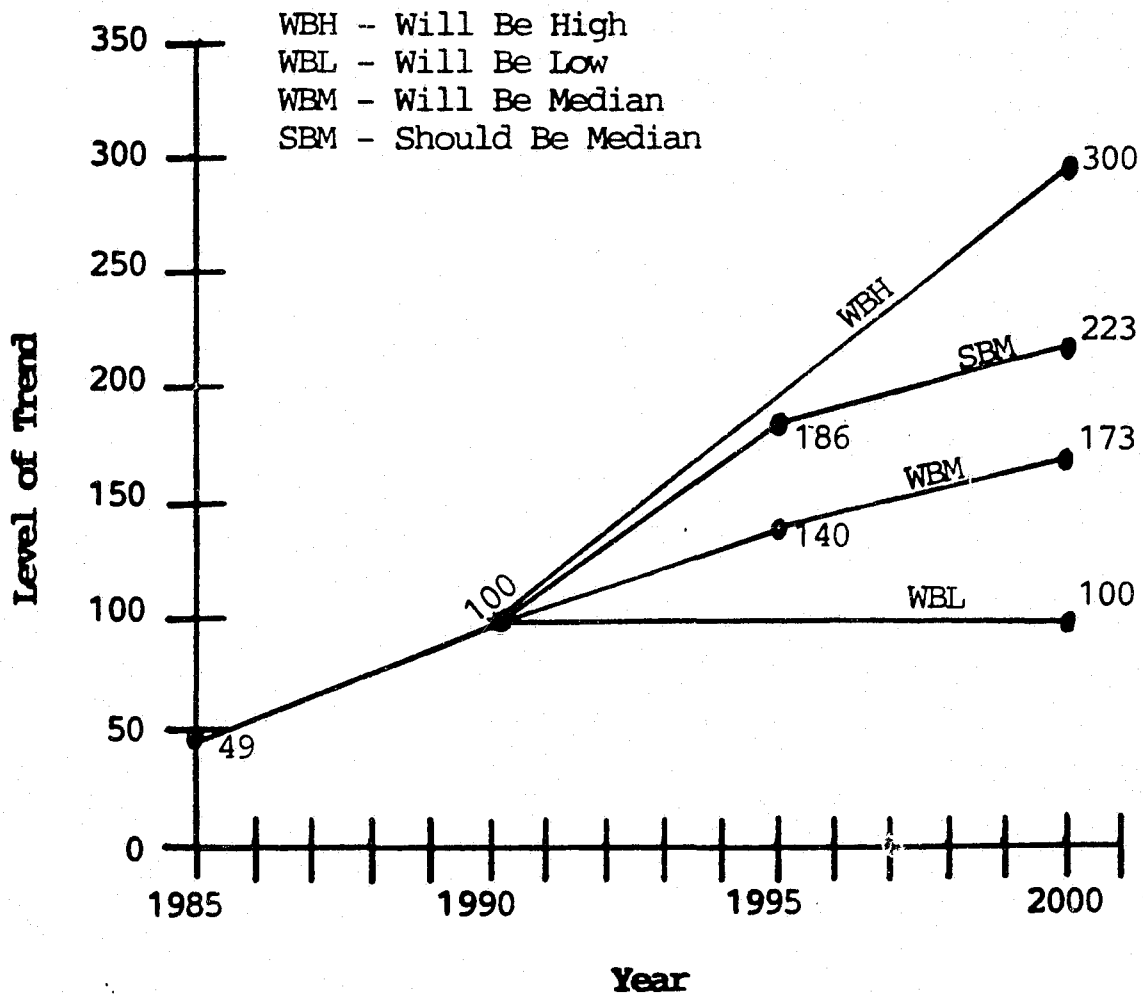
FIGURE 3

T4 - Pay in the police profession versus other professions.

The group was somewhat pessimistic here as the level for 1985 (highest of all six trends) and the expected level for year 2000 (lowest of all six trends) so amply demonstrated. This forecast would seem to reflect the diminishing ability of public employees to make significant improvements in salary compensation.
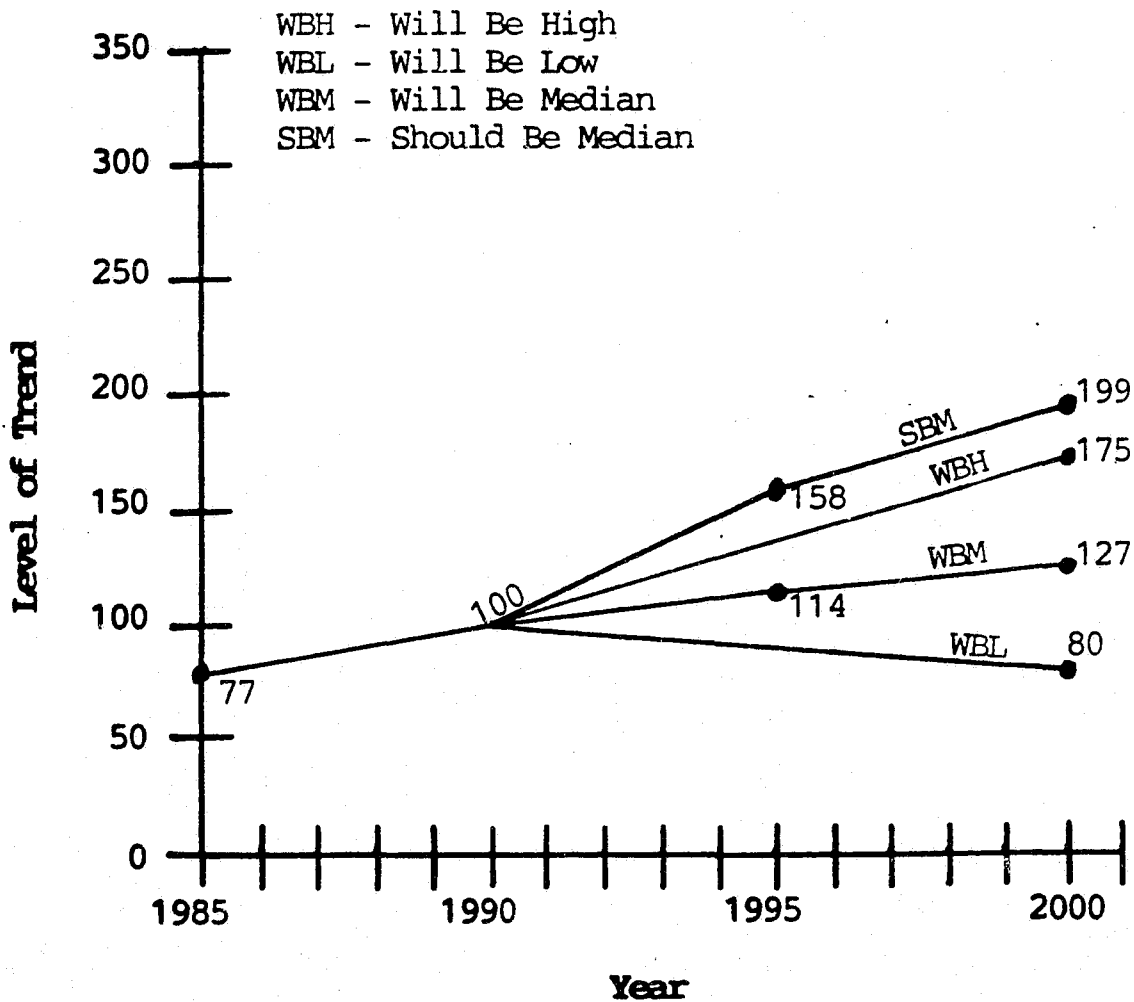
FIGURE 4

T5 - Percentage of women in top/executive police positions.

This trend showed the greatest change from the observed 1985 level (lowest of all six trends) to the expected level in year 2000...approximately 700%. This trend also showed the highest expected level change from 1995 to 2000 (60%), the highest expected level for year 2000, and the greatest range in individual expected levels for year 2000. Obviously, the group feels that female police executives will be appointed with increasing regularity through the end of the century.
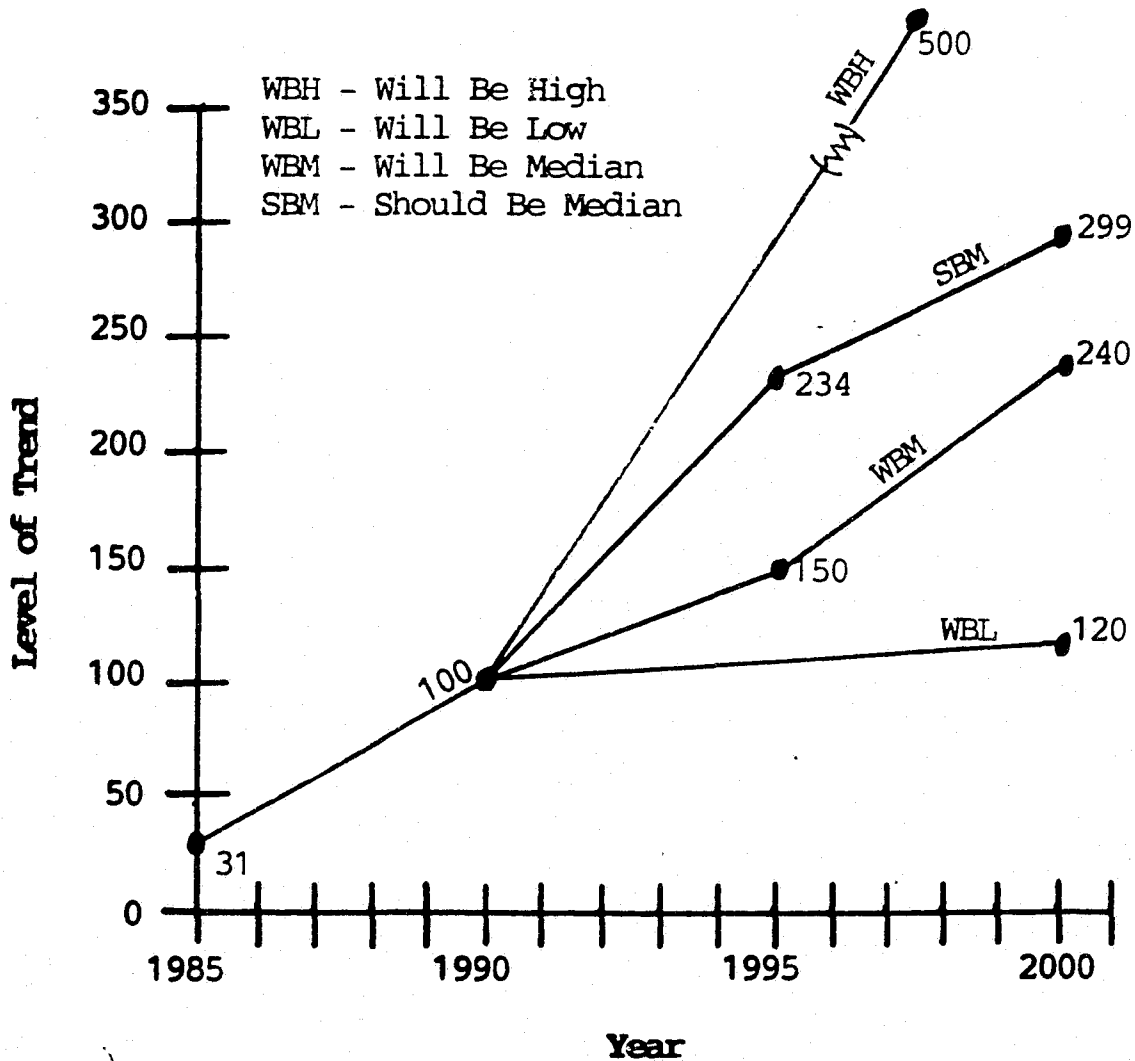
FIGURE 5

T6 - Availability of 24-hour child care.

The NGT group indicated that this trend would place second to Trend 5 as to lowest 1985 level and tied for the second-lowest 15-year increase in projected level expected by year 2000. This would seem to demonstrate the group's appreciation for the cost and complexity associated with day care, in general, and 24-hour care, specifically.

WBH - Will Be High
WBL - Will Be Low
WBM - Will Be Median
SBM - Should Be Median

Level of Trend

350
300
250
200
150
100
50
0

1985   1990   1995   2000

300
227
165
100
35

WBH
SBM
WBM
WBL

Year

FIGURE 6

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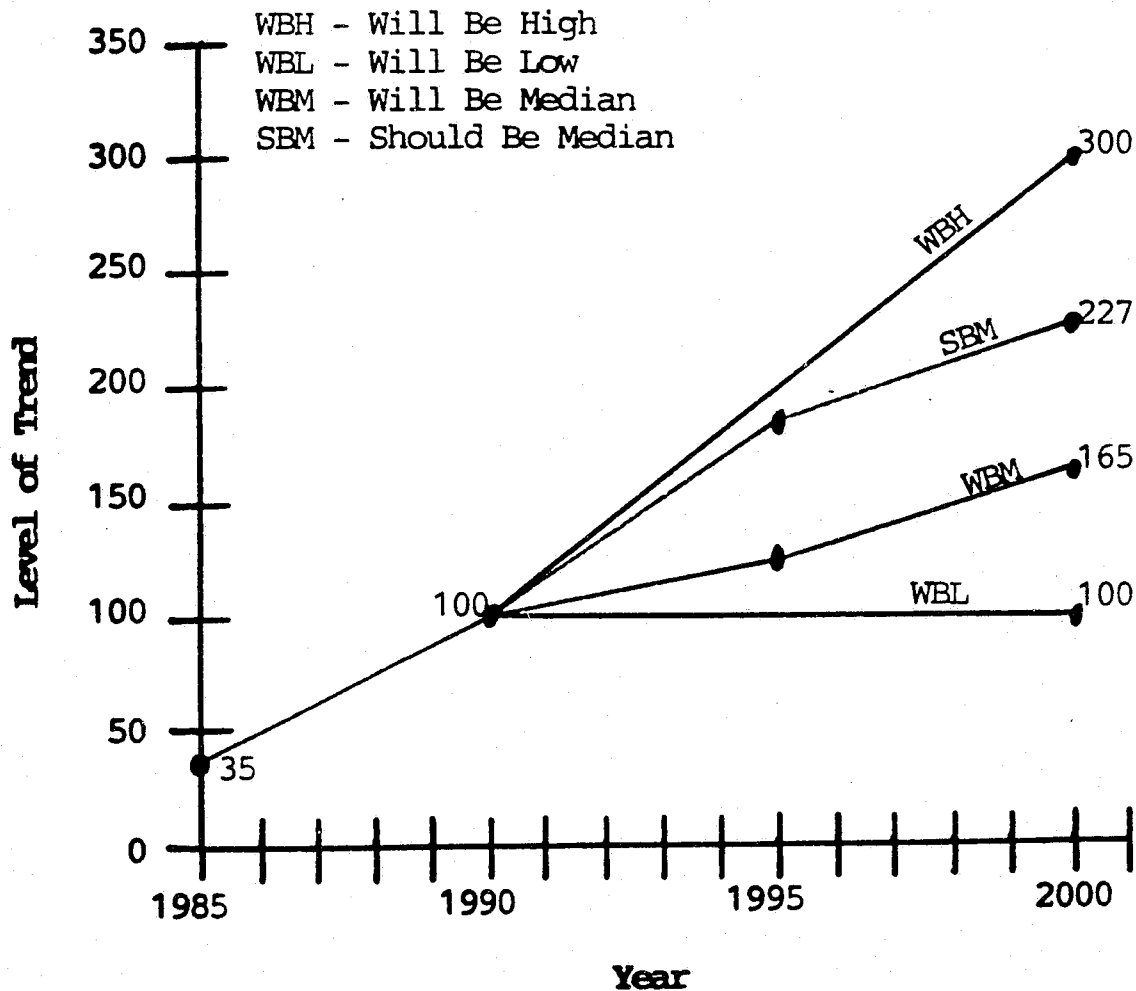
<u>Events</u>

The Nominal Group was also asked to vote for five events they felt would reasonably occur and which, if they did occur, would have the most significant impact upon both the identified trends and the issue. Those events selected were the product of discussion and, once again, anonymous votes of the membership.

Event 1. **California Supreme Court mandates sworn staffing representative of community served**

The group observed that judicial intervention in affirmative action and equal opportunity has had profound impact on public employers. Such a mandate would require staffing goals exceeding 50% for females.

Event 2. **25% female representation on California's POST Commission**

As of this writing, one of eleven members of this body is a woman. Since this commission rules on state-wide training standards and regulations, the panel felt a more visible presence of women could have a significant effect on the issue.

Event 3. **Paid maternity leave of one year**

A direct response to the specific needs of the working mother, this event would increase the allowable, protected leave period and provide for guaranteed compensation.

Event 4. **Female police chief appointed to a major California city**

Not discounting recent appointments to small department and campuses, the group was of the opinion that a female police chief in a city of at least 100,000 population would be a truly significant event.

Event 5. **Creation of national organization of female police executives**

Citing successful networking via state associations, the panel believed that such a group at the national level would be both a source of inspiration as well as political clout.

The five selected events were also evaluated by the nominal group (See Table 2). This evaluation rated the events for the two dimensions of 1) probability and 2) impact upon the issue. The first dimension was considered in three distinct ways: the year that the probability first exceeds zero, the probability five years

from now, and the probability ten years from now. The five- and ten-year probability projections were made on a 100-point scale (0=will not occur, 100=a certainty). The impact dimension was rated both in a positive and negative sense utilizing a 10-point scale (0=no impact, 10=maximum impact). Lastly, the impacts were rated at that moment of peak effect upon the issue. For both the probability and the impact projections, the group range is displayed in hyphenated fashion.

Of particular note is the fact that two of the events (One and Three) are forecast to first occur during the second five-year interval. The panel was of the opinion that the ten-year scope of this analysis was still appropriate although the full impact of these trends were recognized to transcend this decade.

EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year Probability First Exceeds Zero	5 Yrs. From Now 0-100	10 Yrs. From Now 0-100	Positive (0-10)	Negative (0-10)
California Supreme Court Mandates sworn staffing representative of community served	1999	0 0-50	30 0-100	+8 2-10	-1 0-6
25% female representation on POST commission	1995	11 0-50	51 0-100	+6 3-10	0 0-2
Paid maternity leave one year	1998	0 0-10	27 0-70	+7 0-10	-1 0-4
Female police chief appointed to a major California city	1994	43 0-100	68 0-100	+7 3-10	0 0-1
Creation of a national organization of female police executives	1993	25 0-50	57 0-100	+5 3-8	-2 0-5

TABLE 2

Like the earlier trend process, the data gleaned from the event

identification and selection process was plotted graphically for

further analysis (Figures 7-11).

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El - California Supreme Court mandates sworn staffing
representative of community served.

Of the five events, this one is projected to occur last and it has the second lowest probability by the year 2000. However, a judicial mandate of this type is viewed as having the greatest positive impact of all the events (+8). If this event were to occur, it's "crisis" nature would cause rapid and radical changes in recruiting focus.
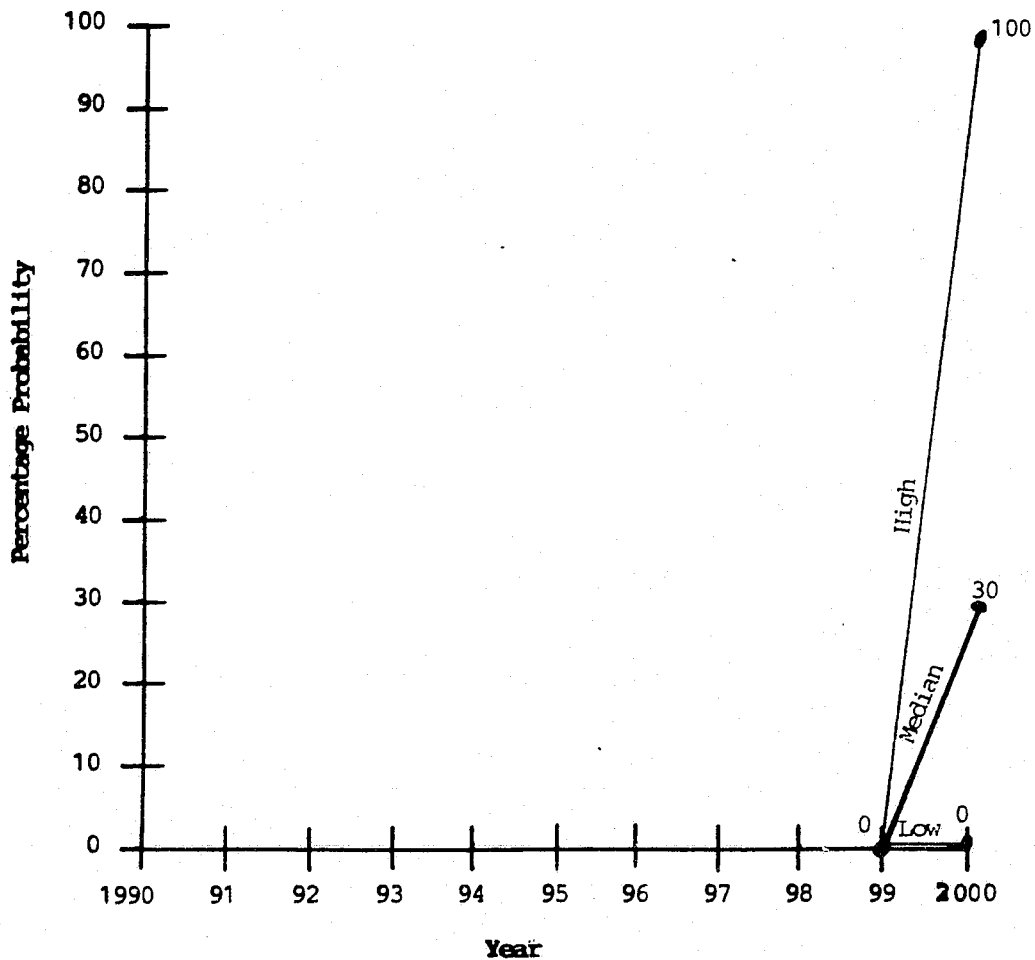
FIGURE 7

E2 - 25% female representation on POST Commission.

One of three events projected as probable by 1995, this event registered the highest jump in probability (40) in the five years leading to year 2000. Recent legislative proposals to increase female representation on all state commissions could drive this event to reality sooner than forecast.
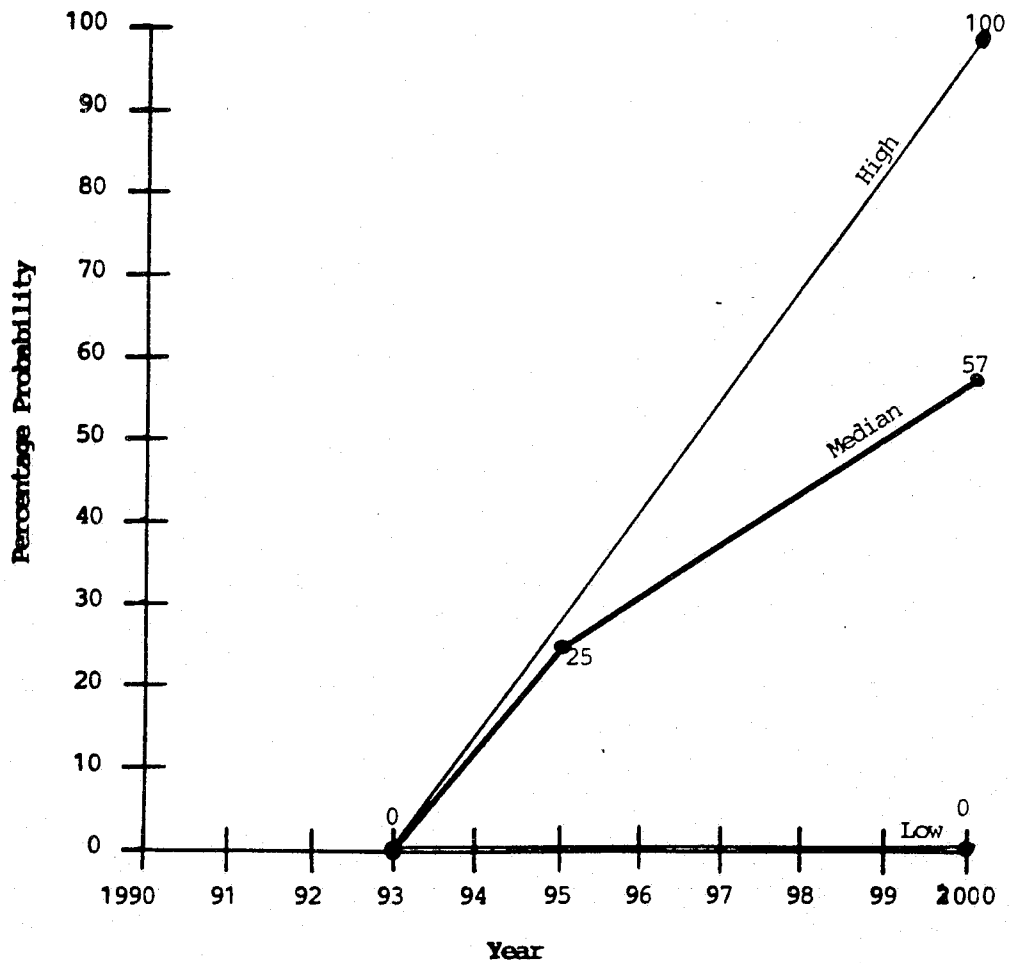
Figure 8

E3 - Paid maternity leave of one year.

This event tallied very much like Event 1 in year first likely to occur and in year 2000 probability. A fairly high impact rating was received as well. The panel apparently viewed child birth and the subsequent demand on the female officer as a critical retention issue. This would explain its apparent redundency to Trend 3.

Figure 9

28
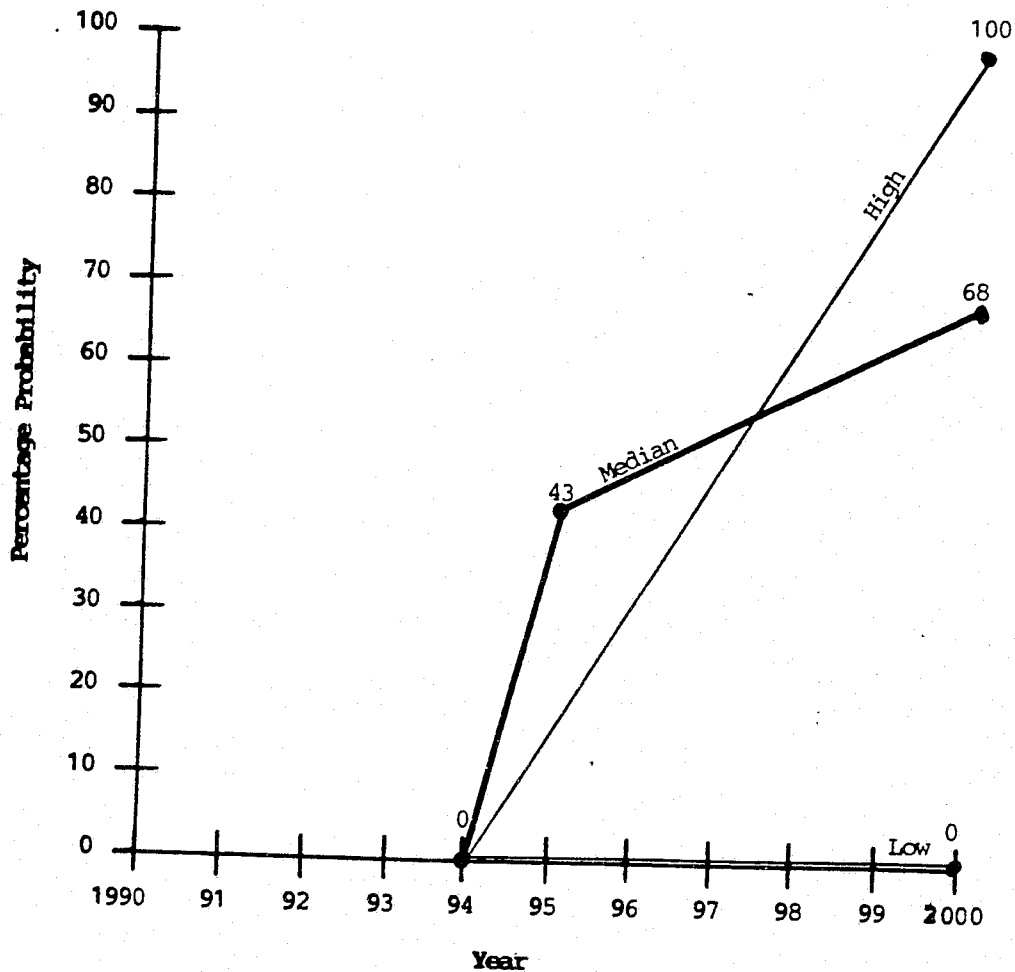
E4 – Female Police Chief appointed to a major California city.

The group mean shows a belief that this event has the highest probability of occurrence for all five events at both the five and ten year intervals. This is somewhat consistent with the evaluation of Trend 5. However, the range of individual forecasts at the five and ten year intervals reveals considerable disagrement within the panel as to probability.
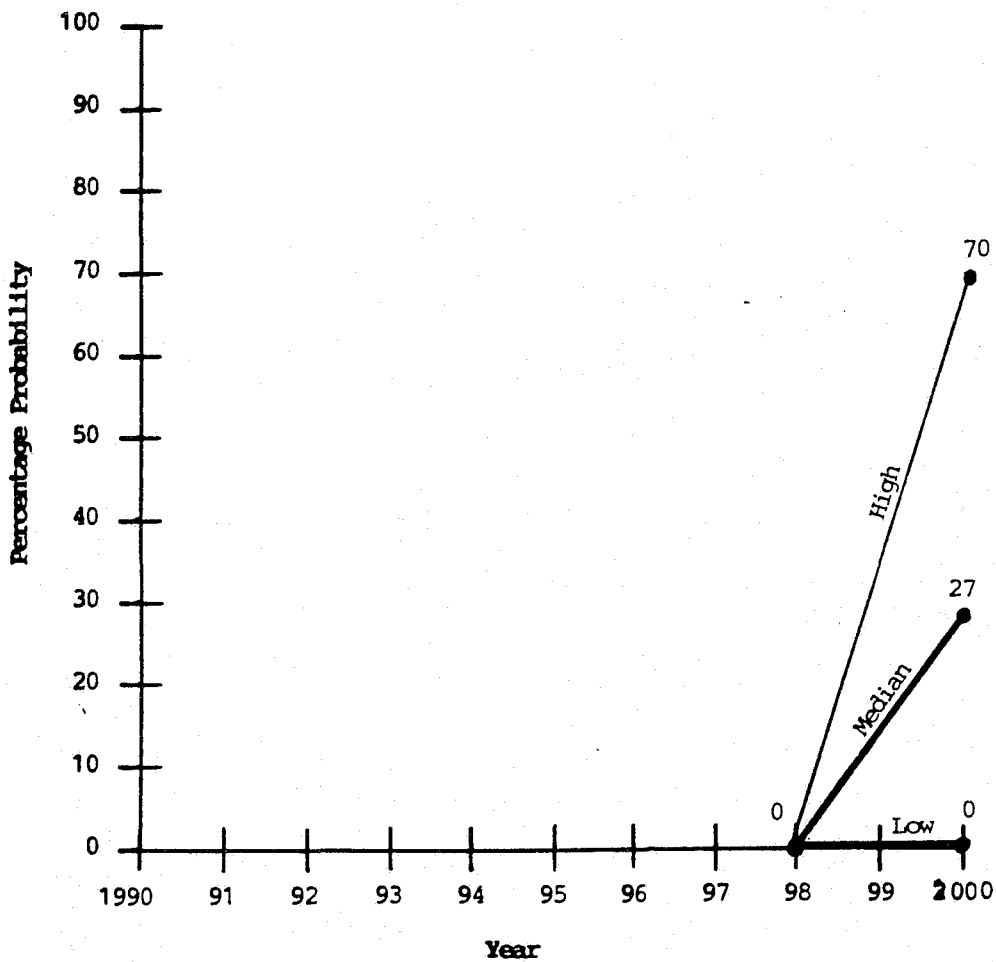
Figure 10

E5 - Creation of a national organization of female police executives

Projected to be the first of events to probably occur, this event also garnered second-place honors for both interval probability projections. The occurrance of this event would likely reflect the panel's forecast for the related Trend 4. However, the negative impact rating would indicate some concern for the "backlash" effect of such a development.

Figure 11

30
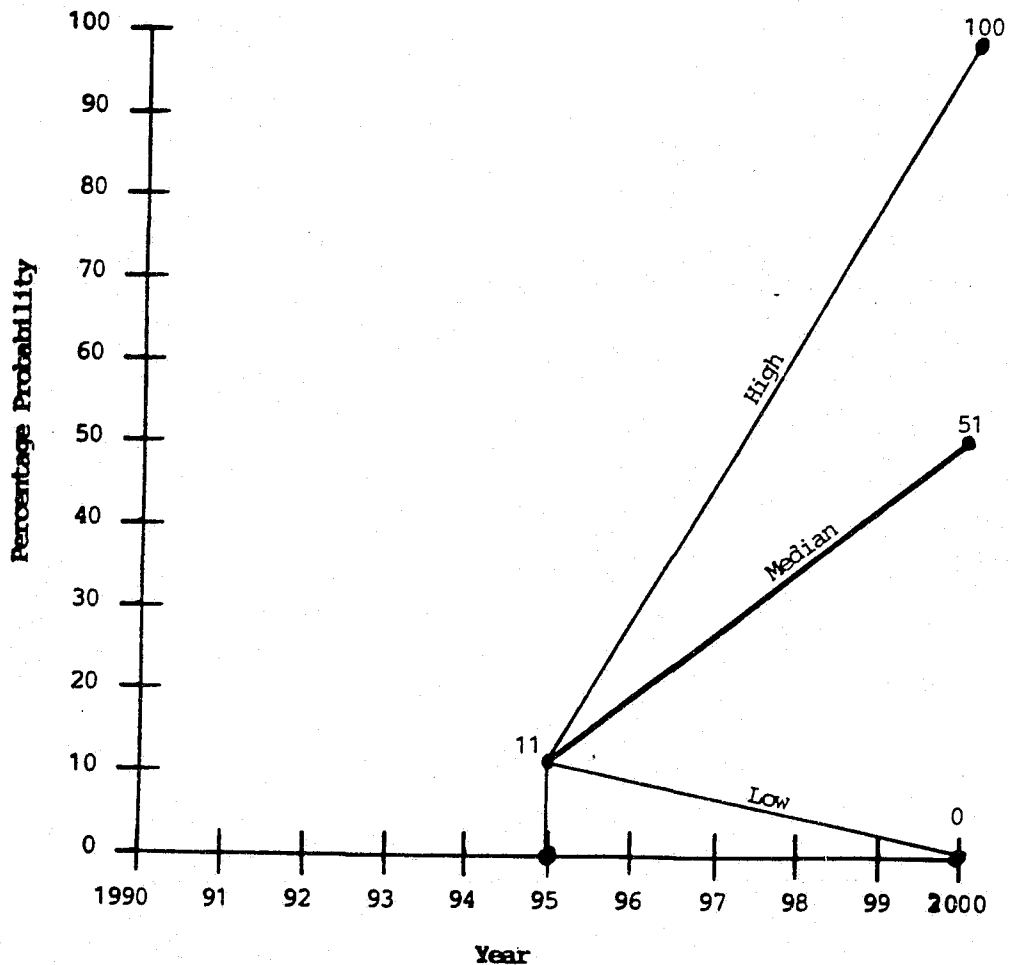
Cross-Impact Analysis

As a final responsibility of the nominal group, an analysis was conducted of the interrelated impacts of specific event occurrences. This evaluation (see Table 3), known as a cross-impact analysis, displayed the resultant impact on the probability of the remaining four events (0-100) and the level (percentage change, plus or minus) of the six trends. The values identified, for both events and trends, represent direct impact estimates at the point of greatest impact. Once again, the mean estimates were decided from group discussion followed by voting of the individual members.

A review of the cross-impact analysis clarifies what the group felt to be the "causal" or "actor" events via the number of impact "hits" in each horizontal row of the matrix. Likewise, "reactor" events are identified by the number of "hits" in each vertical column. Where impacts were rated at a value of less than five, the intersection was viewed as "uncoupled" (0) for the purpose of this process. The ranking of "actor" events was as follows:

    1. Event One - Court Mandate (10 hits)

    2. Event Four - Female Police Chief (9 hits)

Tie: 3. Event Two - 25% females on POST Commission (8 hits)

    3. Event Five - National Female Executive Association (8 also)

    5. Event Three - One year maternity leave (5 hits)

The ranking of the "reactor" events and trends revealed:

Tie: 1. Trend One - Court mandate (5 hits)

1. Trend Two - Level of recruitment (5 hits)

1. Trend Three - # of female benefits (5 hits)

Tie: 4. Event Three - One-year maternity leave (4 hits)

4. Trend Five - % of female executives (4 hits)

4. Trend Six - Availability of 24-hour child care (4 hits)

Further analysis of the cross-impacting "actor/reactor" matrix shows that the imposition of a court quota for recruitment of females would have the greatest impact upon the other events and trends. The trends alone would average a significant increase of 45% in level. Meanwhile, the occurrance of a paid maternity leave would have little impact upon either the other events (a -5% and three uncoupled) or the trends (average of only 10.8% increase in level). However, it is interesting to note that this event would negatively impact the level of social acceptance of women in law enforcement and their level of recruitment. The level of pay in the police profession showed little sensitivity to any of the events (four uncoupled and a -8%), indicating that the emergence of women in the profession does not necessarily support increased compensation projections.

Table 3

CROSS-IMPACT EVALUATION

Suppose that this event actually occurred.........How would the probability of the events shown below be affected?						How would the level of these trends be affected?					
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	T6
E1 — 30	✕	to 65%	to 45%	to 59%	to 43%	+38%	+96%	+73%	-8%	+37%	+34%
E2 — 51	to 15%	✕	to 40%	to 75%	to 65%	+34%	+34%	+28%	0	+27%	0
E3 — 27	to 25%	0	✕	0	0	-9%	-13%	+52%	0	0	+35%
E4 — 68	to 22%	to 60%	to 35%	✕	to 75%	+48%	+20%	+21%	0	+50%	+10%
E5 — 57	0	to 65%	to 35%	to 73%	✕	+15%	+10%	+15%	0	+42%	+15%

E1) California Supreme Court mandates sworn staffing representative of community served
E2) 25% female representation on POST commission
E3) Paid maternity leave--one year
E4) Female police chief appointed to a major California city
E5) Creation of a national organization of female police executives

T1) Level of social acceptance of women in law enforcement
T2) Level of recruitment effort geared to female applicants
T3) # of employee-benefit programs geared to women
T4) Pay in the police profession vs. other professions
T5) % of women in top or executive police positions
T6) Availability of 24-hour child care

→ Year 2000 Probability

Scenarios

Normative - Favored and Attainable

"Sandpoint's 'Top Cop' Looks Back"

Carol Davis-Smith surveyed the large walnut desk from a whole new perspective this time. She noticed for the first time that it had only one drawer! Equally intrigued was she by the police department custodian putting on the finishing touches to the gold lettering on the glass office door announcing to all that passed nearby her appointment as Sandpoint's newest police chief.

As the new chief continued to inspect her surroundings, she began to reflect upon the changes in her department over the ten years preceding her turn-of-the-century appointment as California's first female police chief in a city of more than 50,000. For it was in 1990 that then Sergeant Carol Davis developed and implemented a new recruiting program to address the 15% vacancy rate in Sandpoint's sworn ranks. That very vacancy rate was the subject of much political debate in this diverse community where crime was on the rise. It was often mentioned that the vacancy rate was responsible for slow response times to public calls for service, for rude and insensitive attitudes on the part of officers, and for a less-than-effective police presence in the neighborhoods. Sergeant Davis saw the untapped potential in the ever-growing numbers of women entering the professional workplace, and her recruiting program reflected that understanding. Not only was her marketing approach

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highly successful at the local college campuses and the nearby naval base, Sergeant Davis' efforts resulted in a zero vacancy rate within one year. Of particular note was Sandpoint's new female-female-membership rate--25%!

It was on a recruiting trip to the naval base that Sgt. Davis met her husband-to-be, Ensign Warren Smith. They were married six months later and their son, Clifton, was born while his father was at sea for the last time. It was near her six-month unpaid maternity leave that Carol was informed of her husband's death during sea trials for a new submarine. The years of personal struggle that followed gave Carol Davis-Smith a new resolve to make the world better for the single, working parent.

As the new lieutenant in the Personnel Unit, Davis-Smith made quite a name for herself. During her tenure, the Sandpoint Police Department initiated an innovative program of "cafeteria-style" employee benefits including subsidized child care, job-sharing, and peer group counseling. It was during this period that Clifton watched proudly as his mother graduated as the honor student of POST's Command College (Class 28) and the 100th female to graduate from this prestigious program. Her final project had chronicled her most recent undertaking--a proposal still pending before the City Council to establish a 24-hour child care facility in the new police facility that would provide affordable service to all of the city's 1,200 employees. Many of the department's officers, male and

female, began to call her "Mom" for this project alone.

Lieutenant Davis-Smith competed in the chief's examination as a lark. She studied hard, dressed for the part, and thoroughly impressed the citizen's selection committee. Her surprise selection just last week was still a blur of wild emotions.

A knock on the door interrupted the daydream. The secretary introduced a young, nervous woman and then exited, closing the door as she left. "Excuse me, Chief. I don't have an appointment, but I wonder if you have a few minutes to talk. I'm considering a police career." For what seemed the longest time, the Chief could only lean back in her high-back chair and smile.

Normative - Feared but Possible

"The Badge Broke My Mom's Heart"

I remember when Mom joined the Sandpoint Police Department in 1985. Her excitement over the new job was typical of a rookie police officer. Somehow she seemed to forget that she was to be a "pioneer." You see, Officer Carol Smith was to be Sandpoint's first female patrol officer. She would come home at the end of each shift and tell the stories of her first report call and her first "collar." Only two years later, Mom was telling me different stories, stories that said that "police work was no place for a real woman."

Things had started to change for Mom when she transferred to her second training officer, Jack "Macho" Murphy. Murphy constantly questioned Mom about her career choice and made it clear, in no uncertain terms, that "cop work was a man's job." Her first evaluation from Murphy criticized her "over-sensitive attitude to the public," her "lack of command presence," and her failure to "take charge" when dealing with citizens. His final report to the training sergeant recommended her termination. When Mom complained that Officer Murphy was biased against women in police work, someone taped a playboy centerfold on her locker. On the pin-up was inscribed the greeting "To Officer Smith; From a real woman!" When Mom reported this to the lieutenant, he laughed and said, "Boys will be boys!"

The Sandpoint Police Department did its best to use Mom as a "token showpiece" for its new image as a progressive police department. Used extensively as a recruiter, cop-on-campus, and as a juvenile officer, Mom tried to get a transfer to Detectives. However, the "gold shield" had never been awarded to a woman before. Mom took that test five times and each time she place high on the promotion list. She watched each year while less-experienced and less-qualified men received their "gold shields." Finally, Mom had had enough. In 1995 she filed a federal civil rights suit against the Sandpoint Police Department for discriminatory practices based upon gender. Mom's act of defiance was viewed by some department officials as tantamount to treason. She was ostracized by not only her male peers, but by the three other women who had joined the force after her. Her locker was vandalized, no one would ride with her as a partner, back-up officers would take their time responding to her calls for assistance, and supervisors would document the most trivial of her infractions.

In 1998, my mom resigned from the Sandpoint Police Department to spend more time with me and the family. In January, 2000, my mother's trials and tribulations were finally vindicated. The federal court ruled against the city and ordered back pay at the promotional rate. Mom didn't go back to work, though. She was

satisfied in the knowledge that future female officers on the Sandpoint Police Department would be supported by court-mandated policies covering discrimination and sexual harassment.

Hypothetical

"Sandpoint - A Woman's Touch"

In 1995, the City of Sandpoint, California, initiated a unique affirmative action plan. This program, thought to be a result of a newly elected city council majority of women, was to unilaterally declare females as a protected class worthy of special priority treatment in city personnel practices. The subsequent goal-setting process with individual city administrators and department heads made this objective quite clear as an annual recruiting target was set at 50%.

City departments that typically provide staff support for local government had little trouble meeting the goal as their ranks were already well-represented in female membership. However, three operational departments, police, fire and public works, all expressed concern about the new goal.

In response to the new directive, the Police Chief proposed a recruiting consortium be formed by representatives of the three agencies. This task force was to study the issue of women in non-traditional jobs and make concrete recommendations for recruitment strategies.

The marketing plan that developed from this planning process was both simple and effective. An interdiscipline recruiting team was

formed to canvas local recruiting pools such as the local women's college, the nursing school at the Sandpoint Community College, and the numerous job placement offices of local unions. Accurate and informative media were created to spread the word of women's opportunities with the City of Sandpoint--video clips for broadcasts on the Sandpoint public access cable network, question and answer info sheets about the jobs available, and posted ads designed for appeal to women in women's publications.

By the year 2000, the City of Sandpoint had raised its level of female employees to 45% with over 30% of all new employees being women. The Police Chief announced only last week that his department had topped 25% representation.

Riding the wave of success created from their commitment of five years ago, Sandpoint is gearing up for its next challenging--women as top managers.

Introduction

This portion of the project is devoted to constructing strategies by which the desirable and attainable future may best be secured. This strategic management plan is set within the context of the Sandpoint, California, Police Department. However, this plan will have application in any police agency seeking to better represent and serve its community.

The City of Sandpoint is a suburb of a major metropolitan area. It covers just over 25 square miles in area and has a residential population of approximately 130,000. The citizenry is comprised of a diverse mix of income levels, ethnic backgrounds, and age levels. Levels of violent crime, drug abuse, and property crimes are above average for the state.

The Sandpoint Police Department employs over 200 sworn officers and another 100 non-sworn employees. Offering a full range of assignments, the Sandpoint PD philosophy stresses the importance of community sensitivity and involvement. Specific organizational values have been identified and institutionalized via training, performance evaluations, and promotional practices. The Sandpoint Police Department is well-regarded for the quality of its management staff and its positive community image. A consent decree

has driven recruitment efforts to hire and promote minority officers. However, female officers number only about 9% of the officer strength, and the highest ranking woman is a police sergeant.

Mission Statement

In order to better focus the professional direction and efforts of an organization, a mission statement must be formulated.

The mission statements for the Sandpoint Police Department are structured for both the **macro** (basic) and the **micro** (issue-specific) levels:

- **Macro:** "To provide effective and efficient public safety service to the citizens of Sandpoint"
- **Micro:** "To ensure that sworn female participation is representative of the community-at-large and to maximize women's years of productive police service to the citizens of Sandpoint"

The Sandpoint Police Department has also identified five basic value themes that are being used to guide employee performance:
-"We are proactive"
-"We exist to serve the community"
-"We believe in the personal touch"

-"We are fair but firm"

-"How we get the job done is as important as getting the job done"

These five value themes were developed through a day-long retreat process involving the top command staff of the Sandpoint Police Department. Beyond their identification and articulation, the department has made a concerted effort to institutionalize these values into the day-to-day operation. They are included in the discussion of missions because the content of many of the themes is very germane to the issue. In other words, if the Sandpoint Police Department is truly dedicated to proactive, sensitive service to the community, it must appreciate the importance of recruiting and retaining women as police officers.

Situational Analysis

What follows is a four-step process by which the strategic planning context can be clarified and defined. These four approaches help to assess forces both internal and external to the organization, identify key players and some underlying assumptions about their role in the strategic plan, and help to identify and evaluate policy alternatives. The final process provides a framework for implementation.

The first step in the strategic analysis process is an evaluation of the organizational (internal) and environmental (external) setting. As a framework for a situational audit, WOTS-UP examines the Weaknesses, Opportunities, Threats, and Strengths Underlying Planning. In simple terms, WOTS-UP helps to determine an organization's capability in dealing with its environment.

To facilitate this part of the analysis, a group of five individuals currently employed by the Sandpoint Police Department were asked to complete a WOTS-UP analysis. This group represented command staff, middle management, line, sworn and non-sworn, male, and female. The following observations were made:

Opportunities (Environmental)

1. The increasing number of women entering the workforce and the growing acceptance of women in non-traditional roles were seen as major opportunities for Sandpoint to attract greater numbers of qualified female recruits.

2. The city's leadership in the planning for community-fostered and coordinated child care was also seen as a significant opportunity once the planning moved forward into meaningful implementation.

3. The profession-wide movement towards a more caring, sensitive image for the police was viewed as a positive development that would likely attract more women's interest in the career.

4. The community's growing minority populations, along with the higher ratio of single/working mothers, was felt to be an external force pushing more females into jobs offering higher salaries and benefit packages.

5. Lastly, the group identified the City of Sandpoint as having a sound fiscal base supporting the public service infrastructure. Although this strength is admittedly general in nature, it was seen as fundamental to the city's ability to hire and retain police officers, male and female.

Threats (Environmental)

1. A lack of city organizational stability was cited as a potential threat in that top or executive management turn-over might hinder program or goal consistency.

2. High local housing costs would force city employees (male and female) to commute longer distances, thereby increasing the pressure on working parents to possibly make career-ending professional choices earlier in their careers.

3. The increasing competition for qualified females from private industry was regarded as a phenomenon likely to make inroads into public safety recruiting efforts.

4. The rising number of ethnic groups in Sandpoint which have cultural traditions discouraging women in positions of authority was seen not only as a recruiting hindrance but as a public acceptance obstacle to women in the policing profession.

5. An increasing crime rate, especially in the areas of personal violence committed by strangers and drug-related violence, might serve as a real impediment to recruitment. Danger, both real and perceived, was seen as a severe "quality of life" issue.

6. Local public schools are widely regarded as substandard at the secondary level as revealed by state-wide examinations. The additional cost of private school (like the price of housing) may drive women applicants or officers to consider other agencies.

7. An apparent lack of quality child care facilities was perceived to be a major obstacle to recruitment and retention of the working female parent.

8. Media distortions/misconceptions are being fostered through sensational reporting of crime news and negative incidents involving female officers.

<u>Strengths</u> (Organizational)

1. The Sandpoint Police Department has refocused organizational values around a "service" model (rather than "enforcement"). It was felt that this change, in general, would increase the value of skills offerred by the female police officer.

2. Command-level officers have demonstrated a commitment to the increasing role of women as evidenced by available assignments, career development planning, and promotional policies.

3. A department staff that reflects a wide diversity of ethnic, cultural, and life backgrounds will likely accept women more openly.

4. A strong organizational commitment has been articulated via efforts to educate personnel, intervene where appropriate, and enforce the city's sexual harrassment policy.

5. Female managers, although few in number, are available for role modeling and mentoring. This provides a critical self-support network for new female employees.

6. Field enforcement patterns and practices demonstrate agency reliance upon non-violent resolution skills. Similar to the organizational focus on the "service" model, the skills generally

associated with the female officer are more easily integrated into this kind of performance model.

7. The size of Sandpoint Police Department allows a wide range in career opportunities while allowing a family management approach.

8. Management/supervisory skill levels and flexibility are seen as above average. In addition, their knowledge, education and general mentality was seen as an indication of a readiness on the part of management and supervisory staff for related change in the work environment.

9. Community support for and image of the Sandpoint Police Department is regarded as above average. It was felt that the sensitivity of the department to the community is the primary reason for this perception and that the presence of women police officers reflects this sensitivity.

Weaknesses (Organizational)

1. The lack of significant numbers of women in supervisory and management ranks hinders mentoring and role modeling as the number of female officers increases.

2. First-level supervisory support of women in the profession may be lacking.

3. Negative stereotypes about female police officers are still found in a large proportion of line personnel.

4. The rise in work-initiated personal relationships threatens to increase the incidence of sexual harrassment cases.

5. Inadequate employee benefits as to sick time, maternity leave, and child care are weaknesses with a direct impact on women.

6. Career development programs are designed for all employees, and they fail to focus on the needs of the female officer.

Strategic Assumption Surfacing Technique

(SAST)

Introduction

Following the Mission Statement and the WOTS-UP Analysis, the SAST analysis was conducted to identify key stakeholders related to the strategic issue being examined. Stakeholders are defined as groups, organizations, or individuals who <u>are impacted</u> by what the organization does in relationship to the issue, <u>are able to impact</u> the organization regarding the issue, and <u>are concerned</u> about the issue and/or the organization. Obviously, such a definition creates the opportunity for numerous entities or individuals to become stakeholders.

The design of SAST is to promote the understanding that organizations are not "stand alone" entities operating in a vacuum, that outsiders can and do make a significant impact upon policy and its implementation, and that policy itself has implications external to the organization.

Stakeholder Identification

It is the methodology of SAST to create a large list of stakeholders and then isolate a more manageable list of **significant** stakeholders for further analysis. It is always a priority in this portion of the SAST to identify at least one seemingly insignificant stakeholder whose unanticipated impact on the issue may be drastic as it applies to organizational policy or practice. These stakeholders are known as "snaildarters," a reference to the significant impact of a small-but-endangered fish upon the plans of the Tennessee Valley Authority to flood an area behind a new dam.

From knowledge, experience, and an understanding of the study issue, the author generated the following list of stakeholders:

-Police Chief*   -Courts*

-Media*   -Spouses**

-Male Officers*   -Reserve Police Officers

-City Manager   -Police Academy*

-Women's Rights Groups*   -Citizens

-City Council*   -Police Officers Association*

-Crime victims   -Female Officers*

-Non-sworn employees   -Real Estate Council

-School District   -Chamber of Commerce

-Community College*   -Women's Police Officer Assn.

-Peace Officers Standards   -US armed forces
  and Training Commission*   -Local trade schools

Each of the significant stakeholders identified for further analysis is identified by an asterisk (*). The "snaildarter" is distinguished by a double asterisk (**).

Stakeholder Assumptions

The second task of SAST is to assign assumptions to each of the 13 stakeholders identified. The underlying question in assigning these assumptions is "given the issue, what does the stakeholder care about or want?"

Stakeholder One

The current **Police Chief** of Sandpoint has been with the department for 28 years. His rise through the ranks has been characterized by a maverick, progressive style. He is well known for stressing community sensitivity and a service mentality. His recent attendance at seminars focusing upon the issues of women in law enforcement were followed by a visible commitment to recognizing the contributions of women in the Sandpoint Police Department.

Assumptions

1A: The Police Chief will strongly support the active recruitment of women.

1B: Complaints alleging sexual harrassment will be throughly investigated.

Stakeholder Two

The Sandpoint Police Department has been recruiting police officers for several years in accordance with a consent decree negotiated in the **courts**. Consequently, the representation of minority officers in the police officer ranks has changed significantly and now approaches parity with the community served. The intervention of the judiciary into the personnel practices of other California police departments has had similar dramatic impact.

Assumption

2A: Courts (especially federal) will continue to mandate affirmative action efforts where disparate impact or discrimination are proven.

Stakeholder Three

It is widely accepted within the police profession that the **media** has contributed to a large-scale public misunderstanding of the police as it relates to the use of force, constitutional rights and their practical application by law enforcers, and the portrayal of police work as glamorous and action-packed. These distortions would tend to foster the masculine image so often associated with a police career. It also creates image versus reality conflicts within new police officers.

Assumptions

3A: The commercial motivation of the media will promote the continued misrepresentation of the profession.

3B: Women in police roles will continue to be stereotyped by the media.

Stakeholder Four

There have been a number of studies and programs directed at the role of the police **spouse**. However, these efforts have been designed to address the role of the woman in support of her police officer husband. Interestingly enough, the mere question about spousal attitude or level of support is prohibited as a discriminatory practice when interviewing a female candidate. Yet, the issue is extremely important to anyone considering a police career. For the married female officer, the role of the spouse in support of her career may be a key to both recruitment and retention. The notion that "Wherever the man goes, the woman shall follow," is at real risk where women have increased professional opportunity. The volatility, uncertainty, and potential importance of this stakeholder have earned it the designation as a "snail-darter."

Assumptions

4A: Male spousal support for the female officer will generally be lacking due to role/ego conflicts.

Stakeholder Five

Given the simple arithmetic that shows that the police profession is still dominated by men, it follows that **male officers** play a key role in the professional integration of women. It can be assumed that, generally speaking, sensitivity to the issue can be directly related to upbringing, age, and rank. Those male officers raised in environments where women performed in positions of influence and

power (for example, the military or single-parent homes) may see the issue quite differently than others raised to believe in the more traditional roles of women. Younger officers will have exerienced more side-by-side encounters with women as both the laws and culture of America have evolved. Finally, as male officers ascend the rank structure within the Sandpoint Police Department, they are motivated to adhere to the values of the organization, values that support all employees.

Assumptions

5A: Male officers will support women in their ranks where personal experience demonstrates competency on the part of the women.

5B: Male officers who support a service definition of police work will support women as police officers.

5C: Younger male officers will support female officers more than their tenured peers.

Stakeholder Six

Given their pivotal role in the indoctrination, training, and entry of new police officers into the profession, the **police academy** is a major stakeholder in this issue. The Sandpoint Police Department utilizes a regional police training facility that is housed on a community college campus outside its own jurisdiction. The college uses an interdepartmental advisory group and POST guidelines to formulate curriculum. The resultant program content and approach is a compromise struck between the college, the state, and the

participating agencies. The organizational priorities and commitments of each agency are somewhat diluted by this process. The academy's willingness to focus effort upon the specific needs of women officers will play a major role in both recruitment and retention.

Assumptions

6A: The police academy will not take a lead role in supporting women in the profession unless the participating agencies strongly state this policy as a priority.

6B: The police academy's use of female sworn instructors in non-traditional topics and in role model settings will increase.

Stakeholder Seven

Sandpoint has for years been a site for progressive citizen involvement. Utilizing a commission system, the city has been able to enlist more citizen input into the decision-making process. One current issue which is creating more and more interest is represented by various **women's rights groups**. Historically, these groups have been primarily reactionary, reacting to events as they occur. However, recent revelations in management audits and in the pending selection process for a new city manager have lead these groups to be more proactive in voicing their concerns. Examples of these groups include the League of Women Voters, Women at Work, and the Sandpoint Human Relations Commission. These groups will likely support the recruitment and retention efforts of the police

department by becoming more effective advocates for targeted benefit packages.

Assumptions

7A: The impact of women's rights activism on city policy will increase significantly over the next five years.

7B: Women's rights groups' effect on promoting change will reach a point of diminishing returns if pursued too vigorously.

Stakeholder Eight

The **Sandpoint Police Officers Association** represents the rank-and-file members of the department (officers and corporals) in negotiations for wage and benefit packages. At the present, their Board of Directors does not include a female. Due to the membership majority role of male officers, it is unlikely that the SPOA will take a lead role in supporting female-directed benefits. It will, however, support benefits that may be viewed as having merit for all members. The future of the SPOA may very well revolve around its ability to recognize the growing dissatisfaction of its membership, including women, with its inability to obtain significant benefit concessions from the city.

Assumptions

8A: The SPOA will not take a lead role in women's issues.

8B: Women's issues will only become a priority with the SPOA as the number of female members increases to a conspicuous constituency.

The **Sandpoint City Council** is no longer the predictable body it used to be. Evenly divided between social activists and conservative business-types, the City Council is becoming more directly involved in the business of city government. The council's desire to set department policy, however, has been effectively checked by a city charter giving that authority to the City Manager and his appointed department executives. Public safety is one issue where the City Council has maintained a consistent approach. Its annual workplan for the past several years has placed public safety at the top of its agenda. An example of that commitment is the authorization to hire a sufficient number of officers (over the number dictated by budget) so that vacancies will not be allowed to remain unfilled for long periods of time. So far, the City Council has merely monitored the police department's compliance with the previously mentioned consent decree. The issue of recruiting and retaining women officers has failed to surface politically. However, the sole female council member was recently rebuked by women's rights groups for her failure to anticipate and speak out on women's concerns as they relate to the recruiting of a new City Manager. This member of the council, rumored to have aspirations for the Mayor's office, may prove to be the catalyst by which the Sandpoint City Council takes a more aggressive stance on the hiring of women in city service.

Assumptions

9A: The City Council will not actively champion women's issues

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until there is a visible community demand for greater involvement.

9B: The level of City Council involvement in the issue will be tied to the visibility of its sole female member.

Stakeholder Ten

It goes without too much explanation that the **female officers** of the Sandpoint Police Department are principal stakeholders. It can easily be assumed that women already within the ranks will support organizational changes to attract and keep females in the sworn ranks. The only variable here, however, is the _degree_ to which individual female officers will support these changes. The author's research has revealed a less-than-unanimous position among female officers when discussing the issues facing professional women. The subtle pressure to assimilate into a male-dominated culture has women reacting along a whole range of behaviors from strident militancy to a just-leave-me-alone-so-I-can-do-my-job attitude. Yet, the level of organizational acceptance of women in sworn police positions is largely dependent upon the professional skills and tenacity of the few women that pioneer in any agency. The female veterans are in a position to offer insights from their own experiences to the new officers. They are also in a position to provide role models for the new officers due to their assignment to diverse police tasks and their rank.

Assumptions

10A: Female officers will demand fair treatment from the

department in evaluations, assignments, and promotions.

10B: Female officers will provide pressure to the organization to be more accommodating and considerate of individual employee needs.

10C: As the number of female officers grows, so will the apparent level of organizational commitment to women's issues.

Stakeholder Eleven

The recruitment of qualified police officers has for some time relied upon the local community colleges for support. The presence of police science majors is also important to area police recruiters. The **Sandpoint Community College** has been rebuilding its Administration of Justice program for the past three years. Student enrollment in the program is on the rise. Additionally, the college will soon be embarking upon both a semester-long Police Reserve Academy and a selection of advanced officers courses. The college's stake in the study issue will be dependent upon the level of involvement of part-time instructors drawn from the ranks of the Sandpoint Police Department, the presence of female instructors in the program, and the college's own commitment to the introduction of women to the profession of policing. The selection of academy staff and program instructors must reflect this commitment for the SCC to continue to be a significant stakeholder.

Assumptions

11A: As the Sandpoint Community College continues to expand its justice program, the issue will become more visible in

curriculum offerrings and instructor attention.

11B: The SCC will react to the increasing numbers of women in the general workforce by increasing their support for nontraditional career opportunities for females.

Stakeholder Twelve

The training and professional standards for all peace officers in the State of California are administered by the **Peace Officers Standards and Training Commission (POST)**. Given the limits of the state budgeting process, POST may be assumed to provide both standards and training activity that reflects the statutory and expressed needs of the profession. Given the conservative nature of law and the traditionalist views of many top police spokesmen, the POST Commission may be assumed to not venture into controversy where the issue studied is still regarded by many as a low priority or a "non-issue." The representative presence of women on the Commission itself may also be assumed to partly reflect the level of POST commitment to the issue. Administrative control over state-wide changes in training topics, curriculum, and reimbursement policy make POST a very powerful stakeholder if it choses to play.

Assumptions

12A: POST's level of program support for women in the profession will continue to be directly proportional to the expressed commitment of the state's police executives.

12B: The number of women on the POST Commission will increase due to a build-up of public sentiment.

<u>Stakeholder Plotting</u> (SAST Map)

The next task in this process is to physically plot stakeholder assumptions on a visual map. This map, represented in Figure <u>XXXX</u>, states the two criteria utilized for plotting: 1) the level of importance of the stakeholder's assumption to the organization and the issue; and 2) the level of certainty that the assigned assumption is correct.

STAKEHOLDER ASSUMPTION MAP

```
  I                              CERTAIN                        II
                                    |
                                    |        11B
                                    |        12A  1A
                                    |      5A
                             7B     |        5B    10C
                               1B   |      9A
                                    |
                             3A     |            10A
                               9B   |       6A
                                    |     2A
                                    |       8B
                                    |    11A
                                    |         4A
NOT                          5C   8A| 10B                    IMPORTANT
IMPORTANT _____
                             3B     |      6B
                                    |          12B
                               7A   |
                                    |
                                    |
                                    |
                                    |
                                    |
  III                               |                         IV
                                UNCERTAIN
```
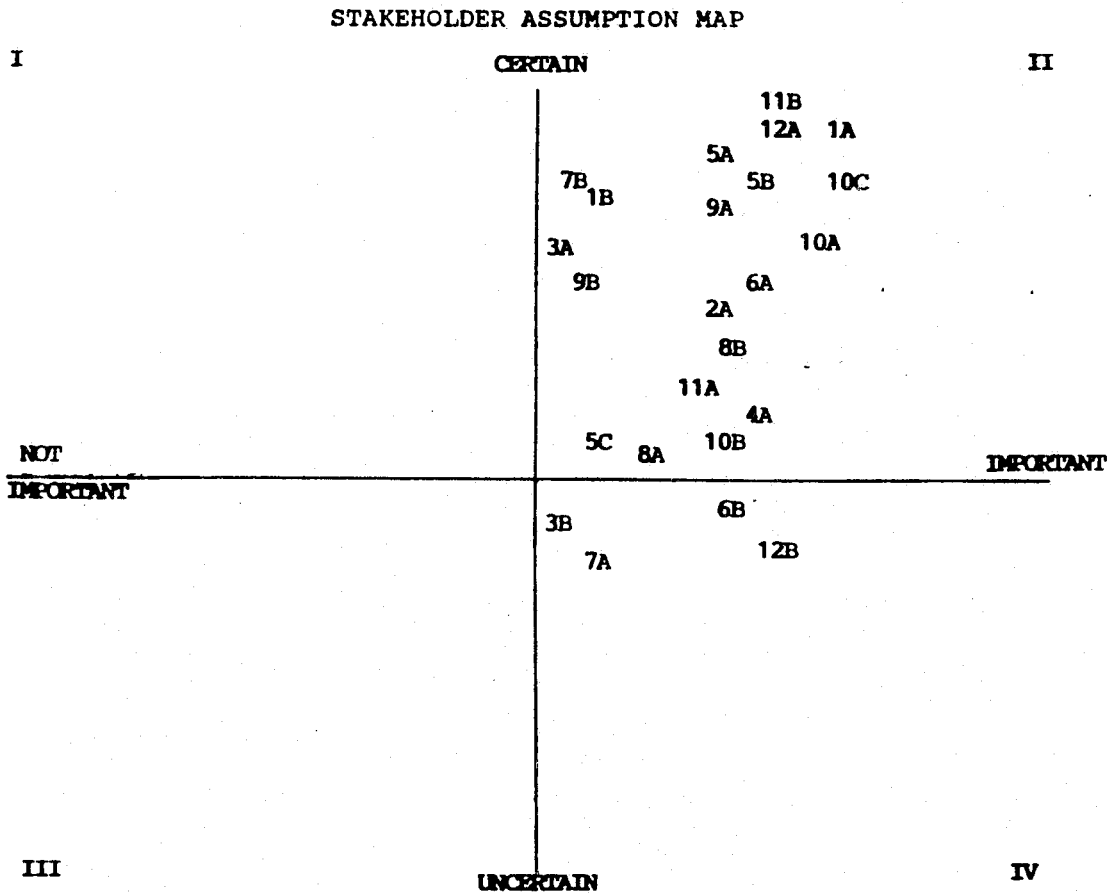
1-Police Chief
3-Media
5-Male Officers
7-Women's Rights Groups
9-Sandpoint City Council
11-Sandpoint Community College

2-Courts
4-Spouses
6-Police Academy
8-Sandpoint POA
10-Female Officers
12-POST Commission

It should be noted that those assumptions falling into quadrant III and especially quadrant IV are those assumptions most worthy of concern due to their level of uncertainty. Those assumptions plotted into quadrants I and II will need little in the way of leadership, requiring active monitoring only.

Execution - Policy Alternatives

Modified Policy Delphi

A group of six members of the Sandpoint Police Department met at this juncture to consider the policy options available to address the study issue. This Modified Policy Delphi group called upon personal knowledge, drew upon professional expertise, and reviewed the results of the earlier WOTS-UP situation analysis prior to identifying the listed feasible and desirable alternatives:

1. Formulate and integrate a flexible benefit program into total compensation package.

2. Develop in-house programs to sensitize the Sandpoint Police Department to the emerging role of women in the profession.

3. Examine existing personnel practices and adjust those that demonstrate a disparate impact upon the female police officer.

4. Establish a departmental recruiting network for female police officers.

5. Explore innovative career options to minimize professional "burn out."

6. Mandate a 50% hiring rate for female officers in the Sandpoint Police Department.

7. Develop programs to promote, in a realistic manner, non-traditional careers as viable professional choices for women seeking employment in Sandpoint.

8. Lobby for greater involvement of POST in the issues of the female police officer.

All 8 policy alternatives were then evaluated by the Modified Policy Group. This was accomplished by a tallying of individual votes depicting each group member's opinion of each alternative's desirability and feasibility. The group selected three options for further use in policy development by way of this tally. What follows is a discussion of each option and a pro/con analysis by the author:

Option #1- <u>Formulate and integrate a flexible benefit program into total compensation packages.</u> Earlier analysis indicated that salary and benefits were an organizational weakness that needed addressing. This assessment was made by both male and female members of the department. Research has also shown that the issues of recruitment and, more importantly, retention are impacted greatly by the presence of benefits that can be flexible enough to accommodate the unique needs of the individual employee.

<u>PRO</u>

-Makes a statement as to employer's understanding of the importance
   of the individual
-Allows each employee to either embrace or discard benefits
   according to individual, evolving needs
-Does not single out specific sub-group of employees for special
   treatment
-Requires ongoing analysis of available benefits so as to stay
   current with employee needs (benefits will not get "stale")
-May allow non-cash incentives as a tax advantage

<u>CON</u>

-Makes contract negotiations more difficult by forcing employee
   representatives to establish benefit priorities (whose loss?)
-Requires ongoing analysis of available benefits so as to stay
   current with employee needs (who assesses need?)
-City-sponsored or subsidized benefits may be opposed due to cost

to employer

Option #4- <u>Establish a departmental recruiting and retention network for female police officers.</u> This policy would first entail the study and assessment of successful recruiting programs in both police agencies and in private industry. Non-traditional job markets would be identified and evaluated for recruiting potential. Partnerships with private women's professional groups as well as local colleges would be forged. Community relations and outreach programs would receive recruiting orientation. A standing advisory committee of select female officers would meet with the police chief regularly to discuss recruiting standards and techniques, the Field Training Officer Program, performance standards, the results of thorough exit interviews, and the problems of sexual harrassment and discrimination.

<u>PRO</u>

-Formal structure would communicate department's commitment, internally and externally

-Utilizes a "results-oriented" approach

-Broadens the recruiting responsibility

-Promotes access to the policy maker

<u>CON</u>

-Success is dependent on follow-through of all employees

-High-profile nature may alienate both male officers and female

officers wishing to simply assimilate

-Unless properly administered, may create adversary relationship

   between women and department

Option #6- <u>Mandate a 50% hiring rate for female officers into the</u> <u>Sandpoint Police Department.</u> This option was retained for its greatest polarity--the range of disagreement among the group members as to both desirability and feasibility. Utilizing the court mandates as a "crisis" model, this requirement would memorialize a representative share of police employment to women.

<u>PRO</u>

-Representation for females would increase rapidly

-The department would be regarded as proactive in the recognition

   of the limited representation-to-date

-Lawsuits to force increased recruitment would be defused

-Male officers would have to adjust quickly to the changing

   workforce

-Internal support systems for women would increase proportionally

<u>CON</u>

-The goal is unrealistic given the still-limited level of social

   acceptance by women of police work as a viable career option

-Recruiting pressures would make the process less selective

-Qualified male candidates would be turned away

-Vacancy rates would likely increase due to limited female recruiting pool

-Male officers may feel threatened by the accelerated pace of change

Recommended Strategy

The recommended strategy is an integration of two of the three options surfaced by way of the desirability/feasibility analysis of the Modified Policy Delphi group. The 50% recruiting mandate will be set aside for consideration later if progress is not evidenced by this strategy.

To focus on the study issue in its entirety, the Sandpoint Police Department will form a cadre of concerned sworn officers to serve on various support groups for the female police officer. The recruitment component will begin its work by doing research on what is already known about successful recruiting programs. These approaches would be integrated into the department's formal recruiting program. New recruiting relationships would be formed with private employers and schools while existing department programs would be exploited for their recruiting potential. One of the most important dimensions would be a formal advisory group that

meets regularly with the police chief and his top command staff to maintain the momentum associated with advances made in promoting the interests of women in the department. Fundamental to this effort is the already-identified commitment, skill, and vision of the department's top managers.

The second element of the recommended strategy involves the issue of retention. Employee motivations change with tenure and the level/type of employee benefits usually become more important to the individual as personal roles change to include the responsibilities of marriage and parenthood. This effort would include a close examination of maternity, child care, and dependent coverage benefits. The internally-controlled benefits associated with scheduling flexibility, part-time employment, employee development, and employee recognition would also be subject to scrutiny. This portion of the recommended strategy would address the identified organizational weakness of poor benefits and would likely serve the interests of all Sandpoint PD employees.

Implementation Strategy

The recommended strategy requires that action steps, necessary resources, and timelines be identified:

Action Step One

Identify and appoint members to department recruiting team (including specific task groups)

Resources Required

Staff time to solicit memos of interest

Timeline

One month

Action Step Two

Assign field research and collect data, and conduct internal audit of existing programs/benefits

Resources Required

Part-time hours commitment of team members; telephones; tape recorders; video equipment

Timeline

Three months

Action Step Three

Written report to Police Chief; approval by Police Chief;

nomination of advisory group

Resources Required

Part-time hours commitment of team members; clerical support; time commitment of Police Chief

Timeline

Two months

Action Step Four

Appointment of advisory group by Police Chief; internal audit of personnel practices

Resources Required

Time commitment of Police Chief; part-time hours commitment of group members; time of other employees contacted in audit; clerical support

Timeline

Three months

Action Step Five

First joint meeting of advisory group with Police Chief and the top command staff; written/verbal report with final recommendations; command approval of recruitment/retention plan.

Resources Required

Time of group members to draft report; clerical support; meeting time for all parties; review/approval time commitment of Chief and command staff

<u>Timeline</u>

Three months

As can be seen by this brief implementation plan, the recommended strategy is envisioned as taking a full year to organize, staff, develop, and adopt as part of the Sandpoint Police Department. This is an optimistic projection given the ad hoc nature of much of the activities and the lack of indigenous staff for follow-through. However, this implementation sketch provides a starting point for the changes soon-to-come.

PART THREE
**MANAGING TRANSITION
IN THE
ORGANIZATION**

Introduction

> "The agent of change has the enmity of those who gain
> most from the status quo and only lukewarm support of
> those who will benefit from the change."
>
> <u>The Prince</u>, Machiavelli - 1450

Resistance to change, so aptly described over five centuries ago, is a phenomenon with which every manager must grapple. The struggle is a constant, never-ending one. Successful change, however, is most often the product of very careful planning, planning that appreciates that every change involves a transition between what was and what will be.

Motivating the organization to the desired and attainable future requires a great deal of human commitment. This portion of the project will concentrate on those individuals or entities that are critical to this commitment, will evaluate both their current level and their required level of commitment, and will assign levels of responsibility to a list of individuals identified as having

significant roles to play in the implementation of the transition plan. Finally, a management structure will be constructed with support technologies delineated.

Methodology

CRITICAL MASS

Critical Mass refers to the core group of individuals or entities that have a make-it-or-break-it influence upon the transitional plan. In other words, these power sources represent the minimum number of players who, if they support the proposed change, are likely to ensure the success of the change, or, if they oppose the change, will likely doom the process to failure. A natural starting point for the identification of the critical mass is the list of stakeholders identified earlier in the strategic management portion of this project. The author selected the following as the critical mass associated with the issue:

1) Police Chief - The Chief of Sandpoint PD has already demonstrated his strong commitment to the recruitment and retention of female officers. Many of his staff were impressed by his recent memorandum explicitly detailing the provisions of and the police department's enforcement of the city's sexual harrassment policy. A recent retirement party, orchestrated by the Police Chief,

offered special recognition for one of the department's first female officers. The upcoming annual awards banquet, at the direction of the Police Chief, will showcase the career of a soon-to-retire female detective. The Chief has hired several women as new officers in the past several years. Also, one of his recent promotions involved a female rising to the rank of sergeant. However, the Police Chief has not sought endorsement outside of the department for a significant increase in female officers, nor has he directed the recruiting office to give preferential treatment to female applicants. If charted on a commitment planning map (See Table XXX), the Police Chief would be shown currently as a member of the "help change happen" category. The success of the recommended strategy would mandate that the level of commitment shown by the Chief be raised to the "make things happen" category. A strategy to influence that migration of commitment level would center around increased involvement of the Police Chief in the actual implementation plan. The advisory group is designed to meet this need.

2) <u>Male Officers</u> - Before any major professional advances can be made by women in the career of policing, the dominant social/cultural constituency must fully understand, appreciate, and embrace the changes in the

workforce. While there is some indication that the prevalent attitudes among Sandpoint's male officers are evolving to a more supportive position, a small-but-influential group of tenured male officers continues to resist the integration and assimilation of women into the sworn ranks. Some of these male officers hold middle management rank, but the bulk occupy either line or supervisory positions. This small group of male officers would be characterized as "preventing change," but the broader group would be labeled as "let change happen." The minimum commitment level required from this member of the critical mass would be "help change happen." In order to assist in that change in commitment, male officers must be made an integral part of any recruitment and retention research effort. In addition, training in female issues would further motivate male officers to increase their level of commitment.

3) Women's Rights Groups - As mentioned in the stakeholder analysis, these groups have generally pursued women's issues in a generic vein within the City Of Sandpoint. Their talents, resources, and vigilance have yet to focus upon specific community-based problems. The sole exception to this trend has been their advocacy for the City of Sandpoint to become a model employer as it relates to child care. This effort has been stymied

somewhat by the City Council's position that private organizations, not public, should create this kind of community service. Some minor city employee benefits have been added as the direct result of these groups. However, major changes in the type of benefits necessary to effectively recruit and retain women officers may very well be the principal spinoff from increased activisim on the part of women's rights groups. The fear of backlash political damage is, however, real. Similar to the negative public response to strident feminist tactics, increased pressure exerted by these groups may engender long-lived resistance on the part of voters and the City Council. Consequently, the current level of commitment, "make change happen", needs to be reduced to a "help change happen" status. In order to influence this change, it would be necessary to absorb the energy of these groups into a larger effort so as to separate the public issue recognition from the special interest group.

4) <u>City Council</u> - As the composition of the Sandpoint City Council has changed, its sensitivity to community diversity has increased. Major workplans and organizational structures have been designed and implemented to target individual communities and their unique needs. However, the latest public reports and audits of these programs have revealed a history of poor

performance when it comes to achievement of goals. Consequently, the City Council is under increased pressure to follow through on its commitments. A major source of public pressure is in the area of affirmative action, for hiring, promotion, and retention of protected class employees. Although females are yet to be included in a protected class status, the ripple effect potential is great. The increased political visibility of the Council's sole woman member will likely also produce more agenda items targeting this rather large voting bloc. For the recommended strategy to work in Sandpoint, the City Council must move from its current "let change happen" commitment level to a "help change happen" level. An influence strategy here would be to enlist the active support of the female Council member in the implementation plans.

5) <u>Peace Officers Standards and Training Commission (POST)</u> - The Governor-appointed, eleven-member POST Commission has historically avoided taking a strong advocacy position for the woman in a policing career. The commission, with representation from professional administrators and rank-and-file, educators, city management, the Attorney General, and the public has routinely taken the position that to give the issue a high profile would do more to hurt than promote the

interests of female police officers. A recent proposal by a female state legislator, if approved, may have a significant impact upon the position of POST on this issue. The proposal calls for a mandated 50% female representation on all state-wide commissions and boards (one of the eleven POST Commission members is a woman). However, some special training seminars for supervisors of women have been developed, and reimbursement authorization for a limited number of training courses has been granted. These efforts, albeit limited, make POST's current level of commitment a "help change happen" status. A "make change happen" commitment will be necessary from POST. In order to facilitate this evolution in commitment, pressure should be brought to bear by progressive police executives, Command College alumni, and sympathetic legislators.

6) <u>Female Officers</u> - The last, but certainly not the least, member of the critical mass is the female Sandpoint Police Officer. Without question, the recommended strategy requires a significant shared commitment of time, tenacity, purpose, and vision on the part of the female officers. That commitment must be communicated and encouraged among their ranks by effective tutoring, mentoring, and role modeling. The presence or absence of a uniform resolve on the part of

Sandpoint's women officers will have a telling influence upon the progress of any transitional management plan. The current level of commitment is viewed as "let change happen" due to the perceived career impact of being too vocal on the issue. However, a "make change happen" level is needed. The creation of a special advisory group to the Police Chief and the proposed support networks appear to be effective influence strategies in this case.

COMMITMENT PLANNING

Each of the six members of the critical mass can be depicted visually on a commitment planning chart so as to show both the current position of commitment ("O") and the needed level of commitment ("X"):

Type of Commitment

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Police Chief			O ———————→ X	
Male Officers	(O)	O	X	
Women's Rights Groups			X ←——————— O	
City Council		O ———————→ X		
POST Commission			O ———————→ X	
Female Officers		O ———————————————→ X		

TABLE 4

READINESS/CAPABILITY

FOR CHANGE

A further analysis of the critical mass pointed out the range of
each member's readiness and capability as it relates to the changes
dictated by the transition plan. The following illustration depicts
those findings:

Readiness / Capability Chart

Critical Mass Member	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
Police Chief		X		X		
Male Officers		X			X	
Women's Rights Groups		X		X		
City Council		X		X		
POST Commission		X		X		
Female Officers		X		X		

TABLE 5

Of particular note is the general banding of critical mass capability in the "high" range (one exception) and readiness in the "medium" range. This somewhat corroborates the earlier WOTS-UP analysis in that it points out a seemingly consistent gap between organizational/environmental potential and performance. The readiness banding might also indicate that a wait-and-see attitude prevails as to this issue and that a major readiness drift of several critical mass members might move the others in like fashion.

RESPONSIBILITY CHARTING

Another methodology employed in the transition plan is that of responsibilty charting. The process includes three primary activities: defining action steps or decisions that will be a part of the actual implementation plan, identifying key actors in that action/decision matrix, and assigning one of five levels of responsibility to each decision and actor relationship.

The author called upon several members of the earlier Modified Policy Delphi group to identify those key actions, decisions, or activities they felt would necessarily be a part of the implementation plan. These ten action steps or decisions are listed

on the left margin of Table 5. The group then, individually, identified actors having some role in the activities previously identified. These individuals can include those directly involved, bosses of those involved, groups as well as individuals, and people outside as well as within the department. These actors are displayed, via legend code, along the horizontal axis of the illustration. The levels of responsibility assigned to each interrelationship of actor and action are: Responsibility to see that actions/decisions occur, Approval of actions or decisions with right to veto, Support of actions or decisions by provision of resources but with no right to veto, Informed of action or decision but with no right to veto, and Not Involved.

In the course of the actual implementation, the key actors would have this chart as a resource so that roles and responsibilities would be clarified for all who were involved. The on-going communication provided by the chart would provide a convenient and condensed guide for the duration of the implementation period.

RESPONSIBILITY CHART

Actor

Decision/Action Step	1	2	3	4	5	6	7	8
Identify/appoint departmental recruiting team	A	S	R	-	-	I	S	I
Assign field research and collect data	I	I	R	S	S	I	-	I
Internal audit of existing programs/benefits	I	I	R	S	S	S	-	-
Written status report to Police Chief	A	I	R	S	S	I	S	I
Nomination of advisory group	I	R	S	-	-	I	S	I
Appointment of advisory group	A	I	R	-	-	-	-	I
Internal audit of personnel practices	I	I	R	S	S	S	S	I
Schedule first meeting of advisory group	I	I	R	-	-	-	A	I
Final written/verbal report with recommendations	I	I	R	S	S	S	S	S
Approve final recruitment/ retention plan	A	I	R	-	-	-	-	-

LEGEND

R= Responsibility	1= Police Chief	5= P&R Office
A= Approval	2= Command Staff	6= Aff.Act.Office
S= Support	3= Project Manager	7= Chief's Sec'ty
I= Informed	4= Personnel Department	8= Police Ass'n
-= Not Involved		

TABLE 6

The management of a transition period is uniquely different than managing the future state. The unique work of this period often requires a unique management structure to define roles, resources, and tasks. A change management structure appropriate to this transitional phase must incorporate sufficient **influence** to obtain and motivate the resources necessary to maintain the momentum of change. This is often made difficult by organizational forces competing for resources to accomplish the normal operational tasks. Secondly, any management framework must have the **respect** of both the traditional departmental leadership and that of the leaders of change. Both leadership groups must appreciate and respect the structure's ability to make cogent decisions about resource selection, diversion, timing, and emphasis. Finally, the transitional management structure must demonstrate accumen in the **use of interpersonal skills.** Much of what needs managing during transition calls for sensitivity to the human dimensions of certainty, stability, consistency, stress, energy, control, and conflict.

The Chief of the Sandpoint Police Department has elected to appoint one of his trusted police commanders to the position of **project manager.** The Chief is familiar with this approach, having used it several times recently to ramrod special projects into fruition.

This time the Chief has selected Commander Dave Sanborn to this temporary post.

Commander Sanborn is well-versed in the areas of recruiting and retention, having commanded the department's personnel unit for several years. His latest assignment, however, is to administer the Investigative Division. This assignment is widely regarded as the easiest divisional assignment due to its tenured workforce and traditional work tasks. Sanborn will have no difficulty in delegating routine command functions to subordinates in order to spearhead this latest project. He also knows that he has the complete backing and authority of the Police Chief's Office to move the Sandpoint Police Department through the implementation plan. Finally, Commander Sanborn has had experience in coordinating the resources of several divisions at one time while directing special enforcement efforts against narcotics and gang violence.

Integral to the implementation plan is the creation of two **task force** groups--a departmental recruiting team and a chief's advisory committee. Commander Sanborn recognizes that these groups should incorporate representation from all the major constituencies involved in the change. He also appreciates that, properly managed, these groups offer one more opportunity for the department to foster increased participation and consultation in the decision-making process.

Commander Sanborn participated in the responsibility charting and is very aware that the project manager's role is fundamental to the master transition plan. He will be very much involved in the forming of the transition team(s) and each of their major tasks. His position of control is exercised through planning, focusing on obstacles to the change, performing as an informational clearing house (internal and external), and serving as a center of transitional support and resources.

TECHNOLOGIES

Facilitating technologies are often necessary to support the temporary transition management structure. The Sandpoint Police Department will utilize three of these technologies to assist Commader Sanborn in this project--team building, training and transition monitors.

Team building will be integrated into both the recruiting team and the Chief's special advisory group. Once the individual participants and personalities have been identified, a consultant will be called upon to provide a facilitating influence. The team purpose, goals, and objectives will be defined through a group participation process with Commander Sanborn providing basic direction when appropriate. Assessment and integration of individual resources will also be done via the team building approach. The expectation is that this technology will allow the

two groups to come to know and appreciate their respective missions. In addition, the anxieties associated with change will be diminished by the forging of a common goal and value system.

Training will be used to increase the skills of the team members initially. The team members will then be called upon to provide training for the agency-at-large in the area of female recruitment. Modeled after previous training efforts to decentralize community relations responsibilities, this program will insure that all employees receive training in successful recruitment tactics. These training efforts will be encompassed in larger-scoped sessions designed to disseminate information about the more-global issues of women's rights, women in the workforce, and women as police professionals. This technology is expected to demonstrate the proactive and progressive motivation of the transition-in-progress. Indirect or inferential training will also take place as the department affirms its commitment to women via assignment, promotional, disciplinary, and commendation practices.

Transition monitors will be appointed by Commander Sanborn to provide feedback and evaluation on a monthly basis to his office. These individuals will be in key positions both within and outside the police department: internal affairs investigator, city affirmative action coordinator, city personnel specialist, non-sworn female employee, and the like. Specific members of the recruiting team and the advisory group will also participate. These

monitors will provide both structured and informal feedback as to the apparent changes in the organization, good and bad, created by the transition phase. These objective and subjective observations will be reviewed by the command staff and the Police Chief for consideration of necessary adjustments in the transition management structure and technologies. A transition review group, comprised of a diagonal slice of the organization, would also be used to assist the command staff in this regard. By including representatives from throughout the horizontal and vertical breadth of the police department, the transition review group would likely add insightful value to the follow-up process.

Summary

The unwillingness to deal with the end of the old and the void that follows is often accompanied by an inability to let go of the old identity, to get through the turmoil of the void period, and to generate sufficient initiative and commitment to deal with the new. Left unchecked by some form of transition management plan, management consultant Dr. William Bridges believes that this psychological resistance may manifest itself in:

- Self-absorption
    Blocked communication
    Loss of team spirit

- Anxiety
    Loss of adaptability
    Loss of energy and motivation
    Vulnerability to suggestion

- Resentment
    Malicious rumors
    Passive-aggressive behavior
    Outright sabotage

- Guilt
    Loss of self-esteem
    Defensiveness and blaming

- Stress
    More illness and injuries
    Increased use of alcohol and drugs
    More problems at home

This portion of the project has attempted to create an effective transition management plan that deals with this phenomenon of natural resistance and, at the same time, pursues opportunities for innovative thinking and a new organizational vision for the Sandpoint Police Department.

CONCLUSIONS and RECOMMENDATIONS

The California policing agency of the 21st century will face a number of issues in the effort to both recruit and retain female police officers.

Recruitment of females into the police profession will be very competitive as employers, public and private, engage in sophisticated campaigns to woo the best and the brightest of the jobmarket's largest pool of potential employees. Consequently, police agencies will need to:

- **Project a credible and attractive image to women.**

- **Showcase a professional philosophy, demonstrated in both word and deed, that embraces the strength found in diversity.**

- **Articulate a proven track record of institutionalized support for the female professional.**

- **Demonstrate a true commitment to female officers by the agency executive.**

- **Communicate the high level of professional opportunities and flexibility available in the agency.**

- Display that internal support networks are in place and clearly memorialized in policy directives.

- Allow the prospective recruit to see several agency success stories involving female officers in a variety of roles.

- Provide compensation and benefit packages clearly designed to accommodate the needs of the female professional.

Retention of qualified, experienced female police officers will be an even greater challenge to the police administrator of the future. The conflict of life roles for women will likely not diminish appreciably by the end of this century. The female officer of the future will continue to seek career fulfillment where there is both professional challenge and personal flexibility. The 21st century police agency will be able to retain these women effectively if:

- The agency actively supports the professional development of women by offering diverse assignments, promotional opportunities, and objective performance standards.

- The changing life roles are supported through flexible work schedules and benefit packages.

- The agency is proactive in the assertion and protection of
  employees' rights in the workplace.

- Communication between all employees is stressed by
  participative management techniques.

- The agency's professional mission is defined in terms of
  "public service" rather than "law enforcement"

The research associated with this project uncovered a number of related topics that would appear worthy of further scrutiny and study:

What role must the field training officer play in the promotion of women in the police profession?

What will be the future impact on the police profession by the female police executive?

What does the future hold for police performance standards?

How will civilianization impact the assimilation of women into the police profession?

What role will mentoring programs play in future police personnel development plans?

What is the future of job-sharing in the sworn police service?

What future advances in technology will support the woman in a police career?

What implications are there on the police paramilitary organization with the increase in female officers?

"Flattening" of the police organization...a threat or an opportunity for female police officers?

The author maintains that the most effective police agencies of the future will more closely represent the communities they serve. The active recruitment of qualified women into the police career is a fundamental step in that direction. Although the research points to societal hindrances to the recruitment of women, most of the evidence reveals major changes that must occur within the policing profession itself before significant inroads may be made. Of even greater import, however, is the profession's ability to appreciate, accommodate, and support the unique contributions of its growing female constituency.

Great short-term successes in front end recruiting are no guarantee for long-term success in meaningful and relevant organizational transition. Top police administrators and beat officers alike must shake off the apprehensive spectator approach to the issue and embrace a cheerleader-advocate style. Those agencies that move most quickly to establish work environments that promote and reward diversity will be the first to solve their recruiting and turnover problems. At the same time, these proactive police departments will reap the benefits of fielding a work force that is better equipped to address the wide range of California's 21st century policing demands.

In other words, the destiny of policing's **tomorrow** will be the legacy of those who practice this trade **today**...are you up to the challenge?

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City of Pasadena

207 NORTH GARFIELD AVENUE
PASADENA, CALIFORNIA 91101

POLICE DEPARTMENT

December 6, 1989

Mr. John Doe
123 Elm Street
Pasadena, CA 91103

Dear Mr. Doe:

As you know I am currently attending a two-year program for senior police managers known as the **Command College**. This future-oriented academic endeavor is hosted by the California Commission on Peace Officers Standards and Training at Kellogg West, California State Polytechnic University at Pomona. Modeled somewhat along the lines of a typical Masters program, Command College requires a written project of each student dealing with a future issue impacting the police profession. I have chosen to focus upon **the impact of women on the sworn ranks of the medium-sized California police agency.**

I am initiating the preliminary research or "scanning" phase of my project. Given your credentials, I am confident that you could contribute some insight into the events, trends, and sub-issues surrounding my chosen topic. Consequently, I would ask for the opportunity to chat with you briefly and get your thoughts and responses to a short list of questions pertaining to women in the police profession.

In the next few weeks I will be contacting you personally to arrange for a convenient time meet face-to-face. I have taken the liberty to enclose a copy of my basic list of questions so that you might make some notes or jot down your own thoughts prior to our get-together. **Please don't feel restricted by my questions--I want to hear anything you feel is important!**

It goes without saying that your willingness to assist me and the Command College program is very much appreciated. With your input, I think my project can truly be a significant contribution to the police profession!

GARY A BENNETT, Commander
Investigative Division
Pasadena Police Department

A-1

INTERVIEW QUESTIONS

From your own first-hand experience, what forces are at work to effect the impact of women on the police profession? (Specifically, I would like you to consider forces which are **internal** and those which are **external** to the profession.) Lastly, how would you prioritize these forces as to their importance?

Assuming a future **increase** in the participation of women in the police work, what do you see as the principal results of this trend?

What organizational conditions must exist to maximize the assimilation of women into the police profession?

A current trend state-wide is to civilianize many duties traditionally assigned to a police officers. Do you see this phenomenon as having any effect on the evolving role of women in sworn police service?

What is your sense of the type and level of public expectations(s) as it relates to the role of women in police work?

Given your understanding of the issue, does the police profession impose differing performance standards for its female officers versus their male peers? If so, **how** so?

What specific recruiting strategies show a record of success in attracting qualified female police candidates? What do you think the next ten years bode for the recruitment of women?

In your opinion, what will a change in the number of female police **managers** have on the profession?

NOMINAL GROUP TECHNIQUE PANEL

Command Rank (Captain or above)

    Four in number
    Two males and two females
    One civilian
    One married to a police officer
    Two Command College associates

Middle Manager (Lieutenant)

    One in number
    One male

Line Level (Detective)

    One in Number
    One female

Business Community/Service Club

    One in number
    One male
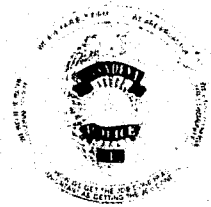
Academician/Manager

    One in number
    One female
    Associate Dean at local college

Public Personnel Professional

    One in number
    One female
    Affirmative action/equal opportunity specialty

City of Pasadena

207 NORTH GARFIELD AVENUE
PASADENA, CALIFORNIA 91101

March 12, 1990

Captain James E. Seymour
Inglewood Police Department
One Manchester Boulevard
P.O. Box 6500
Inglewood, CA 90301

Dear Captain Seymour:

I really appreciate your willingness to participate in my upcoming
Nominal Group session. As you are aware, I am in the independent
research phase of my two-year POST Command College commitment. The
topic I have chosen to research is "What policy issues will face
the California police agency in the recruitment and retention of
female police officers in the year 2000?"

The Nominal Group Technique (NGT) is an important element of my
research and the subsequent written project. The purpose of the
NGT is to identify, clarify, and prioritize emerging trends and
potential events that would have an impact on the issue being
studied. I have taken the liberty of including a brief sample of
candidate trends and events that have already been identified via
my literature scanning and personal interviews. Obviously, I would
be very much interested in any additions you may wish to
contribute.

The group will meet on Tuesday, March 20, 1990, from 9AM until
approximately 2PM. The location will be the "La Casita" at 177
South Arroyo Boulevard, Pasadena (Page 26E4, LA/Orange County
Thomas Guide). From the two closest freeways, exit on Orange Grove
Boulevard (Ventura Fwy - go south; Pasadena Fwy - go north). Turn
west on California Boulevard and then north (right) to the meeting
site. There is adequate off-street parking, a light lunch will be
served (sandwiches, etc.) and casual attire is highly recommended.

Thanks again...see you on March 20th!

GARY A BENNETT, Commander
Investigative Division

D-1

TREND SAMPLES

% Representation of Women in Sworn Police Ranks

Status of Affirmative Action Programs

Emphasis on Multiple Careers

Turnover Rates in Female Sworn Ranks

EVENT SAMPLES

First female governor of California elected

Female combat role allowed by US military

Female police chief appointed for a major California city

Court-mandated child care for employers of 100+ people

CANDIDATE TRENDS

Percentage women in top or executive police positions*

Extent of judicial mandates i.e. # of sworn officers by sex

Number of sexual harassment civil suits

Delay in marriage and child-bearing

Society's standard for physical fitness of women

Number of employee benefit programs geared to women*

Number of women in elective office--local, state, and national

Average age of females over next ten years (1990-2000)

Survivor benefits paid out for females officers killed

Workplace relationships

Mandatory medical coverage for pregnancy

Level of political influence by feminist groups

Number and equality of females in the US military

Level of social acceptance for women in law enforcement*

Rate and number of harassment/discrimination incidents based on
     sexual orientation

Percentage of women in private law enforcement

Uncontrollable and unforeseen dangers in law enforcement

Percentage of women in private law enforcement

Amount of police involvement in elementary school classrooms

Pay in the police profession vs. other professions

Internal perception of the police career--physical or mental

Cost of housing and other basic living costs

Level of recruitment effort geared to female applicants*

Use of methanol-powered vehicles by police departments

Percentage of women that own their own business

Pre-entry and on-going educational levels of police officers

Percentage turnover rates of sworn officers...male vs. female

Amount of recruit exposure to female police instructors

Results of institutionalized and subconscious sexism

Availability of 24-hour child care*

Number of publicized incidents of child abuse at day care centers

Level/type of off-duty recreational events and programs
    attractive to female officers

Rate of violent crime against women in California

Number of women in police agencies outside of California

Percentage of fraudulent medical disability retirements

Amount of police training designed to reduce physical combat

Percentage of all police positions civilianized

Population density and level of procreation sanctioned by
    government

Percentage of successful women in alternate professions

Number of US Supreme Court decisions effecting affirmative action
    and civil rights

Generation and cultural background of parents

Effect of drug use on profession, internal and external

Percentage of women in specialized law enforcement functions

Professional focus on "crime fighting" vs. "public service"

Conformity vs. diversity within police personnel

Availability of job-sharing for sworn officers

Male vs. female ratio of police misconduct cases

Role models and mentors for both prospective and in-service
female officers

Number of male officers that feel that women officers are their equal

Amount of paperwork/court activity vs. field activity

Impact of diverse retention incentive programs in different law enforcement agencies

Public demand for non-enforcement police services

The effect of a crude vs. professional work environment on retention

Humor and comedy as a means of communication with women

Training for police officers to handle incidents of violence against women

Assignment of officers to high-crime areas

Smog's and city air pollution's effect on police officers

Women's acceptance of other women in police work

Number of sexual discrimination cases

Perception of equal treatment

Percentage of female police officers

Level of multiple career pattern

Reproductive choices

*Trends selected

CANDIDATE EVENTS

Non-sworn investigator positions become available

25% female representation on POST Commission*

First female governor of California elected

United States involved in a major conventional war

California State Supreme Court mandates sworn staffing
representative of community served*

Male police chief receives punitive fine of $100,000 for allowing
continued sexual harassment

Male police officer files and wins reverse discrimination suit

First female United States President elected

Paid maternity leave--one year*

Chief of a major California city publicly criticizes ability of
women to do police work

Court-mandated child care for employers of over 100 people

Well-publicized on-duty rape and murder of a female officer

Two winning National Football League teams hire women as
quarterbacks

In a major city, women officers are forced to wear skirts

Television show involving a woman officer wins Emmy

First robot police officer introduced

Mandatory post-hiring drug testing for police officers

First woman appointed to be deputy director of the Federal Bureau
of Investigation

Female police chief appointed to a major California police
department*

Abortion outlawed

Minimum retirement age for sworn personnel raised to 65

Protection for sexual orientation becomes law for all employees

Federal Bureau of Investigation announces higher proportional
    fatality rate for female officers

White population for Los Angeles County drops to five percent

Female police chief appointed at the Los Angeles Police
    Department

Stock market collapse resulting in deep depression

Civilian police chief appointed in a major California city

Free medical care to all citizens of the Unites States

Three major cities in California offer job-sharing for sworn
    officers

All citizens allowed to carry concealed firearms for personal
    defense

POST requires open exams for all ranks in police departments

Creation of a national police organization for female police
    executives*

30% of motorcycle officers for the California Highway Patrol are
    female

*Events selected