Ohio

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Minority Recruitment
Manual
for
Ohio Peace Officers

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MINORITY RECRUITMENT MANUAL

FOR OHIO PEACE OFFICERS

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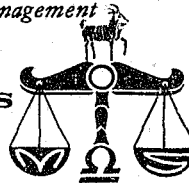
PREFACE

This manual was designed to be an effective guide to assist local law enforcement agencies in their efforts to increase the representation of ethnic minorities and women as sworn peace officers. It was prepared within the framework of two basic premises. The first of these is that the taxpaying public deserves that the best qualified persons be attracted to law enforcement service. A second premise, based on the values of a free and democratic government, is that all persons should be involved in governmental processes.

Within this context it is most important to understand at the outset that minority recruitment is not to be perceived as preferential hiring--a common and very misleading error. The goal is simply to attract the most qualified minority group members. The best qualified applicants should be hired first regardless of sex or ethnic background. But it is of utmost importance to demonstrate (1) that measures of "qualified" are valid in terms of on-the-job performance and (2) that these measures do not unjustly discriminate against anyone.

A major focus of the manual is to act as an effective guide and to concentrate on matters revolving around how to develop and accomplish recruitment in an effort to attract qualified ethnic minorities and women as sworn officers. It

assumes some familiarity with the law and reporting forms regarding the employment of minorities and women, although legal background is summarized in Section I. For a more in-depth study of these issues the original documents should be examined. Among others, an excellent source document in this regard is "Equal Employment Opportunity Program Development Manual" (1974) developed by the United States Department of Justice. Furthermore, any questions of a legal nature should be referred to the agency's legal advisor.

Unless otherwise indicated, the term "minority" in this manual encompasses both racial minorities and women. While special requirements are sometimes involved in recruiting one or the other, much of the program development involves the same processes. Special note is given to the recruitment of women as needed.

Materials in this manual have been gleaned from numerous books, articles, documents, questionnaires, and existing programs. It offers an up-to-date synthesis of relevant information. In an effort to be an effective guide, materials were organized to help answer six basic questions. These questions were:

1. What is minority recruitment?

2. Why is minority recruitment important?

3. Who must be involved in minority recruitment?

4. Where should minority recruitment take place?

5. When should minority recruitment take place?

6. How should minority recruitment take place?

This guide has general application for Ohio law enforcement agencies. Although emphasis will be given to the problems of recruitment in jurisdictions having a population under 100,000, the manual represents a minority recruitment plan which is flexible enough to be adapted to the needs of any Ohio law enforcement agency. The manual was compiled based on the data which were collected from many sources including law enforcement agencies in Ohio and elsewhere. The authors reviewed minority recruitment plans that have shown both successes and failures. From these many findings, the manual was prepared, hopefully providing a step-by-step guide for <u>successful</u> minority recruitment.

R.W.S.
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SECTION I

INTRODUCTION TO MINORITY RECRUITMENT

1.1 OVERVIEW

The primary missions of law enforcement have changed
little since Sir Robert Peel began the Metropolitan Police
nearly 150 years ago in England. The prevention of crime,
the detection of criminal acts, the apprehension of offenders,
and the preparation of evidence for prosecution remain the
primary functions of contemporary law enforcement. Each of
these functions necessitates social interaction in varying
degrees. It is obvious, then, that law enforcement officers
should be socially aware and be able to communicate and
interact effectively with persons in their environment.

If law enforcement services are to be responsive to
their respective communities, they would do well to inquire
into the concepts and realities of social awareness and
social communications. This inquiry is essential to initiate
appropriate change.

A primary function of law enforcement organization and
administration, if the goals and objectives of the organi-
zation are to be met, is to recruit, select, train, and de-
velop personnel who can contribute to the successful attain-
ment of organizational goals and who can respond appropriate-
ly to diverse situations. Recognizing the heterogeneous

composition of communities and the varying size of the State's law enforcement departments, there are many criteria to be considered in the selection, training, and development of police manpower.

1.2 MINORITY PEACE OFFICER PERSONNEL

It is important to understand from the beginning that the personnel process is concerned with the recruitment, selection, training, development, promotion, and retention of personnel. The word minority (meaning racial minorities and females in this manual) is rather insignificant to a sound personnel program. In reality law enforcement service is aware of the personnel process, however it may fail to understand why minorities are to be included in the process; that is, why are minority group personnel needed? Does the law enforcement service need minority representation?

1.3 THE NEED FOR MINORITY PEACE OFFICER PERSONNEL

The President's Commission on Law Enforcement stated:

Police Departments in all communities with a sub-
stantial minority population must vigorously recruit
minority group officers. The very presence of a pre-
dominantly white police force in a Negro community
can serve as a dangerous irritant. . .

In order to gain the general confidence and accep-
tance of a community, personnel within a police de-
partment should be representative of the community
as a whole. But the need for competent minority
group officers is more than a symbolic one. The fre-
quent contact of white officers with officers of a

minority group on an equal basis can help to reduce
stereotyping and prejudice of white officers. Minor-
ity officers can provide to a department an under-
standing of minority groups, their languages, and
subcultures, that it often does not have today. This
obviously has some great practical benefits to suc-
cessful policing (President's Commission on Law En-
forcement, 1967:167).

The Commission Report presented actual testimony from
peace officer commanders that Negro officers do have a
special competence in Negro neighborhoods. Some of the rea-
sons they gave were: "They get along better with, and re-
ceive more respect from the Negro residents; they receive
less trouble from Negro residents; they get more information;
and they understand the Negro citizen better" (President's
Commission on Law Enforcement, 1967:167).

1.4 SELECTION STANDARDS

Selection standards are a critical issue in the area of
minority recruitment. There are two distinct philosophies
which address themselves to this issue. One philosophy is
that the same standards for selection which must be demanded
of a white peace officer must also be required for minority
officers for equivalent positions. The other philosophy is
that the standards for selection required of minority offi-
cers must be equivalent to those required of white officers
for equivalent positions. The distinction between these
two approaches is, perhaps, philosophical. However, the
Urban League and other interest groups have taken issue with
the word or term "qualified minority peace officers." These

groups ask a very logical and a very crucial question which must be considered in any discussion of personnel. The question is "What are the criteria that are essential to be qualified?" This question is indeed difficult to answer. If we change the word qualified to perform or performance, we add a new perspective but no absolute answers, i.e., minority officers selected for equivalent positions as white officers must have the cultural endowment and personal characteristics to perform the peace officer tasks effectively. However the difficulty is identifying those personal characteristics and attributes which yield acceptable standards of performance. Recognizing the ambiguous nature of the word, "standards," it is appropriate to present the following statement: "While the mere addition of policemen from minority groups will undoubtedly improve police community relations, it will not end hostility to the police if such officers are prejudiced or abusive" (President's Commission on Law Enforcement, 1967: 167). This statement suggests then that the need for minority officers is based on the following premises: (1) that minority officers will undoubtedly improve law enforcement-community relations because of visible racial characteristics, and (2) that hostility toward officers will not end if the minority officers are prejudiced or abusive. It is yet to be determined what characteristics are essential for a peace officer, black or white, to improve law enforcement-community relations and to reduce and ultimately eradicate personal prejudice and abusiveness. On the surface we have a visible

characteristic which we could call a symbolic communicative characteristic--color. In addition, personality, attitudes, and behavior patterns are not recognized as easily.

Numerically, the need for more qualified minority officers in nearly every law enforcement department in communities with substantial minority group populations has been documented. A U.S. Civil Rights Commission survey in 1962 indicated that in 124 cities in the south and border states having a Negro population of over 5,000 had a total of only 1,128 black peace officers. This figure represents one Negro officer for every 3,125 Negroes, compared to one white officer for every 490 whites, a disproportion of more than 6 to 1. In the north, the survey indicated a total of 2,937 Negro officers or one Negro officer for every 1,351 Negroes, compared to one white officer for every 442 whites. Sheriffs' Departments and State Police Agencies showed a greater disproportion between the number of Negro officers and the Negro population (United States Civil Rights Commission, 1963:3).

1.5 WOMEN AS A MINORITY

The consideration of women as a minority has many implications. First if employment representation for blacks has been argued on the basis of the racial composition of the community, can women argue that they should be employed in such numbers as to reflect the composition of their community? Such an argument would require that approximately

50 percent of all peace officer positions should be filled by women, since women represent approximately 50 percent of the total population. Such an argument has not been offered or resolved by the courts to our knowledge. The arguments which have been offered include "proving" that sex is a bona fide occupational qualification.

If the assumption can be made that law enforcement service must be aware of community problems, that it must be responsive to these problems, and that meaningful social communication-interactions are desirable, then the notion can be accepted that personnel within a law enforcement department should be representative of the community as a whole. If these assumptions are not acceptable, then the law enforcement service may not be representative of, or responsive to, the community.

1.6 WHY BE CONCERNED ABOUT MINORITY RECRUITMENT

There are several reasons why Ohio police agencies should be concerned about minority recruitment. The most compelling reason, we suspect, is that it is the law.

1.7 U.S. CONSTITUTION

The Fourteenth Amendment to the Constitution of the United States has been looked at as the guarantor of individual rights. The Fourteenth Amendment prohibits the states

from denying to any person the due process of law or equal
protection of the law. Although the primary purpose of Con-
gress in passing the Amendment was to protect blacks recently
freed from slavery, over the years it has become the instru-
ment used by persons seeking judicial protection for any
minority group.

In interpreting this Amendment, the courts require that
any classification used in the law be reasonably related to
a valid state legislative purpose, such as the enforcement
of state laws for the protection of the public. Under the
U.S. Constitution all states have reserved to them the power
to enact legislation providing for a body of law enforcement
officers. A state also may provide that these officers may
be of a certain age or meet certain educational requirements,
if the state can show that these qualifications are "rea-
sonably related" to the work the officers will perform. In
this example, age and education are classifications that may
be justified. In the same situation, classification of
persons by race or religion would not have a "rational basis"
because there is no reason to believe the persons of one race
can perform the duties of a peace officer better than the
person of another race. Thus, a classification by race
should be called "arbitrary and invidious" and would be un-
acceptable under any interpretation of the Fourteenth Amend-
ment.

1.8 CIVIL RIGHTS ACT AND EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

Another federal law, the Civil Acts Right of 1964, Title VII, prohibits discrimination and all aspects of employment on the basis of race, color, religion, sex, or national origin. Title VII of the Civil Rights Act is enforced by the Equal Employment Opportunity Commission (EEOC). EEOC's mission is to investigate charges of discriminatory practice and to prosecute, if necessary, violations of Title VII.

1.9 PRESIDENTIAL EXECUTIVE ORDERS

On the heels of the Civil Rights Act, President Lyndon B. Johnson signed Executive Order 11246 which prohibits discrimination in employment by federal contractors or subcontractors on essentially the same five bases and Executive Order 11375 which created another enforcement agency, the Office of Federal Contract Compliance (OFCC). President Nixon, in 1969, issued Executive Order 11478, which declared a policy of equal employment opportunity for women in the federal government.

1.10 EQUAL RIGHTS AMENDMENT

The Equal Rights Amendment (ERA) was approved by the United States Senate on March 22, 1972. This amendment says "equality of rights under the law shall not be denied or

abridged by the United States or by any state on account of
sex." The House approved the measure on October 12, 1971;
it now must be ratified within seven years by three quarters
of the states before it becomes law.

1.11 LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

The Law Enforcement Assistance Administration (LEAA) of
the United States Department of Justice has promulgated regu-
lations through its Office of Civil Rights Compliance which
prohibits discrimination on the basis of race, color, religion,
sex, or national origin by recipients of federal funds under
the LEAA program.

1.12 OHIO CIVIL RIGHTS COMMISSION

The Ohio Revised Code Chapter 4112 provides for the
Ohio Civil Rights Commission. Unlawful discriminatory
practices as defined by Chapter 4112.02 states "it shall be
an unlawful discriminatory practice: (a) for any employer,
because of the race, color, religion, sex, national origin,
handicap, or ancestry of any person to refuse to hire or
otherwise discriminate against that person with respect to
tenure, terms, conditions, or privileges of employment, or
any matter directly or indirectly related to employment."

"The Ohio Civil Rights Commission has the power of law
to receive, investigate, and pass judgment on written charges
made under oath of practices prohibited by Sections 4112.02

and 4112.021 of the revised code." (See Section 4112.04 Powers and Duties of the Commissions.) Simply, the State of Ohio has provided a body of law to deal with discriminatory practices and has provided for the Ohio Civil Rights Commission to actively engage in the enforcement of those laws.

Within Ohio's state planning agency for the Administration of Justice, there is an office to insure that recipients of LEAA funds do not discriminate against minorities. Its function is to make sure there is compliance with federal equal employment mandates by those local law enforcement agencies receiving federal and state funds.

1.13 SHIELD CLUB, ET AL. VS. CITY OF CLEVELAND--CIVIL ACTION U.S. DISTRICT COURT FOR THE NORTHERN DIVISION OF OHIO, EASTERN DIVISION CIVIL ACTION NO. C72-1088

This civil action is perhaps the strongest indictment of law enforcement discriminatory practices in the State of Ohio. Judge D.J. Thomas ordered the City of Cleveland "to develop written plans that will prevent racial discrimination for the screening of persons (male and female) who have passed the written examination. . ." Also the department was directed "to prepare written plans for administering and publicizing available assignments for integration of those units where marked underparticipation by minorities exists."

This case has brought screening standards, recruitment, and assignments under the eye of the federal court in Ohio. The City of Cleveland has the task now of reducing to writing, in clear terms, their process of screening, recruiting,

and assigning personnel. No longer will unwritten, arbitrary, and tradition-encrusted practices be acceptable.

1.14 DISCRIMINATION AS STATED BY EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

The policy of the United States government is to eliminate discrimination in all aspects of employment. Discrimination in employment is often traceable to a specific act of one individual as it bears upon another. It is the employer's continuing responsibility to present individual acts of discrimination and to correct the effects of such acts. But individual management or supervisory actions which result in discrimination may stem from the application of a general rule, policy, criterion, or personnel practice which is not discriminatory in intent.

The job-relatedness of hiring, placement, and promotion criteria, combined with the "business necessity" that led to their establishment, form the touchstone that measures discrimination. Whether a practice policy, or criterion that is applied across the board has in fact a discriminatory impact upon minorities and women is tested against job-relatedness. If it is not job-related, then it is discriminatory. The issue of job-related selection criteria is at the core of the problem, as established by the courts in case after case.

1.15 SYSTEMIC DISCRIMINATION

Discrimination is caused in two ways. The more important

of these is known as "systemic" discrimination. This means
that the denial of equal opportunity is the inevitable con-
sequence of some practice, and does not involve or require
any specific action against the discriminatee.

The hallmark of systemic discrimination is that it in-
volves the use of apparently neutral criteria, which are in
most cases applied to all classes alike (in some cases the
system is both inherently discriminatory and discriminatorily
administered), which results in the denial of equal opportun-
ity. The identification of these apparently neutral criteria
is the touchstone of an investigation of a case involving
systemic discrimination.

Avoiding systemic discrimination involves more than the
employing organization. It includes every organization in
the personnel process including mayors, civil service com-
missions, personnel departments, and other units of govern-
ment. The next section will focus on the organizational com-
mitment necessary to achieve successful minority recruitment
through a practical process.

SECTION II

DISCRIMINATION IN THE LAW ENFORCEMENT PERSONNEL SYSTEM

2.1 INTRODUCTION

Section I presented an overview of the minority recruitment problems, laws, and experience in American law enforcement personnel administration. This Section investigates the law enforcement personnel system. The fifteen points which are addressed here begin with the organizational philosophy and carry through to the making of an employment offer.

2.2 ORGANIZATIONAL PHILOSOPHY

Organizational philosophy, which should be stated clearly in writing, should reflect the ideals of human development for the effective delivery of police service to the community. Human development means the recruitment, selection, training, and career tracking of employees for the general good of the department, the individual, and the community.

2.3 ORGANIZATIONAL COMMITMENT

The effectiveness of minority recruitment efforts will be determined largely by the commitment made by the unit of

government, generally, and by the department, specifically.
The commitment to proactively seek minorities should not be
an isolated exception, but a reflection of modern police
management philosophy.

2.4 POLICIES AND PROCEDURES

Departmental and governmental policies and procedures
must be consistent with and contribute to the stated philo-
sophy. Department philosophy, regardless of how nice it
sounds, is meaningless if recruitment policies and procedures
are not consistent with it. Even when the policies and pro-
cedures are, in themselves, legal, the fact that certain
practices are contrary to philosophy may indicate discrimi-
nation.

**2.5 ORGANIZATIONAL NEEDS AND GOALS

This step involves the determination and identification
of new services or a modification of services that are to be
performed. . . the organization identifies the potential
need. . . evaluates the results to be expected, examines the
relationship of the new service to existing activities, and
performs other related activities.

**Sections 2.5 thru 2.16 are from AMACOM, How to Eliminate
Discriminatory Practices: A Guide to EEO Compliance, New
York, 1975, pp. 16-21, American Management Association.

Comment: Rarely does this step in itself lead to the introduction of employment biases.

2.6 RESOURCES NEEDED

This step is an examination of all of the resources required to provide the service identified. At this preliminary stage, no steps are taken to obtain any resources, facilities, equipment and manpower or to determine if, or where, or how they can be obtained. . . . It is after this step that the different systems will diverge--the financial requirement system to provide the finances necessary, the facilities system to provide adequate space, the employment system to acquire the necessary manpower.

Comment: This step involves primarily the identification of what is needed. Again, rarely does bias enter into the picture here. On the other hand, certain invalid social presumptions about manpower needs may surface. Thus, if a law enforcement department is launching a new juvenile program for runaway females, the presumption that women peace officers are needed might be invalid.

2.7 IDENTIFICATION OF WORK TO BE PERFORMED

This step involves the following activities: defining the steps necessary to produce or provide the product or services; determining the sequence in which the steps are to be performed; specifying the intermediate outputs occur-

ring; identifying the amount and kinds of knowledge and skill requirements at each of these steps; and determining the groupings of work that will be combined to form jobs or job groupings. . . . For the purpose of the employment process, it is important to note that decisions are made in employment which will determine the activities to be performed, and therefore the skills, knowledge, etc. to be provided by the workers.

Comment: The identification of the work to be performed involves many interactions with planners dealing with equipment, and the process permits little bias. On the other hand, prevention of future disparate effect enters in here when the knowledge and skill requirements for employees carrying out certain operations are misstated. For the major jobs, a useful way to avoid setting improper skill and knowledge requirements is by careful analysis of each position's technical requirement. This involves the development of precise job descriptions and job evaluation. To be truly nondiscriminatory, the job evaluations need to be translated in terms of skill and knowledge requirement. There are a variety of ways in which this can be done. One of them is to carry out job task and requirements analyses (JTRA's) which ensure that the skill and/or knowledge required of employees is truly job-related.

2.8 THE SURVEYING OF THE LABOR MARKET

This step involves a survey of the available and/or
obtainable labor skills. The survey conducted may be a so-
phisticated one involving an examination of such factors as:
regional facilities; rate of growth or decline of the local
labor force; an examination of the degree of skill; the sta-
bility of work, and the wage level paid by other employers
in the same labor market; and the level and skill of the pre-
sently unemployed. Or it may be limited to one manager call-
ing another manager who is a friend or acquaintance. Regard-
less of the sophistication of the survey, it should be noted
that the information obtained is one factor affecting later
decisions with regard to (1) the allocation of activities to
jobs; (2) advertising strategy; (3) training, etc.

Comment: Bias can enter at this step if assumptions are
incorrect as to the skills, attitudes, and motivation of
certain portions of the labor market. One example has to do
with the assumptions made about the trainability, motivation,
and willingness of persons designated "unemployable" just
a few years ago. If the source of the information on which
the assumptions are based is biased, or if the information
gathered by the source is incorrect, merely altering proce-
dures and methods can mean that significant numbers of this
group will be utilized. If minority group members or persons
with limited education or with language or cultural difficul-
ties are removed from consideration because of false assump-

tions, the design of further steps of the employment process will reflect this and may be inappropriate for those groups. It may lead to disparate applicant flows and insufficient minority outreach.

2.9 IDENTIFICATION OF SPECIFIC JOBS

Here the decisions are made on how to group activities into jobs. The following types of questions are answered: Which activities can be done by the same person? How many different activities can one person perform? What level of complexity is involved in each? Considerations that enter at this point include expected wage levels appropriate for different groupings of skills, the number of people required in a 'crew,' etc.

Comment: Inertia is a barrier to optimal utilization of persons here: the failure to re-examine well-developed ideas concerning the way in which skills and tools are grouped into jobs and occupations. Also important here in avoiding disparate effects is the building of rational career ladders. Indeed, unless the sequence of jobs is structured so as to assure that in each job the worker learns more elements of the next job, one builds in either disparate effects or dead-end jobs. The presence of either may be interpreted as representing discriminatory practices.

2.10 DEVELOPMENT OF JOB DESCRIPTIONS

The job description is used by personnel in employment, wage and salary, and labor relations areas to understand the job content and activities and to deal with applicants for, and incumbents of, the job. The job description normally contains the following information: the tasks to be performed, the physical and environmental demands, communications required of the incumbent, his location in the organizational structure, and any special requirements needed for the job such as licenses, certifications, or training either before or after employment.

Comment: Many a job description fails to state the general skill and knowledge requirements of the bulk of the job, and vague assumptions about them are applied instead. It is usually here that a high school diploma is inserted into the requirements. When such a requirement is not job-related it is discriminatory.

2.11 DEVELOPMENT OF SELECTION CRITERIA

The next step is to translate the job description into requirements to be established for applicants. This involves the determination of the degree to which skills, interests, experiences, education, personality characteristics and phy-sical characteristics are required for, and/or related to, performing the activities of the job. This translation of job description to employment requirements is, of course, one

of the crucial and most difficult sets of judgments to make.
Inappropriate requirements may introduce selection bias by
rejecting a larger proportion of some applicant groups than
others.

Comment: The process of evaluating whether the selec-
tion criteria established in this step are in fact related to
job performance is termed validation. Validating selection
requirements is related to employee performance. At the same
time, it can reveal whether bias is present in the require-
ments. The level at which such requirements are established
is also a significant factor. Requirements can be established
at levels that reject or accept the great majority of appli-
cants.

2.12 DEVELOPMENT OF A SELECTION PLAN

After the criteria are established, a plan is developed
for examining the qualifications of applicants. This plan
includes the determination of how to measure the factors
desired (application blank, reference check, physical exami-
nation, psychological test, interview, etc.); who will con-
duct the measurement; who will interpret it; the order in
which the measures will be taken; which measures will be
taken; which measures will be hurdles; which must be passed
and which will be evaluated in combination with others; what
weighing of factors will be done; who will make the final
employment decision; and who will inform the applicant of
the decision.

Comment: Selection bias can enter at this step when the method of measurement systematically favors one group over another. For example, if the instructions for taking a psychological test, or for completing an application form, are couched in language that is easily understood by college graduates but not by applicants with eighth-grade education, the procedure is biased in favor of those with more education. This is inappropriate unless that education is specifically required for effective job performance.

Bias is also present to the degree that the plan makes it easier for one group of applicants to present their most favorable attributes. Subtle cultural differences play a role here; for example, knowing when and to whom to provide information and knowing what kinds of information will assist one's case is critical when an interviewer combines the total package of measures and makes the final decision. The selection plan should explain to the applicant what information is desired at each step, and each applicant should be encouraged to volunteer helpful information. This is particularly important in avoiding disparate placement of women.

2.13 IDENTIFICATION OF EXPECTED APPLICANTS AND SOURCES

The organization develops an "expected target" applicant for the available openings, mostly from their past experience with similar people. Some aspects of the picture of the "expected target" include where he lives, where he works,

what media he uses for information, what he wants from a job, his attitude toward employment, and how and when he will contact the employer. All of these are required for determining the activities to be conducted in order to acquire a supply of applicants.

Comment: If an employer fails to include one segment of the potential applicant population in his target, he is not likely to have many applicants from that segment. The resultant limited applicant flow is not necessarily discriminatory, yet the effect is identical, screening members of that segment from available jobs. Recognition of such overlooked targets can be remedied by advertising in minority newspapers and setting up employment offices in minority areas.

2.14 INITIAL CONTACTS--PRE-EMPLOYMENT INTERVIEW/ASSESSMENT

The impressions and attitudes that develop as a result of this event are quite pervasive; they frequently determine the way in which each of the parties communicates to the other. The applicant generally makes the initial contact. He contacts the employer by mail, telephone, or in person. The physical and social conditions that prevail at the time of this initial contact determine the applicant's 'set' toward the employer, and the applicant's attitude, appearance, and response to the conditions that exist determine the employer's response to the applicant. The applicant generally provides an indication of interest in employment, and possibly interest in a specific opening or line of work. The

employer's representative responds by presenting information or requiring information from the applicant, either in written or oral form. The representative also decides what step the applicant takes next: whether to enter him into the funnel of the evaluation process.

Comment: Treating minorities differently at this point is common. The personnel representative may be biased and simply deal differently with minorities. When, in the pre-employment interviews (or thereafter), minorities are treated unlike other applicants, that is disparate treatment. No systemic discrimination is involved--the action is just illegal.

The manner in which the initial contact is handled may make for a disparate effect in terms of which applicants will go through the selection process. And this, of course, influences the validity of the selection procedures as well as the appropriateness of the process itself. For example, if no minority persons apply and the selection process is developed over time to differentiate between successful and unsuccessful white or male applicants, the process may well be inappropriate for minorities and females. Or if it is designed to differentiate among experienced workers, it may treat young and inexperienced applicants disparately.

2.15 THE EMPLOYMENT INTERVIEW/APPLICANT EVALUATION

In this step, the applicant is being measured and judged on various aspects. This phase may include psychological

tests, a physical examination, a background investigation, detailing of experience, or a personal interview. For many occupations, the evaluation process generally is relatively standard, the applicant is measured with many tools.

Different treatment in this step can occur in three ways: (1) providing instructions that are inadequate for some persons; (2) providing tasks or examinations that differ depending on the examiner, the size of the workload, etc.; (3) providing different physical conditions for some applicants than others (for example, having some applicants display their talents on a poorer machine than other applicants).

After the measuring has been done, each of the interviewers relays his interpreted measurements to some decision-maker who compares the measurements against the criteria established, evaluates the labor market, determines when the organization needs the employees and makes a decision on employment. The decision will include whether to hire at this time and if so, under what conditions. If the decision is not to hire at this time, the applicant may be rejected or, alternatively, he may be placed in a 'hold' pool with other applicants for possible employment at some later point in time.

Comment: The major expression of bias that can occur here is the use of different criteria for different groups of applicants. More of a given attribute may be required for racial or religious minorities or for women, to cite one example. A more subtle form of discrimination is to

defer filling the position if an "undesirable" applicant is not screened out by the established criteria and to go on searching for a "more fully qualified" applicant. This can be a realistic and nondiscriminatory act, or it can be a discriminatory one, depending on the labor market and the degree of performance to be expected from a "better" applicant.

2.16 THE MAKING OF AN EMPLOYMENT OFFER

If the evaluation is favorable, the applicant is hired. The process is completed.

Forms of systemic discrimination similar to those discussed in the above illustrations for the recruiting or hiring process may be present in the other parts of the personnel process, such as training, evaluation, and promotion.

2.17 CONCLUSION

The above points require the modern law enforcement executive to be a proactive rather than a reactive manager. It places upon him the obligation to engage in comprehensive short- and long-range recruitment planning and not to wait for a court order to force him to do his job as a professional manager. This recruitment planning is indeed comprehensive because it encompasses more than the act of recruiting. It includes philosophy of the department, policies, procedures, budgeting, civil service requirements, state and local laws,

facilities, equipment, time, and influences from within the department as well as from outside the department, all of which must be dealt with.

SECTION III

CAREER DEVELOPMENT

3.1 INTRODUCTION

Section II provided an investigation of potential areas of discrimination in the law enforcement personnel system. One aspect of peace officer recruitment is being able to demonstrate a "career potential" for all personnel--minorities and non-minorities. This section attempts to address the mechanics of career development--hopefully to demonstrate its importance in recruitment, in general, and in minority recruitment, specifically. Very simply, this section provides at least a partial answer to the questions, "Why should I join your department? What kind of a career will I have in the department?" These two questions, although focusing on things that will occur in the years following recruitment, play an immediate role in the recruit's decision to join or not to join the department. Obviously, career development is an important element for recruitment.

**3.2 WHAT IS CAREER DEVELOPMENT

Career Development is a management plan designed to

**Sections 3.2 thru 3.9 are taken from the U.S. Department of Justice, LEAA, Monograph titled Career Development for Law Enforcement, Chapter IV as edited by the authors of this manual.

systematically optimize the utilization of the organization's human resources. It is a managerial philosophy which underlies a cohesive systematic approach to personnel management. It targets organizational problems which all too often are overlooked until they can no longer be easily corrected.

A factor contributing substantially to inefficiency and ineffectiveness in organizations is job dissatisfaction. For this reason, the primary target of Career Development is job dissatisfaction, rather than the endless list of ever-changing symptoms usually treated by less systematic development plans. While job dissatisfaction can never be eliminated, we feel that Career Development can reduce it to a more productive level.

3.3 THE PHILOSOPHICAL BASIS OF CAREER DEVELOPMENT

From a philosophical standpoint, Career Development adopts a relatively uncomplicated approach to personnel management. Despite the many varied forms of Career Development found in industry and in the military, we have concluded that virtually all systems of this type may be characterized by the following model:

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┌─────────────────────┐              ┌─────────────────────┐
│                     │      ──────→ │                     │
│    INDIVIDUALS      │      ←────   │    ORGANIZATION     │
│                     │              │                     │
└──────┬──────────────┘              └──────────────┬──────┘
       │          LINKING                           │
       │          SYSTEM                            │
       │     ┌──────────────────┐                   │
       │     │   DEVELOPMENT    │                   │
       └─────│    PROGRAMS      │───────────────────┘
             └──────────────────┘
```
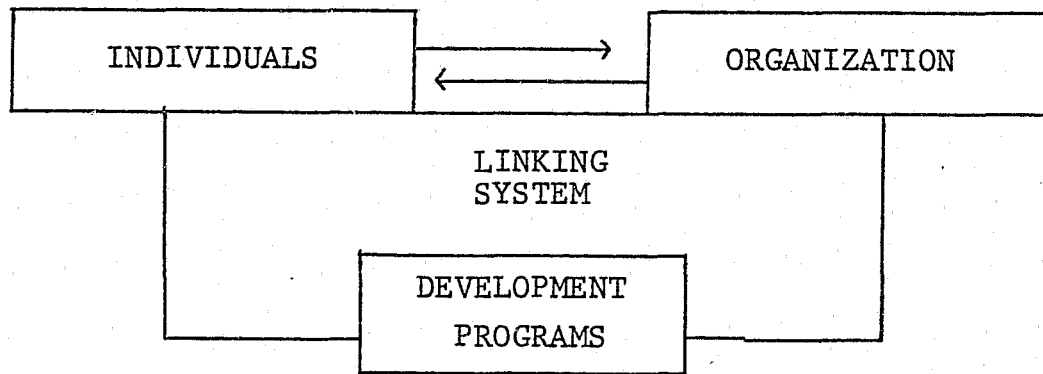
MODEL CAREER DEVELOPMENT SYSTEM

Before addressing the respective components illustrated
by the above diagram, it is appropriate, first, to explain
the need to "design" a career development system when "in-
dustry-proven" systems are already available.

3.4   THE LEAST COMMON DENOMINATOR

In the course of writing this manual, many Career
Development programs were examined. Many of these programs,
especially those in industry, were, in reality, executive
development programs aimed at identifying the skills, educa-
tion, and other attributes of prospective managers. In effect
they were corporate officer candidate schools and were de-
signed with one goal in mind: to maximize the organizational
benefit of executive personnel. Most Career Development
programs evaluated were more concerned with the individual.
Some even provided career guidance, career pathing, and sug-
gestions on beneficial training for positions desired by the
individual. By and large, however, these programs were too

often directed to those in upper management. Frequently

individuals lower in the organization were too many and too

transient to be similarly "developed." In short, nowhere in

industry was there a ready-made interchangeable Career

Development system suitable for law enforcement.

Law enforcement is not a transient labor enterprise.

Not only is the labor pool highly stable by relative stan-

dards, but also, the very nature of the work bespeaks the

importance of the individual. Law enforcement management

must be vitally concerned with not only the safety of the

officer, but with his mental state; for this governs his

ability to function effectively. No other profession gives

an employee the awesome potential to take another's life, and

relies so heavily on his own good judgment without the bene-

fit of close supervision.

Job dissatisfaction at the patrol level may contribute

toward a diminished level of public service, irrational acts

on duty, and an improper use of authority in the performance

of the law enforcement function. These symptoms are dealt

with on a daily basis by law enforcement administrators and

supervisors nationwide. The key to this dilemma lies not as

much in the treatment of the symptoms as it does in the

treatment of the cause: job dissatisfaction.

Clearly, the need for Career Development in law enforce-

ment not only exists at the management level, but also, and

perhaps even more immediately, at the line level. The need

for Career Development is greatest wherever the most people

can be affected. That is, throughout the department, and
not exclusively for the fortunate few higher in the organi-
zational hierarchy. It is the key difference, this ultimate
dependence on individual judgment, which sets apart law en-
forcement's needs from those of other organizations.

In writing this manual, it was necessary to reduce all
known systems to their basic elements. After considerable
research, four elements were identified as being common to
all Career Development systems, regardless of their size,
complexity, or organizational intent.

3.5   THE FOUR ESSENTIAL ELEMENTS

The four essential elements in any Career Development
program are the following:
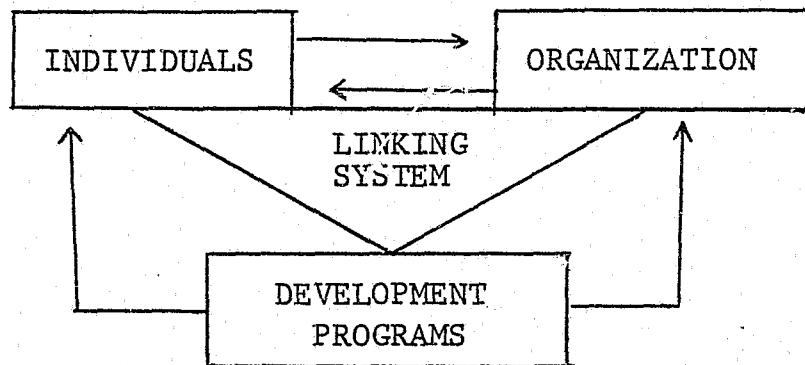
The diagram indicates the basic relationship of the
various components. While individuals comprise the organi-
zation, they can also be considered apart from the organi-
zation. It is assumed that people affect the organization
and vice versa.

Basically, Career Development is the identifying of Individuals and Organization characteristics, the identification of needs in both areas through the Linking System component, and finally, meeting those needs through the Development Programs component.

3.6 INDIVIDUALS

It is necessary that all individuals within an organization be identified as to their:

A. attitudes
B. capabilities (strengths and weaknesses)
C. desires
D. skills
E. potential
F. drive
G. capacity
H. performance

If an organization is to make any meaningful evaluation of its work force, it must have ready access to the types of information suggested above. This is the first step in identifying personnel needs regarding:

Training   (increasing technical proficiency)
            job rotation
            understudy
            training class

Education   (increasing conceptual proficiency)
            personal development
            sensitivity
            exposure to new concepts

Accurate and fast access to personnel information is essential.

3.7 ORGANIZATION

A concurrent need along with personnel information is organization information. In much the same way that information regarding personnel attributes is necessary, so also is information regarding organization attributes essential. This takes the basic form of a Position Specification for each unique position.

When a Position Specification is completed for each position, a vast store of data will be available concerning the requirements of the Department based on the types of jobs therein and their individual demands.

If any accurate assessment of the Department's needs is to be made, this information first must be available. This task is not as simple as it may first appear. The difficulty is that there is now an industry-wide controversy over exactly which information is of most value in "getting to know the organization." Although there exists a controversy in industry, one thing is certain in government and that is that civil service guidelines are significant factors to the formulation and implementation of organizational personnel policies and practices. It is important, therefore, that civil service (where applicable) guidelines be reviewed conscientiously and that a legal opinion be received for any area which may yield conflict.

The same caution must be offered when considering labor unions and collective bargaining groups. A rule of modern

participatory management is to solicit participation from
every organizational sector that may be affected by the de-
cision to be made.

Some job evaluation techniques prefer to characterize
each respective position in terms of the Skinnerian Stimulus-
Response (SR) Theory; e.g., measure each man's raw materials
when he begins, then measure the completed work product when
he is finished. The net change, from beginning to end, in-
cluding all related tasks, is the measure of each man's job
description. This SR approach to determining job descrip-
tions is useful in some applications involving mechanical or
manipulative processes, but it suffers from a serious flaw.
The Skinnerian SR approach only measures change, not process.
It fails to measure such intangible commodities as supervisory
or financial responsibility, creativity, education required,
mental skill, etc., and therein lies its major shortcoming.

It is an unfortunate truism in the state-of-organizational-
art that job evaluation techniques are not presently reducible
to a set of specific formulae. Put bluntly, it is still a
subjective matter. Recognizing the inherent short-comings of
the Skinnerian approach, we chose not to emphasize change as
our criteria, but rather to consider both process and change.
Our intentions were to measure both the intangible qualities
of process and the finite quantities of change.

We do not purport to have selected the "best" criteria
suitable in all cases, for all agencies. Rather, we feel
that our selection of criteria is best suited to our own
needs, and we hope that others, after careful evaluation of

their own departments, may find our selection of value for their own applications.

Obviously, any successful Career Development program must include a method to identify the needs and demands of each specific position in the organization as well as a method to identify the needs and interests of each employee. Parallel systems must therefore be developed.

Given, on the one hand, that the organization recognizes both qualitatively and quantitatively the demands it makes on its officers, and, on the other hand, that each individual has been fully assessed as to his needs, desires, and abilities, then it follows that there should be some means to reconcile these two data sources into a mutually optimal agreement. It is important, however, that the information concerning each must be compatible. This requires the use of an unorthodox type of personnel information.

No longer can the traditional biographic personnel information customarily contained in most agencies' files be considered sufficient. In building a new, more comprehensive personnel management system we must look toward newer, more useful kinds of personnel information.

3.8 LINKING SYSTEM

Once data have been gathered and made available concerning the Department and its people, some means must be established to analyze these data. The primary purpose of the linking system is to identify short- and long-range needs in

both the organization and its members. This may be accomplished by employing a number of different techniques.

Comparison:

Department needs - individual capabilities
Individual needs - department potential for meeting needs
Department goals - individual goals

Quality Control:

Performance evaluation
Cost-benefit analysis
Feedback loops

Planning:

Manpower forecasting (change charting)
Organizational forecasting (organization in light of
   environmental change)

Career Counseling is an integral component of a Career Development plan. It forms the basis of the linking system component. No other technique can match personal counseling's unique ability to evaluate the individual. A Career Development proposal must include some provision for evaluating the capabilities, experience, training, drive, and needs of each individual in the program. Career Counseling is the cornerstone of success in the Career Development program. It is at this point that the needs of the individual and the organization will be compared, evaluated, and suggestions for remedial action be given when necessary.

This area of needs identification is a critical one. Accurate assessment of needs is based on accurate data which are properly interpreted and analyzed. This is the area which "ties it all together."

3.9   DEVELOPMENT PROGRAMS

Development programs may be divided into the following areas:

A. Vocational
B. Personal
C. Conceptual
D. Leadership (management skills)
E. Application

The first four areas concentrate on the individual. The last, while involving the individual, concentrates on the organization. The organization must be so arranged that the individual is permitted to apply what he has learned.

This is the change agent function of the Career Development system. The preceeding phases have identified individual and organizational characteristics and have analyzed the data to indicate needs. Now, something must be done to meet those identified needs. This may be accomplished through development programs designed to meet individual and organizational needs. Some examples are:

A. Career planning
B. Coaching
C. Conceptual development
D. Delegated duties
E. In-service training
F. Job enrichment
G. Job rotation
H. Organizational restructuring
I. Outside (civic) programs
J. Personal counseling (career)
K. Personal development
L. Personnel exchange
M. Public speaking
N. Role playing
O. Selected training programs
P. Self study
Q. Sensitivity training
R. Special problems research
S. Understudy

The above listing of examples is by no means considered complete, but is given to show the general types of programs which may be considered.

Historically, Career Development programs have dealt with the executives of the organization. Personnel systems have traditionally failed to recognize the need to be responsive to employees who are not yet executives. Career Development must affect all levels within the organization.

SECTION IV

DESIGNING A MINORITY RECRUITMENT PROGRAM

4.1   INTRODUCTION

Previous sections concentrated on the why, what, and who
of minority recruitment. This section focuses on questions
involving when, where and how minority recruitment should
take place.

Before any program begins it is essential that the oper-
ation has been well planned. No program succeeds without a
sound planned basis. At the onset, minority recruitment
should be seen as part of an overall recruitment effort. It
should be seen as a continuous operating process. Previous
recruitment efforts that have been "one-shot" programs have
not been very successful. For this reason recruitment pro-
grams should include long range planning.

4.2   ESTABLISHING GOALS AND OBJECTIVES

Recruitment By Objective (RBO) is essential for success-
ful minority recruitment. There are two overriding factors
in RBO. The first is obvious--jobs must in fact exist.
Nothing has a greater chilling effect than to proceed with a
program to attract potential applicants and then announce
that no jobs are open. Although, as previously suggested,

more successful recruiting is a continuous effort, minority

persons must also be satisfied, functioning employees. If a

minority person is a satisfied employee, he or she will be

more likely to tell friends and thereby become a valuable

link in future recruiting through personal impact.

Before specific recruitment goals can be stated effec-

tively, it is necessary to write down in a systematic way

the race and sex of sworn officers currently serving in the

agency. This means that a self-audit of the department is

necessary. This self-audit will serve to initiate the pro-

cess of change. A self-audit should follow the guidelines

of the Law Enforcement Assistance Administration (LEAA) which

identifies minority groups as:

    A. Black
    B. American Indian
    C. Spanish surname
    D. Asian American
    E. Other (define)

In addition, the LEAA guidelines require the analysis

of women separately from other minorities with cross classi-

fication by sex throughout so that the ethnic groups of

minority women and men will be reflected in the report.

These guidelines provide the opportunity to make necessary

changes.

Taking these guidelines into account, the self-audit of

sworn personnel can be tabulated by using the example that

follows in Figure 1. (The figures are hypothetical and will

be used for explanation purposes.)

FIGURE 1

EXAMPLE OF DEPARTMENTAL SELF-AUDIT OF SWORN PERSONNEL

Sworn Personnel by Sex

Ethnic Group	Number of Males	Percent of Total	Number of Females	Percent of Total	Total by Group	Percent of Total
White	85	85%	5	5%	90	90%
Black	7	7	1	1	8	8
American Indian	0	0	0	0	0	0
Spanish Surname	2	2	0	0	2	2
Asian American	0	0	0	0	0	0
Other	0	0	0	0	0	0
Total	94	94%	6	6%	100	100%

The first step is simply to tabulate each sworn peace
officer in the correct category. In Figure 1, for example,
85 officers were tabulated in the white, male category; one
officer was tabulated in the black, female category, and so
forth. The total number of males and females for each ethnic
group is then determined. For example, among the white group
are 85 males and 5 females making a total of 90. The total
of number of sworn personnel is then arrived at by adding the
number of males and females among all ethnic groups. In the
Figure 1 example this total is 100 persons. All percent
figures are then tabulated using this total number of sworn
officers as the base. To illustrate, the percent of white,

male officers is figured by dividing the number of white,
male officers--in this case 85--by the total number of all
sworn officers--in this case 100--which equals 85 percent
($100 \overline{)85.00}^{.85}$). Similarly, the percent of black, female
officers is 1 divided by 100 ($100 \overline{)1.00}^{.01}$) which is 1 percent.

Once this has been accomplished there is some basis for
establishing goals for a minority recruitment program. The
percent figures in each category in the law enforcement de-
partment now must be compared to the percent of persons in
each category in the general community population. This in-
formation for Ohio communities can be found in General Social
and Economic Characteristics for Ohio, United States Bureau
of Census, Series PCIC Ohio. Recruitment efforts should be
focused among those categories where discrepancies exist.
For example, if black persons comprise thirty percent of the
local community population but make up eight percent of the
law enforcement department's sworn officers, efforts should
be directed toward increasing the percent of black sworn
officers.

Once this phase has been accomplished, it is possible
to move more directly into Recruitment By Objective (RBO).
Realistic goal statements for a recruitment program should
be written at this time. Such statements might read like
this:

> A. To increase the number of sworn female black
> officers from one percent to six percent between
> January 1, 1978 and June 30, 1979.

  B. To increase the number of sworn male black offi-
     cers from seven percent to twenty percent between
     January 1, 1978 and January 1, 1981.

Such RBO statements clarify the job at hand. They
indicate a change in quantity to be accomplished within a
stated time period. In this way these statements serve as
guides to initiate the process of change. Furthermore, as
will be discussed more fully in Section 5.2, they provide a
sound basis for the important step of evaluation.

4.3 THE RECRUITER

The selection and commitment of a recruiter is extremely
important. This person is charged with the responsibility
of presenting law enforcement as a desirable career. For
this reason the person(s) selected as a recruiter should
have:

  A. unswerving commitment to this task
  B. high acceptance in the minority community (which
     usually means this person should be a minority
     member)
  C. ability to communicate with minority community
     members
  D. a complete knowledge of his agency, especially in
     the area of personnel policies
  E. a temperament to withstand non-cooperative attitudes
     should they arise from fellow officers and minority
     members
  F. a thorough understanding of minority recruitment
  G. a successful career as a peace officer with super-
     visory rank.

Recruiters should undergo a successful period of train-
ing. The objective of this training is to ensure that the
recruiter can demonstrate those characteristics listed in
items A through F above. An initial step in this regard is

to become familiar with the contents of this Manual including the suggested references. In addition, law enforcement administrators need to become aware of the many training resources available from both the public and private sectors. Local companies specializing in sales are a good source of assistance as are colleges and universities in the area. Administrators also need to be alert for appropriate courses offered at the Ohio Peace Officers Training Academy.

In all cases, recruiters should be sworn personnel as opposed to civilian personnel. Whether or not an agency has one officer assigned to recruitment or establishes a recruitment team depends almost entirely on the size of the agency and manpower resources. In either event there must be direct access and responsibility to the chief. If resources permit only one officer being assigned to recruitment, it should be on a full-time basis. If resources do not permit full-time assignment, recruitment should be operated on a continuous basis.

Whenever possible recruiters should be minority members with supervisory rank. This demonstrates immediately to minority community members that the agency hires, promotes and retains minority persons. In this way distrust of peace officers is more likely to be lowered and better communication is more likely to result. In larger agencies where recruiting teams are feasible, members from the majority race should be involved. In such cases, the racial composition of the team should generally reflect the makeup of the community.

A statement adapted from <u>Local Government Personnel</u> <u>Administration</u> suggests that recruiters, whites or members of minority groups, males or females, need to communicate with community leaders and representatives of various organizations on a regular basis to encourage their members to consider careers as peace officers. Minority and disadvantaged individuals may be inspired to apply for work as peace officers if recruiters use outreach techniques such as visiting local hangouts (drugstores, gyms, and recreation centers) and asking welfare and religious workers to refer to them individuals who may qualify for work as a peace officer. The effective recruiter is one who has developed a "feel" for the problems and challenges in recruiting and thus can determine which types of recruiting methods will succeed given a certain vacancy and given a certain locale and its labor pool.

Among small agencies consideration should be given to the idea of a regional recruiter. That is, a person who would recruit for several agencies which are perhaps located in a several-county area. In this way costs could be shared while, at the same time, active visible recruitment would be taking place.

4.4 ADVERTISING

The success of any recruitment program depends in large part on well designed advertising. Minority leaders should have a strong voice in recruitment campaigns, especially in

preparing advertising. There are numerous methods and approaches available to law enforcement departments. It is imperative that all materials and methods used include a statement that the department is an equal opportunity employer.

Advertising literature must be designed to attract the attention of interested applicants. Blacks and women should be pictured. Generally ads that display originality in logos, drawings, and cartoons will attract attention. The message contained with the ad should emphasize those factors likely to appeal to those particular minority group members. Ohio peace officers have indicated (see Appendix A) that pay, fringe benefits and job security are factors likely to appeal to black males. Among white females, pay, the interesting nature of the peace officer's work, and fringe benefits are factors likely to have appeal. Among both black males and white females the opportunity to be of service could also be appealing. (Note: There are not a sufficient number of black female peace officers to determine factors likely to have recruiting appeal.)

It is important that basic requirements and qualifications be placed in the ad. The ad must also encourage an immediate response by readers. One method is to ask the potential employee to phone, write and/or visit the appropriate office. Including a name, phone number, and time for calling encourages a response from interested persons. (See Appendix B for sample brochures.)

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All recruitment literature must be readable and under-standable. There are many possible locations and means by which recruitment literature may be distributed. A partial listing would include:

A. post offices
B. recreation centers
C. barber and beauty shops
D. churches
E. filling stations
F. high schools
G. colleges
H. employment agencies
I. national guard centers
J. day care centers
K. shopping centers.

In addition, recruitment literature can be inserted in:

A. public housing bills and receipts
B. tax forms
C. welfare checks
D. application forms for licenses
E. calls to jury duty.

4.5 EXAMINATION ANNOUNCEMENT

Examination announcements should also include eye-catching pictures and drawings. The announcement should include:

A. a description of the position
B. minimum qualifications
C. information about how to make application
D. promotion possibilities
E. fringe benefits
F. an equal employment opportunity statement.

4.6 NEWSPAPERS

The daily newspaper is one important means which brings job openings to the attention of minorities through the use

of ads and displays. Since available evidence indicates that both the general media and the minority media are equally effective, both should be used.

In addition, efforts to issue news releases featuring peace officer personnel can aid recruiting. Such an effort raises public awareness and at the same time contributes to good employee morale, which supports recruitment.

4.7 TELEVISION AND RADIO

A concerted recruitment effort can bring information about job opportunities in law enforcement departments to the listening and viewing public in a number of different ways. Some would be paid ads while others would be appearances on public interest programs. Some examples to consider are as follows:

A. 30 second spot announcements
B. news releases
C. interviews
D. public service announcements
E. educational programs/announcements
F. talk shows/panel discussions featuring women and minorities

4.8 WORK STUDY PROGRAMS AND INTERNSHIPS

Internships and cooperative work-study programs are two very effective means of recruitment. Many colleges and universities have established programs providing for varying periods of study and study-related work. Because these programs can be, among others, very efficient and effective

recruitment devices, law enforcement agencies should support
and participate in such programs. This would be especially
advantageous for those agencies located in areas where there
are colleges with a substantial minority and/or female en-
rollments.

4.9 OPEN HOUSES, VISITS, SPEAKERS

Recruitment of minorities also can be encouraged by such
means as regularly scheduled open houses with appropriate
displays and encouraging people to consider a career in law
enforcement. Similarly, recruiters may visit and speak to
such groups as high school and college classes, community
organizations and civic clubs.

There are several existing programs that can also pro-
vide a very good source for minority recruits. Especially
good in this respect are the law enforcement programs in the
eleventh and twelfth grades in the Joint Vocational Schools.
Other potential sources include law enforcement explorer
scout programs, part-time officer programs and cadet pro-
grams. Recruiters should make every effort to maintain
close contact with these programs.

4.10 AIDING THE PROSPECTIVE RECRUIT

Between the time of initiation of recruitment and test
dates, follow-up contacts should take place. Such efforts
are the recruiter's responsibility. Evidence indicates

that minority applicants are somewhat prone to drop out of the selection process. A bi-weekly phone call or personal letter assuring the person of the agency's sincere interest in hiring him/her, if the person is qualified, helps to sustain interest during the selection process.

Another effective technique to use during this time is to provide tutorial services to prospective recruits. Such an effort can be viewed as protecting the earlier recruitment investment. Again, any tutorial services are the responsibility of the recruiter. Planning such a program requires attention to such details as:

    A. site location
    B. class times and schedules
    C. class size
    D. instructors.

The major aim of such a program is to concentrate on any individual weaknesses and needs. Normally areas that should be included in a tutorial course outline are:

    A. reading skill and comprehension
    B. English grammar usage
    C. vocabulary
    D. mathematical computation
    E. word relation exercises
    F. oral self-expression.

The use of a test at the beginning and end of the course, as well as mock interviews and mock oral exams are potentially effective techniques to include in the tutorial experience.

SECTION V

EVALUATION AND RECORD KEEPING

5.1 INTRODUCTION

A purpose of evaluation is to make adjustments in on-going projects. If evaluative data are available it can help management make more effective decisions concerning whether a program should be continued as is, modified, or replaced. In this way evaluation is a resource which supplements and aids management. Evaluation should address program goals and must neither be an exercise in ridicule or personal insult, nor address the personalities or character of individuals or groups of individuals.

As has been emphasized throughout this manual, the success of a minority recruitment program depends in large measure upon commitment to the program. This includes commitment to the evaluation component of the program. There must be an expressed willingness on the part of the chief, the recruiters, and others connected with the program to plan and carry out effective evaluation. Effective evaluation depends on a positive attitude toward evaluation by the chief and other administrative personnel.

5.2 DEFINING EVALUATION

Evaluation is usually considered to be an aspect of the scientific method. It seeks to conduct inquiry in a logical and objective manner, free from personal bias and whim. Evaluation is applied research. It can be both qualitative and quantitative, but it is more likely to be quantitative. It is largely descriptive, although it occasionally includes explanatory elements.

The process of evaluation includes four basic steps:

A. statement of objectives
B. identification of proper criteria to be used in measurement
C. determination of the degree of success
D. recommendations for future program activities.

By completing the process of evaluation, comparisons can be made to determine whether one activity, approach, or method is more suitable than another.

5.3 LINK TO RBO STATEMENTS

The importance of RBO statements was discussed and illustrated in Section 4.2. In program evaluation, goals and assumptions are often complicated and difficult to uncover. Nevertheless formation of goal statements is important if evaluation is to be pertinent and not wasteful. Such statements provide guidelines for program planning as well as guides for evaluation. A fundamental purpose of evaluation is to determine whether a program is doing what it is intended to do; that is, whether it is meeting its goals. In order to

decide whether goals are being met, it must be clear what the goals are. This is why RSO statements are important.

5.4 SETTING UP EVALUATION

The person(s) actually charged with this process must make every effort to approach this task in an objective manner. Throughout the evaluation, those involved must clarify their own thinking in order to be aware of possible ways their own values or opinions may bias the evaluation.

It is obvious that those people doing the evaluation should have a broad understanding of minority recruitment for law enforcement agencies and be knowledgeable concerning the specific program they are evaluating. If evaluators are unfamiliar with the program, problems are likely to develop which could lead to shoddy and ineffective results.

A major task of setting up evaluation is to gather information from various sources. This information must be relevant and useable for the evaluation demands of that given program. It should include sufficient facts and figures and should avoid being too general. To aid in this process Suchman devised the following checklist:

A. What kinds of objectives is the program concerned with? That is, are we primarily interested in behaviors, in knowledge, or in attitudes? Is the program trying to maintain these objectives or to change them?

B. Who is the target of the program--individuals, small groups, the whole community? Does the program deal with the target directly or indirectly through an intermediate target group?
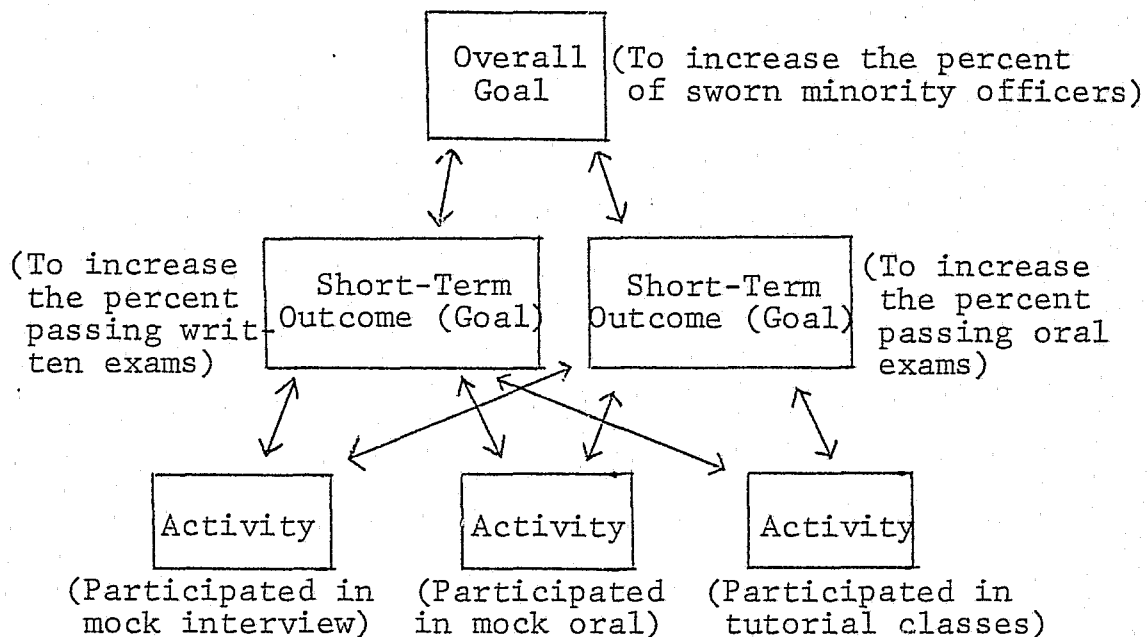
C. What is the time span with which we are concerned?
Is the program primarily interested in immediate
results, or in long-range change or maintenance,
or both?

D. In either long- or short-range terms, are we talk-
ing about a single goal or a cluster of goals?

E. How great must the effect of the program be before
we consider it a success? Must it reach all of its
potential target or only some proportion of it?
Must we be able to observe major changes, or will
we be content with small ones?

F. Finally, what are the means to the program goals?
Who is to carry out the program, what will they do,
and how shall we measure their success? This latter
question leads to the problem of setting up criteria,
which must be clearly distinguished from setting up
the goals themselves.

5.5 MULTIPLE GOALS AND ACTIVITIES

In actuality any given program, including a minority

recruitment program, will have many goals (RBO Statements)

to be evaluated. While an overall goal is to increase the

percent of sworn minorities within an agency, there are

other more specific and shorter ranged goals and activities

tied to this general goal. The process of evaluation can

be aided by depicting these multiple goals and activities on

various levels within a triangle as shown in Figure 2 below:

FIGURE 2

TRIANGLE OF ACTIVITIES AND GOALS

```
                    ┌──────────┐
                    │ Overall  │(To increase the percent
                    │   Goal   │ of sworn minority officers)
                    └──────────┘

(To increase   ┌───────────────┐   ┌───────────────┐   (To increase
 the percent   │  Short-Term   │   │  Short-Term   │    the percent
 passing writ  │Outcome (Goal) │   │Outcome (Goal) │    passing oral
 ten exams)    └───────────────┘   └───────────────┘    exams)


        ┌──────────┐    ┌──────────┐    ┌──────────┐
        │ Activity │    │ Activity │    │ Activity │
        └──────────┘    └──────────┘    └──────────┘
     (Participated in  (Participated   (Participated in
      mock interview)  in mock oral)    tutorial classes)
```

By utilizing this illustration one can see, for example,
the logical connection between participating in a mock oral,
passing the oral exam and eventually becoming a sworn peace
officer. Any worthwhile evaluation would thus include figures
and information concerning this specific activity and short-
term outcome as it relates to the overall goal. All of the
many other activities and short-term outcomes contained in a
minority recruitment program can be depicted in this way. By
following this procedure the types of information necessary
to make decisions regarding all aspects of the program is
more likely to be collected and analyzed.

5.6   IN CONCLUSION

If minority recruitment is to be successful there are
structural factors involved in the process of testing, train-
ing and hiring that must also be evaluated and changed.
While these matters may or may not be included in formal RBO
statements, they absolutely must be examined and evaluated
if agencies are truly dedicated to a reasonable increase in
the percent of sworn minority peace officers on the force.
In this regard a set of statements adopted from Who Will
Wear The Badge? (pp. 30-33) is most appropriate.

   A. The traditional process of screening, testing, and
      training peace officer applicants and recruits
      needs to be thoroughly overhauled--first, because
      it presently places a heavy burden upon many minor-
      ity Americans; and second, because there seems to
      be no demonstrable evidence that the system either
      brings in the best people for the job or teaches
      them the right combination of skills. We are not
      recommending that law enforcement departments
      "lower their standards"; on the contrary, we recom-
      mend that they raise standards in accord with con-
      temporary public needs. And one of those needs is
      for more minority member peace officers.

   B. The basic written test eliminates more minority
      peace officer applicants than any other single step
      along the way. The tests vary, but nearly all claim
      to measure a person's intelligence. These tests are
      clearly culturally biased and they should be modified
      as quickly as possible. No one knows precisely what
      they test or how well they predict a recruit's
      future performance on the job.
         Failing this, cities and states have an obligation
      to provide pretest training for all applicants,
      especially those from minority groups. This obli-
      gation stems directly from the recruitment process.
      For example, as soon as a law enforcement agency
      embarks upon a campaign which attracts black appli-
      cants, it must face up to the problems of the 60 to
      90 percent whom the test consistently rejects.

C. If the test predicts anything, it may be the re-
cruit's performance in the training academy. But
one of the prime aims of the academies, it appears,
is to instill a paramilitary esprit among the re-
cruits. Little or no allowances are made for the
black persons or the Spanish Americans who find them-
selves alone in this most rigorous of white worlds.
Moreover, there appears to be only a tenuous con-
nection between much of the training recruits get
and the skills they will need as a police officer.
We therefore recommend:
   (a) a revision of standard academy curriculum
       and climate, beginning with an analysis of
       the kinds of jobs police officers must per-
       form and the skills they need to perform
       them competently;
   (b) the hiring of black and Spanish American
       teachers of both sexes; and
   (c) a counseling program for all trainees, with
       special emphasis on minority member trainees.

D. Some of the more marginal eligibility qualifica-
tions penalize minority applicants and could be
eliminated without undue threat to law and order.
Specifically, some law enforcement agencies demand
a minimum swimming proficiency. There is no reason
why swimming cannot be taught at the training acad-
emy, along with everything else. Similarly, all
agencies insist that the recruit know how to drive,
although many youths have never had the opportunity
to learn. This, too, could be taught at the academy.
The training period might also be lengthened for
some applicants, both to allow for additional cour-
ses and to give recruits a chance to pass standard
courses that are causing them trouble. The time
spans of academy training programs vary from agency
to agency by as much as six weeks; there is no
reason why they should not also vary from applicant
to applicant, depending upon their needs.

E. Many minority applicants drop out of the race before
taking the test--in some cases even before filling
out the application. The applicant's initial en-
counter with the recruiter appears to be crucial.
It would be helpful if law enforcement agencies em-
ployed professional counselors to interview appli-
cants at this early stage--not to screen them out
but to encourage them to stay in....

F. Here are some changes that can be made quickly:
   (a) Those agencies which have not assigned blacks
       and/or Spanish Americans of both sexes to
       places on oral interview boards should do so.
       All-white, male interview boards do nothing to

close the credibility gap between peace offi-
cers and minority citizens.

(b) The family interview--used frequently in
background investigations--should either be
modified or abandoned. For example, the
interviewers are usually white, and some of
the traits they look for--neatness, articu-
lateness, enthusiasm--may be hard to come by
in low-income households. A person who moon-
lights, for instance, may be too weary to
please the interviewer.

(c) Medical standards which merely lower the city's
liability risk, but do nothing to improve the
quality of a peace officer, should be revised.
Some of these standards may penalize applicants
who have grown up in areas where health services
are often inadequate.

(d) The height minimum should be lowered or elimi-
nated. It is viewed by many minorities as
discriminatory. Yet, no one has ever made a
convincing case for the proposition that a
short person makes a bad peace officer.

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APPENDIX A

RESULTS OF SURVEY AMONG

MINORITY PEACE OFFICERS

IN OHIO

Minority peace officers were asked to rank in order
of importance those factors they felt would be effective in
attracting persons of their same ethnic group and sex. The
results are presented in Tables 1 and 2:

TABLE 1

BLACK MALES

RANK

	1		2		3		4		5	
Factors	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Job Security	10	25.0	4	14.8	2	9.1	2	66.6		
Pay	22	55.0	11	40.7	12	54.5			1	100.0
Interesting Work	1	2.5	1	3.7	3	13.6				
Service	5	12.5	3	11.1	2	9.1				
Fringe Benefits	2	5.0	8	29.6	3	13.6	1	33.3		
Total	40	100.0	27	100.0*	22	100.0*	3	100.0*	1	100.0

*rounding error.

TABLE 2

WHITE FEMALES

RANK

F	1		2		3		4	
Factors	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Job Security	3	16.7	4	22.2	1	7.7	1	33.3
Pay	9	50.0	6	33.3	1	7.7	1	33.3
Interesting Work	3	16.7	2	11.1	7	53.8	1	33.3
Service	2	11.1						
Fringe Benefits	1	5.6	6	33.3	4	30.8	__	_____
Total	18	100.0*	18	100.0*	13	100.0	3	100.0*

*rounding error

Minority peace officers were asked why they decided to become peace officers. The results are presented in Table 3.

TABLE 3

ETHNIC GROUP

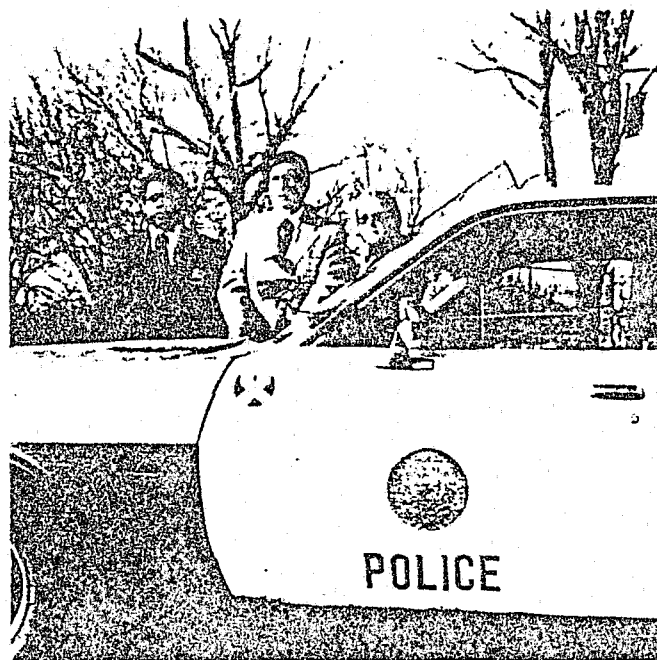|	Black Males		White Females	
Factor	No.	Pct.	No.	Pct.
Pay	6	9.0	5	13.2
Job Security	14	20.9	2	5.3
Service	26	38.8	7	18.4
Interesting Work	10	14.9	14	36.8
Professional Career	5	7.5	4	10.5
Family Member a Peace Officer	4	6.0	3	7.9
Other	2	3.0	3	7.9
Total	67	100.0*	38	100.0

*rounding error

APPENDIX B

SAMPLE BROCHURES

The City of Lakewood, Colorado
Department of Public Safety

Police Agent

POLICE

Salary

(Effective January 1, 1976)
Recruit Entry: $934 per month.
Agent Salary Range: $934–$1,610 per month.

The City

Lakewood, Colorado, was incorporated in June, 1969. It is a progressive City of 128,000 population in an area of approximately 38 square miles, located immediately west of Denver at the foot of the Rockies.

Required Examinations

In addition to having a dependable background, applicants must qualify in all phases of testing: physical fitness, psychological, intelligence and medical tests, plus polygraph and extensive oral board examination.

Qualifications

Recruit Level: Bachelor's degree in any field; Men and women between 21 and 35 years.

Department and Duties

Lakewood Police Agents are well-educated men and women, intensively trained to render the sensitive and vital public services required of the modern law enforcement officer. They are dedicated to the highest ideals of American police service, eager to be a part of a city government that intends to keep Lakewood a pleasant place to live. Under the system of management which the Lakewood Department of Public Safety has adopted, Police Agents are responsible for participation in the development and implementation of crime prevention and general police activity programs. Rotating assignments to various divisions within the Department provide the individual Agent with broad experience in the police field. Lakewood Police Agents must be outstanding individuals in terms of enthusiasm, education, temperament, and reasoning ability. Only the above-average and outstanding will be considered for employment.

The City of Lakewood, Colorado is an Equal Opportunity Employer.
(See Reverse Side for Further Information)

Want To Do A Job?

There's One To Be Done In Your Community PROTECTING IT!

Help Stamp Out.

Drug Addiction

Robberies
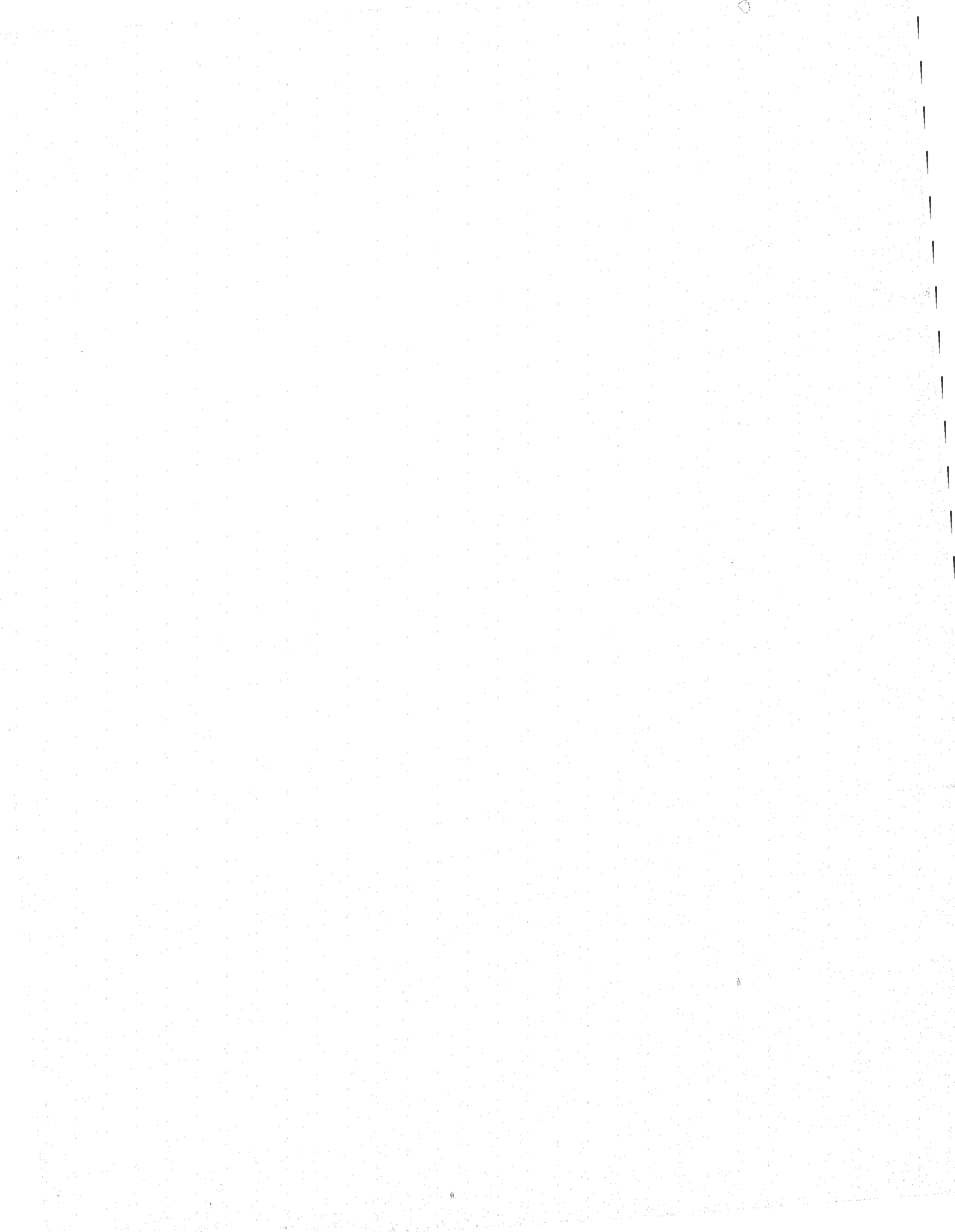
Muggings

Corruption

Exploitation

Fear

Neglect

Check Us Out

For Further Information Visit Your Local Urban League.
Ask about LEMMP (LAW ENFORCEMENT MINORITY
MANPOWER PROJECT)

National Urban League, Inc.

LEAA, Law Enforcement Assistance
Administration, U.S. Department of Justice.

**Ohio
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43140**

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