

HOW CAN THE CALIFORNIA HIGHWAY PATROL
EFFECTIVELY RECRUIT FEMALE OFFICERS
BY THE YEAR 2000?

124729

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material in microfiche only has been granted by

CA Comm. on Peace Officer
Standards and Training

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

An Independent Study

by

Richard J. Breedveld

P.O.S.T. Command College

Class VIII

Copyright 1989
California Commission on Peace
Officer Standards and Training

TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
INTRODUCTIONS	5
I. SECTION ONE - DEFINING THE FUTURE	10
Methods: Identification	13
Methods: Implementation	13
Trends	13
Events	15
Cross-Impact Analysis	27
Alternative Futures	31
II. SECTION TWO - STRATEGIC PLAN	39
Methods: Identification	39
Methods: Implementation	40
Situation	40
Environment	40
Capabilities and Resources	43
Mission	54
Execution	55
Stakeholder Identification	55
Stakeholder Assumptions	57
Recommended Strategies	60
Alternative Strategies	64
Administration and Control	66
III. SECTION THREE - TRANSITION MANAGEMENT	67
Methods: Identification	67
Methods: Implementation	67
Critical Mass.	68
Commitment Charting.	68
Transition Plan	68
Transition Management Structure	77
Technologies	77
IV. CONCLUSION	79
BIBLIOGRAPHY	83
Trends List	85
Events List	86

HOW CAN THE CALIFORNIA HIGHWAY PATROL EFFECTIVELY
RECRUIT FEMALE OFFICERS BY THE YEAR 2000?

BY

RICHARD J. BREEDVELD

EXECUTIVE SUMMARY

The California Highway Patrol (C.H.P.) has been employing female traffic officers since 1977. Unfortunately, notwithstanding many recruitment programs targeting females, the C.H.P. is severely under-represented by females in its uniformed ranks. If the C.H.P. is to meet its stated goal of achieving a sex and ethnic balance within its workforce that is at parity with the California labor force, then it must significantly increase female representation.

To gain insight into the female recruitment problem, a Nominal Group Technique (NGT) group used literature scanning and brainstorming to formulate trends and events affecting the issue. The trends were identified as follows: 1) increasing acceptance of nontraditional careers by female job seekers, 2) increasing competition for females from the private sector, 3) the shrinking of the relevant labor pool, 4) low rate of unemployment and, 5) erosion of social and cultural values concerning theft and the use of narcotics. The following events were considered: 1) an economic depression significantly increases the unemployment rate, 2) judicial hiring sanctions are placed on the C.H.P. which require 42% female intake notwithstanding entry-level standards, 3) the relevant labor pool will be used as the standard by which oversight agencies gauge workforce representation within the C.H.P., 4) a major war occurs, and 5) a taxpayer's revolt occurs.

Through the use of a cross-impact model, the interrelationships between the trends and events were analyzed to determine their impact on drug law decriminalization, and based on these impacts, three future scenarios were predicted.

Next, the Modified Policy Delphi (MPD) process was employed to assist in developing a strategic management plan. Using analyses

of resources and stakeholder assumptions, coupled with situations, mission, execution, administration, and control, (S.M.E.A.C.) analysis and data obtained through the aforementioned exercises, three alternative strategies were formulated, on which development of a recommended strategic policy to mitigate the female recruitment problem was based.

The strategic policy consists of the following:

- 1) The Department should hire a professional recruitment firm to provide an in-depth needs assessment of the California Highway Patrol's Recruitment Program, 2) the C.H.P. should merge existing recruitment and public affairs resources and place greater emphasis on recruitment at the elementary and high school level, 3) The California Commission on Peace Officer Standards and Training should assume a more active role in recruitment, with specific reference to marketing law enforcement as a viable career alternative to young people, and 4) the C.H.P. must reevaluate the existing grooming and uniform standards for female patrol officers to help assist in maintaining the femininity of female officers.

The C.H.P. manager of tomorrow must identify new, more effective methods of recruiting female officers. What is needed are recruitment strategies that keep pace with demographic, cultural, and social changes within California's diverse labor force.

INTRODUCTION

The recruitment and retention of qualified female officers has been one of the most perplexing affirmative action problems facing the California Highway Patrol (C.H.P.) for the past twelve years. Prior to 1977, the C.H.P. did not employ females nor did the vast majority of other California Law Enforcement agencies. Due to the physical nature of police work, the cultural and social mind-set saw police officers as large and masculine. Largely through the efforts of civil rights activists, cultural and social values underwent changes during the sixties and early seventies that significantly broadened employment opportunities for females and ethnic minorities. Many of the existing entry-level standards of the time could not withstand the test of job relatedness and were abolished as nonessential to performing the duties of a police officer. Females had to be afforded the opportunity to perform the tasks of a state traffic officer to determine if they were suitable for careers as C.H.P. officers. Females are now an integral part of the law enforcement industry.

The C.H.P. is severely under-represented by females in its uniformed ranks compared to California's labor force. Currently,

less than 10% of the C.H.P. uniformed workforce is female compared to 42% of the California labor force. The recruitment techniques of yesterday and today may not be adequate to supply enough qualified candidates to significantly increase female representation within the C.H.P.

The California Commission on Police Officer Standards and Training (P.O.S.T.) recently conducted a recruitment needs survey of California law enforcement agencies. The following are three major findings of the survey: (Bower, 1988)

1. The vast majority of agencies (75%) are experiencing recruitment difficulties. These difficulties are being experienced equally across all agency type and size categories, with the exception that district attorney's and marshall's offices reported significantly fewer difficulties.
2. Attracting qualified applicants in general was reported as being as problematic as attracting qualified applicants from specific protected groups. Thus, the "recruitment problem" is perceived as being a pervasive problem that cuts across all groups.

3. The reasons most often reported as contributing to recruitment difficulties, listed in order, were as follows:

- a. Competition from other law enforcement agencies.
- b. Lack of qualified applicants in the general labor pool.
- c. Uncompetitive salaries and benefits (more often cited by smaller agencies).

A "negative image of law enforcement" was generally not reported as a reason for recruitment difficulties. The perception many police officers have that about police having a negative image may not be true.

It is anticipated that recruitment problem will become more severe in coming years. According to statistics compiled by the California Department of Finance, California's population will increase from 27.8 million people to 28.8 million in 1990 and 32.9 million by the year 2000. Along with this population increase comes a corresponding increase in vehicle miles traveled and requests for traffic-related police services.

At a time when additional personnel are needed, the recruitment environment is rapidly changing, and the available applicant pool is shrinking. According to statistics compiled by the United

States Department of Labor, the nation's labor force is aging. The primary reason for this trend is that the "baby boom" generation is reaching middle age, thus creating a shortage of individuals seeking employment at the entry-level of most occupations. This phenomenon is of particular importance to the C.H.P. due to our maximum 31-year-old entry-level age restriction. (Morrison, 1983)

In addition to a shallow labor pool, most of the nation's educational standards have been declining for several years making it more difficult to find individuals who meet minimal literacy standards.

The implementation of advanced psychological screening techniques to ensure those individuals that are employed by California law enforcement agencies are psychologically well suited for a career in law enforcement further reduces the candidate pool.

While these trends are reducing the pool of available police candidates, the need for additional personnel is increasing. The recruitment problems are further aggravated by record low-unemployment figures across the nation.

This study will examine recruitment methods which will assist the C.H.P. in attracting and retaining qualified female candidates in sufficient quantities to significantly increase female representation in uniformed ranks.

This study is agency-specific for the California Highway Patrol; however, the results could also be applied to any law enforcement agency.

I. SECTION I - DEFINING THE FUTURE

Statement

The first objective of this paper will be to study the general issue. The outcome will be three future scenarios. The general issue is stated as follows: "How can the California Highway Patrol effectively recruit female officers by the year 2000?" Through researching available literature, environmental scanning, interviews and discussions with public and private sector associates, I have identified several related issues.

Five related issues have been identified from the past.

They are:

1. How can successful programs for recruiting female C.H.P. officers be identified now and in the year 2000?
2. Will employment standards change for female officers entering the C.H.P.?
3. What is the past history and projected future concerning female employment within the C.H.P.?

4. Will female recruitment programs be needed in the year 2000?
5. How will cultural values of the candidate pool be identified?

Related issues emerging in the present were identified and subjected to preliminary screening as an attempt to structure the issue. Only the issues having the greatest impact on law enforcement were used. The result was four issues, when considered together, which essentially defined the parameters of the general issue being studied:

1. Are qualified female applicants aware of the employment opportunities within the California Highway Patrol?
2. Can the C.H.P. successfully compete with other employers for qualified female applicants?
3. What can be done to make the California Highway Patrol more attractive to qualified females within the relevant labor pool?
4. What can be done to introduce quality female candidates and more specifically those females seeking nontraditional employment to a career with the California Highway Patrol?

Additionally, I gave consideration to related issues that may emerge by the year 2000. I selected future issues that were relevant on the basis of potential impact upon possible future scenarios. The initial selections were:

1. How will future economic changes impact the availability of qualified applicants and the attractiveness of employment with the California Highway Patrol?
2. How could future changes in the social and cultural values of females within the relevant labor pool affect their interest in a career with the C.H.P.?
3. How will future changes within the C.H.P. concerning employment opportunities and job responsibilities affect the California Highway Patrol's attractiveness to female applicants?

For purposes of clarity, certain definitions are appropriate:

1. Relevant labor pool: those females seeking employment in law enforcement between the ages of 20 and 31.
2. Labor force: any individual capable of being employed and seeking employment within California.

3. Work force: those individuals employed by the California Highway Patrol.
4. Non-traditional employment: Any career field that has traditionally employed a disproportionate amount of males versus females.

Methods: Identification

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

1. Scanning of any pertinent literature
2. Personal experience and reflection
3. Nominal group technique (N.G.T.)
4. Brainstorming
5. Cross-impact analysis
6. Scenario development

Methods: Implementation

A. Trends

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

The group was composed of the following:

1. Five Commanders within the California Highway Patrol.
2. Three private-sector individuals, one male and two females, whose employment was market evaluation and advertising.
3. Two female college students within the relevant labor pool.
4. Two non-uniformed female Departmental employees in traditional fields.

The group was briefed concerning the overall background of the issue and the process that would be used by the group. Using the N.G.T., the group identified 45 trends that could be related to the issue. Using the criterion of which trends would be most valuable in studying the future issues, the list was narrowed to the following five:

1. Increasing acceptance of nontraditional careers by female job seekers.
2. Increasing competition for females from the private sector.
3. The shrinking of the relevant labor pool.

4. Low rate of unemployment.
5. Erosion of social and cultural values concerning theft and the use of narcotics.

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

B. Events

Using brainstorming, the group developed a list of critical events that could impact the issue. Using the criteria of which events would have the greatest impact on the identified emerging trends, I narrowed the list to the following three by an N.G.T. process:

1. An economic depression significantly increases the unemployment rate.
2. Judicial hiring sanctions are placed on the C.H.P., which require 42% female intake notwithstanding entry-level standards.
3. The relevant labor pool will be used as the standard by which oversight agencies gauge workforce representation within the C.H.P.
4. A major war occurs.
5. Taxpayer's revolt.

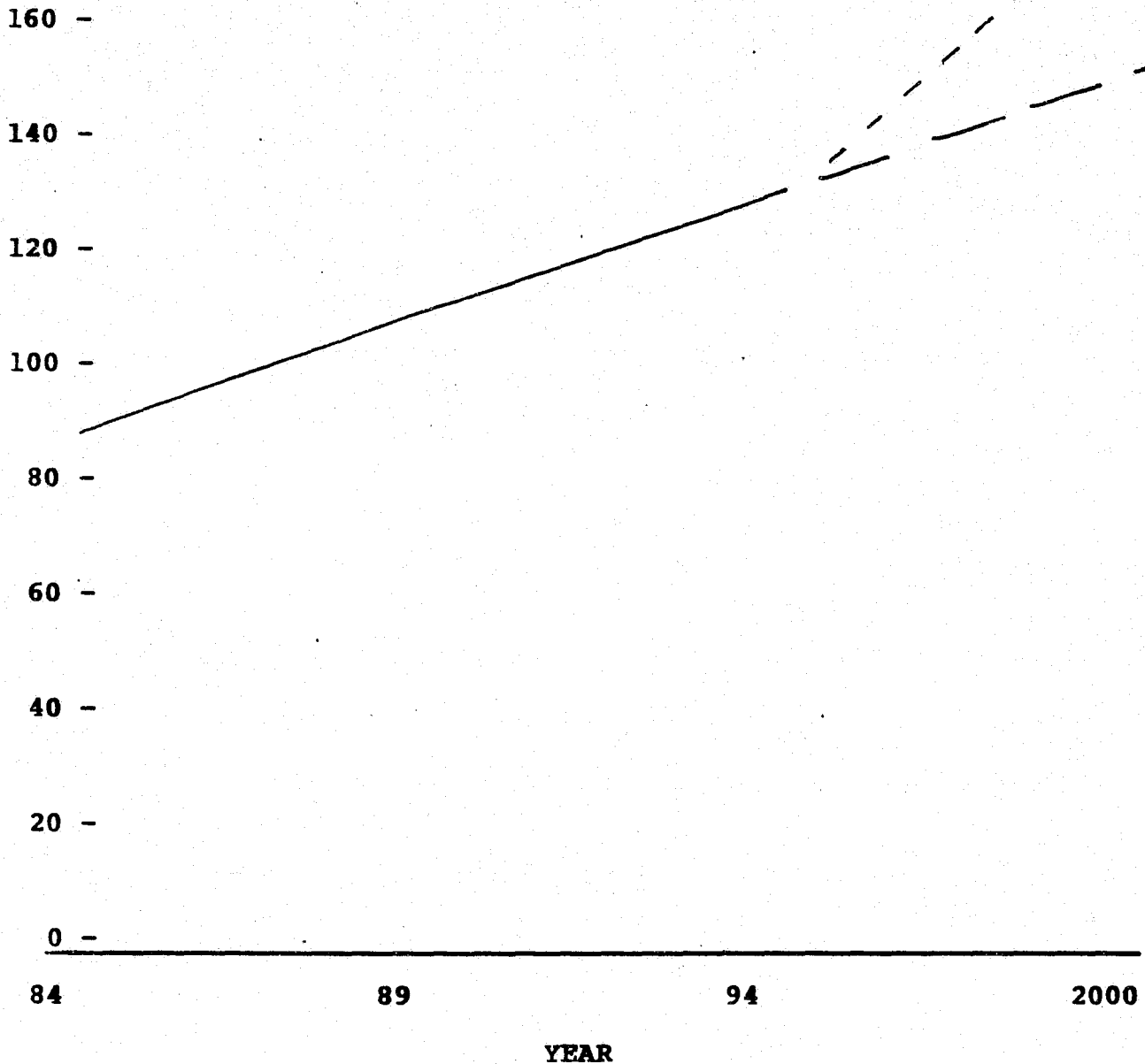
TREND EVALUATION FORM

Subgroup: _____

TREND STATEMENT		LEVEL OF THE TREND (Ratio: Today = 100)			
		5 Years Ago	Today	5 Years From Now	10 Years From Now
INCREASING ACCEPTANCE OF NONTRADITIONAL CAREERS BY FEMALE JOB SEEKERS		90	100	120	150
INCREASING COMPETITION FOR FEMALES FROM THE PRIVATE SECTOR		90	100	120	150
THE SHRINKING RELEVANT LABOR POOL		90	100	120	120
LOW RATE OF UNEMPLOYMENT		95	100	80	100
EROSION OF SOCIAL AND CULTURAL VALUES CONCERNING THEFT AND THE USE OF NARCOTICS		70	100	140	40



Increasing acceptance of nontraditional careers by female job seekers.



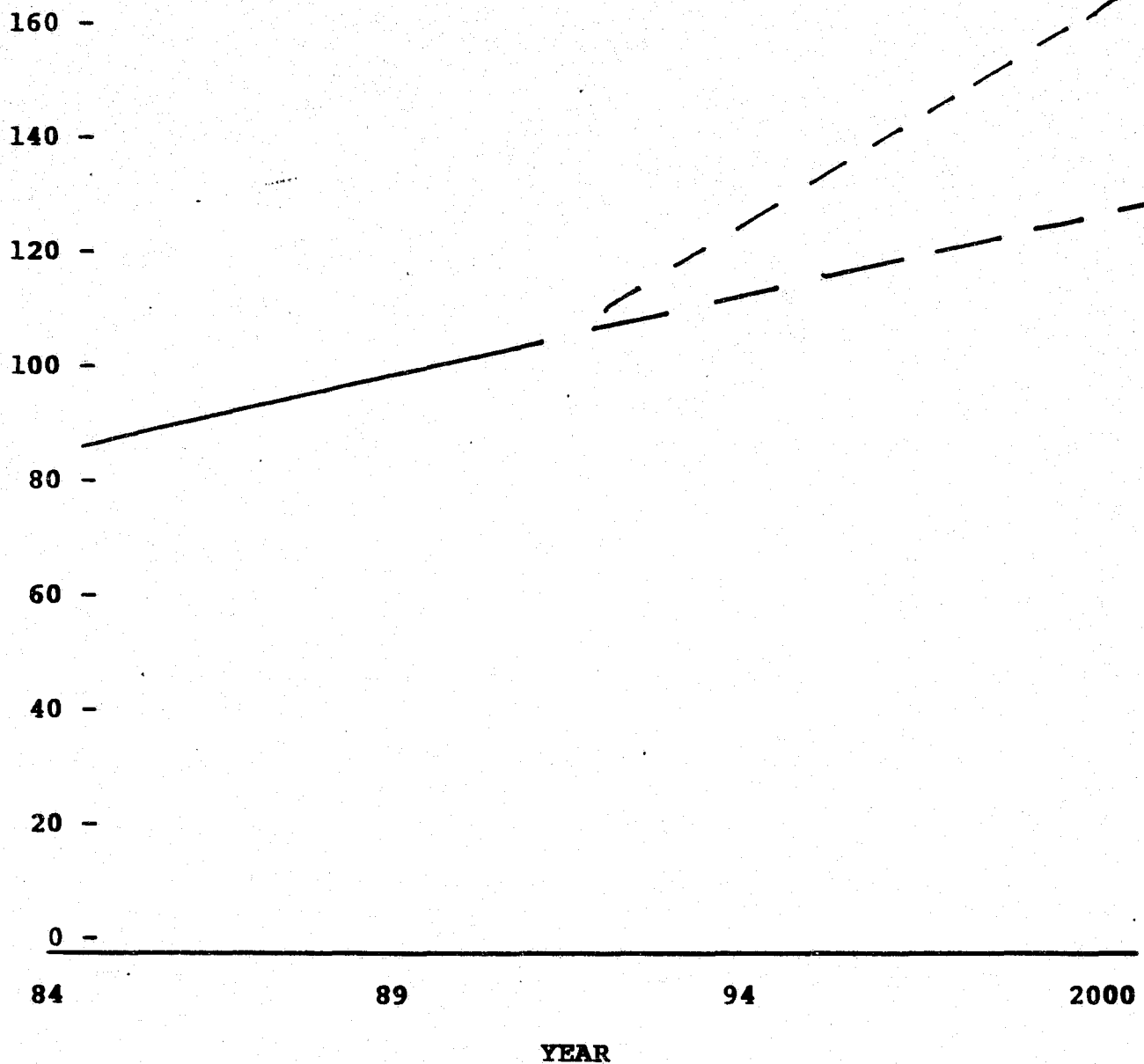
SHOULD BE -----

WILL BE --- --- ---

Trend #1 - Increasing acceptance of nontraditional careers by female job seekers.

This trend was determined to be approximately 10% higher today than 5 years ago and was forecast to increase by 20% by the year 2000. Under ideal conditions, female acceptance of non-traditional employment should increase by 50%.

Competition for females from the private sector.



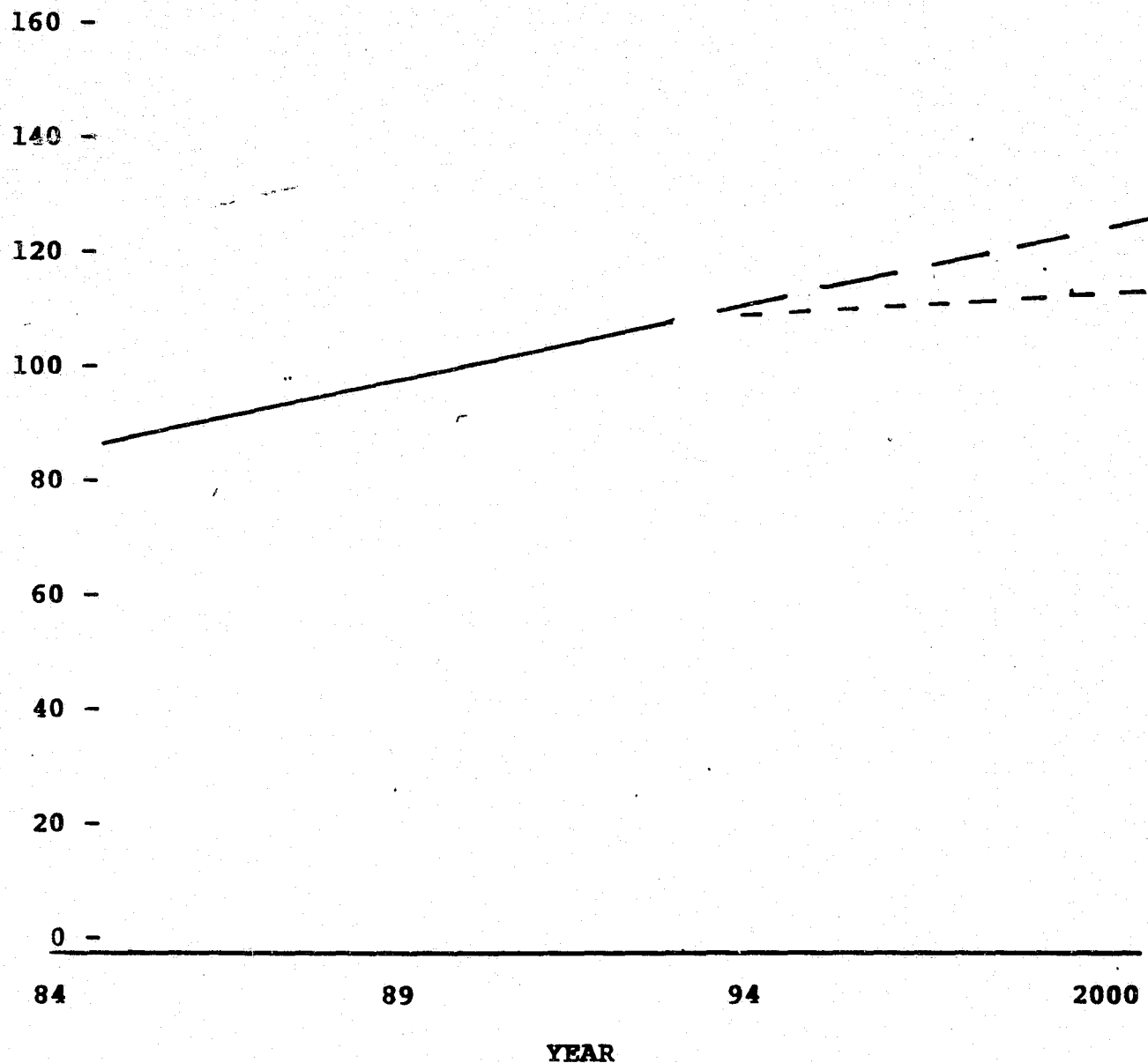
SHOULD BE -----

WILL BE _____

Trend #2 - Increasing competition for females from the private sector.

Private sector demand for females has increased by 10% in the past 5 years and was forecast to be 20% higher in the year 2000. Under ideal conditions, a 50% increase in competition from the private sector is possible.

The shrinking relevant labor pool.



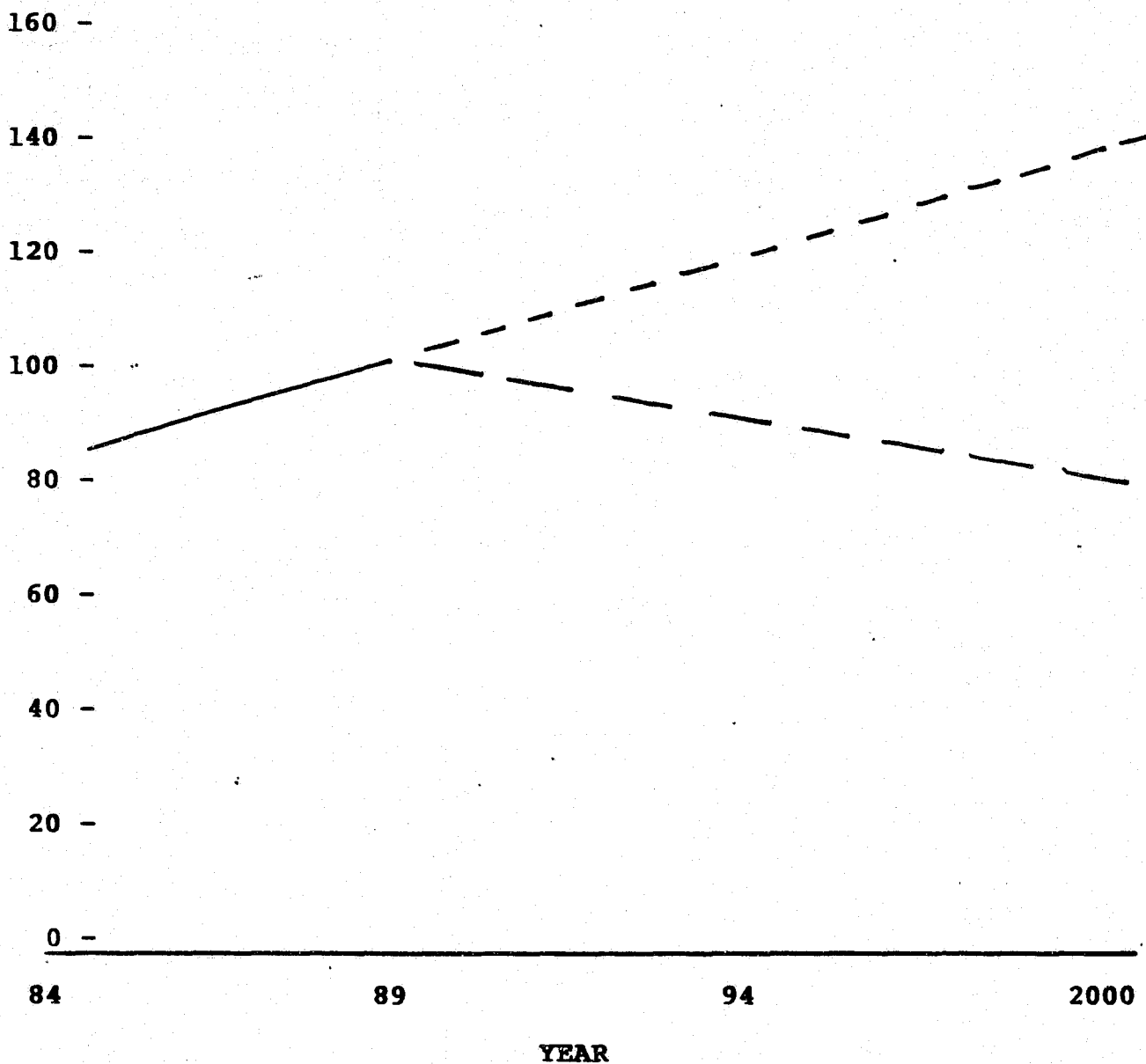
SHOULD BE -----

WILL BE _____

Trend #3 - The shrinking relevant labor pool.

The group thought this trend would remain fairly constant as the baby-boom generation moves through the 20-31 age group required for entry into the C.H.P.

Low rate of unemployment.



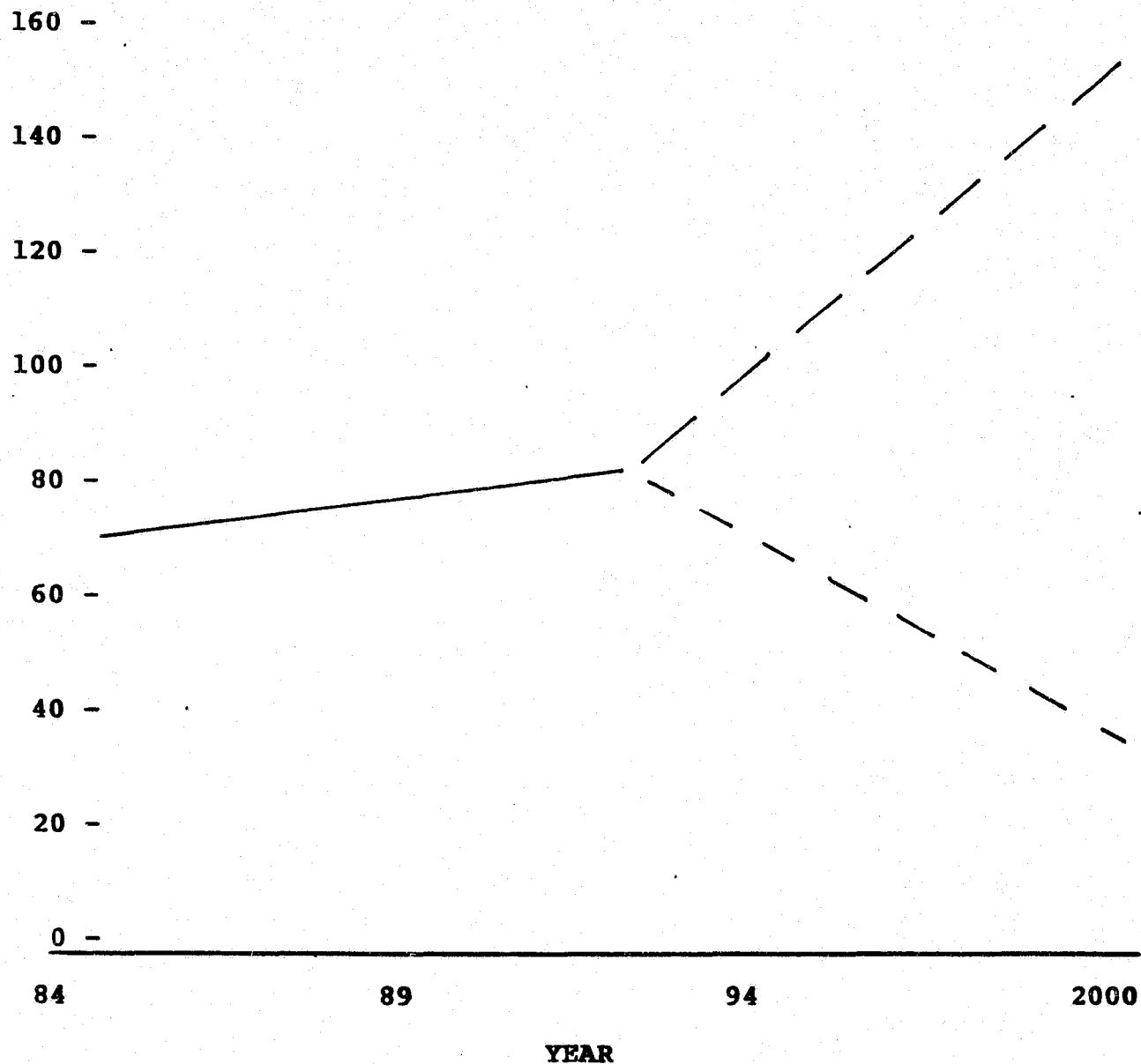
SHOULD BE -----

WILL BE _____

Trend #4 - Low rate of unemployment.

The trend for the past five years has been lower employment both nationally and in California. Most economists and the group are of the opinion we are very near full employment, and hopefully we will stay there. However, the group thought the rate of unemployment would increase over the next ten years primarily due to several worsening economic factors.

Erosion of social and cultural values concerning theft and the use of narcotics.



SHOULD BE ----- WILL BE _____

Trend #5 - Erosion of social and cultural values concerning theft and the use of narcotics.

The group thought that social and cultural values are deteriorating and will continue to do so. However, they felt that the trend should reverse itself if stricter laws, better educational programs, and sincere international cooperation on narcotics trafficking occurred.

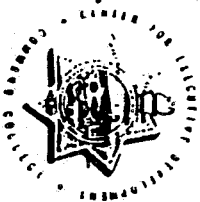
Once the three events were identified, the group members were asked to discuss the possibility of the event actually happening. Additionally, the group was to evaluate the positive and negative impact of the event both on the issue and the C.H.P. The following event evaluation form was completed and the ratings averaged.

EVENT ONE: An economic depression significantly increases the unemployment rate.

While the effects of an economic depression will have obvious negative impact on the general population, it will positively affect the issue. As the unemployment rate increases, there should be a corresponding increase in candidates seeking employment with the Highway Patrol. A significant portion of those candidates should be female; and depending upon the severity of the depression, problems relating to female intake into the C.H.P. could virtually be eliminated by the sheer number of female applicants within the relevant labor pool seeking employment.

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY			IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
	Year that Probability First Exceeds Zero	Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive (0-10)	Negative (0-10)
AN ECONOMIC DEPRESSION SIGNIFICANTLY INCREASES THE UNEMPLOYMENT RATE	1990	5	75	+6	-3
JUDICIAL HIRING SANCTIONS ARE PLACED ON THE C.H.P. WHICH REQUIRE 42% FEMALE INTAKE NOTWITHSTANDING ENTRY LEVEL STANDARDS	1989	20	30	+10	-10
THE RELEVANT LABOR POOL WILL BE USED AS THE STANDARD BY WHICH OVERSIGHT AGENCIES GAUGE WORKFORCE REPRESENTATION	1989	30	50	+8	-2
A major war occurs	1989	20	30	+0	-7
Tax payers revolt	1989	20	30	+2	-8



While this event positively impacts the issue, it would have a negative impact on law enforcement in general and the Highway Patrol specifically. In an economic depression, there is a high likelihood that requests for services would increase while funding for additional positions would decrease.

EVENT TWO: Judicial hiring sanctions are placed on the C.H.P., which require 42% female intake notwithstanding entry-level standards.

Again, this event will have both positive and negative results. Hiring sanctions that guarantee intake based on sex without consideration of entry-level standards will most likely increase female representation within the C.H.P. provided that there are female candidates seeking a law enforcement career. Unfortunately, if Event Two were to occur, there is a high likelihood that unqualified individuals will be placed in the unfortunate position of performing the law enforcement functions which the people of California have entrusted to the California Highway Patrol. Two critical areas in the C.H.P.'s testing and selection process that consistently wash out large numbers of candidates, both male and

female, is the reading and writing examination and psychological screening process. Both reading and writing ability and psychological suitability are absolutely essential qualities for a state traffic officer to possess.

EVENT THREE: The relevant labor pool will be used as a standard by which oversight agencies gauge workforce representation.

This event would positively impact the issue by greatly reducing the percentage of females required by the current labor force standard. Studies indicate that significantly less than 42% (which is the current female representation in the labor force) of the females seeking employment are looking for jobs in nontraditional classifications, and even fewer are seeking a career in law enforcement. It is very likely that the 42% representation figure would be reduced to around 10% if the relevant labor pool were used as the standard. Even under current conditions with existing recruitment

techniques, this figure is an attainable. The downside, should this event occur, is that efforts directed toward female recruitment will probably be reduced due to there being an adequate number of candidates available.

EVENT FOUR: A major war occurs.

This event would have no positive impact on the issue and would produce many negative ramifications on the issue. The negatives relate to the military's need for personnel which would further reduce the size of the available labor pool.

EVENT FIVE: Taxpayer's revolt.

This event may have some positive impact on the issue since less police officers would be hired due to budget restraints, thus reducing demand on the relevant labor pool. The major negative would be an inadequate number of personnel to perform the police functions necessary to maintain a safe environment.

C. Cross-Impact Analysis

In order to study the interrelationships between the events and the selected trends, a cross-impact analysis was conducted. The following cross-impact evaluation chart demonstrates in what manner the occurrence of each separate event will affect the probabilities of the other events. Its effect on the selected trends is also shown. As in the past, composite scores are used. As the group compared each event to the other events and trends, some conclusions became apparent:

EVENT ONE

An economic depression had the most cross-impact on the trends and events. By increasing the number of individuals seeking employment, Event One greatly reduced the likelihood that hiring sanctions would be placed on the C.H.P. or that the gauge for workforce representation would be changed to use the relevant labor pool standard. Event One also had a positive impact on Trend One in that more females will be seeking nontraditional employment out of sheer necessity. Trend Two was positively impacted since an economic depression would reduce hiring competition from the private sector. Trend Three was positively impacted since an economic depression would

CROSS-IMPACT EVALUATION FORM

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

(Positive or Negative Impact)

How would the level of these trends be affected if the corresponding event occurred?
(+ or - 0-10)

		1	2	3	4	5		1	2	3	4	5
1	75%		No Effect	No Effect	No Effect	No Effect		+8	+8	+7	+10	-10
2	30%	Decreased to 5%		Decreased to 15%	No Effect	No Effect		No Effect	No Effect	No Effect	No Effect	No Effect
3	50%	Decreased to 5%	Decreased to 30%		No Effect	No Effect		No Effect	No Effect	No Effect	No Effect	No Effect
4	10%	No Effect	No Effect	No Effect		No Effect		No Effect	No Effect	No Effect	No Effect	No Effect
5	10%	Increased to 20%	No Effect	No Effect	No Effect			No Effect	No Effect	No Effect	No Effect	No Effect

Event 1 - An economic depression significantly increases the unemployment rate

Event 2 - Judicial hiring sanctions are placed on the C.H.P. requiring 42% female intake notwithstanding entry level standards

Event 3 - The relevant labor pool will be used as the standard by which oversight agencies gauge workforce representation

Event 4 - A major war occurs

Event 5 - Tax payer's revolt

Trend 1 - Increasing acceptance of nontraditional careers by female job seekers

Trend 2 - Increasing competition for females from the private sector

Trend 3 - The shrinking relevant labor pool

Trend 4 - Low rate of unemployment

Trend 5 - Erosion of social and cultural values concerning theft and the use of narcotics

reverse the trend of a shrinking relevant labor pool. Concerning Event Four, an economic depression would have a negative impact since rates of unemployment would be increased, and high unemployment is unacceptable from a social perspective. However, Event Four could positively impact the recruitment issue, thus the plus-ten rating. Event One would definitely have a serious negative impact on Trend Five since social and cultural values concerning theft and the use of narcotics tend to erode rapidly during times of economic strife. Should Event One occur, it would also increase the likelihood of a taxpayer's revolt due to an attempt by government to increase shrinking revenues by taxation.

EVENT TWO

Event Two has little cross-impact on the other events and trends, with the exception of decreasing the likelihood that the relevant labor pool would be used as a gauge for workforce representation since labor-force parity would be achieved through court-mandated hiring processes. Once the negative impacts of that course of action are felt, there would still be some likelihood that the relevant labor-pool standard would be used.

EVENT THREE

Event Three had no impact on any event or trend, with the exception of reducing the likelihood of hiring sanctions being implemented since labor-force parity would most likely be achieved through using the relevant labor-pool standard.

EVENT FOUR

Event Four had no impact on any event or trend.

EVENT FIVE

Event Five had no significant impact on any event or trend.

D. Alternative Futures

A scenario is a tool often used in future research that assist the reader in picturing alternative futures. Each scenario considers the interrelationship between specific trends and events. Three alternative futures have been described in the following scenarios. Each takes place in the year 2000 and directly impacts the California Highway Patrol.

SCENARIO NUMBER ONE - EXPLORATORY - This scenario depicts a possible future based on the playing out of various trends and events identified during the research phase of this project.

SCENARIO NUMBER ONE

Sergeant Johnson enters the office of Lieutenant Jones and asks to speak with the lieutenant regarding the sergeant's responsibilities as the area training sergeant for a large metropolitan C.H.P. office. The year is 1994. The purpose of the meeting is for them to discuss why the sergeant no longer feels he can adequately supervise the training of area personnel without the assistance of an additional full-time training sergeant.

Sergeant Johnson begins the conversation by stating that he is an ex-recruitment officer and understands how the C.H.P. got into its present position of being mandated by court order to hire 42% females into the state traffic officer classification notwithstanding entry level standards. For the past five years, the C.H.P. has done everything within its power to increase female representation within its uniformed ranks, and that despite intents of hiring efforts and the employment of hundreds of female traffic officers, no significant progress toward achieving labor-force parity for females was reached. The end result was court-ordered hiring which eliminated virtually every aspect of the testing and selection process other than that a prospective female candidate could not have been convicted of a felony. The bottom line is that the quality of the female applicant that we are now receiving is so poor that one sergeant can no longer effectively administrate the training program.

Sergeant Johnson summarized a few of the problems that he was confronted with. "Male officer morale is

at an all-time low due to the double testing and selection process. Several minority advocate groups have filed similar suits demanding guaranteed ethnic intake. In my opinion, many of the candidates that we are receiving do not read and write at a satisfactory level to properly document their actions or to understand what is required of them. Numerous occupational safety problems have presented themselves, with the most serious problem being a drastic increase in patrol car traffic collisions involving the new female recruits. Additionally, many of the candidates are not psychologically suited for law enforcement and are very uncomfortable in making unsupervised decisions in the field. This morning Officer Smith reported to the Weapons Range with a strong odor of marijuana on her breath. A subsequent search of her locker revealed small amounts of both cocaine and marijuana. She has been placed on Administrative Leave and an Adverse Action begun."

Lieutenant Jones replies that he is aware of the problems and is planning to assign a second training sergeant to assist Sergeant Johnson. "It is imperative that we in a position of public trust

maintain standards of conduct that are worthy of that trust. We are now in the unfortunate position of living with a difficult program, and our only course of action is to attempt to maintain the integrity of the C.H.P. and properly document problems that we are having as a result of the court-mandated hiring process so that a more realistic posture will be adopted in the future."

SCENARIO NUMBER TWO - NORMATIVE - This scenario represents a desirable and attainable future:

SCENARIO NUMBER TWO

Officer Terri Dove is standing before a large group of driver training students at El Camino High School. She is the Public Affairs Officer for the North Sacramento Area C.H.P. office. The year is 1997 and the C.H.P. has gradually increased the number of personnel assigned to Public Affairs and has merged the Public Affairs and Recruitment Programs. The reason that Officer Dove was requested to address the driver training class is to discuss the importance of using the various driver and passenger restraint

systems available. She makes the presentation combining visual aids and her telling of past experiences. The entire presentation is conducted in an upbeat and positive manner.

Throughout the presentation, she presents herself as an extremely positive role model both in terms of her appearance and demeanor. She is a feminine appearing officer whose appearance is consistent with existing social and cultural standards concerning jewelry, grooming, and makeup. She realizes that in addition to her public affairs function, her role is to plant the seeds in these young minds seated before her of a career in law enforcement and, perhaps, in the Highway Patrol.

During a question-and-answer period following the presentation, she subtly interjects positive comments concerning her job with the Highway Patrol. She also makes a point of emphasizing the importance of maintaining a clean juvenile record concerning the use of narcotics, theft, and any irresponsible behavior that may adversely affect a career choice such as law enforcement in the future.

Officer Dove leaves El Camino High School enroute to a filming studio where P.O.S.T. is preparing some generic law enforcement recruitment advertisements. Officer Dove will serve as a role model in one of the advertisements which stress the positive aspects of law enforcement as a career choice. Again, the focus is toward younger people not yet a part of the relevant labor pool; and the importance of a clean personal history is also emphasized.

SCENARIO NUMBER THREE - HYPOTHETICAL - This scenario involves one possible future which may result in a serious event occurrence; i.e., economic depression.

SCENARIO NUMBER THREE

Captain Mack is addressing the squad during an Area Training Day in the year 2000. For the past five years, there has been a worsening worldwide recession that is rapidly culminating into a full-blown depression. The unemployment rate is nearing 25%, and many individuals are forced to seek employment in fields for which they are overqualified or had never considered in the past as a career opportunity.

The Commander is fielding numerous questions from the squad concerning personnel deployment and staffing. The squad is complaining about inadequate personnel to properly patrol the geographic area for which they are responsible. The problems abound, gang activity is on the rise, many riots resulting in looting and social chaos have occurred. The number of vehicles broken down on the side of the freeways and involved in equipment maintenance related accidents has also rapidly increased, as has the instances of drivers driving while under the influence of alcohol and other drugs.

Captain Mack agreed that the depression had made the law enforcement function more difficult for everyone; however, he stated, "There are also some positive aspects. While we are unable to hire any additional officers above those required to maintain our existing staffing levels, the quality of the officer has never been higher due to the abundance of qualified men and women seeking employment in one of the few secure career fields available in today's economic environment. We are rapidly moving down the

road toward a workforce that is balanced both in terms of sex and ethnicity." The Captain goes on to say, "The bottom line is that while we are not going to get any additional personnel, the individuals who we are employing are of the highest caliber. The Department's entire Recruitment Program has been reassigned to provide field patrol functions. As I mentioned earlier, we are so deluged by high quality applicants that the testing and selection process is able to hire highly qualified candidates in sufficient quantities to ensure that we have a balanced workforce that is representative of California's diverse population for both sex and ethnicity."

II. SECTION TWO - STRATEGIC PLAN

Statement

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

1. Strategic decision-making
2. Strategic planning
3. Policy considerations

Due to strategic management involving the above items simultaneously, Items 1, 2, and 3 were interactive in the formation of the strategic plan. The outcome is a strategic plan bridging the gap between an analysis-defined present to a scenario-designed future.

Methods: Identification

1. S.M.E.A.C. (Situation, Mission, Execution, Administration, and Control)
2. Brainstorming
3. Present Capabilities and Future Adaptability Surveys
4. Rating Sheet for Policy Delphi

Methods: Implementation

In developing a strategic plan, the California Highway Patrol will be used as the organization for this case study. However, the concepts and process could be modified to serve as a model for other police agencies in developing their own plan to address this issue.

A S.M.E A.C. technique was used to structure the overall strategic process.

A. Situation

1) Environment

The job of a state traffic officer is continually growing more complex. New laws, additional job responsibilities, and continuous case law changes have combined to make the job of a C.H.P. officer more complex than ever before. Due to the complex nature of the job, Highway Patrol officers are required to meticulously document their activities in written form by using various report formats, memorandums, and other methods of documentation. It is therefore essential that a state traffic officer possess good reading and writing skills. This need

for accurate, objective written communication is complicated by an ever deteriorating educational system within California.

During late 1987, the California Highway Patrol restructured its state traffic officer cadet applicant testing and selection process. In an effort to obtain entry-level personnel who possessed the necessary reading and writing skills to successfully complete Academy training and ultimately do the job of a state traffic officer in the field, the C.H.P. adopted the Commission on Peace Officers Standards and Training (P.O.S.T.) reading and writing examination with a relatively high job related pass point. The test is designed to screen out individuals not capable of reading and writing at the twelfth grade level. The C.H.P. has experienced an approximately 70 percent failure rate since the implementation of the new P.O.S.T. reading and writing examination. However, the overall quality of the candidate entering the C.H.P. under the new system is perceived by Departmental management to be higher than in the past. Additionally, there appears to be a reduction in

Academy rates of attrition as individuals enter the C.H.P.'s workforce from the new testing and selection process.

Another significant environmental concern concerning this issue is the shrinking labor force, which is primarily caused by the bulk of the baby-boom generation moving beyond the 31-year-old maximum entry-level age. Additionally, the number of individuals seeking employment is relatively low due to existing near-record lows in California unemployment figures.

At a time when the available labor force is shrinking and general educational standards deteriorating, the C.H.P. is in need of additional personnel. The need for additional personnel is created by a variety of factors; i.e., California's rapidly growing population with a corresponding increase in the number of vehicle miles travelled, environmental concerns with hazardous waste transportation, and highway system user's concerns such as congestion relief and freeway violence.

Due to the strenuous entry-level testing and selection process within the California Highway Patrol, approximately 200 applicants are required to successfully graduate 1 applicant from the C.H.P. Academy in Sacramento. As a result, the C.H.P. is experiencing difficulty in attracting sufficient numbers of qualified candidates.

The recruitment picture becomes even more bleak in terms of state traffic officer (female) recruitment and retention. The California labor force is comprised of approximately 40% females while the C.H.P.'s workforce consists of only 8% female in its uniformed ranks. The 8% figure has remained fairly constant over the past couple of years notwithstanding approximately 25% of the applicants being female and 25% to 32% intake into the Academy.

2) Capabilities Analysis

Capabilities analysis is an unbiased assessment and documentation of an organization's strategic strengths and weaknesses. The first section of this process is used to measure an organization's

capabilities. The second section of the process deals with the organization's potential capabilities. This second section is focused on the adaptability of the C.H.P. to deal with change. This process provides us with a what is and what could be picture of the organization.

Ten members of the California Highway Patrol were given rating sheets to fill out on a current capabilities of the Department. This group represented both sworn and non-sworn members of the Department. Both management and nonmanagement were also represented in this group of individuals. Each person worked independently: and other than instructions on how to use the form, no discussion took place between the individuals filling out the capability forms.

CAPABILITY ANALYSIS: RATING

Instructions:

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

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

<u>CATEGORY</u>	I	II	III	IV	V
Manpower				X	
Technology		X			
Equipment		X			
Facilities		X			
Money		X			
Calls for service				X	
Supplies			X		
Management Skills				X	
Traffic Officer Skills					X
Supervisory Skills				X	
Training					X
Attitude				X	
Image					X
Legislative Support			X		
Governor Support			X		
Growth Potential				X	
Specialties			X		
Management Flexibility			X		
Sworn/Non-Sworn - Ratio			X		
Pay Scale			X		
Benefits				X	
Turnover				X	
Community Support					X
Complaints Received				X	
Enforcement Index				X	
Traffic Index				X	
Sick Leave Rates				X	
Morale				X	

3) Capabilities Analysis Results

Both capability analysis forms were collected and the average response was recorded on the previous rating forms.

The California Highway Patrol is a large statewide organization employing over 7,000 employees at over a hundred separate office locations. The Department's strongest areas were in personnel-related categories. The California Highway Patrol has an outstanding testing and selection process which ensures a high quality officer which results in an excellent image, high morale, and a high degree of job competency. The C.H.P. has a five month live-in Training Academy located in Sacramento through which all prospective candidates must pass, thus ensuring a uniform Statewide Training Program and a highly-trained officer.

The negative aspects concerning the California Highway Patrol generally relate to fiscal matters concerning inadequate facilities and funding for specialized programs. The present political

environment within California is one of conservative fiscal restraint which is not conducive to procuring the latest equipment technology and facilities.

Generally speaking, the California Highway Patrol enjoys an excellent reputation which is based on past performance, attention to training, and excellent grooming and uniform standards.

<u>Strengths</u>	<u>Weaknesses</u>	<u>Areas of Major Concerns</u>
Training	Money	Fiscal Constraints
Personnel	Facilities	
Image	Equipment	
Citizen Support	Technology	

4) CAPABILITY ANALYSIS: RATING 2

Instructions

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

- I Custodial - rejects change
- II Production - adapts to minor change
- III Marketing - seeks familiar change
- IV Strategic - seeks related change
- V Flexible - seeks novel change

CATEGORY

TOP MANAGERS:	I	II	III	IV	V
Mentality					
Personality				X	
Skills/Talents				X	
Knowledge/ Education					X
ORGANIZATIONAL CLIMATE:					
Culture/Norms			X		
Rewards/Incentives			X		
Power Structure			X		

ORGANIZATION COMPETENCE:

Structure		X
Resources	X	
Middle Management		X
Line Personnel		X

The second capability analysis rating sheet completed by the group was directed at the future adaptability of the agency. This analysis indicates that the C.H.P. usually takes a strategic approach to change. The C.H.P. is, with the lone exception of resources, willing to seek change rather than adapt to it or reject it.

5) RESOURCES

CALIFORNIA: California is a rapidly growing state both in terms of population and economic resources. California is very fortunate in having a diverse economic base and a skilled well-educated work force. A combination of employment opportunities, cultural advantages, educational programs, and an

excellent climate ensure that California's population will continue to grow. Due to its location on the Pacific Ocean and on the northern border of Mexico, the population is racially mixed, with a Spanish-speaking and Oriental growth rate that exceeds other ethnic groups.

California is well known for its recreational and cultural programs. The state is blessed with numerous lakes and mountain ranges as well as major metropolitan areas that are very socially and culturally progressive, such as Los Angeles and San Francisco.

The state, at one time, had an extremely advanced highway structure. This situation has gradually worsened over the years as extremely cost-conscious politicians were elected. Currently, the highway structure is insufficient to accommodate the huge volume of average daily traffic flow in the major metropolitan areas. Individuals commuting to work in the San Francisco or Los Angeles areas routinely

experience gridlock on the freeway systems and expect to spend two to three hours in a one-way commute to work. Additionally, the cost of housing in those areas is extremely high. However, this is offset somewhat by higher salaries in those areas when compared to the rest of the state and especially the nation.

THE CALIFORNIA HIGHWAY PATROL:

California Highway Patrol is a large statewide traffic law enforcement organization. The Department employs approximately 5,000 uniformed members and over 2,000 non-uniformed support employees. The Highway Patrol has gained a reputation as being an aggressive, hard-working Department that is usually the forerunner concerning traffic law enforcement within the nation.

As previously mentioned, the Department is continually faced with assuming additional responsibilities with little or no staffing or

equipment increase. This again is created by the extremely conservative fiscal attitude in state government.

Generally speaking, the California Highway Patrol is responsive to the needs of the people of California and able to sufficiently use existing resources to carry out its mission.

B. California Highway Patrol Mission Statement

- 1) GENERAL. The California Highway Patrol, as a principal criminal justice agency, has established the following purpose and objectives toward which the resources of the Department will be directed.
- 2) PURPOSE. To ensure safety, security, and service to public.
- 3) OBJECTIVES.
 - a. Accident Prevention. To minimize the loss of life, personal injury, and property damage resulting from traffic accidents.
 - b. Emergency Incident/Traffic Management. To minimize exposure of the public to unsafe conditions resulting from emergency incidents, impediments, and congestion.
 - c. Law Enforcement. To minimize crime.
 - d. Assistance. To assist other public agencies.
 - e. Services. To maximize service to the public in need of aid or information.

MISSION STATEMENT FOR RECRUITMENT

Produce a system that: provides fully qualified candidates in sufficient numbers; is systematic in its approach; provides the applicant with a potential for success and motivation; is attractive to the candidate; stresses career versus job with proper incentives; recruits and promotes for now and in the future (elementary, junior high, high school); achieves an equitable applicant and workforce balance (women and minorities); is equipped with necessary and properly directed resources (fiscal and personnel); and is supported by Executive Management and acceptable to oversight agencies.

C. Execution

1) Stakeholder Identification

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

the issue. The group identified the following stakeholders:

The Governor

State Legislature

The Bargaining Units (Specifically California
Association of Highway Patrolmen, C.A.H.P.)

Departmental Managers

Women's Advocate Groups

State Personnel Board

California Highway Patrol Executive Management

California Highway Patrol Managers

California Highway Patrol Supervisors

P.O.S.T.

Minority Advocate Groups

Other Employee Organizations and Labor Unions

Some stakeholders were identified as possible "snail darters." A snail darter is a non-obvious stakeholder who might have a serious effect on the implementation of any phase of the program.

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

The Governor

The Legislature

The Public

C.H.P. Executive Management

The Primary Employee Organization (C.A.H.P.)

2) Stakeholder Assumption

In order to anticipate the positions of each of the major stakeholders, certain assumptions must be made. The following assumptions were made for each stakeholder based on past behavior of that particular stakeholder and the current situation:

The Governor

- Supportive of new recruitment techniques to attract qualified females into non-traditional employment.
- Would resist any new allocation of resources to new recruitment programs.
- Would support a reallocation of existing resources providing it would not create any adverse public reaction.

The State Legislature

- Supportive of nontraditional female recruitment efforts.
- Would resist allocating any new funding to recruitment programs.
- Will support the C.H.P. reallocating the existing resources to new recruitment programs provided that there is no discernible impact on special interest groups within their area of responsibility.

The Public

- Would resist any new program that would be perceived as resulting in an increase in taxes.
- Generally supportive of affirmative action programs aimed at establishing a balanced workforce for sex and ethnicity.
- Perceives safety and service while on the state highway system as the top priority for the California Highway Patrol.

C.H.P. Executive Management

- Supports new recruitment strategies that can be accomplished with existing recruitment funding and staffing.
- Will resist new strategies which require additional funding unless it is clearly demonstrated there is a high likelihood the new program will be successful.
- Will resist any recruitment strategy that is predicated on an erosion of existing entry level standards.

Primary Employee Organization (C.A.H.P.)

- Will resist any reallocation of resources that will adversely impact existing pay, benefits, or working conditions.
- Will support innovative recruitment programs targeting females providing the programs do not result in delaying the refill of vacant traffic officer positions.
- Generally will resist any erosion of entry-level standards.

3) Recommended Strategy

A composite group of five Departmental employees was then used to rate each alternative policy as to its desirability and feasibility using the "Rating Sheet for Policy Delphi." The total scores for each alternative is shown on pages 59 and 60.

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

- a) The Department should hire a professional recruitment firm to provide an in-depth needs assessment of the California Highway Patrol's Recruitment Program.

Pro: This policy alternative would provide a fresh objective look of the Department's Recruitment Program from an outside subject-matter expert.

Con: The primary negative associated with this policy alternative would be the cost. The money necessary to pay the consultant would most likely have to be redirected from some other existing program.

- b) The C.H.P. should merge existing recruitment and public affairs resources and place greater emphasis on recruitment at the elementary and high school level.

Pro: The primary benefit to this policy alternative would be the enhanced communication and cooperation between these two essential programs which would result in greatly increased recruitment exposure with a limited reduction in public affairs emphasis.

Con: The primary negative associated with this alternative are administrative and training concerns related to the merging of these programs.

- c) P.O.S.T. should assume a more active role in recruitment with specific reference to marketing law enforcement as a viable career alternative to young people.

Pro: Reaching young people as soon as possible to plant the seed of a law enforcement career in their minds would be beneficial to all California law enforcement.

Con: In addition to the obvious fiscal restraint problems, it would be difficult for P.O.S.T. to produce generic advertising which is equally fair to small, medium, and large departments.

- d) The C.H.P. must reevaluate the existing grooming and uniform standards for female patrol officers in order to help assist in maintaining the femininity of female officers.

Pro: It is essential not only for the recruitment but also for the retention of females that they do not perceive a loss of femininity associated with a career in law enforcement.

Con: C.H.P. administrators must ensure that grooming and uniform standards present no occupational safety concerns and do not diminish the professional appearance of C.H.P. officers.

RATINGS FOR POLICY DELPHI

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

<u>FEASIBILITY</u>			<u>DESIRABILITY</u>		
Definitely Feasible	-	3	Very Desirable	-	3
Probably Feasible	-	2	Probably Desirable	-	2
Probably Infeasible	-	1	Probably Undesirable	-	1
Definitely Infeasible	-	0	Definitely Undesirable	-	0

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

#	Alternatives	Feasibility	Desirability	Total
1	Restrict recruitment advertising to women's publications	9	6	15
2	Recruit through college Career Development Centers	10	10	20
3	Participate in job fairs sponsored by female organizations	10	10	20
4	The Department should hire a professional recruitment firm to provide an in-depth needs assessment of the California Highway Patrol's Recruitment Program	10	15	25

5	The C.H.P. should merge existing recruitment and public affairs resources and place greater emphasis on recruitment at the elementary and high school level	11	12	23
6	Allow female police officer lateral entry	8	2	10
7	Raise maximum age for females	12	2	14
8	P.O.S.T. should assume a more active role in recruitment with specific reference to marketing law enforcement as a viable career alternative to young people	12	12	24
9	Provide child care	1	15	16
10	The C.H.P. must reevaluate the existing grooming and uniform standards for female patrol officers to help assist in maintaining the femininity of female officers	12	14	26

D. ADMINISTRATION AND CONTROL

Since within the California Highway Patrol the recruitment and public affairs functions are provided within the Office of the Deputy Commissioner, overall administration and control of the strategic plan will be the responsibility of that office. The specific implementation strategies will be developed in Section Three. A timetable of the plan, resources needed, and the evaluation criteria will be submitted by the Office of the Deputy Commissioner and approved prior to implementation by Executive Management. Preliminary evaluation will be completed prior to the next budget preparation in order to anticipate the future resources needed.

III. SECTION THREE - TRANSITION MANAGEMENT

Statement

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

Methods: Identification

1. Critical Mass
2. Commitment Charting
3. Transition Management
4. Transition Management Structure

Methods: Implementation

A. Critical Mass

Of the listed stakeholders, it is important to identify the critical mass. This is defined as the minimum number of key individuals whose support would assure success of the policy and whose opposition would probably result in failure of the change in policy. The critical mass was identified through discussions with six C.H.P. managers and consisted of the following: the Governor, the Legislature, the C.A.H.P., the Public, and the C.H.P. Executive Management.

B. Commitment Charting

The current estimated level of commitment for each individual or group is shown on the following chart as "0". Also listed is the commitment level needed for each individual or group to assure success indicated by "X".

<u>Critical Mass</u>	<u>Block Change</u>	<u>Let It Happen</u>	<u>Help Change Happen</u>	<u>Make Change Happen</u>
The Governor		0	X	
The Legislature		0	X	
The Public		0 X		
C.H.P. Executive Management				0 X
C.A.H.P.		0 X		
(Current Commitment Level - 0)				
(Required Commitment Level - 0)				

C. Transition Plan

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

Policy #1. The Department should hire a professional recruitment firm to provide an in-depth needs assessment of the California Highway Patrol's Recruitment Program. Through the competitive bid process, the C.H.P. should retain the services of an established firm specializing in recruitment needs assessment. The company selected should have an established track record in the field of private and public sector recruitment. The selected consultant must have the capability and expertise necessary to do an in-depth market analysis of the cultural and social values and expectations of the relevant labor pool. This could be done by a variety of telephone or written survey techniques. The purpose of the needs assessment would be to either validate or change the existing use of recruitment resources both in terms of advertising techniques, use of recruitment personnel, and recommendations concerning the retainment of qualified personnel once hired.

Due to the intense nature of competition for qualified females in non-traditional employment, the C.H.P. must ensure that it has the most progressive and effective recruitment program available. The successful recruitment program of the future will rapidly identify changes in the cultural and social values of the relevant labor pool, and, when possible, adjust testing and selection processes and terms and conditions of employment to accommodate the changing value of present and future employees. The money necessary to perform this type of needs assessment which is estimated to be in the \$50,000 range will necessarily come from future budgeted funds or redirected Departmental resources. The possibility exists that the California Highway Patrol may not have the necessary in-house resources to solve this complex recruitment dilemma, and a fresh look into the problem of state traffic officer female recruitment may require a fresh look from an independent, outside body.

Policy #2. The C.H.P. should merge existing recruitment and public affairs resources and place greater emphasis on recruitment at the elementary and high school level.

Due to the position of public trust bestowed upon C.H.P. officers by the citizens of California, it is essential that the high degree of integrity of C.H.P. officers be maintained. The entry-level testing and selection process includes an oral interview and comprehensive background investigation to ensure that C.H.P. officers have not compromised the public trust by any type of criminal behavior, the most common of which are controlled-substance abuse and theft. To ensure an adequate pool of qualified applicants for the California Highway Patrol in the year 2000, young people, through Departmental Public Affairs Programs, must be made aware of the importance of maintaining a clean record so that they are not precluded from a career

opportunity in the future. Public Affairs Programs in the elementary and high school years, such as "Stop on a Dime," show Highway Patrol officers as positive role models to the young people of California from whom our future workforce will be comprised. To ensure a female focus, a liberal use of female role models during these presentations is essential. The earlier the C.H.P. can plant the seed of a career as a Highway Patrol officer in the minds of California's young people, the easier future recruitment efforts will become. The use of feminine appearing and acting female officers will dispel any preconceived notion in the minds of female students that they must give up their femininity to become Highway Patrol officers.

This policy alternative could be implemented by combining existing recruitment and Public Affairs Programs, and by reallocating Departmental personnel to serve as role models during presentations at various schools. This

could be coordinated out of Division offices using Area role models on a temporary basis which would result in only a minimal loss of road patrol hours.

Policy #3. P.O.S.T. should assume a more active role in recruitment, with specific reference to marketing law enforcement as a viable career alternative to young people.

With most California law enforcement agencies having recruitment difficulties and experiencing female under-representation females in the uniformed ranks, it is appropriate that P.O.S.T. more actively assist California law enforcement with its recruitment function. As mentioned earlier, it is essential that we plant the seed of a career in law enforcement as early as possible in the minds of prospective future police candidates, emphasizing the importance of maintaining a clean personal history.

P.O.S.T.'s role would consist of producing generic recruitment advertising materials in the form of informational video tapes, public service announcements for television and radio, and printed advertisements emphasizing the positive aspects of a career in law enforcement. These advertisements should target the student population where the candidates are likely to be obtaining the necessary reading and writing skills for a career with law enforcement.

No actual funding commitment by the C.H.P. is necessary; however, a close liaison between C.H.P. and P.O.S.T. management will be necessary to get the program started. The cost of producing the advertising materials would be borne by P.O.S.T. through reallocation of existing resources or by seeking a budget increase for necessary funds.

Policy #4. The C.H.P. must reevaluate the existing grooming and uniform standards for female patrol officers to help assist in maintaining the femininity of female officers.

One reoccurring concern that consistently surfaced during the data-collection and brainstorming phases of this research project was the concern of a loss of femininity when a woman becomes a C.H.P. officer. An essential element of the recruitment needs-assessment previously mentioned would be to determine any changes that could be made concerning California Highway Patrol's grooming and uniform standards to make them more acceptable to female members of the relevant labor pool. This will likely mean a more feminine-looking uniform for female officers, a more liberal use of makeup and jewelry, and a relaxation in the length and style of the female officer's hair. Obviously, any changes would have to be consistent with good officer safety practices. For example, a small clip-on style earring may be acceptable when a larger earring through a pierced ear would not.

One major obstacle that must be dealt with in the spirit of cooperation would be convincing the C.A.H.P. that liberalized uniform and grooming standards for females may not also apply to males. This would most likely have to be addressed by determining what contemporary grooming standards are acceptable to the public for both male and female officers and liberalizing male and female grooming standards concurrently.

The grooming-standards survey could be obtained as a part of the initial needs assessment previously mentioned, thus requiring no additional monies and some personnel hours to change Departmental policies concerning uniform and grooming standards.

D. Transition Management Structure

The person selected to be responsible for the management of the transition plan will be the Commander of the California Highway Patrol's Office of Equal Employment Opportunity. This office is currently responsible for coordinating the Department's Affirmative Action and Recruitment Programs. This individual is under the direct supervision of the Office of Deputy Commissioner, thus ensuring rapid access to Executive Management. This individual will make regular progress reports to the Deputy Commissioner to add visibility to the project and to ensure that sufficient resources are made available.

E. Supporting Technologies

The strategies used for a successful transition between the development and implementation of a Recruitment Program will be developed by a Program Implementation Team. This team will be chaired by the Commander of the Office of Equal Employment Opportunity and consist of representatives of public affairs, subject-matter experts from the testing and selection process, and individuals experienced in techniques of recruitment.

The individuals selected must understand the program development and possess a level of expertise in the knowledge of recruitment methods, an ability to develop and implement programs, and an ability to sell ideas.

The program using identified policy alternatives will be organized through a team-building process within the implementation team and will ultimately result in a presentation to Executive Management concerning final details on program administration, financing, and staffing levels.

Technology Conclusion

After the final recruitment strategic plan is approved by the Department's Executive Management, an Informational Bulletin will be prepared and distributed by the implementation team to all Departmental employees introducing the newly-developed plan.

IV. CONCLUSION

The Recruitment Program, coupled with a quality testing and selection process, is at the very root of determining the California Highway Patrol's effectiveness. As mentioned previously, the California Highway Patrol enjoys an extremely high quality testing and selection process which ensures high quality officers in the field. If the Highway Patrol is to maintain control of its own destiny concerning recruitment, testing, and selection, the C.H.P. must continue in its good-faith effort to establish a workforce that is at parity with California's labor force in terms of both sex and ethnicity.

In the process of developing this study concerning female recruitment for the C.H.P., it became apparent to me that the C.H.P. must reflect current cultural and social standards of the contemporary society. This means that females seeking nontraditional employment must not feel their femininity is threatened by accepting the employment and that the testing and selection process produce individuals capable of performing in the capacity of public trust given them by the citizens of California.

RESULTS

The desired future was defined by a scenario in which the C.H.P. began its recruitment efforts with young individuals who were not yet part of the relevant labor pool.

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

1. The Department should hire a professional recruitment firm to provide an in-depth needs assessment of the California Highway Patrol's Recruitment Program.
2. The C.H.P. should merge existing Recruitment and Public Affairs resources and place greater emphasis on recruitment at the elementary and high school level.
3. P.O.S.T. should assume a more active role in recruitment with specific reference to marketing law enforcement as a viable career alternative to young people.
4. The C.H.P. must reevaluate the existing grooming and uniform standards for female patrol officers to help assist in maintaining the femininity of female officers.

A transition plan was developed in order to manage the strategic plan during the change process. Due to the commitment needs of the critical mass, the resource limitations, and the "readiness for change" level of the C.H.P., the transition plan included a transition team to implement the change. The planned management structure of the transition process was team building and mutual gain.

IMPLICATIONS

While this study was agency specific, the problem concerning female police officer recruitment are wide spread within the law enforcement community. This study presents policy suggestions and could be used to enhance the Female Recruitment Program of any large police organization. It also suggests a method of how to develop strategic plans for the recruitment and retention of female officers.

END NOTES

1. John G. Berner, "P.O.S.T. Recruitment Project"
Memorandums to P.O.S.T. Advisory Committee Members
January 1988
2. Malcolm Morrison, "The Aging of the United States
Population: Human Resources Implications"
Monthly Labor Review
May 1983

BIBLIOGRAPHY

Government Documents

- John G. Berner, "P.O.S.T. Recruitment Project"
Memorandums to P.O.S.T. Advisory Committee Members January 1988
- Chief W. F. Oliver, "C.H.P. Recruitment Task Force Final Report"
June 1984

BOOKS

- Heffner, Peggy Ann. The Impact of Policewomen on Patrol: Contributions of Sex Role Stereotypes to Behavior in an Astereotypic Setting Ann Arbor, Michigan: University Microfilms International, (1976):
(HV 8023.H4 1976)
- Horne, Peter. Women in Law Enforcement. 2d ed. Springfield, IL: Charles C. Thomas, (1980):
(HV 8023.H67 1980)

PERIODICALS

- Fry, Lincoln J. "A Preliminary Examination of the Factors Related to Turnover of Women in Law Enforcement." Journal of Police Science and Administration. (June, 1983): pp. 149-155.
- Glaser, Debra F., and Saxe, Susan. "Psychological Preparation of Female Police Recruits." FBI Law Enforcement Bulletin. (January, 1982): pp. 5-7.
- Gross, Sally. "Women Becoming Cops: Developmental Issues and Solutions." Police Chief. (January, 1984): pp. 32-35.
- Homant, Robert J. "The Impact of Policewomen on Community Attitudes Toward Police." Journal of Police Science and Administration. (March, 1983): pp. 16-22.
- Malcolm Morrison, "The Aging of the United States Population: Human Resources Implications"
Monthly Labor Review
May 1983
- McCarron, Ann K. "Gender Differences Really Differences in Personality." Campus Law Enforcement Journal. (January-February, 1985): pp. 17, 25.
- Nislow, Jennifer. "Interview: Penny Harrington - Police Chief of Portland, Oregon." Law Enforcement News. (November 4, 1985: pp. 9-11.

Ullman, Robert Neal. "Policewomen are Special." Law and Order.
(April, 1984): pp.70-71.

Wexler, Judie Gaffin, and Logan, Deana Dorman. "Sources of Stress
Among Women Police Officers." Journal of Police Science and
Administration. (March, 1983): pp. 46-53.

TRENDS

1. Deteriorating educational standards.
2. Increasing acceptance of nontraditional careers by job seekers.
3. Increasing competition for females from the private sector.
4. Salaries and benefits of police officers.
5. Economic climate.
6. Low rate of unemployment.
7. More female officers.
8. Oversight agency hiring sanctions.
9. Court ordered hiring sanctions.
10. Aging workforce.
11. Baby boom generation aging.
12. Assaults against police officers increasing.
13. The shrinking relevant labor pool.
14. Erosion of social and cultural values.
15. More crime.
16. Increasing gang activity.
17. Increasing drug usage.
18. Changes in narcotics laws.
19. Increased court interference in the hiring process.
20. Less military background of applicants.
21. Affirmative action mandates.
22. Level of life experience of recruits.
23. College enrollment levels.
24. Cost of police service.
25. Conservative fiscal environment politically.
26. Competition from public sector.
27. Competition from private sector.
28. Police retirement age.
29. Disability trend among police officers.
30. Student drug use.
31. Student crime rate.
32. Cost of recruiting.
33. Cost of training.
34. Privatization.
35. Maternity leave.
36. Day care.
37. Reduced housing availability in some areas.
38. The me generation.
39. Hiring of laterals increasing.
40. Hiring of more reserve officers.
41. Law enforcement image.
42. Increased cost of relocation.
43. Breaking down of the family.
44. Increasing number of single parents.
45. Media representation of police misconduct.

EVENTS

1. War.
2. Severe economic depression.
3. Major scandal.
4. Court ordered sanctions.
5. Salary caps imposed.
6. Retirement System goes bankrupt.
7. Polygraph becomes illegal.
8. Maximum entry age eliminated.
9. Minimum wage raised significantly.
10. College degree required for employment.
11. The relevant labor pool is used for affirmative action purposes.
12. Reduced work week - 32 hours.
13. Tax payers revolt.
14. Immigration quotas increased dramatically.
15. Immigration quotas decreased dramatically.