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**ENHANCING THE PERSONNEL SELECTION PROCESS
FOR THE FUTURE NEEDS OF A COUNTY MARSHAL'S OFFICE**

by

**BERNICE M. WAYMAN
COMMAND COLLEGE XII
PEACE OFFICER STANDARDS AND TRAINING (POST)**

**SACRAMENTO, CALIFORNIA
July, 1991**

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Order Number 12-0238

This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

INTRODUCTION

Futures' perspectives.

PART I - FUTURES STUDY

What future selection criteria, devices, and procedures are likely to emerge in law enforcement by the end of this decade?

PART II - STRATEGIC MANAGEMENT

A model plan for California county marshal's offices.

PART III - TRANSITION MANAGEMENT

Managing the transition from today's selection process to new selection devices and procedures.

**CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS
2001 and beyond.**

ENHANCING THE PERSONNEL SELECTION PROCESS
FOR THE FUTURE NEEDS OF A CALIFORNIA MARSHAL'S OFFICE

by
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July, 1991

Executive Summary

Order number 12--0238

The principal issue addressed by this study is the future selection criteria, devices, and procedures that are likely to emerge in California marshal's offices by the end of this decade. In the course of the study the investigator did a review of the literature and interviewed experts in the fields of law enforcement, personnel, education and psychology. Changing demographics is causing profound changes in the makeup of the applicant pool. The law enforcement profession is changing and becoming more sensitive to the needs of the community served. Problem-solving skills and interpersonal skills are important personal attributes for the community oriented policing concepts of modern law enforcement agencies.

The first section of this study looks at trends and events that could impact the personnel selection process by the year 2001. The five trends that were forecast by resource persons with expertise in law enforcement personnel selection included: 1) employer's view of the employee as an investment; 2) level of literacy in the law enforcement work force; 3) competition for fiscal resource; 4) diversity in the applicant pool; and, 5) sophistication of recruiting strategies. The forecasting panel predicted increases in all of the trends. Six events were forecast which included: 1) merger of court service agencies; 2) mandatory random drug testing; 3) negligent care lawsuit; 4) decentralization of the personnel office; 5) computerized testing funded; and, 6) psychological test challenge. These trends and events were evaluated and three possible futures developed. The most desirable future was the basis for a strategic plan.

A county marshal's office was the model organization used to develop a strategic plan. A situational analysis determined the organization's weaknesses, opportunities, threats, and strengths. Two policies were developed which were determined to be both desirable and feasible. The first policy involved initiating a computerized performance based assessment to determine the applicant's potential ability to perform skills based on a profile obtained through a job analysis. The second policy produced a streamlined selection process using a number of assessment mechanisms over the course of one day, providing instant feedback to the applicant through computerized scoring.

In addition this policy involved creating a personnel specialist within the department and use of civilian staff for recruiting and background investigations. An implementation plan was designed and negotiating strategies outlined for gaining acceptance of the policies by key stakeholders.

The last section of the study identified the critical mass needed to make the strategic plan happen and analyzed their commitment. A transition management structure was designed which involved a task force made up of personnel experts along with members of the critical mass who would effect the change to an enhanced selection process.

This study recommended that the new processes be equitable, include cost effective assessment devices, and be customized for marshal's offices. A current job analysis is essential for determining the skills to be assessed. Computerized testing and scoring will be a critical ingredient in enhanced selection processes of the future, and a supplement to performance based testing. In order to keep pace with personnel needs, selection procedures should include on-going research and continued update of job profiles.

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INTRODUCTION

Futures' perspectives.

In the January 1990 issue of the FBI Law Enforcement Bulletin, McCord and Wicker conclude their discussion regarding law enforcement's challenge of a new tomorrow with the following quote: "Throughout the next decade, a complex array of interdependent and competing demographic and economic forces will prompt (law enforcement) policymakers to seek innovative, nontraditional approaches to hiring, training, and administration."¹

According to the advocates of Work Force 2000, the future work force in California will consist of a diverse cultural mix, including a large number of women workers, drawn from an applicant pool that is both aging and shrinking. The values and expectations of the individuals comprising this new age work force will vastly differ from the values of the present day work force of the baby boom generation.² Emerging issues such as education and skill levels, technological advances, child care and changing family situations, compounded by scarce fiscal resources encourage today's employers to carefully analyze the personnel needs of their organizations in an effort to make quality choices when hiring new employees.

In order to move fluidly into the 21st Century, law enforcement administrators should go beyond the guidelines and standards set by the Equal Employment Opportunity Commission in seeking out new and innovative measurements for initiating the

best job/person match.

The need for a study focusing on law enforcement personnel selection stems from the changes in the work force coupled with the growth rate in California. This study will address the future selection processes of a specialized area of law enforcement--the California county marshal's offices. The focus and scope will be on selection criteria, devices and procedures that are likely to emerge over the next ten years based on changes in the marshal's office work force.

The purpose of this study is to provide law enforcement agencies and specifically marshal's offices with a futures study, strategic plan, and transitional plan for developing selection processes that will meet specific personnel needs determined by a job analysis of the agency's sworn officers.

The first part of this study examines current literature and expert opinion regarding selection criteria, devices and procedures for the future, and related trends affecting personnel needs in law enforcement and in the California marshal's offices. A group of individuals with expertise in the personnel field have forecast the level of related trends and the probability of future events occurring that may impact the law enforcement selection process over the next ten years. From these forecasts, scenarios are presented which depict three possible futures for California marshal's offices. The first scenario presents a future where no intervening policies are developed as the future unfolds. The second scenario deals with a turbulent future where

a combination of the forecast events portray a catastrophic future for marshal's offices. The third scenario sets in place the necessary policies to bring about a desired future.

Part two of this study presents a plan for attaining the desired future. This involves taking an in-depth look at the environment and using a model to be the focus of a strategic management plan. The model used is a county marshal's office. An evaluation of the model reveals strengths to build upon and weaknesses to avoid or modify. Stakeholders, those individuals who are impacted most by the change, are identified. Two policies are proposed for enhancing the selection process in a county marshal's office and an implementation plan is designed by a group of experts. Negotiating techniques are brought into play to get support from the most important stakeholders.

Part three reduces the stakeholders to a "critical mass" of those individuals who can make the proposed policies a reality. A transition management structure is formulated to oversee the change.

The conclusion answers the issue and sub-issue questions. Future policy implications that emerged during the study are discussed and a listing is presented of potential sources for further futures research.

PART I - FUTURES STUDY

**What future selection criteria, devices, and procedures
are likely to emerge in law enforcement
by the end of this decade?**

THE ISSUE

Using a futures file over the past 18 months, the researcher identified three related topics as relevant to the future of law enforcement and the specialized services of the California county marshal's offices. The topics are recruiting, selection, and retention of quality personnel. Competition for the best, a desire to fill positions with higher skilled, more educated individuals; and, a need to sustain a high quality work force over the next decade creates the basis for continued research in the topic areas.

As this study must be limited in scope, the research will not deal with issues involving recruiting or retention except as they relate to selection of personnel for the marshal's offices. The issue that will be examined was developed through brainstorming the personnel selection topic with personnel analysts, a survey of the hiring practices of the California marshal's offices, and observations of selection processes used by marshal's offices. The issue specifically stated is:

What future selection criteria, devices, and procedures are likely to emerge in marshal's offices by the end of this decade?

No other studies of this nature have been written with a direct emphasis on California county marshal's offices. The strategic and transition management plans developed here will specifically deal with a California county marshal's office. The following sub-issues were developed through the use of a futures chart (relevance tree) and brainstorming with personnel analysts,

educators, and marshal's administrative personnel in Los Angeles, Orange, San Bernardino and San Diego counties:

1. What changes in the marshal's office work force within the next ten years are likely to impact selection criteria, devices and procedures?
2. How will selection processes keep pace with the personnel needs of marshal's offices by the year 2001?

The futures chart (relevance tree) and all other data relating to topics discussed in this section, including operational definitions, a survey and summary of California marshal's offices, a listing of experts interviewed, and an interview summary can be found in Appendix A.

INTERVIEWS AND LITERATURE

A selection process, in order to be effective, must be geared toward the personnel needs of the organization. In her book, Staffing for Optimum Performance, Victoria Loufakis stresses the necessity of using a job analysis to understand the work to be done and the qualifications essential for successful job performance which will satisfy legal as well as economic issues associated with building an effective work force. Because civil rights acts and federal regulations have forced scrutiny of applicant selection practices, employers must show logical relationships between selection devices and job performance. Using a job analysis to determine job-relatedness can be a legal defense against charges of discrimination in hiring practices as well as having the economic benefit of producing more job/person matches.³

In 1976, POST completed Project STAR, a three-and-one-half

year study involving four states and numerous local criminal justice agencies, which focused on identifying appropriate roles for the criminal justice system and developing a means of achieving desired role performance.⁴ Project STAR determined that selection criteria and devices must emphasize the "acquisition and development of the right person for the right purpose",⁵ concentrating on those characteristics that would "enable successful performance of desired roles and associated tasks and performance objectives".⁶ In addition to establishing appropriate selection criteria, Project STAR also recommended maintaining a selection process involving aspects such as education, training, and career development, in addition to recruiting and selection.

Changing demographics are causing profound changes in the make up of the applicant pool. The 1990 census figures indicate the population in California has increased 25.7% since 1980. Hispanics made up 50% of that increase and Asians made up 26% of it. Three out of four new Californians over the last decade were Hispanic or Asian.⁷ In a presentation on Work Force 2000, Ronald Komers, Director of Ventura County Personnel, stated that by the year 2000 the work force is projected to be 47% women and 15% cultural minority. Mr. Komers presented statistical data that the baby boomers are aging and working longer until retirement. He stated that traditional values of unquestioned response to authority and support of the military model are clashing with younger workers who place an emphasis on quality of work and

personal growth. Young workers entering the law enforcement profession today are likely to have a college education rather than military experience and are looking for career enhancement programs and participative management leadership styles in organizations where they work. Komers believes that employers should carefully screen and evaluate for potential as well as present skills, knowledge, and abilities when selecting employees.*

The predominant theme in the literature reviewed is that the law enforcement role is changing. Community policing based on proactive servicing in addition to emergency response is taking shape in many large metropolitan areas of California. Problem-oriented policing, a concept first developed in 1979 by Herman Goldstein, attempts to connect this current move to redefine relationships between the police and the community by reshaping the way police services are delivered. These concepts have been developed from years of research and experimentation in policing with various forms of participative management, task forces and quality circles. In Houston, officers are expected to initiate "self-directed activities" which are defined as actions taken by officers in collaboration with their neighborhoods to identify and address community problems.*

The marshal's primary function is serving as court officer for the judiciary providing bailiffs, court security and custody control, as well as serving criminal and civil enforcement orders. Community policing tenants such as proactive

participation and shifting command responsibilities to lower ranks can be applied to marshal's offices where both the bailiff and the field deputy respond to a large number of family and community problems which can lead to criminal as well as civil court action if solutions acceptable to both sides are not made available at the time of the perceived incident.

The marshal's offices in California currently hire individuals who are already sworn officers with other law enforcement agencies in order to cut selection and training costs. A few of the larger marshal's offices conduct written examinations, however the majority of the marshal's offices rely solely on a personal interview and background investigation including psychological inventories.

There are a variety of written tests for assessing knowledge and aptitudes, skills and abilities, attitudes and values, and other characteristics in categories relating to successful job performance. Robin Inwald, Director of Hilson Research in New York, offers several relatively new measurements assessing both positive characteristics of job applicants and behavior patterns that adversely affect job performance. She has done extensive criterion validation studies with security and correctional officers. Her tests are computer scored; however, she recommends an independent psychologist's review.¹⁰

VALPAR International Corp. offers a computerized performance based assessment called INSIGHT which was originally developed for pre-employment screening in the private sector. It is

currently used by Ventura County Personnel in assessing employees strengths and weaknesses for career development. INSIGHT includes a database, software, and specialized keyboard which plugs into any IBM or compatible personal computer. INSIGHT allows an employer to give a content oriented test using an adaptive (step ladder) testing technique so the test taker does not get frustrated. The employer may develop specific questions for job knowledge and add them to the database which initially profiles all the jobs listed in the Department of Labor Dictionary of Occupational Titles (DOT).¹¹ Generally if a test does not meet the needs of the employer, the test publisher will custom-design one. Tests in Print lists in excess of 2,672 tests.

Experts interviewed indicated that particular areas for further study are psychological testing, job analysis, and selection interviewing. Fiscal constraints require agencies to look for cost effective means of finding and implementing new testing mechanisms. Interjurisdictional data bases as well as private companies can provide quality testing material at a low cost through telecommunicating devices. Symposiums on college campuses present an excellent setting for sharing information among law enforcement agencies, educators, and personnel directors and specialists. Additionally, experts suggest that in order to keep pace, a commitment from top management must exist to make the selection and hiring process a priority, dedicating personnel to the program who can become experts in the field of

law enforcement personnel selection. The experts' main emphasis was on doing a job analysis and basing selection on a fair and unbiased assessment of potential.

FORECASTING THE FUTURE

A Nominal Group Technique (NGT) panel of nine individuals (see Appendix A) with expertise in law enforcement, personnel practices and procedures, education, and administration, was asked to select trends and events related to the issue and sub-issues from lists developed through a literature search and expert interviews. This same panel then forecast the level of selected trends and probabilities for selected events occurring.

TREND EVALUATION

The final five trends were selected by the panel members by consensus that each trend had a close relationship to the issue, and the potential for policy development. The trends were:

1. The employer's perspective of the employee (sworn officer) as an investment in the law enforcement profession.
2. The level of education/literacy in the law enforcement work force.
3. The competition for government fiscal resources by public agencies including law enforcement agencies.
4. The diversification of law enforcement applicant characteristics including age, gender, race, cultural background, values, education, and life experience.
5. The sophistication and intensity of law enforcement recruitment strategies as a response to perceived competition for qualified applicants.

The level of the five trends were forecast beginning five years ago and projecting five years and then ten years into the

future. The level today was assumed as 100. Two future forecasts were made indicating what will be if no surprising developments occur (nominal mode) and what should be if positive strategy developments are set in place (normative mode). Table 1 depicts the panel medians for the trends. A graphical representation of the panel medians as well as the ranges for each trend can be seen in Appendix A.

TABLE 1
Trend Evaluation

Trend No.	Trend Statement	*Level of Trend (Today = 100)			
		5 yrs Past	Today	**5 yrs Future	**5 yrs Future
T1	Employee as Investment	75	100	115 200	125 220
T2	Level of Literacy	80	100	135 175	125 185
T3	Competition for Fiscal Resource	90	100	150 80	175 80
T4	Diverse Applicant Pool	75	100	125 200	150 220
T5	Sophistication of Recruiting Strategies	75	100	120 135	125 150

*Panel Medians N=9

**Will Be
Should Be

**Will Be
Should Be

Trend 1: Employee as Investment. The forecasting panel projected a slight increase in the employer's perspective of the employee as an investment in the law enforcement profession over the next ten years. With focused attention to this concept, the

panel projected that the trend would drastically increase over the next five years and continue to increase slightly more by the year 2001. Conservative management philosophies and external constraints and fiscal considerations have hindered the actions of the public employer. The precept of the employee viewed by management as an investment should gain credibility in police agencies as qualified candidates become more difficult to find.

Trend 2: Level of Literacy. The panel projected the level of literacy would increase over the next five years and then slightly, remaining above what it is today by the end of the decade. Without changes to minimum requirements and career development programs, applicants may not see the need to achieve a college education prior entering into a career in law enforcement. The downturn may also have to do with the cost of education or lack of active recruitment on college campuses. The panel's normative forecast shows literacy taking a marked upswing over the next five years and continuing to increase consistently by the year 2001. The level of education should increase in the law enforcement profession due to the increasingly complex legal nature of the job.

Trend 3: Competition for Fiscal Resource. The panel projected that with no intervening policies the competition for fiscal resources among public agencies will increase significantly over the next five years and continue to increase at a steady pace by the year 2001. The normative forecast shows

the competition for fiscal resources at slightly more than half the nominal forecast.

Trend 4: Diverse Applicant Pool. The diversification of the law enforcement applicant pool will steadily increase over the next ten years according to panel projections. In order to take advantage of the diversity that would significantly increase the applicant pool, the law enforcement selection process should focus on, encourage, and value diversity. The panel projected a doubling in the trend over the next five years with a slight additional increase by the year 2001 if intervening policies were in place.

Trend 5: Sophistication of Recruiting Strategies. The panel projected a steady increase in the sophistication of recruiting strategies over the next five years, leveling off by the year 2001. The panel's normative projection shows recruiting strategies increasing at a steady pace through the ten year time line.

EVENT EVALUATION

Using the NGT process the panel selected six events which would have the highest probability of occurrence within the period being studied, and the most significant impact (either positive or negative) on the issue. The events were:

1. A Marshal/Sheriff merger of court and civil law services.
2. Mandatory random drug testing is implemented in the marshal's office.
3. A negligent care lawsuit is filed against the county for alleged failure to act for the care and safety of a

custody (prisoner) under the control of marshal's personnel during a court hearing.

4. Decentralization of the county personnel office.

5. Computerized performance based testing funded by the county board of supervisors.

6. Psychological test challenge. The Minnesota Multiphasic Personality Inventory (MMPI) is successfully challenged as a screening device for law enforcement applicants.

The panel forecast the probability of each of the six events occurring within five and ten years respectively. In addition, the panel estimated the impact each event would have on the issue if the event were to occur. Table 2 depicts the panel medians for the events. A graphical representation of the panel medians as well as the ranges for each event can be seen in Appendix A.

**TABLE
Event Evaluation**

Event No.	Event Statement	*Years Until Probability Excds Zero	*PROBABILITY		*Impact on Issue Area If Event Occurs	
			5 yrs Future	10 yrs Future	**P	**N
			0-100%	0-100%		
E1	Marshal/Sheriff Merger	1	60	90	7	4
E2	Mandatory Drug Testing	2	65	98	6	4
E3	Negligent Care Lawsuit	0	50	75	0	10
E4	Decentralztn. of Personnel Office	3	25	40	2	8
E5	Computerized Testing Funded	1	70	95	7	3
E6	Psych Test Challenge	2	60	80	6	5

*Panel Medians N=9

**Positive 0-10 Scale **Negative 0-10 Scale

Event 1: Marshal/Sheriff Merger: The panel projected that the probability of this event occurring would first exceeded zero in the year 1992, basing their forecast on the knowledge that a merger bill has been authored and is currently in the state legislature for San Bernardino County. If the merger bill were to become law, it would take effect in January, 1992. The panel concurred that merger is eminent over the next ten years. This event was forecast as having both positive and negative impact on the issue.

Event 2: Mandatory Drug Testing. The panel forecast a mandatory drug testing policy 2001. This event has a probability of first exceeding zero by 1993. Drug testing was viewed as having a slightly higher positive than negative impact on the issue.

Event 3: Negligent Care Lawsuit. The panel believe that this event could occur immediately and forecast a high probability that it will occur within the next ten years. This event was viewed as having no positive impact and maximum negative impact.

Event 4: Decentralization of the County Personnel Office. This event was forecast as not having a probability of first occurrence until 1994. Although the panel's probability was low and increased slightly to only 40% within ten years, for Los Angeles County this event has already taken place. Extremes in the range of forecasts for this event indicate that individual panel members were not agreed that the trend would continue to other counties in the future. This event was viewed as having very little positive impact and high negative impact.

Event 5: Computerized Testing Funded. The panel forecast a computerized testing mechanism in place ten years from now, with the probability exceeding zero within one year. Computerized testing is viewed as having high positive impact and medium negative impact.

Event 6: Psychological Test Challenge. The panel forecast that the MMPI may be challenged as soon as 1993. The panel

indicated that a legal challenge is quite probable if less intrusive and more performance predictive mechanisms are not used in the future. The panel found high positive and high negative impact on the issue.

CROSS IMPACT ANALYSIS

Seven individuals of the forecasting panel agreed to do the cross-impact analysis. For the event-to-event portion of the matrix, the panel was asked to answer the question: "If the event actually occurs, how will the probability of other events occurring be affected (if at all) at the point of greatest impact?" The change can be either positive (increasing the probability) or negative (decreasing the probability). For the event-to-trend portion of the matrix, the panel was asked to answer the question: "If the event actually occurs, how much will the level of each trend be affected (if at all)?" The trend level change can be either positive or negative, reporting both strength and direction of the impact on each trend. Table 3 depicts the panel medians for the cross-impact evaluation matrix.

TABLE 3
Cross-Impact Evaluation Matrix

IMPACTING EVENTS -- ACTORS	*IMPACTING EVENTS -- REACTORS						*IMPACTING TRENDS -- REACTORS					AH **
	E1	E2	E2	E4	E5	E6	T1	T2	T3	T4	T5	
E1	X	+10	-10	0	+5	-5	+40	+15	-10	+10	+10	9
E2	0	X	-10	0	+5	+5	+10	-15	+20	-25	+25	8
E3	+15	+30	X	0	+5	+5	+15	+10	+15	+10	+15	9
E4	+5	0	0	X	-10	0	-15	0	-20	-10	-10	6
E5	0	0	-5	-5	X	+10	+30	+5	+5	+35	+20	8
E6	0	+15	-10	0	+15	X	+25	+25	-5	+20	0	7
RH **	2	3	4	1	5	4	6	5	6	6	5	

*Panel Medians E-7
 ** AH = Actor Hits; RH = Reactor Hits

- E1 = Marshal/Sheriff Merger
- E2 = Mandatory Drug Testing
- E3 = Negligent Care Lawsuit
- E4 = Decentralization of Personnel Office
- E5 = Computerized Testing Funded
- E6 = Psychological Test Challenge

- T1 = Employee as Investment
- T2 = Level of Literacy
- T3 = Competition for Fiscal Resources
- T4 = Diverse Applicant Pool
- T5 = Recruiting Strategies

The events with the most "actor" hits, that is the greatest potential to impact the other events and trends are (E1) Marshal/Sheriff merger, (E2) mandatory drug testing, (E3) negligent care lawsuit, and (E5) computerized testing. The most reactive events are (E2) mandatory drug testing, (E5) computerized testing, and (E6) psychological test challenge. The

most reactive trends are (T1) employee as an investment, (T3) competition for fiscal resources, and (T4) diverse applicant pool, although all trends scored relatively high as "reactors".

FUTURES SCENARIOS

Three scenarios, based on the data developed, consist of a nominal or "most likely" future without intervening policies or events, a hypothetical or "what if" scenario that presents an undesirable future, and a normative or "desired and attainable" future. The strategic and transitional management plans for this study will be developed around the normative future. A county marshal's office will be the model for the remainder of this study and the site of the scenarios.

NOMINAL SCENARIO

"BOARD OF SUPERVISORS CUTS ALL COUNTY DEPARTMENT BUDGETS 10%", JULY 1993.

"COUNTY PERSONNEL INITIATES AN EDUCATION INCENTIVE PROGRAM FOR COUNTY EMPLOYEES", DECEMBER 1995.

"MARSHAL'S OFFICE COMPLETES A JOB ANALYSIS FOR SWORN PERSONNEL IN AN EFFORT TO PORTRAY AN ACCURATE JOB PROFILE FOR USE IN PERSONNEL SELECTION", MARCH 1998.

The year is 2001. Since 90% of the marshal's office budget is personnel, the yearly budget cuts beginning in July, 1993, have caused the marshal to consider civilianizing bailiff functions in an effort to reduce salaries and hire additional needed staff for the court. This idea has been met with disfavor among the members of the bench who appoint the marshal. These judges will not be convinced that a civilian will have the knowledge and skills to perform the bailiff function as well as a

sworn officer. The judges, however, have not been completely satisfied with the quality of sworn officers in their courtrooms in recent years.

In the early '90s, the marshal considered the quality of personnel hired into service to have been the cream of the crop. The marshal chose most new employees from a lateral list of candidates who were already sworn law enforcement officers from other agencies. While this method saved time and money which would have been spent on training new recruits, something was lost in the character of the organization. By not choosing from a diverse applicant pool; by not actively recruiting on college campuses and elsewhere, and by not considering the needs of the department and the individual needs of the employees, the marshal's administrative staff found themselves in a stagnating environment. Even the county's education incentive and career development programs which were implemented in 1995 could not entice deputies to set personal and career goals for themselves. The apathy that set in caused the less than effective deputy marshal to be the topic of recent merger discussions at the county legislative level. The judges from both the superior and municipal court benches seem to think that they may be better served by the sheriff's office where they believe they can get a better quality bailiff. The marshal has finally seen the light and just recently completed a job analysis of his sworn personnel. A study has been initiated in an effort to enhance the selection processes used to hire deputy marshals. Many new

selection testing devices are available which the marshal had not felt necessary to investigate until now. We hope that he is not too late to save the marshal's office.

HYPOTHETICAL SCENARIO

"COLLEGE GRADUATE WITH 4.0 GPA FILES FEDERAL CIVIL RIGHTS LAWSUIT WHEN TURNED DOWN FOR JOB WITH THE MARSHAL'S OFFICE FOR FAILING THE PSYCH TEST", MAY 1993.

"COUNTY SUED IN WRONGFUL DEATH SUIT WHEN INMATE COMMITS SUICIDE IN MARSHAL'S HOLDING TANK AFTER HEARING GUILTY VERDICT", APRIL 1994.

"SHERIFF GOBBLES UP MARSHAL IN SUCCESSFUL MERGER TAKEOVER", JULY 1995.

The year is 1995. In an unprecedented majority vote in July of this year, the municipal and superior court judges voted to recommend to the board of supervisors that the marshal's office be dissolved and its personnel and functions be merged into the sheriff's office, thus ending a thirty year battle to retain the marshal's office as a separate entity as the enforcement arm of the municipal court.

The demise of the marshal's office can be directly related to two events which occurred within the past two years. In 1993 a bright, attractive, college graduate with excellent credentials and background failed to pass a battery of psychological inventories given to all prospective candidates for sworn positions. This person filed a law suit in federal court claiming discrimination and alleging that the Minnesota Multiphasic Personality Inventory (MMPI), the primary psychological device used for screening law enforcement candidates, was not a fair or valid test. The fact that it was

recommended by the California Commission on Peace Officer Standards and Training (POST) as a device for "screening out" psychopathological behavior was alleged to be unconstitutional under the Americans with Disabilities Act of 1992. The rejected candidate was an Asian female. The marshal's office discontinued use of the MMPI, however, failed to replace it with any other mechanism which left a large void in the psychological evaluation phase of applicant selection. The marshal initiated a mandatory random drug testing policy later that year only to discover that several new deputies, hired without psychological evaluations, were under the influence during working hours.

Within a year of the psych test challenge, a wrongful death suit was filed by the family of an inmate who committed suicide while being temporarily held in the marshal's court holding facility. The family of the deceased alleged that marshal's personnel were negligent in their observation and handling of the inmate. This caused a serious morale problem in the department among the deputies, some of whom felt that it was not their job to be social workers or babysitters.

A rash of on-the-job injuries occurred, as well as a mass exodus of personnel to other local agencies which rendered the marshal ineffective in staffing the municipal court with qualified bailiffs and court security personnel. The department's reputation as a quality employer suffered and fewer names appeared on the hiring lists. The marshal had never felt it necessary to initiate a recruitment program because there had

always been plenty of lateral applicants to choose from in the past.

The ousted marshal laments that he should have taken action early in the decade by developing a strategic plan for enhancing the selection process for hiring deputies. He regrets that he did not pay attention to the trends which pointed to the serious and debilitating events that have occurred to bring an end to the marshal's office.

NORMATIVE SCENARIO

"MARSHAL'S OFFICE INITIATES COMPUTERIZED, PERFORMANCE BASED TESTING AS PART NEW SELECTION PROCESS", MARCH 1993.

"REORGANIZED MARSHAL'S OFFICE PROJECTS INCREASED EFFECTIVENESS AND DECREASED COSTS THROUGH CONSOLIDATION OF SUPERIOR AND MUNICIPAL COURT SERVICES AND CIVILIANIZATION OF STAFF ASSIGNMENTS", JANUARY 1995.

"MARSHAL'S EMPHASIS ON EDUCATION PAYS OFF--HIGHER ENTRY LEVEL STANDARDS PROMOTE PROFESSIONAL IMAGE OF THE DEPARTMENT", APRIL 1998.

The year is 1999. The marshal's office was granted funding in April by the board of supervisors to initiate an internship supported by local colleges as a result of the innovative action of the marshal who has a proven track record of reducing costs through enhanced recruitment and selection processes. With an internship in place, the marshal feels comfortable in raising the standards for entry level deputy to include an associate arts degree or two years of college. In order to promote to sergeant, the marshal is requiring a bachelor's degree or a promise to obtain one within four years from date of appointment.

The endeavor to upgrade the standards of the marshal's

office began in 1993 when a POST Command College research project on selection criteria, devices, and procedures was used to develop strategic and transition plans for enhancing the selection processes then in place for hiring deputies. The marshal requested that the personnel office conduct a job analysis which provided the basic profile of the deputy marshal's job.

Several events occurred in the mid '90s which impacted the marshal's office and were of concern to the marshal. The county personnel office was dismantled in January, 1994. Each of the county departments was made responsible for their own personnel functions. At about the same time the Minnesota Multiphasic Personality Inventory (MMPI) was successfully challenged and found to have adverse impact on minority groups. Fortunately, the marshal's office had already taken steps to become involved in personnel selection devices.

A task force made up of marshal's personnel and personnel analysts recommended a course of action that included extensive research in the areas of psychological inventories, written testing for skills and attitudes including biographical inventories (applicant preferences--what do they like to do, what don't they like to do), and structured hiring interviews. Based on the research from this group, the marshal had decided not to use the MMPI and also discontinued the use of an expensive licensed psychologist to interpret the results of the psych test battery. Instead, the marshal used personal computers already

installed in the office and a modem to go on-line with a vendor who offered a comprehensive, computerized set of tests and inventories that could be customized to the profile of a deputy marshal. Computerized files on applicant, employee, and item (test questions) were used to transfer profiles and search for the best qualified person which was ultimately of benefit to all the county departments.

To reduce operating costs, civilian employees were trained in the areas of recruitment and background investigations. A sworn officer was assigned as the official personnel officer for the marshal's office and given specialized training in all aspects of recruitment and selection. The human resource assignments provided an opportunity for employees to be involved in making decisions and setting goals for personnel selection. Although a loss of expertise was felt when the personnel office was decentralized, the marshal's office saw and seized an opportunity to hire a civilian personnel analyst.

The marshal's attention to selection paid off with an influx of highly skilled applicants from the local colleges and private industry. The judiciary was more than pleased with the quality of bailiff and court security officer. Consequently the marshal's office won the 1995 merger issue with an overwhelming majority vote of the judges in the county.

Recent recruiting on the local college campuses and long-term recruiting in schools has also paid off. Applicants for the job come from the community which is made up of a diverse

cultural mix and a large minority of women. They have a good understanding of the job and have prepared for their career. While other law enforcement agencies are struggling to recruit and retain quality officers, the marshal's office is making plans to raise entry level standards.

PART II - STRATEGIC MANAGEMENT

A model plan for a California county marshal's office.

THE MODEL

With proper innovation, the desired and attainable future presented in the normative scenario can be achieved. An enhanced selection process for marshal's offices can provide a better than average compliment of law enforcement officers to perform the specific duties of this job.

The site for the strategic and transition management plans will be a simulated county marshal's office. A survey and a summary of the personnel needs of the marshal's offices in the State of California can be found in Appendix A. The large marshal's offices in southern California are struggling to meet their personnel needs due to budget constraints and a dwindling pool of qualified applicants. These county marshal's offices provide court security and bailiffs for the municipal court bench as well as serving criminal and civil enforcement orders and performing a number of expanded duties for revenue enhancement. The Quarterly Economic Report cites southern California as one of the fastest growing areas in the country. Reasons for the rapid population and business growth include climate, diversity, tourism, and hi-tech employment opportunities.¹² Increases in population have a direct relationship to the number of municipal court judges and therefore the number of bailiffs and court security officers needed.

The strategic plan outlined here is designed to enhance the selection process used by a county marshal's office, and is meant to be as generic as possible to general law enforcement.

MISSION STATEMENT

The macro mission of the marshal's office is:

To serve the judiciary in an efficient and effective manner. To provide a safe and secure environment for court attaches and the public. To expedite the service and enforcement of civil orders and judgements in a courteous and professional manner.

The micro mission was developed by the panel described in the situational analysis below. The micro mission of this plan is:

To provide an enhanced selection process for the marshal's office which will encourage hiring on the basis of future ability to perform.

To update the job analysis for a deputy marshal.

To review current selection criteria and devices for validity in determining future job performance.

To seek out innovative and cost effective selection devices with a high degree of accuracy in predicting future job performance.

To maintain and/or increase the minimum standards of entry level deputy marshals.

To provide a diverse, skilled, and motivated work force through promoting the integrity of the job and the professionalization of the marshal's office.

SITUATIONAL ANALYSIS

Situational analysis is used to determine the ability of the marshal's office to respond to the strategic issue. The model used is the WOTS UP analysis (weaknesses, opportunities, threats, and strengths underlying planning) which examines external environmental threats and opportunities and also internal strengths and weaknesses of the organization for handling the change.

Eight individuals from marshal's offices participated in this analysis. In addition, one individual from a county personnel office and a college professor also participated. This same group of individuals assisted in the strategic assumption surfacing technique of identifying stakeholders and were the modified policy delphi panel (see Appendix B) which developed the strategic policies for enhancing the selection process used by the marshal's office.

ENVIRONMENT

Opportunities.

1. POST's influence and guidance in selection standards and leadership development.
2. Excellerated population growth in the state requiring more courts, jails, probation and law enforcement specialists.
3. Strong marshal's employee association at the state level.
4. Potential for consolidation of municipal and superior court services under one agency.
5. Increasing diversification of law enforcement applicant pool.
6. Increase in computerized testing mechanisms available at a reasonable cost.
7. Increase in specialized psychological testing mechanisms available at a reasonable cost.
8. Growing commitment to career enhancement and career development in public agencies.

Threats.

1. Continuing budget problems.
2. Litigious nature of society--increasing civil suits against law enforcement agencies for negligence and improper behavior.
3. Unstable, yet dependent relationship with the judiciary (the marshal serves at the "will and pleasure" of the municipal court and sometimes also the superior court bench).
4. Large numbers of minorities and women in the applicant pool who are lacking current skills for a law enforcement career.
5. Shrinking applicant pool of qualified candidates.

ORGANIZATION

Strengths.

1. High-tech equipment.
2. Revenue enhancing programs.
3. Committed and innovative management team.
4. Good health benefits and retirement with the county.
5. Low turnover of line personnel.
6. Possibility of doubling in size if the superior court service function currently handled by the sheriff's office is merged into the marshal's office.

Weaknesses.

1. Reactive top management, conservative and traditional philosophies.
2. No clear organizational direction, no strategic planning for the future.

3. Lack of communication between top management and the middle managers and line supervisors.
4. Understaffed at deputy level due to budget constraints.
5. No consistency in hiring procedures. No assigned personnel officer involved in the selection process.
6. Large minority of lateral hires who do not have the ability or desire to embrace the priorities of the marshal's office, thus obstructing the effectiveness of the organization.
7. No emphasis on recruiting.

Two capability/resource analyses were completed and are included in Appendix B. One was to further assess the strengths and weaknesses of the marshal's office. A second was to evaluate the organization's readiness for change.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE (SAST)

In discussing the trends and events in the environment and its effect on the capability of the marshal's office to succeed with a plan to enhance the selection process, several groups and individuals became significant to the success of the ultimate strategy. These "stakeholders" are people who are impacted by the strategy, or simply care about what strategy the marshal chooses for enhancing the selection process. Certain stakeholders who at first appear to be insignificant players, but who have the ability to drastically impact the marshal's policies and actions, are designated as "snaildarters". Awareness and consideration of assumptions about stakeholders concerning their influences on selection criteria and devices is essential when

stances on selection criteria and devices is essential when negotiating for acceptance of the implementation plan. A complete list of stakeholders and related assumptions as determined by panel members and a SAST plot can be found in Appendix B. Highlights of the most important stakeholders are summarized as follows:

1. County board of supervisors - would allow flexibility within existing budget.
2. The municipal court judges - would be interested in improving the quality of the personnel.
3. County personnel department - would be supportive and lend expertise; however, hesitant to commit additional staff.
4. State of California Commission on Peace Officer Standards and Training (POST) - would be supportive of research and innovation, yet concerned about validation of new testing mechanisms.
5. Supervisors and managers of the marshal's office - would want to maintain autonomy in hiring, and would be interested in a selection process which provides a better job/person match.
6. Sworn personnel (snaildarter) - would be conservative and want to maintain status quo.

DEVELOPING ALTERNATIVE STRATEGIC POLICIES

The modified policy delphi process was used to generate a list of alternative strategic policies. The panel rated each policy for its long and short-term desirability, feasibility of implementation, and stakeholder support and cost. Alternative

1. Computerized performance based assessment.
2. Streamlined selection process.
3. Regional testing centers for California marshal's offices where continuous testing and standardized scoring would be feasible.
4. Assessment center selection process.
5. Personnel officer within the department who would be responsible for recruitment and selection. Use of civilian staff where feasible.
6. Variety of evaluation methods based on a job analysis of the specific KASOs (knowledge, skills, abilities, and other related performance characteristics).

Manpower and financial concerns were the most serious drawback to implementing regional testing centers and assessment centers. The remaining four policy alternatives were combined into two policies; one with short-term applications and a second with long-term applications. These two policies are described below:

POLICY #1

Rely on a performance based assessment process to help determine the applicant's potential ability to perform the job based on the requirements of the job. This policy requires a commitment of resources from the personnel office or private consultant to perform a thorough job analysis of the position of deputy marshal to determine the requirements and critical skills for that job. A task force would be organized to examine

for that job. A task force would be organized to examine computerized adaptations of tests measuring academic skills as well as cognitive and physical abilities and aptitudes. The new process would be a move away from reliance solely on a personal interview. Hiring would be based on performance scores from a number of evaluation methods. The task force would want to make inquiry into validated biographical inventories and personality profiles which could be used as selection devices in place of the traditional psychological tests currently in use by law enforcement agencies. The process developed may include POST psychological testing recommendations, personality profiles, and personal history questionnaires.

The advantages of this policy include: 1) an unbiased assessment; 2) improved compliance with EEOC guidelines for content and criteria-referenced testing methodology; 3) better job/person match; and 4) increase in diversification of the work force.

Disadvantages of this policy include: 1) cost of job analysis study, testing research, and initial computerization; 2) cannot be implemented immediately--would require long range planning; and 3) involves changing attitudes within the power structure about methods of hiring which will be difficult to negotiate.

POLICY #2

Streamline the selection process used by the marshal's office with a commitment to the Work Force 2000 concepts of the

employee as an investment, diversity within the work force, and empowering people to perform to the best of their abilities. The marshal would appoint a personnel officer within the department responsible for all hiring. This individual would become an expert in recruiting, testing, and interviewing. A staff of non-sworn technicians could be trained to do recruiting and background investigations. (These jobs are currently performed by a sergeant.) The assessment process would be conducted in one day with instant feedback to the applicant through the use of computerized scoring. Multiple and specialized evaluation methods could be used including an assessment center "in-basket", computerized and video testing devices, and pencil-and-paper examinations. When a questionable background or psychological profile appears, the personnel officer would have the flexibility of requesting a polygraph examination or personal psychological interview.

The advantages of this policy include: 1) can be implemented immediately; 2) speeds up the selection process; 3) provides a personnel expert within the department; 4) better job/person match; and 5) lowers cost through use of civilian staff.

Disadvantages of this policy include: 1) wrong individual selected as personnel officer could cause serious setback; 2) involves taking away division commanders' hiring authority which will be difficult to negotiate; and 3) places a burden on the personnel department to complete testing in one day.

STAKEHOLDER POSITIONS

A chart showing the assumed stakeholders' positions on the proposed policies of computerized performance based testing and streamlining the selection process can be found in Appendix B. Stakeholder opposition comes from the costs and resources involved in job analysis and computerized testing. Also, division commanders would want to maintain some degree of control over who is hired.

IMPLEMENTATION PLAN

Implementation would require that the marshal make this project a priority and select an individual from his administrative staff to chair a research and development committee (task force) on selection criteria, devices and procedures. A two-year initial commitment would be necessary to adequately develop a streamlined selection process for the marshal's office and to do research on computerized and specialized testing mechanisms. The marshal would want to appoint a personnel officer immediately. This individual could then begin to acquire the necessary knowledge and skills. The personnel officer would want to become familiar with current testing procedures and begin to plan for one-day testing. Background investigations and recruiting should be delegated to civilian personnel under the personnel officer's supervision. The marshal should also immediately request that the personnel office perform a job analysis of the deputy marshal position.

The committee membership would consist primarily of marshal

enhancing the selection process for sworn personnel. Also included would be the marshal's staff analyst, an analyst from the personnel office, and the newly appointed personnel officer. Psychologists and testing experts would be invited from time to time to share information. Goals and objectives would be set by the committee with the marshal's approval. During the course of the two years, the committee would review the performance and personality tests available. They would determine the computer and video equipment necessary to conduct the testing and estimate the cost. The committee should be concerned with testing laterals as well as trainees. The possibility of testing at a local college or university should be investigated. Committee members should be encouraged to network with other agencies and the personnel office. The committee chairman should consult with POST regarding changing evaluation mechanisms, particularly psychological inventories.

The time lines for the implementation plan would be as follows:

Receive job analysis from the personnel office within six months.

Develop civilian recruiting and background investigation staff within six months.

Initiate one-day testing within one year.

Review psychological inventories with POST and request changes to POST guidelines within one year.

Implement new testing devices within two years.

Request budget for computerized testing within two years.

Implement computerized testing within three years.

Resources required would consist of the committee membership, the personnel officer and staff, and any additional experts or consultants in specific areas of testing. A commitment of resources from the personnel office would also be necessary.

NEGOTIATING ACCEPTANCE OF STRATEGY

In order to achieve successful implementation of the above plan, negotiation of the issues with the most sensitive stakeholders is necessary. Certain components are essential to the strategy and cannot be negotiated away while others are less important and can be negotiated. Those components which are not negotiable are:

1. The marshal must have final choice of selection criteria, devices and procedures.
2. Testing mechanisms must be approved by POST.
3. Testing mechanisms must meet validated methodology as recommended in the EEOC guidelines.
4. The selection process must be centralized and standardized throughout the department.
5. Testing must be streamlined.
6. The selection process and computerized testing must have continued budgetary support for future changes as needed.
7. Testing must be unbiased and performance based on current and future abilities.

Those issues which can be negotiated are:

1. Input from employees and other agencies in developing policies and procedures.

2. The order in which tests during the selection process are given.

3. The time frame within which testing is conducted.

4. The amount of money requested each fiscal year for support of computerized testing and the new selection process.

5. Testing can include and combine computerized, video, pencil-and-paper, and assessment center devices.

STAKEHOLDER POSITIONS AND NEGOTIATING STRATEGIES

The stakeholders will have concerns, some more critical than others to the success of the plan. Understanding the concerns and expectations of the stakeholders is a fundamental prerequisite to negotiation. The most critical stakeholders to the strategies discussed are the county board of supervisors, the county personnel office, POST, the supervisors and managers of the marshal's office, and the sworn personnel. In order to gain acceptance of the enhanced selection process, each of the stakeholder assumptions and positions must be analyzed and each stakeholder's individual needs addressed. The negotiating tactic must vary depending on the stakeholder's specific posture and the issues each will bring to the negotiating table. Each stakeholder's position, and the strategies and tactics used to negotiate with that individual or group are as follows:

County board of supervisors would most probably be neutral. The issues they would hold firm on center around budget items.

Although the board may support enhancing the selection process for a better job/person match and diversification of the work force, the budget problems facing all public entities at this time prevent a large cash outlay. The board will negotiate on issues involving the particular mechanisms to be used and procedural details of the process. As community leaders, they have a need to know and understand the reason for the change. Therefore a straightforward approach, explaining the need for the change, providing a cost analysis, would be best.

County personnel office would be supportive of enhancing the selection process. Those issues which they will see as not negotiable are time lines for doing a job analysis and for implementing new selection devices and procedures. The Personnel Office would be flexible as to the types of tests used provided they meet the affirmative action legal requirements. Negotiation strategies would involve (forbearance) waiting for their demands, since the personnel office is crucial to the success of the plan. Then, (participation and association) invite a member of the personnel office to be on the research committee which will add an experienced specialist. Also, the personnel office may be able to assist the marshal in a bid for money for computerized testing. If the process can be used county wide and administered through the personnel office, the board may see more of a need for the change to occur than if just one department were going to use it.

Commission on Peace Officer Standards and Training (POST)

would be supportive of a more diversified work force, however, may have concerns about new psychological inventories. POST would be flexible on the internal mechanism for one day testing and the order in which the tests are given. POST could definitely be an ally in a bid for selection process budget items (participation) and cooperation from the board of supervisors and the personnel office. The invitation of a POST member to a task force meeting (association) may be beneficial when specific new testing devices will be discussed.

Supervisors and managers of the marshal's office would be supportive of a enhanced selection process which provides a better job/person match; however, opposed to loosing authority to hire personnel for their respective divisions. Division commanders may be persuaded to try a centralized hiring process on a temporary basis to see if it works. When negotiating, to focus on issues where there is support from this group (forbearance) rather than chance alienating some over the centralization issue may be best. The supervisors and managers support is extremely important in winning acceptance by the rest of the employees (participation). They need to assure other stakeholders that an enhanced selection process using new testing procedures and technology is a step forward and will benefit all. And, as with other stakeholders (association) interested supervisors and managers will be invited to serve on the research committee.

Sworn personnel (snaildarter) would be divided, some supportive and others opposed, depending on their degree of fear of the unknown and resistance to change. In general, the sworn personnel will hold firm on maintaining high standards at the entry level. They will be flexible on specific selection criteria, devices, and procedures. When negotiating, the best strategy may simply be to implement the new procedures (fait accompli) and see what happens. Invite a few interested deputies (association) to serve on the committee in an endeavor to keep the lines of communication open so no surprises will occur. If concerns do arise over procedural issues (crossroads) make concessions where possible to alleviate fears about lowering standards.

PART III - TRANSITION MANAGEMENT

Managing the transition from today's selection process to new selection devices and procedures.

CRITICAL MASS COMMITMENT DEVELOPMENT

A simulated marshal's office will be used for the transition management plan outlined in this study. California marshal's offices range in size from less than 10 sworn personnel to 745 sworn personnel. The number of new hires per year varies based on the size of the agency. Selection is generally restricted to individuals who are already law enforcement officers with an other agency--lateral applicants. Selection process consist of a personal interview, background investigation and POST recommended psychological evaluations. A few of the larger marshal's offices also conduct pencil-and-paper examinations and physical agility tests. A survey and summary of the personnel needs of the marshal's offices in the state of California can be found in Appendix A.

In order to implement a new process, those individuals who are critical to the change effort must be committed to its success. The first step in a transition management plan is to identify the key players and determine their level of commitment. Generally, these individuals are stakeholders; however, not all stakeholders will be part of the group called the critical mass. The critical mass is defined as the minimum number of individuals who, if they support the change, then it is likely to succeed; and if they oppose the change, then it is likely to fail. In reviewing the list of stakeholders who would be affected by enhancing the selection process for the marshal's office, the following critical mass actors were identified:

1. Marshal.
2. Supervising personnel analyst from the personnel office.
3. Marshal's captain who will chair the research committee and oversee the transition plan.
4. Personnel officer for the marshal's office appointed by the marshal.
5. Division commander (the unofficial leader of the middle management team).
6. Chairman of the board of supervisors.

CHART 1 depicts the actors in the critical mass and assesses each one's current level of commitment toward enhancing the selection process, and the projected minimum level of commitment needed for each one to make the change in the selection process a success.

**CHART 1
COMMITMENT CHART**

Actors in Critical Mass	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
1. Marshal		X----->	O	
2. Pers. Anlst.		X----->	O	
3. Captain			X----->	O
4. Pers. Ofcr.		X----->		O
5. Div. Cdr.	X---	-----	----->	O
6. Chair BOS	X-----	-----O		

X = Assumed present position; O = Desired position

Each of the actors in the critical mass will be impacted to some degree by the transition plan. Their individual assumptions about an enhanced selection process will differ; and therefore, different strategies must be applied to influence the degree of commitment from each actor. Also, to implement the changes envisioned in this project, the key players listed below will be required to assume new and expanded duties.

The marshal recognizes the need for updating the selection process in order to secure the best qualified individuals. He is aware that the current policy of hiring laterals with little or no testing is not producing the desired results. In order to get a serious commitment from the other stakeholders, especially in

terms of funding from the board of supervisors and resources from the personnel office, the marshal should take an active role in the transition. He should be visible and supportive and move to the "help change happen" category. Impressing upon the marshal his role as leader and the need for positive reinforcement of the change will accomplish this goal.

The supervising personnel analyst would be supportive of helping county departments who want to diversify their work force and would encourage programs which value the employee as an investment. The personnel office is currently developing educational incentive and career enhancing programs for county employees. Enhancing the selection process for the marshal's office fits into this perspective. The personnel office would have concerns that POST approve the new procedures and that affirmative action is maintained. Also of concern, a one-day testing center would be a burden on that office's personnel. Initially the personnel analyst would be willing to let the change be implemented. In order to get board of supervisor support for funding, the personnel analyst should move to the "help change happen" category. To ensure the success of the new plan, the marshal would have to provide personnel to staff the one-day testing center and include a personnel analyst on the transition committee.

The captain overseeing the transition plan must be willing and able to make the change to an enhanced selection process. This person should be knowledgeable in personnel areas and

professionally educated and trained, preferably possessing a bachelor's degree or higher. The captain will want to actively manage the change with a "hands-on", high visibility approach. Because this person will be taking the lead role in the implementation plan, the captain should move to the "make change happen" category.

The personnel officer would be chosen from the deputy ranks. He or she should be intelligent, creative, and interested in implementing the planned change. The position should require a college degree for its academic and role model value. Suggesting that the personnel officer make a commitment to the project and providing additional training in personnel topics would move this person to the "make change happen" category. The personnel officer will be instrumental in implementing the new process and must have a strong commitment to it.

The division commander who is the unofficial leader of the middle management team networks with other division commanders, the judiciary, and other managers outside law enforcement on a daily basis. Opposition to enhancing the selection process comes mainly from the division commanders' fear of loss of control over who is hired. Because of this person's influence with the other division commanders, the project would be jeopardized without his or her support. To allow change to occur would not be enough, the division commander must be moved to the "help change happen" category. This category transition could be accomplished by offering the division commander a lead role in designing the new

selection process including input on who will be the first personnel officer for the marshal's office.

The chairman of the board of supervisors would be initially opposed to authorizing additional budget support. A proposal showing commitment from the personnel office and long range cost savings for the county using computerized, performance based testing will initiate the chairman's move to the "let change happen category". Budget items should be carefully projected and broken down over several years rather than making a large initial request for money from the board.

THE TRANSITION MANAGEMENT STRUCTURE

The transition state involves a unique set of organizational conditions which differ from where the organization has been and where it is going; therefore, the management structure during transition must also be unique--it must be set up to manage the change. Managing the change calls for an alternative temporary structure different from the managing of day-to-day business and different from the management needed for the future state after the transition is over. The marshal should choose one of the captains as the "project manager" for the transition into an enhanced selection process. The marshal should also realize the need for undistracted attention to this assignment and delegate this captain's staff and line assignments to other individuals during the transition.

Initially the project manager will want to work closely with the personnel office and experts in the field of job analysis.

The project manager should include strategic division commanders on a task force in order to get a commitment from them for the project. This task force will want to conduct research on different types of testing available. The marshal's staff analyst can be used to do statistical analysis on other similar law enforcement agencies' hiring practices. Also, this group will want to have input on the selection of a personnel officer for the department. The personnel officer should receive training in personnel selection and recruitment, interviewing, and testing. Decisions such as type of testing, the personnel officer's specific job description, the personnel officer's staff and their scope, and the time line for implementing one day testing should be determined by the task force with concurrence from the project manager and the marshal. The transition phase can begin immediately and will conclude approximately two years in the future when the personnel officer, staff, and procedures for one-day testing are in place.

The task force should consist of the following individuals:

1. Project manager (administrative captain overseeing the transition state).
2. Personnel officer (deputy selected by the marshal and responsible for personnel selection).
3. Marshal's staff analyst (assist in statistical research and analysis).
4. Personnel analyst (provide technical assistance on selection processes and testing).

5. One or more of the division commanders (including the unofficial leader of the middle management team. These members could provide input regarding the job analysis and ensure that the proposed changes are accepted in the work place.)

IMPLEMENTATION TECHNOLOGIES

The transition state has a specific time duration before the future state occurs. The unique condition of the transition state is characterized by certain organizational dynamics that must be addressed if the plan is to succeed. During the transition period, characterized by uncertainty and instability, there is high emotional stress among personnel in general, and particularly among the middle management team. Conflict may increase among the different groups to the point that the organization may appear out of control. Resistance to change is a natural phenomenon--fear of the unknown is a basic human trait. Conflict management needs to be a priority during the transition state. Negative energy should be redirected and managed. The project manager should be trusted, respected and perceived as competent. In order to have confidence in the change plan, the management team as well as the employees must be informed. Communication and information systems should be developed. In addition the "nuts and bolts"--operational effectiveness through a consistent plan--will require continued attention. The goals of leaders during this time should include providing visible certainty, stability, and direction. The following technologies and methods can be employed to support implementation of the

transition to an enhanced selection process for the county marshal's office.

Organizational confrontational meeting. A confrontational meeting with the entire department and with each division offers a chance for the individuals to become informed about the plan and voice their concerns. During the course of such meetings the marshal should express his or her commitment and ask for a commitment from the individuals who are proposing action plans and solutions to achieve the goal. The marshal should solicit input and participation by individuals to decrease resistance.

Communicating the vision. The marshal should ensure the task force members have a clear understanding of the issue and scope of their responsibilities. The project manager should brief the marshal regularly on the progress of the task force. Then, the marshal can keep the entire department informed about the new processes and the reasons for making changes. A Newsletter, published monthly, will provide current information on the status of the enhanced selection process. This medium should also be used to initiate comments and questions from the employees. Keeping the organization informed and providing a means for feedback will reduce the anxiety and stress level of individuals with concerns.

Responsibility Charting (RASI). This technique clarifies the role relationships by reducing ambiguity, saving energy and reducing adverse emotional reactions of the individuals involved in the change process. The tasks, actions, and decisions needed

to bring about change are listed and the individuals involved in making the change happen determine who will be responsible (R), who must approve (A), who will support (S), and who will be informed (I). Appendix C contains RASI projections for the individuals who will bring about the enhanced selection process.

Conflict management. Any change will result in conflict, but hopefully that energy will be redirected toward achievement of project goals. The projected policies for a change to the selection process will seem to take away powers from the division commanders. Unchecked, conflict will inevitably arise between the middle management team and the administrative team which could be very destructive. Negotiating in a professional and businesslike manner help keep the focus on issues and not on individuals.

Evaluation and feedback. A computer-based question file can be used to store test questions categorized by subject matter and history regarding the use and quality of the question. Also, a computer-based candidate career profile can be developed to provide a composite picture of successful candidates over a period of years. These mechanisms can assist the personnel officer in evaluating the successfulness of performance based tests as well as providing feedback on the type of profile that will make a successful deputy marshal.

Review and analysis. After final implementation of the selection process, the task force will want to meet annually to review and update the processes. The review will ensure that the

marshal's office is getting full benefit from the most up-to-date selection criteria and devices available.

CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS

CONCLUSIONS AND RECOMMENDATIONS

The need for a more efficient and effective law enforcement personnel selection process is evident from the public concern over how the tax dollar is spent and the diminishing public budget. As a result of this study, it is evident that selection devices should assess social and interpersonal skills for the community policing concept, computer skills for functioning within highly technical computerized information systems, and education and intelligence for effecting problem-oriented policing. The trends point to raising the standards for entry level law enforcement in spite of the problems involved in finding qualified candidates.

The strategic and transitional management plans presented in this study outline policy alternatives and implementation of a customized selection process for California marshal's offices. Two key features for success of the plan are involving the right people, and a commitment from top management to make recruitment and selection a priority. Law enforcement agencies must project personnel needs relevant to the overall mission of their agency.

This research project addressed three key issues:

1. What future selection criteria, devices, and procedures are likely to emerge in marshal's offices by the end of this decade?

Specialized assessment methods including computerized performance based tests, video practicals, assessment center "in basket" exercises, and more pencil-and-paper tests will be used to screen and evaluate for potential in addition to present

skills, knowledge and abilities. Multiple and appropriate evaluation devices will give a more comprehensive result.

Technological advances in computerized testing could provide a mechanism for unbiased examination of future potential to do the job. A trend toward regional testing could develop through increased use of computer databases. Existing databases house item (test question) files, applicant and employee profiles, and job profiles which could be shared through presently available network and telecommunication technologies. Speed in testing, scoring, and categorizing will have advantages for both the hiring agency and the applicant. Fast-track testing, where all of the tests are given and scored in one or two days, will provide instant feedback. Lists of eligible candidates can be compiled immediately which will shorten the selection process and reduce costs. Applicants will additionally benefit from a hiring process sensitive to their time commitment.

The law enforcement profession has recently come under severe criticism concerning sworn officer attitudes and behavior. Newer, more sophisticated psychological tests that exclude candidates with personality disorders validate using a personality profile for better job/person matches. These biographical and personal preference inventories may be less intrusive, yet more informative about the applicants' attitudes and motives for wanting a career in law enforcement.

A conclusion of this study is that no one evaluation procedure is sufficient and that a combination of assessment

practices should be used including written testing, simulations and the hiring interview.

2. What changes in the marshal's office work force within the next ten years are likely to impact selection criteria, devices, and procedures?

The tremendous population growth in California will challenge marshal's offices in two ways. First, additional civil and criminal justice processes will be needed. And second, a diverse cultural mix will need to be assimilated into this predominately white, male profession. It would appear that law enforcement's "qualified" applicant pool of men with military experience and no prior drug history is shrinking. The experts interviewed agree that the choice of hires will come predominately from the growing applicant pool of minorities and women. All employees, including supervisor and managers, should be taught to value and manage diversity in the work force.

The prevalent use of drugs in today's society has caused law enforcement agencies to become more lenient in accepting applicants with prior drug usage. Injury and safety issues in addition to the serious and nature of the job seem to have caused a trend toward random mandatory drug testing of sworn employees. If a person has a vocational history of minor drug use but has been rehabilitated, then he or she may be a good candidate for a law enforcement career. A policy which requires random drug testing would assist in monitoring individuals.

Affirmative action has played a significant role in changing past selection processes. The Americans with Disabilities Act

has the potential of severely restricting inquiry about the applicant's past medical and psychological history, including drug usage. A civil rights bill which requires tighter guidelines for affirmative action agencies monitoring law enforcement selection and promotion criterion has potential to become law in 1992.

Trends in consolidation are directly affecting California marshal's offices. Currently the state Senate is voting on a bill which, if passed, will cause San Bernardino County to consolidate municipal and superior court services. Orange and San Diego counties have already consolidated those services.

Understaffing has resulted from tight budget constraints. Several marshal's offices have already civilianized their non-enforcement civil service process. Some agencies are considering civilianizing other aspects of the deputy marshal's job as well as staff assignments which in the past were given to deputies.

3. How will selection processes keep pace with the personnel needs marshal's offices by the year 2001?

If the employee is perceived as an human asset and organizational investment, then recruitment, selection, and retention should become a priority within the marshal's office. Selection of individuals into this type of law enforcement may be one of the most critical factors in determining the overall effectiveness of the marshal's office. This study concluded that high professional standards are imperative. Professionalism is enhanced through higher education and in-service training; therefore, in matters of personnel assessment, the marshal's

office will want to look toward raising the minimum educational qualifications for sworn personnel to include college units.

Evaluation devices must be customized for the agency. The community from which applicants are drawn and the job analysis are uniquely different from area to area. Now, procedures test for current skills, whereas in the future the recommendation of this study is to test for aptitude to learn the skills necessary to do the job. Selection processes should be modified to hire for potential skills and include plans for specialized training programs for new employees. Trained professionals within the agency should continually update procedures as a result of researching new and innovative assessment devices.

Outreach programs designed to develop interest in the marshal's office should become a major focus of recruitment and selection of personnel. Rather than merely accepting applicants, future personnel practices of marshal's offices will require a professional recruitment program. One recommendation of this investigator is to develop media programs that can be used in the community. A video presentation of the role of the marshal's office in law enforcement could be shown at schools and colleges. In addition, school resource programs, the law enforcement explorer program, reserve units, and internships with local colleges will provide the caliber and quality of applicant which the marshal's office demands. Symposiums at local colleges help law enforcement agencies communicate needs and promote a positive image of the agency and the profession of law enforcement.

FUTURE IMPLICATIONS

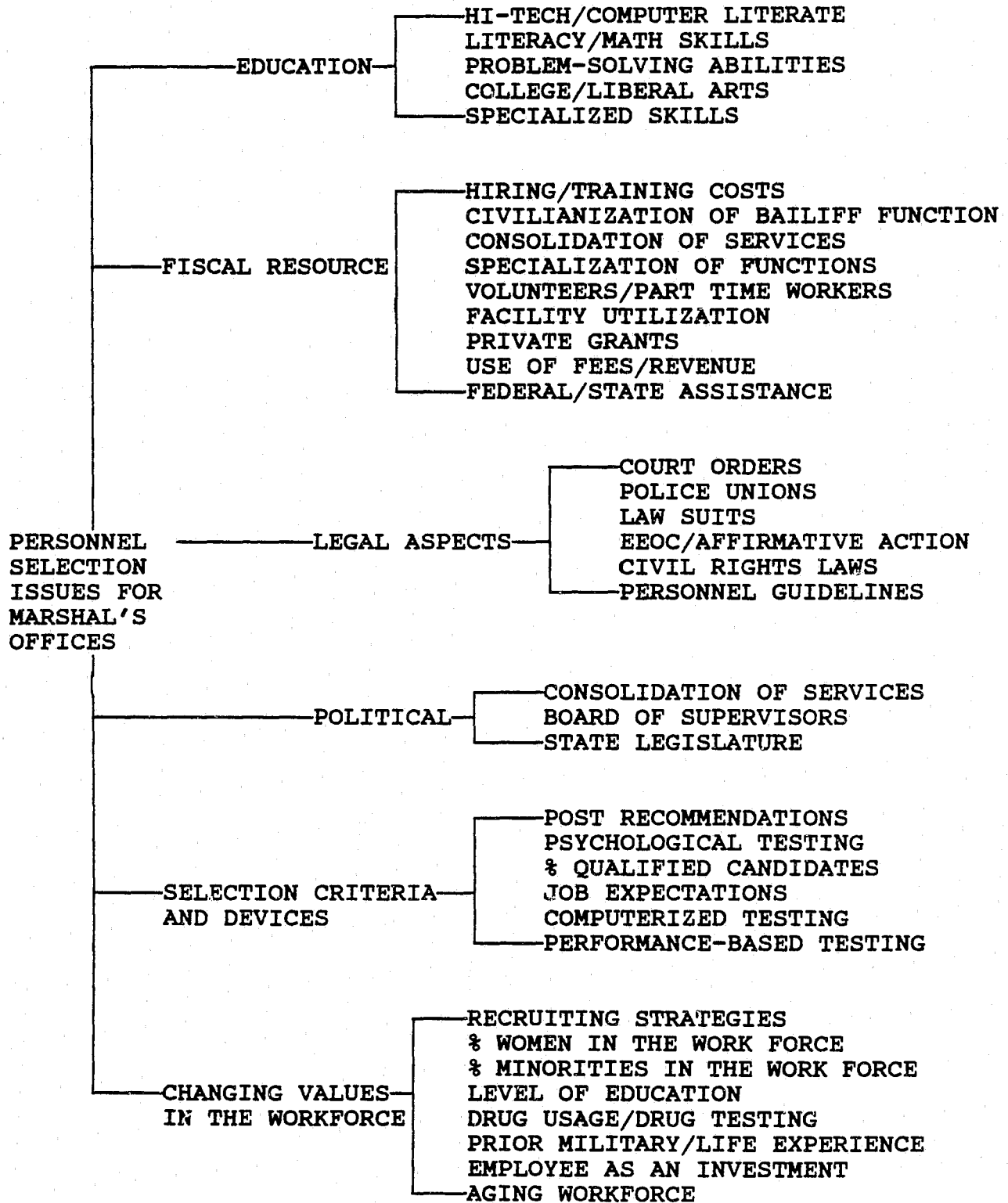
As a result of this study, the following areas of concern for future study were:

1. What is the feasibility of regional testing centers for entry level law enforcement applicants?
2. Should biographical inventories be used in place of psychological evaluations the law enforcement selection process?
3. What legal ramifications will the Americans with Disabilities Act and other anticipated civil rights laws have on current testing mechanisms used for law enforcement personnel selection?
4. What effect will raising minimum education standards have on recruitment and selection of sworn personnel?
5. What mechanisms can marshal's offices use to assimilate the unique, diverse nature of the new work force.
6. How can strategic human resource planning respond to the increasing demands and diminishing resources of marshal's offices in the future?

In conclusion, no selection process may be regarded as a panacea for ensuring a dynamic work force. Success lies in administrative commitment to the ideals of human resource excellence, and the introduction of a system designed to enhance the quality of personnel brought into the specialized law enforcement sphere of the deputy marshal.

APPENDIX A

FUTURES CHART



OPERATIONAL DEFINITIONS

The following terms are used in this study and are clarified here as to their definition and meaning:

Specialized law enforcement agencies. Those law enforcement agencies whose primary directive differs from that of local police and sheriff's offices. Specialized agencies include but are not limited to marshal's offices, district attorney investigators, railroad police, and port police.

Selection criteria. Those standards used by the hiring authority to determine qualified applicants for a particular job. Selection criteria may include minimum qualifications, test scores, personal and employment history, and physical and mental condition conditions.

Selection devices. Those mechanisms used by the hiring authority for testing an applicant's attributes. Selection devices may include a written exam of knowledge, skills and abilities; a physical agility test of strength and endurance; a medical exam to determine physical fitness and freedom from disease; a psychological exam of mental fitness; a background check of personal and employment history; and evaluation interviews.

Selection procedures. Those methods adopted as policy and used by the hiring authority for structuring selection criteria and devices.

Selection process. Those criteria, devices, and procedures used by an organization to effect hiring.

Validation strategy. Those methods used to investigate the job-relatedness of the selection device, or the relationship between the test score and the job performance. There are three types of validation: 1) Content validation which is designed to show a logical relationship between the test content and the job performance. A content valid test would actually show performance of some aspect of the job, such as doing an "in-basket" exercise, or role playing. 2) Criterion validation (uses statistical measurements to show job-relatedness) compares the applicant to established performance levels required to do the job based on a job analysis, such as scoring above 70% on a read/write test. And, 3) construct validation (also uses statistical measurements to show job-relatedness) compares the applicant to other applicants being tested.

Job analysis. Those methods used to gather, analyze and document information about a specific job. The job is actually broken down systematically into pieces of work in order to develop a data base for decision making about what attributes are necessary to perform at an acceptable level. A job analysis involves 1)

defining the job; 2) evaluating the work; and 3) identifying KSAOs (knowledge, skills, abilities, and other related performance characteristics).

**SURVEY OF MARSHAL'S OFFICES
IN THE STATE OF CALIFORNIA
MARCH 1991**

AGENCY	COUNTY POP.	# SWORN	# NEW HIRES/YR.	SELECTION
Los Angeles	9 Million	745	20-30	Lat*/Trn**
Merced	185,000	16	Almost non-existent	Lat
Orange	2.3 Million	310	25	Lat
San Bernardino	1.4 Million	80	5-7	Lat/Trn
San Diego	2.5 Million	250	10-20	Lat/Trn
*** San Joaquin	Not given	8	Last new hire 1987	Lat
*** San Joaquin	450,000	12	Varies/13 in 1990	Lat
*** Santa Barbara	393,000	10	Varies	Lat
*** Santa Barbara	360,000	12	Varies	Lat
Solano	339,807	9	Varies	Lat
Stanislaus	347,000	24	2	Lat
*** Tulare	300,000	6	2 in past 7 years	Lat

* Lat = Lateral entry
** Trn = Trainee entry

*** Unconsolidated counties with multiple marshals

SUMMARY OF CALIFORNIA MARSHAL'S OFFICES

The State of California is divided into 58 counties with 36 of these counties having populations large enough (40,001 in a judicial district) to have a municipal court. The Constitution of the State of California specifies that where a municipal court exists there shall be a marshal. In most counties, the sheriff serves as the court officer for the superior court. As a cost savings, a county may appoint the sheriff as the ex-officio marshal through the legislative process, which a majority of the northern California counties have done. By contrast, a few of the larger southern California counties have appointed the marshal as court officer for both the municipal and superior courts.

The marshal's primary function is serving as court officer for the judiciary providing bailiffs, court security and custody control, as well as serving criminal and civil enforcement orders. In several counties the marshal has expanded duties which include revenue enhancing programs (bail collection on misdemeanor and traffic warrants, and attorney fee collection for the public defender).

A survey of the 18 marshals' offices in the state of California (three counties where the judicial districts are not consolidated have more than one marshal) resulted in 12 responses, divided into two groups. The smaller, northern California marshals' offices have from 8 to 24 sworn officers serving county populations of from 200,000 to 400,000. These agencies have minimum personnel needs. When vacancies occur, these marshals almost exclusively recruit individuals who are already sworn officers with other agencies (laterals) in order to avoid the extended time and training costs associated with hiring entry level trainees. A few require written and oral exams, and physical agility tests. Most require psychological inventories. Very few require a polygraph examination. All have a conservative and traditional approach to selection, generally insisting on a high moral character with no prior drug usage. Most believe a military background is more desirable than college. And most insist that an interview and a thorough background investigation are the best and most useful selection devices.

The larger southern California marshals' offices which include San Bernardino, Los Angeles, Orange, and San Diego counties, have from 80 to 745 sworn personnel serving populations from 1.4 million to 9 million. These agencies hire from 5 to 30 new officers per year. Orange County currently hires laterals exclusively. San Bernardino prefers to hire laterals; however, has provisions for hiring new trainees. The others recruit both new trainees and laterals. Their approach to selection is also conservative and traditional, however, the need for personnel is

causing some specialized law enforcement personnel officers to review past practices. Trainee applicants are required to take pencil-and-paper read/write tests and oral examinations. Lateral applicants are usually only required to file a supplemental application. Laterals as well as new trainees must satisfactorily complete psychological testing, and pass an extensive background investigation. The interview is heavily relied upon in the selection process. San Diego is the only marshal's office that requires a polygraph. All four agencies have implemented pre-hire drug testing and would prefer to hire individuals with no drug history. Although little emphasis has been placed on recruitment, these agencies are experiencing considerable difficulty in certifying qualified candidates to their hiring lists. Those marshals who hire laterals find that even though the applicants are law enforcement officers with other agencies, they either cannot pass the psychological testing and background investigation, or once hired, they have neither the desire nor ability to perform the job that is required of them. Generally, laterals are not formally tested for knowledge, skills, and abilities.

LIST OF EXPERTS INTERVIEWED

1. Consultant
Commission on Peace Officer Standards and Training
2. Consultant
Commission on Peace Officer Standards and Training
3. Publisher/Editor
4. Director of Personnel
County Personnel Office
5. Director of Personnel
City Personnel Office
6. Author and Personnel Staffing Consultant
7. Author and Psychologist
8. Clinical Psychologist
9. Personnel Analyst
County Personnel Office
10. Assistant Personnel Officer
County Sheriff's Office
11. Staff Development Instructor
Department of Public Social Services, and private consultant
for career training and cultural diversity
12. Professor
Criminal Justice Department
California State University
13. Personnel Officer
City Police Department
14. Regional Manager
Private corporation providing computerized testing software

The interviews were conducted in person and by telephone from January through April, 1991. Within their scope, each expert was asked to comment on several questions related to law enforcement personnel selection.

EXPERT INTERVIEW SUMMARY

The following questions were asked of several experts in the fields of law enforcement standards and procedures, personnel selection, psychological testing, and education. A summary of their comments is included after each question.

1. **What future selection criteria, devices, and procedures are likely to emerge by the end of this decade?**

Fiscal constraints will require more effective procedures. Legal mandates will require more objective hiring practices as changing demographics account for larger percentages of minorities in the work force. Employers will want to modify the hiring process to hire for potential and plan specialized training programs for new employees. They will also want to determine ways to identify potential in job applicants.

Tests will be built with a narrow focus (based on current job analysis) containing attributes that can be measured with a high degree of accuracy. Employers will make a gradual departure from the less precise testing mechanisms such as the hiring interview. A read/write test with a .7 validity coefficient or 49% error rate will become significantly more preferable than a structured hiring interview with a .2 validity coefficient or 96% error rate. Written tests are the best option for accurate, fair, and cost effective selection. Pencil-and-paper tests prove more reliable than interviews or other measures that involves some amount of human judgment.

Computers will replace the human factor in personnel selection. Computerized, multi-dimensional, performance based testing will measure academic, cognitive, and physical abilities and aptitudes. Computer programs provide a composite picture of the candidate's career profile in a minimum amount of time and should be programmed to be fair and unbiased. Private companies such as VALPAR International supply software programs for performance based testing that can be run on a personal computer with minimal support staff. In addition to using computers for testing, video practicals and assessment center type "in-basket" exercises will provide content valid testing mechanisms for personnel selection.

Computer scoring is already extensively used and will increase in an effort to give immediate feedback to the applicant. In addition, storage and search programs will be used to compile and transfer profiles on applicants, employees, items (test questions), and jobs. Technological innovations such as the Western Regional Item Bank (established by San Bernardino County Personnel, 1981), which is a computer-based question file that stores test questions categorized by subject matter as well as history regarding the use and quality of the question, will

replace local development of test questions. The item is updated after each use and a series of items can be customized for the individual user. This is a cooperative, interjurisdictional automated item bank resource on the cutting edge of computerized testing development.

Personnel experts within the agency will appear. These individuals will have extensive experience and specialized training in personnel functions, testing, and selection.

Selection processes will include multiple tests to give a more comprehensive result and will include the application, work, and biographical histories of the applicant.

The goal in testing will be to create one comprehensive test which can be given in a minimum amount of time, contain a high validity coefficient, is cost effective, and meets the legal mandates for fair and unbiased assessment.

2. What changes in the law enforcement workforce within the next ten years are likely to impact selection criteria, devices, and procedures?

Civilianization due to budget constraints and the need for specialists. Use of sworn personnel only where needed.

Diverse cultural mix in the applicant pool. Growing minority of women workers. Working mothers requiring part-time work and child care facilities. These groups will replace the predominantly white, male law enforcement work force that exists today.

Work force values are changing. The young, educated, well-qualified applicant will want a participative management style from the employer. This individual will want to have a voice in the decision-making process particularly as it applies to the design of his or her job.

3. How will the selection process keep pace with law enforcement personnel needs by the year 2001?

A need exists for networking and awareness in areas of recruitment, selection and retention. Campus symposiums for dissemination of information between law enforcement agencies, educators, and personnel experts can help.

Constant research in psychological testing to determine if psychological inventories are a useful selection device.

Investigate computerized testing and all other new

developments in testing mechanisms for personnel selection.

A commitment from the top management to affirmative action plans and to enhancement of selection procedures.

College recruiting and cooperative education programs.

Buy-in from the community and schools to supply better qualified candidates who can pass the selection standards and meet the needs of the job.

4. What trends do you see emerging that will affect the future selection processes for law enforcement?

More sophistication in recruiting strategies. Market job opportunities. Need for a high skilled, drug free, educated professional. Obtain these applicants through creative recruiting.

Current general decline in test scores at the entry level indicates decreasing language ability in applicant pool. However, the long term trend indicates agencies are setting higher standards and find they are getting more candidates. Applicants see status and professionalism if the occupation has harder entrance requirements.

Declining literacy level in society.

Growth in service oriented jobs requiring higher skills.

Economic recession placing limitations on public sector spending.

Increased training costs. Employers' perspective of employee as an investment. Provide educational incentive career enhancement programs.

Use of computers in selection process.

5. What events would seriously impact future selection processes for law enforcement?

A legal challenge to the MMPI. MMPI may have adverse impact on certain minority groups. The potential for challenge has existed since the 1973 Rehabilitation Act. Americans with Disabilities Act may increase chance for challenge.

Decentralization of the personnel office. Los Angeles County Personnel was decentralized as a cost savings for the county. All departments are now responsible for their own

hiring. Personnel analysts are hired directly by the department; however, expertise and standardization diminish.

Mandatory random drug testing may avert applicants who resist that kind of intrusion into their personal lives, but are otherwise excellent candidates for sworn positions. Shrinking pool of qualified candidates for law enforcement jobs.

Americans with Disabilities Act will not allow prospective employer to ask questions about prior drug/alcohol history. Law enforcement will most likely be exempt. Freedom from alcohol/drug abuse is a valid job requirement for law enforcement.

6. Does psychological testing have validity as a personnel selection device for law enforcement?

Psychological inventories are subjective tests, but more positive and less intrusive than polygraph exams. Law enforcement employers must endeavor to weed out those who are not fit for the job. The psych exam can be used in conjunction with a background investigation for that purpose. If misused, good candidates might be "selected out". MMPI, which is the most widely used psych test, is not a predictor of future job performance, however it is a predictor of other job requirements. Newer psychological inventories are available that use a performance predictor and are geared toward the criminal justice field. These tests include the Inwald Personality Inventory (IPI), the Hilson Personnel Profile/Success Quotient (HPP/SQ) and several other inventories developed by Dr. Robin Inwald. The MMPI has a validation history which the newer tests do not yet exhibit.

The main purpose of psychological testing is to be a "gatekeeper" and keep out the undesirable. Sometimes psych tests are misused and qualified candidates are kept out.

Psychological inventories can be time consuming and are expensive. Removing the licensed clinical psychologist from the link can reduce costs, however this is not generally recommended. Interpretation of psychological inventories can, however, be done on a personal computer with a modem.

Need for more research in the area of psychological inventories.

7. What KSAOs (knowledge, skills, abilities, and other related performance characteristics) will law enforcement need over the next decade?

Aptitude and ability to become highly skilled in tactical (weapons and vehicles) and support (computers) systems.

Liberal arts background with emphasis on literary and problem solving skill.

Work ethic--honesty, integrity, and a team player.

Need for a job analysis to determine requirements for the job.

Cultural diversity awareness gained through mentoring and consciousness raising meetings on the job. Management maintains the responsibility to create an organizational climate which promotes individual respect, tolerance, and sensitivity.

8. How can the current hiring interview be improved?

The hiring interview can be time consuming, biased, and deficient in estimating future employment behavior. A structured interview (systematic and standardized) can be a good rating tool if: 1) the questions are based on a job analysis; 2) all applicants are asked a preestablished set of questions; 3) a set scale is used to rate dimensions and raters are trained to use it; and, 4) raters delay their decision until after the interview ends--rather than rate within the first few minutes based on personal appearance of the applicant. Part of the interview should be used to explain the job. Using the hiring interview to impart realistic and factual information about the job and the environment will allow the applicant to make an informed decision.

LIST OF FORECASTING PANEL MEMBERS

1. Marshal's Captain
Administrative Bureau
County Marshal's Department
2. Marshal's Captain
Administrative Bureau
County Marshal's Department
3. Marshal's Lieutenant
Division Commander
County Marshal's Department
4. Marshal's Lieutenant
Division Commander
County Marshal's Department
5. Marshal's Sergeant
Personnel Officer
County Marshal's Department
6. Personnel Analyst
Examinations Division
County Personnel Officer
7. Director of Administrative Services
California State University
8. Professor
School of Education
California State University
9. Doctoral Candidate in Political Philosophy
Claremont Graduate School

An initial meeting was conducted on February 11, 1991, with follow-up by telephone.

CANDIDATE TRENDS

1. Sophistication of recruiting strategies. ***
2. Influence of public employee union.
3. Facility utilization.
4. Political power of the county judges.
5. Specialization of law enforcement functions.
6. Power of Equal Employment Opportunity Commission.
7. Diversification of applicant characteristics. ***
8. Direction of federal mandates regarding civil rights.
9. Applicant's view of career development.
10. Applicant's view of department image and law enforcement.
11. Use of fees for fiscal support.
12. Percentage of qualified women candidates in law enforcement applicant pool.
13. Percentage of qualified minority candidates in law enforcement applicant pool.
14. Physical standards for a career in law enforcement.
15. Defacto discrimination.
16. Technological innovations for information processing.
17. Employee seen an investment by employer. ***
18. Percent of qualified candidates in law enforcement applicant pool.
19. Consolidation of law enforcement services.
20. Aging of the work force.
21. Demand for education/literacy in the law enforcement work force. ***
22. Percent of candidates with prior drug use in applicant pool.
23. Cost of training.
24. Competition for fiscal resource. ***
25. Cost of hiring.
26. Presence of prior military experience.
27. Level of candidate's awareness of legal and civil rights applicable in hiring process.
28. Usefulness of traditional selection criteria.
29. Unemployment rate in California.
30. Cost of secondary education.

*** Trends chosen to forecast.

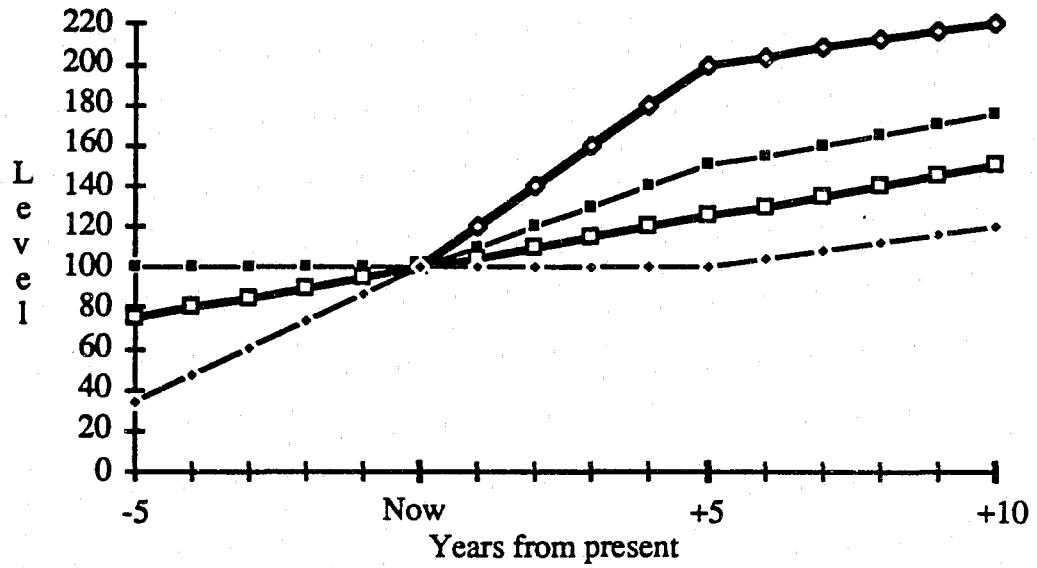
CANDIDATE EVENTS

1. A Court decision challenges the legitimacy of the law enforcement background investigation as a selection criteria.
2. Another voter approved tax initiative affecting tax based funding of government programs.
3. The marshal's office loses an expensive law suit over negligent care of a custody while being held in a temporary court holding facility.***
4. The county risk management office declares that public employees will not be provided legal services for defense of criminal acts perpetrated while on duty and that sworn officers must show proof of legal retainer.
5. Temporary restraining orders do not exempt law enforcement personnel from weapon confiscation during dissolution proceedings.
6. Discovery of a criminal sub-culture within the marshal's office.
7. The county retirement board prohibits retirement benefits from being paid prior to age 65.
8. Reinstatement of the military draft.
9. Drug use is decriminalized.
10. Mandatory random drug testing is implemented in the marshal's office. ***
11. A Marshal/Sheriff merger of court and civil law services. ***
12. Census figures released show 45% increase in the population of the local area.
13. The board of supervisors approves funding for computerized entry level testing.***
14. The county's personnel office is dismantled and each of the county departments is responsible for their own personnel functions.***
15. The unemployment rate falls below 5%.
16. The Minnesota Multiphasic Personality Inventory (MMPI) is successfully challenged. ***

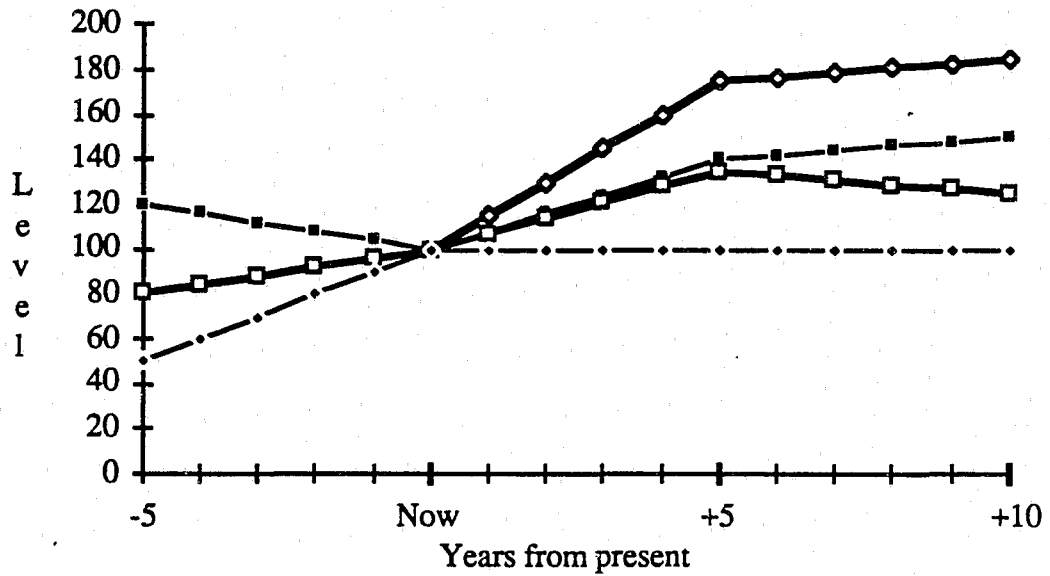
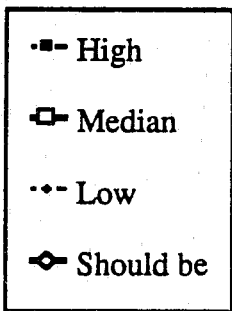
*** Events chosen to forecast.

TREND FORECAST GRAPHS *

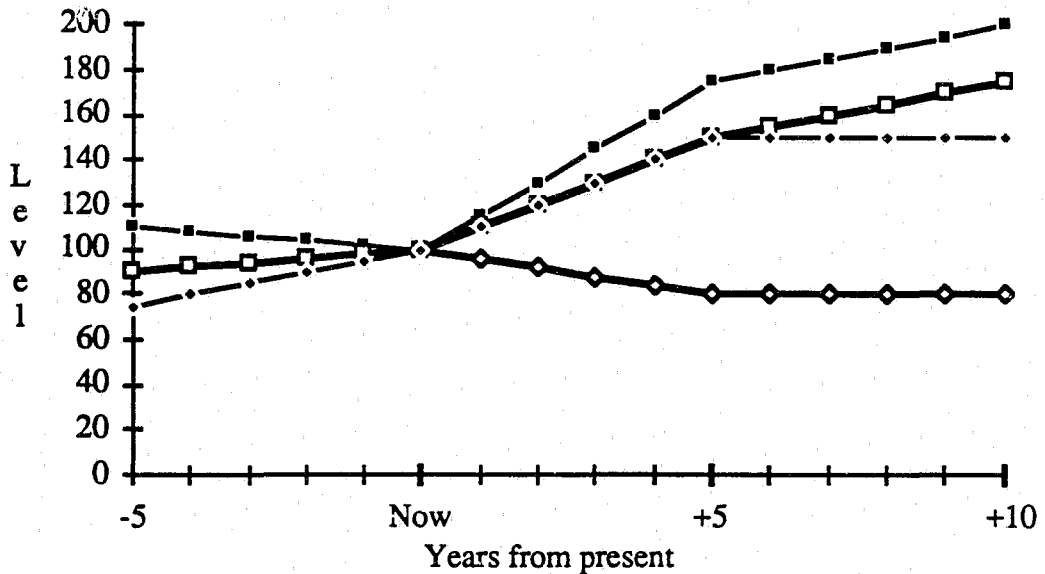
TREND 1
Employee as an investment



TREND 2
Level of literacy

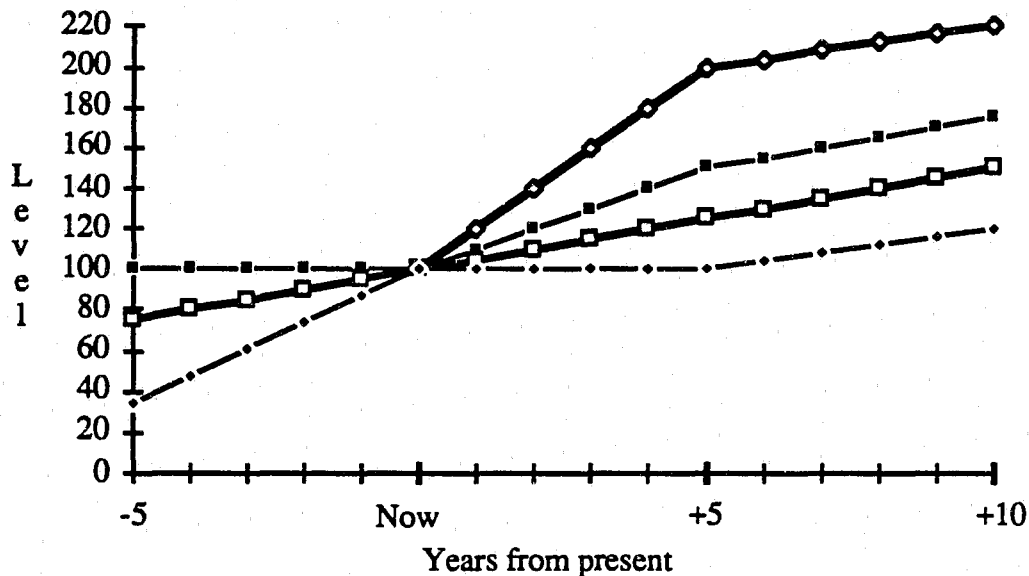


TREND 3
Competition for fiscal resources

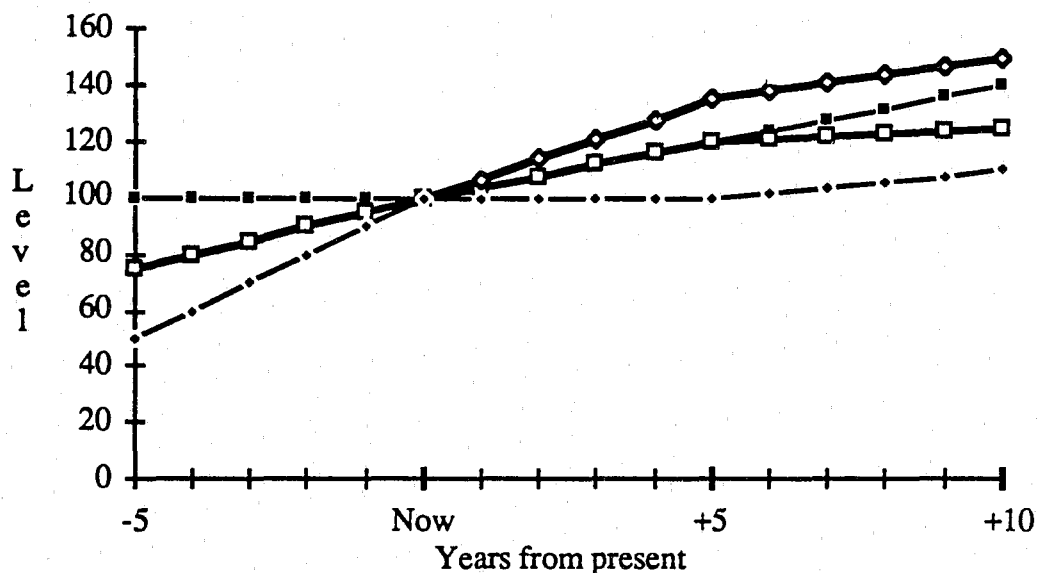
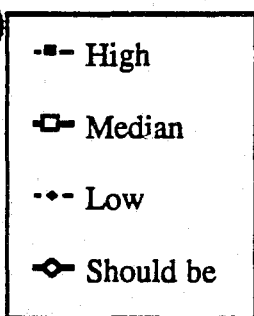


* Forecasts of a nine member NGT panel

TREND 4
Diverse applicant pool



TREND 5
Sophistication of recruiting strategies



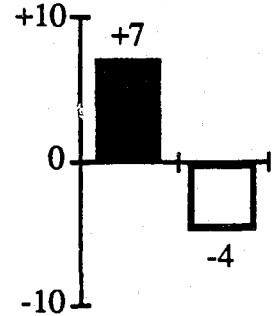
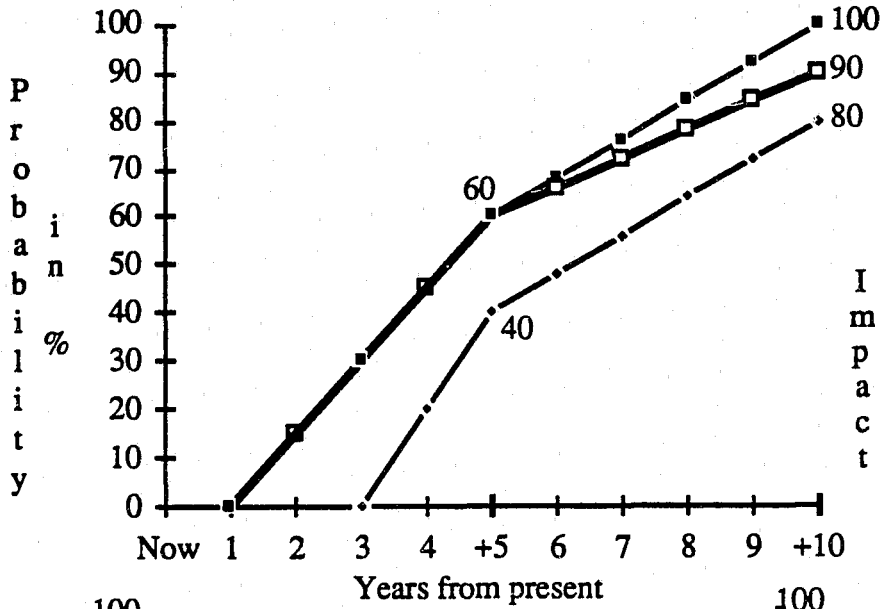
* Forecasts of a nine member NGT panel

NOTES ON GRAPHS: These graphs represent forecasts of the significant trends and events identified by the researcher, as forecast by the Nominal Group Technique (NGT) panel. The trend graphs show the direction and magnitude of the trends into the future with a reference to what they were five years ago and are now, which is set at 100 as a base. The high and low forecasts are included to show the forecast range. The "should be" forecast gives direction for desirable change. Only the median is reflected in the "should be" plot.

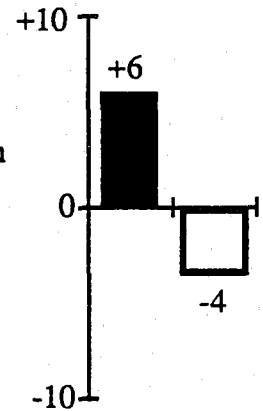
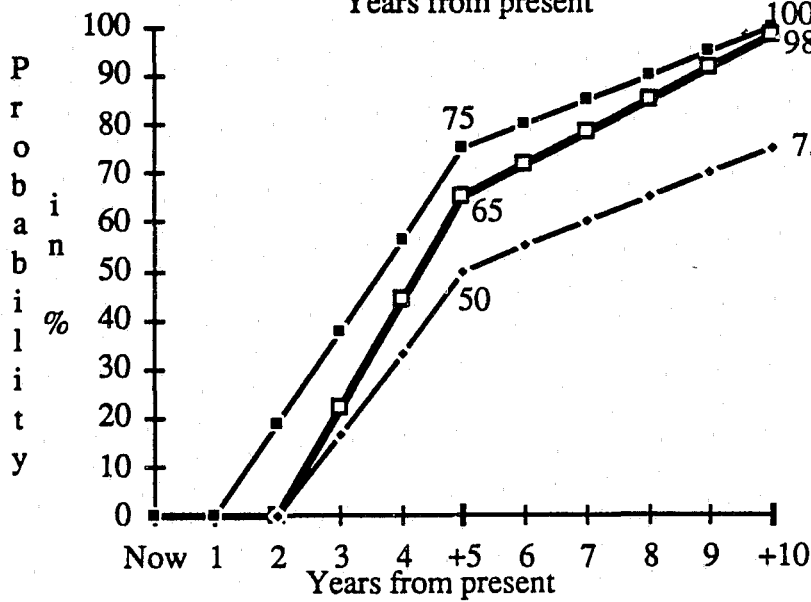
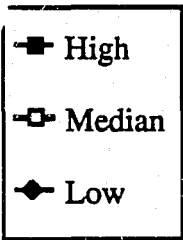
The event graphs depict the probability of the event occurring, how long before it is likely to be before it could occur, and the positive or negative impact it will have if it occurs (only median is shown).

EVENT FORECAST GRAPHS *

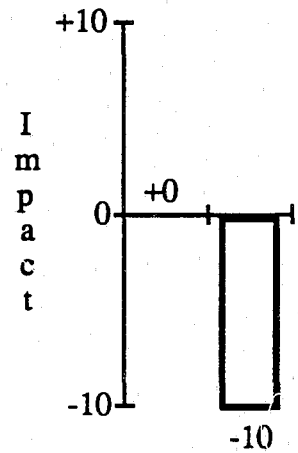
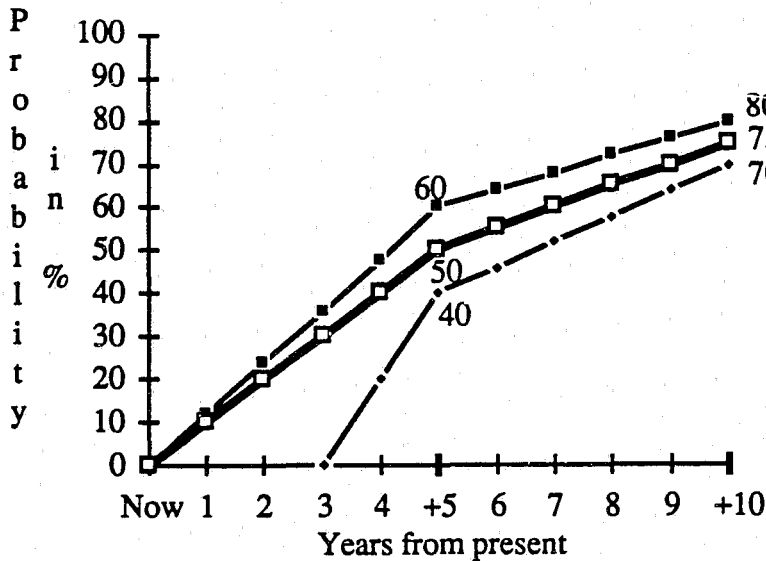
EVENT 1
Marshal/Sheriff
merger



EVENT 2
Mandatory drug
testing

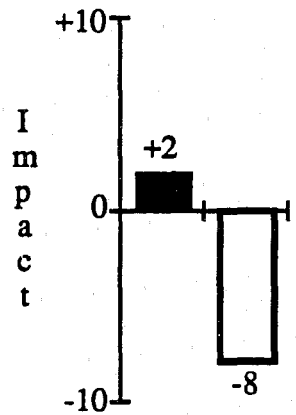
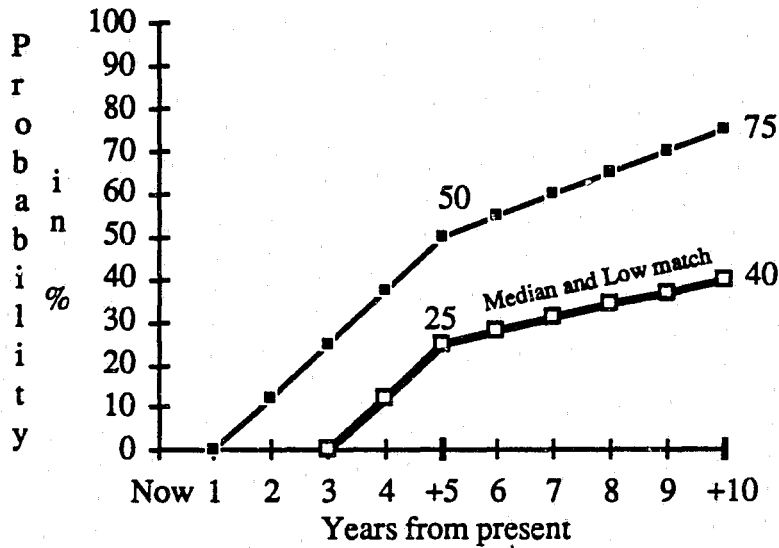


EVENT 3
Negligent care
lawsuit

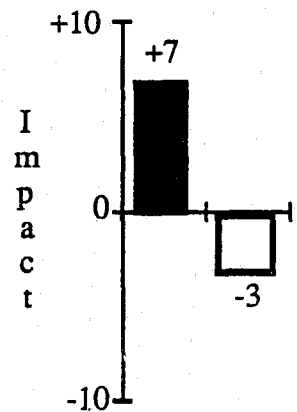
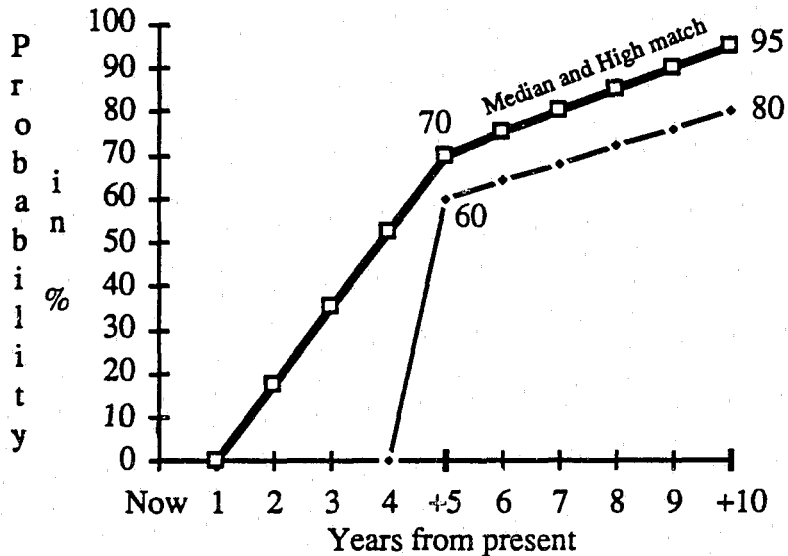


* Forecasts of a nine member NGT panel

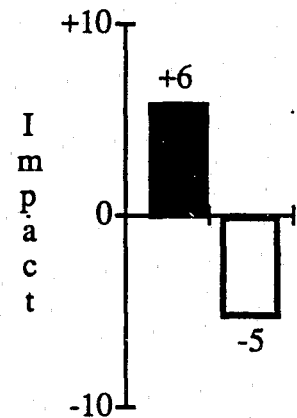
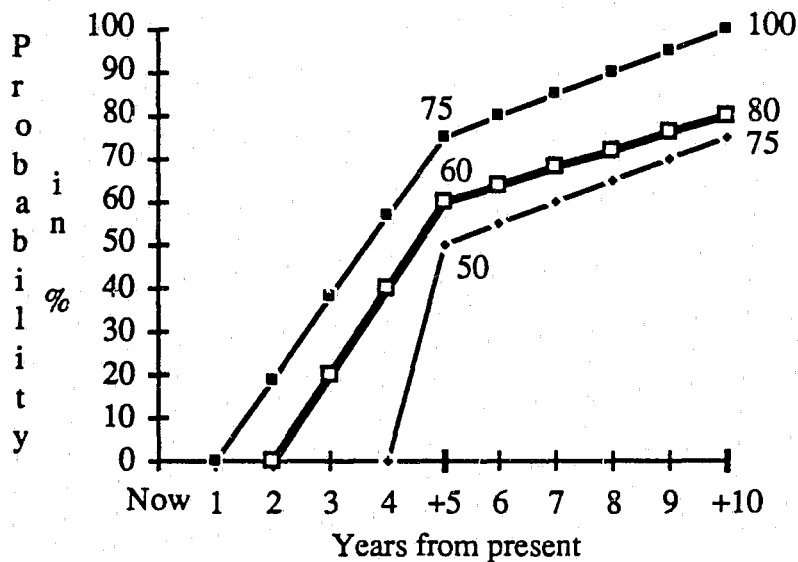
EVENT 4
Decentralize
personnel office



EVENT 5
Computerized
testing funded



EVENT 6
Psychological
test challenged



* Forecasts of a nine member NGT panel

APPENDIX B

LIST OF MODIFIED POLICY DELPHI PANEL MEMBERS

1. Personnel Analyst
Examinations Division
County Personnel Office
2. Marshal's Captain
County Marshal's Office
3. Marshal's Lieutenant
County Marshal's Office
4. Marshal's Lieutenant
County Marshal's Office
5. Marshal's Sergeant
County Marshal's Office
6. Marshal's Sergeant
County Marshal's Office
7. Deputy Marshal
County Marshal's Office
8. Deputy Marshal
County Marshal's Office
9. Deputy Marshal
County Marshal's Office
10. Professor
Criminal Justice Department
California State University

The meeting was conducted on April 18, 1991.

**CAPABILITY/RESOURCE ANALYSIS
RATING ONE**

Each item was evaluated 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.

CATEGORY	*I	II	III	IV	V
Manpower			X		
Technology		X			
Equipment		X			
Facility				X	
Money				X	
Supplies			X		
Management Skills				X	
Deputy Skills				X	
Supervisory Skills				X	
Training				X	
Attitudes				X	
Image		X			
Board of Supervisor Support				X	
Judge's Support			X		
Specialties		X			
Management Flexibility					X
Sworn/Non-Sworn Ratio			X		
Pay Scale			X		
Benefits		X			
Turnover		X			
Community Support			X		
Complaints Received		X			
Custody and Control				X	
Civil Enforcement Services		X			
Growth Potential		X			
Sick Leave Rates				X	
Morale				X	

*Panel Median N=10

**CAPABILITY ANALYSIS
RATING TWO**

Each item was evaluated on the basis of the following criteria:

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

CATEGORY	*I	II	III	IV	V
TOP MANAGERS:					
Mentality/Personality		X			
Skills/Talent			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		

*Panel Median N=10

LIST OF STAKEHOLDERS AND ASSUMPTIONS ABOUT THEIR POSITIONS

1. County board of supervisors.
 - a. Would allow complete flexibility within existing budget and staff.
 - b. Would be resistive to major commitment of resources to a new selection process.
2. Municipal court judges.
 - a. Would support the concept of improving the quality of the line personnel.
 - b. Hold subconscious bias that the best qualified bailiff is 6'2" and male.
3. County personnel department.
 - a. Would be resistive if it required a significant additional workload on staff.
 - b. Would want to be advised/involved in all aspects of new process.
 - c. Would be supportive of progressive ideas for making the best job/person match as a step forward in career development and investing in the employee.
 - d. Will be concerned about the legal aspects of new selection criteria.
4. Commission on Peace Officer Standards and Training (POST).
 - a. Would be concerned about the validation of new selection devices.
 - b. Would be supportive of additional research in the area of psychological testing.
 - c. Would be supportive of a selection process which encourages diversity in the work force.
5. Supervisors and managers of the marshal's office.
 - a. Would be concerned about the minimum standards for entry level.
 - b. Would be supportive of a selection process which provides a better job/person match.
 - c. Would want to maintain autonomy in hiring their own personnel.
 - d. Will want to be involved in the decision making process regarding selection criteria, devices and procedures to be implemented.
6. State of California Marshal's Association.
 - a. Will be supportive of a selection process which provides a higher level of professionalism to specialized law enforcement.
 - b. Would be concerned about protecting the peace officer status of deputy marshal's under P.C. 830.1.

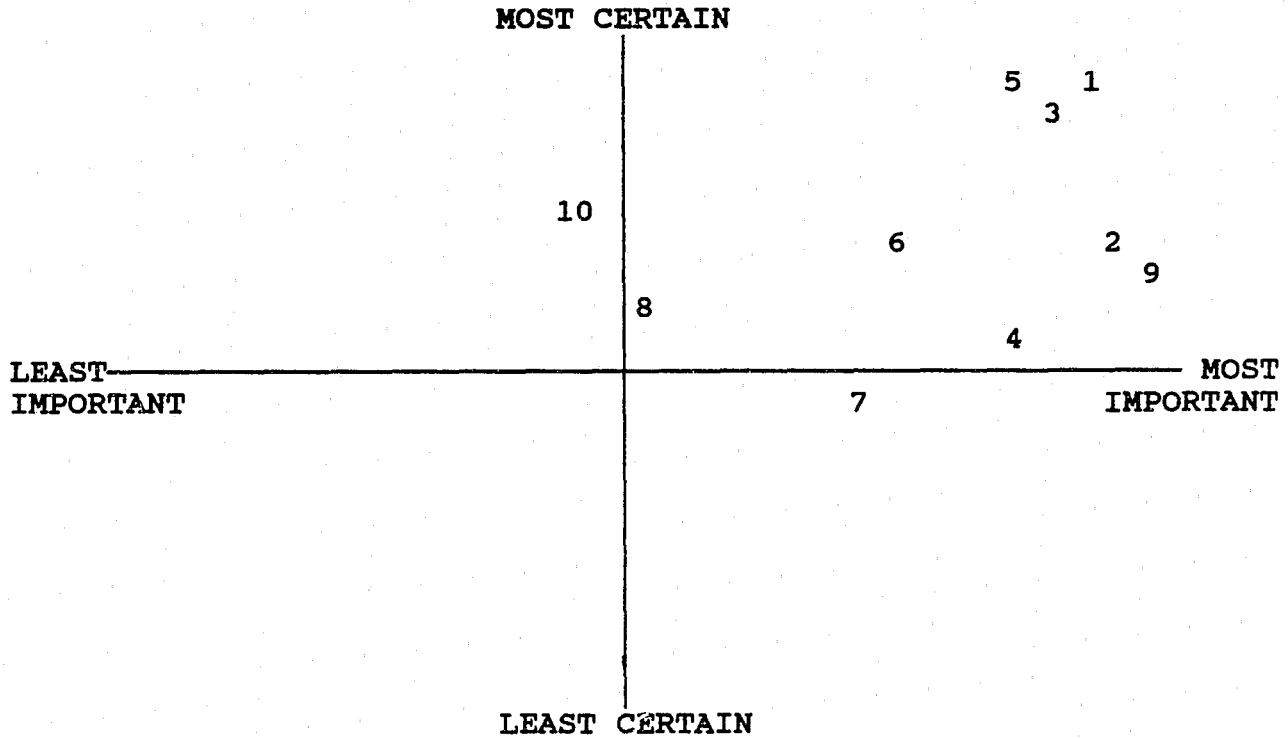
7. Sworn personnel (snaildarter).
 - a. Would be concerned about filling vacancies timely and training time if other than laterals are hired.
 - b. Would be concerned that higher educational standards for entry level would hamper their own promotability.
 - c. Would feel esteem and heightened morale from management's commitment to provide better qualified individuals.
 - d. Would want to maintain the status quo and will not want women and minorities in any great numbers to be hired as sworn officers.

8. Non-sworn personnel.
 - a. Would be concerned that the selection criteria would exceed the scope of their potential to become sworn.
 - b. Would be supportive of a selection process which provided more opportunity for entry level trainees rather than entry level laterals.

9. The marshal.
 - a. In favor of developing more effective line personnel.
 - b. Concerned about the good name of the marshal's office with the public and other agencies.

10. The citizens of the county.
 - a. Would be supportive of a selection process which allows for a broader range of applicants.
 - b. Will expect the best possible services from the marshal's office regardless of who the marshal hires.

STAKEHOLDER ASSUMPTION SURFACING TECHNIQUE PLOT



***STAKEHOLDERS**

1. COUNTY BOARD OF SUPERVISORS
2. MUNICIPAL COURT JUDGES
3. COUNTY PERSONNEL DEPARTMENT
4. COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING
5. SUPERVISORS AND MANAGERS OF THE MARSHAL'S OFFICE
6. STATE OF CALIFORNIA MARSHAL'S ASSOCIATION
7. SWORN PERSONNEL
8. NON-SWORN PERSONNEL
9. THE MARSHAL
10. THE CITIZENS OF THE COUNTY

*Panel Medians N=10

STAKEHOLDER POSITIONS

POLICY	STAKEHOLDERS									
	1	2	3	4	5	6	7	8	9	10
#1 COMPUTERIZED PERFORMANCE BASED TESTING	O	I	S	C	S	S	S	S	C	I
#2 REDESIGN OF SELECTION PROCESS	I	I	S	I	O	I	S	S	C	I

***STAKEHOLDERS**

1. COUNTY BOARD OF SUPERVISORS
2. MUNICIPAL COURT JUDGES
3. COUNTY PERSONNEL DEPARTMENT
4. POST
5. SUPERVISORS AND MANAGERS OF THE MARSHAL'S OFFICE
6. STATE OF CALIFORNIA MARSHAL'S ASSOCIATION
7. SWORN PERSONNEL
8. NON-SWORN PERSONNEL
9. THE MARSHAL
10. THE CITIZENS OF THE COUNTY

Panel Medians N=10

LEGEND

- S = SUPPORT
- O = OPPOSE
- I = INDIFFERENT
- C = CHANGE

APPENDIX C

RESPONSIBILITY CHART

ACTORS						
DECISION	MARSHAL	PROJECT MANAGER	PERS. OFCCR.	DIV. CDR.	PERS. ANLST.	STAFF ANLST.
Job Analysis	A	I	S	S	R	S
Select Pers. Ofcr & Staff	A	R	I	S	I	I
Psych Testing Research	A	R	I	I	S	-
Computer Testing Research	A	R	I	I	S	-
Hiring Interview Structure	A	I	R	S	S	-
One-Day Testing	A	I	R	S	S	S

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

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