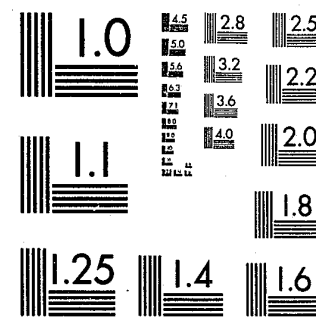


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See NCJRS 59053 - 1st ed. p. 1

**The Who, What, When Where, Why & How Of**

# Recruiting Minorities & Women for Criminal Justice Careers

Written by Lee H. Reynolds

 **National Urban League, Inc.**

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U.S. Department of Justice  
National Institute of Justice

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The contents written by Lee Reynolds, Director of CJAEP, except for Recruitment and Retention of Females in Criminal Justice, written by Dr. Roi D. Townsey, and Oral Interview Standards used by Orlando, Florida Police Department. Designed by Beverly R. Cooke.

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## INTRODUCTION . . . .

The six classic queries for top newspaper reporting, listed on the front cover, are just as pertinent to successful minority recruitment. However, as some answers take priority over others, the Criminal Justice Assistance and Evaluation Project (CJAEP) has switched the order around. For our purposes, the sequences goes like this:

WHY recruit minority personnel?

WHERE do you start recruiting?

HOW do you get your message across?

WHAT supportive techniques do you need?

WHO are the groups to work with?

WHEN is your campaign successful?

In the next pages, CJAEP gives the answers that we came up with during our seven years of government-sponsored programs. We want to share our discoveries with you, and that's why we have prepared this manual especially for criminal justice recruitment personnel.

Your answers to the six queries may differ from ours. But since the National Urban League, through its affiliates, has succeeded where many other efforts have fallen short or failed, let us tell you about them.

### LET US INTRODUCE CJAEP TO YOU

CJAEP is the National Urban League's Criminal Justice Assistance and Evaluation Project. It offers free technical assistance to federal, state, and criminal justice agencies in methods and techniques of minority recruitment, retention, and promotion.

CJAEP works directly with criminal justice agencies by providing tested programs for recruitment, placement, and retention of minority men and women within the nation's criminal justice system.

Recruits are sought for such entry-level career positions as police officer; corrections officer, probation officer, sheriff's department staff member, parole officer and court officer.

Our current project, funded under a grant from the Office of Civil Rights Compliance, OJARS, is an outgrowth of three successful years of recruitment activities in ten cities. During this period, CJAEP recruited, screened, and interviewed over 16,000 minority candidates. Five thousand of these, nearly one-third, were placed in criminal justice agencies across the country.

#### HERE'S WHAT WE CAN DO FOR YOU

As a federally-funded project, all CJAEP printed training materials are available to you free-of-charge. This includes our training manual and supplementary training aids. The project's audio-visual training aids are also free. However, their availability depends on stock in-house, and they are on loan only. They must be returned within a specified time.

Our project is prepared to assist your agency by sending materials, conducting telephone conferences and conducting on-site visits. We can assess your present selection and recruitment structure and help you design a program suited to your community and its needs. The assistance may include, planning, training of recruitment personnel concerned with processing entry-level employees, as well as help in establishing community-based contacts. This assistance is made by a grant from the Office of Civil Rights Compliance, Office of Justice Assistance, Research and Statistics.  
(grant # 78-TA-AX-0034-S-1)

Request for further information or assistance may be sent to:

NATIONAL URBAN LEAGUE, INC.  
CRIMINAL JUSTICE ASSISTANCE &  
EVALUATION PROJECT - LEMPP  
500 East 62nd Street - 8th fl.  
New York, NY 10021

#### CJAEP AND THE MINORITY COMMUNITY

CJAEP attempts to improve the relationship between the minority community and its criminal justice agencies by encouraging citizen participation. For instance, the project urges criminal justice agencies to consider such prime resources for minority recruits as the nation's secondary schools and the predominantly black colleges, minority communities, and under utilized employees in other city and private agencies.

CJAEP pushes for an increase in the number of women--Asian, Black, Hispanic, Native American--in criminal justice careers. CJAEP also suggests that employers inform all minority recruits of other technical and professional opportunities which are available to candidates who have additional training and or a college education. Some of these specialized areas include: communication, scientific research, ballistics, aviation, crime lab technology, planning and administration.

#### CJAEP'S THREE-YEAR RECRUITMENT CAMPAIGN

CJAEP was established in 1972 by the National Urban League, and was funded by an initial planning grant from LEAA.\* Through League affiliates across the country, CJAEP provided recruitment operations plus counseling and tutoring to minority candidates.

For three successive years the project, funded by LEAA grants, was conducted in a variety of cities. Each year, three or four cities were chosen on the basis of criteria determined

\*Law Enforcement Assistance Administration

jointly by LEAA and the National Urban League. The resulting total of ten cities ranged from Sacramento, California, and Little Rock, Arkansas, to Lexington, Kentucky, and Springfield, Massachusetts.

For free CJAEP assistance in the recruitment and placement of minorities and women within any federal, state or local law enforcement agency, please contact: CRIMINAL JUSTICE ASSISTANCE & EVALUATION PROJECT, National Urban League, Inc., 500 East 62nd Street, New York, N.Y. 10021 (212) 644-6574-6575.

#### WHY RECRUIT MINORITY PERSONNEL?

Your ability to serve your entire community will improve. So will the administration of criminal justice in your area. Since minorities are disproportionately represented in this nation's detention centers, jails, and prisons, there is a clear need for greater minority participation in the criminal justice process at all levels. (see EEOP appendix)

When a minority or female citizen is employed by your agency, they bring along both cultural and social awareness or sensitivity, based upon their experiences. This is essential to the effective and fair administration of justice. This includes an awareness of law enforcement practices toward minorities. It's important to remember that these practices are often perceived by minorities as discriminatory whether they're exercised consciously or unconsciously, real or imagined.

The white officer needs this awareness and sensitivity if he\* expects to be genuinely and lastingly effective. But too often he doesn't develop it. He is given no opportunity to find out for himself how "crime" impacts upon the minority community and what impact "the law" has on this community. Therefore, his impressions are often quite different from what he's been taught and from what he expects.

\*Pertains to both male and female

Even the language of "the law" means different things to different people. To take just one example, "resisting arrest" is a charge that is consistently misunderstood because the officer, and the minority person who is arrested, are communicating in dissimilar languages, against conflicting social backgrounds, which results in mis-interpretations.

This is how the non-minority police officer's behaviors can be swiftly translated as punishingly discriminatory by the community. It's also why the officer's report shows he had to deal with "hostile crowds" to get his prisoner to the police station.

Two totally different interpretations of the same scene. How do you reconcile them?

Hiring a minority or female officer is a giant step in the right direction.

For one thing, he\* learns the reasons behind law enforcement procedures. Nobody bothered to spell these out to him--and his community--before. He is given a valuable opportunity to observe the entire process of criminal justice--not just the end result. Now he is a part of that process. He is in a position to understand the entire system and to explain it to others in terms that can be grasped and accepted.

Police terminology, while precise, is admittedly awkward. But now it's no longer meaningless to them. Each charge carries its own particular spectrum of corrective measures. He and the minority community have access to and become familiar with the "jargon" of the criminal justice system.

The minority or female officer benefits from what he or she learns, and so does the minority community. They now have the knowledge to help eliminate inequities within the criminal justice system and restructure it where it has been ineffective--both, in part, due to the socio-linguistic barriers.

\*Pertains to both male and female

The minority communities are better served because they now have spokespersons who understand their life-style. For one thing, the new officer is their interpreter; their guide through the strange and frightening maze of "the law." For another--and this is important--he or she now has the power to re-channel anti-social behavior in their community.

To take a hypothetical case: If a noisy party is going on next door, as a civilian he or she can either shout "Cut it out!" or call the police. As a police officer, even if sent on a radio call, the minority or female officer can effectively ask the party-goers to "Cool it!" The explanation or reasons for less noise do not develop into a minor confrontation. The hardest part is usually getting out of invitations to join the party. The minority female officer can then explain what's likely to happen if they don't comply--in language they can understand.

This holds true through the most intricate and dangerous situations. Although the minority officer may not be recognized as a specialist in community problems, he or she often holds the key to resolving them. They should be encouraged to use it.

As we pointed out earlier, hiring the minority officer helps you get your job done more effectively. You may well find a gradual softening in community hostility as the minority residents discover that the application of criminal justice procedures can work better when they are direct participants. Mutual trust and cooperation certainly won't come about overnight, but it's definitely an end result. Opening your ranks to minority personnel is one sure way to achieve participatory democracy and to have better communications.

It'll take time before you can measure improvement in your organization's efficiency. There'll be extra paperwork. Extra hours. Complaints from some of your personnel. Hints of early retirement.

We can only say, on the basis of our seven-year CJAEP experience, that it's worth it. It isn't easy. But you can do it. The alternative? More arrests. More overtime. More time in court. Still more crime. And community polarization and alienation with its attendant risks.

#### WHERE DO YOU START RECRUITING?

You begin to recruit by using your organization's staff. Make sure that everyone on the recruiting team you pick really understands why the recruitment effort is important, and that they are willing to work on it. Hard! This isn't any token gesture or quickie plan. You're going to need at least six weeks planning before actual recruitment begins. After that, you're going to be committed to a minimum of six months to one year's recruiting efforts. Maybe even more, if you're going to be successful. So your team has to be genuinely interested in the program.

Here's an example of the way one police department geared up for an intensive six-month drive to recruit minorities in time for the next civil service examination. Before looking for new candidates, this city's police department formed a "retrieval unit." They looked at past lists of persons who had passed the test and were not appointed, and those who had not passed. The idea was to get as many of the target group (minorities and women) from those who had expressed earlier interest in criminal justice careers. It is often easier to re-kindle interest than to find new persons. Those on the prior lists and those who were prior applicants may need just a little help to get grades high enough to be appointed. Plus we must consider that certain qualifications may have changed since they last applied.

These "retrievals" need sensitive handling to bring them back into the application system. It is worth the effort. Document your efforts in offering new employment opportunity to this group. It is



cost effective and legitimizes your new recruiting effort. These lists are usually available at the civil service office of the personnel department of the city or the department.

After the minority recruitment drive swung into full gear, several new moves were made. First, the department's Community Affairs Division was assigned the task of developing a written re-coordinate recruitment activities and to ensure appropriate direction. On the steering committee were the Deputy Commissioner for Community Affairs, the Deputy Commissioner for Legal Matters, and the Director of Police Personnel.

A Captain was then detailed to act as Commanding Officer of the Recruitment Unit. He was charged by the Police Commissioner with implementing an active recruitment effort. The Recruitment Unit was re-designated a Section, and became a staff arm to the Director of Police Personnel's office. It should also be a staff unit responsible to the Chief.

At its peak, the personnel complement for the minority recruitment drive totaled: one Deputy Inspector; one Lieutenant; five Sergeants; thirty-one police officers; one management intern; two police administrative aides, and three typists.

Granted, this particular police department had the manpower for such an ambitious effort and was aiming for a large pre-application filing of minority candidates to take the exam. But no matter what the size of your department, or the number of recruits you're trying to reach, there's a basic strategy which any criminal justice agency can follow.

It works this way:

- o Identify the community organizations (educational, fraternal, professional, religious) where large blocks of the minority and female population can be reached.
- o Launch a media campaign to generate newspaper articles, favorable editorials, radio and television interviews; develop public service spots. This campaign should concentrate on minority-oriented media.
- o Distribute police career (or other criminal justice agency) literature throughout the minority community along with handbills, brochures, and posters on your recruitment campaign. Give the date(s) of the upcoming exams, and include pre-application forms.
- o Initiate a series of recruitment mailings to such potential candidates as college and adult education centers for minority and female candidates capable of scoring well on the exams without special preparation. Send another round of letters to elected officials who can, in turn, inform their constituents.
- o Develop a pre-examination service for candidates in need of more academic preparation. This would include tutorial sessions in English and mathematics as well as actual test-taking techniques of exams constructed similar to the civil service exams required for individual agencies.

- o Set up a telephone "Hot Line" center staffed with personnel to counsel applicants and to direct them to tutoring locations. (A telephone number and Post Office box number are, of course, essential). A tape answering format with call-back is a good substitute.
- o Create a network of satellite recruitment centers in police offices and local municipal agencies with outreach in minority areas. (Libraries, fire stations, schools).
- o Develop a "grass roots" (recruitment by non-police personnel and agencies) movement for recruiting minorities through the persons and institutions with the greatest influence in those communities.
- o In the final month of the campaign, produce a second round of hard-hitting literature, mailing and radio and television messages.
- o During the last ten days prior to exam date(s), conduct a telephone reminder drive to ensure maximum minority turnout on exam date(s).
- o After testing, provide post-exam counseling for retention of successful minority candidates. This is necessary to ensure that large number of minorities who have passed the exam(s) will satisfy subsequent appointment processes. It is a tracking necessity for proper reporting.

Since there'll be a certain amount of recordkeeping involved as a result of interview, follow-ups and job referrals, you'll need to work out a system for handling this paperwork. Perhaps you'll

decide to have all the data turned over to one member of your team. You may prefer to have each one keep his or her own records, and exchange information at the team meetings. The system is up to you, but you must have a system.

Paperwork is a job nobody likes, but it has to be done for your program to show results. Here's an example, an applicant might successfully pass the civil service exam for police officer, only to find that because of the personnel limits, he or she has to wait a year for the job. They can be lost, right there. But if, through your community contacts, you've heard of openings for other work for which they are qualified, you're still ahead. You make some phone calls and them over. They may get the job. They may get it because you kept their records updated and followed up. Result -- another enthusiastic member in the criminal justice system. This follow-up also helps in equal employment opportunity tracking requirements.

#### HOW DO YOU GET YOUR MESSAGE ACROSS?

There is no half-way approach to minority and female recruiting. The negative feelings that a long history of non-access to the criminal justice field have created have produced a "chilling effect." The fact that this is a new ball game, must be firmly stated and constantly reinforced. The department head must be in the forefront, stating that he or she is engineering this change and that the front office is making minority and female recruitment a department priority. A community liaison committee with minority and female participation that is orientated towards minority concerns is a vital asset towards generating response and interest.

#### THE DEPARTMENT HEAD'S TASK:

There are five basic ways. Word of mouth, public speeches, and the three commercial media: newspapers radio, and television.



To include all these right at the beginning, call a general press conference. Describe to the attendees exactly what you hope to do and how you plan to do it. Ask them for the suggestions. Tell them which local groups are working with you and what kinds of jobs you hope to fill.

Make it very clear to them that you've made this decision in order to improve the quality of criminal justice administration in your area. Also, let them know that you've made the decision so that your department can better serve the entire community.

Admit that your recruiting job isn't going to be easy, and ask for their help in spreading the news through feature stories, interviews, straight news items, and printing the dates and locations of entrance exams. In return, promise to furnish them with any colorful information that comes your way, such as a successful applicant's background and achievement, or news of remarkable placements.

#### PUBLICITY

##### *Newspapers (particularly minority publications)*

Newspapers are not compelled by law to run a specific amount of public service material (as are radio and television stations), but they're eager, just the same, for all kinds of "human interest" items, from success stories to comments by leading citizens regarding your campaign.

Here is where your business and community contacts can really pay off in print stories and in photographs. Big names always make news. Get them hooked up with your program and your recruits, and you're off to a flying start in the newspapers.

Also, don't forget that college publications and local neighborhood papers can be just as helpful as city-wide papers in circulating your recruitment message.

##### *Radio and Television (Minority oriented)*

The Federal Communications Commission's regulations, require that radio and television stations devote some time to public service and public interest broadcasting. Your recruitment and career opportunity presentation may find a warm reception. Talk to the station managers and public service directors. When advised that this is a vital community service, they usually become cooperative.

##### *Minority Media*

Radio has proven most successful for reaching recruits in minority neighborhoods. You should concentrate on radio stations with substantial minority audiences.

These minority-oriented radio stations should, of course, be contacted for airing your public service spots throughout your campaign. But they should also be targeted for intensive follow-up toward the end of the drive. The follow-up can result in the station's willingness to play your spots frequently and at times when large numbers of listeners are tuned in.

##### *Advertising*

A quick and easy way to get your message to recruits is by distributing handbills, brochures, and posters. Here is where your contacts among businessmen can be useful. Through their own advertising and promotion staffs, they can help you create these materials and underwrite production costs.

Your advertising doesn't have to be either elaborate or expensive. All it needs to do is make a basic point: "We have good jobs for you, and we'll help you qualify for them." One good picture plus a few simple sentences (in both English and Spanish, if needed) will do the job effectively. A telephone number and a post office box number are essential.

To distribute your handbills and brochures, use your neighborhood contacts. Posters work for you in supermarkets, in both private and public employment centers, and in recreational areas. For your handbills and brochures, you'll find that athletic and social clubs, schools, fraternal organizations, and individual stores all make good distribution points. However, don't feel locked in by the foregoing examples. They're just suggestions and they all overlap.

You know best where your campaign will draw the greatest amount of interest and response. Above all, don't be afraid to improvise. The unusual tends to produce untapped sources of candidates.

#### *Public Speeches and Appearances*

Addressing local groups almost always produces results. The results may not be immediate, and may take follow-up, but it is a idea-planting technique. You can find audiences in college, high schools, veteran associations, fraternities, sororities, or purely social organizations. According to the format and audience size, a team or single speaker may be sent. Always have your speakers well informed, enthusiastic, articulate, and able to answer all kinds of questions, even the loaded and sometimes hostile ones.

The best way for a speaker to hold a group's attention is to give the group the freedom to speak its mind without letting the give-and-take get out of hand. Such a speaker may not necessarily be a full-time member of your recruiting team. He or she could be anyone with experience in administering criminal justice, who meets the qualifications, such as a judge, a commissioner, or an employment counselor.

#### *Sound Trucks*

Another idea we found effective is using a sound track to tour minority neighborhoods, broadcasting information about the program. An integrated team of white, minority and female officers explains

the career opportunities available, and how to apply for them. Minority and female officers alone are also a plus.

Each time they stop at the pre-arranged location, they can distribute handbills giving the essentials of the program, including its benefits. They should talk freely with local young people. On later tours, they should broadcast details about new test preparation classes which will be opening up, giving the times, dates and locations. They should also announce specific placements.

#### WHAT SUPPORTIVE TECHNIQUES DO YOU NEED?

Remedial education is foremost. Many minorities and women have simply not had access to the basic knowledge and skills other people take for granted. Those skills which they did acquire in school have frequently grown rusty from disuse.

For instance, they often need preparation in such English skills as vocabulary-building, reading comprehension, and word definitions. These are crucially important to your recruits, along with mathematics and problem-solving. Competence in these areas enables applicants to pass entrance exams for such positions as police officer, corrections officer and court officer.

#### HERE ARE SOME WAYS TO SOLVE THE EDUCATION PROBLEM

With the cooperation of local educational and civil service groups, develop a complete preparatory program. Its design will achieve two goals: determining the applicant's current academic abilities, and improving these abilities. The program should include both pre- and post-testing; instructions in English and mathematics for those who need it, and the use of self-study manuals.

Some of the most useful tools are the following:

*The Written Word* (a grammar), *Webster's New World Dictionary*, the *Arco Civil Service Examination book*, and the local newspapers. With these books and supporting training materials, grammar and spelling skills can be sharpened.

Another proven technique is a mock-exam which gives the minority applicant an opportunity to lose the fear of civil service exams. This also teaches time-budgeting--a test skill one only learns in taking examinations.

Take steps to bring about changes in the civil service exams. These changes go far beyond having the tests validated. We recommend rewriting them. Do this because we have found that exams ignore certain important difference in minorities' educational and sociological backgrounds. These differences, which can easily be remedied, can have a depressing effect on test scores. They virtually guarantee the elimination of many otherwise highly qualified minority candidates.

You must review the entire selection system, from the application to the background investigation format. Even if your department does not have the authority to change the system, it does have the mandate to review and recommend changes that will aid recruitment. Here is where input from your committee will help. Let them "walk" through application process and evaluate it.

Consider:

1. Is the application too complicated or too long for this stage of the process? (anything more than asking name, age, address, phone# and education level is unnecessary at this point).
2. Where are applications available? (they should be out in the target communities; churches, civic organizations, fast food outlets, libraries, stores and shopping centers).
3. Are qualifications, test format, process and benefits spelled out in the bulletins? (any question normally asked should be announced in the position

description literature and available at recruitment sites and with applications.)

4. What times are recruiters and applications available? (they [recruiters] must be working day and evening hours, particularly on weekends. The most productive hours are from 5pm - 9pm and 10am - 7pm on weekends. Holidays are a must!)
5. Are education requirements valid? Any educational requirement beyond a high school diploma or GED is hard to defend legally for entry-level positions as being job-related. Parole and probation may require higher educational levels.
6. Have the physical agility test standards been validated? Do these have a disparate effect on females and other minorities? (Traditionally physical agility exams were used competitively to eliminate candidates. Those who remained were persons of physical prowess far beyond the job-related requirement--the thought being the "bigger the cop, the better the cop." Now the thinking is, since validation is the rule, the average male or female can handle the job-related tasks for police officer work. Additionally, most persons presently employed in the department cannot pass the traditional physical agility test after a few years. More than a few agencies are abandoning the agility test in favor of cardiovascular exams and stress tests to ascertain the candidate's ability to withstand physical training.)

This review of selection system procedures, while initiated for the purpose of aiding minorities and females, has the serendipity effect of aiding all who use the system. Traditional and obsolete practices that perhaps had merit in the thirties and forties, are

revised to conform to the employment market of the eighties, but don't stop here. Continue to review the process.

#### MORE CHANGES

When our suggested changes are acted on, the way will be opened up for the recruitment of promising men and women.

By working closely with civil service authorities, you also help to remove another barrier to successful recruitment. We have found that many qualified applicants never even show up for the exams because they weren't notified. Often, there is a timing conflict or the exams were given in remote areas. Arrange with the authorities to accommodate applicants by providing alternate test dates, wherever possible.

The civil service staff may agree that all our suggestions, while not affecting the basic structures in any way, will permit the entry of many more well-qualified recruits into the criminal justice system.

There are two other "set-backs" to successful recruitment -- the polygraph and the background investigation. Here are some techniques which will minimize their negative impact. One is having the polygraph, or "lie detector" test, where required, administered or witnessed by a minority officer. The second is having integrated teams assigned to handle the required background investigatory work, replacing formerly all-white and male teams. We found this necessary because white investigators often, unknowingly, evaluated minority candidates unfairly.

Here's how the process usually works:

After passing the civil service exam and physical fitness test, a candidate then has to go through a background investigation. The applicant is given a twelve-or-more page questionnaire to complete. All relatives have to be listed. All previous police records, employment and school records have to be listed. If the applicant has served in the Armed Forces, this too, is reviewed. Anything as

insignificant as a traffic summons or undisclosed accident, can be used to disqualify a candidate.

Former employers as well as current employers are contacted for references. Neighbors are interviewed and a visit to the candidate's home is made. The background investigators can, at that time either approve or reject a candidate. Their decision is subject to review by a supervisor, but rarely is it overruled.

This places a heavy burden on female and minority candidates. They are often rejected for having a poor employment record. But because many Blacks and Hispanics have been marginally employed and often undergo long periods of involuntary unemployment, the white investigators may view these factors with suspicion.

A means of support during the periods of unemployment must be established to the satisfaction of the investigator, or often the candidate is rejected because of an unstable employment history.

Some minority applicants come from broken homes where only one parent is present, or the candidate is separated, divorced, or living in a "common law" arrangement. This is viewed as "moral turpitude" and is a cause for rejection. A minor record for a criminal offense committed as a juvenile can even eliminate a candidate. This criteria too should face a validity test for job relatedness.

However, if the candidate has been a member of a highly-structured church, one respected by the investigators, a letter from a priest or minister can mitigate a bad school record, minor criminal offense, or poor military record. This avenue is rarely open to minority candidates. What has to be faced is that the investigators will have sensitized themselves with a segment of the society that functions, at some points, quite differently from the part they have usually employed. That segment is the minority or female candidate. This is the reason we strongly recommend having a background investigating team that has minority and female

representation. We also recommend an automatic review by the investigating unit of all candidates that have been rejected by another reviewing board that has minority and community representation.

This is in no way to be interpreted as having doubts about the integrity of the investigators. It is a way of building credibility into the system. It is a fact that most minority persons feel that the system works against them.

An automatic review of all rejections by a panel that includes minority and/or female representation has been shown to be more understanding and less arbitrary in making employment decisions. The automatic review has been known to have an effect on the decisions of the investigating unit. When the unit knows there will be a review of its decisions, they usually conduct a better background check. Negative findings and incidents are verified and balanced against the whole history, rather than one incident. Credibility and accountability are both results of this review process.

One minority candidate had this experience. When he first applied for a police officer's job with a big-city police department, he passed the written physical exams, but was rejected by the background investigation. The reason: his uncle had been arrested for jostling. Now, jostling is a charge usually given for an attempt to pick-a-pocket. The candidate was finally appointed when he proved that the uncle no longer lived at his residence, and that he, the candidate, was two years old at the time of the incident.

Another minority candidate was rejected by the background investigation because of his prior employment record. The investigators told him that he had held too many jobs. He then told them that he had taken any job he could get, whether temporary or seasonal. His plea didn't change the rejection.

These candidates were applying for jobs in police departments in two entirely different cities, but their experiences were similar and could have happened anywhere.

We also find that applicants need physical as well as academic training since they have to pass physical agility exams as well as oral and written ones; so arrange "shape-up" sessions in local gymnasiums for both men and women applicants.

Finally, and perhaps the most important fact of all, continued follow-up is absolutely essential to keeping the initially interested applicants on course.

Here is how one criminal justice agency solved the low passing and scoring rates of minority candidates:

A joint committee of personnel from the Recruitment Unit, the city department that made up the test, and training specialists developed a twenty four (24) hour tutorial program. An intensive three (3) day course was given to instructors who would conduct tutorial sessions for the benefit of all who applied for the test. These tutorials were highly recommended to minority and female candidates. It is important to note that any candidate could participate. The instructors were evaluated during their participation, and those found unsuited were removed.

Locations in churches, schools, libraries were chosen, with most being in or near the target communities--those with high minority populations.

Candidates for the criminal justice examinations who required special remedial assistance in order to complete the test preparation course were given instruction in English and Math. A special trial exam for all candidates was given at the end of the training cycles.

This type of affirmative action outreach can be scaled to cities, towns or counties of any size. The result is a larger pool of candidates which will include enough minorities and females to satisfy the goals and timetables of your EEOC. While the tutorial program is aimed towards creating more criminal justice candidates, a bonus is a pool of candidates who can better take any exam for civil service employment.

#### WHO ARE THE GROUPS TO WORK WITH?

Get the backing of as many community groups as you can-- educational, fraternal, professional, religious. Let them know what you're planning and ask for their cooperation. This doesn't necessarily mean they simply applaud you, and then forget about it. It means they help you get the word around that you're seriously looking for qualified people.

They call you when they hear of any job openings, either in their own organizations or in others. (Jobs are a great help in tiding applicants over while they're waiting to take exams, or for appointment to positions.) The point is to get all your community leaders concerned about and involved in your recruitment program. After all, it's to their benefit as well as yours.

You must get the support of civil service authorities. It's very important. When you're seeing your qualified applicants through their preliminary training and their subsequent exams, the civil service people can give you copies of the tests from previous years so that the candidate can learn the language and techniques involved, and notify you, the recruiter, about the dates and times of the exams.

Since so much has to be done in a relatively short period of time, it's helpful to establish a "grass roots" approach (recruitment by non-police persons and agencies) during your campaign. The basic idea is to establish a network of satellite recruitment centers in city agencies with numerous local outlets in minority areas. Likely agencies are the Board of Education, or a youth service agency.

In one city the police department worked closely with the local Housing Authority in an attempt to reach recruits. The department's recruiting staff briefed Housing Authority managers on the minority recruitment drive and asked for their support.

There is a distinct need to continue "selling" a police career (or any other criminal justice career) in the minority community. It must be done on a sustained basis to overcome minority reluctance in entering the field. Minority youths, in particular, must be conditioned to the point where they see criminal justice as a desirable and socially beneficial occupation. A system of career presentations in the high schools, junior colleges, colleges, churches, and civil groups is vital in order to change attitudes, as well as to prepare for future recruitment.

Make it a point to consult minority church, fraternal, and school group leaders during your campaign. They're good channels for recruits. Tell them frankly what's in it for you, and what's in it for the applicants. When you meet doubt or disbelief on their part, make it clear that you're really in favor of the program.

Remember that "tokenism" is a very real threat. You must be able to convince people that minorities and women do have a good career ahead of them in your organization. If you're able to introduce a minority or female officer who actually has moved ahead in his career, this is one of the most effective "proofs" you can give the organization.

#### WHEN IS YOUR CAMPAIGN SUCCESSFUL?

Specifically, of course, when you've made a number of minority additions to your own staff and have also helped make placements in related fields. But, there's more to it than that. The real underlying success comes when your program has managed to alter the misunderstandings and prejudices that exist on both sides.

When minority citizens and criminal justice personnel begin to understand each other better, respect each other more, and discover that by working together they can solve a lot of old problems, they're far better prepared to solve the new ones coming up. In other words, when honest conversation between two elements get going, alienation



starts to fade and the mutual trust that makes for effective teamwork takes over.

#### FOLLOW-UP IS IMPORTANT

Even before placement, continued follow-up is a must. Too often, minorities accept the negative as a way of life especially where criminal justice is concerned. If they fail once or twice in their endeavor, their own experience leads them to believe that making further efforts is a waste of time and energy.

This, coupled with a feeling that the agency doesn't really want them and is looking for any reason to reject, creates what is called a "chilling effect." The agency must be willing to take the "extra" steps to combat these thoughts. The recruiting unit must act as if these feelings exist, even if it is convinced they do not.

By constantly keeping in touch with applicants, encouraging them, getting them part-time jobs or even leads to jobs, you won't lose them so easily. You need to maintain their confidence in your sustained interest and concern for them. This calls for a considerable amount of extra time and patience on your part. But it pays off.

After placement, follow-up counseling is important. Counseling should, of course, primarily deal with the female or minority officer's concerns and problems on the job. But he or she should also be made aware of opportunities for promotion to higher ranks through competitive exams, as well as opportunities for advanced career training and college scholarships.

Since your agency or department has now recruited, placed and retained minority personnel, you should again call upon print and broadcast media to document your successes and difficulties. From our earlier discussion on media, we can assume that your contacts with local newspapers, radio and television stations have already alerted the general public to your recruitment drive. Now, you should use those media contacts for follow-up articles and broadcasts to inform the public that you have actually done what you set out to do.

#### RELATED CRIMINAL JUSTICE WORK/ALTERNATE EMPLOYMENT

There are related positions in the criminal justice field. Here is where your close working relationship with community groups and paralegal authorities can serve you well. They can make you aware of positions in their areas that might be filled by the people you have recruited. These can be held by two types of recruits: those on waiting lists, and those who plan to take the exam again in the hope of passing it, or improving their scores. Here are some typical placements that can be made in related criminal justice work: campus police, bank guard, law clerk, bailiff's assistant, sheriff's clerk, computer operator, parking officer and police records clerk. Civilian placement includes: cashier, drug counselor, salesperson, social worker, and youth counselor.

When you make minority placements, you gain valuable credibility in the community. The words, "I got my job through the police department," may sound unbelievable to you. But we have heard it said proudly time after time.

There can be a climate of mutual trust established between the minority community and its criminal justice agencies; it is not some unreachable Utopia. Barely 30 years ago, a little Harlem boy got lost in the frighteningly unfamiliar streets of midtown Manhattan could confidently walk up to a white policeman and ask him for subway fare. Today, he says, "My mother always told me that if I ever got lost, a policeman would give me a nickel to get home." That little boy is now one of the New York City Police Department's top Black detectives.

So, you see, it can be done. And it's time we begin getting back to that climate of mutual trust. Nobody ever said it was easy; but at the National Urban League, we have discovered how to do it. We have also found that the minority community wants to see it done. Now, it's up to you. That's why we've told you about the things that have worked for us; we know they'll work for you.

We have appendix certain sections of Equal Employment Opportunity (EEO) Guidelines to help you in constructing your recruitment effort. They are from: Federal Register, Vol. 43, No. 127--Friday, June 30, 1978.

We strongly suggest that you obtain and read the following Federal Registers:

- Federal Register, Vol. 43, No. 127  
Friday, June 30, 1978: Nondiscrimination  
in Federally-Assisted Crime Control and  
Juvenile Delinquency Programs
- Federal Register, Vol. 43, No. 166  
Friday, August 25, 1978: Adoption by four  
Agencies of Uniform Guidelines on Employee  
Selection Procedures (1978)
- Federal Register, Vol. 43, No. 43  
Friday, March 2, 1979: Adoption of  
Questions and Answers to Clarify and  
Provide A Common Interpretation of the  
Uniform Guidelines on Employee Selection  
Procedures

SEE ATTACHED ORDER BLANK

## APPENDIX

### EQUAL EMPLOYMENT OPPORTUNITY PROGRAM GUIDELINES -- Subpart E

#### PURPOSE: 42.301

The experience of the Law Enforcement Assistance Administration in implementing its responsibilities under the Omnibus Crime Control and Safe Streets Act of 1968, as amended (Pub. L. 90-351, 82 Stat. 197; Pub. L. 91-644, 84 Stat. 1881) has demonstrated that the full and equal participation of women and minority individuals in employment opportunities in the criminal justice system is a necessary component to the Safe Streets Act's program to reduce crime and delinquency in the United States.

#### APPLICATION: 42.302

- (a) "Recipient" means any State or local unit of government or agency thereof, and any private entity, institution, or organization, to which Federal financial assistance is extended directly, or through such government or agency, but such term does not include any ultimate beneficiary of such assistance.
- (b) The obligation of a recipient to formulate, implement, and maintain an equal employment opportunity program, in accordance with this subpart, extends to State and local police agencies, correctional agencies, criminal court systems, probation and parole agencies, and similar agencies responsible for the reduction and control of crime and delinquency.
- (c) SEE FEDERAL REGISTER
- (d) Each recipient of LEAA assistance within the criminal justice system which has 50 or more employees and which has received grants or subgrants of \$25,000 or more pursuant to an act since the enactment of the Safe Streets Act of 1968, as amended, and which has a service population with a minority representation of 3 percent or more, is required to formulate, implement and maintain an equal employment opportunity program relating to employment persons and women within 120 days after either the promulgation of these amended guidelines, or the initial applicant for assistance is approved, whichever is sooner. Where a recipient has 50 or more employees, and has received grants or subgrants of \$25,000 or more, and has a service population with a minority representation of less than 3 percent, such recipient is required to formulate, implement, and maintain an equal employment opportunity program relating

to employment practices affecting women. For a definition of "employment practices" within the meaning of this paragraph, see 42.202(c).

- (e) "Minority persons" shall include persons who are Black, not of Hispanic origin; Asian or Pacific Islander; American Indians or Alaskan Native; or Hispanics. These categories are defined at 28 CFR 42.402(e).
- (d) "Fiscal year" means the 12 calendar months beginning October 1, and ending September 30, of the following calendar year. A fiscal year is designated by the calendar year in which it ends.

WRITTEN EQUAL EMPLOYMENT OPPORTUNITY PROGRAM: 42-304

(a,b,c,d,e) SEE FEDERAL REGISTER

- (f) Available community and area labor characteristics within the relevant geographical area including total population, workforce and existing unemployment by race, sex and national origin. Such data may be obtained from the Bureau of Labor Statistics, Washington, D.C., State and local employment services, or other reliable sources. Recipient should identify the sources of the data used.

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