

LAW ENFORCEMENT DIVERSITY: BEST PRACTICES FOR RECRUITING MINORITY
AND WOMEN CANDIDATES

A Seminar Paper

Presented to

The Graduate Faculty

University of Wisconsin – Platteville

In Partial Fulfillment

Of the Requirements for the Degree

Master of Science in Criminal Justice

By

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December 2015

ACKNOWLEDGEMENTS

As I close this chapter in my life and complete my Master's Degree, there are several individuals that deserve acknowledgement for their help during this long journey. First and foremost, I must thank my wife, Jen, whose sacrifice and encouragement allowed me to pursue and finish this degree. Many family outings were missed due to my writing papers and studying, and I am forever grateful for her unwavering support. I would also like to acknowledge our son, Liam, who has missed a lot of playtime with dad over the last three years, but that will soon change! I also must recognize my father and grandfather for their past academic success, setting a positive example and demonstrating for me the benefits of higher education.

I am grateful to all of the excellent professors at the University of Wisconsin – Platteville that I had the pleasure to learn from. They each challenged me educationally and philosophically along the way, and I learned a great deal from all of them. Finally, I would also like to thank Dr. Cheryl Banachowski-Fuller for her guidance through the degree program, and Dr. Susan Hilal for her wonderful direction, guidance, and ideas on this final project.

ABSTRACT**LAW ENFORCEMENT DIVERSITY: BEST PRACTICES FOR RECRUITING MINORITY
AND WOMEN CANDIDATES**

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Under the Supervision of Dr. Susan Hilal

Purpose

The purpose of this paper is to examine the lack of minorities and women in many U.S. police departments, explore possible contributing factors, and to offer strategies to help overcome this deficit. Although a great deal of progress has been made, major diversity gaps continue to plague law enforcement agencies today, with only 12% of officers identifying as female and 27% as minority. While there are clear advantages to women and minorities patrolling our streets, both in terms of service to the public and internal efficiency, too many police departments still do not reflect the makeup of their community.

Methods

Information for this paper is derived from a variety of secondary sources, including peer-reviewed journals, scholarly texts, agency websites, government reports, newspapers, as well as personal communication. Using this data as a guide, the history of U.S. workforce diversification is explored, along with the benefits of employing minorities and women. Organizations with a successful record of diversification strategies are profiled, which fuel a series of final recommendations.

Key Findings

Findings indicate that more than anything, law enforcement agencies should not passively wait for diverse applicants to come to them, but instead they must be overly proactive when recruiting women and minorities. Other key findings include that there are clear organizational benefits to having women and minority police officers, and that agencies should internally review their hiring process to look for possible areas where women and minorities struggle. Several findings were also made regarding the benefits of building positive relationships with diverse youths, creating a long-term career path. Finally, it was also found that there are advantages of maintaining full-time police recruiters, who can seek out diverse talent and fine-tune overall hiring efforts.

TABLE OF CONTENTS

| | |
|--|------------|
| TITLE PAGE | i |
| ACKNOWLEDGEMENTS | ii |
| ABSTRACT..... | iii |
| TABLE OF CONTENTS | v |
| I. INTRODUCTION..... | 1 |
| Statement of the Problem..... | 1 |
| Significance of the Research..... | 2 |
| Methods..... | 3 |
| Limitations | 3 |
| II. LITERATURE REVIEW | 4 |
| Benefits of Diversity | 4 |
| History of U.S. Workforce Diversification..... | 5 |
| Minorities’ Relationship With Law Enforcement..... | 9 |
| State of the African American Family | 11 |
| Organizational Diversification Strategies | 12 |
| Diversification in Various Fields | 15 |
| Ferguson, Missouri Incident and its Negative Affect on Recruitment | 21 |
| Women Underrepresented in Law Enforcement..... | 24 |
| III. AGENCY CASE STUDIES AND DIVERSIFICATION STRATEGIES..... | 27 |
| Evaluating Applicant Demographics | 27 |
| An Organizational Psychologists Perspective | 28 |
| Madison Police Department..... | 30 |
| Jersey City Police Department..... | 33 |

Los Angeles Police Department.....35

U.S. Border Patrol.....38

Miscellaneous Diversification Strategies.....40

IV. FINAL RECOMMENDATIONS AND CONCLUSION45

 Conclusion and Final Thoughts52

VI. REFERENCES54

SECTION I. INTRODUCTION

Introduction and Statement of the Problem

In today's criminal justice system, one of the biggest challenges that law enforcement executives face is the diversification of their agencies, specifically the hiring of minority and women police officers. Far too often, police departments across the country fail to reach the goal of mirroring the ethnic makeup of the communities they serve. According to a recent study, Kelly (2015) found that major diversity gaps exist in many large U.S. police departments. For example, Dayton, Ohio has a 43% black population, yet only 6% of its police officers are black. Similarly, in Buffalo, New York, 37% of its residents are black, yet only 5% of the police force is made up of black officers. Similar disparities exist throughout the country at departments big and small, pointing to a systemic failure by law enforcement to properly address this problem (Kelly, 2015). A 2013 study by the Bureau of Justice Statistics supported this notion, finding that African Americans make up only 12% of U.S. police officers (Burman, 2015). To complicate matters, recent high profile incidents of alleged excessive force by police upon minorities have hampered hiring efforts due to increased friction between affected racial groups and law enforcement (Kelly, 2015).

A great deal of literature exists regarding keys to establishing diversity in law enforcement agencies and the benefits of doing so. One study found that among the biggest predictors of police officer diversity in an agency is the presence of minorities in political positions within the agency's jurisdiction, as well as in leadership positions within the police department (Gustafson, 2013).

Another study found that there are many benefits of employing women in law enforcement, who make up 51% of the overall U.S. population yet only 12% of police officers.

Such benefits include that women officers are less likely to use excessive force, are better at implementing community policing strategies, and they are also better equipped to respond to crimes of violence against women (Tuomey & Jolly, 2009).

There are many advantages of having a diverse police force. If an agency has a variety of ethnic backgrounds serving and protecting the city, they are more sensitive and effective at dealing with issues involving the minority community. Having a diverse police force also tends to reflect more positively within the community and, quite simply, looks more favorable than a majority white male force. Internally, it also allows for more input from those with different backgrounds when forming policies, planning, etc. Therefore, diversity results in more effective service to minority populations and also the community as a whole (Gaines & Kappeler, 2008).

According to Gaines and Kappeler (2008), there are two main reasons that minorities have not been adequately represented in the law enforcement field: institutional barriers and personal preferences. Institutional barriers include both formal and informal barriers police departments have in place to dissuade minorities from obtaining employment, such as complicated applications, multi-staged selection processes, and the department's perceived and real attitudes towards minorities. Personal preferences may include minorities' lack of interest in law enforcement, believing that joining the police force may negatively affect their standing in the minority community (Gaines & Kappeler, 2008).

Significance of the Research

By examining the history of diversification efforts in the general workforce and identifying successful best practices for recruiting women and minorities, the implications of this study may be very significant, offering a hiring roadmap for police departments to follow. The

implications of this information may include the need for major changes to many departments' hiring practices and tactics to more effectively target women and minorities.

Methods

Information for this paper is derived from a variety of secondary sources, including peer-reviewed journals, scholarly texts, agency websites, government reports, newspapers, as well as personal communication. Using this data as a guide, the history of U.S. workforce diversification is explored, along with the benefits of employing minorities and women. Organizations with a successful record of diversification strategies are profiled, which fuel a series of final recommendations.

Limitations

There are several limitations to this research paper. Although diversification in law enforcement has been a priority for many years, there is an overall lack of significant documentation of specific efforts by departments to add more women and minorities to their ranks. Similarly, modest literature exists on the task of specifically recruiting women police officer candidates. Consequently, this will limit somewhat the amount of data to draw from when making final recommendations.

Another limitation is that for some police departments situated in rural areas, they simply do not have a large pool of minority candidates to draw from when hiring. As a result, some of the information presented in this paper may not be applicable to them.

Finally, some recommendations presented in this paper involve financial commitments from law enforcement agencies. For agencies that are fiscally challenged, some options and recommendations may not be practical.

SECTION II: LITERATURE REVIEW

Although there are many benefits of diversity in law enforcement, and progress is being made to close existing diversity gaps, the road is long and there continue to be bumps along the way. Recent national events in Ferguson, Missouri and other places have likely hindered the recruitment of minorities, but the effort continues. A great deal of literature exists surrounding the benefits of diversity within the workplace and what various organizations are doing to add more women and minority employees. The following section will explore this effort in detail, as well as its challenges.

Benefits of Diversity

Generally, diversity is defined as, “Acknowledging, understanding, accepting, valuing, and celebrating differences among people with respect to age, class, ethnicity, gender, physical and mental ability, race, sexual orientation, spiritual practice, and public assistance status” (Green, Lopez, Wysocki, & Kepner, 2008, p. 1). Diversity is expected to become an even greater emphasis in the future as the U.S. population and workforce continues to change. For example, today’s workforce consists of more women than at any other time as traditional family roles continue to evolve. Organizations that most effectively embrace and practice internal diversity will experience greater success and reap the rewards of a diverse workforce (Green et al., 2008).

According to Green et al (2008), research has shown that diverse organizations are often more successful and that employees within those organization are more engaged. By valuing diversity internally, employees learn to respect individual differences and are found to be more productive, which helps the entire organization. Having a more diverse workforce can also reduce lawsuits and improve the overall image of an organization. Other benefits include

increased creativity, marketing opportunities, and more effective employee recruitments since most people prefer to work for a multicultural organization (Green et al., 2008)

Diversity should not be limited to the workplace, as there are also benefits to its presence in learning environments. In one significant study of over 4,500 college-aged learners by researchers Goodman, Baxter, Seifert, and King (2011), students were asked about their educational experiences and what they felt were keys to their growth. Among other factors, students indicated that they greatly valued interactions with peers whose life experiences were different from their own. The students further explained that these experiences helped them overcome negative biases that they previously held. This study also found that those students who were exposed to more diversity showed higher gains in intercultural development, and they also showed a greater interest in reading and thinking in more complex ways. These students were also more likely to hold the belief that diversity was critical to learning and self-understanding. In its final recommendations, this study reported that the positive benefits of diversity are essential for students to be successful after they graduate college (Goodman et al., 2011).

History of U.S. Workforce Diversification

The U.S. workforce has not always been well represented by all races and genders. It was not until the Civil Rights Act of 1964 that it became illegal to discriminate based on one's race, religion, gender, or national origin, thus ending any kind of formal workplace segregation or discrimination. Prior to that time, open discrimination was commonplace in the U.S. workforce. Specifically, Title VII of the Civil Rights Act of 1964 addresses workplace discrimination and bans any kind of mistreatment in terms of hiring, firing, promotion, or wages and benefits. The Equal Employment Opportunity Commission (EEOC) is responsible for

enforcing federal laws relating to Title VII, with most employers that have at least 15 employees falling under EEOC laws. In the more than 50 years since the passage of the Civil Rights Act of 1964, employers have steadily accepted its terms and have overall grown to embrace diversity. This change did not come without its struggles, as the EEOC continues to investigate potential civil rights violations to this day. As recently as 2015, one of the nation's largest retailers, Target, was found in violation of the Civil Rights Act (U.S. Equal Employment Opportunity Commission, 2015).

The EEOC began investigating Target Corporation, America's second-largest retailer, in 2006 after receiving complaints that the discount chain's job applicant screening process disproportionately screened out applicants for certain positions based on gender and race. After a full investigation that was completed in 2015, the EEOC found reasonable cause to believe that Target's application process did, in fact, disproportionately disqualify African American, Asian, and woman candidates. During its investigation, the EEOC also found that Target had violated the Americans with Disabilities Act by having psychologists provide and analyze questions in the screening process, a step that can only be implemented after a candidate is given a tentative job offer. As a result of these violations, Target was found to have negatively affected thousands of applicants and was forced to pay \$2.8 million in damages, which will be paid out equally amongst those affected (Zillman, 2015).

As it pertains to law enforcement and public safety, while the EEOC maintains jurisdiction and can take action for violations, an alternate method is frequently used to resolve disputes that involve alleged discriminatory practices: a consent decree. A consent decree is an agreement between parties, usually regarding a civil issue, whereby neither party admits guilt but strict conditions intended to resolve the issues are established and monitored by the Department

of Justice (DOJ) and a federal judge. The conditions in question must be satisfied within a specific time period. Since the 1970s, many consent decrees relating to alleged discriminatory hiring practices by police and fire departments have been seen throughout the U.S. An example of a consent decree may include conditions for a police department to increase its number of women police officers, with the goal of 20% representation within five years (Baker, 2000).

In an effort to address discrimination in local and state government, widespread use of consent decrees began in the early 1970s, with 106 public employers being sued by the DOJ between 1972 and 1983 alone. Of those, 93 (87%) resolved the matter via a consent decree. Since the use of this method began, nearly every major police department from New York to Los Angeles has, at some point, been subject to a consent decree. The use of consent decrees began to decline after 1989 when the U.S. Supreme Court ruled that white employees can bring lawsuits challenging consent decrees (Baker, 2000).

An example of this approach's effectiveness occurred in 1996 when the Los Angeles Police Department (LAPD), whose makeup at the time was 61% white, entered into a consent decree as a way to resolve an ongoing class action lawsuit that alleged widespread harassment and discrimination within the department. As part of the agreement, the LAPD had to establish aggressive hiring goals for women and minorities, with the aim of having the department match the gender and racial makeup of the county's workforce within four years. In addition, the consent decree also mandated that detailed annual reports be prepared on the demographic makeup of candidates for internal promotions, and also that an internal discrimination unit be established within six months. Failure to reach the goals established in the consent decree would have made the LAPD liable for potentially millions of dollars in damages (Wilgoren, 1996).

The 1996 consent decree was not the first alarm bell regarding the faulty hiring practices of the LAPD. Several years earlier following the Rodney King verdicts, the LAPD was completely overwhelmed when for several days the city's minority community angrily rioted. After an internal review following the riots, LAPD's administration realized that a contributing factor to the unrest was that they had failed to effectively diversify the agency, which over time resulted in a majority white police force (61%) serving a mostly minority community. Following the riots in 1992, the LAPD hired its first black Chief of Police, Willie Williams, who previously served as the head of the Philadelphia Police Department. Chief Williams would later write in his book *Taking Back Our Streets: Fighting Crime in America* that among his top priorities within the LAPD was to hire more women and minorities. Williams made immediate changes to LAPD's hiring practices, ensuring that African Americans, Hispanics, Asians, females, and homosexual applicants competed in a fair environment. The department also ended its practice of recruiting on military bases, historically a source of predominately white male applicants. Instead, they began seeking out more women and minority applicants by recruiting via television and newspaper ads, holding recruitment expos in different and diverse areas of the city, and visiting colleges. Perhaps most importantly, Williams also began specifically targeting minorities and women for hire from lists of fully qualified individuals who had passed their recruitment process. Specific goals were also set regarding the number of women and minorities that would be hired for new each recruit class (Williams, 1996).

Today, nearly 20 years after the consent decree was implemented, the LAPD is as diverse as ever. The department now has a majority minority police force, with the largest percentage of its officers being Hispanic (43%). In total, whites now make up only 34.9% of the department, a 44% drop since 1992, while overall 65.1% of the force is minority (Romero, 2013). While

speaking at an event in the spring of 2015, LAPD Chief of Police Charlie Beck boasted, “If you get stopped by two LAPD officers today, your chances of having two white males stop you is pretty remote,” (Jennings, 2015, p. 1).

Minorities’ Relationship with Law Enforcement

The civil rights movement of the 1960s, which was a significant and worthy uprising, nevertheless resulted in a tumultuous and violent period in the United States. Often, African American demonstrators were pitted against the police during demonstrations, which frequently led to violent encounters, particularly in the south. Over a period of many years, this created a hostile and untrusting relationship between the police and African Americans, which has taken many decades to heal and is to an extent still being repaired to this day. One of the consequences of this strained relationship has been a lack of interest by African Americans to enter the field of law enforcement. As Gaines and Kappeler (2008) have noted, many African Americans today have a disinterest in becoming police officers, and/or fear that if they became police officers that it would negatively affect their standing in the minority community. This attitude continues to negatively affect law enforcement’s efforts to add more minorities to their rank and file.

One such agency being affected is the nation’s largest police department, the New York Police Department (NYPD). As of 2015, the NYPD has 34,631 police officers, with 51% being white, 26.6% Hispanic, 15% African American, and 5.4% Asian. In the NYPD’s January 2015 hiring class, which consisted of 891 officers, only 97 of them, or 10%, were African American (Moore, 2015).

The head of the NYPD, Police Commissioner William Bratton, laments the lack of minorities on the department but points to outside factors as part of the reason behind those troubling statistics. Bratton explained that the NYPD has had trouble finding qualified African

American candidates because too many of them have been arrested or spent time in jail, thus essentially making them un-hirable as police officers. Bratton continued, “It’s an unfortunate fact that in the male black population, a very significant percentage of them... because of convictions, prison records, are never going to be hired by a police department... that’s a reality” (Moore, 2015, p. 1). Bratton went on to report that some 15 to 20% of males from African American communities have some kind of criminal record, making them difficult to hire, and that police departments across the country are having similar trouble recruiting minorities (Moore, 2015).

Commissioner Bratton’s comments, which he insists are based on fact, were quickly met with outrage from African American leaders and elected officials in New York, who point to the many potential black police officer candidates who have never been arrested. The National Black Police Association further believe the NYPD’s “stop and frisk” tactics disproportionately target minorities for petty crimes, thus creating a paradox where this group of citizens then become un-hirable as police officers (Moore, 2015, p. 1).

Bratton would later remark on the current breakdown of the African American family, too often led by single mothers, as it relates to policing. He believes the present situation is partially the effect of the over-incarceration of black males over a period of many years, which resulted in too many arrests for minor crimes and thus fathers being absent. Ironically, it was Bratton himself who spearheaded broken windows-type policing tactics in the 1990s, which results in the aggressive crackdown of minor offenses in hopes of decreasing more serious crimes. In hindsight, Bratton now believes those offenses, “Should have been dealt with in a different way” (Bredderman, 2015, p. 1)

State of the African American Family

Bratton is not the only one who has expressed concern over the plight of the African American family and its long-term impact on society. According to the Marriage and Religion Research Institute (MRRI), there has been a noticeable breakdown of the African American family for several decades. Their research indicates that, regardless of race, children from broken families suffer from a number of negative consequences, particularly with regard to crime. Boys who grow up without a father in the home are twice as likely to spend time in jail as those with two-parent households. It is also known that 85% of children with behavior disorders and 71% of high school dropouts come from fatherless homes. As it relates to poverty, as of 2011 12% of married couple families lived in poverty, compared to 44% for single-parent families. The MRRI also researched the current state of the African American Family. According to their research, in the year 2012 a disturbing 72.1% of African American children were born out of wedlock and only 17% of black 15-17 year olds were living with both biological parents. They concluded that the breakdown of the African American family has created a multigenerational crisis within the black community which has greatly wounded our nation (MRRI, 2014).

The State of Wisconsin is not immune from these issues, with the Madison area being home to some of the most alarming racial disparities in the entire country. According to the YWCA's Racial Justice Initiative, in 2011 70% of African American babies in Dane County were born to single mothers. Combined with the above research from the MRRI, this results in a disturbing trend whereby these children are born into an immediately precarious situation. The YWCA's research also found that 86% of the county's black 3rd graders tested below the proficiency reading level in 2012. Black students are also much more likely to be suspended

from school, with 3,198 suspensions in 2011 compared to 1,130 for white students. This trend continues into the criminal justice system, where Dane County African American youths were 25 times more likely to be admitted to a secure correctional facility than a white youth, and overall have some of the highest adult incarceration rates of any jurisdiction in the country. Once African Americans reach adulthood in Dane County, they are 5.5 times more likely to be unemployed than whites (YWCA, 2014).

Over time, the racial disparities seen throughout the country have significantly contributed to the breakdown of the African American family. As a result, with less education and skill, and a higher rate of criminal arrests, this places African Americans at a tremendous disadvantage for employment opportunities. This is especially true in the field of law enforcement, where background checks are stringent and the odds of being hired with a criminal past are slim. As NYPD's Chief Bratton noted, this has directly contributed to the inability of police to hire minorities to any degree of satisfaction.

Organizational Diversification Strategies

Many studies have been conducted on diversifying an organization. In one such study, Wyatt-Nichol and Antwi-Boasiako (2012) identified several common components that were essential for diversity initiatives to be successful, particularly for state and local public sector organizations. One of the first steps in this process is diversity management by the organization, which includes developing specific strategies to diversify, such as programs aimed at increasing cultural sensitivity, reducing inequality among women and minorities, and improving communication between all groups within the organization. Finally, actually defining diversity within the organization is important, such as in a mission, vision, or values statement. According to a survey conducted by the Society for Human Resource Management,

only 39% of organizations reported having an official definition of diversity within their organization (Wyatt-Nichol & Antwi-Boasiako, 2012).

Although dated by today's standards, a 1999 U.S. Department of Commerce study on best practices in diversity management also identified several factors that are necessary to successfully implement diversity initiatives. The factors include leadership commitment, employee participation, strategic planning, accountability and measurement, and linking diversity efforts to organizational goals and objectives (Wyatt-Nichol & Antwi-Boasiako, 2012).

In a similar study in 2005, the Government Accountability Office (GAO) examined best practices at the federal level and identified 10 agencies as having the most success in diversity management. The top five were the U.S. Coast Guard, National Institute of Standards and Technology, Department of Veterans Affairs, Federal Bureau of Prisons, and the U.S. Postal Service. The GAO specifically identified the best practices for diversity management in those top organizations, which were: commitment from leadership, linking diversity to the strategic plan, recruitment, succession planning, employee involvement, diversity training, and accountability and measurement (Wyatt-Nichol & Antwi-Boasiako, 2012).

Examined more closely, commitment from leadership includes leading by example and demonstrating a commitment to diversity efforts through the hiring of personnel, funding, or through internal communications such as in statements of policy, in meetings, newsletters, etc. In addition, they noted that the support for diversity "must be visible, specific, personal, and persistent" (Wyatt-Nichol & Antwi-Boasiako, 2012, p. 754).

Another best practice, according to the GAO, is to make diversification part of the organization's strategic plan. This is an important step to ensure that diversity efforts are not simply viewed as an add-on which could eventually be subject to cuts, but rather a permanent

part of the organization. One study found that of 120 federal agencies that had diversity initiatives in place, 72% linked those efforts to their strategic plan. Some specific strategies that these organizations use to link diversity to their strategic plan include tracking workforce demographics, establishing annual targets and 10-year goals, linking diversity to goals and objectives within the plan, developing action plans, and incorporating diversity into leadership training programs (Wyatt-Nichol & Antwi-Boasiako, 2012, p. 754).

Recruitment is another key to diversification, according to the GAO report, which found that successful federal agencies often reach out to minority colleges and universities to find diverse candidates. An example of this tactic is used by the National Institute of Standards and Technology, which partners with traditionally black colleges and universities to offer research and development opportunities. The key is to develop an outreach strategy that specifically focuses on diverse undergraduate and graduate candidates, highly diverse organizations, as well as other organizations representing women, veterans, or other groups that may be part of the agency's diversification efforts. Recruiting middle-aged candidates can also be a need at times. To find diverse candidates in this age range, the GAO found that scheduling speaking engagements, or advertising at events sponsored by multicultural organizations, can be a good way to reach diverse workers and potential candidates (Wyatt-Nichol & Antwi-Boasiako, 2012).

Succession planning and employee involvement are also key to diversification, the GAO found. It is important to track the number of current employees eligible for retirement within an organization and make certain that a qualified and diverse pool of candidates exists. The U.S. Postal Service's Office of Diversity annually announces its succession planning schedule to the organization and offers individual development plans to employees via an internet-based system. By doing so, individual employees, as well as the organization, can track employees' knowledge,

skills, and abilities, and monitor development to be sure that projected workforce demands will be met. Current employees should also be involved in any diversification efforts, which give such programs more credibility internally. Most of the top government agencies profiled by the GAO had some kind of employee involvement effort in place, such as via diversity task forces or diversity boards, which can be used to identify issues and develop initiatives (Wyatt-Nichol & Antwi-Boasiako, 2012).

Diversification Efforts in Various Fields

Many organizations have embraced diversity as being essential to their success, including the U.S. military. Major General Kelly McKeague, assistant to the chairman of the Joint Chiefs of Staff for the National Guard, believes that diversity has been a vital element to the success of the U.S. military. General McKeague added that for diversity to be successful in any organization, hands-on leadership is needed, as well as a strategic vision. Without these elements, diversity will become just another program (Lopez, 2012).

The U.S. Army has done a suitable job of maintaining diversity among entry-level positions with regard to race. According to *Infantry Journal*, African Americans make up 13% of the entire Army corps, compared to 12% of the U.S. population. While this is a good representation of the makeup of society, the Army has failed to see diversity reach their higher ranks. Lopez (2012) notes that only 5% of the U.S. Army officer corps, which are essentially supervisory positions, are made up of African Americans. Similarly, Hispanics make up 16% of the overall Army, but only 5% of the officer corps (Lopez, 2012).

According to Lopez (2012), one of the primary causes of the lack of diversity among supervisory positions in the Army is the lack of minorities in current leadership positions. With such an environment, minority cadets and junior officers have few minority supervisors to look

up to and emulate. Consequently, they often choose to transfer to other non-supervisory areas of the Army. Lopez (2012) developed a strategy for breaking this cycle in the U.S. Army:

- Address cultural and perspective issues with minority officers: For new minority recruits, they are faced with the overwhelming task of transitioning from their known culture to that of the Army's. To facilitate this process, the supervisors should actively guide and advise officers through this challenging time.
- Be deliberate in integrating minority supervisors with peers: While important to integrate a new supervisor with their peers in any organization, this is particularly important for minorities within the Army, who may feel more isolated.
- Seek out and facilitate meetings between minority officers and a mentor of like race: One of the biggest problems in the Army is that new minority officers look at supervisory ranks and do not see officers of their race. By connecting a young officer with a minority supervisory mentor, a clearer path will be established.
- Use education and experiences to help the officer grow to embrace the Army: Minority officers who have grown up in a culture much different than the Army's may need more education and experience to help them on their journey to the inner circle. For example, a minority officer with no family military background may feel lost during a conversation about military history. Minorities should be helped through this process.
- Be fair: All minority groups should be treated equally and be given equal attention (Lopez, 2012, p. 2).

Although these recommendations are tailored towards the Army, many of the lessons therein are beneficial to other organizations as well, particularly for law enforcement due to the hierarchy system that is in place.

In recent years, various sporting professions have also made significant efforts to diversify their front offices and sidelines, but not before reaching disappointingly low rates of minority and women representation. The National Collegiate Athletic Association (NCAA) reported that as of 2010 only 7% of Division I athletic directors were African American and 10% were women. Similarly, in the popular sport of NCAA basketball, only 23% of head coaches were black, compared to 61% of players. After studying the significant diversity gaps that existed in his organization, NCAA President Dr. Mark Emmert decided to take action and he began by changing their culture and how it valued diversity (Cooper, 2012).

The NCAA made several notable changes to make diversification more of a priority, starting with the creation of a new internal department: the Office of Inclusion. This office has broadened and consolidated the NCAA's efforts to recruit more women and minorities, which were previously separate entities. In the fall of 2011, the NCAA hosted its first Diversity Summit in Indianapolis, with participation in the event reaching over 375 people. In addition, the lines of communication have been opened between the NCAA, college presidents and chancellors to form a collaborative effort to change the landscape of college athletics as they move towards making diversity more of an organizational philosophy (Cooper, 2012).

The NCAA's Office of Inclusion plans to further change the culture of the organization by holding roundtable discussions with recruiters from search firms whose job it is to identify candidates for athletic jobs. Important issues such as the hiring women and minorities will be discussed, including how the NCAA can have a bigger role in the diversification process. The NCAA also plans to team with the National Association of Diversity Officers in Higher Education to present its first diversity award. As part of the process of identifying the school that is most deserving of the award, the NCAA will develop a list of best practices that colleges are

implementing, which can be used as a resource for other schools. One such best practice that has already been identified is a pilot program from a Division III school that identifies and mentors minority student athletes who are interested in college athletics as a profession (Cooper, 2012).

Other discussions by the NCAA to diversify and change their culture on diversity include possible policy changes that would affect all schools in Division I. Every 10 years, those schools are required to pass a certification process to be sure they are in compliance with Division I guidelines. In partnership with the Office of Inclusion and National Association of Diversity Officers in Higher Education, this certification process is being reviewed and possible changes will be forthcoming. One such change that has been suggested is implementing some form of the National Football League's Rooney Rule, which requires that minorities be included in the candidate pool for head coaching and general manager vacancies. However, due to its standing as a non-profit and voluntary organization, the NCAA would face problems making this a requirement. It could, however, be made a voluntary directive (Cooper, 2012).

In December 2002, the National Football League (NFL), in an effort to diversify its coaching and general manager positions, took the unprecedented step of requiring that teams interview at least one minority candidate when filling positions. It was felt that minorities were available and prepared for such jobs, but too often they were not given opportunities to compete for positions. The rule further specified that minority interviews must be meaningful, in-person, and be conducted with the team's primary decision makers. The rule became known as the Rooney Rule, named after Dan Rooney, chairman of the NFL's Workplace Diversity Committee (Duru, 2008).

It did not take long for the NFL's Rooney Rule to be tested. In January 2003, one month after its implementation, the Detroit Lions fired their head coach. Then general manager Matt

Millen immediately hired Steve Mariucci, who is white, to fill the head coaching vacancy. Millen, however, did not interview any minorities during his hasty search for a coach. In response to violating the Rooney Rule, the NFL's then Commissioner, Paul Tagliabue, fined Millen \$200,000 and determined that Millen, not the team, was personally responsible for payment. Tagliabue warned other teams that the next violator of the Rooney Rule would be fined \$500,000 (Duru, 2008).

Since its implementation, the Rooney Rule has been very successful for the NFL. In 2003, for the first time in their history and as required by the new rule, the Cincinnati Bengals interviewed a minority head coaching candidate, Marvin Lewis, and ultimately hired him. In 2004, the Chicago Bears also became beneficiaries of the Rooney Rule, hiring minority head coach Lovie Smith. Both of these men quickly turned around teams that had been mediocre prior to their arrival, and Smith led his Bears to the Super Bowl just three years later. In a first for the NFL, and a defining moment in sports, that 2007 Super Bowl featured two minority head coaches facing each other. Although the Rooney Rule was tested early, it has proven over time to be a tremendously successful policy, has diversified the NFL's sidelines and front offices, and serves as a model for other organizations seeking change (Duru, 2008).

The Federal Bureau of Investigation (FBI) also realizes the benefits of diversity, though it has admittedly struggled to meet hiring goals. Among its largest hurdles is to shed itself of a historically unfriendly reputation towards minority agents, who in the past were often harassed. Several widely publicized cases documenting such discrimination have been an embarrassment for the FBI over the years. One such case involved a black agent in their Omaha office, who in the early 1980s successfully sued the agency for continued harassment, citing one incident where an image of an ape's head was placed over a photograph of his son. When the agent complained

afterwards he was transferred to another field office rather than the issue being addressed properly. In another case in 1991, a class-action lawsuit was filed against the FBI by a group of minority agents, who claimed racial discrimination in hiring and promotional practices, as well as during the investigation of complaints. The lawsuit was not settled until 2001 (Horwitz, 2015).

Today, the FBI continues its quest to diversify. Of its 13,455 agents, only 4.5% are African American and 6.8% are Hispanic. Similar numbers are found at the upper echelon of the FBI, where only 5% of officials are African American and 2.8% are Hispanic. The FBI has recognized their lack of diversity and is trying to address the problem with regard to hiring practices, but they point to competition for qualified minority candidates as an obstacle, particularly in increasingly needed computer-related fields. With the FBI requiring a college degree for candidates, and the average age of incoming agents being 29 years of age, many adults of that demographic have already established themselves in other fields or in the private sector. To this point, FBI Director James B. Comey addressed a crowd of Georgetown University students and told them that if a highly qualified minority candidate applies for the FBI, they likely also have offers from Coca-Cola, Microsoft, Apple, etc., who will offer more money, so it becomes very difficult to recruit them. Director Comey continued, saying that it's a big challenge for the FBI, which is majority white male, to diversify but that it is still a priority. Currently, the FBI is trying to do so by recruiting agents from 45 professional organizations and 49 colleges and universities, some of which are historically African American. Although they are making efforts, critics such as the National Black Police Association point to the FBI's historic tactic of not hiring candidates with a law enforcement background as a roadblock. With

an estimated 110,000 African American police officers in the U.S., this is a large pool of candidates that is often overlooked (Horwitz, 2015).

James Turgal is the assistant director of the FBI's human resources division. He also laments about the lack of diversity in the agency but adds that they are working hard to change and trying everything they can to get more minority candidates interested in the FBI. He points to meetings with the Urban League, Congressional Black Caucus, the National Bar Association, and the National Society of Hispanic MBA's as some examples of their efforts (Horwitz, 2015).

Ferguson, Missouri Incident and its Negative Affect on Recruitment

In 2014, there were multiple high-profile incidents in the United States that negatively affected law enforcement's efforts to diversify and recruit minorities. In perhaps the most publicized police event since the Rodney King incident, the Ferguson, Missouri Police Department (FPD) found itself at ground zero when on August 9, 2014 one of their officers shot and killed an unarmed African American, 19-year-old Michael Brown. In the weeks following that incident, civil unrest and rioting took over the Ferguson area, as well as in other urban areas throughout the county. The violence peaked two weeks later after the local District Attorney declined to pursue charges against the FPD officer. The hostility was also fueled by what local residents described as years of ongoing discriminatory practices by the FPD (U.S. Department of Justice, 2015).

Following the Ferguson incident, the Civil Rights Division of the U.S. Department of Justice began an investigation into the practices of the FPD which may have contributed to the unrest. The 102-page report, released in March 2015, outlined the disturbing practices that had been ongoing by the FPD and City of Ferguson for some time (U.S. Department of Justice, 2015).

Of the most alarming facts brought to light by the U.S. DOJ report was the revenue-generating mindset of the FPD leading up to the Michal Brown incident. In March 2010, the city's finance director wrote an email to the Chief of Police in which he reported that, "Unless ticket writing ramps up significantly before the end of the year, it will be hard to significantly raise collections next year" (U.S. Department of Justice, 2015, p. 2). The same finance director also sent an email to the city manager stating that court fees would be raised by 7.5% that year and he asked the Chief of Police to increase ticket production by 10%. To this request, the Chief said he would try to have his officers accomplish the goal. FPD officers of all ranks reported that revenue generation was heavily stressed within the department and that pressure to do so originated from city leadership. The DOJ did find evidence to substantiate these claims (U.S. Department of Justice, 2015).

As a result of the FPD's emphasis on revenue generation, its approach to law enforcement, and therefore its relationship with the community, was negatively affected. Patrol assignments were motivated not by public safety, but rather by aggressive enforcement of the city's municipal code, and thus revenue generation. As a consequence to this, officers viewed citizens, particularly those who lived in predominantly African American areas, as offenders and sources of revenue rather than equals (U.S. Department of Justice, 2015).

The report also outlined a culture of harmful police practices by the FPD, which led to officers being overly aggressive in their enforcement, at times lacking reasonable suspicion to take enforcement action, or violating citizens' rights. The report cited one example of a 32-year-old African American male who was seated in his car cooling off after playing a basketball game in a Ferguson park. A FPD officer blocked the man in with his squad and demanded that he produce identification, accusing him of being a pedophile and watching kids in the park. When

the man declined the officer's request to search his car, he was reportedly arrested at gunpoint and charged with eight municipal violations, including making a false declaration for stating his name was "Mike" instead of Michael. Due to this incident, the man told DOJ investigators that he lost his job with the federal government as a contractor (U.S. Department of Justice, 2015).

The government report also examined arrest data and potential racial bias and stereotyping by the FPD. While 67% of Ferguson's population is African American, from 2012 to 2014, they accounted for 85% of traffic stops, 90% of citations, and 93% of arrests. What's more, during the same time period the FPD issued four or more citations to African Americans on 73 occasions, yet did so only twice for whites. Further, African Americans were found to be twice as likely as whites to be searched during traffic stops (U.S. Department of Justice, 2015).

Over time, the above practices led to a divide between the police and the African American community in Ferguson. Another contributing factor, according to the DOJ, was the lack of diversity on the Ferguson Police Department. Even though 67% of Ferguson's population is African American, only four of FPD's 54 officers (7%) are black (U.S. Department of Justice, 2015).

As a result of the events in Ferguson, as well as other high-profile police incidents in Baltimore, Chicago, and other places, some circles in the African American community have become less trusting of law enforcement. Unfortunately, this has undermined efforts to add more minorities to police departments across the country. While a setback, these incidents have nevertheless served as a reminder of the importance of sound ethical police practices, the need for law enforcement to maintain strong and positive relationships with its citizens by way of community policing, and the pitfalls of a department lacking in diversity. In this case, the U.S. DOJ report cited the FPD's racial diversity gaps, with few African American officers in place.

Women Underrepresented in Law Enforcement

In addition to the hiring of minorities, law enforcement has also struggled to hire women in sufficient numbers and as a result females are greatly underrepresented. Though efforts have been made in recent decades to increase the hiring of females, the numbers remain disappointingly low. In 1990, an estimated 9% of police officers in the U.S. were women, compared to 12.7% in 2001, and 12% in 2009. When compared to the labor force as a whole, in which women represent 46.5%, law enforcement has systemically failed to close the gender gap (Tuomey & Jolly, 2009).

There are many reasons that law enforcement should be targeting more women for recruitment. Today, women make up 54% of college graduates and have a higher rate of obtaining a college degree than men, with 58% of bachelor's degrees and 59% of master's degrees being awarded to females. Research also shows that police officers who are more educated are better at problem solving, communication and interpersonal skills, and critical thinking (Tuomey & Jolly, 2009).

According to the National Center for Women and Policing, there are many other well-researched and documented reasons for hiring more women as police officers:

- Female officers have proven over time to be just as competent as male officers. Research further indicates that women are as qualified as men for patrol work.
- Female officers are less likely to use excessive force. In a study by the Los Angeles Police Department, women officers were found to be much less likely to use deadly or excessive force, resulting in less negative publicity and fewer lawsuits. Also in this study, physical strength was not found to be a predictor of police officer effectiveness.

- Female officers can help implement community policing. The ability to communicate effectively and problem solve are keys to community policing, areas where females have received better evaluations than males.
- By having more women police officers, law enforcement is better positioned to respond to violence against women cases, which represent a large percentage of calls for service.
- Female officers often have the ability to deescalate violent or aggressive situations due to their presence and communication skills, reducing the potential need for use of force.
- The presence of more female officers reduces sexual harassment and discrimination in an agency, which is more common in male-dominated workplaces.
- More female officers equates to a better workplace for all, with management having more incentive to examine selection and training standards, family-friendly policies, etc. (Tuomey & Jolly, 2009, p. 1).

With all of these positives, why aren't there more women in law enforcement? One reason may be faulty recruiting tactics that feature the promise of a fast-paced law enforcement career with high speed chases, helicopters, and SWAT call-outs at every turn, features that appeal more to male recruits. In reality, 80 to 95% of police work involves non-violent activities and interaction with the community to solve problems, things that more appeal to women. Similarly, many hiring processes for police officers involve physical agility testing that emphasize upper body strength, a trait which has not been linked with a police officer's effectiveness or ability to defuse a situation. Instead, testing for police officers should focus on

communication skills and one's ability to defuse dangerous situations and maintain composure, skills which both appeal to women and are good qualities of police officers (Spillar, 2015).

Although there are many positives for women to enter law enforcement, many still choose not to pursue a police career, or once they enter the profession they may not stay long. This may be because policing is portrayed as unappealing by the media, or that law enforcement is still generally male-dominated, and some females may find such a work environment intimidating. Whatever the reason, too few females are pursuing a career in law enforcement and police departments should do a better job of recruiting women and showing them the benefits of police work.

Regarding women and minorities entering law enforcement, a factor that is related is the concept of tokenism. Tokenism is derived from the term token, which in the context of this paper refers to persons who are hired or promoted simply because they are different from the rest of the group, possibly as evidence that the organization does not discriminate against such people. There are many potential dangers of tokenism for the individual. Tokens are highly visible in the organization and thus intensely scrutinized by others. With such visibility comes extreme pressure to perform well, pressure which can result in the token either overachieving or underachieving, both of which create further obstacles (Zimmer, 1988). To guard against tokenism, law enforcement agencies should therefore adopt a culture of welcoming and encouraging diversity rather than a desire to appease societal pressure to do so.

Conclusion

This section discussed a number of different topics relating to the history of diversification in the U.S. and efforts being made to close diversity gaps. The strained relationship between minorities and the police over time, as well as the state of the African

American family, appear to be contributing factors in the disappointingly low number of minorities entering law enforcement today. However, this section also outlined many positive things being done by several organizations to change this trend and add diversity, which more police departments should aim to follow.

SECTION III: DIVERSIFICATION STRATEGIES AND AGENCY CASE STUDIES

“If you always do what you always did, you will always get what you always got.”

-Albert Einstein

In recent years, the issue of increasing diversity within law enforcement has greatly intensified. However, as demonstrated in previous sections, most police departments still substantially lack women and minority officers. Now more than ever, to successfully diversify agencies must cease the same old passive recruiting tactics and instead focus on proactively working to find diverse applicant pools. The following section will identify specific examples of strategies that can work, including case study examples of successful efforts by various police departments.

Evaluating Applicant Demographics

A method being used by some law enforcement agencies to monitor diversity recruitment efforts is the collection of race and gender data during the initial application process. According to the EEOC, while it is discriminatory for employers to use such information to affect their selection decision, they acknowledge that this practice can serve a purpose and that employers may need information regarding applicants' race for affirmative action-type purposes or simply to track applicant flow. In order to do this for legitimate purposes, the EEOC recommends that employers use a separate form for race and gender questions or otherwise keep the information

entirely separate to ensure that it is not used in any way in the selection decision (Equal Employment Opportunity Commission, 2006).

While information regarding an applicant's race or gender cannot be a factor in their standing in a hiring process, agencies could use such data to determine whether they are effectively targeting minority groups, or whether their recruitment tactics may need to be changed. For example, if an agency received 120 applications for a police officer vacancy but only two minorities applied, applicant race and gender data could fuel changes to recruitment tactics to target more diverse candidates. The Madison Police Department is an example of an agency that voluntarily asks applicants for such information. According to their research, race and gender information is provided by 99% of applicants (personal communication, November 10, 2015). Consequently, the MPD has informed information of how effective their recruitment efforts are at targeting minorities and women.

An Organizational Psychologist's Thoughts

Dr. Cassie Fields is an internationally recognized industrial and organizational psychologist with a background in public safety hiring. In a 2015 article for *Police Chief*, a leadership magazine for chiefs of police and administrators, she offered numerous suggestions for building a diverse law enforcement workforce.

Fields (2015) suggested that there are many barriers that negatively affect law enforcement's recruitment of minorities. One example is geographic location. Although some police departments have found success recruiting minorities from out of state, this can be a short-term solution. Some new minority hires may find it difficult to adjust to a new area and leave after only a short time due to the difficulty of being away from family and friends (Fields, 2015). To minimize this from happening, departments should be sensitive to the potential struggles of

someone who has relocated by offering them peer support. New, relocated hires may benefit from someone helping them adjust, showing them around the area during their off time, meeting new friends, etc. Such efforts can help someone feel more comfortable and therefore happier in the workplace and more apt to stay longer.

Due to potential complications with long-distance recruitments, departments may find it more favorable to hire diverse candidates from nearby areas. Fields noted that the local recruitment of minorities can be more effective long-term, with specific focus on local high schools and colleges. Fields also noted that once a number of minorities have been established within a department, it may open the door to more diversification as others see the organization as not being so homogeneous (Fields, 2015).

Assigning specific officers to recruitment roles can also produce more effective results for hiring women and minorities, Fields noted. Although a major investment, recruiters can receive specialized training in the area of hiring and will be more skilled at making contact with potential women and minority candidates, showing them the value of a career in law enforcement. Further, it is also important for recruiters to be diverse themselves since it is natural to communicate more effectively with someone of your own demographic (Fields, 2015).

Fields (2015) noted that other shortcomings within a department's selection process can hinder the hiring of women and minorities. One such complication is the length of a typical hiring process, which can result in a promising diverse candidate accepting another opportunity elsewhere before a job offer can be made. Written tests, physical agility tests, and background investigations have also historically eliminated disproportionately more women and minority candidates. Fields suggested that departments offer cadet and study programs to prepare candidates for the hiring process and a career in law enforcement. Preparation programs could

also be implemented to help more women recruits pass the physical agility testing. To overcome the challenge of a questionable background, candidates could be asked to complete a pre-employment questionnaire which asks basic background questions. This provides a means of focusing on hiring minorities which have a higher likelihood of passing the more thorough background investigation done later in the process (Fields, 2015).

Fields also offered a number of unique strategies that departments are currently using for the successful recruitment of women and minorities. These include advertising in both traditional and non-traditional markets such as movie theatres, community, faith and campus-based publications, trade magazines and social media sites, television commercials, career fairs, and online job sites (Fields, 2015).

Various police programs can also be an effective tool to identify potential diverse candidates and prepare them for a successful career in law enforcement. Such programs include college internships, explorer, cadet, and reserve programs, school-based career path development, collaboration with local community colleges, and aggressive lateral transfer programs to include military veterans, current officers, and private sector workers. Fields also suggested offering women and minorities from outside the geographical area incentives to move or commit to the agency, including the payment of a salary or stipend during their last semester of school, offering a relocation premium, loan repayment assistance, or tuition reimbursement (Fields, 2015).

Madison Police Department

The Madison Police Department (MPD) has for many years emphasized the focused recruitment of minorities and women, and these efforts appear to be paying off. The City of Madison's population is comprised of 22% minorities and the MPD nearly matches that, with

20% of its commissioned staff being persons of color. The department is also made up of 31% female officers, an impressive figure when compared to other departments throughout the country. At a national level, the number of female officers is estimated to be 12% (Tuomey et al, 2009). In an interview with the department's lead full-time recruiter, these results were deemed not by accident and are the product of a concerted effort to diversify the department (personal communication, November 10, 2015).

The Chief of the Madison Police Department, Mike Koval, is a former police recruiter and trainer himself, and he understands the value of a diverse police force. In his lead recruiter role in 2009 he told *Isthmus*, an alternative newspaper in Madison, that, "I don't want 444 white guys with bad haircuts like me to be the face of this department" (Wimmer, 2009, p. 1). He has described his department's recruiters as having a crucial role at finding the department's talent pool. He has also likened the recruiter position to "the straw that stirs the drink," and having a bigger impact on the department than any position other than the Chief (Savidge, 2015, p. 1).

To this end, the MPD utilizes two full-time recruiters and five to ten other officers who divide their time between recruiting and patrol work. Together, the team covers different geographical areas of the Midwest, with each recruiter taking ownership of their area and reporting back as to hiring events, potential candidates, etc. This allows the department to focus more on individual areas, identifying potential quality hires, including women and minorities, and give added attention to them (personal communication, November 10, 2015).

A large part of what the MPD's recruiters do is attack the myths of policing with applicants that have a non-criminal justice background (personal communication, November 10, 2015). For example, some feel that a strong interest in weaponry is a requirement for the job, which is not true, or a need to be exceptionally physically fit. While being in good shape is a

desired quality of an applicant, one does not need to be an extraordinary athlete, which a recruiter can help explain, along with other myths. Recruiters can also help sell the department as an employer and the city as a whole (personal communication, November 10, 2015).

According to the recruiter, there are many factors affecting their success at recruiting women and minority police officers, something they take a great deal of pride in. He noted that their hiring processes are not one size fits all, have many moving parts, and are tailored to find a diverse pool of applicants. The MPD begins by not frontloading their hiring process with too many disqualifiers that would otherwise prevent some applicants from advancing. For example, today the department is more forgiving of an applicant's minor criminal past, particularly if the event(s) occurred in their youth. The department has also relaxed some of their prior drug use barriers, now allowing a candidate to proceed through their hiring process if, for example, a number of years have passed since their last marijuana use. The department also makes it very clear early on exactly what their hiring process consists of, such as the physical agility requirements, so applicants have a number of months to prepare themselves. As a result of fewer early disqualifiers and more communication, the MPD has the benefit of seeing how the hiring process plays out, rather than a potentially promising applicant being immediately disqualified at the onset (personal communication, November 10, 2015).

MPD's recruiters also participate in a number of job fairs throughout the Midwest to cultivate a diverse pool of applicants, traveling to seven area states throughout the year. The recruiters strive to make a positive impression on any interested party, which they describe as strong customer service. This approach has proven effective, as the MPD has developed a very positive reputation as a good place to work with a diverse staff. The most common way an applicant finds out about the MPD is through self-selection and seeking the department out on

their own rather than via a recruiter, which speaks to their positive reputation (personal communication, November 10, 2015).

MPD does not just visit criminal justice job fairs, but will travel to all types of major fairs to find unique applicants. The department is just as interested in hiring someone with a teaching or other background as it is a criminal justice student. The department's recruiters will also reach out to diverse clubs and student organizations in the area prior to a recruiting trip to let them know they are coming, which has been a successful method of generating interest in their visit and attracting more minorities to their job fair booths (personal communication, November 10, 2015).

Finally, the MPD has also created partnerships with diverse Madison-area organizations such as the Urban League. These relationships have become a catalyst for hiring more minorities and have served as a liaison between the MPD and diverse populations. Patton added that with such a partnership, these organizations are able to better educate job seekers and members of the public about a possible career in law enforcement, specifically with the MPD (personal communication, November 10, 2015).

Jersey City Police Department

The Jersey City Police Department (NJ) is comprised of 818 sworn police officers and in recent years has become a national model for rapid diversification. Once lacking in diversity, since 2010 the department has dramatically increased its number of African American, Hispanic, and Asian police officers. In the last five years, the department added 120 total officers, with 70% being minorities, including 15 African Americans, 58 Hispanics, and 10 Asian officers. These successes have drawn the attention of police departments across the country, inquiring as to how they were able to diversify so rapidly (Sisak, 2015).

The Mayor of Jersey City, Steven Fulop, believed changing the police department's culture and taking more proactive steps to diversify the organization were the keys to success. When he took office, one of the first things he noted was the lack of diversity within the police department, particularly in management positions, which only had one ranking black officer at the time. The department also did not mirror the demographics of Jersey City, which is 25% black, 27% Hispanic, and 23% Asian (Sisak, 2015).

The Jersey City Police Department's diversification was the result of a number of efforts, including opening a recruiting center in a predominately black neighborhood, thus allowing the department to both build a relationship with their minority community and also offer a career path for some. The department also began offering entrance exam preparation courses as a way to help applicants prepare for this hurdle of the hiring process, an obstacle that has historically been difficult for some candidates to overcome. The department also added flexibility with regard to accepting an applicant with a minor criminal history. For example, an applicant with a marijuana possession charge from 10 or more years ago is now still considered eligible for hire (Sisak, 2015).

Jersey City also began to engage their city's youth at an earlier age to get them interested in public service, thus creating a hiring pipeline for police and fire departments. Additionally, the city's police and fire departments have begun hosting a 12-week course for high school-aged students, which exposes them to six weeks each of police and fire academies. Students for this program are selected based on their interest in public safety employment. As a result of this program, Jersey City has seen many of its successful graduates subsequently hired by their police or fire department (National Resource Network, 2015).

Los Angeles Police Department

In 1992, the City of Los Angeles' population was 61% minority, yet its police department was only 44% minority and its management was 85% white. That same year, Willie Williams, who is an African American, was hired as Chief of the LAPD – the first minority to occupy that position. Among Williams' top priorities was to diversify the department, a task made even more urgent due to the department's poor race relations with the community following the Rodney King verdicts and subsequent rioting (Williams, 1996).

With the help of the personnel department, Williams reviewed the LAPD's entire hiring process in search of possible obstacles that were negatively affecting minority groups and women from being hired. Williams determined, among other things, that some pre-employment tests were disproportionately hampering women from becoming officers. One such test was a requirement to climb over a six-foot wall before the candidate could continue in the hiring process. Since men naturally have more upper body strength, this step was found to discriminate against women and many females failed as a result. In response, Williams had the six-foot wall climb moved to the police academy portion of the process rather than at the onset. By doing this, recruits were first properly trained on effective techniques for scaling a wall before being assessed. The result was that by being smarter about how the test was administered, more women were able to successfully complete it (Williams, 1996).

In another example, the LAPD found that many women police recruits were failing their firearms qualification due to low shooting scores. As a result, many male officers were quick to criticize and pointed to it as evidence that women did not belong in law enforcement. Once again, the problem was reviewed thoroughly and it was determined that the larger handgrips on

the firearms were too big for most women, making it harder to grip the weapon. Once smaller handgrips were put in place, the shooting scores for women increased (Williams, 1996).

In his quest to diversify the LAPD, Williams was met with much resistance, including those who cried that standards were being lowered to add more women and minorities to the department. However, Williams scoffed at the notion that any standards were lowered, or that affirmative action-type efforts equate to lower-caliber officers being hired, adding that putting unqualified officers on the street would only hurt the department. Williams called it a fallacy to claim such things and added, “Affirmative action does not mean lower qualifications” (Williams, 1996, p. 166). Williams’ approach to diversifying the department was to level the playing field for women and minorities, ensuring that viable candidates passed each phase of the hiring process and were *fully qualified*. He was then free to pick candidates of his choosing for hire, including women and minorities, from eligibility lists (Williams, 1996).

LAPD’s diversification efforts continued into the future and well beyond Williams’ departure from the department in 1997. In 2009, the Rand Corporation, a research organization that helps develop more effective public policy, was retained by the LAPD to study their police officer recruitment process. The goal of the study was to make LAPD’s hiring process more effective overall and to better identify the most promising and diverse candidates from large numbers of applicants. Their findings are worthy of further review, as they are applicable to other police departments in the U.S., particularly those trying to diversify (Lim, Matthies, Ridgeway, & Gifford, 2009).

Following its study, the Rand researchers established several recommendations for the LAPD. With regard to overall hiring, the research found that the LAPD should more effectively triage incoming applications, giving the highest priority to local candidates with a bachelor’s

degree or higher and a clear preliminary background. Preference could also be given to diverse candidates. Recruiters could use this information to prioritize candidates, manage workflow, and give appropriate attention to the candidates with the highest scores (Lim et al., 2009).

Another recommendation was to do more recruiting in underexploited areas, and to tailor recruiting efforts towards specific populations the department wants to recruit. The group found that by customizing its marketing efforts more effectively, different minority groups could be specifically targeted. An example of this is placing recruiting information on an Asian language television or radio station. Researchers also found that female and black candidates have greater exposure to recruiting events than other demographic groups. Consequently, events such as job fairs are found to be a successful way to recruit women and African Americans. The Rand research found that in general, recruiting expos were the most effective means for LAPD to recruit candidates who were qualified and eventually hired. It was also found that campus recruiting was very effective and had the added benefit of less competition from other police departments. They also noted that recruiting at sporting events in the Los Angeles area may be a good way to interact and make a positive impression with people interested in a career in law enforcement (Lim et al., 2009).

As discovered in the Rand research, the LAPD has a successful record of hiring police officer candidates from recruiting events such career fairs, open houses, on military bases, and at target group events. These are events that are specifically directed towards a particular demographic that the LAPD is trying to recruit, such as women or minorities. To gain interest in a recruiting event, the LAPD will engage in canvassing efforts leading up to the event, which is essentially a field trip to the area to stimulate interest. As a follow-up, within 48 hours of an event a recruiter submits an after-action report to their supervisor, which includes a summary of

the event. Within the summary, the recruiter will note the hours of the event, the event sponsor, how many people stopped by the LAPD booth and filled out an interest card, completed a written test, and whether the event had been advertised. Finally, the recruiter will comment on whether the event was a success or not. This information is then used to better deploy resources for future recruitments. If an event was deemed a success, the LAPD will likely return (Lim et al., 2009).

Due to proactive diversification efforts over the last 25 years, as of January 2015 the LAPD is 55.4% minority and more closely matches the ethnic makeup of the city. Specifically, the LAPD is 44% Hispanic compared to 49% in the community, 11% African American compared to 8% in the community, and 34% white compared to 28% in the community (Los Angeles Times, 2015).

U.S. Border Patrol

The U.S. Border Patrol, America's largest federal agency, is also seeking to diversify their organization by hiring more women. In 2015, the Border Patrol saw an overwhelming increase in the number of women and families attempting to cross the U.S. border with Mexico. The agency sees a distinct advantage of having more women agents for such situations, citing that they have a better rapport with female migrants, can more effectively investigate human trafficking or sexual assault cases that are common among female migrants, are better positioned to search females, and they have found that female migrants are generally more comfortable speaking with border agents of the same gender (Hennessy-Fiske, 2015).

Starting in 2007, the U.S. Border Patrol engaged in a number of creative efforts to attract more applicants and add agents, including increasing the hiring age limit from 37 to 40, running television advertisements, appearing at nationwide job fairs, sponsoring a NASCAR vehicle, and

even offering current agents a \$1,500 bonus if they refer someone who is ultimately hired. Although these creative efforts have been successful at swelling the agency to some 21,000 personnel, they have been disappointingly ineffective with regard to adding gender diversity to the organization, which as of 2015 was comprised of only 5% women. This figure is significantly lower than other federal agencies, including the military which is 15% female (Hennessy-Fiske, 2015).

Lamenting these numbers, the Border Patrol is seeking to add 1,600 more agents in its 2015 recruitment and is heavily targeting women. Generally not allowed under EEOC rules, the Border Patrol received an unprecedented exemption in 2015 that will allow them to focus almost exclusively on hiring women (Dickson, 2015). This exemption comes from the Office of Personnel Management and gives the Border Patrol immunity from Title V of the United States Code, governing merit system principles, which states that, “Applicants for employment should receive fair and equitable treatment in all aspects of personnel management without regard to political affiliation, race, color, religion, national origin, sex...” (Office of Personnel Management, 2015, p. 1). As a result of this exemption, the Border Patrol was able to restrict a recent hiring announcement to women only (Dickson, 2015).

According to Joe Battaglia, who runs the Border Patrol’s national recruitment effort, they began by studying their applicant pools and current female agents, finding that the typical female interested in the Border Patrol is sports-oriented, likes the outdoors, is interested in health and fitness, and is often interested in firearms. Consequently, the Border Patrol tailored its female-targeted recruitment towards organizations that fit these criteria, such as the NCAA, American Council on Exercise, Women’s Sports Foundation, USA Triathlon, as well as veterans’ organizations. The Border Patrol is also seeking permission to offer a hiring bonus to

females in the future. As a result of the latest hiring efforts, the Border Patrol received applications from more than 5,500 women (Dickson, 2015).

Miscellaneous Police Diversification Strategies

Many police departments have identified barriers that over time have prevented them from hiring more women and minorities. While some barriers are out of a department's control, such as the content of an official state written test, some are very much under the control of departments and can be changed. The following departments were able to identify barriers and took action to change them, providing good strategies for others to follow (National Resource Network, 2015).

An example of a department identifying a barrier for women occurred in Atlanta. After researching their lack of female recruits, the Atlanta Police Department discovered that many of them were washing out during the physical agility testing phase of the hiring process. Specifically, most female candidates who did not pass failed to complete the 16-inch standing jump test. In response, the department chose to lower the testing standard to 12 inches, which resulted in an increase in the number of females who moved on in their hiring process (National Resource Network, 2015).

In the fall of 2015, the City of Harrisburg, Pennsylvania began the process of tweaking their hiring processes for both police officers and firefighters in an attempt to increase diversity. This effort is largely the result of significant diversity gaps that exist in Harrisburg, where the police force is 11% black and is serving a city that is comprised of 52% African Americans. Among the changes being made, the city plans to significantly reduce the points awarded to an applicant for prior military experience. According to the city's risk manager, this practice

resulted in an unintentional hurdle for minorities, who typically have less military experience, and unfairly favored white males (Vendel, 2015).

In addition to changing how military experience is credited, Harrisburg is also working on re-crafting oral interview questions that will earn candidates points depending on their performance, contributing to their overall ranking in the hiring process. Currently, interview questions are un-scored and do not affect a candidate's ranking. The city is teaming with the U.S. Department of Justice to ensure that the new questions will be fair (Vendel, 2015).

Another interesting idea and method of overcoming barriers comes from the Columbus, Ohio Police Department (CPD), who in 2015 created three new positions to help them better communicate with their minority communities. Acknowledging that communication and cultural gaps existed, the CPD added three diversity and inclusion liaison officers, who are tasked solely to partner with members of the Somalian, LBGT (lesbian, gay, bisexual and transgender), and African American communities. By creating these positions, the CPD will be better positioned to build stronger relationships and trust with these groups, with the added benefit of being a law enforcement recruitment tool as well (Landers, 2015).

For over 30 years, the Boston Police Department (BPD) supported a police cadet program, which was aimed at grooming 18-24 year olds for a successful future career in law enforcement. Although the program had done well, it was discontinued in 2009 due to financial reasons. Recently, however, the BPD re-instated the program in hopes of using it as a tool to add diversity to the department (Smith, 2015).

The desire to add diversity was due in part to a workforce report released in the spring of 2015, which showed that minorities were substantially underrepresented in the city's departments, particularly police and fire. Currently in the City of Boston, which is 53%

minority, the fire department is comprised of 72% whites while the police department is 66% white. In response to his department's lack of diversity, BPD's police commissioner, William Evans told reporters, "We have to reflect the community we police," he said (Smith, 2015, p. 1).

Historically, Boston police cadets typically performed low-level police functions, such as taking basic police reports, data entry, traffic assignments, manning the precinct's front desk, interacting with the public, etc. The cadet program is an excellent opportunity for young adults to receive early training on police functions, with the hope of eventually transferring those skills to become full-time officers. Commissioner Evans, who is a former BPD cadet himself, added that racial diversity will be one of the major pushes for the initial group of 50 cadet recruits. By developing a group of diverse police cadets today, this investment will contribute to a more diverse police force in future years (Smith, 2015).

The Philadelphia Police Department (PPD) was able to identify an age obstacle that was preventing many minorities from applying. The department, which previously had a minimum age of 21 to apply to become a police officer, found that many potential young and diverse interested candidates did not apply to the PPD because they did not want to wait so long. Instead, they pursued other career interests and as a result the department lost out on many young, diverse applicants. As a compromise, the department lowered its age requirement to 19, while modifying its education and experience requirements since research shows that young, less educated officers are more apt to receive citizen complaints (National Resource Network, 2015).

Some police departments across the U.S., including the Los Angeles County Sheriff's Department (LASD), have begun easing their criteria for successfully passing a background investigation as way to bring more minorities on board. In the last 10 years, the LASD began

allowing applicants to proceed through their process who have displayed refined behavior over time, or who had a history of low-level charges (National Resource Network, 2015).

A number of police departments have also identified the early engagement of youth as a way to generate minorities' interest in law enforcement and create a hiring pipeline. In addition to the Boston Police Department's police cadet program (supra), the LAPD and PPD also offer a youth cadet academy program. These programs are free and open to 13-20 year olds who are interested in law enforcement. The 144-hour program meets Saturdays for 18 weeks and offers classroom and physical training, as well as teambuilding exercises. The program's goal is to prepare students for the police academy and to increase their likelihood of being successful therein. Research from the LAPD's program has found that it has been successful at aiding their recruitments (National Resource Network, 2015).

The San Diego Police Department (SDPD) has also used youth engagement as a way to hire more minorities, taking a proactive approach to generate more interest in their department. The department began aggressively attending diverse events throughout the city, including cultural events, church celebrations, and ethnic fairs. In 2013 alone, the department attended more than 120 events. The SDPD also hosted their own job fair, and specifically targeted youths for recruitment by playing hiring advertisements at select movie theatres in the San Diego area. The SDPD reports that the advertisements at movie theaters have helped their recruitment efforts (National Resource Network, 2015).

As a means to reach out to the community and minorities, the Detroit Police Department (DPD) has created a recruiting ambassador program. Recruiting ambassadors act as liaisons and work to build a positive relationship between the department and the public, also forwarding information about job opportunities within the department. The DPD ambassadors pass out

referral cards to interested parties, and the ambassadors who are most successful with regard to recruiting are rewarded at annual recognition ceremonies (National Resource Network, 2015).

Chief of police Hugo McPhee of the Three Rivers Park District (MN) believes that in order to find diverse candidates, departments must go where the current and future applicants are. In order to truly diversify a police agency, no longer can recruiters simply post a hiring advertisement and hope that diverse candidates apply (McPhee, 2014).

McPhee (2014) believes that too often recruiters expect applicants to come to them, but the more effective method is to be proactive. Police should also be recruiting in middle and high schools, community centers, and colleges as way to build interest in law enforcement at a young age and early adulthood. These audiences should be shown why law enforcement is a good career choice, and also why a particular agency is appealing. McPhee also believes that departments should team with diverse partners during day-to-day operations. This should not be reserved for just when there is an ongoing recruitment, but all the time. By doing so, a trust is built which has an added benefit of having an established relationship with a potential applicant pool. McPhee points out that law enforcement should also have the mindset that the minor who is out past curfew at age 12 or 13 could be a viable police officer applicant 10 years down the road (McPhee, 2014).

Conclusion

As this section illustrated, many different types of tactics have been adopted by police departments to increase diversity. After examination, the common theme that emerges is that law enforcement must make proactive changes to their hiring tactics to see any kind of results, including eliminating obstacles for women and minorities, targeting specific minority and gender groups for hire, and engaging potential candidates at a young age.

SECTION IV: FINAL RECOMMENDATIONS AND CONCLUSION

“The past cannot be changed; the future is still in your power.”

-Hugh White

As illustrated throughout this paper, there are many clear advantages of having women and minorities in law enforcement, yet females still only make up 12% of police officers in the U.S. and large diversity gaps still exist in many departments. The question remains: how does this problem get fixed? The following are specific recommendations that will help law enforcement agencies attract more diverse applicant pools, thus making the police better reflective of the communities they serve.

RECOMMENDATION #1: RECRUITMENT EFFORTS MUST BE PROACTIVE TO MOST EFFECTIVELY ATTRACT MINORITY AND WOMEN CANDIDATES

One of the most noticeable themes to emerge from this paper is the need for departments to be proactive with regard to the hiring of minorities and women to see consistent and effective results. Too often, departments post hiring announcements in various outlets and passively wait for applicants to come to them, doing little to no active recruiting during the hiring process or throughout the year. While this may yield some results, it will not be overly effective at building a diverse police force. Agencies need to make diversification a top priority internally by, among other efforts, linking diversification strategies to strategic plans such as vision and values statements. Command staff members also need to lead by example by devoting resources and funds to the effort, changing the culture of the organization, offering diversity training to all employees, and setting hiring goals for women and minorities.

To best attract minorities and women, departments need to re-think how they are recruiting and tailor hiring efforts to actively recruit in areas where women and minorities live,

work, socialize, and go to school. Departments should also encourage current police officers to act as recruiters while they are working in the community, providing hiring information and encouraging minorities and women to apply for vacancies. Many departments have also found success by opening formal recruiting centers in diverse areas, and by offering written exam study courses and seminars to help candidates prepare for the oral interview process. With such efforts, applicants can be better prepared for the rigors of a hiring process and increase their likelihood of performing well.

Historically, police departments have found success by participating in formal job fairs and advertising job openings in traditional outlets, but this should be expanded upon. Departments should not limit themselves to criminal justice job fairs, but instead should aim to attend *all* major job fairs in the area and consider attending similar hiring events in surrounding states as way to attract candidates with non-criminal justice backgrounds. Job openings should also be advertised in more diverse and creative mediums, such as the Urban League, Wisconsin Women of Color Network, National Black State Troopers Association, local NAACP branches, as well as publications frequently read by women. Agencies should think outside the box and look for creative ways they can reach women and minorities in their community who may be interested in law enforcement careers, such as hosting an open house, advertising on billboards, or making commercials that could air on television or simply on social media or the department's website. Other ideas include setting up hiring booths at various community gatherings such as festivals, sporting events, or faith-based events.

As a way to monitor applicant flow and recruitment effectiveness, departments should also track the race and gender of applicants. This data should be collected voluntarily and separately from the application via a separate form to safeguard against a U.S. Equal

Employment Opportunity Commission (EEOC) violation. While this information cannot be used to affect an applicant's status in the hiring process, it is an excellent tool for departments to gauge how well they are reaching minority and women candidates. It can also be useful to determine where the most diverse candidates are coming from, or how they heard about the job opportunity, thus aiding future hiring efforts.

RECOMMENDATION #2: CONDUCT A THOROUGH HIRING PROCESS REVIEW

While not intentional, some police departments may have obstacles in place that are disproportionately preventing women and minorities from advancing in their hiring process. If isolated, these obstacles should be removed or modified if there is flexibility to do so. Gains and Kappeler (2008) found that one of the main reasons that minorities are not adequately represented in law enforcement is due to institutional barriers, such as a department's complicated application process. As Williams (1996) noted when he took over the LAPD, women and minorities should compete in a fair hiring environment.

As an example of this recommendation, physical agility testing results should be evaluated to see where candidates are most commonly failing, and to be certain that all elements of the testing are directly related to police work as a way to avoid lawsuits. If particular elements of the testing are failing disproportionately more women than men, they should be re-evaluated. For example, should an otherwise exceptionally qualified female candidate be failed just because she can only jump 14" high rather than the required 16"?

Police departments should meticulously review every element of their hiring process from beginning to end to look for: a) areas where women and minorities struggle, b) how the process could be made more efficient at identifying diverse talent, and c) any areas of weakness. All areas should be up for discussion and possible change, including how active the department

is recruiting during non-hiring periods, whether current recruiting tactics are working, shortening the overall length of the hiring process (to reduce the likelihood of a quality candidate being hired elsewhere first), removing early automatic disqualifiers that may prevent an otherwise promising candidate from continuing in the process, and triaging applications to immediately identify promising candidates. Departments should also make communication during the hiring process a priority so applicants know exactly what is coming so they can prepare. As an example, it should be made clear exactly what the physical agility testing consists of so applicants can train properly. It may also be useful to make this information available at all times via the department's website so a person interested in being hired can prepare themselves even before the process begins.

Finally, agencies should implement an internal human resources element that continuously monitors progress towards diversification and the overall state of the workforce. With such a program, workforce demographics can be monitored and compared to the community's ethnic makeup. Departments should use this information to set hiring goals and multi-year targets for the hiring of minorities and women. Pending retirements and officers eligible for retirement can also be constantly monitored via this internal element, making certain that a pool of diverse candidates is at the ready when vacancies present themselves.

RECOMMENDATION #3: DEVELOP PROGRAMS TO TARGET YOUTH

Departments should begin looking at recruitment not as a six-month process limited to an active hiring process, but as a long-term, continuous endeavor that begins as young as middle and high school, creating a hiring pipeline where diverse groups of teens can be groomed for future careers in law enforcement. Although a long-term investment, public schools can be a

department's best resource for diverse candidates since they directly reflect the ethnic makeup of the community.

With this in mind, departments should team with their local school district administration to create school resource officer (SRO) positions. These positions assign uniformed police officers full-time to middle and high schools, establishing a law enforcement presence in the school and also building positive relationships, bridging the gap between police and teens. If SRO positions are already in place, more effort should be made for those officers to sell law enforcement as a career choice, making guest appearances in classrooms and diverse school clubs. SRO's could also work to facilitate the creation of criminal justice-type courses in schools, which can stimulate interest in law enforcement. SRO's could even offer students the opportunity to do a ride-along with an officer to experience first-hand what police work is like. The SRO position can offer many opportunities for youth to get directly involved in law enforcement early on, which should be taken full advantage of as a potential recruitment tool.

As a way to further target youths, departments should look to create cadet, internship, or police explorer programs, with the participation of females and minorities being a goal for these initiatives. Such programs involve teenagers and young adults receiving police-related training and experience, thus further creating a direct career path for diverse candidates. Departments should also encourage and make it the goal of on-duty officers to make appearances at local youth centers or boys and girls clubs. This can also help build a positive relationship with the community's youth and create interest in law enforcement.

RECOMMENDATION #4: ASSIGN SPECIFIC OFFICERS TO SERVE AS RECRUITERS

If feasible, departments should assign specific individuals to serve as full-time recruiters. Without such positions, departments' recruitment efforts often fall dormant during periods of non-hiring, missing out on opportunities to build relationships with future candidates. As noted by Fields (2015), there are many benefits to having members of the department specifically assigned as recruiters. By investing in these positions, recruiters will receive specialized training relating to hiring, identifying diverse talent, selling the agency and city, etc. A recruiter will also be able to devote sufficient time and effort to building the department's image and reputation, which are vital to recruitment. If a department's staffing levels do not allow for a full-time recruiter, an officer(s) could be assigned this role as a collateral duty and perform tasks as they are able.

By utilizing a recruiter throughout the year who can work on building the department's image and establishing a diverse pool of interested applicants, departments will be better poised to have a successful hiring process when vacancies presents themselves. Recruiters can also work on building positive relationships with diverse organizations in the community and local colleges, so that when it comes time to hire those relationships are well-established and may help facilitate a more diverse pool of interested candidates. Prior to a recruitment trip, recruiters can also reach out to diverse clubs and organizations with which they've formed relationships as a way to generate more interest in their pending visit.

Recruiters are also best positioned to monitor the effectiveness of a hiring process and recruitment efforts generally. They can study applicant demographics, how applicants heard about the vacancy, where candidates failed most often, etc. All of this information can be used to fine-tune future recruitment efforts. As Chief Koval of the Madison Police Department noted,

recruiters have a vital role at finding a department's talent pool, and their responsibilities are among the most important in the department (Savidge, 2015).

RECOMMENDATION #5: ASSESS AGENCY'S APPEAL AND IMAGE

For potential applicants, an agency's reputation and appeal can be among the most important factors when deciding whether to apply. Consequently, departments should be aware of these factors when trying to lure talented, diverse candidates. In today's world, a qualified minority or woman candidate may potentially be involved in multiple hiring processes simultaneously and be quickly hired by the most aggressive department, or the one that the candidate finds most attractive. Therefore, police departments should assess how appealing their agency is when compared to others, and offer incentives to stand out and attract the most qualified diverse candidates.

With this in mind, departments should maintain a highly competitive starting salary that is among the highest in the area. Lateral transfer options should also be offered so current (and more qualified) officers can start at a higher salary and therefore be more tempted to switch departments. A relocation premium and payment for moving expenses for those who re-locate can also be a major incentive. If a candidate is still finishing the police academy or is in their last semester of college, departments could offer tuition reimbursement, loan repayment options, or possibly a temporary stipend until they can officially start the job. While many of these incentives will cost money, in a highly competitive job market they will provide serious incentives for diverse police officer candidates to choose one agency over another.

Another factor agencies should consider is their image. Department should have a strong social media presence that spreads the word about the positive things they are doing and why they are a good place to work. The department's image should also be a consideration when

attending career fairs. Well-dressed, professional officers should represent the agency at career fairs, along with a bright and vibrant booth with handouts that expresses the appeal of the agency. It may also be effective to have women or minority officers represent the department at such events to show that the agency promotes diversity.

When further evaluating the department's image, internal considerations should also be evaluated to be certain that the department is projecting a friendly environment towards minorities and women, and is seen as less homogeneous. As noted by Gustafson (2013), the presence of minorities in the department, particularly in leadership positions both in the department and in political positions in the community, is among the biggest predictors of internal diversity. Consequently, once an agency begins to diversify they will be seen as more appealing to women and minorities since people prefer to work for a diverse organization (Fields, 2015).

To be most effective, diversification should not just be a proposal that will eventually collect dust and fail, but rather a complete cultural shift that makes it a top priority, and the fabric of the organization, to value diversity and to be reflective of the ethnic makeup of the community. If followed, these recommendations will help secure an agency's place among the most diverse possible, thus making it stronger.

Conclusion and Final Thoughts

In recent decades, a great deal of progress has been made to add more minorities and women to the field of law enforcement. According to the Bureau of Justice Statistics, as of 2013 minorities make up 27% of full-time local police officers in the U.S. This figure has risen significantly since 1987, when only 14.6% of officers were minority. Although this is excellent progress, much work still needs to be done.

To continue down this encouraging path towards closing diversity gaps, many more police departments should take proactive steps to recruit minorities and women. The recommendations outlined in this paper lay the groundwork for such efforts. If more departments joined in this endeavor, law enforcement would be greatly more reflective of the communities they serve, leaving the profession itself, along with society, to undoubtedly reap the benefits.

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