

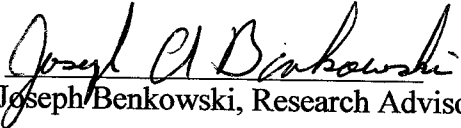
A Hiring and Training Model to Build a Diverse Government Employee Base

By
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ABSTRACT

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City government organizations located in large urban areas have experienced difficulty in recruiting and hiring diverse populations that reflect the community populations being served. The population is not prepared to assume responsible professional positions within those organizations. Across the nation, an employment goal of city and government organizations is to develop and retain a diverse workforce that reflects the community being served. City and government organizations have attempted a multitude of recruiting strategies to achieve diversity in the employment setting. Ethnically diverse populations living within communities studied desire and have demanded a meaningful stake and active participation in the decision making, management and administration in governance in the communities where they reside.

A key hiring constraint facing the large diverse cities studied is reflected in nationwide data pertaining to high school graduation rates of the diverse student population residing in these cities. In a report on nationwide graduation rates, diverse populations residing within the cities studied have graduation rates of approximately fifty percent for African American and Latino students.

Proactive laws and policies such as “Affirmative Action” were developed as an attempt to influence societal practice to achieve community reflective goals and outcomes and assure equality to community access, housing, education and employment. The passage of a constitutional amendment or legislative act will not alone assure cultural change in attitudes and practices that negatively impact disaffected populations.

This study will review hiring, population and educational data for diverse populations that is focused on government employment in six (6) major cities throughout the United States. This study will identify and examine government employment hiring disparity that exists for ethnically diverse populations that reside within the cities studied. It will also examine the benefits and successes of an existing pilot hiring model, developed in the City of Minneapolis, which facilitates diversity in hiring. This study suggests that the existing Minneapolis model could be duplicated in government settings throughout the country. This study also suggests that the developed model, if implemented, could identify, prepare, recruit, select and place culturally and ethnically diverse groups of persons into responsible government employment opportunities and thereby overcome the existing identified hiring constraints.

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CHAPTER I: INTRODUCTION

Statement of the Problem

Problem Background

City government organizations located in large urban areas, throughout the United States, have experienced difficulty in recruiting and hiring diverse populations that are prepared to assume responsible professional positions within the organization. Community goals propose that the employee base should reflect the community populations being served. Current identified hiring constraints have produced a 'hiring gap' within the studied cities.

This study will review hiring, population and educational data, specific to government employment, for diverse populations living in six (6) major cities throughout the nation. It will also review high school graduation rates, as a predictor, for being prepared for responsible government employment positions within the cities studied. The high school graduation data suggests a need for an active investment program of professional development to prepare the disaffected population for positions in government organizations.

A working recruitment and employment model, developed by the Minneapolis Police Department, will be analyzed and proposed as a potential solution. The proposed Minneapolis model recognizes hiring constraints and is designed to facilitate the preparation, recruitment and selection of diverse populations for employment roles in government organizations in communities where they reside.

Most positions in cities require a high school diploma/GED and a trade school, two year and/or a four year educational preparation program to meet the minimum standards to attain employment and meet civil service hiring requirements. Traditionally, many of the existing employees within city or government organizations have planned for and focused their professional development in preparation for a career in government organizations. Additionally, civil service hiring and employment rules that govern selection processes in government operations are legislated by state statute to assure that community standards of fairness in hiring are being practiced. City government organizations have attempted a multitude of recruiting strategies to achieve diversity in the employment setting. The diverse populations within these cities continue expressing concerns, as well as, set community goals pertaining to hiring practices that acknowledge and reflect the populations being served.

Ethnically diverse populations living within these communities desire and have demanded a meaningful stake and active participation in the decision making, management and administration in governance in the communities where they reside. The desire is expressed in identified and espoused goals of the respective government organizations.

Six cities of similar size and demographic makeup were selected to be studied. Specific hiring data was also collected for each of the cities studied. The comparison of the organizational hiring data and the city diversity residence data establishes a 'hiring gap' when measured against community hiring goals 'to have an employee base that reflects the community represented'. Refer to the tables in chapter 3 for clarity.

Over the last one hundred and forty years, an evolving nation has continued to alter operational practices and legal responsibilities of government organizations to carefully protect and assure minority population rights and participation in communities where they reside. In the United States, organizational designers developed the government structure as a republic, to assure that minority inclusion occurs, that minority populations be represented and have a voice. The creation of a republic has provided the minority and disaffected populations with an opportunity to influence the deciding majority. This distinction has allowed the disaffected minority voices to continually espouse discrepancies that negatively affect their life style. This underlying design distinction has facilitated government organizations to be inclusive in decision making and has highlighted espoused community need. Over the years, the minority voice of the disaffected population has facilitated continual change in acceptable community standards and protected against an assertive will of tyrannical majority.

The passage of a constitutional amendment or legislative act does not alone assure cultural change in societal attitudes or practices. Proactive laws and policies such as "Affirmative Action" were developed as an attempt to influence societal practice to achieve community reflective goals and outcomes. Affirmative Action has demonstrated the ability to achieve results. However, it has not responded to all the needs of disaffected populations; to be prepared for employment opportunities or encouraged to participate in educational opportunities that could lead to a career in public service.

Statement of the Problem

Across the nation an employment goal of city and government operations is to develop and retain a diverse workforce that reflects the community being served. City and government organizations have attempted a multitude of recruiting strategies to achieve diversity in the employment setting. Ethnically diverse populations living within communities studied desire and have demanded a meaningful stake and active participation in the decision making, management and administration in governance in the communities where they reside. This expectation has produced a 'hiring gap' when comparing the diversity of the residing population and the diversity of the employees within the cities studied.

Traditional recruiting and hiring solutions have not achieved the outcomes anticipated by stated goals. A number of barriers have been identified that inhibit goal achievement by government organizations. These barriers can best be summarized into two categories. The first is the vision and preparation for a future position/career in government. Many ethnically diverse populations lack understanding of the potential government employment opportunities. Some diverse populations may see government organizations as only standard setting operations establishing and enforcing demands upon their lives. The second is an opportunity to become prepared. Many diverse populations living within the cities studied lack the financial resources for everyday life much less the resources to plan for educational investments for future opportunity achievement. Additionally, a review of high school graduation rates, within the cities studied, adds clarity to the issue of a vision for future opportunity achievement by the population identified.

Purpose of the Study

The purpose and scope of this study is to identify and examine a government employment hiring disparity, 'hiring gap', that exists for ethnically diverse populations that reside within the cities studied and the benefits and successes of a pilot hiring model, developed in the City of Minneapolis, that facilitates diversity hiring. This is a model that could be duplicated, in government settings throughout the country, and could identify, recruit, select, place and prepare culturally and ethnically diverse groups of persons into responsible government employment opportunities.

This study will examine the diversity hiring achievements from ten cities identified, of comparable size to Minneapolis, where significant diverse populations reside. It will identify common barriers to diversity hiring within the cities studied. It will analyze government employment hiring data, pertaining to diversity, and examine a working model that enhances diverse populations into government employment opportunities.

Assumptions of the Study

A significant assumption in this study involves the desire and political will of community, elected and appointed leadership to achieve employee diversity within government organizations of the cities studied. It assumes that espoused organizational goals are desired outcomes and are not merely a public relations necessity. It assumes that an individual's vision of the future is related to home support networks, financial resources to invest in professional development and most importantly an understanding of community systems and employment opportunities. Additionally, that lack of understanding of these factors contributes to low graduation rates in the cities studied.

This study also assumes a general knowledge of varying democratic government structures and the impacts of structural designs in guiding legal frameworks and the developed fabric of community standards. It also assumes that status quo hiring practices will not achieve diverse pool of future employees based on years of past practice results.

Definition of Terms

CSO; Community Service Officer. An entry level training/apprenticeship position in the Minneapolis Police Department designed to encourage community interest for a career in law enforcement. The requirements of the position are less than a law enforcement officer which requires a two year law enforcement degree and state licensing eligibility. This position provides part time/paid on the job experience and full educational subsidy for up three years to achieve city and state requirements.

CSO; Community Service Officer Program. A successful pilot program designed by Minneapolis Police Department designed to encourage community interest in a career in law enforcement. The program has progressed from a pilot to full implementation providing multiple professional development positions preparing selected individuals for careers in law enforcement.

PSO; Public Service Officer Program. A program developed by the City of Minneapolis, modeled from the Police Department's CSO Program, designed to encourage community interest in careers in public service. The program is being considered for implementation to provide multiple professional development positions that will prepare and select individuals for careers in public service.

Hiring Gap. For the purposes of this study, the gap is a numerical measurement that describes a comparison between diverse populations residing within the cities studied and the diversity of the employees hired within the specific cities.

Limitations of the Study

The primary focus of this study is to examine and evaluate status quo hiring practices of the cities studied and achievement of goal attainment specifically to diversity hiring within the respective government organizations studied. It will review and evaluate a working hiring model developed by the City of Minneapolis that has achieved success in overcoming barriers that have prevented diversity hiring of personnel that reflect the community being served. It will focus on positive organizational change that will facilitate organizational diversity in employment.

This study will not evaluate the social conditions that bring about poverty, poor home support networks and the multiplicity of causes that limit human potential and future vision of professional achievement.

This study will not consider the reasons why the cities included have continued with the status quo hiring practices that produce results in contradiction to stated goals to develop a diverse employee base.

CHAPTER II: LITERATURE REVIEW

Introduction

Ethnically diverse populations living within the communities studied desire a meaningful stake and active participation in the decision making, management and administration in governance where they reside. The achievement of this goal is suggested to be a barometer of open and fair hiring systems and an organization keenly prepared and able, by cultural makeup, to understand and communicate with residing populations.

The need to understand and respond to human cultural differences and the issues and opportunities that develop in diverse societies, have been at the core of community and organizational discussions throughout recorded history. Many democratic societies, where the organizational structures secure the rights of the majority, vary on protecting the rights of the minority. Not all democratic societies protect all the rights of every society member equally. In the design of a pure democracy, where each person has one vote, the majority of votes decide societal practices.

Employment constraints exist as a result of systemic problems and cultural misunderstandings. Many ethnically diverse populations lack understanding of government organizations and potential government employment opportunities. Some diverse populations see government organizations as only standard setting operations establishing and enforcing community standards and laws upon their lives. Additionally, the lack of resources and vision inhibit the opportunity to become prepared for employment possibilities. Many diverse populations living within the cities studied lack

the financial resources for everyday life much less the resources to plan for educational investments for future opportunity achievement.

High school graduation rates, for diverse populations, approximate fifty percent (50%) within the cities studied, bring clarity to the issue of a vision for future opportunity achievement by the population identified. In other words, fifty percent (50%) of the diverse population residing in the study cities are not being prepared to meet the minimal requirements to successfully compete for a civil service government position. Language, cultural differences and a lack of understanding or knowledge of how government organizations function impacts the remaining 50% who do obtain a high school diploma. Economic conditions and family structure support networks also impact potential interest and preparation in pursuing career opportunities in government service. These factors should be identified as barriers to a successful diversity hiring programs within the government setting.

The research conducted examines data related to diversity government employment, the hiring systems, barriers and current goal driven results of government organizations in selected study cities throughout the nation. Research also reviews traditional recruiting and hiring solutions that have not achieved the anticipated outcomes when evaluated against stated goals. It examines research data related to the employment of ethnically diverse residing populations and academic preparation information. It examines a working model achieving diversity hiring results.

This study will discuss some of the barriers that inhibit existing efforts to achieve community employment diversity goals. It will review current diversity population statistics of the ten cities studied and compare those values to employment statistics in

those same cities. It will also discuss an obvious predictor of employment preparation by examining graduation rates by ethnic diversity categories residing in the communities studied.

High School Graduation Rates

In an ongoing research study beginning in 1998, conducted by the Manhattan Institute for Public Policy, nationwide rates for high school graduation, including by ethnic background, are tracked and updated annually. The significance of this research clearly shows that diverse student populations living within the cities studied and nationwide are graduating at an approximate rate of fifty (50%) percent. For purposes of employment within the government setting it articulates that fifty percent of the student population nationwide is not achieving the minimal employment requirements. The minimal requirements preclude this population from future academic or on the job apprenticeship training to meet minimal government employment requirements.

A hiring constraint facing the diverse cities studied is reflected in nationwide data pertaining to the graduation rates of diverse student populations residing in these cities. In a report on nationwide graduation rates, diverse populations residing in the cities studied have high school graduation rates of approximately 50 % fifty percent for African American and Latino students. In some cities the graduation rate is as low as 28%. The report summarizes national graduation rates as follows:

Table 1

High School Graduates Nationwide

2002 Graduating Students	White	Black	Hispanic
	78%	56%	54%

The graduation rates within the cities being studied impact the selection process with approximately fifty percent (50%) of the possible recruitment target population being eliminated from further consideration, as they do not meet the minimum standards of a high school diploma. This measurement also impacts the Minneapolis CSO model training program developed to achieve diversity and to facilitate high school graduates into the civil service hiring processes.

Population and Diversity Residing in Study Cities

Current US Census data was researched and analyzed to establish a group of cities comparable to Minneapolis. Reviewing US Census data establishes a baseline of residing populations by ethnic background within the study cities. Utilizing this information for each study city and comparing it with employee hiring data for the same cities studied establishes 'the hiring gap', a measurement developed to understand specific hiring goal, achievement; an employee base that reflects community being served. Table 2 establishes the study cities, population and demographic makeup.

Table 2

Population Diversity Residing in Study Cities

City/State	Population	White	Black	Hispanic	Asian	A. Indian	Two +	Other
Minneapolis, MN	358,785	63%	18%	8%	5%	3%	4%	4%
St. Paul, MN	259,606	64%	12%	8%	11%	2%	4%	4%
Milwaukee	590,503	45%	37%	12%	2%	2%	3%	6%
Portland, OR	480,824	76%	7%	7%	6%	2%	4%	4%
Denver, CO	497,840	52%	11%	32%	1%	2%	4%	16%
Miami, FL	365,127	12%	22%	66%	0%	1%	5%	5%

Hiring Diversity in Study Cities

Government employee hiring data was compiled for the cities studied. This data is reported to the federal government annually in a form entitled EEO4. Each city and business organization (of a certain size) within the United States, are required to report annual employment and hiring outcomes that delineate gender and ethnicity. This information compared to US Census data establishes 'the hiring gap' for the government organizations studied, if a hiring goal was established that government employees should reflect the population they serve. The table below identifies hiring data pertaining to diversity hiring for gender and Persons of Color (POC).

Table 3

Hiring Diversity in Study Cities

City	Total	% male	% female	POC Pct	Caucasian	African Am.	Hispanic	Asian	Am. Indian
Minneapolis, MN	2625	69%	31.50%	20%	80%	11%	3%	3%	3%
St. Paul, MN	4142	70%	30%	13%	87%	5%	3%	4%	1%
Milwaukee, WI	5257	64%	36%	33%	67%	26%	5%	1%	1%
Portland, OR	9478	69%	31%	14%	86%	5%	3%	5%	1%
Denver, CO *	3577	53%	47%	50%	50%	15%	32%	2%	1%
Miami, FL	5300	69%	31%	85%	15%	32%	52%	1%	0%

Hiring Gap in Study Cities

Across the nation, an employment goal of city and government operations is to develop and retain a diverse workforce that reflects the community being served. By utilizing the population demographics residing in the area and comparing it to the hiring

rates of the cities studied a 'hiring gap' is realized. The table below reflects the hiring gap in the studied cities.

Table 4
Hiring Gap in Study Cities

City	Employees	% male	% female	POC Pct	Caucasian	African Am.	Hispanic	Asian	Am. Indian
Minneapolis, MN	2625	69%	31.50%	20%	80%	11%	3%	3%	3%
Population %					63%	18%	8%	5%	3%
		Hiring Gap			17%	-7%	-5%	-2%	0%
St. Paul, MN	4142	70%	30%	13%	87%	5%	3%	4%	1%
Population %					64%	12%	8%	11%	2%
		Hiring Gap			23%	-7%	-5%	-7%	-1%
Milwaukee, WI	5257	64%	36%	33%	67%	26%	5%	1%	1%
Population %					45%	37%	12%	2%	2%
		Hiring Gap			22%	-11%	-7%	-1%	-1%
Portland, OR	9478	69%	31%	14%	86%	5%	3%	5%	1%
Population %					76%	7%	7%	6%	2%
		Hiring Gap			10%	-2%	-4%	-1%	-1%
Denver, CO *	3577	53%	47%	50%	50%	15%	32%	2%	1%
Population %					52%	11%	32%	1%	2%
		Hiring Gap			-2%	4%	0%	1%	-1%
Miami, FL	5300	69%	31%	85%	15%	32%	52%	1%	0%
Population %					12%	22%	66%	0%	1%
		Hiring Gap			3%	10%	-14%	1%	-1%

Diversity of Minneapolis Recruit Officers Hired in 1998

In the mid 90s, responding to city and community goals to achieve a diverse workforce that reflects the community, the Minneapolis Police Department (MPD) began closely examining hiring outcomes that pertained to gender and ethnicity factors. Active recruitment activities were carried out with minimal success. As an example, in 1998

ninety five recruit officers were recruited, selected, hired and trained. Of that population, fourteen percent female and sixteen percent were Persons of Color (POC) that were hired. At that time, the MPD examined each aspect of the recruitment, testing and selection processes. The table below reflects diversity outcomes achieved utilizing the status quo hiring approach. The information was collected from the Minneapolis Police Department Human resource Unit.

Table 5

Diversity of Minneapolis Recruit Officers Hired in 1998

				Persons of Color
	All Hires	Male	Female	
Recruit Officers	81	70	11	13
% Hires	100%	86%	14%	16%

In late 1998, the Minneapolis Police Department (MPD) embarked on a recruiting and training program, the Community Service Officer (CSO) pilot project, designed to provide an alternate avenue of entrance to the MPD for persons with an interest in a policing career. A driving force for this initiative was a City goal to develop a more diverse workforce that reflected the community served.

It had become clear to the leadership of the MPD that in order to achieve a diverse workforce of police officers, a proactive investment program (the CSO pilot) would need to be developed and implemented. Supporting this conclusion was a report produced by the Minnesota Post Board in 1999 on law enforcement graduates from the Minnesota

College System. This report confirmed that the majority of graduates (93 % plus in law enforcement) were Caucasian and that diverse populations were not being trained in law enforcement and therefore would not be “license eligible” to apply for the Minneapolis Civil Service Classification of Recruit Police Officer. The report also showed that even a smaller percentage of those who were “license eligible” were not gaining employment, thereby not activating their license.

Table 6

Minnesota POST Board Diversity Report

Recruit Officers College Trained Requirement in 1998-9

Population	License Status	Number	Percentage	Total Population
Persons of Color (POC)	Eligible	28	7%	418
Persons of Color (POC)	Activated	12	3%	450
Women	Eligible	73	17%	418
Women	Activated	56	12%	450

Diversity of the Minneapolis Model; CSO to Recruit Officer Program

The Minneapolis Police Department developed a model hiring program that began in 1999 to facilitate a community goal to hire a diverse workforce that reflects the ethnicity of the residing population. The following table reflects hiring achievement of that program from 1999 to present. It should be noted that the first two years of the program had lower numbers as the model was being pilot tested. It should also be noted that since 2001, budgetary issues have constrained total hiring for the Minneapolis Police Department (MPD). Today, the program stands as the primary hiring tool for the MPD.

Table 7**Minneapolis Model; CSO to Recruit Officer Program 1999 to Present**

CSO to Recruit Officers				Persons of Color
	All Hires	Male	Female	
	73	49	24	16
% Hires	100%	67%	33%	22%
<hr/>				
Current Class	16	11	5	6
%	100%	69%	31%	38%

Hiring Structures of Government Organization

Research evaluated identifies that the creation of civil service organizations dates back to the 1800s, as a government structure change, to eliminate political patronage in democratically elected governments. Political patronage was impacting government workers judgment and loyalty in the performance of their duties. Civil service laws protect employees from politically motivated individuals who would attempt to exert power in administrative decision making, hiring or termination for political gain. Civil service laws were created for employee protection and hiring fairness. These same laws have created and influence hiring barriers currently being experienced as government organizations espouse to achieve a diverse working environment.

Research Importance

The importance of this research illuminates the constraints government organizations continue to have in achieving the goal of hiring and retaining ethnically diverse populations that reflect the populations being served utilizing status quo hiring practice and requirements. Information researched should provide adequate foundation material for decision makers to ascertain that alternative hiring practices must be developed, adopted and implemented if stated diversity goals are to be achieved.

CHAPTER III: METHODOLOGY

Introduction

Across the nation, an employment goal of city government organizations is to develop and retain a diverse workforce that reflects the community being served. City government organizations have attempted a multitude of recruiting strategies to achieve diversity in the employment setting.

Ethnically diverse populations living within communities studied have communicated a desire to have a meaningful stake and active participation in the decision making, management and administration in governance in the communities where they reside. Impacted communities have requested that elected officials develop diversity hiring goals utilizing a measurement of an employee base that equates to the diversity of community being served. This goal has facilitated the identification of 'a hiring gap'. Past hiring practices have been based on annual numeric calculation achievements defined in individual organizational Affirmative Action Plans.

To measure the effectiveness of the studied communities stated goal, 'to have a workforce that reflects community population statistics', information was collected from a selected group of cities with relative size and demographic makeup comparable to the City of Minneapolis, although two of the cities were of larger size. Information was collected utilizing web based sources as well as personal phone interviews with responsible human resource officials from the selected study cities. A phone instrument was prepared that searched for three sources of information from the study cities. See

Appendix A for a sample of the questions asked at the human resource departments of the study cities, as well as the instrument used to collect the data. The three areas included; employee hiring data defined by gender and ethnic background; a goal to have a workforce that reflected the community being served; and high school diploma hiring requirements.

Information was also collected from federal government web sources specific to population and demographic makeup of selected study locations. This information provided baseline of demographic data to measure organizational diversity hiring rates.

Baseline information was collected from the Minneapolis Police Department using a traditional hiring approach for Police Officers from the year 1998. Information was also collected from the results of the Minneapolis Police Department's model diversity hiring program leading to a Police Officer position that spans from the program inception, beginning in 1999, to current day.

Subject Selection and Description

Six cities of similar size, demographic makeup and where a diverse population resided were identified for data collection and study. A phone survey instrument was prepared and utilized to collect data specific to three areas. See Appendix A for a sample of the questions asked at the human resource departments of the study cities, as well as the instrument used to collect the data. The information collected involved diversity hiring data defining each cities effort to employ persons from diverse backgrounds. The information collected was compared to ethnicity and gender data defining the makeup of the residing population.

To evaluate the achievement of the Minneapolis model hiring program, data defining diversity selection was collected for two populations. First, all information was collected for the Minneapolis Model CSO Program hired from the inception of the program to the present day. Second, data on all recruit officers hired for the year 1998 that represented the status quo hiring approach was gathered.

Instrumentation

Table 1 was developed to collect data on high school graduation rates in the cities studied. Low high school graduation rates are defined as barriers. Table 2 was developed to display data that identified population diversity statistics within the study communities. Table 3 was developed to display diversity hiring within the communities studied. Table 4 was developed to compare and contrast demographic population data with hiring data of the selected study cities hiring gap. Table 5 was developed to display diversity data pertaining to the status quo Minneapolis Police hiring process. Table 6 was developed to demonstrate student population diversity and college preparation for a career in law enforcement. Table 7 was developed to compare and contrast the status quo hiring process to the Minneapolis Model CSO to Police Officer hiring program.

Data Collection Procedures

Information was collected utilizing web based sources as well as personal phone interviews with responsible human resource officials from the selected study cities. A phone instrument was prepared that searched for three sources of information. The phone instrument was used to document collected information needed from studied cities.

The three areas included; hiring data defining gender and ethnic achievements; a goal to have a workforce that reflected the community being served; and high school hiring requirements. Some of the cities selected were not able to provide all of the information requested.

Demographic population data, informational articles and reports pertaining to population residency and ethnicity were collected and reviewed. High school graduation rates and government employment hiring figures were obtained from web based sources.

Data Analysis

The information and data collected was reviewed and analyzed to ascertain if a 'hiring gap' exists within a specific studied city. High school graduation data was collected and reviewed to determine the extent to which hiring constraints and barriers exist.

The study analysis is focused on hiring activity in study cities as it relates to a stated hiring goal of the organization to hire and retain a diverse employee base that reflects the population that resides within the study cities. Measuring the effectiveness to achieve that goal required a comparative analysis of the diversity of the residing population base (Table 2) and the diversity of the employees hired (Table 3) within each city studied. The result of this comparative analysis identifies the 'hiring gap' (Table 4) for each of the cities studied.

The hiring gap identified for each of the study cities only identifies the extent to which stated hiring goals are being achieved. The traditional measurement of goal achievement is reflected in individualized organizational Affirmative Action Plans which

annually reflect and adjust the achieved and proposed employment goals. The 'hiring gap' reflects a global view of organizational hiring achievement. It provides a dynamic view for measuring hiring success as it allows analysis to modify for population trends shifts.

Examining the graduation rates (Table 1) of achievement in the study cities provides insight as to barriers and constraints impacting hiring goal achievement within the studied cities when measured against stated organizational goals. It also provides guidance for government organizations to consider altering investment training strategies and facilitate position readiness and development within the residing population.

The examination of collected data pertaining to the Minneapolis Model CSO to Police Officer Development Program (Table 7) contrasted to the traditional hiring approach (Table 5) provides information supporting the creation of a job development and readiness program for the residing population. The data shows a significant improvement in diversity hiring in accordance with stated organizational goals.

Limitations

The primary focus of the research was to examine and evaluate status quo hiring practices of the cities studied and achievement of goal attainment specifically to diversity hiring within the respective government organizations studied.

This research did not evaluate the cause of the social conditions that bring about poverty, poor home support networks and the multiplicity of causes that limit human potential and future vision of professional achievement. It did examine graduation rates nationwide as an identified hiring barrier for government employment.

The research did not consider the reasons why the cities included have continued with the status quo hiring practices that produce results in contradiction to stated goals to develop a diverse employee base. The research was limited to data and information to articulate diversity hiring issues and achievements. The research was intended to create a foundation for future discussion and study.

Some of the cities selected for review were not able to provide relevant data due to information organization and storage reasons. It is important to note that six major cities did participate at providing requested material.

Summary

The research conducted was directed at the government employment achievements of ethnically diverse populations living within communities studied. Impacted communities have requested that elected officials develop diversity hiring goals utilizing a measurement that would evaluate diversity hiring achievement against the ethnicity of the residing population. Systemic barriers exist within government hiring systems that facilitate status quo hiring systems. Additionally, the impacted residing community members lack the resources and preparation to appropriately compete for government positions. The Minneapolis Model Hiring Program was developed as an investment training and development program to maintain hiring requirements and standards and facilitate employment opportunity preparation for residing community members.

CHAPTER IV: RESULTS

Introduction

The purpose and scope of this study was to identify government employment hiring disparities that exist for ethnically diverse populations that reside within the cities studied. The study identified and examined some constraints and barriers that inhibit efforts to achieve community employment diversity goals.

It reviewed existing population statistics of the six cities studied and compared employment diversity statistics in those same cities. The study examined the diversity hiring achievements of six cities identified, of comparable size to Minneapolis, where significant diverse populations reside.

It discussed graduation rates as a predictor of employment preparation for ethnically diverse populations residing in the communities studied. It analyzed government employment hiring data pertaining to gender and diversity.

It reviewed and analyzed an existing Minneapolis Model Hiring Program of CSO to Police Officer, the benefits and successes, to recruit, select and develop future employees through an academic and On the Job Training (OJT) apprenticeship and hiring program.

Item Analysis

Diversity of Minneapolis Recruit Officers Hired in 1998

In the mid 90s, the Minneapolis Police Department (MPD) began closely examining hiring outcomes that pertained to gender and ethnicity factors. In 1998, ninety five

recruit officers were recruited, selected, hired and trained. Of that population, eleven percent female and ten percent were persons of color that were hired. The table below outlines the diversity hiring outcomes using the traditional hiring approach, for Minneapolis Police Officers in 1998.

Table 8

Diversity of Minneapolis Recruit Officers Hired in 1998

	All Hires	Male	Female	Persons of Color
Recruit Officers	81	70	11	13
% Hires	100%	86%	14%	16%

POST Board Report on Diversity in College Trained Recruit Officers- 1998-9

A report by the Minnesota Peace Officers and Training (POST) Board concluded that a small number of females and Persons of Color (POC) were being academically prepared to meet the requirements to become license eligible. The table below articulates, by race and gender, the percentage of persons being prepared to become license eligible to be a law enforcement officer in the State of Minnesota.

Table 9

Minnesota POST Board Report Diversity

Recruit Officers College Trained Requirement in 1998-9

Population	License Status	Number	Percentage	Total Population
Persons of Color (POC)	Eligible	28	7%	418
Persons of Color (POC)	Activated	12	3%	450
Women	Eligible	73	17%	418
Women	Activated	56	12%	450

Hiring Gap in Study Cities

By comparing the diversity demographics of residing population to the hiring rates of the cities studied a 'hiring gap' is realized. In Minneapolis a 17% hiring gap was realized. The table below reflects the hiring gap in the studied cities.

Table 10

Hiring Gap in Study Cities

City	Employees	% male	% female	POC Pct	Caucasian	African Am.	Hispanic	Asian	Am. Indian
Minneapolis, MN	2625	69%	31.50%	20%	80%	11%	3%	3%	3%
Population %					63%	18%	8%	5%	3%
					17%	-7%	-5%	-2%	0%
St. Paul, MN	4142	70%	30%	13%	87%	5%	3%	4%	1%
Population %					64%	12%	8%	11%	2%
					23%	-7%	-5%	-7%	-1%
Milwaukee, WI	5257	64%	36%	33%	67%	26%	5%	1%	1%
Population %					45%	37%	12%	2%	2%
					22%	-11%	-7%	-1%	-1%
Portland, OR	9478	69%	31%	14%	86%	5%	3%	5%	1%
Population %					76%	7%	7%	6%	2%
					10%	-2%	-4%	-1%	-1%
Denver, CO *	3577	53%	47%	50%	50%	15%	32%	2%	1%
Population %					52%	11%	32%	1%	2%
					-2%	4%	0%	1%	-1%
Miami, FL	5300	69%	31%	85%	15%	32%	52%	1%	0%
Population %					12%	22%	66%	0%	1%
					3%	10%	-14%	1%	-1%

Minneapolis Model- CSO to Recruit Officer Program 1999 to Present

This program has demonstrated the ability to enhance government employment opportunities for diverse populations in cities where they reside. The CSO model utilized an apprenticeship design of academic and on the job training, including educational

requirements specified by state statute to be a Minnesota Peace Officer. The table below defines diversity hiring achievements in the Minneapolis Police Department from the program's inception in 1999 to the present day.

Table 11

CSO's Hired and Trained as Police Officers

CSO to Recruit Officers				Persons of Color
	All Hires	Male	Female	
	73	49	24	16
% Hires	100%	67%	33%	22%
<hr/>				
Current Class	16	11	5	6
%	100%	69%	31%	38%

The organizing goals of the Minneapolis Model CSO Program included the following:

- To develop and implement an apprenticeship law enforcement program (CSO pilot) that could recruit participants from the community and Minneapolis High School system.
- To develop a CSO learning environment that would facilitate understanding and opportunities in government and policing operations.
- To develop a large and diverse pool of trained CSO's that would be eligible to promote to the Civil Service classification of Police Recruit Officer.

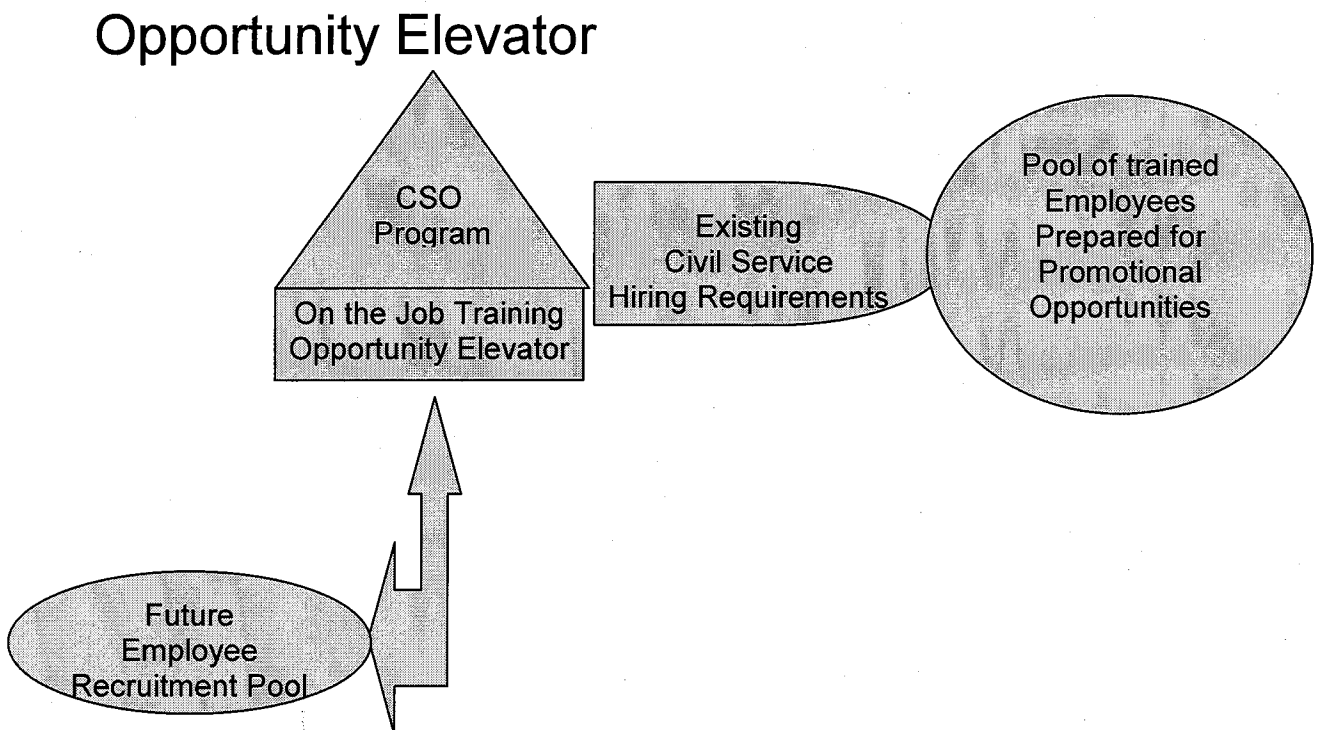
The program redesigned a civil service classified position title of Community Service Officer (CSO). The position title was redesigned to provide real police oriented paid work experience and educational and support. Educational costs for classes and

educational materials were incorporated into the new CSO program design, providing diverse populations of program participants with the financial resources to pursue law enforcement as a career.

From the inception of the pilot program, seventy three (73) CSOs have been selected, trained and prepared for careers in law enforcement. The current class of sixteen (16) CSOs is represented by a diverse group of individuals, with 33% female and 37% from ethnically diverse backgrounds.

The figure below visually depicts the newly created Opportunity Elevator. The new program recruits, selects and prepares community members with a high school education for a career in law enforcement by lifting them up to meet civil service requirements.

Figure 1



CHAPTER V: DISCUSSION

Introduction

City government organizations located in large urban areas, throughout the United States, have experienced difficulty in recruiting and hiring diverse populations that are prepared to assume responsible professional positions within the organization.

Community goals propose that the employee base should reflect the community populations being served. Current identified hiring constraints have produced a 'hiring gap' within the studied cities.

This study reviewed hiring, population and educational data, specific to government employment, for diverse populations living in six (6) major cities throughout the nation. It also reviewed high school graduation rates as a prerequisite for being prepared for responsible government employment positions within the cities studied. The high school graduation data suggests a need for an active investment program of professional development to prepare the disaffected population for positions in government organizations.

The success of a working recruitment and employment model, developed by the Minneapolis Police Department, was evaluated and is proposed as a potential solution. The proposed Minneapolis model recognizes hiring constraints and is designed to facilitate the preparation, recruitment and selection of diverse populations for employment roles in government organizations in communities where they reside.

Limitations

The primary focus of the research was to examine and evaluate status quo hiring practices and diversity hiring within government organizations studied. It also examined how graduation rates nationwide as an identified hiring barrier for government employment. A second focus of this study was to examine and evaluate a working hiring model developed by the Minneapolis Police Department that has achieved success in overcoming barriers that have prevented diversity hiring. The research was intended to create a foundation for future discussion and study.

This research did not evaluate the cause of the social conditions that bring about poverty, poor home support networks and the multiplicity of causes that limit human potential and future vision of professional achievement.

The research did not consider the reasons why the cities included have continued with the status quo hiring practices that produce results in contradiction to stated goals to develop a diverse employee base.

The research was limited to data and information to articulate diversity hiring issues and achievements within the studied cities. Some of the cities selected for review were not able to provide relevant data due to information organization and storage reasons.

Conclusions

Utilizing the population demographics from a geographic area and comparing it to hiring activities of government organizations within the identified area provides organizational and leadership insight pertaining to diversity hiring achievements. It

should be noted that the data collected on that basis provides only a global organizational perspective.

The national high school graduation rates should be seen as an alarming finding. Most government organizations require a high school/GED diploma as a minimum requirement for employment. When viewed collectively, government organizations are one of, if not the biggest, employers in a state. This limitation, if not altered, could continue to impact the disaffected populations residing in communities throughout the nation.

The hiring model developed at Minneapolis has created a structure to encourage and develop diverse populations into government employment service. It has also bridged a hiring requirement gap related to civil service structures. The hiring model could be duplicated in government settings throughout the country for any government employment opportunity.

Traditional recruiting and hiring solutions have not achieved the outcomes anticipated by stated government organization goals. A number of barriers have been identified that inhibit goal achievement by government organizations. The examination of the study data demonstrates a need by government organizations for an active investment program of professional development to prepare disaffected populations for positions in government organizations.

Recommendations

Additional research should be conducted specific to the hiring gap as defined in this study for specific professions within government organizations.

More research on developmental partnerships with high schools and government organizations could be explored.

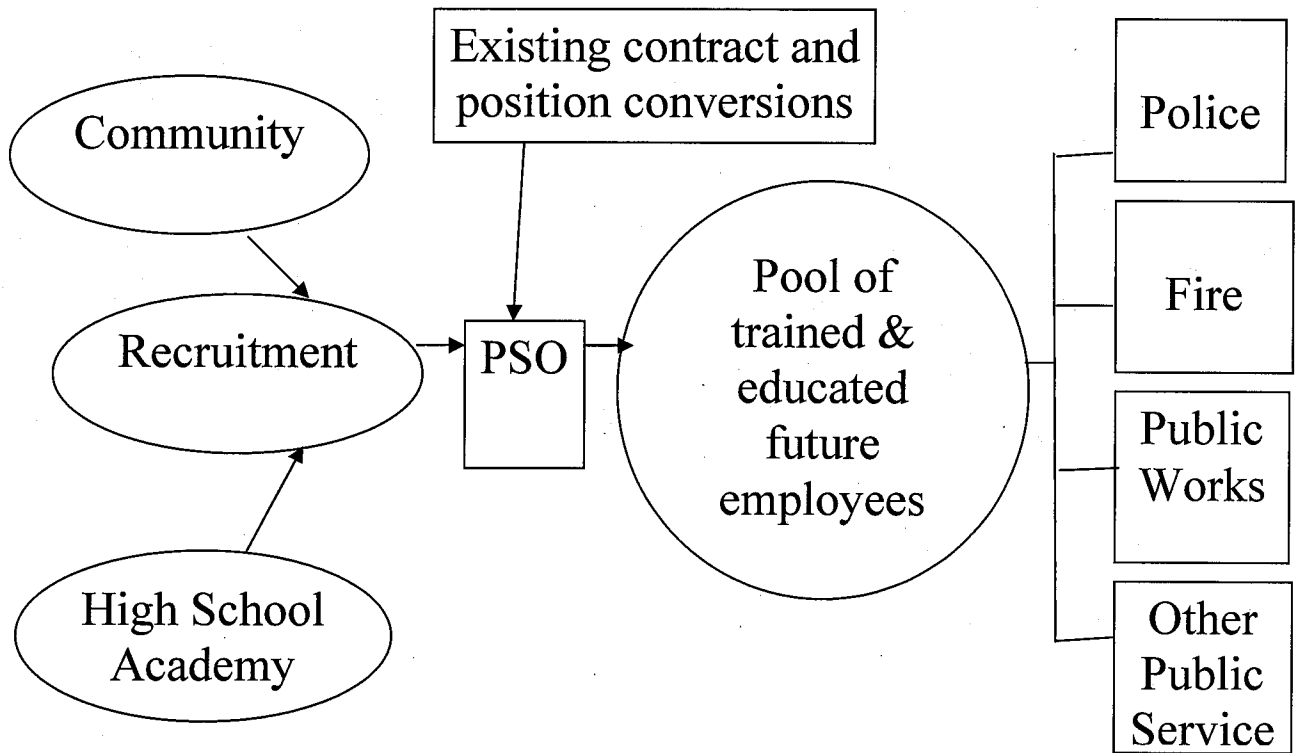
The success of the MPD CSO Program provides an opportunity for a government organization to rethink hiring replacement strategies and develop an alternative selection and employment tool aimed at students and residents of a community. The development of a Public Service Officer (PSO) Training Program could mirror the CSO prototype model developed in Minneapolis. Such a program could be constructed utilizing the following goals:

- In a city wide effort to achieve a diverse base of employees that reflect the population being served, develop a city wide apprenticeship and training program that prepares and promotes program participants into existing city positions.
- Utilizing the MPD CSO model, identify, define and develop a group of city wide Public Service Officer (PSO) classified positions and connect the created PSO positions, via promotional opportunities, to available positions that become vacant as a result the retirement of current employees.
- Fund the future PSO program positions by identifying and converting existing service contracts dollars and department entry positions into PSO training opportunities.
- Work closely with the high schools and the community to develop awareness and partnerships.

The figure below represents a visual depiction of a proposed model for government employment recruiting, selection, professional development and funding.

FIGURE 2

Proposed PSO (OJT) Training Program



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Appendix A:
Sample Phone Survey Document

