

# Improving African-American Representation in the Brooklyn Park Police Department



## Prepared by

Dan D'Haem and Mike Jiabia

Students in PA 8081: Master of Public Affairs Capstone Workshop

Instructor: Dr. Greg Lindsey

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### **Resilient Communities Project**

University of Minnesota  
330 HHHSPA  
301—19th Avenue South  
Minneapolis, Minnesota 55455  
Phone: (612) 625-7501  
E-mail: [rcp@umn.edu](mailto:rcp@umn.edu)  
Web site: <http://www.rcp.umn.edu>



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## Executive Summary

In this analysis we sought to deliver both contextual intelligence and specific recommendations that the Brooklyn Park Police Department (BPPD) can use to plan and implement a police force diversification program. Because African American's are the most underrepresented group at BPPD, we focused our efforts on learning about the availability of African American candidates, and their experiences as law enforcement officers and would-be law enforcement officers. We conducted a review of academic literature on recruitment and retention practices that support workforce diversity, and interviewed leaders of Minneapolis-area employers who are achieving success in police force diversification.

The State of Minnesota has a uniquely high bar for entry into the law enforcement profession. The Minnesota Police Officer Standards and Training Board (POST Board) regulates these standards. Under current POST Board rules, aspiring law enforcement officers must complete at least two years of college, including credits from a Post Board certified Professional Peace Officer Education (PPOE) program, then pass a standardized test administered by the POST Board, and then pass a background check prior to applying for any law enforcement officer job. There are currently 29 colleges in Minnesota that have PPOE programs, with a combined student body of approximately 4,000 students. Of this group, nearly 800 take the POST Board Exam each year, and become eligible to apply for law enforcement officer positions.

While it is reasonable conjecture to presume that this unique police officer certification system is having an impact on police force diversity across the state, data is not available on the ethnicity of students in PPOE programs, the ethnicity of POST Exam participants, or the ethnicity of current police officers. Without data practices that make this information available, Minnesota is essentially "flying blind" when it comes to law enforcement officer diversity issues. We sought to gain the best understanding possible of the diversity levels of aspiring law enforcement officers moving through the POST licensure process via a survey of PPOE programs, finding that roughly 5.5% of students in these programs are African American. If 5.5% of the 800 POST Board Exam participants are African American, then Minnesota produces less than one African American candidate for hire per law enforcement agency each year.

Within this system, 6.0% of qualified job seekers who applied with BPPD were African American over the last three years, and 4.1% of the BPPD police force was African American as of 6/30/2016. Using academic research and interviews with Minneapolis area leaders who have successfully improved diversity, we deliver recommendations designed to improve these two percentages. These recommendations are itemized at the end of this paper, but to generalize, we recommend that BPPD conduct a systematic barrier examination and removal process using their application system, recruit from the most diverse PPOE academic programs using pro-diversity messaging, reach out to current African American police officers, and embrace diversity as a means to improving performance.

Included in the appendixes attached to this report is a wealth of intelligence gathered for this analysis that may be of great interest. This is especially true of the transcripts two focus groups we conducted—one with currently serving African American law enforcement officers, and a second with African American college students. These two groups provided a powerful testimonial on the fraught intersection between police work and race, and are valuable in their own right. We encourage any interested party to read what these individuals have to say, and we hope that our work in this report proves to be a benefit to those who participated.

## Introduction

The City of Brooklyn Park has seen dramatic growth in recent years. With this growth has come a diversification of the population, changes in age distribution, and ethnic make-up. As of May 2016 Brooklyn Park was identified as the 83rd most diverse city in America for 2016 (Richie, 2016). Current indications for Brooklyn Park predict continued diversity growth across social class, racial, and ethnic make-up (U.S Census Demographic Report City of Brooklyn Park, MN, 2010). This project has a sense of urgency given the growing disparity between the diversity of the police force and the community which it serves, and the great importance of community trust in police departments.

University of Minnesota Resilient Communities Project (RCP) originally arranged for this project as part of a set of 25 different projects in collaboration with the City of Brooklyn Park during the 2016 – 2017 academic year. Brooklyn Park Police Department (BPPD) made available their department for an internal look at current trends, HR Data and administrative practices. The mission of the research was diversifying the Brooklyn Park Police Department. Specifically, the representation of African American police officers needed to improve.

Here we have used a mixed methods research approach in order to provide greater validity to solving the diversity issue reported by BPPD. The mixed methods research approach involved collecting, analyzing, integrating quantitative and qualitative research and data from multiple sources and fields of study in this single analysis to provide better understanding of an issue than any single research approach alone (Creswell et al, 2003). Where data is incomplete or unavailable, as we found police officer diversity data to be, the mixed methods approach allows us to make up for that missing information.

After a discussion of research methodology, our analysis below is primarily directed in two-pronged approach. First, we will establish the availability of African American police officer applicants, effective practices for diversification efforts, and review a successful diversification effort in order to contextualize BPPD's position and establish how it can be improved. Second, we will review BPPD's HR environment, current level of diversity and diversity-related practices. Comparing the difference between these two prongs will yield some of our recommendations, with others arising directly out of established effective practices and empirical research. Recommendations that appear spread throughout the paper are then listed individually in bullet point format for easy access.

## Background Information

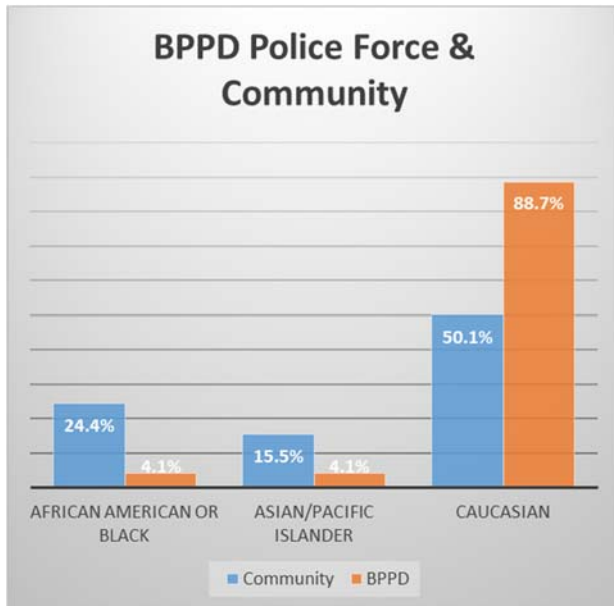


Figure 1 Sources: US Census and BPPD HR Data

Brooklyn Park is a rapidly growing suburban city located on the north side of the Twin Cities Metropolitan Area. The US Census Bureau estimates that as of 2015 the population has increased 4.4% to reach 79,149 residents since the 2010 census last set the population at 75,784. Brooklyn Park prides itself on being highly diverse, and will soon become a “majority minority” community, if it has not done so already. As Figure 1 shows below, as of the 2010 census, the three largest demographic groups were whites (52.2%), African Americans (24.4%), and Asians/Pacific Islander (15.5%).

By comparison, BPPD is far less diverse than the community it serves. As of 6/30/2016, employee data provided by BPPD shows a 99 member licensed police force that is 89% white, 4% African American, and 4% Asian (BPPD data has slightly different demographic categories). This disparity has generated heightened scrutiny from some members of the community, as well as the political impetus to implement changes which might address the issue.

From the perspective of BPPD leadership, rapidly changing community demographics and a systemic state-wide shortage of African American candidates have contributed to a situation where their workforce is no longer similar to the community it serves. Addressing this diversity issue is an opportunity to improve community trust in BPPD, an opportunity to improve the quality and diversity of their workforce, and an opportunity to attract and retain highly engaged officers from their own community.

## Research Design and Methodology

The study sought out to answer the following research questions as described in the Memorandum of Agreement (Appendix A):

- At what rate are African American police officer candidates produced by Minnesota training institutions, as opposed to officer candidates of other ethnicities? Are there enough African American officer candidates available to meet the needs of police departments that are attempting to diversify?
- What does data collected by BPPD (for instance HRIS/payroll data, NeoGov application system data, crime statistics, workload data) reveal about the recruitment and retention of officers of color as compared to their white counterparts? Does this data support the department’s understanding of the issue relating to the cause of the lack of diversity?



- What are the levels of law enforcement officer diversity in similar jurisdictions that would add context to the workforce diversity issues faced by BPPD?
- What recruitment procedures have been shown empirically to be effective for African American law enforcement officers, and how do the procedures employed by the BPPD compare?
- What officer retention procedures have been shown empirically to be effective for African American law enforcement officers, and how do the procedures employed by the BPPD compare?
- How does the BPPD workplace culture and reputation as an employer impact the recruitment and retention of African American and other officers of color? If specific problematic issues are found, how might they be ameliorated?
- What conclusions can be drawn regarding African American motives and cultural assumptions regarding pursuing police work as a profession?

Through the research and analysis of the above research questions presented below, we hope to derive recommendations that BPPD will find actionable and effective. In a broader sense, we hope to shed light on how other law enforcement agencies in the State of Minnesota can go about increasing officer diversity. While we have focused on issues directly related to the recruitment and retention of African American officers, we feel that the process of exploration described here and many of the resulting recommendations can be applied to diversity issues of all kinds.

### Data Collection and Analysis

Data was collected from a variety of sources, including the Brooklyn Park Police Department HR payroll system, online application systems, the US Department of Labor, the Minnesota Board of Peace Officer Standards and Training (POST), 29 Professional Peace Officer Education (PPOE) Programs, the United States Census, and academic literature. All collected data was analyzed and resulted in significant conclusions.

Despite the noteworthy amount of available information and data, significant quantitative and qualitative gaps remain. In this analysis, the mixed methods approach helps us overcome the missing data. When an effective practice has been successfully utilized by a local police department, and it also is identified in academic literature, and anecdotal information from a focus group further confirms its effectiveness, we recommend that effective practice. Potential insights and recommendations which lack multiple points of confirmation under the mixed methods approach are only recommended when they have a high degree of certitude on their own merits.

### Literature Review Methodology

The literature review information was used as part of the mixed methods process. It reinforced other methods of research and assisted us in producing the greatest possible validity toward solving the diversity issue reported by BPPD.

The literature review included over 38 sources ranging from scholarly theoreticians to proven field practitioners. Sources were gathered from relevant databases—Academic Search Premier, JSTOR, Google Scholar, and the University of Minnesota MNCAT system—and were produced by a broad range of scholars in the fields Human Resources, Sociology, Industrial Psychology, Law Enforcement and Public Policy. To facilitate further exploration of this subject, Appendix B contains a complete list of these articles with an abstract for each article.

### **Focus Group Methodology**

Additional context was achieved by holding two different focus groups. These focus groups provided qualitative research data concerning the attitudes and experiences of African American Police Officers and African American Students who might consider becoming police officers. The focus groups were selected in order to provide unique perspectives from first hand experiences, which are specific to the Minneapolis Metropolitan Area. Both focus group agendas and questions are available in the appendix section. (Appendix C and E)

The first focus group was comprised of eight African American sworn police officers, all members of the National Black Police Association, (NBPA) Minnesota Chapter. The group composition consisted of various ranks. Five males and three females participated. The focus group recordings were transcribed, coded according to theme, and used to form conclusions and produce actionable recommendations. Some of the information discussed and anecdotes shared fell outside of our determined themes for the scope of the research project. However, given the richness of the personal narratives from the NBPA focus group we deemed it in BPPD's best interest to read it in its entirety. The full transcript is available in the appendix section. (Appendix D).

The second focus group was comprised of 20 African American students from North Hennepin Community College. Student composition consisted of 7 males and 13 females. College education level varied according to each focus group participant. Focus Group participant's length of time in the Brooklyn Park area ranged from their entire life to less than a year spent living in Brooklyn Park. The focus group recordings were transcribed, coded according to theme, and used to form conclusions and produce actionable recommendations. Some of the information discussed and anecdotes shared fell outside of our determined themes for the scope of the research project. However, given the insight of the personal narratives from the focus group we deemed it in BPPD's best interest to read it in its entirety. The full transcript is available in the appendix section. (Appendix F).

### **Survey Methodology**

An anonymous survey was conducted attempting to receive insight from the 103 BPPD sworn peace officers. The survey was twofold. The first half of the survey attempted to identify workplace variables surrounding recruitment and retention. The second half of the survey was intended to provide understandings toward command climate and officer attitudes towards the subject of diversity. The results produced can be used by the BPPD leadership in order to

better engage and develop their employees. The survey served as another significant prong to the mixed methods research methodology. The results garnered were used to produce recommendations.

### Interview Methodology

Additional understanding was gained through multiple key informant interviews. Participants of these interviews are listed in Figure 2. They were chosen based on their specific institutional experience, either with BPPD itself or with diversification efforts in other law enforcement agencies.

Key Informant Interviews Conducted for this Analysis:		
#	Department	Interviewee Title and Name
1	Brooklyn Park Police Department	Chief Enevoldsen
2	Brooklyn Park Police Department	Deputy Chief Milburn
3	Brooklyn Park Police Department	Sergeant Bergeron
4	Brooklyn Park Mayor’s Office	City Manager Stroebel
5	Metro Transit Police Department	Chief Harrington
6	Metro Transit Police Department /National Black Police Assoc.	Lieutenant Hines
7	Ramsey County Sheriff’s Department	Inspector Dr. Hodges
8	Office of Governor Mark Dayton	Chief Inclusion Officer Burroughs

Figure 2

Interview duration was determined by interviewee’s time available. Interview times varied from 30 minutes to 2 hours depending on the interviewee’s schedule. A standard set of questions were asked to each individual (see appendix G) allowing for multiple perspectives regarding similar topics. Follow up questions deviated slightly across the board due to the direction the interviewee took the lead question. Themes arose and proved consistent across much of the data analysis, focus groups, and literature review.

### The Availability of African American Police Officers in Minnesota

Minnesota boasts what are perhaps the highest standards for entry-level police officer certification in the country. To be licensed as a police officer, a requirement to be considered for any state or local law enforcement position, one must complete at least a two year degree including certain credits from a Professional Peace Officer Education (PPOE) program, which are certified by the POST Board. After completion of the degree, candidates must pass both a written exam and a background check conducted by the POST Board. This process can be conceptualized as a pipeline—a linear system with potential kinks and leaks that might have desperate levels of impact on different ethnic groups. Students in this pipeline spend at least two years in college, then take the POST exam, then pass a background check.

One key question we sought to answer here was whether or not there are enough African American candidates produced each year, in the unique system of qualification we have in

Minnesota, to allow BPPD opportunity to increase the representation of African American applicants in their applicant pools. Under POST Board standards, police officer candidates must attend at least two years of college in a certified educational program, pass a background check, and pass a standardized test—a difficult gauntlet to run for any person from an economically disadvantaged background. Beyond the availability of newly trained officer candidates, are there enough African American police officers already in the profession to warrant a strategy where BPPD recruits from other police departments?

What we found was, instead of a lack of African Americans, a lack of information. The schools which provide POST Board approved educational programs are not asked for diversity information by the state or any central authority. The POST board does not collect ethnicity from POST Exam test takers, but does collect gender and state-of-origin data. Our searches of various databases and published materials did not turn up any further information. The EEOC requires public employers to report employee ethnicity on an individual level but denied our Freedom of Information Act request for law enforcement agency diversity data. In short, it would appear that Minnesota cannot assess progress in law enforcement diversity without systemic change that involves improvements in data collection and assessment.

### Current Diversity Levels Statewide

The POST Board indicates that there are 10,458 licensed officers in Minnesota, spread out amongst 446 law enforcement agencies (Minn POST Board, 2016). Of these officers, the National Black Police Association (Minnesota Chapter) estimates that approximately 200 are African American (Hines, personal communication, 2016). If this estimation is correct, then only 1.9% of Minnesota police officers are African American, as compared to the 7.0% African American share of the state population found in the 2015 census update (U.S. Census Bureau, 2016). In this context BPPD is a fairly typical organization on the state level with approximately 3% of its workforce being African American. Diversity data from the Minneapolis metro-area police departments was unavailable, but anecdotal evidence collected in our interviews suggests that this is where African American police officers are concentrated.

### Can the Supply Meet the Demand?

In order to quantify the number of African Americans currently moving through the aforementioned pipeline we conducted a survey of all 29 POST Board certified educational programs in Minnesota, asking them to provide data on the total number of students in law enforcement degree programs, and their ethnicities. Levels of participation and data quality varied wildly from institution to institution, however, we were able to collect some level of data from every school and so gained an understanding of what Minnesota's law enforcement student body looks like. See Appendix G for a complete table of these results, as well as extensive notes on methodology.

And so faced with a system that does not collect data on police officer diversity, we can only make the following rough estimate—According to the 2015 Census update, 9% of Minnesotans

aged 20 – 29 are African American. In our survey of PPOE programs, we found that 5.5% of students in criminal justice programs that are PPOE certified are African American, totaling 227 individuals. The 2013 – 2014 biennial report released by the POST Board shows that an average of 791 students per year passed the exam, a group which is 18.2% the size of our School Survey population. If we presume that 5.5% POST Exam test takers are African American based on the PPOE survey population (an unsafe assumption, but the best we can do considering the data available), then only 43.5 African Americans are produced in Minnesota each year. The POST Board reports that there are 446 law enforcement agencies in the State of Minnesota, or more than 10 agencies for every African American candidate produced each year in our estimate.

### Best PPOE Programs to Recruit From

Another potential use of the PPOE Schools Survey is identifying which schools boast the highest levels of African American representation, since these in turn can be the focus of recruitment efforts and advertising (Figure 3).

Best Metro Area Schools for Recruitment Efforts		
School Name	Location	% African American
Concordia University	Saint Paul	21.6%
Minneapolis Comm & Tech College	Minneapolis	27.8%
Hamline University	Saint Paul	8.6%
Hennepin Technical College	Brooklyn Park	8.3%

Figure 3 Source: PPOE Schools Survey

### Minnesota POST Board Data Gap and Solution

As discussed above, we were forced to resort to rough estimations of police officer diversity in this analysis. In order to evaluate any law enforcement officer diversity issue in Minnesota—whether it is improving, where systemic barriers exist, what interventions work, and so on—we must first implement data collection procedures for current officers and law enforcement students.

As Brooklyn Park and many other Minnesota cities continue to grow more diverse, accurate data on the number of certified sworn peace officers available to recruit from across the state of Minnesota is paramount information. When we approached the Minnesota POST Board to request ethnicity data, they informed us that they were not authorized to collect and track racial and ethnic data of POST exam test takers or certified sworn peace officers. They indicated over the last two previous decades sporadic attempts to record and track race and ethnicity of test takers have been made but each attempt was cut short (Strand, Personal Correspondence, October 4 2016).

Given the lack of demographic data collected, it is impossible to have an accurate understanding as to whether or not the numbers of any particular race or ethnicity of sworn peace officers in the state of Minnesota reflect the growing diversity of Minnesota residents.

The POST Board is uniquely positioned to be the institution that can address this lack of information in four key areas:

- **The PPOE Schools**—If mandated, PPOE certified schools can provide exact counts of students in law enforcement classes, including graduation rates, by ethnicity.
- **The POST Board Exam**—Since every police officer candidate must pass the POST Board Exam in order to be considered for employment, this is the best opportunity for Minnesota to gain an understanding of its applicant pool diversity, as well as to learn if the exam has a disproportionate impact on people of color.
- **The POST Board Background Check**—Similar to the exam, the background check performed by the POST Board may be having a disproportionate impact on people of color.
- **Current Law Enforcement Officers**—Since every officer maintains licensure through the POST Board, it is positioned to be able to monitor and report on current diversity levels.

The POST Board may need to be mandated to collect this data in order to justify data collection related expenditures. We believe that seizing the opportunity to push for increased data collection of race and ethnic demographics by the Minnesota POST Board leadership will be well received by the Minnesota Governor. Governor Dayton signed Executive Order 16-09 (see Appendix H) on October 16th, 2016 establishing the Governor's Council on Law Enforcement and Community Relations. According to Executive Order 16-09, the Governor's Council on Law Enforcement and Community Relations (the Council) was established to independently review quantitative and qualitative data and make policy recommendations to the Governor and Legislature that will lead to substantive changes and strengthen police and community relations. Additionally, these recommendations should protect law enforcement officers and members of communities, thereby improving trust in the criminal justice and law enforcement systems.” (Executive Order 16-09)

## Effective Practices for Workforce Diversification

Diversity and inclusion have been increasingly important topics in public sector strategic human resource management in recent years. Responding to aspirations for a more fair and just society, public pressure and legal requirements public sector employers have instituted a variety of reforms intended to increase the representation of employees who are in historically underrepresented groups since the 1970's (Konrad, 1999). In the decades since then, the practices and methodology that can be followed by a public employer have been refined.

The term “Affirmative Action” is most commonly associated with these efforts, but has also become a politically loaded term whose underlying assumptions are no longer as valid as they were during times of openly racist employment practices (Thomas, 1990). The practice of setting exact goals and benchmarks, requiring the hiring of certain minority group members, can lead to a backlash amongst employees and stakeholders, diminishing moral and organizational cohesiveness (Kinder & Sanders, 1990). And yet, without setting exact goals,

how can there be accountability for the public sector leaders who are expected to successfully diversify their workforces? The size of the organization has an impact on the answer to this question. For an example of a larger employer, the State of Minnesota has a codified Affirmative Action plan approved by the legislature which attempts to balance the pros and cons of benchmarks by empowering a commissioner to set goals based on a variety of factors including the availability of people with the necessary skills rather than the general population (Minn. Stat. § 43A.19).

With a workforce in excess of 40,000 employees, setting benchmarks based on availability can work for the State of Minnesota. However, considering that BPPD has approximately 100 officers at any one time, setting any exact benchmarks or goals related to the hiring of African American officers would amount to a mandate that a certain hiring manager should have to hire a particular candidate in order to meet their goal. Thus an Affirmative Action plan for BPPD isn't workable. However, a strategy involving a series of diversity related adjustments to recruitment and retention procedures, coupled the adoption of a management culture which embraces diversity is workable no matter the size of the organization in question.

### Rationale for Valuing Diversity

Under a benchmark free diversification approach, it is important for an organization's management culture to decide exactly why they value diversity, so that the rationale for diversification can impact decision making during hiring decisions and at other points that might affect diversity. This is similar to the way that organizational mission, vision and goals impact strategic planning—knowing why something is done in a modern public sector organization often changes how it is done (Bryson, 2011).

The Harvard Business Review, in summarizing a long term study of top employers in 1996, identified three main paradigms that justify diversity efforts. The first and oldest was identified as the Discrimination-and-Fairness Paradigm, which perhaps today even remains the dominant perception of diversity efforts. Under this paradigm employers attempt to address historic underrepresentation for reasons of social justice. The second paradigm identified was the Access-and-Legitimacy Paradigm, and rose to prominence under the competitive business environments of the 1980's and 1990's. Under this paradigm employers seek to have different groups represented in their workforce in order to gain access and legitimacy to customers or stakeholders from the same group, for instance BPPD operating under this paradigm would seek to hire African Americans because they offer affinity to important stakeholders from the African American community (Thomas & Ely, 1996). Most employers justify their diversity efforts under these first two paradigms.

The third paradigm identified by the Harvard Business Review was just beginning to emerge into prominence in 1996 when the paper was written, and involved connecting diversity to work perspectives. Under the Diverse Work Perspectives Paradigm, an employer seeks to add employees from a broad set of ethnicities and other affiliation groups because by integrating



these groups within the same work environment, organizational creativity and capacity are improved (Thomas & Ely, 1996). Since the late 90's this paradigm has become more widely accepted, especially in industries where innovation is highly valued (Østergaard, 2011). Empirical research has also suggested that increased diversity is a competitive advantage (Thomas, 2004) and leads improved organizational performance (Jackson, Joshi & Erhardt, 2003).

Adoption of the Diverse Work Perspectives paradigm would mean that BPPD sees the diverse population in Brooklyn Park as a massive untapped resource where the individual work perspectives of various groups—African Americans, Whites, and all other ethnicities; recent refugees and longtime residents; men and women, etc.—which if hired and integrated would improve the quality and responsiveness of the police force. Many people would assume that hiring for diversity is at odds with hiring the “best available candidate,” however under the Diverse Work Perspectives paradigm the organization continues to hire the person who is evaluated to be the best candidate; it is only that the diversity that they potentially bring to the organization is part of the consideration. Because this paradigm focuses on selection of the best candidates to achieve mission and does not establish quotas, it increasingly is being used by institutions with commitments to diversity and inclusion.

### Sourcing and Hiring for Diversity

Perhaps justifiably, the main focus of most diversity efforts is in the sourcing and hiring of new employees (Walker, 2012). In sourcing, the process by which an organization attracts applicants, the employer has the opportunity to ensure that the applicant pool is well stocked with highly qualified candidates from underrepresented groups. Recruiting organizations have been shown to be more attractive to minority applicants when they advertise their value for diversity in recruitment materials, especially so when they use employee testimonials (Armenakis & Bernerth, 2009). We therefore recommend that BPPD incorporate Brooklyn Park's diversity branding in all recruitment materials and include employee derived testimonials in their advertising. Our interviews and focus groups with black police officers and police leaders further confirmed the efficacy of this approach, with one leader suggesting that by advertising on KMOJ (a radio station with African American programming) BPPD could show their level of seriousness, in effect putting “your money where your mouth is.”

Of course, simply assuring that there are enough African American candidates is not enough, organizations also have to hire them. Thus the hiring process is of great importance for any organization which seeks to increase representation of minority employees. Many organizations cannot reach their diversity goals because of a disconnect between the recruitment efforts of the diversity manager, and the hiring criteria of the hiring manager (Rivera, 2012). This can be especially problematic in organizations where primarily white managers are making hiring and promotion decisions. A 1996 study of police officers found that interview panels tended to rate interviewees higher if they matched the ethnicity of a majority of the panel (Prewett-Livingston et al, 1996). This is not entirely due to the bias



(unconscious or otherwise) of interviewers, however, as later research has found a complex interplay between panel ethnic composition, interviewee ethnicity, and the resulting panel rating where all-white interview panels rated both candidates of color and white candidates higher than mixed-ethnicity panels (McFarland et al, 2004).

Besides interview panels, applicants for positions at BPPD pass through a myriad of evaluations, all of which potentially having a negative impact on employees of color as they are hired and start their career—background checks, field training, psych evaluations, and written exams all have the potential of filtering out African Americans who would otherwise be good hires. To address these potential problems the successful leaders we interviewed all independently identified a simple three step process:

1. Use data to find application process elements where candidates in the minority group in question are disproportionately eliminated from contention as compared to candidates in other groups.
2. When such an application process is identified, question how exactly it relates to the performance of the job being hired for, and how it can be modified to better relate to that job.
3. When an application process element is both disproportionately impacting minority candidates and not directly related to the performance of the work, eliminate or modify it.

This process is recommendable for several reasons—it both improves the hiring process in general, and removes any unnecessary barriers to the hiring of minority candidates, it is evidence based and specific to each organization, applicant data is plentifully available to any organization with an online application program, and it is fair. Considering the mixed evidence on the diversity of interview panels, any organization attempting to increase diversity would be well advised to apply this process to every element of the hiring process rather than just adjusting who applicants interview with.

### Maintaining and Leveraging a Diverse Workforce

Once a diverse workforce is in the door, so to speak, the challenge becomes how to appropriately maintain and leverage diversity toward organizational goals. Under the Diverse Work Perspectives Paradigm, the organization expects to reap rewards from workforce diversity without any particular extraction strategy as employees inherently combine into better combinations when they are different from each other. That being said, managing a heterogeneous workforce is different from managing a homogeneous workforce, and by successfully handling diversity related issues, BPPD stands to better retain hires who improve workforce diversity.

There is no clear single method for the management of a diverse workforce in Human Resources and Industrial Psychology literature, due in large part to complexity of the workplace social environment and a lack of organizing theory (Alcázar, Fernández & Gardey, 2013),

however, some effective practices have been identified. Organizational supports for individual employees, such as one-on-one time with superiors, flexible benefits, and counseling have been found to improve the perceived diversity climate and organizational loyalty of employees in diverse workplaces (Jauhari & Singh, 2013). Diversity programs that are presented as a means to improved performance have been shown to be more effective than programs justified by social justice orientations (Kidder et al, 2004). Finally and perhaps most importantly, leadership participation and support for diversity programs within an organization has been shown to have a strong positive correlation with program success (De Meuse, Hostager & O'Neill, 2007).

Providing cadets with an individual they identify with as a mentor early resolves significant anxieties about the policing profession. Having a mentor program helps prevent students from entering criminal justice programs with distorted perceptions of the police, courts, and the correctional system based on media presentations of both news events and television and movies that portray a fictionalized criminal justice system (Breci and Martin, 2006). These forms of police misrepresentation along with pipeline obstacles can be reduced or removed completely through a cadet pipeline program that offers individual mentorship. The approach to early mentorship is seen across the military as well as public safety. The United States Navy utilizes a program known as Blue and Gold that places retired naval officers in touch with prospective candidates. This contact is intended to facilitate support and overcoming of obstacles along the initial stages of the military pipeline. A Blue and Gold officer serves as both a mentor and a liaison (Department of the Navy, 2010).

Taken in sum, the literature would seem to suggest that while there is no single “secrete sauce” behind the maintenance of diversity in a workforce, an organization where leadership openly buy-in to diversity, provide support to all employees, and justify diversity efforts using organizational performance stands the best chance of success. Successful diversity leaders we interviewed for this analysis all exhibited or directly reported these same findings. Our focus group with the National Black Police Association officers further confirmed this analysis as the group was virtually unanimous that leadership commitment alone was the single most important factor in increasing the representation of African American officers.

### Successful Diversification Efforts from Metro Transit Police Department

Retired Saint Paul Police Chief and one time Minnesota State Senator John Harrington assumed the position of Police Chief with Metro Transit Police Department (MTPD) in September of 2012. With the hiring of Chief Harrington MTPD increased their total number of African American sworn police officers from three to four. Four years after Chief Harrington was hired as Chief of MTPD there are 22 African American sworn police officers with his department.

We determined a deeper analysis was worthy of review regarding what steps MTPD and Chief Harrington have taken over the last four years to increase diversity of African American sworn police officers. We asked him to describe his experience leading this diversification effort.

Metro Transit Employee Diversity		
Group	Employees	% of Dept
White / Other	133	72.7%
American Indian	1	0.5%
Asian	14	7.7%
Black/ African Am.	22	12.0%
Hispanic	12	6.6%
Pacific Islander	1	0.5%

Figure 4 Source: Metropolitan Council, effective 9/30/2016.

Chief Harrington was undaunted by the prospect of an under-diversified applicant pool based on his past experiences as a college professor at Saint Mary’s, Metro State University, and numerous guest lecture events at various schools. “I see people of color who want to be cops, not a lot but a number of African American, Asian, Somali, and Latino young men and women out there that want to be cops.

Frequently they never get to the position of actually getting to be cops.” According to Chief Harrington “we began by looking at the hiring process at Metro Transit and we found a couple of major places where we lost candidates of color, in particular African American candidates.”

He led his police department’s initiative through an examination of their hiring process. Through this process he and his leadership identified where MTPD lost candidates of color. Chief Harrington said, “Primarily what we did was take a problem solving approach to the hiring process to figure out why we were not getting a diverse pool of candidates into a position of where I could offer those candidates jobs.” What was conducted was a barrier analysis which is the identification of barriers first through assessing which issues are critical for police work and which processes and standards can reasonably be modified in the interest of diversity with minimal impact on quality (Matthies et al, 2012).

Metro Transit identified nine obstacles that needed further examination and refinement in order to effectively resolve diversity shortfalls. The first obstacle identified was the mandated written test. Chief Harrington said, “I was losing an average of 80% of my applicants of color from the written test. So I asked if the written test discriminates in a way, not in a legal sense but in a way that actually gives me good information about whether or not I should hire this candidate.” An evaluation was conducted to determine if test score aptitude resulted in direct alignment with work performance. In regards to the written test Chief Harrington said, “I couldn’t tell you any difference between the number 1 candidate and the number 25 candidate. I started wondering if the number 50 candidate was any better than the number 1 candidate.” Metro Transit changed their written test from a percentage grade to pass or fail. After a year of analysis, the exam was removed.

### Oral Panel Composition

The second obstacle Metro Transit leadership identified was the composition of their oral panels. Chief Harrington claims, “At the time I became chief the department was over 90% white male. They had very little experience of interacting with diversity.” After recognizing the MTPD hiring panel lacked diversity depth MTPD leadership engaged actual community members and sought them to serve as trusted board members. Empowering community

members is directly in line with community oriented policing. Community policing involves residents and police officers working together to identify problems and solutions to crime, which should foster improved relations between the two parties (Weitzer & Tuch, 2004).

The local community members selected begin initial in what was referred to as their “Equity Group” that consisted of 20 staff people who were available to support panel diversification for the estimated four days it took to execute the panel in order to maintain rater consistency. Plans are currently in place to go beyond the Equity Group and reach out to other Metro Transit employees such as drivers, janitors, and other individuals that make up part of their entire system.

### Increase the Number of Applicants at the Oral Panel.

The next modification was centered on increasing the number of people who made it to the oral panel. Chief Harrington said “Once again the question is what makes the number 1 person coming out of the oral panel 15 times better than the 30th person or the 50th person or the 75th person? How many people do you really need to have moving forward to actually get good candidates still in the pipeline?” For oral panels, MTPD implemented a ratio of five applicants for each position to be hired. According to Chief Harrington “what we discovered was that a lot of people who were the 47th and 55th in the pipeline were still very competitive with the person that was number 1 coming out of the oral panel. In fact a lot of folks that came out of the oral panel that were in the top five were getting washed out later. We found that often the top five did well in the oral panel because they had already tested numerous times and they’re really good at taking oral boards.” Chief Harrington explains how shifting focus to a less polished interviewee, which he believes are those newly licensed officers, are now competitive for employment when their application is viewed in entirety.

### Mentorship Cadet Program

Mentorship was a consistent theme discussed in all interviews and focus groups. One method for dispelling myths students may have of the system is a mentorship program. Mentorship programs provide students with a personal relationship with a criminal justice professional while exploring the field using a less structured format (Breci and Martin, 2006). Chief Harrington said “If it was up to me I would have a much bigger Cadet or CSO pipeline program. I would hire kids as Cadets or CSOs and have two or three years to mentor and groom them to be ready for school and prepare them for what obstacles are ahead. This would make their jump easier and they would already have a buy-in with the department.”

### Open Lines of Communication

Lieutenant (Lt) Hines at Metro Transit describes the importance of opening lines of communication and letting people know they are desired. Lt Hines said “you have to let people know you are seeking them. Go where African Americans go, what do they listen to, what do they read, etc. Free radio advertising is available through KMOJ and KDWB. These are two radio outlets that would help reinforce the African American police recruitment message.”

Chief Harrington went straight to the various policing association in Minnesota. He said “I went and spoke with the National Black Police Officers Association, the Asian Police Officers Association, the Latino Police Officers Association and Minnesota Association of Women Police in order to let them know that we were looking for diversity.” Through Chief Harrington opening lines of communication to the various policing organizations his department established trust by exposing a departmental vulnerability.

Chief Harrington believes that through ensuring sustained contact and commitment with the various policing associations will continue to yield positive returns. He said, “The departments such as Minneapolis, St Paul, and Metro Transit are having success because they routinely have the chief, deputy chief, or someone in a senior hiring position at the association meetings or they become a member of the associations. Letting these associations know us allows us to meet the kids before the kids are sitting across the desk from us.”

### Chief's Process Oversight

An all-inclusive approach to hiring had been implemented at Metro Transit. Chief Harrington said, “I don't know if there is a more important job for the chief of police other than firing bad cops and hiring good ones.” Lt Hines reinforced his chief's priority by saying “The chief makes the message by his presence, he is all inclusive, and we get involved leadership from the top.” Chief Harrington modified the Chiefs interview; a process he believes is similar to that of “speed dating.” He meets with the top 50 candidates during this process. He said “The way I do it now is before a candidate goes to background I've already seen them. I have already sat across the table from them. I use my own senses to see if they are a good fit, what kind of personality they have, do they have confidence, and it also gives me a better sense of the diversity of the pool.”

He believes this process prevents filtering of qualified candidates due to a preexisting barrier that aren't always successful methods of candidate reduction. A question that asks whether or not a candidate has had police contact becomes less of an automatic disqualifier. Positioning the chief's interview early on in the process prevents premature loss of candidates through unsubstantiated subjective ratings. After speaking with members of the MTPD it's clear that each member of the organization we spoke to understands Chief Harrington's expectations. MTPD leadership is aware that Chief Harrington is briefed about each candidate prior to their removal from the hiring process.

### Background Process

Police departments use many of the same entrance requirements as the military, including education level attained, cognitive ability, United States citizenship, and criminal background, the last of which has negatively affected black and Hispanic eligibility rates. (Haddad, et al)

Chief Harrington has focused on unpacking what makes a good cop and what background pieces are indicative of good police work. He found inconsistencies with what his department's background investigators were determining disqualifying circumstances. He reviewed the

specific structure of the questions and came to the following conclusions. “We asked candidates if they have had any contact with the police. Answers in the affirmative become an automatic disqualifier. My backgrounders were looking for choir boys who never had any contact. We didn’t ask if they had been arrested, or a suspect in something, we asked if they had contact. My African American kids were more likely to have contact as a witness, a victim, parents picked up or suspected. Kids were getting eliminated without our clear understanding of specifics regarding their police interactions.” Chief Harrington began reducing this hiring barrier by meeting with his background investigators in order to alleviate any inconsistencies.

Chief Harrington went on to develop what’s referred to in the military profession as commander’s intent. Commander’s intent is designed to help subordinates understand the larger context of their actions. The purpose of providing intent is to allow subordinates to exercise judgment and initiative (MCDP-1, 1997). Chief Harrington provided his intent and guidance to the background investigators in order to draw a uniformed level of value to each question. He learned that prior to issuing his intent there were disparities between certain “show stopper answers” between background investigators. Chief Harrington said “I had been a background investigator, so I knew about this process. As I went deeper into the process I realized there were some variables in the backgrounds that some background investigators considered life and death and other background investigators didn’t think the same items were very important.” In order to alleviate barriers that were disrupting the MTPD candidate pool Chief Harrington again injected himself into the process and provided his intent and guidance.

“The chief makes ultimate ruling on judge of character” according to Lt Hines. Through modification of the hiring pipeline with an early Chief’s interview allows the chief to be in a position of greater situational awareness. MTPD still uses automatic legal disqualifying standards according to state regulations. What Chief Harrington does is personally evaluate the rationale of disqualified status given from the background investigators. “I had a candidate come through that when he was 18 and one day old he got caught boosting (shoplifting) a coat. He went on to join the United States Army, went to fight in Afghanistan and was decorated numerous times for bravery. Now at the age of 28 he’s looking for his chance to be a cop. I need to talk to him because I don’t know if that 28-year-old guy is the same 18-year-old guy who boosted a coat for his girlfriend.” Chief Harrington considered this candidate a worthy applicant. MTPD submitted and received approval from the MN POST Board for an exemption letter on his behalf. MTPD has submitted and received approval for other candidates deemed worthy of hiring. A process described by Chief Harrington as “not terribly difficult.”

Prior to Chief Harrington’s arrival MTPD background investigators would automatically disqualify candidates who had been rejected by other departments. Chief Harrington said “my backgrounders would say to me that well St Paul already dumped him so we don’t want him. So I asked the question, we aren’t Saint Paul, Minneapolis, or county right?” He would ensure his background investigators conducted a complete check. Determine if the candidate was a viable asset that would contribute to the department’s vision and mission. MTPD prides

themselves on finding good fitting candidates that other department deemed undesirable. This inclusive mentality increases the newly hired sworn officer's loyalty to his or her department.

### Psychological Evaluation

According to the President of the National Black Police Officers Association (MN Chapter) "Subjective rating is the killer to African American recruitment and retention." First MTPD identified the psychological evaluation needed modifications in order to reduce subjective ratings. The process was identified as a two part hiring barrier. The first hiring barrier greatly affected the Somali foreign born naturalized United States citizen applicants. Psychologists reported Somali and refugee applicants had an unacceptable level of paranoia. Chief Harrington stated "Since we were having immigrant applications fail the psych exam I asked the shrinks if their tests were normed for Somali immigrants and recent refugees? They said no but they were willing to begin their research to ensure the tests were being accurately and appropriately applied. Since that has been done I'm not losing a Somali applicant when they come through."

The second hiring barrier identified was having background investigations occur following the psychological exam. The placement of background investigation early in the hiring process eliminates the tendency for the medical professionals using information seen as a disqualifier. Chief Harrington said, "I found out they were using, something they saw on the background they thought was inappropriate and were eliminating largely on the background. I had to inform them by the time you get them I have already signed off on the background. Anything in the background I had to tell them is ok. Use it if it validates your psychological tests but don't use it otherwise." Injecting himself again into the hiring process by ensuring his intent and guidance was being heard reduced what was previously a significant hiring barrier for diverse candidates.

### Revitalized FTO Program

Another identified hiring barrier was determined by Chief Harrington through what he identified as a lack of diversity in his FTO trainers. MTPD conducted an overhaul to their Field Training Officer (FTO) Program. Lt Hines, the MTPD FTO Supervisor said "The FTO Supervisor and the FTOs need to embrace the Chief's Command Philosophy. We focus now on preparing candidates for success through a mentorship approach. Our mission isn't to attrite it's to successfully prepare." In addition to adding diverse FTOs the FTO Supervisor provides frequent reports directly to the chief in order to keep communication surprises from happening. Identifying early problem candidates provides the chief the ability to offer the FTO Supervisor additional resources needed to support the candidate's development.

### BPPD Human Resources Practices

Prior to examination of issues specific to African American officers, it is important to examine BPPD's profile as an employer in general. There is little point to tailoring recruitment and retention procedures to a specific diversity issue if an employer is noncompetitive in the labor



market for all ethnicities, as any gains made will thereafter be lost for unrelated reasons. Examining BPPD's profile as an employer also allows us to gage their ability to attract large pools of entry level candidates and mid-career officers from other departments, both of which are important factors for increasing African American representation.

There is also the possibility that other police departments are out-competing BPPD for highly desirable African American police officers, leaving the department with fewer opportunities to diversify. We examine the availability of African American candidates elsewhere in this analysis, but determining BPPD's attractiveness as an employer is a partial test of possibility—if BPPD offers competitive rates of pay, opportunities for promotions, etc. than the other law enforcement agencies in the Minneapolis Metro Area will have difficulty out-competing BPPD for African American job applicants. If, conversely, BPPD is unattractive as an employer then the other law enforcement agencies are in position to out-compete BPPD.

### Recruitment & Hiring:

As is typical of Metro-Area police departments, BPPD has found that sourcing a large enough pool of candidates to ensure a job is filled by a quality applicant is relatively uncomplicated—by posting the job opening on the internet, BPPD routinely attracts a high number of applicants. Competition for the available jobs as a police officer is at a high level and many aspiring law enforcement officers who go through the POST board education and licensure process never get hired. For instance, the last job opening posted by BPPD received 184 applications, of which 162 met minimum qualifications and only 6 were hired (Brooklyn Park, 2016). In this candidate rich environment, BPPD is primarily concerned with the winnowing down of large applicant pools to find the best possible officers.

BPPD uses the NeoGov Insight online application system. NeoGov is a private contractor which specializes in providing public sector employers with online human resource related services. Use of NeoGov in the Minneapolis Metro Area is ubiquitous amongst public employers in Minnesota—for instance web searches performed for this analysis showed NeoGov in use by Hennepin County, Ramsey County, Dakota County, Metropolitan Council, City of Minneapolis, City of St Paul, and every police department included in the metro area compensation study below. According to their website ([www.neogov.com](http://www.neogov.com)) NeoGov is an attractive product for public sector employers because it automates applicant scoring and sorting, increases applicant satisfaction with the application process, and increases the size of the applicant pool. Also notable here is that applicants who have experience using the NeoGov system may enjoy an advantage over applicants who are less experienced or have limited internet access.



## Typical Hiring Timeline At BPPD

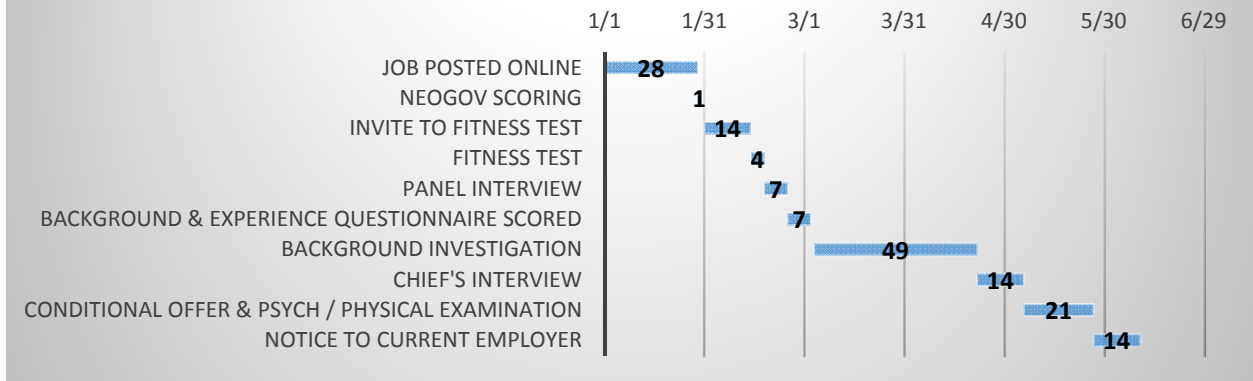


Figure 5 Source: BPPD

While applicants are not in short supply, the application process they are subjected to is long and arduous (Figure 5), reflecting the high stakes faced by public employers when hiring law enforcement officers who will subsequently be asked to make life-and-death decisions under duress. Applicants are subjected to standard application scoring, a fitness test, panel interview, a background and experience questionnaire (essay format), a background investigation, a one-on-one interview with the BPPD Chief of Police, a psychological examination, and a medical examination prior to being hired. Prior application processes included a written multiple choice test. The overall application process takes at minimum 20 weeks—a long period of time during which a candidate might be able to find work elsewhere. While this great length of time is warranted given the high number of administrative procedures that need to be performed, any action that can speed up the process would be advantageous to BPPD as an employer while it competes with other police departments for the best available candidates.

### Compensation:

5 records found.  
Page # 1 of 1 go

Position	Emp. Type	Salary	Closing Date
<a href="#">NEW! BrookLynk Specialist I - Brooklyn Bridge...</a>	Seasonal Temporary	\$15.00 - \$23.00 Hourly	11/17/16
<a href="#">Finance Director - Finance Department</a>	Regular Full-Time	\$49.93 - \$67.56 Hourly	11/08/16
<a href="#">Lifeguard</a>	Part-Time Non-Benefited	\$8.47 - \$11.68 Hourly	11/30/16
<a href="#">Water Safety Aide (WSA) - Recreation &amp; P...</a>	Part-Time Non-Benefited	\$8.47 - \$9.53 Hourly	11/30/16
<a href="#">Water Safety Instructor (WSI)</a>	Part-Time Non-Benefited	\$10.32 - \$16.17 Hourly	11/30/16

Page # 1 of 1 go

Figure 6: Example NeoGov portal taken from Brooklyn Park website 11/01/16.

Contrary to the common assumption, compensation has not been shown in research to be a primary driver of organizational performance in the recruitment and retention of employees. However, it can become a major factor if employees feel they are underpaid or cannot make ends-meet (Hannay &

Northam, 2000). Adding to the importance of compensation, the NeoGov web application system used by BPPD displays salaries to prospective applicants prior to their clicking the link to

apply, making salaries a primary consideration to the job applicant. See Figure 6 for an example of this feature.

In addition to the portal feature, the NeoGov system allows applicants and current officers to search for salaries across several departments on its own website ([www.governmentjobs.com](http://www.governmentjobs.com)). Applicants need only enter a job title and geographic region. For instance, at the time of this writing, a search for “police officer” in “Minnesota” turned up 44 search results for open positions, all of which contained the rate of pay in the job post title. Given the availability of salary information in this particular labor market, having a competitive rate of pay is an important aspect of recruitment and retention for police officers regardless of race and ethnicity.

To determine how competitive BPPD’s salary rates are in the local area we compared patrol officer salaries across five other police departments with similarly sized populations, all located in the Minneapolis Metro Area (Figure 7). Our conclusion is that BPPD is highly competitive— offering a near average starting rate to applicants, who then take less than the average numbers of years to maximize their salary at an above average level. Under these conditions, applicants can be expected to see virtually identical rates of pay when viewing job postings, and current officers will judge their pay comparable with their peers in other organizations.

2016 BPPD Salary Rates for Patrol Officers as Compared to Minneapolis Metro Area Police Departments Serving Similarly Sized Populations					
Organization	Municipality Population <sup>1</sup>	Years to Max Rate	Min Salary	Midpoint	Max Salary
Eagan	66,286	15	\$ 56,519.84	\$ 71,830.08	\$ 87,140.32
Bloomington	85,136	15	\$ 55,896.00	\$ 71,484.00	\$ 87,072.00
Plymouth	72,868	20	\$ 57,324.80	\$ 71,479.20	\$ 85,633.60
<b>Brooklyn Park</b>	<b>77,579</b>	<b>14</b>	<b>\$ 56,305.60</b>	<b>\$ 70,959.20</b>	<b>\$ 85,612.80</b>
Woodbury	67,855	16	\$ 53,768.00	\$ 68,600.48	\$ 83,432.96
Maple Grove City	64,364	15	\$ 52,990.08	\$ 67,481.44	\$ 81,972.80

Figure 7 Source: Population sizes retrieved from [http://www.minnesota-demographics.com/cities\\_by\\_population](http://www.minnesota-demographics.com/cities_by_population), salary numbers provided by Brooklyn Park Police Department.

To determine how competitive BPPD’s rates are on a state-wide level we retrieved salary data collected by the US Department of Labor in 2015 and compared those figures with 2015 BPPD patrol officer rates (Figure 8). The Department of Labor follows the practice of grouping their data into percentiles, which are defined as the value below which a given percentage of observations in a group of observations fall (Lane, 2010), so for instance, 90% of all observed Minnesota Police and Sheriff’s Patrol Officers are paid \$77,520 or less each year. Comparing the BPPD pay range to these percentiles, we can see that an entry level BPPD police officer can expect to be paid approximately \$5,000 more than 25% of his or her peers, while an experienced officer who has reached the maximum is paid at a high enough level to be in the top 10% of all patrol officers in Minnesota.

<b>Comparison of BPPD Salary Rates against Averages from the Bureau of Labor Statistics, Occupational Employment Statistics for Minnesota, for the year 2015.</b>				
<b>US DOL 2015 Salary Statistics</b>	<b>25th Percnt</b>	<b>50th Percnt</b>	<b>75th Percnt</b>	<b>90th Percnt</b>
Police and Sheriff's Patrol Officers	\$ 49,260	\$ 61,320	\$ 71,340	\$ 77,520
<b>Brooklyn Park 2015 Pay Rates</b>	<b>Minimum</b>	<b>Midpoint</b>	<b>Maximum</b>	
Patrol Officer	\$ 54,517	\$ 68,713	\$ 82,909	

Figure 8 Source: State level data retrieved from the Office of Employment Statistics at [http://www.bls.gov/oes/current/oes\\_research\\_estimates.htm](http://www.bls.gov/oes/current/oes_research_estimates.htm); BPPD rates provided by BPPD.

We conclude via these two levels of analysis that BPPD’s salaries are competitive in the context of both the Minneapolis Metro Area and Minnesota State labor markets. BPPD should face no disadvantages in the recruitment and retention based on salary.

### Employee Satisfaction:

Salary is only one of many factors impacting BPPD’s ability to recruit and retain police officers. Employee attitudes such as organizational commitment, the intention to look for other work and job satisfaction have been shown to be stronger predictors of turnover than pay. Additionally, quality of management, relationships with peers and work design are consistently shown to be predictors of turnover in HR research (Allen, Bryant & Vardaman, 2010). Thus, managers have many factors under their control which have the potential to reduce turnover without increasing organizational costs.

Employee satisfaction can also impact recruitment. Interviews conducted for this analysis indicate that police officers in the Minneapolis Metro Area are in a tight social network, where gossip and workplace events are widely known across departments. It is therefore a valid assumption that recruitable officers in other police departments will be aware of working conditions at BPPD, and if those working conditions are widely regarded as being excellent BPPD will enjoy a recruitment advantage.

In order to ascertain the level of employee satisfaction the BPPD Officer Survey was conducted anonymously amongst all sworn police officers at BPPD. Participation was very high—out of 103 sworn officers, 97 responded, for a response rate of 94%. The survey asked 26 questions related to 25 workplace variables that a 2010 meta study of empirical research on turnover identified as being “specific drivers of turnover, examining issues related to the work environment, job design, the external environment, individual demographics, job performance, and the withdrawal process” (Allen, Bryant & Vardaman, 2010). See Appendix I for complete survey results. To score results, a value of 1 was assigned to “strongly agree,” 2 was assigned to “somewhat agree,” 3 to “neither agree nor disagree,” 4 to “somewhat disagree,” and 5 to “strongly disagree.” Thus an average score of 1.5 reflects a relatively strong level of agreement and scores above 3 reflect relatively high levels of disagreement and ambiguity amongst respondents.

In this analysis we will focus on areas of strength and areas where improvement is possible. Below we have listed the five top responses in terms of agreement with positive variables, and the top five areas of improvement in terms of disagreement with positive variables. Please note that some questions, such as “I will quit soon” are treated differently than the other questions, in that disagreement is regarded as a positive response to the question. To rank these questions we regarded disagreement as agreement and vice versa. The survey cannot be used to compare BPPD to other departments because it has only been administered to BPPD.

The top 5 survey responses, in terms of having the highest level of agreement, all related to the command environment. Respondents were committed to their roles as police officers and to BPPD in particular (Figure 9). They understand their role and specific job duties and respect their supervisors. To provide a specific example, Allen, Bryant & Vardaman’s meta-analysis showed that in multiple empirical studies conducted by other researchers, employees with a positive ideation of their job scope (defined as different job duties an employee completes) experienced an average of 14% less turnover than employees who had an negative ideation of their job scope. Thus the turnover impact column should not be taken as having a literal impact on BPPD’s prospective turnover rate, but rather is a metric that can be used to determine the relative importance of each survey question as it relates to turnover.

<b>Strengths Identified from Results of BPPD Officer Survey Employee Satisfaction Section</b>				
<b>Survey Question [Category]</b>	<b>Av. Score</b>	<b>% Agree</b>	<b>% Disagree</b>	<b>Meta Score <sup>1</sup></b>
I understand and can complete all of my job duties. [Job Scope]	1.42	93.81%	4.12%	-14%
I am committed to being a law enforcement officer. [Organizational Commitment – Police Officer]	1.45	89.69%	2.06%	-27%
I clearly understand my role within my unit. [Role Clarity]	1.51	90.72%	4.12%	-24%
I am committed to the Brooklyn Park Police Department as an organization. [Organizational Commitment – BPPD]	1.69	86.60%	6.19%	-27%
My direct supervisor does a good job in his/her role as a leader. [Supervisor Satisfaction]	1.69	74.23%	19.59%	-13%

Figure 9 Sources: BPPD Officer Survey; Meta Score column data is from Allen, Bryant & Vardaman 2010. <sup>1</sup> Meta Score is the average impact on turnover Allen, Bryant & Vardaman found in a meta-analysis of other research, and is for comparison only.

The five survey questions which showed the lowest level of agreement reveal some areas where BPPD stands to improve employee satisfaction. Respondents had little faith in their opportunities for promotion within BPPD, perhaps reflecting a low number of middle management positions, and find that their role as a police officer often conflicts with other aspects of their life. These variables may be unavoidable or at least only partially avoidable. The three highest levels of disagreement, however, were all related to communication up the chain of command from lower level employees to their superiors. These results appear to show

that allowing BPPD officers more opportunity to provide feedback will improve job satisfaction, having a positive impact on turnover and moral.

Areas Where Improvement is Possible Identified from Results of BPPD Officer Survey Employee Satisfaction Section				
Survey Question [Category]	Av. Score	% Agree	% Disagree	Meta Score
I have opportunities for promotion within the Brooklyn Park Police Department. [Promotion Opportunities]	2.63	54.64%	26.80%	-16%
My job as a police officer allows me to complete the other responsibilities I have in life, such as being a parent, a coach, a friend, a union member, etc. [Role Conflict]	2.88	48.45%	40.21%	22% <sup>1</sup>
My department leadership and I exchange information about the work we do. [Leader-Member Exchange]	3.03	39.18%	43.30%	-25%
We have good communication where I work. [Communication]	3.09	32.99%	40.21%	-14%
I have a say in most important decisions that affect me. [Participation in Decisions]	3.34	28.87%	52.58%	-13%

Figure 10 Source: BPPD Officer Survey; Turnover Correlation column data is from Allen, Bryant & Vardaman 2010. <sup>1</sup> This turnover effect number is positive because it relates to the "Role Conflict" variable which is positively correlated with turnover, most other variables have

Taken together, the top five strengths and top five areas of improvement paint a coherent picture—employees are given clearly delineated roles from people they respect, but conversely they are missing opportunities to share their information up the chain of command. BPPD leadership therefore stands to improve recruitment and retention by continuing most managerial practices while increasing opportunities for communication from their subordinates. Further tweaking of the work environment may be advisable based on the results shown in Appendix I. The better the employee experience, the lower the turnover, and the better the recruitment advantage.

## Turnover

With competitive rates of pay, and employee survey responses indicating generally high levels of workplace satisfaction, we would expect a low turnover rate. HR data provided by BPPD showing turnover for 2011 through year-to-date 2016 confirms this expectation, giving us further confirmation that BPPD is, generally speaking, a desirable employer to work for as

Turnover Rates at BPPD & Same-Year US Public Sector Rates				
Year	Terminations	Av EE's	Turnover Rate	US Public Sector <sup>1</sup>
2011	2	97.67	2.0%	15.60%
2012	6	98.33	6.1%	16.00%
2013	8	99.00	8.1%	16.10%
2014	10	98.67	10.1%	16.10%
2015	2	101.33	2.0%	18.10%
<b>Averages:</b>	<b>5.6</b>	<b>99.00</b>	<b>5.7%</b>	<b>16.38%</b>

Figure 11 Source: BPPD HR Data; US Dept of Labor Statistics found at [http://www.bls.gov/news.release/archives/jolts\\_03172016.htm](http://www.bls.gov/news.release/archives/jolts_03172016.htm)

compared to many other public sector employers. See Figure 11 for annual turnover rates. As a basis of comparison, a recent study of turnover rates conducted in 2013 found that the mean US turnover for law enforcement officers was 10.8% in 2003 and 10.8% in

2008. The same study found that law enforcement officers in Minnesota had a turnover rate of 7.5% in 2003 and 4.1% in 2008 (Wareham et al, 2013). While this is the most recent turnover data found in our analysis specific to law enforcement officers, the Bureau of Labor Statistics provides public sector turnover rates each year, in Figure 11 these rates are provided to provide additional context.

While the annual turnover rates at BPPD are volatile due to a low sample size, the 5 year average turnover rate of 5.7% is approximately a third of the public sector turnover rate for the same period and half the national turnover rate for law enforcement officers. Below in our analysis of diversity at BPPD we will examine how turnover has impacted officers in different demographic groups. Here we conclude that BPPD is a comparatively desirable employer to work for, which can attract and retain a high quality police force in the metro area labor market. This capacity to attract and retain officers should be regarded as an asset in the diversification effort.

### Diversity at BPPD and Measures Taken

Data provided by BPPD shows that there has been little change in workforce diversity over the last six years—on 12/31/2010 the department had three African American officers comprising 3.1% of the police force, and on 06/30/2016 they had four African American officers comprising 4.1% of the police force. Since 6/30/2016, the last date we have complete workforce data, one of the four African American officers quit to accept a position at another law enforcement agency, leaving BPPD with the same level of representation of African Americans as they had in 2010 (Figure 12).

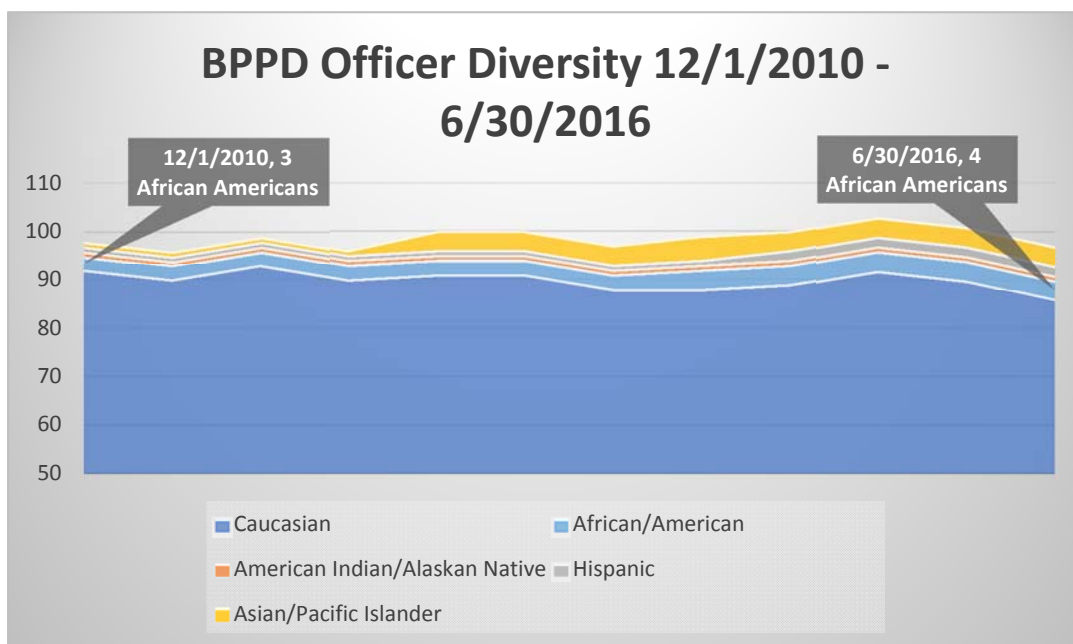


Figure 12 Source: BPPD HR Data



Compared to the Brooklyn Park community, where at least 24% of the population are African American, and 15% are Asian, the police force is remarkably less diverse. While some progress has been made in increasing the level of Asian representation, African American representation has flat-lined, making their recruitment and retention a priority and the subject of this analysis.

Some caution is required in making inferences about this data due to the small sample size of the department—whereas a 10,000 member organization could surmise that there must be bias in their hiring practices, BPPD with only around 100 police officers has a much lower level of certainty. Nonetheless, the low level of representation of African American Police officers is a legitimate area of concern due to the lack of progress and the level of underrepresentation. Below in this section we will analyze the recruitment and hiring process (the inputs), followed by the efforts to retain officers and their resulting turnover by ethnicity (the outputs), in order to determine where the problem behind the underrepresentation of African American officers lies.

### Recruitment and Hiring of African American Officers

As mentioned above hiring at BPPD is conducted via the NeoGov system, which provides data on how applicants flow through the hiring process. We analyzed NeoGov applicant flow data from their last four hiring efforts, spanning a period from 2013 to 2016. Because the hiring process changed in each

instance, and because NeoGov was not used to track every step in the process, we were unable to analyze where in the hiring process African American applicants were lost. That being said, NeoGov did collect the diversity information of all job applicants, revealing the ethnic diversity of BPPD’s applicant pool. 6.3% of BPPD job applicants were African American over the period we

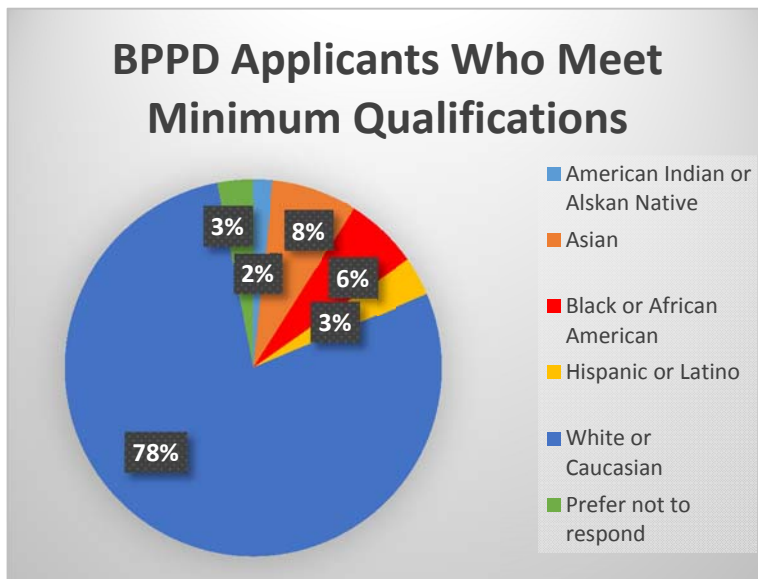


Figure 13 Source: BPPD NeoGov data

have data. This number is consistent with the percentage of African American students in PPOE programs. HR data shows BPPD hired 20 individuals over this period of time, of which none were African Americans.

Sample sizes are too small to make firm inferences from these 20 hires; however by consistently using NeoGov to track every step of the hiring process (even when this increases administration burden) BPPD stands to benefit from analyzing the steps of the application process to determine where African American applicants are disproportionately being

eliminated. As we found in our analysis of successful diversification efforts conducted at other departments, reform involved a three step process—identification of recruitment/retention elements that impacted officers of color disproportionately, then questioning whether those recruitment/retention elements were in fact related to successful policing, and finally changing the recruitment/retention element when it was determined to be both unrelated to good police work and having a disparate impact. Consistent use of NeoGov and analysis of the resulting data will afford BPPD the opportunity to continuously improve and scrutinize their hiring practices in this way.

### BPPD Officer Attitudes on Diversity

While diversification efforts are supported by the community and leadership, another important consideration are the attitudes and understanding held by rank and file officers regarding the diversification effort. Without their buy-in, any diversification effort risks having a negative impact on morale and turnover, as well as increase institutional resistance to the effort. The above mentioned BPPD Officer Survey included 24 questions to gauge current attitudes toward workplace diversity amongst BPPD officers. This data can in turn be used to develop a communication strategy that will ensure that BPPD’s diversification rationale and strategy will be well understood, supported, and accepted by individual officers as they go about their job duties. Appendix I contains the complete survey results which we hope will be considered by BPPD leadership as they consider communications around their diversity program. Below in our analysis we will focus on the strengths and areas of improvement identified by the survey.

As Figure 14 below suggests, the police officers at BPPD believe their workplace is largely a positive one with appropriate protections in place to ensure that discrimination does not occur. Consistent with other sections of the survey and their low turnover rate, BPPD officers hold their leadership in high regard and believe they will act appropriately if there is a problem. This

<b>Strengths Identified from Results of BPPD Officer Survey Diversity Attitudes Section</b>			
<b>Survey Question</b>	<b>Av. Score</b>	<b>% Agree</b>	<b>% Disagree</b>
I do my part to make sure new police officers are welcomed into the department.	1.41	95.88%	0.00%
My department's policies and procedures discourage community discrimination.	1.50	89.58%	2.08%
I believe my department will take appropriate action in response to incidents of discrimination.	1.50	88.54%	5.21%
My department's policies and procedures discourage internal department discrimination.	1.70	82.29%	2.08%
My coworkers of different backgrounds interact well in the department.	1.72	79.17%	2.08%

confidence extends to the personal level, as most officers believed that they themselves were contributing to a positive workplace culture by welcoming

Figure 13 Source: BPPD Officer Survey



new officers. Agreement rates are high enough that we can be assured that officers of color also affirmed these results.

The areas where officer agreement were the lowest related to a skepticism of diversity related ideas and interventions (Figure 15). BPPD officers were not on average interested in diversity for their own personal satisfaction and do not believe that the department would be strengthened by additional African American officers. A minority of officers believed that Brooklyn Park citizens held a positive opinion of BPPD, and perhaps relatedly did not believe that increased community involvement would be helpful.

Taken together, these results paint a picture of a police force that is defensive about the implication that they might need improvement in the area of diversity, because they believe that an appropriate level of effort has already been made in the area. This is not a surprising result, given the level of professionalism that the Minnesota police community prides itself on and the current level of political controversy surrounding issues of policing and race. Earlier in this analysis we discussed how adopting the right diversity paradigm can benefit the diversification effort. These results further suggest the need for an internal communication strategy that explains the reasoning behind improving workforce diversity. BPPD leadership can leverage the high level of regard their subordinates hold them in to make this case.

<b>Areas Where Improvement is Possible Identified from Results of BPPD Officer Survey Diversity Attitudes Section</b>			
<b>Survey Question</b>	<b>Av. Score</b>	<b>% Agree</b>	<b>% Disagree</b>
Increasing police education about diversity will enhance the department's proficiency with the community.	2.80	41.67%	25.00%
I believe increased community involvement from the Brooklyn Park Police Department would help us serve the community.	2.81	45.36%	29.90%
I believe that more African American Police officers strengthen the department.	2.91	30.93%	20.62%
I believe African American citizens of Brooklyn Park have a positive opinion of the Brooklyn Park Police Department.	2.91	42.27%	31.96%
I would be more satisfied with my work if the department became more diverse.	3.34	12.37%	36.08%

Figure 14 Source: BPPD Officer Survey

### Retention of African American Officers

Just before this project started one of the four African American officers at BPPD quit to accept a position with a different police department, dropping levels of African American representation on the force down to where they were in 2010. While only a single termination, this event was significant because it meant that no progress had been made despite the

prioritization of diversity at BPPD. This raised the question—is BPPD worse at retaining African American police officers than they are at retaining officers of other ethnicities? Our analysis of BPPD’s human resources data indicates that they are not.

Combined Average Turnover by Ethnicity 2011 - 2016	
Group	Turnover
African American	4.2%
Caucasian	5.4%
All Ethnicities	5.7%

Figure 15 Source: BPPD HR Data

To examine comparative turnover rates by ethnicity at BPPD, where the sample size of employee ethnic groups are small, we averaged turnover across the five year period described in data provided by BPPD’s HR department. While BPPD did lose a quarter of its African American officers in a single year, the 5 year average turnover rate for African American officers is actually lower than the same average for Caucasian officers and the department as a whole. This suggests that BPPD does not have a

particularly toxic environment for African American police officers or a racially-specific retention issue, and confirms our conclusion that BPPD is, generally speaking, an attractive employer. We conclude that BPPD should focus more on reforms related to recruitment than reforms related to retention.

### Cadet Program and Similar Efforts

BPPD, prior to this project, has already been engaged in various community outreach and recruitment efforts designed to attract community members into applying to become police officers. They support an explorer scout program, have a multicultural advisory committee, and participate in a variety of community events and activities. Our focus group with African American college students turned up a variety of positive interactions between officers and community members (some were negative also and are explored elsewhere in this analysis), many of which were efforts to recruit or encourage exploration of police work as a career. These efforts are laudable and no doubt contribute to a positive community relationship but do not directly impact officer diversity levels.

Perhaps the most promising recruitment effort is the Cadet Officer Program, which can offer a student in a POST certified educational program experience with a police department and pay while they are in school. Materials provided by BPPD indicate the program’s objective is to “successfully prepare diverse, qualified candidates for future police officer positions” and it has the potential to do exactly that. Besides the economic assistance for students who lack means to attend college without employment, the cadet program allows BPPD increase the qualification level and organizational commitment of local youth who presumably will reflect community diversity levels. Once a cadet has completed their educational requirements and built on-the-job experience through the cadet program, BPPD has an easier time hiring that cadet, due to the familiarity and increased level of qualification generated. Any changes which increase the number of cadet positions available to BPPD at a given time are thus commendable.

## Recommendations

As a result of our research 14 solutions are recommended in order to attempt to increase the department's diversity and close the racial and ethnic gap between the department's sworn officers and the residents of Brooklyn Park. The recommendations to following are based on our earlier conclusions that BPPD should focus more on reforms related to recruitment than reforms related to retention. With that said there are recommendations specific to retention, however a majority of the recommendations are geared toward improving recruitment efforts.

- 1. Adopt a rational for diversity such as the diverse work perspectives paradigm:** Above we discuss how employers are increasingly learning to value workforce diversity as a means of ensuring heterogeneous work styles and problem solving skills amongst employees, and thereby improving performance. Under this rational, employers continue to hire the "best available" candidate for their organization, but do so knowing that candidates from underrepresented groups stand to contribute to workforce diversity which will lead to the best possible organizational performance.
- 2. More improvement is required in the area of recruitment and hiring, rather than in retention:** While BPPD has recently lost one of the only four African American officers on the force, the average annual turnover rate for African Americans over the five year period examined was low as compared to overall department turnover, turnover for white employees, and other comparison turnover rates. This, combined positive employee satisfactions survey results and competitive salaries, suggests that BPPD can count on employee retention as a strength, while focusing improvement efforts on recruitment and hiring.
- 3. Add diversity messages to strategic planning and internal communications:** Displaying clear intentions from Brooklyn Park city leadership toward endorsing the importance of diversity sends a clear message of sought after change. By embracing diversity in values, mission, and vision statements and then communicating this commitment internally BPPD can ensure that workforce diversity is a consideration in planning efforts throughout the organization, while communicating the above mentioned rational for diversity to skeptical employees.
- 4. Include diversity related messaging in recruitment efforts:** Empirical research suggests that recruitment advertising materials that contain pro-diversity messages (for instance showing people of color, or listing diversity as an employer value) are more effective at attracting candidates of color.
- 5. Consistently use NeoGov to track every step of the hiring process:** Using NeoGov to track every step of the hiring process (even when this increases administration burden) BPPD stands to benefit from analyzing the steps of the application process to determine where African American applicants are being eliminated.
- 6. Conduct a barrier analysis over the hiring process:** Using the above mentioned NeoGov data, BPPD can then determine which steps in their hiring process are having the greatest negative impact on African American applicants. When such a barrier is

identified, it can be scrutinized to examine the degree to which it relates to the work performed by a police officer. Application steps that are both unrelated to job duties and negatively impacting diversity can then be changed to better reflect the work being performed.

- 7. Diversify the hiring panel using community members:** We recommend that BPPD partner with the city create a local equity group of community members who can participate in panel interview. This allows for increased community buy-in and support, and may remove any barrier created by having candidates interview with an all-white panel.
- 8. Focus recruitment efforts explicitly on African Americans:** If BPPD were to advertise their cadet program on KMOJ, a radio station that caters to African Americans in the Minneapolis Metro Area, it would mean more than a simple advertisement that happened to target African Americans—it would also be a demonstration of commitment. The same effect can be achieved if leadership attended a National Black Police Association meeting to announce a job opening.
- 9. Refine the application process to make it faster:** 20 weeks is a significant length of time for an applicant to endure. While long application processes are the norm for police officers, this presents an opportunity for BPPD to out-compete other law enforcement agencies for the most desirable entry level employees with a shorter process that makes a job offer before the competition.
- 10. Diversity, inclusion, cultural competency training:** While our survey found skepticism amongst the sworn officers of BPPD as to the effectiveness and importance of diversity related training, we also found that individual interactions with police officers had a profound impact on the desirability of the police officer profession in our focus group of African American college students. Leadership participation in any diversity and inclusion programs is an important factor for ensuring employee buy-in.
- 11. Create a plan to improve department communication per BPPD anonymous survey:** Three of the five highest levels identified as areas of improvement all related to communication up the chain of command from lower level employees to their superiors. These results appear to show that allowing BPPD officers more opportunity to provide feedback will improve job satisfaction, having a positive impact on turnover and moral. Leadership at various levels should seek out opportunities for communication from their subordinates. A way to measure effectiveness would be through the semiannual survey.
- 12. Focus recruitment around the greatest African American producing PPOE schools:** Use the PPOE school survey data to concentration recruitment efforts on those schools identified as leading producers of qualified African American peace officers. Focus resources and advertising money to the top five identified schools in order to maximize the department's diversity pool of applicants.
- 13. Increase the Cadet Program size:** Hiring pipeline obstacles can be reduced or removed completely through a cadet pipeline program that offers individual mentorship. Perhaps

the most promising recruitment effort is the Cadet Officer Program, which can offer a student in a POST certified educational program experience with a police department and pay while they are in school. Materials provided by BPPD indicate the program's objective is to "successfully prepare diverse, qualified candidates for future police officer positions" and it has the potential to do exactly that. Besides the economic assistance for students who lack means to attend college without employment, the cadet program allows BPPD increase the qualification level and organizational commitment of local youth who presumably will reflect community diversity levels. Once a cadet has completed their educational requirements and built on-the-job experience through the cadet program, BPPD has an easier time hiring that cadet, due to the familiarity and increased level of qualification generated. Any changes which increase the number of cadet positions available to BPPD at a given time are thus recommendable.

- 14. BPPD continues academic partnerships:** The University of Minnesota's College of Education and Human Service Professions produces excellent students who are willing to contribute to research missions. Further research regarding what motives and cultural assumptions draw or deter African American's into or away from policing could positively shape recruitment and retention for BPPD. A continued partnership between the BPPD and the RCP with the University of Minnesota's Psychology Department could yield additional research outcomes. We recommend that BPPD continue to partner with the RCP, specifically the Psychology Department through the spring of 2017.

## Conclusion

The city of Brooklyn Park will continue to grow more diverse in years to come, placing BPPD increasingly under scrutiny for its own diversity. In order for BPPD to meet and sustain a police force that mirrors the Brooklyn Park community they serve internal and external recommendations should be implemented. Research conducted for this analysis shows there are many ways BPPD can implement changes to better diversify the police department in order to keep pace with the changing city dynamics and ensure community faith in their police.

Our research revealed that there are most likely too few career seeking African American recruits attending PPOE programs per year to diversify all the police departments in the state, but that diversification can still be achieved by dedicated organizations. However, achieving an exact understanding of African American police officer availability is impossible due to the shortfall of racial and ethnic information collected. Resolving this information gap, most likely through the MN POST Board, would provide accurate data regarding the eligible number of African American Sworn Peace Officers available to serve the various police departments across Minnesota.

In short, we have determined that while BPPD is in a challenging position—embedded in a state-wide police officer qualification system that does not produce enough African American

candidates—they can overcome this disadvantage by following practices that have already been implemented by other Minnesota law enforcement organizations. These practices involve extensive barrier examination and removal in the application process, efforts to out-compete other departments for African American police officer candidates, and the use of the cadet program to directly link local youth with a potential career with BPPD. We are confident that by following the above recommendations, and by continuing to prioritize this issue, BPPD can evolve over the coming years to reflect the diversity that makes their community special.

## Acknowledgments

We want to thank the University of Minnesota Resilient Communities Project (RCP) for the amazing opportunity they provide students and faculty to connect with communities. The RCP mission to build local capacity around sustainability and resilience issues, train students to be future sustainability practitioners, and produce case studies, effective practices, and tools that can inform sustainability proactive throughout the state will have an ever lasting impact on us and those we were fortunate enough to call our partners.

With 90 days to provide analysis and recommendations we began this tremendous task and quickly found cooperative relationships and eagerness to support our endeavor throughout the Twin Cities. Our work here could not have been accomplished without the remarkable support from numerous police leaders. Most importantly we would like to thank the community members of Brooklyn Park for opening their doors and their hearts to us. The enthusiasm that so many provided toward encouragement to solving these issues make us believe that Brooklyn Park will be a positive beacon of hope for community and police relations that other struggling cities can learn from.

We received an overwhelming amount of support from the University of Minnesota and the Humphrey School of Public Affairs. This work is our humble attempt to fulfill the Humphrey School of Public Affairs mission to inspire, educate, and support leaders to advance the common good in a diverse world.

We would like to thank our Professor Dr. Greg Lindsey for his astute wisdom and guidance along this journey. His professional expertise and sincere commitment toward our academic endeavor was nothing short of inspirational. Additionally, within the Humphrey School of Public Affairs our graduate advisor Dr. Kevin Gerdes is owed an enormous debt of gratitude for assisting in our professional development over the years.

We would like to extend a very sincere thank you to Brooklyn Park Police Department. Their genuine concern for care of their citizens was what brought this project to life. Brooklyn Park Police Chief Craig Enevoldsen and Deputy Chief Mark Bruley, Investigations Commander, are in particular deserving of our acknowledgment and gratitude. Deputy Chief Bruley served as our project liaison and offered overwhelming support and access to the Brooklyn Park Police Department. We can think of no better partner to have worked with while attempting to solve and understand this grand challenge.

We wish to express our heartfelt gratitude to the inspirational leaders and members of the National Black Police Association, Minnesota Chapter. Our time spent with you were moments of true enlightenment. We are additionally thankful for the wisdom, support, and guidance offered from Metro Transit Police Chief John Harrington, Metro Transit Lieutenant Anthony Hines, Ramsey County Inspector Dr. Booker Hodges IV, and the State of Minnesota's Chief Inclusion Officer James Burroughs II.

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## Appendix A: Memorandum of Agreement

**Memorandum of Agreement  
Brooklyn Park Police Department  
University of Minnesota  
Humphrey School of Public Affairs**

**Student Consultants & Contact Info:**

Daniel D'Haem  
206 604 7733  
[dhaem001@umn.edu](mailto:dhaem001@umn.edu)

Mike Jiabia  
816 616 5832  
[jiabi001@umn.edu](mailto:jiabi001@umn.edu)

**Primary Client Contact:** Deputy Chief Mark Bruley, Investigations  
Commander. [mark.bruley@brooklynpark.org](mailto:mark.bruley@brooklynpark.org) (763) 493-8304

**Instructor:** Dr. Greg Lindsey, Humphrey School of Public Affairs University of Minnesota 301  
19<sup>th</sup> Ave. S. Minneapolis, MN 55455([linds301@umn.edu](mailto:linds301@umn.edu)) (612 625 6351)

**Project Title or Focus:** Diversifying the Brooklyn Park Police Department

**Client Organization:** City of Brooklyn Park Police Department

**Problem/Opportunity Statement Driving this Study:** The Brooklyn Park Police Department has a workforce that does not reflect the diversity of the community. The department lacks officers of color, particularly African Americans.

**Project Purpose:** To provide analysis and recommendations to the Brooklyn Park Police Department, regarding improved recruitment and retention strategies for African American Officers.

**Research Questions Pursued in this Study:**

1. At what rate are African American police officer candidates produced by Minnesota training institutions, as opposed to officer candidates of other ethnicities? Are there enough African American officer candidates available to meet the needs of police departments that are attempting to diversify?
2. What does data collected by BPPD (for instance HRIS/payroll data, NeoGov application system data, crime statistics, workload data) reveal about the recruitment and retention of officers of color as compared to their white counterparts? Does this data support the department's understanding of the issue relating to the cause of the lack of diversity?
3. What are the levels of law enforcement officer diversity in similar jurisdictions that would add context to the workforce diversity issues faced by BPPD?
4. What recruitment procedures have been shown empirically to be effective for African American law enforcement officers, and how do the procedures employed by the Brooklyn Park Police Department (BPPD) compare?
5. What officer retention procedures have been shown empirically to be effective for African American law enforcement officers, and how do the procedures employed by the Brooklyn Park Police Department (BPPD) compare?
6. How does BPPD's workplace culture and reputation as an employer impact the recruitment and retention of African American and other officers of color? If specific problematic issues are found, how might they be ameliorated?
7. What conclusions can be drawn regarding African American motives and cultural assumptions regarding pursuing police work as a profession?

**Deliverable(s) Presented at Conclusion of the Study:**

- Data collected and analytics used in pursuit of the above research questions, excluding any data protected by confidentiality requirements.
- A report detailing research, analysis, and resulting recommendations regarding the research questions above.
- An oral and visual presentation to the client providing a description of the research analysis and recommendations.

**Scope of Work and Milestones:**

- Finalize Memorandum of Agreement between client and student-consultant team no later than September 19th 2016.
- Mid-Term meeting the week of October 24th 2016 with client and students to share progress/findings.
- Provide “draft” presentation to client the week of November 28th 2016.
- Provide “draft” report to client for review the week of November 28th 2016.
- Provide final report to client the week of December 5th 2016.
- Provide oral presentation to client the week of December 12th 2016.
- Client provides final evaluation of student consultant team to instructor the week of December 12th 2016.

**Client Responsibilities:**

By participating in the program, the Client agrees to:

- Designate Chief Bruley as the primary client contact.
- Provide clear instructions and intent for and expectations of the students.
- Provide students with any needed information on an agreed upon schedule.
- Attend meetings with students as needed, including one meeting with the instructor in attendance.
- Be as flexible as possible with your schedule to accommodate the students’ scheduling needs.
- Willingly share organizational information, including HR data, with the students that will help them to achieve desired results.
- Attend final presentation on agreed upon date and location, being sure to include key organizational leaders.
- Complete an Evaluation Form, including the Client’s evaluation of processes, deliverables and project presentation and submit to (instructor’s name and email listed above) no later than the week of December 12th 2016. A copy of the evaluation form will be provided.

**Student-Consultant Team Responsibilities:**

The Student Consultant Team collectively agrees to:

- Designate Daniel D’Haem as the primary student contact.
- Provide client with deliverables as described above.
- Provide the client with project updates at the identified times stated above.
- Ask specific questions of the client in order to ensure we are on track with expectations.

**Joint Responsibilities**

- Return all email messages or phone calls from the client within (2) days;
- Be on time for all Project meetings.
- Be professional – treating each other as professionals who are engaged in a contractual agreement.

**Use of Project Materials**

The Instructor has the right to review and approve the delivery to the Client of all written reports and other deliverables under this Agreement.

Unless the Student Consultants and the Client otherwise agree in writing:

- (i) the Client has permission to use the materials prepared under the Project in its business activities and to reproduce or publicly display (e.g., post on the internet) the materials in connection with such activities;
- (ii) the Student Consultants shall jointly own the intellectual property rights, including copyright, in the materials and any other intellectual property developed as part of the Project, subject to the policies of the University.
- (iii) the final written product shall be stored in the University of Minnesota digital conservancy, making it publicly available for review and use by educators, policymakers, and practitioners.

**General Terms**

The Client acknowledges its understanding that the services and materials to be provided under this Agreement are provided by post-secondary students in connection with their fulfilling a course requirement. The student consultants and the University expressly disclaim all express and implied warranties concerning those services and materials, including the implied warranties of merchantability, fitness for particular purpose and non-infringement. The client accepts such services and materials As Is, With All Defects. The client releases the student consultants and the University from all suits, claims, liabilities, or causes of action, of whatever nature, in contract or tort, arising out of the performance of such services and the preparation and use of such materials. Exceptions to this policy may be negotiated between the students and the client, subject to the approval of the instructor and the associate dean. Or In rare circumstances, with the concurrence of the instructor and the associate dean, the students and the client may agree that rights to publish may be established.

**Acceptance**

By signing below, the following individuals agree to the terms of this Agreement:

Students:  \_\_\_\_\_

9/15/2016

Date

 \_\_\_\_\_

9/15/2016

Date

Client(s)  \_\_\_\_\_

09/15/2016

Date

## Appendix B: Literature Review

1. **Allen, D. G., Bryant, P. C., & Vardaman, J. M. (2010). Retaining talent: Replacing misconceptions with evidence-based strategies. *The Academy of Management Perspectives*, 24(2), 48-64.**

Despite extensive scholarly research and organizational interest in employee turnover, there remains a gap between science and practice in this area. This article bridges this gap and replaces several misconceptions about turnover with guidelines for evidence-based retention management strategies focused on shared understanding of turnover, knowledge of cause-and-effect relationships, and the ability to adapt this knowledge and apply it to disparate contexts. The authors provide new tools such as an illustration of the relative strength of turnover predictors, a summary of evidence-based HR strategies for managing turnover, and a new framework for implementing evidence-based retention strategies. They conclude with a research agenda to build on this evidence-based understanding.

2. **Breci, M. G., & Martin M. S., (2006) *Journal of Criminal Justice Education*. Mentorship programs: Bridging the gap between theory and practice, 11, 135-147**

The study discusses how Criminal justice and law enforcement students are exposed to distorted images of the criminal justice system created by the media. One method for dispelling myths students may have of the system is a mentorship program. The paper describes the process for developing and implementing a mentorship program. The author's suggests four key elements for creating a successful program: a workshop at the start of the program, commitment that builds over the year, meaningful communication, and adequate contact.

3. **Bryson, J. M. (2011). *Strategic planning for public and nonprofit organizations: A guide to strengthening and sustaining organizational achievement (Vol. 1)*. John Wiley & Sons.**

In this study, Strategic Planning for Public and Nonprofit Organizations is based on the premise that leaders and managers of public and nonprofit organizations must be effective strategists if these organizations are to fulfill their missions, meet their mandates, satisfy their constituents, and create public value in the years ahead. These leaders and managers need to exercise as much discretion as possible in the areas under their control, they need to develop effective strategies to cope with changed and changing circumstances, and they need to develop a coherent and defensible basis for their decisions.

The study further discusses how strategic planning is a set of concepts, procedures, and tools designed to assist leaders and managers with these tasks. Indeed, strategic planning may be defined as a disciplined effort to produce fundamental decisions and

actions that shape and guide what an organization (or other entity) is, what it does, and why it does it. In the past forty years strategic planning has become a standard part of management thinking and practice in the business world. In the past twenty years strategic planning has become the standard practice of large numbers of public and nonprofit organizations.

- 4. De Meuse, K. P., Hostager, T. J., & O'Neill, K. S. (2007). A longitudinal evaluation of senior managers' perceptions and attitudes of a workplace diversity training program. *People and Strategy*, 30(2), 38.**

This article discusses a study that was administered in order to determine the effectiveness of a workplace diversity training program. The authors examine the benefits and drawbacks of workplace diversity, noting that organizations that manage diversity well have shown reductions in turnover, had better adaptability and generally increased their productivity. They also attempt to disprove several myths often associated with diversity in the workplace. The authors note that the participants showed significant increases in their scores on a test designed to measure the worth of the training program. The increased scores indicate that employees were more receptive to diversity in the workplace as a result of the program.

- 5. Haddad A., Giglio K., Keller K. M., and Lim N. (2012) Issues in Policing: Increasing Organizational Diversity in 21st-Century Policing. Lessons from the U.S. Military. *RAND: Center on Quality Policing*, 1-6.**

This study examines both the military and police departments concern for recruiting and promoting a racially and ethnically diverse workforce. This paper discusses three broad lessons from the Military Leadership Diversity Commission (MLDC) that can be used to inform police department hiring and personnel management: qualified minority candidates are available, career paths impact diversity, and departments should leverage organizational commitment to diversity. Additionally, specific suggestions are given as to how law enforcement agencies can incorporate each of these lessons.

- 6. Hannay, M., & Northam, M. (2000). Low-cost strategies for employee retention. *Compensation & Benefits Review*, 32(4), 65-72.**

In this study the authors identify the keys to retaining quality employees and how targeted recruitment and retention strategies that focus on more than just financial compensation have better gains. To answer this question, data were collected from 188 working adults attending classes at a public, southeastern university in the evenings and on weekends in pursuit of a college degree. Almost 65% of the respondents were between 31 and 50 years of age, and the sample was about equally split between men and women. More than 75% of the respondents were pursuing a graduate degree in management or human resources management. The rest were completing an undergraduate degree in the social sciences.



7. **Jackson, S. E., Joshi, A., & Erhardt, N. L. (2003). Recent research on team and organizational diversity: SWOT analysis and implications. *Journal of Management*, 29, 801– 830.**

The research examined sixty-three studies published in the years 1997–2002. They were reviewed to assess the effects of workplace diversity on teams and organizations. Four major questions are considered: Which personal attributes have diversity researchers studied in recent years? What has been learned about the consequences of diversity for teams and organizations? What has been learned about the role of context in shaping the effects of diversity? How has research addressed the multi-level complexities inherent in the phenomenon of diversity? For each question, we consider the strengths and weaknesses of recent diversity research, point out opportunities for new research, and identify threats to continued advancement. The review concludes by considering practical implications of the accumulated evidence.

8. **Kidder, D. L., Lankau, M. J., Chrobot-Mason, D., Mollica, K. A., & Friedman, R. A. (2004). Backlash toward diversity initiatives: Examining the impact of diversity program justification, personal and group outcomes. *International Journal of Conflict Management*, 15(1), 77-102.**

This study used a scenario design to examine whether there are different reactions among whites based on how a diversity program is justified by an organization. A reactive justification (affirmative action) was proposed to result in greater backlash than a competitive advantage justification (diversity management). In addition, this study examined the effects of personal and group outcomes on backlash and explored two individual difference variables, gender and orientation toward other ethnic groups, as potential moderators of the proposed relationships. Backlash was operationalized in four ways: an affect-based measure (negative emotions), two cognitive-based measures (attitude toward the diversity program, perceptions of unfairness of promotion procedures), and a behavioral-intentions-based measure (organizational commitment). Results indicated that the diversity management justification was associated with more favorable support of the diversity initiative, and that unfavorable personal and group outcomes adversely affected backlash reactions. There was no empirical support for the influence of the moderator variables on the proposed relationships, however, a main effect for gender was found. Implications of the study's findings and future research directions are discussed.

9. **Kinder, D. R., & Sanders, L. M. (1990). Mimicking political debate with survey questions: The case of white opinion on affirmative action for blacks. *Social cognition*, 8(1), 73.**

By examining the alterations in opinion induced by alterations in question wording that mimic the ongoing debate among elites, it becomes possible to learn how changes in

public opinion can be induced by changes taking place outside the survey, in the ordinary, everyday process of democratic discussion. We present evidence in support of this broad claim from a recent national survey in which white Americans were invited to think about affirmative action either as unfair advantage or as reverse discrimination. Framing the issue as unfair advantage as opposed to reverse discrimination produced opinions on affirmative action among whites that were (1) more coherent with their views on other race policies; (2) associated more closely with their opinions on policies plausibly, but not explicitly, implicating race (such as welfare); (3) linked more tightly to negative emotions provoked by preferential treatment; (4) more consistent with their general political views; (5) more evocative of prejudice and misgivings over equal opportunity; and (6) less evocative of the tangible threats that affirmative action might pose to their family and group and of the political principles that affirmative action might violate. These differences suggest that by promoting rival frames, elites may alter how issues are understood and, as a consequence, affect what opinion turns out to be.

**10. Konrad, A. M., & Linnehan, F. (1999). *Affirmative action: History, effects and attitudes.***

Affirmative action (AA) programs consist of organizational goals for increasing the representation of historically excluded groups, timetables for achieving those goals, and organizational practices designed to achieve the goals within the stated time frames. The authors discuss the legislative history of AA, its economic effects, its social and psychological effects, and determinants of attitudes toward AA.

**11. Martín Alcázar, F., Miguel Romero Fernández, P., & Sánchez Gardey, G. (2013). *Workforce diversity in strategic human resource management models: A critical review of the literature and implications for future research. Cross Cultural Management: An International Journal, 20(1), 39-49.***

This study examined why workforce diversity is considered one of the main challenges for human resource management in modern organizations. Despite its strategic importance, the majority of models in this field implicitly consider workforce as a generic and homogeneous category, and do not take into account cultural differences among employees. The aim of this paper is to present a systematic review of the literature on diversity among employees in strategic human resource management (SHRM). The objective of this conceptual analysis is to identify limitations in previous research and unresolved issues that could drive future research in this field.

**12. Matthies C. F., Keller K. M., and Lim N. (2012). *Issues in Policing: Identifying Barriers to Diversity in Law Enforcement Agencies. RAND Center on Quality Policing, 1-12.***

The authors of this study describe how law enforcement agencies can use barrier analysis, a method of assessment aimed at identifying potential obstacles to obtaining resources or participating in a program, to better understand and address the challenge of creating diversity among their personnel. They examine key points in the career

lifecycle, such as recruitment, hiring, promotion, and retention practices, to determine where women and racial/ethnic minorities face obstacles that might account for less-than-proportionate representation among applicants, hires, and senior leadership. They describe the barrier analysis process, illustrate how it can help law enforcement agencies increase the diversity of their workforce, and present case studies featuring police departments that have used barrier analysis.

- 13. McFarland, L. A., Ryan, A. M., Sacco, J. M., & Kriska, S. D. (2004). Examination of structured interview ratings across time: The effects of applicant race, rater race, and panel composition. *Journal of Management*, 30(4), 435-452.**

This study examined the relationship between race and interview ratings in a structured selection panel interview. Data from 1,334 police officer applicants who were interviewed by three-person panels were examined to explore how applicant race, rater race, and panel racial composition related to interview ratings and change from initial to final ratings. Results revealed the largest effect was for panel racial composition, such that predominately White panels provided significantly more favorable ratings to applicants of all races compared to panels composed of predominately Black raters. However, a significant three-way interaction between rater race, applicant race, and panel composition was also found. Specifically, Black raters evaluated Black applicants more favorably than White applicants only when they were on a predominately Black panel. These results may help explain past inconsistencies in the literature regarding the effects of rater race and applicant race on ratings.

- 14. Østergaard, C. R., Timmermans, B., & Kristinsson, K. (2011). Does a different view create something new? The effect of employee diversity on innovation. *Research Policy*, 40(3), 500-509.**

This study investigates the relation between employee diversity and innovation in terms of gender, age, ethnicity, and education. The analyses draw on data from a recent innovation survey. This data is merged with a linked employer–employee dataset that allow us to identify the employee composition of each firm. The authors test the hypothesis that employee diversity is associated with better innovative performance. The econometric analysis reveals a positive relation between diversity in education and gender on the likelihood of introducing an innovation. Furthermore, the authors find a negative effect of age diversity and no significant effect of ethnicity on the firm's likelihood to innovate. In addition, the logistic regression reveals a positive relationship between an open culture towards diversity and innovative performance. The authors find no support of any curvilinear relation between diversity and innovation.

- 15. Page, S. E. (2017). Making the Difference: Applying a Logic of Diversity. *Exchange: Academy of Management Perspectives*, 6-20.**

Each year, corporations spend billions of dollars on diversity training, education, and outreach. In this article, the author explains why these efforts make good business sense and why organizations with diverse employees often perform best. He does this by describing a logic of diversity that relies on simple frameworks. Within these frameworks, I demonstrate how collections of individuals with diverse tools can outperform collections of high “ability” individuals at problem solving and predictive tasks. In problem solving, these benefits come not through portfolio effects but from super additivity: Combinations of tools can be more powerful than the tools themselves. In predictive tasks, diversity in predictive models reduces collective error. It’s a mathematical fact that diversity matters just as much as highly accurate models when making collective predictions. This logic of diversity provides a foundation on which to construct practices that leverage differences to improve performance.

**16. Prewett-Livingston, A. J., Feild, H. S., Veres III, J. G., & Lewis, P. M. (1996). Effects of race on interview ratings in a situational panel interview. *Journal of Applied Psychology, 81(2), 178.***

This study investigated the effects of interviewer race, candidate race, and racial composition of interview panels on interview ratings. Data were collected on 153 police officers applying for promotion. Results confirmed a same-race rating effect (i.e., candidates racially similar to interviewers received higher ratings) for Black and White interviewers on racially balanced panels. A majority-race rating effect (i.e., candidates racially similar to the majority race of panel interviewers received higher ratings) existed for Black and White interviewers on primarily White panels. Rating patterns of Black and White interviewers on primarily Black panels also suggested a majority-race rating effect. Racial composition of selection interview panels in combination with interviewer and candidate race were proposed as variables affecting candidates' ratings. (PsycINFO Database Record (c) 2016 APA, all rights reserved)

**17. Rivera, L. A. (2012). Diversity within Reach Recruitment versus Hiring in Elite Firms. *The ANNALS of the American Academy of Political and Social Science, 639(1), 71-90.***

Despite the popularity of diversity management, there is little consensus on how to design diversity practices that work. In this article, the author provides an inside look into one type of diversity practice: diversity recruitment. Drawing on qualitative evidence from hiring in elite law firms, investment banks, and management consulting firms, the author analyzes what diversity recruitment looks like in these firms in theory and in practice. The author finds that although these firms tend to have the ingredients for success on paper, in practice the presence of structural and status divides between those responsible for overseeing diversity recruitment and those making hiring decisions, alongside widespread cultural beliefs among decision-makers that diversity is not a valid criterion of evaluation, stymies firms' efforts to diversify. The author's

findings highlight that to be successful in translating diversity programs into results, those charged with overseeing diversity programs need not only formal organizational authority but also sufficient informal power and status to wield influence.

**18. Thomas, D. A. (2004). Diversity as strategy. *Harvard Business Review*, 82, 98 –108.**

In this study the author discusses how IBM expanded minority markets dramatically by promoting diversity in its own workforce. He discusses what he refers to as results of a virtuous circle of growth and progress. As well as the how it became clear that workforce diversity was the bridge-in other words, greater diversity in the workplace could help IBM attract a more diverse customer set.

**19. Thomas, D. A., & Ely, R. J. (1996). Making differences matter. *Harvard business review*, 74(5), 79-90.**

Together the authors in this study are examine the link between cultural diversity and organizational effectiveness in several corporations that have already achieved significant levels of demographic diversity. The authors question what it will take for organizations to reap the real and full benefits of a diverse workforce. They begin with a radically new understanding of the term. The new understanding of diversity involves more than increasing the number of different identify groups on the payroll.

**20. Thomas, R. R. (1990). From affirmative action to affirming diversity. *Harvard business review*, 68(2), 107-117.**

This study examined affirmative action and the author determined the set of 30-year-old premises were badly in need of revising. White males are no longer dominant at every level of the corporation (statistically, they are merely the largest of many minorities), while decades of attack have noticeably weakened racial and gender prejudices. At the intake level, affirmative action quite effectively sets the stage for a workplace that is gender-, culture-, and color-blind. But minorities and women tend to stagnate, plateau, or quit when they fail to move up the corporate ladder, and everyone's dashed hopes lead to corporate frustration and a period of embarrassed silence, usually followed by a crisis-and more recruitment. Some companies have repeated this cycle three or four times. The problem is that our traditional image of assimilating differences-the American melting pot-is no longer valid. It's a seller's market for skills, and the people business has to attract are refusing to be melted down. So companies are faced with the task of managing unassimilated diversity and getting from it the same commitment, quality, and profit they once got from a homogeneous work force. To reach this goal, we need to work not merely toward culture- and color-blindness but also toward an openly multicultural workplace that taps the full potential of every employee without artificial programs, standards, or barriers. The author gives his own ten guidelines for learning to manage diversity by learning to understand and modify your company's culture, vision, assumptions, models, and systems.

- 21. Wareham, J., Smith, B. W., & Lambert, E. G. (2013). Rates and Patterns of Law Enforcement Turnover: A Research Note. *Criminal Justice Policy Review*, 0887403413514439.**

This study establishes baseline rates of employee turnover for sworn police officers. In addition to national rates, variations in turnover were compared across states, regions, urbanity, agency size, and agency type. Nationally, the total turnover rate was 10.8% in both 2003 and 2008. There was much consistency in turnover rates between survey years. Turnover rates, however, were higher in smaller agencies, municipal agencies, those in southern regions, and those in rural areas. The turnover rate benchmarks reported here serve to inform future research on law enforcement turnover and retention.

- 22. Walker, H. J., Feild, H. S., Bernerth, J. B., & Becton, J. B. (2012). Diversity cues on recruitment websites: Investigating the effects on job seekers' information processing. *Journal of Applied Psychology*, 97(1), 214.**

In this study the authors integrated recruitment and social information processing theories to examine the possibility that diversity cues on recruitment websites influence website viewers' processing of presented information. Utilizing a controlled experiment and a hypothetical organization, Study 1 revealed that both Blacks and Whites spent more time viewing recruitment websites and better recalled website information when the sites included racial diversity cues. These relationships were stronger for Blacks, and organizational attractiveness perceptions mediated these effects for Blacks but not for Whites. Study 2 found similar relationships for Black and White participants viewing real organizational recruitment websites after taking into account perceived organizational attributes and website design effects. Implications of these findings for recruiting organizations are discussed.

- 23. Walker, H. J., Feild, H. S., Giles, W. F., Armenakis, A. A., & Bernerth, J. B. (2009). Displaying employee testimonials on recruitment web sites: effects of communication media, employee race, and job seeker race on organizational attraction and information credibility. *Journal of Applied Psychology*, 94(5), 1354.**

This study investigated participants' reactions to employee testimonials presented on recruitment Web sites. The authors manipulated the presence of employee testimonials, richness of media communicating testimonials (video with audio vs. picture with text), and representation of racial minorities in employee testimonials. Participants were more attracted to organizations and perceived information as more credible when testimonials were included on recruitment Web sites. Testimonials delivered via video with audio had higher attractiveness and information credibility ratings than those given via picture with text. Results also showed that Blacks responded more favorably, whereas Whites responded more negatively, to the

recruiting organization as the proportion of minorities shown giving testimonials on the recruitment Web site increased. However, post hoc analyses revealed that use of a richer medium (video with audio vs. picture with text) to communicate employee testimonials tended to attenuate these racial effects.

**24. Weitzer, R., & Tuch S. A. (2004). Race and Perceptions of Police Misconduct. *Oxford Journals*, 51 (3), 305-325.**

This article examines perceptions of police misconduct in the United States and the factors that influence these perceptions. Using data from a large, nationally representative survey of whites, African Americans, and Hispanics, the authors examined how citizens' views of four types of police misconduct—verbal abuse, excessive force, unwarranted stops, and corruption—are shaped by race and other factors, including personal and vicarious experiences with police officers, exposure to mass media coverage of police behavior, and neighborhood conditions. Results show that race remains a key factor in structuring attitudes toward police misconduct even after controlling for these other variables. Race is a strong predictor in large part because blacks and Hispanics are more likely than whites to report having negative interactions with police, to be exposed to media reports of police misconduct, and to live in high-crime neighborhoods where policing may be contentious—each of which increases perceptions of police misconduct. The findings are consistent with the group-position model of race relations.

## Appendix C: National Black Police Association (MN Chapter) Focus Group Agenda

### National Black Police Association MN Chapter Focus Group Oct 25th, 2016:

**Participants:** 8 sworn police officers: five male and three female

**Location:** Faith Mennonite Church, Minneapolis, MN

**Environment:** Private meeting room with all participants seated around one large table.

#### Agenda:

- I. Initial greetings and movement to private meeting room.
- II. Capstone team welcomes participants and introduces themselves.
- III. Participants authorize consent to recording and later transcript distribution.
  - a. Overview of Topic:
    - i. Our topic is the recruitment and retention of African American police officers.
    - ii. The results will be used to produce recommendations for the Brooklyn Park Police Department, hopefully other police departments that lack diversity, and also the Minnesota POST Board.
    - iii. You were selected because you have experienced being an African American police officer in the state of Minnesota. You are uniquely able given your experiences to discuss what you believe has gone wrong with the policing system.
  - b. Ground Rules:
    - i. No right or wrong answers, only points of view.
    - ii. Because there is a tape recording, please speak one person at a time.
    - iii. Be careful with personal identities. However, any personal identifiable information will be stricken from the final transcript.
    - iv. Please allow others to speak, you don't have to agree.
    - v. Phones on vibrate please.
    - vi. Role of the moderator.
    - vii. Talk to each other, not the moderator.
- IV. **Question One:** Many police departments are less racially diverse than the communities that they serve. What do you think are some factors that help cause this problem?
- V. **Question Two:** There are some police departments that have been successful in attracting and retaining African American police officers. What are some of the things that they are doing right?
- VI. **Question Three:** One area we are concerned about is the POST Board's licensure process. How do you think the educational requirements, background check, and exam are affecting African Americans who want to be cops?



- VII. **Question Four:** You've been through the hiring process for a police department, including field training and probationary employment. How are these processes impacting African Americans who are trying to become cops?
- VIII. **Question Five:** Police as a profession have been heavily criticized for racial disparities in the use of force, profiling based on race, and other allegedly racist practices. How do you think this effects recruitment and retention of African American police officers.
- IX. **Question Six:** We would like to know how you think racism (institutional, personal, sub-conscious, etc.) impacts African American cops, and if there are any ways that the department can prevent or address this racism.
- X. **Question Seven:** Suppose you have one minute to explain to a Police Chief exactly what he should do to increase the number of African Americans on his police force. What would you tell him?
- XI. **Question Eight:** This concludes our focus group unless anyone has a powerful anecdote they would like to share?

## Appendix D: National Black Police Association (MN Chapter) Focus Group Transcript

**National Black Police Association MN Chapter Focus Group Transcript Oct 25th, 2016:**

**Group composite: 8 sworn police officers five males and three females.**

**Moderator:**

Many police departments are less racially diverse than the communities they serve what do you think might be some of the factors that help cause this problem?

**PO2:**

You know what I think? It's the background process and the way it is. It's not set for the majority of us who grow up in the inner city and who are around different things that happened in our young life, so it makes it more difficult for us regarding passing that stage. I think that having control, having that control, that background saying "ahh what happened here maybe next time for you." I think that's maybe one of the main problems.

**PO4:**

I want to comment on that too; we were talking about this the other day. You know some of the things you know and over time you're probably not even thinking about doing something in law enforcement. Something might happen financially and you might not be able to pay a couple of bills or whatever the case maybe, then you're going back to school and you do what you need to do to get your life back in order. Then you got this bad credit, they look at it and they feel like you're not being responsible enough because you can't maintain or manage what went on in your life. There is probably another factor but this one way they get rid of another person as part of the background process.

**PO3:**

And to follow up with what he was saying about the credit part, you know coming from our background sometimes we have to help out our families and family members and in the background process they don't give you an option of going and asking why is this? If you are not smart enough and submit a letter; I don't want to say not smart enough, but if you're not wise enough to submit a letter while you are at this point this is an issue that occurred and used to get you weeded out. What I mean by that is sometimes we have to help our family because of us growing up in an urban environment and in low income families a lot of us; I can't speak for all but I did. When you try to go back and help someone for whatever their financial issues are it might make you have problems in your financial issues and it might drop your credit. That doesn't mean that you are not able to withstand the credit score you had the first time but it dropped your credit score so when you go to the background they look at it. It will affect your

credit score, like this officer said you will have these blemishes on you so we are not going to move forward in the process.

**Moderator:**

You go through more than one background check, is that right?

**PO3:**

It depends. You know it depends on the department that you are applying for. Some departments they will send you through a preliminary background just to get you moving forward. Once you get more into the process you will go through a more thorough background.

**PO7:**

I think with that is that the key is the police don't value the community so the community doesn't value the police. The community looks at the police agency and doesn't see it as a career, something that they can obtain, they don't see faces like theirs representing them in uniform then it's not going to happen. So I think that the community has to look at law enforcement and law enforcement has to look at the community. If law enforcement looked at say the minority population of the community and invested some time in maybe recruitment within their own community for people that live in the community and people that want to serve that community. If they put their efforts in that community then I think that would make a difference. But they don't value one another and when they don't see one another as equal parts then I don't think it's going to work.

**PO4:**

The application process is one they use right there where you get a lot of people disqualified before they even get started. Then when you get through the application process you go to a testing process which in the testing process some of the time don't even having anything to do with law enforcement whatsoever. You went to school for it and they don't have anything to do with what you are applying for. That was one of the ways they were disqualify people. They find certain people for the testing process, I know when I applied for a couple of departments the testing process was so outrageous I remember thinking what is this? You know there was like nothing to do with what you are going into the field for. That is another way they disqualify folks.

**PO2:**

I also think it's important to diversify people doing backgrounds and people interviewing because many of the jobs I applied for I can't think of one person of color that I actually sat down at the table and had an interview with. I think there are still some loopholes there in regards to some racism that don't want to see you make it. I think that's important, it's important to get that, get more of us in backgrounds, get more of us on the interview

committee because you know a lot of us can relate, if you are in backgrounds you can say that doesn't really sound as bad or I have heard worse and experienced worse, that's important.

**PO5:**

I was just going to say about the application process, I think because we have taken out the personal piece of having someone actually reading it since it's all computer generated and we no longer teach people how to actually fill out applications and things of that nature. Back in the day we had a whole class that taught you how to fill out information and giving that information to the people who need it. So we are getting disqualified via computer. You are not even making it to that human person who can actually say anything about that person. It's now that you didn't check a box or you didn't do that. I think when we talk about recruitment and retention it's things like that, within the recruitment process. There needs to be a process where we are taking people through how to fill out an application. Like you said (pointing to the officer next to her) because it's a saturated field for Caucasian males, now they have a filtering system to get rid of some of those Caucasians and sometimes we fall into that. It weeds out good people and that might happen anyway because of the over saturated population. I think also how our skills are set up and who they let into our skills program. Our pre-academy disqualifies a lot of people because they are not even going to the school portion of it to become actually part of law enforcement. It's a big turnoff, I know for me it was a big turnoff because I was like if I already have a two year degree or if I have already maneuvered through that and managed to get an associates or something, you don't want to spend another year somewhere that's just a money generator and then I still don't have an opportunity to get the job because I can never get past the application process. I think that's a big deal.

**PO6:**

I think we are working at a deficit from the beginning because a lot of minority kids don't grow up wanting to be cops, you know. It's not something that, we don't have a legacy, we don't have that sort of wealth invested in policing, so you know our uncles and grandfathers and stuff they weren't cops and so we don't really grow up thinking that we can be, my dad was mad at me when he found out I was a cop. So you know that's one thing that we have to move past, so you are going to have to actively recruit, like this police officer said in the communities that we serve. We have to start planting those seeds early, it can't be in high school those kids are already disqualified right, because they have been stopped or whatever. We have to start in Kindergarten, first grade, second grade and let kids know, and see our faces and let them know this is something you can achieve and is something you can set a goal to work toward. To get back to the application process, again one of the things that they ask on the application process is, every single police department in this country is, they want you to write down every single address you lived in in the last ten years. And if you are a 21 year old black kid who grew up in the inner city that's not going to happen. Inevitably you're going to miss one of those address and the police department has access to a system called LexisNexis where they can find every address you lived at but you don't have access to that unless you buy it. So if I'm a 21 year old

recruit filling this out I'm probably thinking, ahh they don't need every address right? So you don't write down one or some and you don't communicate the information about where you think you lived and you can't remember and then they see one address missed and the officer says "ops they didn't write that address down throw that application away." I think that those are problems that we face that maybe not a lot of Caucasians face. We move a lot, we follow the cheap rent. We follow where we have the opportunity that will make every buck last, you know what I mean. So we hear about cheaper housing in Saint Paul, we picking up and going to Saint Paul so I can have more money for groceries. So that application process really weeds out a lot of us.

**PO5:**

On that note I also think that when you don't sometimes....you use to live where you work and when you don't live where you work anymore then the value of what you do doesn't make since....If I don't have to live where I work, so I can go and work in Bloomington and I can do all kinds of things in Bloomington because I'm not going to see anybody that lives in Bloomington because I live somewhere else then that defeats the purpose of how I might police. It's a big thing for me I think when we are talking about seeing faces and you get that look like where do you live? I think that's a big thing and like you said (pointing an officer next to him) we need to start with younger kids. We use to have officer friendly, and kids wanted to be officer friendly and McGruff the crime dog and all those things that we think are obsolete really did make a difference.

**PO6:**

McGruff was the only one of color and he was a dog.

**PO5:**

Those are those subliminal psychological things that you know we don't take into context until you get older. Like you said legacy some of us that have that legacy is hard. My dad would say don't be a cop don't be a cop and that was his job and profession and that was because the things that he experienced and so then to do it it's very different.

**PO4:**

You are right about that, my father told me straight up, I told him I either want to go in the military or I want to be a cop. He said those two things black folks just don't do son. He said you're not going to the military and you're not going to be a cop. Then when I was 25 and I went to him again and I said I want to be a cop and he said you go be a cop.

**PO1:**

Along with that background process, and I have mentioned it to you guys before (motion toward two police officers) there is nothing about that system that is actually fair, it's all subjective rating. So when people of color fill out those background packets they have another

human on the other side of the table gauging their qualification to be in the field of criminal justice and it all depends on how that individual feels or what's the mission of the department if you are going to get a pass. Again I might reiterate later on in this forum as well that everything that has to do with having a subjective rating by another individual is where people of color fall off the map.

**PO2:**

And I just want to add you can do all the recruiting you want you can go into the inner cities but there is still a problem within the department and until that's corrected the recruitment won't mean much.

**Moderator:**

I was going to say we have been talking about recruitment but retention is the other half of this.

**PO2:**

I understand the importance of recruiting young African American males and females but until you correct the problem at the top of the chain there... and I have my story's and I'm sure we all have our story's about getting into this field and it was very difficult for me. I'm thankful for my chief and I thank God I came across him.

**Moderator:**

That's the perfect segway. There are some police departments that have been successful in attracting and retaining African American police officers, what are some of the things that they are doing right?

**PO3:**

He kind of just hit it on the nose. It takes administration to care, to want to make a change, to see the vision and want to change the culture of the good old boy system because that's what it really is. It's crazy because I ran into this in the 90's when I came up here and it was you know, I guess it wasn't crazy but because somebody wants to change the culture doesn't mean that someone has to look like you. I had a chief when I first came up here who vowed to change the departments face. What I meant by that was his population was growing in diversity and they weren't just Caucasians anymore. He realized it was the 90's and they had nobody of color but what they were calling a minority was the female Caucasian women. They had nobody else of color but me while his city continued to thrive and grow with minorities and became more diverse. I say that because I realize now that was what he was doing kind of like what my chief that I have now is doing. He's changing the face of the department and making sure that there was going to be a change. So to say that it starts from the top it's true. I think it has gotten to where young African males and females have become worried about going through skills and only to get weeded out when trying to finding a job. Therefore they are gearing themselves to

go for a Probation Officer or go and get a bachelor's degree and go into corrections and try to move that way because they just don't want to deal with the roadblocks they have ahead of them. It starts with administration and it starts with wanting to change. If they don't want to change then I don't care how many recruits or how many people that apply come across your desk. If you have the head of administration who's not telling the middle administration that's doing the hiring process this is what I'm looking for, this is what I'm doing, and then not only tell them but going back and double checking to make sure that why isn't this happening. It sounds good to say you want to change but leadership has to commit to it.

**PO6:**

It's not that hard, I mean I think that my chief has shown that. He has quadrupled the diversity of the department in a very short time. In order for you to change the culture, it's just like if you are parenting your child it's about what you do, you can tell your kid don't litter but if they see you littering they are going to litter. If you are a chief and you want to diversify your department then you have to be involved in every part of that process. And you have to know that the people you put in place are going to do what you want them to do and the only way to do that is to spend a good year working in that system working with them at every level. I want to see all the applications, I don't want you to weed them out because they didn't leave a middle initial, and I want to see every single application. I want to see the list that you use to weed them out and why you are wedding them out. And you have to go through that step by step in order for you to actually change the hiring culture. That is the only way to do it and then...I don't know if you want us to get into retention... (Moderator go any direction you want). So I think the reason why departments have a hard time retaining minorities is because once we get in we get stagnant. It's difficult to get promoted, we made it through one step but when it comes to promotion that's a whole other beast that basically we have to start all over the process. If you are an African American and you are competing against a Caucasian person you guys might look equal in number of awards and merits you have gotten but that white cop inevitably has the upper hand. We have to go above and beyond to really even get into the race for promotions. So if I'm going to stay, I max out at officers pay, I'm at top officers pay and I've taken multiple Sergeant's exams and I haven't been promoted, you know what, I might take my experience into the private sector where you know I will start making double what I'm making as a police officer. You can go to work for Target in loss prevention and get paid \$150,000; I think that's what ends up happening. We lose a lot of good cops because it's just too difficult to get promoted. (X) Police Department has one black female sergeant.

**Moderator:**

Out of how many sergeants?

**PO6:**

2-300.

**PO2:**

We are not going to get into (X Department); (X Department) is a joke when it comes to diversity. It's a joke that's all I'm saying. But they talk diversity, go ahead... (Police officer motions to another police officer)

**PO7:**

I was going to say after care. The way I want to explain it to you is once we are in there you don't have anyone to really turn to. You have to look outside your organization or agency to get advice or ask for help if they have a minute, or can I talk to you, or can you help me with this process. There is no one that you can look to from within when you have trials and tribulations and troubles and things like that. Things minorities might find hard and it's hard to find others that can relate to anything that you are talking about. Not necessarily your issues aren't their issues but it's being able to have someone to go to. You are on an island. You get there and you are still the only, most of the time or if you have someone else it's just you and them and most of the time then that inter-fighting happens because you are the only and you're looked upon with more scrutiny. I know we make jokes but when there are all four of us in the office everybody is going to get nervous that we are talking to each other because a mutiny might be coming. Talking about the recruitment process and just hearing about the backgrounders and all that stuff when they're talking about why so and so and why do we have to have all these people, that's why we are hiring, first it was why are we hiring all these women because they don't know what they are doing and blablabl. Then it was like why are we hiring all these people who speak a different language, then it was like why do we have to hire all the black people and it does come down to having a chief who has the power to say yes or no and that you're going to do this and you don't have to but you can go somewhere else. The ultimate thing is having the power to make those decisions. Just trying to get in you have to have somebody that can say yes we are going to do it this way and that's the way we are going to do it. But like you said once you are there then you're there by yourself because as a women all the other women are like you just got here because you are a black women. Even though you are looking at them thinking we only got here because we are women, and there should be some solidarity there. You go to your other people of color, most other people which I find unless you're black they don't want to speak to you. Black people are a different group and then there are the other people of color. They don't want to go along with that they don't want to be associated or be considered with you. Yes I can be Asian or Hispanic or whatever but that's something different than being a black person.

**PO6:**

I really think that adds to the isolation because the other minorities feel like I'm in with the white group, otherwise I'm going to get isolated too. We all want to be part of a community, that's human nature. No one wants to be isolated and you really do see that. We kind of made a joke of it but it's really true if you have more than two black cops talking to each other I can



guarantee you that within two minutes a white cop will come over and say what are you all talking about, what you all talking about, like we really are planning a mutiny or something. And don't close the door or anything like that because it's like what's going on or who's in trouble or who did something it's always something negative. You want to partner up or you go to a call with somebody, it's like we got a call and we need those people to handle that problem. Then you get pigeonholed into that's the only reason you do that is because you know how to handle that. There is some illusive task at hand that you know how to deal with people. That's the biggest thing and after a while you're tired of being the only one. It's enough, isolation is one thing but then you're getting it on both ends. You're getting it from the people at work then you're also getting isolated from your community because they are like "you're the police?" You come home you don't get any love, you go to work you don't get any love; it's a stress where you want to say damn. Then you add women on top of it, I tell people all the time police are worse than high school girls with the cattiness. I remember to try and not hold grudges and all of those things, but once you're there and you don't have anybody to bounce things off of your screwed. Again, I'm lucky that my chief has created an environment where you have somebody at almost every level. You have an administrator, you have Sergeants and Lieutenants, and you have co-workers that you can go to. You're not isolated but that was because my chief handpicked it now what happens if he disappears. Is that still going to be the culture or is it going to go back to the norm? I think that's the biggest topic we should be talking about. Once those people who are in power or have power instituted, once their gone what happens and how do you get good people that are not of color to buy into that this is something that's valuable?

**PO7:**

Having the courage to fix what's broken, that's leadership. My chief has demonstrated that over and over again. Having the courage to fix what's broken and go against the grain. Because no one has said we have to, it's always done like this, that's what we all have heard here is it's always done that way, it's always been like this, and we always do it that way. What about what's always been in place is broken and it's wrong, it's not equitable, it's not giving minorities that opportunity to break through that glass floor. Having the courage and putting the people in places that have the courage must happen. Have the mindset to keep pushing ahead, keep pushing ahead, and it's got to come from the top down. It's got to come from the top down.

**Moderator:**

Sounds like the opposite of that is just paying lip service?

**PO3:**

Then you have the department just saying they are diverse. It's not just that department. It's sad to say this but the good old boy system is still in effect and that's what really and truly our career and our profession is. The crazy number that I gave you when the tape wasn't on about the 10,000 to 200 number of white to black cops, that's ludicrous to think about that you have

a state that's as diverse as ours and you have over 10,000 sworn law enforcement officers in the whole state and all you have is not even 10% of one diversity group, minority group that makes up this state are police officers, that's crazy. That's really crazy but that's the good old boy system. As everybody is saying here, it starts at the top. So they sing and dance talking about that they want to become diverse and what I think, what a lot of these departments think, is if I hire one I'm good. If I get that one, I'm not trying to be funny, but it's always like they have said the token. If I get that one I'm a ok. In the 90's I was that one, so I was out on that island, I know my partner over there (pointing at another police officer across the table) she was once a one herself. To go to work and try to fit in, I'm in church (focus group location) so I can't say what stuff happened. I have to rebound and thank God that I did come from legacy and that I did have uncles and older brothers and people that I could call and talk to about this field to bounce off what I was going through. Until I found a group of guys that did the same thing I did that could relate to the issues I was going through, dealing with the backlash or the racism or whatever. You know you hear these departments say they want to diversify I really want to question what are you doing to really stand behind what you are saying? Are you really wanting to do this or you just saying it because right now it sounds good? Everything that's going on in the world, are you just saying it because it sounds good? As the officer over here (pointing across the table) just said about what's going to happen once the person in place who does care leaves? Who are putting people into positions, what's going to happen when that person leaves? When it's one department or my department because there are chiefs out there that do care, what happens when they leave? Someone else, a Caucasian takes back over and he goes the dawn of that day is over and I'm back here we go again. Will it happen, does it happen, I believe so; I'm a strong believer in that it happens.

**PO6:**

It's not always the race of the chief either; Minneapolis had a white male chief that they referred to as their first black chief. He came in promoted blacks. He would say "you have been on the department for 23 years and you have never been promoted to a leadership position that's going to change." He came in and promoted six people right away, bam bam bam. And as soon as he left the first order of business for the next chief he demoted every single one of them. The previous chief made a strong statement that we were going to make sure we have diversity in positions of power. And the next chief came in and said I want to make sure you all understand that we are not doing that and demoted everybody. When things like that happen we live under this myth of all police departments are looking to hire large numbers of African American. And you will hear people say, a white cadet says to a black cadet "oh you won't have a problem finding a job, you won't have a problem finding a job." There is this myth that white officers can't find jobs because all these police departments are hiring minorities. There is absolutely zero data backing that up. It's a myth. I actually talked to a guy that said "I couldn't find a job; I couldn't get hired with Minneapolis because they were just hiring minorities." I responded "ok how many people did they hire?" He said "13" I responded "how many minorities did they hire?" "There were five" he said. I said "you do understand

that that's not all right?" But it's interesting because white male cops seem to only compete with blacks. They don't see themselves competing amongst each other. So if a department has fifteen spots and they hire five minorities for those spots, the white guys that didn't get hired will say they hired a minority instead of me. I find that really interesting because why do you think that, why do you assume that the minorities weren't more qualified than you and why do you assume the white guys didn't take "your spot?" Do you know what I mean? It's really interesting when you have these conversations because they only seem to think that they lost their job to one of us. This is the way they were saying racially they were reverse discriminated and I love that phrase because I dig into it and I want people to explain what that means to them? Because I can guarantee you if there are 15, any police department looking to hire 15 they are only looking to fill one of us in one in five spots. So I have to compete with every other minority for one of those five spots because they have already decided we are going to hire one in five protected class people. And if you don't cut the mustard then they will say fuck it let's just hire all white men. Every department will set aside spots dependent upon how many people they are going to hire, they will have three spots for protected class or five spots for protected class. But if you didn't put down an address on your background we just moved to let in another white guy. And that's the truth of the matter and my chief got rid of that. He was like, we need to hire more minorities, not because I want to take over the police department but because 80% of the people who we interact with and serve are people of color and I want to reflect that. That makes sense, you know.

**PO2:**

I also think my chief gets that you can't compare a suburban guy to a city guy. A majority of us grew up in the city, I think that's huge that he gets the difference like the different stuff on the background since it's more likely to happen to you than a guy that grew up in Faribault or way out in Redwing. I think he just gets that we are going to have stories and shit happens but he also judges you recently as a person now and how have you grown as a person.

**PO6:**

I think that's important. I don't think that the people in Redwing aren't having things happen to them but I think when a kid does something in Red Wing the police take that kid home and they might not arrest him. I was in a meeting where the kid set the neighbor's house on fire and the house burned down to the ground. They diverted that kid, which would never happen in Minneapolis. That kid would be facing felony arson charge. You have to be in the frame of mind to understand what's really happening outside. And some people would say that isn't happening in Redwing those people would get arrested; I say no they are not, they are getting taken home.

**PO3:**

I worked for another department and actually was on duty the afternoon this call came out. The young man and his friend slaughtered and killed his parents. Long story short he got

arrested and he went to juvenile and hell we weren't even done processing the scene and the older brother went and picked him up, the one who just killed their parents and took him home. That wouldn't ever happen in the cities, ever. Now we had a smart enough judge who said "go pick his ass back up and bring his ass to jail." But if it was up to the administrative staff who was running the county at the time, hell he would have been back at home and you know that he just slayed his mother and father. The difference of what this officer said (pointing across the table) about what happens with administrative and in general our paths are a little bit different then the path of other cultures. The hurdles that we have to cross over, go around, go under, and go through are different than other cultures. Until they want to start realizing that we are at a loss.

**PO5:**

And I can speak to this even when you haven't had criminal issues you still have hurdles to go over. You don't have a questionable background, and I'm just speaking to my circumstances, and you have a good credit score you still get asked questions that are strange. I remember going to my psych and having the psychological people keep asking me "well you have never gotten beaten, you never got whipped?" I'm like; I don't know why you keep asking. I had a fair share of spankings in my life but no one was beating me with an extension cord. It was just these questions that are the same but they kept asking them in different ways. I said I don't know how boring I am to you but I'm obviously very boring. Strawberry shortcake rose colored glasses my life was great I can't tell you anything else. No I have never had my lights shut off, and no I don't know how it is to be hungry; I don't know any of those stereotypic things that you keep asking me. You can keep asking me any which way you want but the answer is not going to change; no this isn't me hiding from my past or any of those things. Even when you don't have those hurdles you still have obstacles based on your skin color and the address where you lived. They would ask "Did you really live here like you said for 20 years?" Yes it's the only place I lived until I went to college. Yes that's exactly where I lived. It's that reverse, that stuff we talked about. Even if you still don't have those struggles you still do. He starts giggling saying "well you understand" and I'm like "I have no idea what you're talking about because that was not my experience." Also when you get hired on then it's like you only got hired on because you are that person of color or you know somebody or whatever. Well I'm damned if I do and damned if I don't. It's like if I didn't struggled then I'm not real and if I did then I'm not qualified. How qualified do you need to be because when your qualified people ask "why are you doing this because you're overqualified?" Well shit, because it's something I want to do, the same reason you're here, you want to make money....I have absolutely no other answer for you. It's that same thing and it's about having opportunities and some people just need a chance and when you have people in power that can give you that chance its great. I got a chance because ya I did know somebody but that's nepotism and it's alive and well and that's how everybody in the other world operates. You get on, you are a legacy and when we take part or opportunities like that we are frowned upon like we are taking a hand out or doing something different because we use those same avenues that our Caucasian counterparts use

to get the same jobs and positions that therein. I think that's the biggest thing, I think that it's systemic and it's political. I can talk great about my chief but it's like we had a black president but he didn't get to do shit because the people in power and other things thwarted that and didn't want us to get ahead. Its systemic nationwide so as we talk about these things unless we change the system nationwide it doesn't make a difference who you recruit or whatever because you can recruit recruit recruit but you're not going to retain because once you get there if there are people who don't want me there they are going to make sure that I'm not there. Because this is the type of position and type of job that if you sneeze the wrong way, you arrest the wrong person or you didn't write that in your report, you know you are accused of lying or being deceitful. You get a brady and you will never get hired again anywhere in your entire lifetime. These are career decisions you know, and you chose to get into this career and you make one mistake or somebody wants you gone you're done and there is no other way back to it or back around. Not only are you done you're done with everything in your life because you are out dishonorably. It's just like in the military you get that dishonorable discharged and nobody wants to talk to you about why you did that because you must have done something so egregious. I think we talk about this profession and you have so much to lose if you don't make it. You have so much to lose if someone doesn't want you around, it's not just oh you lost your job at McDonalds and I can go it another job because I got laid off, it's something that's carried with you for an entire lifetime.

**PO6:**

And more than that we are all reflections of each other. So if this woman over here gets something sustained like untruthfulness and then gets fired we all get pulled in under that shadow. We are all judged by what she did and that's something that is unique to minorities. That is something that never happens to Caucasians. A good example of that is terrorism today we are always looking at people who are Muslim but no one is looking at any white guy that looks like Timothy McVeigh. We all have to live under that shadow and be viewed under the same microscope. It just doesn't happen to anybody else but us.

**PO1:**

Are we still on retention?

**Moderator:**

Yes but we can go any direction.

**PO1:**

One of the things that gives someone the thought of leaving their department especially when they're on that island by themselves is the support that's out there. That is one of the reasons why the Black Police Officers Association exists; it's to help with that. Early on if you are on that island by yourself and you have no one to go to, then there are several things, and to say even if you have three folks in your department, I'm going to tell you what administration does with

the game. One of you will be working on nights, one of you will be working on mids, and one will be working on days. So that they know they have cut off your support within your department. That in itself will tell you they really don't value a person of color being on that department. Now if they were to put them all on the same shift, highly unlikely, they won't be allowed to work together. I have had that situation and we say you let those two guys work together but you won't let us work together, so we started to work together anyway. The thing is when you are together they know you form a bond because you are in something of mutual concern. And they try to keep you out of that circle. Like it was said earlier if two or three of us get together to have dinner then we are trying to start a mutiny to take over the world, which isn't going to happen. I make it a point during the course of the day to gather individuals of color and talk with them outside in the hallways in the lunchroom area just to let them know that hey we like to have conversations too and we might be talking about something that we all can relate to. That's one of the things, whoever the administration is that hires those one two three individuals of color needs to know that they have to have an inside support group.

**PO6:**

There was a time where if we wanted to meet we would be like: hey man meet me over by the (head motions with a nod) and this is a true story. If we are on the same shift or same time, they would put us all on nights. We had five Lieutenants (city name) all on dog watch, all of them. So they would meet a couple times a week under the (inaudible location). And inevitably you would see a squad car drive by and (police officer makes a long wide eyed stare across the focus group faces) and some of them would circle again and do it again. They were trying to meet in a place where not that many people will see them because they know what's going to happen.

**Moderator:**

What's dog watch?

**PO6:**

Dog watch is the overnight shift, something like 10 at night to 7 in the morning, something like that. The other thing is if you look at Minneapolis for example, for a long time Minneapolis had maybe three African American officers in the (X) precinct. Three. But when this stuff jumped off, the Black Lives Matter stuff then you see people getting transferred into the precinct. They weren't familiar with the precinct; they didn't know how the streets read or their way around. They dumped all these African Americans or anybody who was dark skinned into the (X) precinct. So there are two thoughts to that; the first thought is why weren't some of them there anyway? Why aren't we asking the African American and Latino officers if this is something they want to do? They should have had that dialog with them ahead of time. But they didn't they just mass transfer people. Didn't ask them, didn't explain anything, and just shipped them over there. That's putting people in a really tough spot.

**PO3:**

I want to go into the thing also about working alongside the other culture... Caucasians. Because they are not trying to, first of all learn really who you are. They see you as a uniform and badge and a black man or black women. Ya they are there for us but they really don't know anything about you. Nor do I think they really want to know too much about you. You have some out there that want to befriend you and get to know you as a human being and get to know you as a person outside of here but most of them don't. I have ran into fellow cops so many times out of uniform in my street clothes and seen my so called partners at Walmart or at the mall and I know who they are and I will walk up and be like, "hey how are you." And they look like (made a shocked look on his face for the group) and they say who the hell is that? And then I say for real? And then they say oh (insert last name). It's amazing how all the sudden I have to say who I am or question them before they know who you are. It's really crazy to be out and work side by side with people and they don't recognize you out of uniform. I have a belief in doing my job, there is a certain call that an officer can make and he's calling out for assistance and he's asking for bodies to come from anywhere and everywhere until he says enough. When I put this uniform on I'm there to support my peers my partners at all cost because I pray and hope they would do that for me too. To really get to know some of these people, I don't know I question that. I'm putting my life on the line and willing to go the extra mile to make sure you get home to your family but I'm starting to wonder would you do that for me? You talk about retention but minorities, not just African Americans will take it and go to the private sector and say I don't have to worry about this.

**PO3:**

That shows you that it's just not African Americans you know. That's why I say when you go out and have to work next to the mindset of certain people and their ignorant ways you kind of get discouraged. That's why you say thank God I have people that look like me, people that I can bounce this stuff off of because it's discouraging. I have (X) years in and I pray and hope I get my last (X) in because it's scary.

**PO7:**

Its hearing things like "be black just don't be too black" I was told that. Be black just don't be too black. So when you look around and there is nobody else that looks like you, you are just out there and it's just difficult.

**PO4:**

Not to cut you off, but my story you talk about people that look like you. I was getting backgrounded by (departments name) at the time and I walked in the room and my background investigator was there which I knew him through another officer and we meet, so ok I'm cool I know this dude and he knows me, we got that relationship. But there was another guy there doing my background information and I think it's what you were talking about somebody just

sitting there sitting across the room and their feeling you. So it was me and a white guy sitting next to me and he was going through the same thing, we were both applying and they were going through his background and he was sitting across the table. He is from Monticello and I'm from the inner city and the background investigator is supposed to be with me and instead he is all the way over here (he leaned to the other side of the table away from the African American applicant) looking on his paperwork and I'm sitting here trying to explain my stuff and he was like "ya you worked in the military and you did this" and I'm like what about me over here. It gets to the point we go upstairs to get fingerprinted and I just felt, everybody has that sixth sense when you feel somebody is sizing you up, and the dude is sizing me up. Ok I really feel uncomfortable right now and that's what helped me make the decision to come to my current department. I don't want to fool with (department name) because of that bad experience right there.

**PO6:**

Sometimes it's the little things like (department name) had a guy he may have been two or three years on and he brought a guy from his neighborhood on a ride along. So he brings him to roll call and everybody is staring at him and after roll call a couple of guys run this officers ride along, they run him in the system. They see that he had felony arrests when he was 14 and they called the officer back in and said "why are you running a felon on a ride alone?" The officer responded "that was like five years ago this guy is from my neighborhood and he has turned his life around." They said "he isn't riding with you." That would have never happened if that was a white guy. I had never even heard of that happening, you run somebody's ride along. He is only going to be with him. That officer came to me because I was a Lieutenant at the time and he said this is what just happened to me. I went and talked to the Sergeant and the Sergeant said "I don't have to tell you why I did that." So even when you do establish rank if you don't have the backing from the rank above you then its ceremonial, you're a ceremonial lieutenant because you know this white Sergeant can go above me to my white Inspector and I have no say. I really think that there are just so many things that are unique to being a minority on a police department. Please signify by saying yes if this has ever happened (PO6 gestures to the entire focus group) when you're on duty you're driving your squad car and you see another squad car coming toward you from another jurisdiction and you wave and they don't even look at you. (The entire group responds yes). And that's crazy to me because if you read facebook right now there are cops sticking up for cops three four thousand miles away that they have never meet and they are sticking up for that cop but they won't wave to you when you drive by and you could be the one that saves there life.

**PO3:**

They are sticking up for a cop of their culture or their race. They are not sticking up for a cop of a different race. Like PO6 said that is crazy. It's crazy how I and my partner are on a special unit so I and my partner work over on the north side. We get called to a call or it's a call to the city's call but we show up as backup. Whoever their dealing with, because they feel



comfortable, turned and addressed us and the white police officers get offended. Not only did they get offended they might cut them off and cut them short and say “we’re good” in other words saying get out of here. I want to tell them sometimes I don’t want your damn case but you’d be smart to take the information that I’m getting. I’ll get it to you because it isn’t my case and they feel comfortable talking to me so let them talk to me. But they are so f’d up in the head that they think oh they are going to tell me something or I’m going to hold something because their mentality is that maybe because they been raised or mentored and trained that we are all alike. Kind of goes back to when I’m off duty. I’m riding and I get pulled over until they find out that I have a shield like them it’s the same thing that everybody else would get and it shouldn’t be that way.

**PO6:**

I think a lot of that goes back to the myth that white eligible police officers are not able to find jobs because they are giving the jobs to minorities. We see that manifested in backing up an officer and as soon as they see us they are like “ya we are done.” A lot of that is manifested in that myth that we are taking over.

**PO3:**

That we took one of their friends jobs.

**PO6:**

Yes and it creates tension, and you're laughing (looking at the other officers) but it's true isn't it?

**PO8:**

Going through school I never said anything to anyone about what I did and I listened to these people.....I was already working for a department and in this particular class they started up with this young cat who said “I tried to get a job but all the minorities are getting the jobs and I have been told it’s hard to get a job especially on the bigger departments.” I sat there and I still didn’t say anything but I thought to myself, all the minorities are getting the jobs but we can’t go to any department at this time. We can’t go to any department at this time and find any real good numbers of minorities but you actually believe this phenomenon that white men can’t get jobs. Now you just heard a number that was thrown out early of 10,000 some odd police officers in the state of Minnesota. Now there are either 200 or just less than 200 officers of color but you actually believe this, that a white male can’t get a job in the state of Minnesota in Law Enforcement? I’m sorry are you seeing something that I’m not seeing because everybody looks white. Oh I’m sorry that’s because it’s true. There definitely is this perpetual belief about this, this phenomenon of minorities taking these jobs. Maybe you see something I don’t because mathematics is a pretty pure language probably the purist language there is. One plus one equals two and you can’t get away from that.

**PO6:**

And we get the backlash. If you are with a large police department like Minneapolis and you go to in-service training, back then they use to do a whole week of in-service training. If you knew you had in-service training next week you would be on the phone asking people to please come to this in-service training with you begging them to change their dates and telling them (sarcastically) I will give you my check just please change your dates and come with me. Because you don't want to be the only one, and your first in-service training, you will never forget it because you see a couple people out in the hall and you will say "hey what's up" and then you walk in the room (police officer motions taking her breath away) and whispers "oh shit." All the sudden it's like you're the kid on the bus that nobody likes you go to sit over here and someone puts their books down and say "saved." It's so ridiculous, that still happens today and I will be the last person to go to training if I can't find anyone. I will be on the phone begging people asking them to come and stay with me because it's hard to be in that room alone. When you are in a room and there is 1 black person and 40 white guys they look at you like "it's going down today we are about to tell you about yourself."

**PO1:**

And they look and feel like they can say anything. They do that with some individuals. That's the feeling they have when you are outnumbered as a minority and that all goes back to retention. I was sitting here listening to everyone; it's a feeling of belonging. If you don't have anyone to belong to or socialize with you're looking for the first train out, that's the plainest I can get it. If you can't find that support with the department you are working with your going to find a way out. You need a relationship with someone.

**PO7:**

And that's the true with training I just went to a national training event less than (time period) ago and I was not only the only person of color in the room but also the only female, and this is at an FBI training, a national training. You sit around, like you said and everyone's like "why are you here" it's obviously not about undercover because I stand out, I'm screwed, but what I mean is it was like you said it goes back to this illusion that there are all of us that are there taking their jobs and here in 2016 statistically wide I'm not even a percentage point in a room on a national level with people who are enforcing and able to dictate how people's lives will go. That's one of the issues, not retention or recruitment but decision making. No one wants a person of color telling them what to do and making decisions. It comes down to the fact no white man wants me as a black women to tell them what to do, how to do it, and when they are going to do it at any point in time. That is a struggle and I get a little leeway as a woman because you have that women thing but especially to my black counterparts, first of all there is not a man in the world that wants another man to tell him anything and how to do something let alone a woman and that's the power structure. And when you tell them what to do and you say it very respectful in the most respectful way possible. They break it down, tear it apart, and

question it. They will say “why are you doing it this way” or “we have never done it that way” you get all these other problems and adversarial questions and this confrontation but if my white counterpart tells them to do the same thing I just told them to do they will say “yes sir, I got it, no problem, I’ll do it.” It’s that dynamic, it’s so true, especially for women. Now you throw on top of that a black woman, it’s really an issue.

**PO6:**

Black and gay and a woman you get it three times.

**Moderator:**

You guys have done a beautiful job touching on a lot of the questions I had so I’m going to skip down to the last question since this is the summary question.

Question: Suppose you have one minute to explain to a police chief exactly what he or she should do to increase the number of African Americans on his/her police force?

**PO5:**

Have them in leadership. Have them where they make a decision. If I can’t make a decision and you can’t uphold a decision then it’s all for not, it’s just all for not. If you can’t uphold my decision making then it doesn’t make a difference how many people we recruit, how many people we retain, if I don’t have any power because at the end of the day that’s what it’s all about. If I have no power there’s no point. I can speak to that because I have the opportunity to do backgrounds at another department and I can pick and choose who, and I have a power source above me that has the power to choose what that looks like. So that person who has what might be a questionable background, or you don’t want to give her a job because she is a chick or you know so and so did this, I’m empowered to say you know what that’s the good old boy system. That’s this person’s perception of what actually went on and this is really what went on and this person needs to be given a chance. A lot of those people who are given a chance have become wonderful, wonderful officers who have gone on to possess leadership powers. I think it’s important that if you are going to make these changes that person has to have the power.

**PO6:**

I would say to the chief to meet with black officers, officers of color and find out why did you become a cop? What you guys are doing (referring to the moderator) I would ask chiefs to do. Before you start shaping the culture of your department you have to first know what’s wrong with your department. I would talk to some of the white leadership and ask them what they think about it. I’m going to diverge here on a quick story. I was driving my daughter and some of her friends to homecoming and there were three black kids in the car and one white kid. The one white kid said out of the blue “man we are graduating a lot of African Americans next year from our school” and all the black kids look at him like (police officer makes a shocked face) and

one says “man that’s so random why would you say that?” He said “I was just thinking about that, a lot of black kids are going to be graduating and we are not going to have any black kids at our school.” And the black kids just lite him up and started yelling “why are you dadadadadadadad” and I said “wait a minute,” you know I’m really happy you are thinking that why because if white males don’t start to think like that those changes will never happen. Here is this kid who’s 15 years old and realized wow what’s going to happen to our school when all these black kids graduate and there are no black kids in the younger grades? That’s the mentality that is going to dig us out of this hole. We are going to have to have white men who are looking at this and asking where is the diversity? Because white men have the power and so if white men aren’t thinking that way then ya we will get a sprinkle here and there like with Chief Harrington and Chief Blair but that’s not enough. If the people who have the power aren’t thinking the way this 15 year kid is thinking then it’s never going to change.

**PO7:**

If I could say too, I was just in a physical agility testing last year for my agency and I had a white commander that was there, and the whole training unit, and me the only black person and he looks at me and said, because it’s full of candidates and they are testing and things like that, and he said “you know it’s awfully vanilla in here.” First I asked him what he meant by that and he said “it’s all white in here and we need to change this.” “First off from the training unit staff, down to our candidates, down to our number takers, it’s awfully vanilla in here.” Starting with that process the very next day we made some changes. You can’t really make changes in candidates because that’s previously set up but I’m taking about as far as the folks you have in that room. People speaking and encouraging and rooting them on and giving them you know advise and stuff like that. When you have people like that, he was a higher up, and when you have people like that that are saying it loud that we have to make some changes here and then do it! That’s what the difference is.

**PO2:**

I think everybody here is right on point. You have to start at the top and my chief is the perfect guy to talk to on that. Sometimes you have to take chances you have to take chances. In law enforcement you have to take chances. You have a guy who got arrested when he was 19 ok but what for and sometimes you gotta take a chance. Out of five you may end up with three of them being great guys. It definitely starts at the top and filters all the way down. When it comes to that interview panel why not go on the Northside and say “hey do you want to go to an interview panel when officers are interviewing and give your opinion about him?” You want to get people of diversity in the department you have to have people on the panel that are diverse and can understand and relate. So why not go to the Northside and ask if some people can be a part of an interview panel and see how it goes from there?

**PO3:**

Seek out bullshit. I'm a good judge of character and you have a lot of people who sit on the opposite side of the panel who try to get hired and they can feed you all the b.s. in the world but does that person on the other side really see it or view it as b.s or are they taking it in and can't read through it? I have done this for quite a long time. I have watched people who never should have gotten as far as they did or never should have gotten hired on in the first place but because they gave a good story and the person across the table looked like them they got the job.

**PO4:**

If I'm in the elevator with the chief I'm going to ask to be put on the panel. I would request to be on the panel so I could make some type of decisions as to who gets hired.

**PO2:**

If you are chief of your department you have complete control and power. If he really wants to hire a diverse police department then have your hands in the pot. Say "bring me the applicants I want to take a look at them." The chief then should say "you know what I want this guy, this guy, and this guy." Be involved, you have the most power out of anyone.

**PO4:**

It's just putting people in place. Like my background investigator that was in the room with me he had no business being in that room with me. You could tell that he was just racist. I'm going to flat out say it, he was racist and he is known to be a racist and you know who I'm talking about (looking over at another police officer). He is racist as hell. Him sitting across the room from me I already knew my fate was sealed and I'm not about to be a (department's name) cop so I need to go and apply over here. So I went to another department and I walked in to do a test with this department and the Lieutenant there was sizing me up, I just turned around and left.

**PO3:**

It's sad to hear stories like this which aren't anything new. But to know that you have people in those positions who are known to have racist character and nobody above them is willing to step forward and say "no we can't use them." That's why I say it starts from the administration up because you know that person is there and you have heard about these stories and nobody is digging in and saying "no he has to go or he has done this long enough...he's done this long enough."

**PO6:**

Sometimes they put those people there intentionally. They use them to weed us out for the department. There is a guy in (city name) that has said they don't want him on the street because he used the N word so they put him in backgrounds. What! How does that make

sense? Just lock him in the closet and have him do the inventory for urinal cakes. You put him in backgrounds?

**PO3:**

Wrong play.

**PO6:**

That's how you ensure you don't get diversity. I know I already answered this question but putting the right people in the right positions. Like you said (pointing at an officer across the table) the chief needs to be involved in every step. The chiefs thumb print should be on every part of the hiring process and that could be because I handpicked you, and I hand picked you, and I handpicked you. It isn't always about race there are plenty of white guys in my department who get it and understand. Sometimes because the things they have gone through make them your hardest critic. It could be another black officer who thinks you are not going to come in here and mess up my stuff. I worked too hard for this and I have been the only one for (X) years and I'm happy, don't come rock the boat.

**PO7:**

As a person who has been involved with background investigations it's a lot of power for one individual. So when you have an individual that has been in that position for so many years they feel like the buck stops with them and they are the gatekeeper. Only if they say so do you get through. There are times where candidates may not even make it to the next round because you have this person who was so biased in everything. That's why things are either halted or backgrounds are set aside or you get real quick opinions about things and comments like "surprisingly he's a good candidate and he happens to be black." These are comments and it's important to know that you have someone in this position making decisions on whom your future candidates are. When you give that person that much authority and power, like we have said, and the chief is not involved then that person feels that the buck stops with them. He decides whether they get through or not. Those are practices we are talking about here that need to be changed. If it's broken fix it. Have the courage to fix it. Have the strength, the endurance, the energy to fix it. Don't just give a lot of lip service like we have been talking about actually do something about it. If those folks who are in line don't want to be in line then move them out and move someone in that wants to be a part of this process.

**PO4:**

There is one piece about this that we didn't even touch on. The psychological process because a lot of black people are getting failed out of the psych exam. I know one cop I work with, who's already a cop and recently failed the psych exam. Now how are you already a cop and you're failing the psych exam?

**PO6:**

Because being a cop makes you crazy (said with humorous voice inflection and the group laughed).

**PO4:**

But we have had some candidates in our process that fell out at the psych part. You want to know what the issue was. Then you go to another department and are given another psych exam and you might pass. That's another piece that's important.

**Moderator:**

Unless you have a powerful anecdote that you would like to share this will conclude our focus group.

**PO6:**

I came to work one day and there was a female in the women's locker on the ground crying. I was really concerned so I got onto the ground with her and asked her what was going on? She said that her field training officer told her "if I don't leak a nigger I'm not going to pass my training." I said "what" and she repeated it and told me that her husband was from another country somewhere in the Middle East. She didn't tell anybody and she would have him drop her off a couple of blocks before the precinct because of all the different things her FTOs have said to her about people of that nationality. The FTOs called them all sorts of derogatory names. She was so afraid she was literally sick in the locker room. She was dry heaving. She ended up going home sick that night and ended up dropping out of the program all together. She went to another department and had a stellar career and retired as a commander.

**Moderator:**

What does leak mean?

**PO6:**

Hit somebody with a flashlight making them bleed. It was very common back in the 90s. Cops would carry a flashlight that was big and it made it difficult to put it away and get your night stick out so it was often used as a nightstick as well. So they told her "if you don't leak a nigger you're not going to pass." They told her that in the beginning but she had gone three and half months with this over her head. God knows what she witnessed. I don't think that happens as much like that anymore but some of those same guys that did that are still on the department. One of them thank God has been fired but some of them are still on the department.

**PO3:**

A lot of it goes back to can you trust your partner? Can you trust that person next to you? My opinion is they have been raised and brainwashed into thinking that our type of people are this

kind of way. So no matter what type of uniform I have on and even though my uniform looks like there's and my badge shines up just like there's it doesn't mean anything.

**PO6:**

I was walking the beat with a guy just off his FTO and I had about five years on. We were walking the beat together and he said to me "so where you from?" I said "Chicago" and he said "uh." I said "why you ask?" He said "I get sick when I'm dealing with people and I ask them where they are from and they say Chicago or Detroit." I asked "Are you comparing me to the people that we arrest?" He said "I'm just saying stay in your own city." I said "where are you from?" He said "Waconia" or whatever so I said "I hate people who come from the suburbs and work in the city and they think they can rule over people in the city and then go home to their lily white houses." The rest of the day we were bickering back and forth. I went back to the precinct and took my name off of everything he was on. But you're absolutely right he was letting me know that he didn't care if I wore the same uniform as him you are not the same as me and my opinion of you is the same as all the people that we are out here dealing with. He looked at his job like he was regulating people as opposed to being a public servant. When I walk that beat with (X) we are going into business and laughing and joking with them. A lot of the businesses along the strip were black owned businesses and he would say "I bet you they're selling dope."

**PO3:**

That is their mindset. They can't look and say that this is a decent human being. A viable citizen to my community that I work for because their mindset has been brainwashed to believe that that culture does X, Y, and Z. It's amazing what we are talking about. When I go to court I'm dressed to the nines, what I call dressed to the nines because I coordinate. My shoes might be the same color as my tie and I coordinate. I hate this when one of one of my white counterparts says "you look like a pimp" what in the hell does a pimp look like? Because if you go to my church every man in my church then must look like a pimp because this is something that we do. Just because I don't wear Dockers, loafers, and a polo shirt doesn't mean that I look like a pimp. They already have that mindset.

**PO6:**

So you're in a squad car and you drive past a black church on a Sunday what's your impression of all those people walking in that church if you think because they have orange shoes on they are pimps? So what does that make their wives and their kids? It's tough and the hardest things that I had to hear, I was in child abuse for a while and I had a young lady who was 18 who said when she was 13 her father would sexually abuse her when he drove around the cities in a van because he was a bootlegger. So on Sunday nights he would drive around in his van and sell people liquor or after ten o'clock and he would rape her in this van. She told this story that one night the police pulled them over and she thought finally someone is going to save me from him and what she said happened was that the cops treated her like she was a prostitute



and he was her pimp. She said they talked down to her. Not only did they think she was a prostitute but they treated her less than a human being, she was 13. 13 years old, even if she had been a prostitute that wasn't the right thing to do in that situation. You have a 13 year old girl out with a bootlegging dad maybe separate and question her that never happened. What ended up happening as a result of those cops not doing their job he then went on to molest all of her siblings and it wasn't until I had that case that I found out about her. When I asked her to come testify against her dad she said "no, why would I, you guys didn't do anything to help me." She said after that night I felt like the police were no better than my dad. We don't really understand the negative impact those encounters have until we meet the next generation. I think if those cops knew that story I think they would be ashamed.

## Appendix E: North Hennepin Community College Focus Group Agenda

### North Hennepin Community College Focus Group Transcript Oct 27th, 2016:

**Participants:** 20 Black African American students: 7 males and 13 females

**Location:** North Hennepin Community College, Campus Center Building, Community Room

101I, Brooklyn Park, MN

**Environment:** Community Class room adjacent to school cafeteria. Private meeting room during focus group. Eight students seated around a table with the moderator. The remaining 12 were seated in a horseshoe against the wall positioned behind the table of 8 students.

#### **Agenda:**

- I. Initial greetings once the student group is seated inside Community Room 101I.
- II. Capstone team welcomes participants and introduces themselves.
- III. Participants authorize consent to recording and later transcribe for project use.
  - a. Overview of Topic:
    - i. Our topic is the recruitment and retention of African American police officers.
    - ii. The results will be used to produce recommendations for the Brooklyn Park Police Department, hopefully other police departments that lack diversity, as well as the Minnesota POST board.
    - iii. You were selected because, as an African American college student, you have experiences and insights that can help police departments diversify.
  - b. Ground Rules:
    - i. No right or wrong answers, only points of view.
    - ii. Because there is a tape recording, please speak one person at a time.
    - iii. Be careful with personal identities. However, any personal identifiable information will be stricken from the final transcript.
    - iv. Please allow others to speak, you don't have to agree.
    - v. Phones on vibrate please.
    - vi. Role of the moderator.
    - vii. Talk to each other, not the moderator.
- IV. **Question One:** Police departments need African American recruits in order to be more diverse. What are some of the good things about going into the profession that you would consider?
- V. **Question Two:** If you wanted to be a police officer, what are some of the reasons that would make you hesitate or change your mind?

- VI. **Question Three:** Think back to the last time you had an interaction with a police officer. How did that experience change your views on the profession?
- VII. **Question Four:** What do you think is the best way to reach out to young African Americans who might be interested in working as a police officer?
- VIII. **Question Five:** What could the cops do to make you think they were really serious about hiring African Americans or black people?
- IX. **Question Six:** Let's say you were the chief of police for a department that did not have enough African American police officers, and you wanted to fix the problem. What kind of things would you do?

## Appendix F: North Hennepin Community College Focus Group Transcript

### North Hennepin Community College Focus Group Transcript Oct 27th, 2016:

**Group composite: 20 Black African American students: 7 males and 13 females**

**Moderator:**

Police departments need African American recruits in order to be more diverse. What are some of the good things about going into the profession that you consider?

**M1:**

I would say above all being able to have a voice for African Americans in general. Being in a position where you only have people of the same ethnicity doesn't help you understand. For example a Caucasian won't understand what my struggles as an African American are. Having an African American in there will help my struggle out and if there is a problem I would much rather speak to the African American officer instead of the Caucasian officer because that's a comfort level for me.

**M2:**

Like this brother said, a cultural relationship is important. I would like to be able to have that cultural relationship with someone who can potentially take my life away. Like you said "know the struggle." Also I feel like I would try to better the community because I know the community. It's about the cultural relationship.

**F1:**

Can you repeat the question because I know I have an answer?

**Moderator:**

Police departments need African American recruits in order to be more diverse. What are some of the good things about going into the profession that you consider?

**F1:**

First the question should be Black African American not African American because there is a difference and that is a cultural thing. We first have to learn the culture and it has to be learned there is a cultural difference. There is a cultural difference between all cultures. What white America has to understand is they need to start learning the cultures of people. The issues in all communities of color, especially in the black communities, are trust issues with the police. If they learn the culture of the people instead of trying to make people conform all the time instead of being who they are then more people would be apt to become a police officer. Because of the historical oppression that has taken place and the way people of color are treated by the police is why there is a hindrance in wanting to become a police officer.

**F2:**

I just want to say with any kid, especially a black child growing up and wanting to be a police officer is like growing up and wanting to be a superhero. I believe I can change what I don't believe is right and give back to my community. I think that it's definitely what leads people into the field of policing. They want to make a change in the community that raised them or were once a part of. But once you get to that part you realize that the grass is not always greener like you were supposedly taught as a child.

**F1:**

Piggybacking off of that, not that the grass isn't greener, structurally things are set up and designed to stop you. You want to make a change but once you get in there you see the structure of whatever institution it is remains unwilling to change.

**Moderator:**

If you wanted to be a police officer what are some of the reasons that would make you hesitate or change your mind?

**M2:**

I studied the history of black law enforcement and I've learned there were lighter skinned police officers back in the 1920s around the Wall Street area. There were lighter skinned officers who would pass as white and they would let them know that now you can kill an "n word" and be protected by the government. The systematic racism is what would sway me away from wanting to be an officer. Also quotas, they say that it's illegal however there are videos all over that show officers complaining about different quotas that pose limitations. My uncle said there are so many police officers in our community as opposed to the white community, why is there so much crime in our community? Again there are more police officers in the black communities as opposed to the white communities so why is there more crime in our community? That's what sways me away and I start to think that you can't even make a change.

**M1:**

Similar to what he said (referencing the previous speaker with a head nod) why would I want to work for a system that doesn't constantly view me as an equal. Say I want to work in that organization and I'm trying to help out my people but every time I try you are always telling me "no we have to do it this way and we have to look at them this way." The stereotypes around people of color are like he's just a criminal or she's just a criminal really exist. If I as an African American pull somebody over who's an African American it gets to the point where I would feel like I have to please my white boss. So I have to look at the person I pulled over as a criminal because that's what my boss says you are so that's what I have to see you as. This doesn't help

me want to work for you and it doesn't make me want to be there when I see you are not treating people as equals.

**F3:**

This structure was not built for us. They were never expecting for us to be in those positions. For many years, prior to early 1920s, since then they have slapped our hands always saying "no you can't do this and no you are not a part of this" eventually we have gotten to today where we are post racial America and now they are giving us this opportunity and now they are going behind our back by killing us and doing all these other bad things. How do you hand us an opportunity and show us the negatives? I don't understand that.

**F4:**

Having been someone who did go on and get my bachelor's degree in criminal justice and went through the whole law enforcement process and actually applied for a precinct and got in, I opted out. I'm in nursing now. Why did I opt out? I opted out because the precinct I was in, honestly being a black female, first off females aren't looked at as they can do the job. They are looked at as "ohhh you are just another women who won't be able to run as fast and isn't as masculine. You won't be able to make the right decisions under pressure and you can't do what the male cops can do." The other thing being black and walking around the precinct I heard numerous racist jokes. I've heard racist jokes and I brought them up to the chief and nothing was done. So it's either I conform into the racist jokes or I opt out. So I opted out because I'm not going to be a part of that. Secondly, the criminal justice systems has it where if you have a white person that commits a crime chances are they are going to get probation so it gets dropped off of their record. If you have a black person that commits a crime chances are it's going to go on their record and once they start applying for a law enforcement job the precinct is going to look into their criminal background history and say "look here you have a misdemeanor or a felony from way back when so we are going to cancel you out because of that." Also they make it where the psychological testing, that's required to go through, literally forces out black people. Because of the things that we have been through in life and how we think today because of past events in life forces us to be disqualified.

**M3:**

The question was what's stopping you from being a cop?

**Moderator:**

Yes if you wanted to be a police officer what are some of the reasons that would make you hesitate or change your mind?

**M3:**

Personally as much as I want to save the world the fact is I need to make money. What's the point of me spending two years in a community college when at the end of the day I'm going to

struggle to get a job? A lot of people on campus know that I'm a security officer and stop and ask me if I'm trying to be a cop. I say I just do the security guard job for the paycheck. I do want to be an officer but then people tell me "no you don't want to be a cop." I see that as the biggest problem. I've seen cops at the job fairs and I talked to Bloomington Police and I talked to the Brooklyn Park Police and I actually wanted to go and be a cop. I see a lot of people who want to go and be cops but they are just scared because they know they can't because there is such a small chance they will ever take you. Deep inside I'm thinking I'm not going to waste two years of my life in school and as a security guard then have to trust the cops to stick to their word. Trust me if they stuck to their word there would be a lot of people into becoming cops.

**F5:**

I understand what everyone is saying and I'm also a criminal justice major. I think the reason a lot of people don't want to be a cop, especially people of color is because cops kind of discourage you. Growing up I lived in (location outside MN) before I moved to Minnesota and growing up I would see cops do what they do and in my mind I thought that they are just dealing with criminals. Now cops really discourage me. One day I'm going to be a lawyer. I have seen a lot of my friends who started off as criminal justice majors leave the program because they were discouraged. They think that if I'm a cop then I'm doing a double bias towards this or that because I'm black and I'm a cop. Am I going to be with my people or am I going to be with the cops? So you feel so much tension in your heart, your heart is hurting, and your heart is breaking. My heart is breaking too; I want to be a lawyer so I can change the world and help to change the law. I feel like cops put such a negative impact on your mind. Right now I look at television and it's always a murder of a black person. There is never a day where the media is positive regarding police, its always black people and a negative very negative thing. In your mind you are like "wow" I'm trying so hard to do this but you see that with each step forward you get knocked 12 steps back. I feel like I'm in 1960s. I'm so young I shouldn't feel this way, I shouldn't feel this oppressed I should feel free. But I feel like cops make you feel so oppressed. For example, the cops pulled my friends and me over. I was with two of my white girlfriends, one was driving and the other was up front. They were in the front seat doing whatever they were doing and I was in the backseat sleeping. We got pulled over and the cop didn't even talk to them, didn't ask them anything about their lives. They find the only black girl, me who is sleeping and wake me up to ask me what my name is and what am I doing? I told the officer I'm sleeping and you just woke me up from a beautiful sleep. I was very relaxed and you just destroyed it. They do these things where they put in your mind that you are nothing. When I look at these cops I have respect for them because being a cop is very hard because they go and risk their lives. But who are they risking their lives for? There not risking their lives for me. I feel it in my heart that they are not risking their lives for me because if a cop really did care about all of us (gestures a sweeping hand motion across the room) and justice for all than what's going on in the media would not be happening this much. Yes there

are bad criminals all over the world but right now how I feel is they just don't care. All they care about is their white suburban people.

**M4:**

There are three reasons why I honestly wouldn't go into the criminal justice major. One is because my community is highly oppressed. Two is the systemic racism within the police department and American society. If I was ever to become a cop and come into contact or altercation with another black man I will be viewed as an Uncle Tom because of the bad name criminal justice already has. That's not going to be my area of focus.

**F6:**

Going off of what my brother here just said, Uncle Tom. When I see a black cop the first thing I think is Uncle Tom. I don't think this is my brother and he knows my struggle. When I was riding in a car and got pulled over there was a white cop and a black cop. The black cop had to act like he had to prove himself to the white cop. He said "You guys get down!" He is yelling at us and it wasn't even that serious. He was acting like "I'm big and I'm bad and it doesn't matter that I'm black because me and you are not on the same level I have this power and you don't." The movie Zootopia explains it good. It's a children's movie but it has subliminal messages in there. All she wanted to do was be a cop. Protect her community and show people she could do it. That's all she wanted to do but at the end of the day she was a cop working for the bad people. So why would I.....no just no.

**M5:**

My whole life I always wanted to be a cop. I'm originally from (another country outside of the United States) and I just moved here last year. When I was in (originally country) we never had much discrimination. You could talk to the cops, you could yell at the cops, and you could even spit in the cop's face and he wouldn't do anything to you. For example, I never witnessed discrimination but I see it on television and that's happening here in America. For example, one of my friends we went to a party and he beat down some kid and he was 17 at that point. He got arrested and sat in jail for one day where as in America he would probably be thrown in jail for God knows, like 10 years? He was thrown in jail for one day and what the cops were doing is they were looking for a job for him so when they released him they got him a job at Starbucks. They figured out the reason why he's doing all this stuff is because he has a lot of time on his hands and he doesn't have a job and he was coming from an abusive home. They did their research on him and spoke to his parents and all of those things. I feel like a lot of cops here in America are arresting a lot of teenage black men. Instead of them making them a man and correcting; in the end they are correction officers so they are supposed to correct not detain someone. I feel like instead of detaining them and making them an animal by locking them up in a cage why don't you just correct them? A lot of them don't come from a stable home for one. When I was in (home country) I had so much freedom. I was stopped by the cops so many times and I never had any fear. I could do some illegal stuff but I still didn't have



any fear because I spoke to the cops like a human being and he would talk and reason with me. You would always feel so safe. You could go a month in the city I grew up in and you wouldn't see a cop around. But here you go around the inner cities and you will see 30 to 50 cops around. I do not like it as much because of all the discrimination going on.

**F7:**

The reasons why people don't want to be cops is because the system is already corrupt. If they are already targeting black men and women on the street and sentencing people to maximum years why would you want to work in a system that won't even treat your people right? They won't even see you as an equal. I feel like the minority cops that joined are getting targeted. They don't even find excuses why you are not good enough. The cops will dig up information about you and say "well you stole something back then" and make up a reason as to why you don't deserve to be a cop. Why would you want to be in a system that has zero tolerance? They see you for your color and they see you for the stereotypes that come with you. They won't see you as an equal. I feel it's not fair.

**M6:**

She said "why would you want to work in a corrupt system?" I want to answer that question. It's because I want to make a change. I wouldn't want to work if I saw no hope for change or no hope at all. I look at it like it's a team effort. There was a time when I thought that I could make a change but the truth is you're coming in at the bottom so you don't have a say.

**F8:**

The situation is you have the blue bloods. You have generations of officers so when you join you have to compete with them. They don't want to go with new things you are forced to adapt to their old set of rules. I think that is the main problem.

**M6:**

Thank you for giving us the opportunity to speak about this issue. Back to your question as to what would change my mind if I wanted to be a police officer. There are a couple of things. First like she covered (pointing across the room) with media coverage. It's been implanted in us since we were kids. We have seen negative images since we were children. I feel like a great solution would be showing children that it's not just what you see on television. I think a great solution would be children involved activities with the police force so they can learn more about the police not in a negative way; especially in communities where they don't have many resources. People need to learn how to realize there is sometimes more to the perceptions than we see in the media. Like she said (gesturing across the room) cops have it rough and have to handle situations in a manner that not many of us in this room have the skills to do. I also wanted to talk about principles and values. With power needs to come respect. As a police officer you need to know your principles and values. I'm wondering what are cops being taught during training where they feel that they need to treat someone like they are nothing.

They need to have humanity. The police need to have better communication, not just with the adults but with the children as well in order to have trust. They need to redefine their value and principles, even in deviance. In such a culturally diverse place like this we need more cops of color. We need more resources so we can learn and be inquisitive.

**Moderator:**

Think back to the last time you had an interaction with a police officer. How did that experience change your views on the profession? You can also answer any of the previous questions or anything that comes to mind.

**F3:**

I want to answer the one before as to why blacks or African Americans do not want to be part of the police force. Even despite the media, what's happening today the issues have been going on for a very long time, during the 1990s with Rodney King. During the 1960s you see there was no justice. It is repetitive and whether or not you see black cops and they are on display the real question is who has the power. You can't do anything about it unless they change it.

**F2:**

I want to go back to the previous question regarding why black people eventually don't want to be police officers. One thing is the training. There are outreach programs such as Explorers where people of younger age can actually go into a police department and get hands on experience as to what it's like to be a police officer. In this training they are literally teaching these children that they need to take charge of a situation. Teaching them how to scream and get people on the ground and handcuff them. How to make sure you are in control and not the other person. Ok I understand as a police officer yes you have to be in charge but on the other hand at what time does that level need to stop? That lessening of power and control is what they are not teaching. They will have every police officer in training go through "shoot don't shoot scenarios." This is a simulation, basically it's a video of someone coming out let's say with a weapon and you tell them to drop the weapon and they don't, drop the weapon and they don't, drop the weapon and they don't so you are to shoot. The issue is a lot of these videos are usually showing that the person that has the weapon are minorities. So what are we teaching our police officers? We are basically training our police officers to look at the minorities and think they are not going to drop it no matter what.

**F9:**

They have a procedure called stop and frisk where if they think something might happen they can go talk to you and pat you down. I feel like that is taking it to a whole new level. I was walking home with some friends after school and a black officer stopped us for no reason and he started talking to my guy friend who was with us. I said "he wasn't doing anything" and the officer said "I wasn't talking to you." Since he was with a white partner I felt like he was trying

to prove to him that “ok I got this.” He was trying to instill fear into this young group of black people. They want to instill fear in them at a young age. They want to act like a dictator. Children being children we are going to show that we won’t back down and we can be tough too. This ended up becoming an altercation between the two. This pretty much showed that they aren’t trying to protect us they are trying to scare us so we bow down to their every command.

**F5:**

Like what she’s saying with children we want to feel protected but we can’t because we have so much anger. I work with a lot of kids from (Brooklyn Park location) and there I talk with kids almost every day. If you ask them about the police the first thing they say is “f them.” They say things like “who cares about the cops they don’t care about us.” I will never forget what a 12 year old boy told me he said, “I really hate cops and when I grow up I want to hurt them and be the one that attacks them.” I told him he doesn’t want to say things like that. I told him he shouldn’t fill his mind with hatred. The kids I work with I teach them not to say hate, get away from that hatred and try to understand. You see these kids growing up with a mindset of hate and it’s so heartbreaking. I didn’t grow up having hate in my heart for police officers until I got older. When you get older you feel so dehumanized and that’s what people do not understand, we feel nonhuman, we feel how our ancestors felt during slavery. The only thing that they are not doing now is noosing us around our necks. They are noosing us by killing our spirits. You can break the body but you can’t break the mind. What they are doing right now is breaking the mind and I feel like no one is talking about that. We need to understand the children mental state right now is so messed up. Every kid I spoke to, whether they are black, Asian, Hispanic, or Arab it’s the mental state. No one focuses on their mental state we are too busy focusing on the physical. I feel I have had some very positive and some very negative experiences with Brooklyn Park cops. My positive is that I have met a cop that inspired me to go forth and try to become a prosecutor. He said “go for it you would be great.” And then I have met cops that have broken me. I’m not that easy to break but I have so much hatred for this one cop and every time I see him I just get beyond frustrated. He harassed me and my friends for nothing. He took a situation that wasn’t anything; he took a petty argument and blew it into a big mountain. He took a mole hill and made it a humongous mountain and for what; to show that you are better than me or show that you have more power than me. You tried to restrain my voice because I was trying to prove you wrong because I took the time out to know the laws. I’m not going to sit here when I know the laws and let you bully me. That is what these cops do they bully. They think that because they have a badge you take that badge off we are on equal playing fields. They always think that because I’m a woman of color that I’m going to be stupid. They don’t want us in the books, they don’t want us to know the law, and they don’t want us to be educated because that’s what they hate. They hate that there is someone like me that knows the law and I won’t sit here and let you attack or bully me or detain me when I know that you can’t do that. They hate that; they want an uneducated person, that’s who they target. Their plan is to go and look for all the uneducated black and

Latino kids and attack them because they know they can break their body and their mind. They know they can't do that to an educated person so they end up killing them and that's how I feel.

**F10:**

The question was an experience right? I was on the highway driving back from Missouri to Minnesota with my dad and my brother and we had been pulled over. The officer pulled my dad over and my dad was polite to the officer and said "good afternoon officer can you tell me why I'm being pulled over?" The officer just said "license and registration." After he gave the officer his license and registration the officer told him to step out of the car. My dad asked "why do I need to step out of the car?" It was clear my dad didn't understand why he was pulled over. My dad eventually calmly stepped out of the car and did what the officer told him to do and eventually got a ticket. I asked him once we were driving away "why didn't you argue back?" He said "If I didn't comply that could have been my life." The fact that we have to go through life fearful that being pulled over on the highway might cost us our lives isn't normal.

**Moderator:**

What do you think is the best way to reach out to young African Americans or blacks who might be interested in working as a police officer?

**M7:**

I want to answer the last question before that one. My last few recent interactions with the police have been within the last month. I got pulled over two separate times by the same cop who was driving two separate vehicles. However, I was privileged enough to know the cop because he comes to my job and I know him. The first time he pulled me over I reminded him where I work and he said "yes I do remember you and I pulled you over for a b.s. reason, you just forgot to not single when you stopped." Then the second time I'm privileged again, I'm in a car with my cousin and didn't know he had marijuana on him and didn't know there were bottles in the car. There were four of us and my cousin was talking to the cop when we got pulled over and the cop was being super rude. He takes us all out of the car and luckily the cop I knew patted me down and on my side of the car all this stuff was there. My cousin's girlfriend has a warrant and the cops figured that out so they focused on her warrant and let us go. My cousin would have lost his car. I'm always getting pulled over for nigga stops; a beat up tail light or no license plate lights anything to get probable cause. I've been lucky so far.

**F11:**

I wanted to answer about when you met cops and when you get pulled over. I come from (country outside the United States) and the cops there are brutal so it's already in us to fear the police. So when we have to talk to police here we try to be respectful and not egg them on. I just want them to come and go I don't want any problems I want them to get done what they need to do and go. You know what the police are supposed to do and you know when they

take it too far. We hate it when they are trying to be pretentious and say things like “I’m not a bad cop.” We know that’s pretentious and if you want to change after making a mistake you need to not be generic. We know when they are being generic.

**M5:**

I have been pulled over three times for speeding. There was a time I was going 85 in a 70, 15 miles per hour over the limit. It all depends on how you approach them. First you have to realize they are not gods, they are not. They are humans just like you. It’s all about interaction, words, and what you say to them. You treat them like human beings, true there are bad cops but in my speeding situation I really didn’t have a say. Most of our options depend on why we are talking to the cops in the first place. I talked to the cop and he started talking to me about going to his precinct for a job. He said “I have a form in my car are you trying to be a cop?” I said I do want to do something in Public Safety. He said “come to my place we are hiring right now.” He gave me a ticket for going 5 over instead of the 15 and I thought that was really nice because I was screwed. The other time I got pulled over going over 70 the cop just told me to slow down. Yes there are bad cops but there are also good cops and it’s not really up to you to decide who is a bad cop or a good cop.

**F12:**

The misconception that they have of certain groups is troubling. I’m a Muslim and was pulled over with my dad once and it was quite an affair. I had my clothing on such as my head scarf so you know we are Muslim. The cop pulled us over and immediately began being rude and used racist comments. The way they approach people and communicate to people has a big effect on how people will respond. For example if you are being rude to me I’m going to be rude back to you. You have the authority but if you don’t have respect for others how are you going to get others to respect you. Referring to your other question about how cops can be helpful by going out and educating themselves. I don’t mean educating themselves just in the fields they are in but going into the different environment and different communities and learning other cultures. They need to go to local schools that have diverse students and religious places to get a better understanding of the area and a better understanding of the people they supposed to be serving.

**F4:**

When I was training to be a cop this comment was said to me by a police officer “we have to stick with our brothers and sisters in blue, we are the world’s largest gang.”

**F10:**

I feel like they enjoy using their authority against us. They try to get something out of us and they try to provoke us so they can find something out against us in case they ever do anything wrong they can use it against us. They use their authority in wrong ways.

**F13:**

Ways that they can get to younger people that want to be police officers are by letting them know that it's not me and it's not you it's the system and its how they train us to do our job. It's not that your bad people. It's the way the structure is set up. They need to find good people. If you find good people and fill your workplace with good people then you may see a change.

**M7:**

Cops need to stop acting like they are big bad soldiers. They are not overseas and thank God for those guys overseas, but I feel like the cops they get have the wrong mentality. They think they are soldiers when they are supposed to be implementing love and bettering the communities. They need to know their purpose we have soldiers and we have cops they need to learn the difference. They need to be trained to be reminded of the difference of a soldier and a cop. Your job is not to hurt people.

**Moderator:**

What could the cops do to make you think they were really serious about hiring African Americans or black people?

**F3:**

There is nothing they can do as far as I see it.

**M3:**

I respect your opinion (referring to female number 3) but I feel like there can be a change and I think there is a solution.

**F3:**

As a black person I don't feel American. If you talk to any African American or black person they don't see themselves as American because of how America treats us. I feel like police officers represent what Americans are thinking. They let us know that they hate us. From 300 hundred years ago to God knows how long. You guys sitting here know (referring to the focus group participants) what I mean when I say I bet you don't feel American. People of color don't feel American.

**F1:**

We are always no matter what at the bottom of the barrel.

**F3:**

It's sad we are here and we will never have the privilege of being at the top.

**F1:**

To go even further to prove my point have you all watched the movie 13th yet? You should watch that and it answers a whole lot of questions about black and African American people and why we feel the way we do about the system. I don't think it's specifically about the police it's the system that has always been against us. The system was designed for us to fail. It went from slavery, to Jim Crow, to the Klu Klux Klan and now we have the police. According to the Constitution we are 1/3 person and that hasn't changed in the minds of people. 13th explains why we feel the way we feel about the system.

**Moderator:**

Let's say you were the Chief of Police for a department that did not have enough African Americans and black police officers and you wanted to fix the problem. What kind of things would you do?

**F3:**

I don't even think I have the power to fix it but if I did I would work toward helping whites to understand black struggles.

**F1:**

I would have to ask could I really? If I'm the chief I want to know do I have the power to make changes. Do the powers above me allow me to make these changes? This problem is so deep it's hard for white people to fathom. It's like what they say "what do you call an educated black person.... a Nigga." So you ask if I were a police chief what I would do. It doesn't matter the color of their skin I would hire those people who are going to help me change the systematic racism. Who is going to bring in cultural change? The problem is communication for those with cultural differences from the police.

## Appendix G: PPOE School Student Diversity Survey Results

PPOE Schools Survey			
Rough Estimate of African American Representation in PPOE Programs			
<b>Fully Participating Respondants-</b> These schools provided multiple years of student data including data specific to the number of African American Students			
School Name:	Av Students	Av AA Students	% African American
Concordia University - St. Paul	127.6	27.6	21.6%
Fond du Lac Tribal and Community College	88	0.6	0.7%
Hamline University	83.8	7.2	8.6%
Hennepin Technical College	350.2	29.2	8.3%
Leech Lake Tribal College	286	4	1.4%
Metropolitan State University <sup>2</sup>	191	11.8	6.2%
Minneapolis Comm & Tech College	28.4	7.9	27.8%
Minnesota State Com & Tech College Moorhead	105.2	7.8	7.4%
Minnesota State University, Moorhead	248	10.6	4.3%
Minnesota West Community & Technical College <sup>2</sup>	29.2	0.6	2.1%
Northland Comm & Tech College <sup>3</sup>	79.8	4.9	6.1%
Ridgewater College	158.2	6	3.8%
Rochester Community and Technical College <sup>1</sup>	77	4	5.2%
Southwest Minnesota State University	84.3	6.2	7.3%
St Cloud State University	404	26.4	6.5%
University of Minnesota Crookston	46.2	5.4	11.7%
University of Northwestern	54.2	3.3	6.2%
Winona State University	245.8	5.7	2.3%
<b>Totals:</b>	<b>2687</b>	<b>169</b>	<b>6.3%</b>
<b>Students of Color (SOC) Schools-</b> These schools provided multiple years of student diversity data, but only in "students of color" or "white" categories.			
School Name:	Av Students	Av SOC	% SOC
Alexandra Tech & Comm College	263.6	15.8	6.0%
Bemidji State University	285.5	27.5	9.6%
Central Lakes College	119.8	11.2	9.3%
Hibbing Community College	119	9.125	7.7%
Vermilion Community College	220.8	8.5	3.8%
<b>Totals:</b>	<b>1009</b>	<b>72</b>	<b>7.2%</b>
People of Color Adjustment to African American <sup>9</sup> :		<b>33</b>	
<b>Noncooperative Schools-</b> These schools refused to provide diversity data. Estimates are based on community population and number of students.			
School Name:	Approx. Students	Approx. AA Student	Approx % AA Stud
Inver Hills Community College <sup>7</sup>	37.6	3.8	10%
Minnesota State University, Mankato <sup>6</sup>	458	27.3	6.0%
Rasmussen College <sup>8</sup>	96	4.8	5.0%
Riverland Community College <sup>4</sup>	68	2	2.9%
St. Mary's University of Minnesota <sup>5</sup>	30	1.6	5.3%
University of St. Thomas <sup>4</sup>	5.5	0.1	2.0%
<b>Totals:</b>	<b>695</b>	<b>40</b>	<b>5.7%</b>
<b>Grand Totals:</b>	<b>4391</b>	<b>242</b>	<b>5.5%</b>



**Notes:**

<sup>1</sup> Only 1 year of Data provided

<sup>2</sup> Corrections Specific Program Excluded

<sup>3</sup> School provided Percentage of AA representation and Student totals only. Average number of AA Students is based on this percentage.

<sup>4</sup> Approximation based on phone conversation with instructor.

<sup>5</sup> Approximation of number of students based on phone conversation. St Mary's diversity data (found at: <https://www.smumn.edu/Resources/pdf/InstitutionalResearch/Student-Body-Diversity.pdf>) used for % and number of African American Students

<sup>6</sup> Approximation based on publically available reports found at: [https://www.mnsu.edu/institres/annualreports/ads/ids\\_1011\\_1415.pdf](https://www.mnsu.edu/institres/annualreports/ads/ids_1011_1415.pdf)

<sup>7</sup> Approximation based on publically available reports found at: <https://inverhills.edu/Administration/InstitutionalResearch/pdfs/IHCCFactBook2014.pdf>

<sup>8</sup> Approximation based on email conversation with administrative staff. Rasmussen refused to indicate African American representation, but did provide information on total students. Student total was multiplied by 5% (the average state-wide level of African American representation in other schools, rounded down) to provide a "best guess" as to the number of African American students.

<sup>9</sup> In the 2015 Census update, 45.5% of People of Color aged 20 - 29 were African American. People of Color figures were adjusted by this rate.

**Methodology:**

This summary table represents a rough estimation of the average number of students in PPOE programs throughout the state of Minnesota. Because of inconsistent data practices across the organizations surveyed and varying levels of cooperation with the survey, a more exact estimation may vary from the numbers above.

All academic programs surveyed were contacted with a request for a count of unduplicated students participating in PPOE programs over the last 5 years by ethnicity. When an institution provided unduplicated counts by academic year, that data was used. When unduplicated academic year counts were not available, per-semester unduplicated counts were used instead. Students in programs that are explicitly orientated to careers in corrections were not counted. When less than 5 years of data were provided

For schools that provided only student counts by people of color vs whites, we averaged the number of people of color per year reported, and then multiplied that number by the percentage of African American representation among people of color aged 20 - 29 in the 2015 Census update (see note 9).

For the six schools that declined to provide data, we conducted internet research and reached out to school personnel over the phone and by email in order to reach an estimation. See Notes 4 -7 for specifics on these estimations.

**STATE OF MINNESOTA**  
**EXECUTIVE DEPARTMENT**



**MARK DAYTON**  
**GOVERNOR**

**Executive Order 16-09**

**Establishing the Governor's Council on Law Enforcement  
and Community Relations**

**I, Mark Dayton, Governor of the State of Minnesota**, by virtue of the authority vested in me by the Constitution and applicable statutes, do hereby issue this Executive Order:

**Whereas**, in the last year, Minnesota has seen tragic events related to the use of deadly force by law enforcement officers and has recognized the need to address the interactions of law enforcement and members of diverse communities;

**Whereas**, these tragic events led to local and national protests concerning police and community relations, social justice, criminal justice reform, and other issues regarding trust and oversight of the law enforcement organizations;

**Whereas**, the tragic deaths of police officers in Dallas, Texas, Baton Rouge, Louisiana, and Palm Springs, California, and the deaths of other law enforcement officers throughout the United States have further aggravated these issues; and

**Whereas**, all Minnesotans have a stake in building trust and cooperation between law enforcement agencies and the communities they serve, thereby creating a safer and more harmonious Minnesota.

**Now, Therefore**, I hereby order that:


1. The Governor's Council on Law Enforcement and Community Relations (the Council) be established to independently review quantitative and qualitative data and make policy recommendations to the Governor and Legislature that will lead to substantive changes and strengthen police and community relations. Additionally, these recommendations should protect law enforcement officers and members of communities, thereby improving trust in the criminal justice and law enforcement systems.
2. Fourth District Judge Pamela G. Alexander, and Grand Rapids Police Chief, Scott Johnson shall serve as non-voting Co-Chairs of the Council.

3. The Council shall also include the following voting members:
  - a. One representative from Minnesota Police and Peace Officers Association;
  - b. One representative from the Minnesota Board of Peace Officer Standards and Training (POST);
  - c. One representative from Minnesota Chiefs of Police Association;
  - d. One representative from the Minnesota Sheriffs' Association;
  - e. One representative from Minnesota Department of Public Safety;
  - f. One representative from National Black, Latino, Asian, and Somali Police Officers Associations;
  - g. One representative from National Association for the Advancement of Colored People (State of Minnesota);
  - h. One representative from Minnesota Tribal Nations;
  - i. One representative from Latino LEAD;
  - j. One representative from the Black Ministerial Alliance;
  - k. One representative from the Council on American-Islamic Relations;
  - l. One representative from ISALAH;
  - m. One representative from Black Lives Matter;
  - n. One representative from Minnesota County Attorneys Association; and
  - o. One representative from Minnesota Youth Council.
4. The Council shall also include the following 17 ex-officio members:
  - a. One representative from the Minnesota Department of Public Safety;
  - b. One representative from Office of Gov. Mark Dayton and Lt. Governor Tina Smith;
  - c. One representative from Minnesota Department of Human Rights;
  - d. One representative from the family of Jamar Clark;
  - e. One representative from the family of Philando Castile;
  - f. One Member of the Majority Party in the Minnesota Senate;
  - g. One Member of the Minority Party in the Minnesota Senate;
  - h. One Member of the Majority Party in the Minnesota House of Representatives;
  - i. One Member of the Minority Party in the Minnesota House of Representatives;
  - j. One representative from the National Baptist Convention (Minnesota);
  - k. One representative from the Coalition of Asian American Leaders;
  - l. One representatives from the Minnesota Council of Non-Profits;
  - m. One representative from the League of Minnesota Cities;
  - n. One representative from Minnesota Community Foundation;
  - o. One representative from Minnesota Council on Foundations;
  - p. One representative from Association of Minnesota Counties; and
  - q. One representative from Law Enforcement Labor Services of Minnesota.
5. The Council may choose to form the following Work Groups, which could address some of the proposals and recommendations submitted:
  - a. Criminal Justice and Social Justice Reform Work Group;
  - b. Police Training Work Group;
  - c. Law Enforcement Workplace and Policy Oversight and Diversity Recruitment and Retention Work Group;
  - d. Community and Law Enforcement Health and Wellness Group;
  - e. Policy Development and Implementation Work Group; and
  - f. Other Work Groups, as the Co-Chairs shall authorize.

6. The Council shall have the following duties:
  - a. Advise the Governor, Legislators, and other policy makers and stakeholders about the immediate actions, which can be taken in Minnesota to create and restore trust between communities and their law enforcement agencies, so that all community members are invested in maintaining public safety in an atmosphere of mutual respect;
  - b. Focus on law enforcement – community relations through a lens of procedural and social justice that may impact areas, including, but not limited to: sentencing reform; prosecutorial discretion; law enforcement workforce; law enforcement recruiting and retention; law enforcement training; and community health and wellness;
  - c. Identify, publish, and promote information about the implementation of the best practices in community and law enforcement relations; and also facilitate information sharing among local, state, and federal departments and jurisdictions;
  - d. Identify, publish, and promote information about the resources needed for statewide access to training and officer safety;
  - e. Identify, publish, and promote information about how communities and law enforcement agencies can positively engage each other; and
  - f. Design and implement specific policy proposals and actions that can be taken by the executive and legislative branches of state government to enhance law enforcement and community safety.
7. The Council shall submit its Preliminary Policy Recommendations Report to the Governor, the Legislature, and the public by February 15, 2017. The Council shall provide all stakeholders with opportunities to give feedback prior to the Final Report's due date. The Council's Final Report shall be due by June 30, 2017.

This Executive Order is effective fifteen days after publication in the State Register and filing with the Secretary of State, and shall remain in effect until rescinded by proper authority or until it expires in accordance with Minnesota Statute, section 4.035, subdivision 3.

**In Testimony Whereof**, I have set my hand on this 12<sup>th</sup> day of October, 2016.

  
 \_\_\_\_\_  
**Mark Dayton**  
 Governor

Filed According to Law:

  
 \_\_\_\_\_  
**Steve Simon**  
 Secretary of State



## Appendix I: Brooklyn Park Police Department Survey

#	Employee Satisfaction Factor	Survey Question	Av. Score	% Agree	% Disagree	Turnover Correlation <sup>1</sup>	Conclusion
<b>A On Boarding:</b>							
1	Socialization Tactics	My employer provides opportunities for me to socialize with other officers.	2.16	68.04%	17.53%	-14%	Turnover less likely
2	Realistic Job Previews	Before I became a police officer, my employer gave me a good idea of what the job would be like.	2.05	68.04%	7.22%	-6%	Turnover less likely
<b>B Job Characteristics</b>							
3	Role Clarity	I clearly understand my role within my unit.	1.51	90.72%	4.12%	-24%	Turnover less likely
4	Role Conflict	My job as a police officer allows me to complete the other responsibilities I have in life, such as being a parent, a coach, a friend, a union member, etc.	2.88	48.45%	40.21%	22%	Inconclusive
5	Promotion Opportunities	I have opportunities for promotion within the Brooklyn Park Police Department.	2.63	54.64%	26.80%	-16%	Turnover less likely
6	Job Scope	I understand and can complete all of my job duties.	1.42	93.81%	4.12%	-14%	Turnover less likely
7	Role Overload	I can complete all my job duties within the time afforded to me by my employer.	2.13	74.23%	16.49%	12%	Turnover less likely
8	Routinization	I find something new and interesting every day I'm on the job.	2.51	60.82%	19.59%	11%	Turnover less likely
9	Pay Equity	I am paid a fair wage for my work.	1.93	81.44%	8.25%	-11%	Turnover less likely
10	Pay Satisfaction	The amount I am paid allows me to buy what I need.	2.08	80.41%	13.40%	-8%	Turnover less likely
<b>C Leadership &amp; Relationships</b>							
11	Leader-Member Exchange	My department leadership and I exchange information about the work we do.	3.03	39.18%	43.30%	-25%	Turnover more likely
12	Supervisor Satisfaction	My direct supervisor does a good job in his/her role as a leader.	1.69	74.23%	19.59%	-13%	Turnover less likely
13	Co-Worker Satisfaction	My coworkers are good at their jobs.	1.78	86.60%	4.12%	-13%	Turnover less likely
14	Work Group Cohesion	My division works effectively as a team.	1.97	80.41%	10.31%	-13%	Turnover less likely
<b>D Work Environment</b>							
15	Stress	My stress level on the job is manageable.	1.97	83.51%	4.12%	16%	Turnover less likely
16	Communication	We have good communication where I work.	3.09	32.99%	40.21%	-14%	Turnover more likely
17	Participation in Decisions	I have a say in most important decisions that affect me.	3.34	28.87%	52.58%	-13%	Turnover more likely
18	Distributive Justice	My coworkers and I are dealt with in a fair manner.	2.36	64.95%	16.49%	-11%	Turnover less likely



#	Employee Satisfaction Factor	Survey Question	Av. Score	% Agree	% Disagree	Turnover Correlation <sup>1</sup>	Conclusion
<b>E</b>	<b>Individual Characteristics</b>						
19	Organizational Commitment 1	I am committed to the Brooklyn Park Police Department as an organization.	1.69	86.60%	6.19%	-27%	Turnover less likely
20	Organizational Commitment 2	I am committed to being a law enforcement officer.	1.45	89.69%	2.06%	-27%	Turnover less likely
21	Job Satisfaction	My job is satisfying.	2.07	78.35%	12.37%	-22%	Turnover less likely
22	Turnover Intentions	I will quit soon.	4.23	11.34%	80.41%	45%	Turnover less likely
23	Job Search Intentions	I intend to look for better jobs with different organizations.	4.06	11.34%	72.16%	34%	Turnover less likely
24	Job Search Behaviors	I am looking for a better jobs with different organizations.	4.08	11.34%	68.04%	31%	Turnover less likely
25	Thinking of Quitting	I am thinking of quitting my job.	4.25	8.25%	79.38%	29%	Turnover less likely
26	Perceived Alternatives	I think that other police departments have better opportunities for me.	3.81	17.53%	61.86%	15%	Turnover less likely
<sup>1</sup> Turnover correlation data is taken from a recent meta-analysis of empirical research on the causes of turnover (Allen Bryant & Vardaman, 2010). Data in this							

#	Survey Question	Av. Score	% Agree	% Disagree
<b>Community Relations</b>				
1	I believe Brooklyn Park citizens trust the Brooklyn Park Police Department.	2.35	65.98%	13.40%
2	I believe increased community involvement from the Brooklyn Park Police Department would help us serve the community.	2.81	45.36%	29.90%
3	I believe African American citizens of Brooklyn Park have a positive opinion of the Brooklyn Park Police Department.	2.91	42.27%	31.96%
4	I believe the Brooklyn Park Police Department is doing all it can in community relations amongst diverse communities within Brooklyn Park.	1.92	78.35%	4.12%
<b>Leadership</b>				
5	My direct supervisor is committed to and supports diversity.	1.94	73.20%	5.15%
6	My direct supervisor handles diversity matters satisfactorily.	1.75	77.32%	5.15%
7	My direct supervisor shows diversity is important through his/her actions.	2.07	69.07%	6.19%
8	My department leadership demonstrates a commitment to diversity.	1.82	78.35%	4.12%
9	My department leadership respects individuals and values their differences.	2.19	64.95%	15.46%
<b>Self</b>				
10	I understand Brooklyn Park Police Department is working to recruit African American police officers.	2.03	65.98%	5.15%
11	I understand the department's reasons to diversify.	2.20	62.89%	12.37%
12	I would be more satisfied with my work if the department became more diverse.	3.34	12.37%	36.08%
13	I believe that more African American Police officers strengthen the department.	2.91	30.93%	20.62%
14	I do my part to make sure new police officers are welcomed into the department.	1.41	95.88%	0.00%
<b>Coworkers</b>				
15	My coworkers appreciate other whose race/ethnicity is different from their own.	1.93	76.04%	4.17%
16	My coworkers do their part to make sure new police officers are welcomed into the department.	1.99	81.25%	6.25%
17	My coworkers appreciate others whose race/ethnicity is different from their own.	2.02	71.88%	6.25%
18	My coworkers understand the department would like to recruit additional African American police officers.	2.17	64.58%	7.29%
19	My coworkers of different backgrounds interact well in the department.	1.72	79.17%	2.08%
<b>Internal Policies and Procedures</b>				
20	My department's policies are procedures discourage internal department discrimination.	1.70	82.29%	2.08%
21	I believe my department will take appropriate action in response to incidents of discrimination.	1.50	88.54%	5.21%
<b>External Policies and Procedures</b>				
22	Brooklyn Park Police Department Diversity Training program is sufficient in meeting our department's diversity related challenges.	2.09	66.67%	6.25%
23	My department's policies and procedures discourage community discrimination.	1.50	89.58%	2.08%
24	Increasing police education about diversity will enhance the department's proficiency with the community.	2.80	41.67%	25.00%

## Appendix J: Interview Questions

### Interview Questionnaire for Police Leadership

#### Description Overview:

On September 2016, Brooklyn Park partnered with the University of Minnesota and their Resilient Communities Project (RCP). The Resilient Communities Project seeks to align graduate students with opportunities to consult with public agencies on subjects of public interest. The Brooklyn Park Police Department (BPPD) was connected with students from the Humphrey School of Public Affairs in order to address a recruitment and retention issue where BPPD has a workforce that does not reflect the diversity of the community. The department lacks officers of color, particularly African Americans.

#### Introduction:

Thank you for agreeing to meet with us. We would like to ask you some questions regarding your organization's recruitment and retention of African American law enforcement officers. The answers you give here might not be kept confidential; however we will ask your permission before quoting you in any publically available materials.

#### Questions for All Interview Subjects:

Name of Interviewee:

Job Title:

Years served:

Preferred Contact:

#### Section 1:

Recruitment and Retention Procedures. We'd like to ask you some basic questions about what your police department does to recruit and retain officers:

- 1) What does your department do currently to recruit officers of all colors?
- 2) Do you do anything specifically to recruit African American officers?
- 3) How have these procedures changed over the last few years?
- 4) What does your department do currently to retain officers of all colors?
- 5) Do you do anything specifically to retain African American officers?
- 6) How have these procedures changed over the last few years?

#### Section 2:

We have been advised that a majority of police department have too few African American police officers, resulting in a police force that does not reflect the diversity of the community. The following questions are regarding this issue:



- 1) When and how did your organization first become aware of the issue?
- 2) What do you suppose would be the benefits of increasing the number of African American officers on the force?
- 3) On the other hand, what are the downsides of not taking action to address this issue?
- 4) What do you think is the cause of this issue?
- 5) Are there any potential solutions that you are considering, but have not yet tried?

**Section 3:**

We would like to explore your police departments internal command climate and culture.

- 1) How would you describe the internal culture of the Brooklyn Park Police Department?
- 2) How does this culture benefit African American officers on the force?
- 3) On the other hand, what downsides can be observed regarding internal culture that can be observed as negative toward African American police officers?
- 4) How would you describe the command climate of the Brooklyn Park Police Department?
- 5) Specifically, what actions are taken when a new police officer arrives to the department?
- 6) What steps are taken to ensure a positive morale and effective communication is occurring throughout the Brooklyn Park Police Department?
- 7) What are some types of reset training that occurs?
- 8) Is the reset training based on time (frequency mandated) or event driven?