PROMISING PRACTICES FOR

Increasing Diversity Among First Responders

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Full Report

PREPARED BY

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AIR
AMERICAN INSTITUTES FOR RESEARCH®

AUTHORS

Abby Miller, Sue Clery, Samantha Richardson, and Amelia Topper, *Coffey Consulting, LLC*

Stephanie Cronen, Samantha Lilly, Emma Hinkens, and Michelle Yin, *American Institutes for Research (AIR)*

Acknowledgments

Contents

Executive Summary

First responder fields—including law enforcement, firefighting, and emergency management services (EMS)—serve a crucial role in the safety and well-being of communities around the country. Public citizens and officials have placed a renewed focus on improving agencies' relations with their local communities by ensuring that first responders reflect the populations they serve. The potential benefits of increasing diversity and moving toward greater representation could also provide more secure and rewarding employment opportunities to historically underrepresented populations, thus having implications for local economic and workforce development. To gain a better understanding of such benefits, the U.S. Department of Labor's (DOL) Chief Evaluation Office contracted with Coffey Consulting, LLC (Coffey) to conduct an exploratory study to identify promising practices that first responder agencies and organizations can leverage to increase the diversity of their workforces.

Method

Coffey, in collaboration with the American Institutes for Research (AIR), began by conducting a detailed review of the published first responder and human resources literature and media to identify promising practices within the employment pipeline— recruitment, selection, training, retention, and advancement—that are being applied by first responder agencies or supporting organizations to increase workforce diversity. The study team visited a purposive sample of five sites identified as having well-established diversity efforts to gather more in-depth, contextualized information about the promising practices implemented and their potential, both achieved and anticipated, for increasing the diversity of their local first responder workforce.

The five selected sites represented several different first responder fields, focused on different points in the employment pipeline, and used different strategies to target diversity of various populations. The five sites were composed of two police departments (Atlanta Police Department [APD] and Dallas Police Department [DPD]), one fire department (San Francisco Fire Department [SFFD]), and two third-party training providers (Bay Area Youth EMT [BAY EMT] program and Camp Fully Involved [CFI]). The police and fire departments that participated in the study were more representative of the local populations they serve relative to departments nationwide, and all sites display diversity practices cited in the human resource and first responder-specific literature as potentially promising. A profile summarizing the information collected prior to and during the site visit was developed for each site.[1]

Findings

Overall, the findings indicated that the sites employ a range of promising practices along the employment pipeline. Some common themes related to organizational and leadership support, recruiting diversity, and retaining diversity emerged across the sites. Key differences in the challenges faced by the type of organization were also identified. A high-level summary of these findings follows.

ORGANIZATIONAL AND LEADERSHIP SUPPORT

All five sites displayed aspects of a diverse organizational culture including: a diverse leadership (in terms of both race/ethnicity and gender), an emphasis on diversity as a priority, and open discussions among staff about the importance and meaning of diversity.

RECRUITING DIVERSITY

Promising recruitment practices include population-specific liaisons, partnerships with colleges and high schools, and financial incentives for language skills. In addition, APD, through their partnership with the Atlanta Police Foundation, offers housing and education benefits to new recruits. Community engagement activities—including youth programs and classes and events for the public—serve as both direct and indirect recruiting methods. These activities provide opportunities for citizens to learn more about first responder careers while also fostering a positive image in the community, particularly among previously underrepresented populations in the professions, who can then see themselves in these positions.

The majority of the sites provide free training and/or test preparation. Both APD and DPD have free academies; BAY EMT is a free fire service and emergency medical services program and covers testing fees; and Camp Fully Involved offers scholarships to cover the costs of fire service training on an as-needed basis. APD and DPD both

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[1] Each site had an opportunity to review its profile for accuracy.

offer coursework specific to diversity involving anti-bias training and reality-based role-playing exercises, and DPD requires that academy graduates complete 60 hours of Spanish coursework.

RETAINING DIVERSITY

Although the focus for increasing diversity primarily appeared to be on recruiting, some examples surfaced related to the retention of employees. Both police sites offer frequent opportunities for promotion and movement between various units within the department, with an emphasis on equal opportunity for all staff regardless of background. All three department sites (two police and one fire) offer financial incentives to staff who speak multiple languages, which better positions them for communicating directly with community members. Also, the focus on inclusion supports the retention of a diverse workforce. In fact, female and racial/ethnic minority representatives of both police departments spoke of a comfortable, welcoming, "family" environment, particularly for underrepresented populations. SFFD offers employees the professional and personal support of various employee affinity groups (i.e., a group with no departmental or government oversight in which employees may voluntarily join to build relationships with other employees having similar interests or experiences such as race, gender, gender identity, etc.) that advocate on their behalf.

CHALLENGES

Diversity challenges among departments appeared specific to the profession: either police or fire. For police, a major challenge is filling the approximately 200–300 openings each year, while for fire, the challenge appeared to be competition for limited openings. All three departments cite the need for additional bilingual staff and the challenge of gaining the trust of immigrant populations who often have negative views of police from their home countries. The two police sites, like police departments around the country, lose a number of applicants during the hiring stage due to factors such as candidates not passing the background review and the length of time it takes for a candidate to complete the hiring process. Beyond hiring, both police departments cite challenges retaining younger employees, many of whom were the focus of recent recruitment efforts targeting underrepresented populations.

Conclusions

Findings from the literature review and site visits provide many examples of strategies that agencies can use to increase diversity among first responder professions. However, implementing these practices may be more or less difficult in some contexts, depending on the receptiveness of key participants to making real and lasting changes and having the resources available to do so. Further research is needed to study the identified practices in more depth. In order to be successful, agencies, at a minimum, must work towards *institutionalizing* their goal to strive for and support diversity and inclusion. It must become prioritized as a part of the organization's leadership, budget,

and business process. To inform and support this approach, a program brief summarizing the promising practices identified for increasing diversity within the first responder workforce was developed for dissemination to those who have an opportunity to make a difference.

Introduction

Following passage of Title VII of the Civil Rights Act (1964), as amended, federal and state governments have implemented an array of policies aimed at preventing job discrimination based on personal characteristics, such as race, ethnicity, gender, religion, national origin, disability status, age, and sexual orientation. An important expectation of equal opportunity legislation is that it will contribute to the establishment of a representative workforce with the development and implementation of regulations, rules and policies contemplated by such legislation. However, decades after the enactment of these policies, some occupational sectors remain largely homogenous. One such cluster of occupations includes "First Responders"—defined here as law enforcement, fire, and other emergency medical services (EMS) personnel.[2]

First responder fields serve a crucial role in the safety and well-being of communities around the country. Public citizens and officials have placed a renewed focus on improving both the representativeness of first responders in relation to the populations they serve, and the agencies' relations with their local communities. The assumption underlying this focus is that a more representative first responder workforce will lead to better community relations and fairer treatment of the public served. While the limited

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[2] Based on an analysis conducted by the U.S. Department of Labor, the majority of first responders in 2014 were male, White, and 25- to 54-years old; it should be noted, however, that some of the first responder professions were more representative of women and non-Whites than others, and some groups were actually somewhat *over* represented at the national level in unexpected ways when compared with the overall working population—including Blacks or African Americans in law enforcement (15 percent of those in law enforcement compared to 11 percent of those employed in any field; see Schafer, Sutter, & Gibbons, 2015).

research available does not conclusively support this assumption (e.g., Brown & Frank, 2006; Sklansky, 2006; Sun & Payne, 2004),[3] a representative first responder workforce has been associated with a key outcome—a lower incidence of police-related deaths (Legewie & Fagan, 2016)—and is generally seen as desirable for social, economic, and legal reasons, regardless of its effect on other outcomes (e.g., see U.S. Department of Justice [DOJ] and Equal Employment Opportunity Commission [EEOC], 2015). For example, first responders who mirror the demographics of the community they serve may be more trusted and, therefore, seen as more approachable by witnesses or those in need of help, resulting in a more effective provision of services and greater community well-being. Hiring and promoting a more diverse first responder workforce also opens secure and rewarding jobs to a community. In addition, the notion of diversifying public organizations ". . . is crucial to ensuring active representation that leads to equal access to power, the reflection of community preferences, and public willingness to cooperate with organizations" (Morabito & Shelley, 2015, p. 346).

These potential benefits to the community, which may be yielded as a result of having a diverse first responder workforce, underscore the importance of providing equal employment opportunities to underrepresented populations. As noted by Riccucci and Riccardelli (2014), "[t]here is a long history of discrimination by police and fire departments against women and people of color in the United States" (p. 353). Compared to women and underrepresented groups' overall representation in the workforce, their relative representation in first responder sectors is notably low (Griffith, Schultz, Wakeham, & Schultz, 2015; Morabito & Shelley, 2015; Schuck, 2014; Russ-Eft, Dickison, & Levine, 2008), indicating a longstanding opportunity to recruit and retain underrepresented populations from the workforce pool in policing, firefighting, and EMT service.

In recognition of the need for additional research on this important topic, the U.S. Department of Labor (DOL) contracted Coffey Consulting, LLC (Coffey) to conduct an exploratory multi-site case study of promising practices for increasing diversity among first responders.

The study's research design and approach, site visit case study summaries, detailed cross-site analysis, and discussion of findings are presented in the following sections of this report.

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[3] There have been some important exceptions related to women in law enforcement, as summarized in the 2016 DOJ and EEOC *Advancing Diversity in Law Enforcement* report. Based on the authors' review of the literature, female officers were less likely than male officers to use deadly or excessive force unnecessarily, and were more likely to use community-oriented practices in their policing.

Objectives and Research Approach

The First Responder Diversity Study sought to establish a better understanding of promising recruitment-, hiring-, training-, retention-, and advancement-related practices for improving the diversity of first responders in terms of gender, race, ethnicity, and sexual orientation. This exploratory study is intended to contribute to the existing research base and to serve as a resource for future diversity research. The findings profile promising diversity practices at the five first responder study sites and are not intended to represent a definitive or exhaustive list of practices.

Overview of the Study

This multi-site case study consisted of two main components: (1) information gathering from the field about potentially promising practices and (2) in-depth case studies of the five study sites identified as implementers of promising practices. The information gathering component included a comprehensive search of the human resources and first responder literature on improving diversity; a review of first responder association websites; and a scan of policies and practices enacted within a set of states found to have a relatively diverse first responder workforce. The findings of that initial information gathering were described in detail in the study's literature review (see Appendix A) and are summarized in the current report. Based on the information gathered, study staff developed a list of potential study sites and a "best practices" rubric culled from the relevant literature to use in screening those sites. From this process, staff identified five local fire or law enforcement agencies or supporting organizations (e.g., training providers) that were implementing practices consistent with those identified in the

literature review. Study staff recruited the five sites and conducted a site visit to each of the agencies or supporting organizations to collect detailed information through interviews with leaders and line staff and to obtain information on the current demographics. The ultimate goal of the case studies was to identify and describe in depth some of the strategies being used that hold promise for increasing diversity in other locations. A full accounting of the study's methodology can be found in Appendix B.

Site Selection

To be selected as a study site, potential agencies or supporting organizations had to meet two main requirements during site selection: (1) the strategies followed "best practices" based on the human resources literature and/or were based on expert recommendations from the relevant first responder field and (2) reported outcomes suggested that a particular site's strategies were improving diversity at that site. Sites were removed from the list if they did not appear to follow "best practices" according to the screening rubric developed for the study, or if their outcomes data either did not show improvements in diversity over time or were not yet available.

From the resulting list of prospective sites, the study team selected a group of five sites that, as a whole, met the following study requirements: The sites represented a range of first responder fields, utilized components of the employment pipeline, and protected groups targeted by the strategies. The five sites were composed of two police departments, one fire department, and two third-party training providers.

Background—Literature Review

In both the public and private sectors, a similar set of general practices or organizational characteristics have been identified as useful for ensuring and managing a diverse and inclusive workforce (e.g., see Aronson, 2002; Stalcup et al., 2005; U.S. Department of Commerce and National Partnership for Reinventing Government Benchmarking Study, n.d.). These include:

- A demonstrated commitment to diversity and inclusion at the leadership and management levels (e.g., diversity among leadership members; an organization's stated core values include diversity and inclusion; sustained investment in supporting diversity and inclusion, etc.);

- A strategic plan designed from a current diversity assessment of the organization that includes diversity goals and plans aligned with or explicitly linked to the organization's goals and objectives;

- Succession planning that includes an ongoing strategic process for identifying and developing a diverse pool of talent for an organization's potential leaders;

- Communications from leadership about the value of diversity for organizational performance;

- Employee involvement to support diversity and inclusion throughout the organization (e.g., mentoring new employees, supporting public outreach by employees, etc.);

- Training of management and staff to recognize and avoid bias (including implicit bias); and

- Establishing indicators for measuring progress and performance and holding leaders accountable to those measures.

Experts in the field of diversity management along with organizations that have been the most successful at improving diversity and inclusion support these practices (e.g., see Aronson, 2002; Stalcup et al., 2005; U.S. Department of Commerce and National Partnership for Reinventing Government Benchmarking Study, n.d.). They agree that a combination of the general practices identified should be considered when an organization is developing and implementing its diversity initiatives. The descriptions below summarize general strategies as they relate to specific components of the employment pipeline. See Appendix A for the full literature review report, which describes these strategies in greater detail.

Recommendations from the Human Resources Literature

In general, the human resources literature suggests a commitment to diversity and inclusion at all levels of the organization in a way that is explicitly communicated, demonstrated, supported, and sustained (Aronson, 2002; Stalcup et al., 2005; U.S. Department of Commerce and National Partnership for Reinventing Government Benchmarking Study, n.d.). For outreach, recruitment, and hiring, recommendations include establishing a council to develop, implement, and monitor a diversity-focused recruitment plan, including individuals with a strong commitment to diversity on advisory councils and search committees; training members of search committees to avoid bias in selection practices; developing formal partnerships with schools and organizations that serve diverse populations; and disseminating tailored recruitment messages in a range of outlets that serve diverse populations (Avery & McKay, 2006; Jacobs & Thomas, n.d.; Stalcup et al., 2005; Williamson et al., 2008).

Diversity training is seen as most successful when broad, inclusionary definitions of diversity are used by the organization and training is strongly encouraged for all employees and required for managers (Kalev et al., 2006; Rynes & Rosen, 1995). Additionally, strategies should be pilot-tested before full-scale implementation (Holvino et al., 2004). Long-term evaluations of diversity training initiatives include assessing changes to individual attitudes and behavior, organizational culture, costs and profitability, employee satisfaction across different groups in the organization, and the use of diversity strategies within business systems and structure (Holvino et al., 2004; Rynes & Rosen, 1995).

For improving retention and advancement, organizations should prioritize diversity by assessing, communicating, and explicitly recognizing effective diversity efforts, such as including diversity-related goals in the organizations' strategic plans (Stalcup et al.,

2005; U.S. Department of Commerce and National Partnership for Reinventing Government Benchmarking Study, n.d.). Establishing a mentorship program can help foster self-development, a sense of inclusion, and advocacy within the organization, and thus increase the likelihood of retention and advancement of a diverse workforce (Stalcup et al., 2005; U.S. Department of Commerce and National Partnership for Reinventing Government Benchmarking Study, n.d.).

The vast majority of studies conducted to establish these best practices consist of surveys, interviews, focus groups, and case studies, which have been valuable for the sake of knowledge development around best practices. However, additional research is needed to identify more specific approaches (e.g., the characteristics of an effective mentorship program) and the conditions under which implementation is most successful, and to evaluate the effectiveness of best practices more rigorously.

Summary of Best Practices from the First Responder Literature

The best practices identified in the diversity literature specific to first responders mirrored many of the general practices highlighted in the human resources literature. In addition to targeted recruitment messaging and partnerships in the community, the literature on police diversity recommends adequately funding recruitment efforts to reach a diverse set of applicants (Comeau, 2011; Haddad, Giglio, Keller, & Lim, 2012; Jordan, Fridell, Faggiani, & Kubu, 2009; Matthies, Keller, & Lim, 2012; International Association of Chiefs of Police, Bureau of Justice Assistance, & Klein Associates Division/ARA, 2009; Scrivner, 2006; Taylor et al., 2005; White, Cooper, Saunders, & Raganella, 2010). It is important to tailor messaging for diverse communities not only by highlighting the range of people with careers in law enforcement, but also by conveying aspects of the job that applicants care about—helping people, job benefits, and job security (White et al., 2010).

The practices identified in the firefighter and EMT literature include changing the fundamental culture of an organization, which requires a re-examination of traditional gender perceptions, visible commitment from leadership, progress monitoring, transparency, and objectivity (Broome, 2012; Hulett et al., 2008). Additional recommended practices include implementing a human resources committee or task force on diversity, effectively communicating the rationale and advantages of a diverse workforce, instituting organization-wide diversity training, establishing a recruiting budget to ensure a diverse applicant pool, developing relationships with affinity groups to aid in targeted recruitment, establishing a mentoring program, and allocating additional resources to support diverse student populations (Fernandez, Studnek, & Margolis, 2008; Fox, Hornwick, & Hardin, 2006; Van Solkema, 1999).

Similar to the general human resources literature on best practices for increasing diversity and the literature on law enforcement, the findings on best practices for police, firefighters, and EMTs are based on survey and qualitative research, such as focus groups, with those primarily in the firefighter profession. This work has been critical for

identifying promising practices generally in human resources, but more research is needed to identify additional best practices specific to first responders and to assess their impacts throughout the employment pipeline.

Site Visit Findings

Below are summaries of each of the five sites visited, followed by a cross-site analysis of major themes pertaining to promising practices and challenges along various key points in the employment pipeline: career exploration, recruitment, hiring, training, retention, and advancement. Table 1 displays where the practices identified at each site fall along the employment pipeline.

Table 1. Overview of Diversity Efforts Along Key Points in the Employment Pipeline at Each Site

	Atlanta Police Department (APD)	Dallas Police Department (DPD)	San Francisco Fire Department (SFFD)	BAY EMT*	Camp Fully Involved (CFI)*
Career Exploration				✓	✓
Recruitment	✓	✓	✓	✓	
Hiring	✓	✓	✓	N/A	N/A
Training	✓	✓	✓	✓	✓
Retention	✓	✓	✓	N/A	N/A
Promotion	✓			N/A	N/A

*Bay EMT and CFI are third-party training sites, therefore some segments of the employment pipeline, as noted, are not applicable to these sites.

Atlanta Police Department

Background

The Atlanta Police Department (APD) was selected as a study site based on its representation of the population, and results from the policy scan that highlighted recent recruiting efforts targeting local Spanish-speaking communities. The study team interviewed 18 line and command staff, including the Chief of Police, an Assistant Chief, a Deputy Chief, one Captain, four Majors, two Sergeants, one Investigator, six Police Officers, and one civilian employee. Among those interviewed were representatives from the Background and Recruitment Unit; the Training Academy; Special Projects; the Community-Oriented Policing Section; the internship program; lesbian, gay, bisexual, and transgender (LGBT) and Hispanic liaisons; and the Atlanta Public Schools liaison. The site visit took place in April 2016.

Staff at the APD described the city of Atlanta as "the home of civil rights" where the "the discussion of race is always front and center." Atlanta has been described as "the emerging capital of [B]lack America" (Lloyd, 2012, p. 485). In addition, Atlanta has garnered attention for being racially progressive within the South and previously adopted the city slogan "The City Too Busy to Hate" (Lloyd, 2012, p. 485).

The APD, like the city, is over 50 percent African American. Based on interviews with APD staff, the leadership appears to have an understanding of the benefits of diversity and the importance of diversity beyond race/ethnicity to include gender, sexual orientation, religion, age, and other background characteristics and experiences. One interviewee commented that staff "need an open mind" to work at APD; those who do not value diversity often leave. APD staff members are transparent about discussing the demographic representation of staff and any gaps that need to be addressed, both in the line staff and leadership. Figure 1 displays the demographic composition of APD sworn officers in comparison with the local population.

Figure 1. Percentage Distribution of APD Full-Time Sworn Personnel vs. Atlanta General Population by Race/Ethnicity and Gender
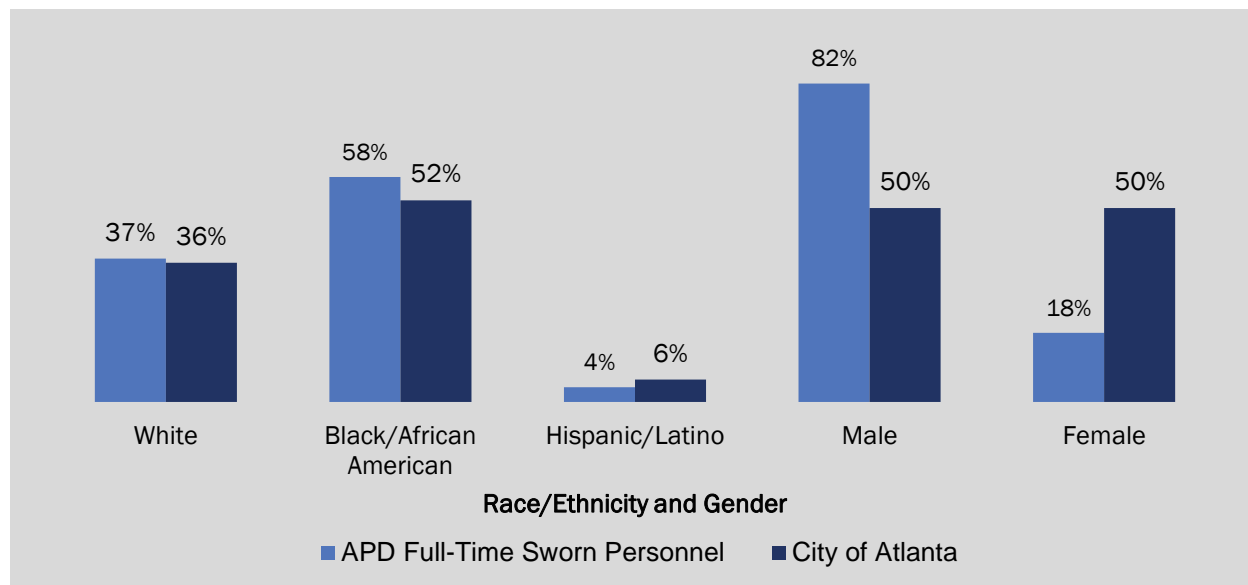
Sources: Bureau of Justice Statistics, Law Enforcement Management and Administrative Statistics (LEMAS) 2013, U.S. Census, American Community Survey, 2010-2014. Note that LEMAS data represent full-time sworn personnel, and ACS general population data reflect the total population, including all ages, of the city of Atlanta, Georgia. White and Black/African American categories exclude those of Hispanic or Latino origins and those reporting more than one race.

Leadership

Based on site visit observations and interviews, historically underrepresented populations in the first responder profession (racial/ethnic minorities, females, and the LGBT community) appear to be particularly well-represented among the leadership ranks at APD, as well as throughout the line staff. Diverse leadership provides role models for current and prospective APD officers who can envision themselves in those positions.

Chief George Turner, who grew up in Atlanta, has been with APD for 35 years and was appointed to lead the department in 2010. He attended a local historically Black college and has a deep understanding of Atlanta's racial climate, as well as the importance of having a diversified police force. He described his philosophy about diversity as "purposed," especially within the command staff, and has made a deliberate effort to place women and underrepresented groups in top leadership positions. He is also a vocal supporter of the LGBT community.

Diversity is a priority throughout the leadership ranks, reflected in this comment from a leadership staff member interviewed: "We've made huge strides but we have much further to go." The department's leadership has a clear understanding of the benefits of diversity—"when we have diversity of individual, we have diversity of thought"—and why that is important for both APD and the city. This message from leadership trickles down to staff, who commented frequently on the importance of visibility of diversity—among command staff, individual units, officers, and in recruiting advertisements—for serving the community.

In addition to embracing diversity, interviewees noted that the Chief and Atlanta Mayor Kasim Reed support "outside the box" thinking to achieve such goals as diversity. This innovation is reflected in the recruiting and community practices described below, including such recent staff-developed initiatives as *My Life Matters* (highlighted in "APD Highlight" text box). The APD leadership is closely involved in many aspects of the recruiting and hiring processes, including participation at local events and out-of-state recruiting trips.

APD Highlight

"John"* is a 22-year-old native of Atlanta who, as a homeless youth, was driven to gangs and crime because it was the only life he knew and saw as a possibility. Eventually, he was arrested for home robbery at age 14. A judge in the Superior Court of Fulton County gave John a second chance to succeed and connected him with mentors who encouraged him to continue with high school. After being released from prison, John attended school at nights and on weekends, and within one year, enrolled in college. The APD Deputy Chief offered to help John get a job with the APF, because he could not find employment with felonies on his record. As a result of John's success, the judge and APD recently partnered with APF to create a grant-funded program, *My Life Matters* (MLM), to give other incarcerated youth like him a second chance in life. Currently, 14 minors with felonies are participating in the pilot program.

John now works for MLM as an employee of APF, serving as a mentor for the program along with three APD officers. They meet with participants regularly and intensively, and connect participants with individuals from the business community to teach life and job skills. The program partners with Atlanta Technical College to enroll participants in a GED program and with nonprofit organizations—including Habitat for Humanity, Big Brother/Big Sister, and Atlanta Job Corp—for community service opportunities. Participants are monitored closely to ensure they are making progress and meeting program goals.

This second chance program is representative of the innovative leadership of APD; its leaders are not afraid to take risks and try new approaches to reaching at-risk populations in the community. In addition, the program reflects the tendency of staff to take a holistic view of individuals and their circumstances in consideration of their future opportunities and potential contributions to the department. This is also a tenet of the background review process when hiring officers; minor offenses will be forgiven if enough time has passed and the applicant shows promise. MLM is an example of APD's recognition that to connect with the community, they need staff who can relate to the community. Finally, demonstrating this commitment to the community will help instill trust and a more favorable opinion among segments of the population who may have previously viewed the police skeptically. Building this positive image among citizens will make a future career with the police force a more viable option.

* A pseudonym has been used to protect the individual's identity.

Diversity practices specific to APD include the use of population-specific liaisons (i.e., Hispanic, LGBT) and partnerships with the Atlanta Police Foundation (APF) and city agencies to provide financial incentives, including bonuses for Spanish-speaking officers. APD also places importance on recruiting in its budget, which enables a recruiting team of 17 officers to travel to areas outside the state. These and other promising APD practices, such as community engagement, are described below in common findings across sites. Figure 2 displays where promising practices identified at APD fall along the employment pipeline.

Figure 2. Overview of Diversity Efforts Along Key Points in the Employment Pipeline at APD
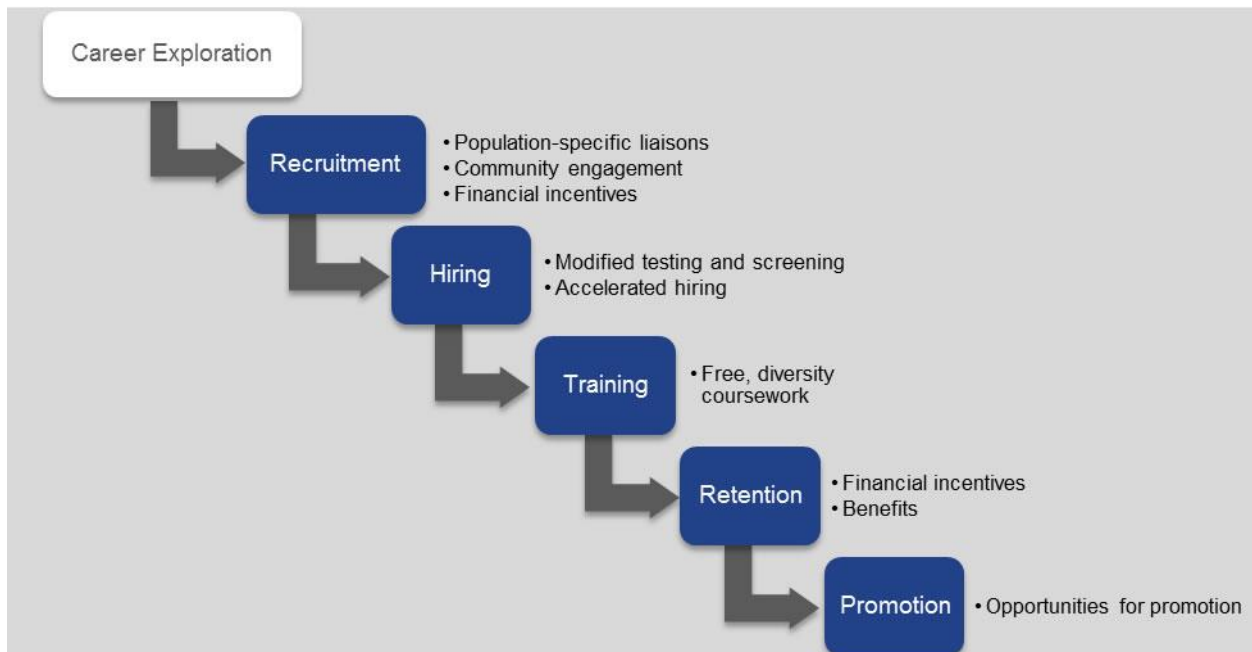
Dallas Police Department

Background

The Dallas Police Department (DPD) was selected for study based on its representation of the local population and recommendation by experts in the field for its recruiting practices focused on diversity. Fifteen line and command staff at the DPD were interviewed, including one Assistant Chief, two Deputy Chiefs, two Lieutenants, three Sergeants, three Senior Corporals, three police officers, and one civilian employee. Among those interviewed were representatives from the Recruiting Unit, Administrative Bureau, Applicant Processing, Personnel Division, Patrol Division, Training Academy and Division, Internal Affairs, and Community Affairs. It should be noted that the study team visited the site and conducted interviews in April, 2016, prior to the tragic event of July 2016 that led to the deaths of five DPD officers.

Dallas has a long history of racial tensions and segregation, while also experiencing major growth in the diversity of its citizens over the past 50 years (Nicholson, 2016). To a large extent, Dallas' growing Hispanic population has driven this diversity, increasing its representation from 7.5 percent in 1970 to 42 percent today.

The ninth largest police department in the United States, DPD employs approximately 3,300 officers and hires approximately 200 new officers per year. Police staff interviewed described the DPD as having a family environment despite its large size.

Currently, the DPD has 50 percent racial/ethnic minorities and 19 percent female officers. DPD leaders would like to achieve better representation of females among its sworn officers, although this percentage is higher than the national average of 12 percent.[4] In 2016, African American officers mirrored the city demographics (26 percent), while Hispanic officers, comprising approximately 20 percent of the total, were still underrepresented (see Figure 3).

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[4] Based on analysis of Bureau of Labor Statistics, Law Enforcement Management and Administrative Statistics (LEMAS) Survey, 2013. Note: This survey is conducted every five years, and 2013 is the most recent year available. The representation of women has not changed since the previous survey collection in 2007.

Figure 3. Percentage Distribution of DPD Full-Time Sworn Personnel vs. Dallas General Population by Race/Ethnicity and Gender
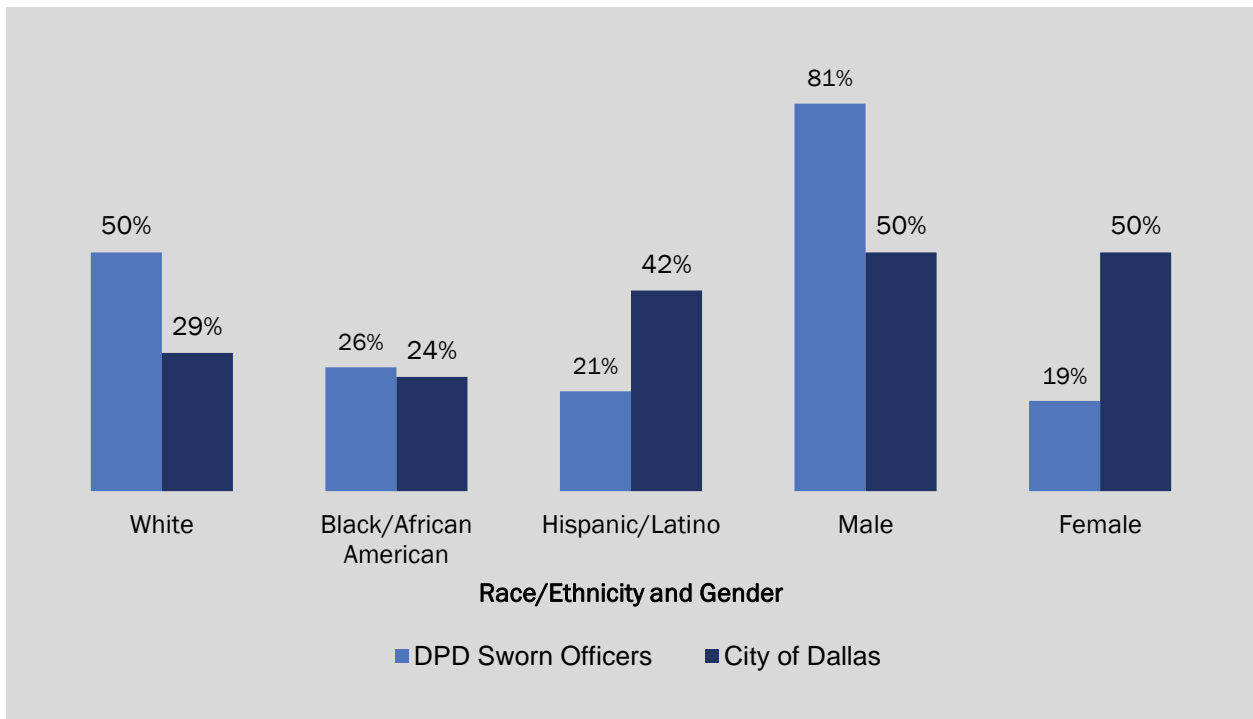
Sources: DPD, 2016; U.S. Census, American Community Survey, 2010-2014. Note that ACS general population data reflect the total population, including all ages, of the city of Dallas, Texas. White and Black/African American categories exclude those of Hispanic or Latino origins and those reporting more than one race.

Leadership

DPD has made progress at recruiting Hispanic officers since a major push in 2008 to restructure the recruitment team and develop innovative recruiting practices to reach this population (described under Findings—Recruitment). Table 2 displays the increase in both underrepresented groups and female sworn officers at DPD since implementing these changes.

Table 2. Percentage Distribution of DPD Full-Time Sworn Personnel by Race/Ethnicity and Gender, 2008 and 2016

	2008	2016
Total	*100%*	*100%*
Race/Ethnicity		
White	57%	50%
African American	24%	26%
Hispanic	16%	21%
Other	0%	0%
Asian/Pacific Islander	1%	2%
American Indian/Alaskan	1%	1%
Gender		
Male	83%	81%
Female	17%	19%

Source: DPD, 2016.

Chief David Brown has led the DPD since 2010.[5] He interacts with the community at various events, such as "Chief on the Beat," and through what staff refer to as heavy use of social media. Officers interviewed for this study expressed their appreciation for having a homegrown leader who is actively engaged in the community. In 2012, Chief Brown expanded community policing efforts to include the Community Affairs Unit, the Police Athletic League (PAL), and the Neighborhood Policing Unit. Brown maintains strong relationships with the Dallas Mayor and the City Council leadership, who have been supportive of the DPD and its community engagement efforts.

Interviewees said that African American and female officers in the command staff serve as role models for prospective and current officers who can envision themselves in those positions. The importance of diversity is reflected in the DPD's strategic plan and ingrained in its culture. Staff members are described as having courageous conversations about differences in backgrounds and perspectives. Interviewees noted that the DPD is now in its second generation of officers from underrepresented groups and, at this point, credit word of mouth for helping to sustain diversity.

DPD leadership defines diversity as extending beyond race/ethnicity to LGBT status, age, disabilities, and other background characteristics and experiences. While the DPD has made strides in becoming representative of the local population, both overall and within its leadership ranks, leaders expressed that the DPD still has "room for improvement" when it comes to women and Hispanic officers. Despite being above the national average for representation of both women and underrepresented groups, DPD is always striving for better representation of the local population.

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[5] Chief David Brown announced his retirement in September 2016, during the production of this report. See: http://gov.texas.gov/news/press-release/22628

DPD Highlight

At the DPD, a Hispanic woman who now serves on the command staff highlighted the importance of both role modeling and having diverse recruiting staff familiar with cultural norms. Her family was hesitant with the idea of her serving on the police force, given traditional gender roles typical in some Hispanic communities, and having a Hispanic recruiter communicate with her family was critical to gaining their acceptance:

"In my household we were raised where you are here for your family and that's what you do. If you get a job it will be a nice safe office job. Anything where you'll be subjected to danger as a girl, with my upbringing, that's not something they were in favor of. [DPD Recruiter] played a heavy role with me becoming a Dallas police officer with speaking to my father...I was a civilian at the time… [DPD Recruiter] had words of encouragement—'Don't limit yourself to handing out equipment and answering phones. You're capable of so much more.' My father at the time said 'no.' But again, [DPD Recruiter] would express to him, 'we need her out there because she can relate to the community.' [DPD Recruiter] has been by my side and one of my biggest cheerleaders ever since…He told me once 'whether you want it or not you are a role model for all these little girls so you do the best with every opportunity presented to you.'…He has sent that message out of there are no limitations of what you are able to do here…I can't believe that I am where I am right now. It's because of [DPD Recruiter].'"

Unique Practices

DPD recruiting is unique in its strategy of forming relationships with college campuses. Recruiters go beyond the standard practice of staffing tables at job fairs on campuses to making presentations in college classrooms and spending time with students in common areas. DPD recruiters reach out to students of all majors, not only criminal justice, with the message that policing can provide job opportunities beyond patrolling. DPD is also unique in its training requirements; both basic and in-service training provide diversity-specific coursework and role-playing, and all recruits are required to complete intermediate Spanish—60 credit hours, which is well beyond the state requirement of 12 hours. These practices, along with those shared by other sites, are described in more detail below in the cross-site analysis of common findings. Figure 4 displays where promising practices identified at APD fall along the employment pipeline.
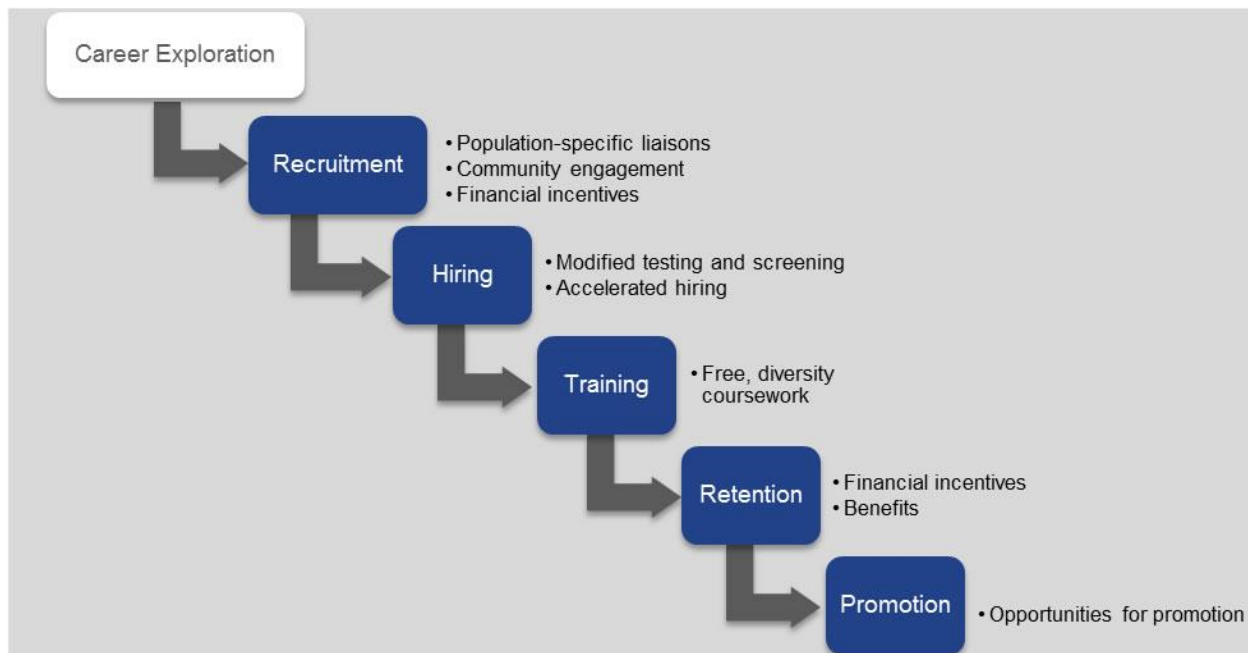
San Francisco Fire Department

Background

The San Francisco Fire Department (SFFD) was selected to participate in the study due to its notable diversity statistics after managing a near decade-long consent decree. The study team conducted interviews with 17 staff of various positions and involvement in diversity efforts, including the Chief, Deputy Chiefs, Fire Commissioner, Director of Human Resources, representatives of population-specific employee groups, Neighborhood Emergency Response Team (NERT) Program Coordinator, Compliance Officer, union representatives, Director of the Firefighters and Safety Education program, and other command and line staff. Interviews were either conducted one-on-one or in small groups to accommodate SFFD staff schedules and availability. The SFFD site visit occurred in April, 2016.

The SFFD is one of the top five departments in the nation when it comes to diversity and has had a female chief since 2004. The department has several employee groups to represent and support specific underrepresented groups in fire service, including women; African American; Asian; Hispanic; lesbian, gay, bisexual, transgender, and queer; and military veteran staff. The SFFD partners with the California Firefighter Joint Apprenticeship Committee (CFFJAC) to provide paid apprenticeships and also partners with local public schools. The SFFD also offers a neighborhood emergency response program provided at several locations throughout the city in English, Spanish, and

Cantonese to support participation of all types of individuals. Benefits and compensation offered to department staff and the investment in employees is reported to be an excellent cause for retention.

Targeted efforts to increase diversity began in 1987 when a consent decree with the U.S. Department of Justice was implemented and required the department to dramatically increase its representation of staff from underrepresented groups and female staff, and it is now one of the most diverse fire departments in the country. The consent decree contained a court order to change the department's hiring, promotional, and management policies after the U.S. Department of Justice cited the City and County of San Francisco for unlawful discrimination. Although the ruling called for new hires to consist of 40 percent underrepresented groups and 10 percent women, SFFD surpassed the requirement by hiring 60 percent underrepresented groups and 20 percent female staff between 1988 and 1998. After termination of the consent decree in 1998, departmental leaders and staff maintained and continue to build on that diversity. Staff are also 15 percent female, with 7 percent of female staff in leadership positions as either chiefs or captains.[6] Figure 5 displays the race/ethnicity of staff relative to the local population, and Table 3 displays the demographic characteristics of staff before and five years following the consent decree.

Figure 5. Percentage Distribution of SFFD Full-Time Sworn Personnel vs. San Francisco County General Population by Race/Ethnicity and Gender
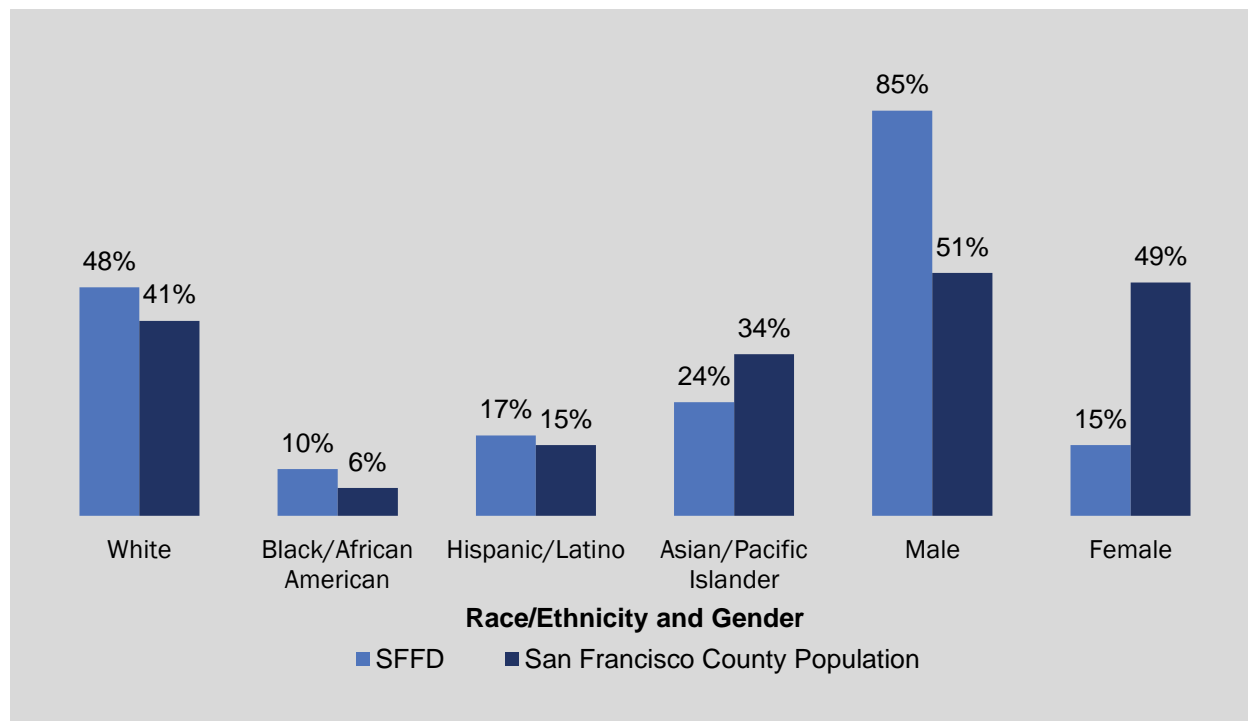
Sources: SFFD 2016; U.S. Census, American Community Survey, 2010 to 2014. Note that ACS general population data reflect the total population, including all ages, of the city and county of San Francisco, California. White, Black/African American, and Asian/Pacific Islander categories exclude those of Hispanic or Latino origins and those reporting more than one race.

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[6] Percentages were obtained from the SFFD Human Resources department on April 1, 2016. Percentages may sum to more than 100 due to rounding.

Table 3. SFFD Full-Time Sworn Personnel by Percentage Race/Ethnicity and Gender, Pre-Consent Decree, Five Years Intra-Consent Decree, and 19 Years Post-Consent Decree

	Pre-Consent Decree: 1988	Intra-Consent Decree: 1993	Post-Consent Decree: 2016
Total	100%	100%	100%
Race/Ethnicity			
White	83%	72%	48%
Black/African American	7%	9%	10%
Hispanic	7%	10%	17%
Asian/Pacific Islander	3%	9%	24%
Gender			
Women	0%	4%	15%
Men	100%	96%	85%

Source: SFFD 2016

Leadership

Department Chief Joanna Hayes-White was appointed in 2004 and was one of the first female fire chiefs appointed in the United States. Racial diversity also occurs at the leadership level. For example, the deputy chief of operations is a Hispanic male and the deputy chief of administration is an African American female. In addition, the San Francisco Fire Commissioner is Asian American.

SFFD Highlight

Chief Joanne Hayes-White was one of the first women hired at SFFD in 1990, and has been Chief since 2004. When she first started, the work environment was "structured for men" in terms of the station facilities, with one large bathroom and sleeping dorm. In 1992, a proposition passed that provided funding for separate changing rooms and showering facilities for men and women, which "helped tremendously." Chief Hayes-White is "proud of the strides [SFFD] made" to foster a comfortable working environment that allowed for women to excel in the field. San Francisco has "embraced a diversified workforce" and Hayes-White now oversees 1,600 members and an operating budget of $375 Million at SFFD, the largest urban fire department in the world with a female chief. She is an example of homegrown talent being invested in representing and serving her city. As she said, it "remains a huge honor for me to serve as Chief of department in the city of my birth...the city I love."

SFFD uses school outreach at the elementary through college levels to bring awareness about the profession and attract diverse applicants. At the lower level, initiatives are focused on teaching children basic fire safety and increasing visibility to demonstrate that individuals of different backgrounds can become firefighters. At the postsecondary level, SFFD partners with the City College fire science program to offer internships to selected students to gain on-the-job experience. In addition, since 2012, SFFD has offered a three-year apprenticeship through the CFFJAC which emphasizes the value of recruiting well-trained and qualified firefighting personnel from the ranks of underrepresented and target groups. Over 500 individuals have participated in the program since it started. The SFFD has multiple employee groups to represent and supports employees with shared characteristics (e.g., race/ethnicity, gender, sexual orientation, military experience). Employee groups are intended to provide a source of support and ensure equal opportunities for all employees, as well as serve as a recruitment tool for maintaining and increasing diversity within the department. Figure 6 shows where promising practices identified at SFFD fall along the employment pipeline.

Figure 6. Overview of Diversity Efforts Along Key Points in the Employment Pipeline at SFFD
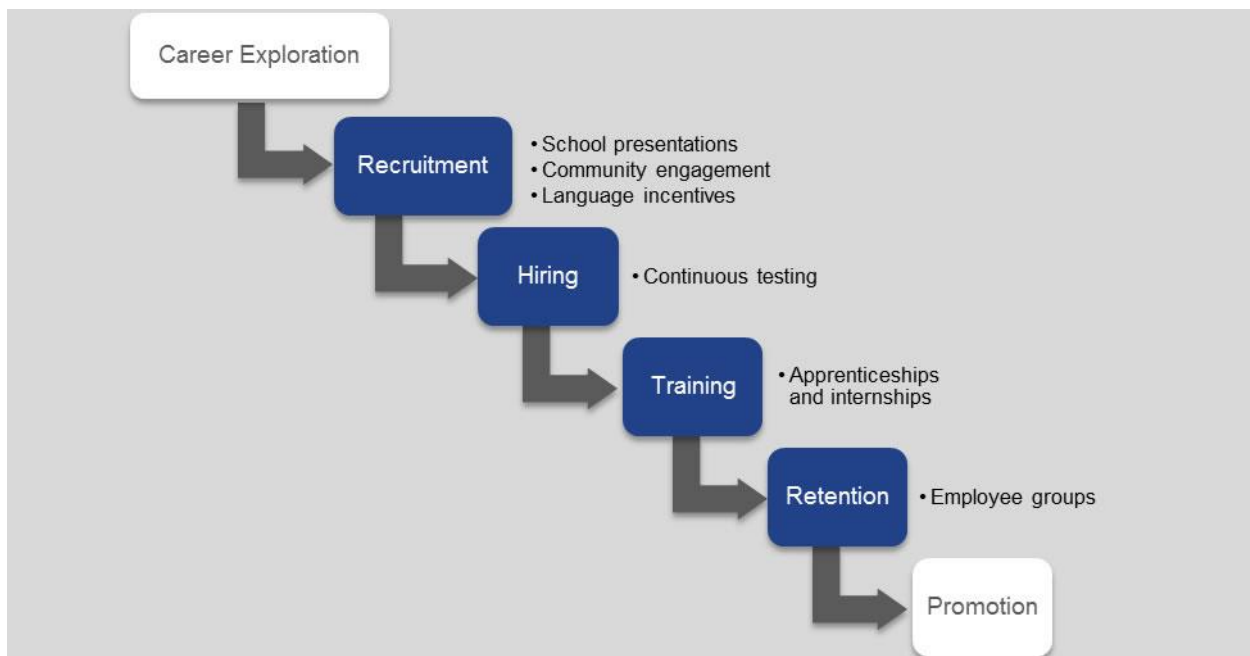
Bay Area Youth Emergency Medical Technician Program

Background

The Bay Area Youth EMT (BAY EMT) program was selected to participate in the study because of its unique approach to increasing diversity as a third-party training provider. The study team conducted interviews either one-on-one or in group settings with 30 persons of various involvement and positions with the program, including the executive directors of BAY EMT, Oakland and Alameda County Fire Department staff who serve as volunteer instructors in the program; Alameda County Superior Court judge who acts as a local advocate and partner; BAY EMT alumni; and current BAY EMT cadets. The site visit to BAY EMT was conducted in April, 2016.

BAY EMT is a nonprofit organization that offers free vocational training in the Oakland, California area with the mission of increasing the diversity of the local fire and EMS workforce. The program targets at-risk youth from foster homes and juvenile facilities who are between the ages of 18 and 24. BAY EMT offers two programs—the EMT program and the Fire Academy. The Fire Academy is operated with the support of Merritt College, the Oakland Fire Department, and the Alameda County Fire Department. In addition to completing fundamental lecture-style courses, students in the Fire Academy participate in physical training to practice fire skills hands-on. Additionally, all students are required to participate in volunteer events, such as school job fairs, community festivals, church events, and health fairs.

BAY EMT provides young adults with classroom instruction and hands-on physical training that prepares them to sit for any applicable required exams and become qualified candidates to apply for either a position within the field (for EMT) or within a fire department's academy (for fire). Enrollment for the EMT program allows for 35 students per session, and application for participation in the program is open to all interested individuals. BAY EMT fire academy enrollment is limited to 20-25 students per session and requires that applicants have taken one fire science technology course and have completed at least one EMT course. The EMT program is a five-month course offered twice a year, while the fire academy program is 18-weeks long and offered once a year.[7]

BAY EMT's founders conceptualized the program because they were particularly concerned with the lack of diversity in their community's EMT and firefighting fields— one of the most diverse communities in the country, but lacking in female, non-White, and bilingual staff. In the years prior to the program, some fire/EMT professionals at departments in local counties were less than 10 percent African American, less than 5 percent female, or, in one extreme, comprised only of men. These statistics were not representative of the diverse demographics of Oakland at the time, which was 36

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[7] Exception during 2009 and 2010 when EMT sessions occurred once a year.

percent African American, 22 percent Hispanic or Latino of any race, 15 percent Asian/Pacific Islander, and 52 percent female.[8] In pursuing development of the program, the founders realized that the education requirements necessary for pursuing a career in fire/EMT contributed to the lack of diversity: disadvantaged groups lacked resources and accessibility to attend and afford the education or training. Accordingly, the BAY EMT program was established in 2002 to offer free training, education, and support to prepare students for a career in EMS for those underrepresented in the field.

Of the 259 BAY EMT program students between 2011 and 2014, 205 passed the BAY EMT Final Exam, 96 passed the National Registry of Emergency Medical Technicians (NREMT) exam, and 67 became employed in healthcare (e.g., at an ambulance agency or hospital). Approximately 30 percent of the EMT graduates obtain employment within a year after completing the program. In addition, of the 62 fire academy students who participated in the program from 2013 to 2016, 43 students passed the Firefighter I Final Exam, 13 obtained a paid internship at a fire department, 21 became employed in healthcare (e.g., at an ambulance agency or hospital), and 16 became employed as firefighters or are participating in a department's hiring process. The program was the topic of a documentary titled "In the Red," which followed some of the program's participants over a period of two years to portray the program's impact on their lives.

Leadership

BAY EMT is managed primarily by its two founders, executive director Wellington Jackson and fire academy director Sean Gascie; both are firefighters at local departments who dedicate time outside of their own firefighting careers to voluntarily operate BAY EMT. The founders use their large professional, community, and social network to gain support and resources for the BAY EMT program.

BAY EMT Highlight

An alumnus of the program shared his success story:

"I was in juvenile hall when someone introduced me to [the founding director]. I took a liking to [the program], I really enjoyed the curriculum, so I graduated from the program out of juvenile hall and moved on to BAY EMT. I got my license and started working at a detox center. [The founding director] single-handedly helped me along the way. He took me to Sacramento to speak about a senate bill. It was about allowing people with records to go on and get their EMT license in the State of California. He jumped through a lot of hoops here, and he does that for everyone. After that I went to the fire academy. I got a job as a reserve, now I'm in the academy program."

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[8] Oakland city demographic data for this period obtained from: U. S. Census Bureau. (2000). American FactFinder fact sheet: Oakland City, California. Retrieved November 8, 2016, from https://www.census.gov/quickfacts/table/PST045215/0653000/accessible.

BAY EMT provides pre-cadet training to a segment of the population that may not otherwise receive it. BAY EMT's recruitment strategy is also unique in the field because the program recruits directly from foster programs and juvenile facilities and has less stringent entry requirements compared to fire academies. While most academies require all six fire science courses (offered through colleges or universities) be completed in order to enter a fire academy, BAY EMT only requires one of six fire science courses for program applicants to enter the program. This requirement was thoughtfully determined in an attempt to increase the diversity of the applicant pool by providing the opportunity to individuals — many of whom are from underrepresented groups — who start but have difficulty finishing an extended educational pathway. The program advocates for students and alumni by utilizing local networks and providing resources and tools to aid in placement into a fire academy with a department. The program also provides mentoring, tutoring, and professional advice. The large community network of local fire departments, employers, and organizations allows BAY EMT to share information, obtain support, and try to identify opportunities for students after program completion. The program supports students in personal obstacles as well, such as finding housing and managing family challenges. Due to the targeted focus of the program, students have often struggled with legal indiscretions in their youth that may otherwise serve as employment obstacles. BAY EMT partners with East Bay Community Legal Center to help in resolving students' legal matters.

Given the highly competitive nature of the field and industry demand, it is much more difficult to obtain employment in fire services than EMS. To aid in students' advancement, BAY EMT has established three paid part-time internships with local fire departments for fire academy students for the duration of their involvement in the program. This allows those students to gain first-hand experience and perhaps an advantage in obtaining a position in a department after completion of the program. BAY EMT also partners with a local ambulance provider to offer jobs to graduates in EMT occupations. Figure 7 displays where promising practices identified at BAY EMT fall along the employment pipeline.
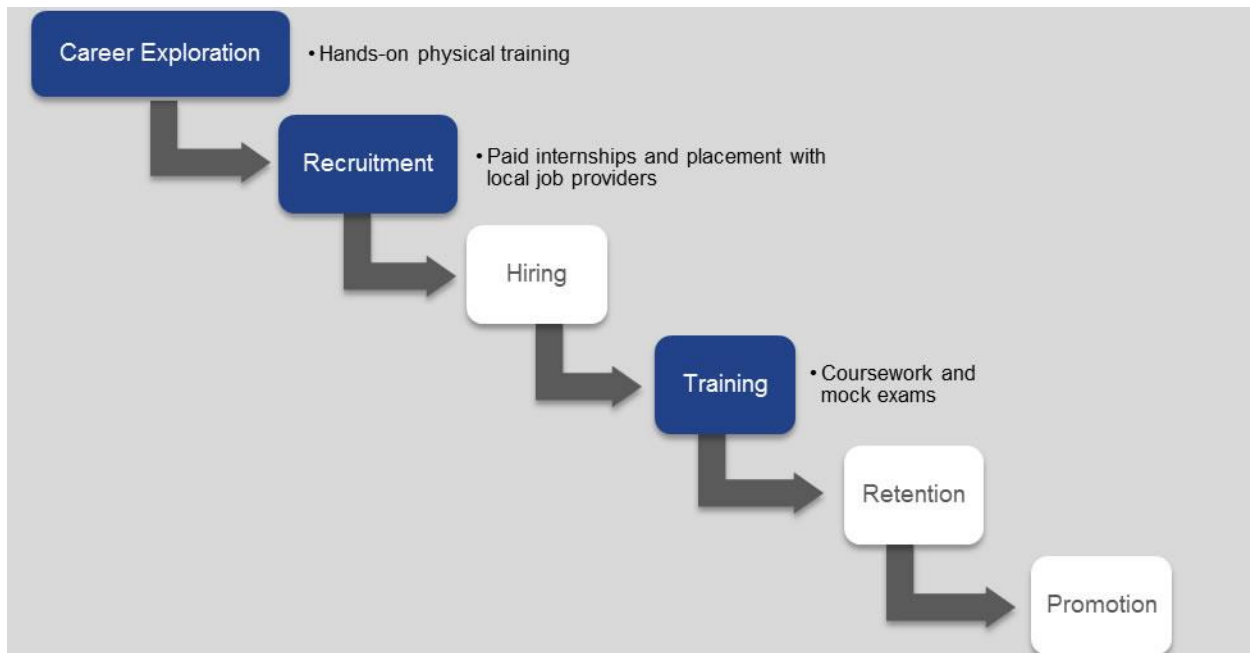
Camp Fully Involved

Background and Unique Practices

Camp Fully Involved (CFI) was selected as a study site based on its unique practices to increasing diversity in the firefighting field, with a particular focus on women. The study team interviewed the CFI director, two representatives from partnering organizations, four lead instructors (three of which were also founding members), an adjunct instructor who is also a former cadet, and four alumnae. Members of the study team conducted the site visit in May, 2016.

CFI is a hands-on, week-long residential camp located in Concord, New Hampshire, for girls age 14 (and having completed 8th grade) to 20 who are interested in fire science. The camp's mission is to "to provide young women a safe, dynamic, interactive and physically challenging environment to gain strength and knowledge while building confidence and leadership skills." (CFI, n.d-b.). CFI has been hosted by the New Hampshire State Fire Academy since opening in July 2007. The Academy donates the use of its state-of-the-art facility, including its dorms and some equipment, to CFI.

While the percentage of female firefighters has slowly increased over the past three decades, women comprise only 3 percent of career firefighters nationally (National Fire Protection Association, n.d.) and only 1 percent of firefighters in New Hampshire (Dinan, 2015). Founding director Jess Wyman, prompted by her own experience as a firefighter—currently serving as the first female Lieutenant at Nashua, NH Fire

Rescue—and with encouragement from staff at a similar program in Oklahoma, created CFI to respond to the need for a more diverse fire service workforce.

Unlike other youth firefighter camps, CFI is unique for several reasons: the cadets, or participants, are all female; it is residential; the staff include both female and male firefighters; and cadets are exposed to authentic firefighter training exercises and drills, such as extinguishing a car fire, rappelling down a four-story burn building, and—CFI's capstone activity—putting out a building fire. As one of the founding members of CFI remarked about the all-girl design of the camp, "I think not having the boys here; [the cadets'] guard goes down and they can be who they want to be."

Although CFI is focused on helping girls learn about and experience the firefighting profession, applicants are not required to be committed to a fire science career; the hope is that cadets "will gain a confidence and inner strength that come through accomplishment and success, and those qualities will stay with them no matter what career paths they should choose" (National Fire Protection Association, n.d.). According to Wyman, "We have a lot [of cadets] who are already interested in fire services, but for ones who don't have connections to fire service, we really want to open doors." And, as echoed by an instructor, "We've had some girls come in thinking they'll be firefighters, and then they say 'not for me,' but they still come out with skills that are valuable."

While CFI has not conducted formal outcomes assessments, it has collected informal, self-reported data on the post-camp activities of alumnae. Data provided by CFI show that, as of the 2015 summer session, 57 percent of cadets (or, 97 cadets) either continued in fire science, joined a fire exploring program,[9] or attended college for a fire-based degree program. Of these cadets, 23 percent (or, 22 cadets) were hired as volunteers, paid on-call, or full-time career firefighters.

Figure 8 displays where promising practices identified at CFI fall along the employment pipeline.

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[9] Exploring includes all active explorers/junior firefighting programs and those cadets who are currently pursuing a fire-service, EMS, or military college path.

Figure 8. Overview of Diversity Efforts Along Key Points in the Employment Pipeline at CFI
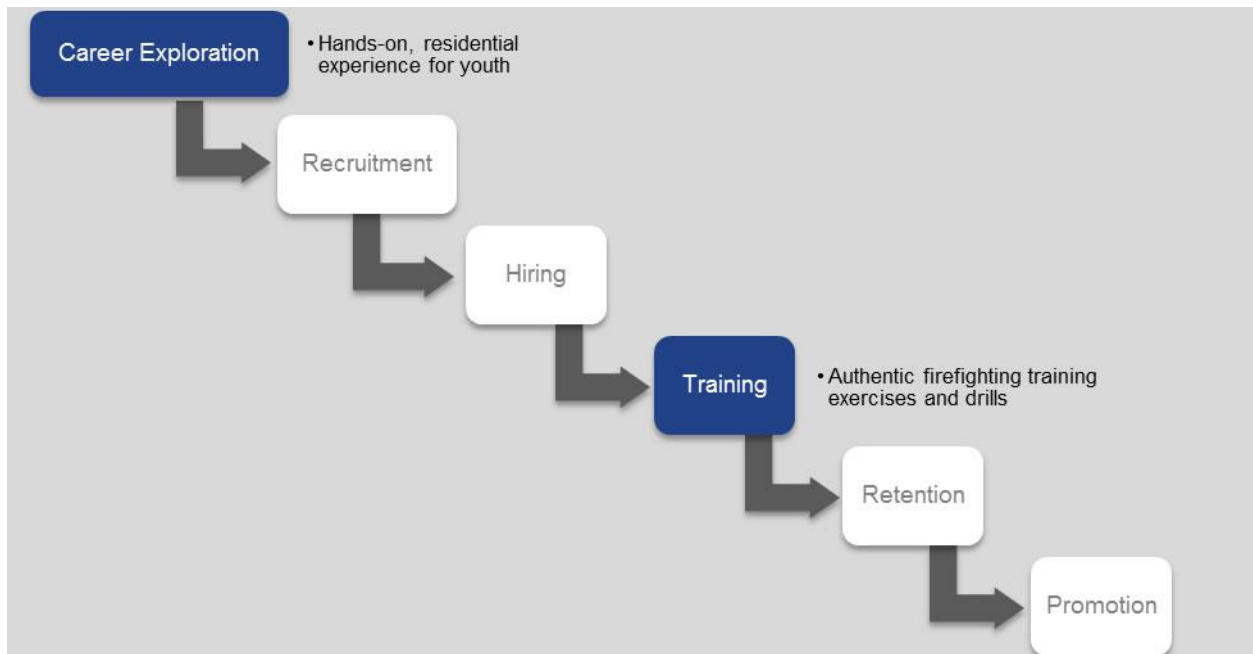
Leadership

Lieutenant Wyman created the camp based on her experiences as a woman firefighter seeking greater representation in the field. Wyman, the director, and core instructional staff volunteer their time to work for the camp while it is in session and throughout the year to review and refine the curriculum, obtain and maintain equipment, and plan for the next summer camp.

CFI Highlight

The four CFI alumnae spoke of going through a personal transformation during the week at camp. Their experience at CFI helped them build a professional network through the connections they made with their fellow cadets and camp instructors as they worked towards their goals to become fire service professionals.

When asked what stood out to her most about the camp, one alumna spoke of how hearing about the instructors' personal experiences with being from an underrepresented group in the field helped her to feel supported. She reflected, "Camp really helped get that mentality of 'you're a girl, you can't do this' out of our heads."

The alumnae interviewed said the instructors cultivated a supportive climate and the cadets rallied around each other, helping each other to complete each of the activities and cheering each other on. Another alumna, who is currently pursuing her bachelor's degree in fire science, said of the camp: "It was the pushing you to be good, if you were doing something wrong, they'd show you a new technique."

Another alumna, who is working towards becoming a fire investigator, credited the relationships and training she received at the camp for her decision to pursue fire science. Alumna described how the hard work they put into the camp and skills they learned also helped increase their confidence in their abilities to be successful firefighters.

Promising Practices

Culture of Diversity

The following sections describe commonly identified promising practices across the sites and along the recruitment and employment pipeline. All sites exhibit a culture of diversity through the priority placed on diversity by leadership, open discussions about diversity, and explicitly stated goals about diversity in strategic plans (also see Figure 9).

Figure 9. Promising Culture of Diversity Practices

Culture of Diversity
- Diverse leadership/role models
- Diversity central to mission/culture
- Unique practice: demonstrating a commitment to diversity through volunteer instruction
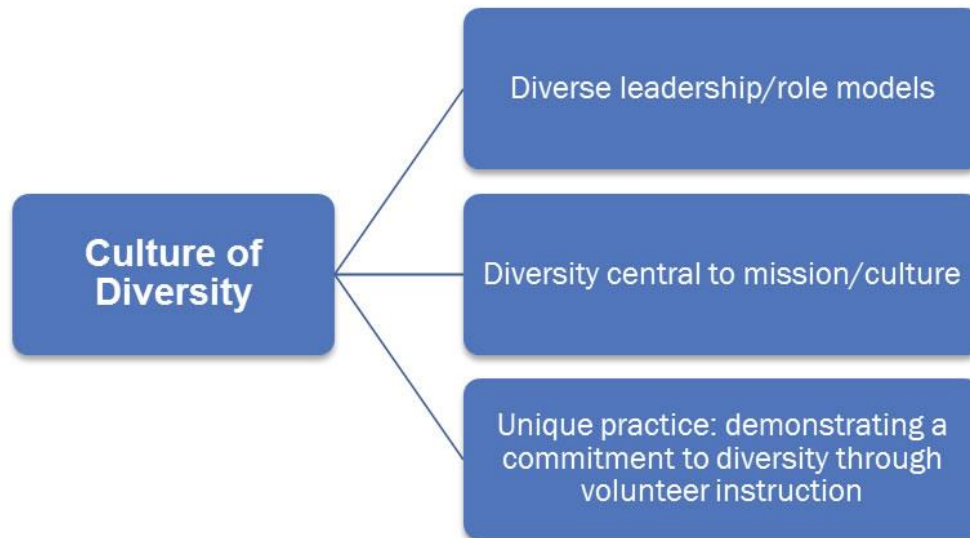
Diverse Leadership/Role Models

All of the study sites have leaders in place who value the benefits of diversifying their workforces. As noted by a police chief in this study, "I think you have to be very purposed in what you do to try to change the diversity in and around cities." Having leaders from underrepresented groups and female officers in the leadership ranks are critical for role modeling and attracting future candidates. All three departments have several officers from underrepresented groups serving in deputy chief roles and other high-ranking positions. For example, the leadership staff at APD and DPD reflect the diversity of their surrounding populations, and both sites have local African American leaders who are veterans of their departments and are well-respected among staff. Additionally, SFFD's chief was one of the first female fire chiefs to be appointed in the United States and continues to maintain her tenure in the position after more than 12 years. Likewise, BAY EMT and CFI's leadership and instructional staff represent a range of ages, genders, and race/ethnicities and have taken traditional and non-traditional paths to the fire service. Both training sites invite alumni back to the program as instructors, which further contributes to providing diverse staff and role models for attendees of the programs.

Diversity Central to Mission/Culture

The importance of diversity is reflected through the culture of these departments in everyday conversation with staff. Each of the sites has incorporated diversity goals into their strategic missions, which helps to guide and strengthen their overall approaches to recruitment, hiring, and promotion. The staff members interviewed at these sites were not afraid to have open discussions about race, gender, or sexual orientation. In fact, at APD it was said that those who are uncomfortable discussing such matters do not fit in with the organizational culture. Staff at APD and DPD expressed the importance of

diversity not only for improved community relations and representation, but also for better business practice. Examples include:

- APD's strategic plan recognizes the importance of representing the community through a diversified staff. One of the eight "Key Success Measures" in the APD's strategic plan is to increase the number of bilingual employees. Specifically, "The Atlanta Police Department is committed to being a reflection of the diversity of our community. Therefore, we will seek to demonstrate that effort by measuring the increase in the number of bi-lingual employees—both sworn officers and non-sworn civilians" (Turner, G.N., 2014, p. 10). The strategic plan reiterates the APD goal of increasing officer diversity as a measure of success for three of the five broad APD strategies: reduce crime, community empowerment, and organizational effectiveness.

- DPD states in its strategic plan, "We are committed to valuing and respecting diversity in experiences, backgrounds and points of view" (Dallas Police Department, 2013, p. 3).

- SFFD continues to maintain an overall commitment to increasing the diversity of its staff beyond the completion of the consent decree. Today, approximately 52 percent of SFFD staff members are from underrepresented groups and 15 percent are female, making it statistically one of the top five diverse departments nationally based on gender and ethnicity.

Unique and Innovative Practices—Demonstrating a Commitment to Diversity Through Volunteer Instruction

BAY EMT and CFI staff members work for the program on a volunteer basis, demonstrating their commitment to providing opportunities for candidates from underrepresented groups and female candidates, respectively. CFI requires a unique commitment from staff members, almost all of whom use vacation time or take unpaid leave to spend a week living at the camp. CFI has 10 core staff members, most of whom are in the leadership ranks at their fire departments. The director screens all potential staff to ensure that they are interested in volunteering at the camp to support female involvement in the fire service, and that they have experience teaching and working with youth. Her screening process involves leveraging her network of fire service colleagues from around the state and New England to ascertain to what extent the potential staff member would be a good fit. One instructor said, "There were no camps like this when I started, and I thought it was a great opportunity to introduce women to the fire service, to tell them that they can do this…I thought this was a fabulous opportunity to reach out to young girls to—seeing their eyes open up."

According to the director, as CFI's reputation has grown, some firefighters who have expressed interest in being instructors see volunteering at the camp as a way to build their resume, causing her to screen potential instructors more carefully. As a result, CFI

has had very little staff turnover. All of the instructors are committed to the program, as summed up by one instructor:

> "We're in the job because we want to help people, the community—that to me was paramount to why I wanted to be involved. We're not paid and don't want to be paid. To come up here to a group of girls who are very receptive; it's very rewarding. What we care about is that they can take something away; better themselves."

All of the instructors interviewed said their firehouses and supervisors have supported their involvement in the camp. One of the instructors, now retired from the fire service, said, "The chiefs I worked under absolutely believe in getting involved in instructing in the later part of your career when you have the experience to back it."

Recruitment

Site visits yielded a number of promising practices related specifically to the recruitment of new employees, which may be a particularly important point along the pipeline for increasing diversity. Looking across sites, the following practices were identified as promising for recruiting a diverse workforce (also see Figure 10).

Figure 10. Promising Recruitment Practices

Prioritizing recruitment staff and budget	
Strong focus on community outreach	Population-specific liaisons
	Public classes and events
Recruitment from the military	Partnerships with schools/colleges
Language incentives	Linking with community organizations
Travel to other sites	Youth programs
Unique practices: recruitment team restructuring, humanizing the workforce, financial incentives	

Prioritizing Recruitment Staff and Budget

The prioritization of recruitment budget and staff was notable across sites. Leaders demonstrated commitment to recruiting a diverse workforce by providing the recruitment teams with substantial financial support, which made possible the promising recruiting practices described below. Budgets at the APD and DPD allow for considerable

recruitment travel; staff from APD will travel to 11 states in 2016 alone. Departments target locations with high unemployment rates and with large populations of Spanish-speaking citizens or other demographic characteristics that are difficult to recruit locally (see "Travel to Other Sites," below). The DPD recruiting budget supports off-site testing, which makes "it easy for out-of-state applicants to join the department by going to them instead of having them keep coming back to us." In SFFD's case, the consent decree era saw a substantial shift in funding to recruiting activities, which reportedly made a significant contribution to increased staff diversity. Beyond budgetary allocations, the number of staff assigned to these units is also notable at both the APD (17 staff members) and the DPD (12 staff members). Recruiting positions at DPD in particular are well-respected and sought after by officers.

Strong Focus on Community Outreach

This research suggests that community engagement may play an important role in recruitment. Building a positive image of first responders, particularly among youth, may facilitate citizens considering the profession as a career. Some of the more promising approaches to community outreach are described below.

POPULATION-SPECIFIC LIAISONS

The APD maintains relationships with local citizens through designated community liaisons, who lay the foundation for local recruiting from diverse communities. These employees typically reach out to citizens with whom they share specific demographics. Since 2008, the APD utilized three different Hispanic liaisons and three LGBT liaisons, and it is currently expanding the liaison role base to include Asian and "multicultural" liaisons. These staff members attend festivals, meetings, parades, and events specific to the population they represent. The liaisons also attend demographic-specific job fairs and host informal discussions at local coffee shops, which provide opportunities for discussions or one-on-one conversations with attendees.

PUBLIC CLASSES AND EVENTS

Police-led classes and events open to the public also support local recruitment through increased community connections. DPD hosts "Coffee with Cops" and "Chief on the Beat" public outreach events, for example, both of which provide the opportunity for informal interactions in non-enforcement settings. The SFFD collaborates with the City of San Francisco's Department of Human Resources to hold information nights once a month in recreational centers in all districts throughout the city. Information nights serve as a way for SFFD to interact with the community, emphasize the importance of diversity in the department, describe their efforts to increase diversity, and provide information to guide those interested in a career. Information nights include people of all ethnicities by coming to venues in specific regions of San Francisco, and citizens who attend are encouraged to ask questions about the department and the process of becoming a firefighter. The SFFD also provides a Neighborhood Emergency Response Team training that teaches a "neighbor-helping-neighbor" approach to local citizens.

These interactions are intended to help build trust among specific communities that might otherwise have negative perceptions of first responders. United Fire Service Women is an SFFD employee group that supports and advocates for women in the SFFD, and teaches hands-on CPR to communities; this also increases the visibility of women in fire careers.

Hosting regular population-specific public events is another approach that may help to build relationships with a diverse, local recruiting base. At the DPD, examples of population-specific events include an annual Asian health fair and refugee outreach initiatives. In addition to health services, these events have on hand DPD recruiters and representatives of various units within the DPD who can answer questions about what their jobs are like. In addition, the APD and DPD offer Spanish-speaking Citizen's Police Academies (CPAs) to engage local Hispanic citizens. These events provide another outlet for citizens to interact—and become more comfortable—with police. Participation may help to dispel myths and increase understanding of day-to-day police work, thus making the profession a more viable career option among these populations. Likewise, the SFFD's Latino employee group, Los Bomberos, participates in several community events, fairs, and parades, including annual participation in the Carnaval Parade, a large weekend event celebrating music and cultural elements from Latin American and Caribbean tradition. Los Bomberos often hosts a booth at these events to provide information about careers in the fire service for Spanish-speakers.

PARTNERSHIPS WITH LOCAL HIGH SCHOOLS AND COLLEGES

Partnerships with education providers can be another reliable recruiting source that contributes to a diversified workforce. The APD, DPD, and SFFD have student intern programs, which serve as an indirect recruitment tool, for participants to gain hands-on experience that may strengthen their interest in the profession. In addition, several sites have partnered with local high school students to create specialized student organizations, such as a Gay-Straight Alliance sponsored by APD and BAY EMT's Pre-EMT Club at a local high school. For SFFD, recruiting students from high schools has been a major focus of the department since the consent decree era and may have particular implications for increasing diversity; schools often specifically request female SFFD firefighters for visits. As a result, the SFFD interacts with all levels of educational institutions. SFFD employees visit local schools and colleges to speak about fire service careers and teach fire safety and education, and its Los Bomberos members reach out to schools in the Latino districts of the city. SFFD employees are often asked by schools and colleges to speak to classes on career day and at career fairs, which helps to expose the field as a career option for students, including females and racial/ethnic minorities.

Sites also build recruiting relationships with local colleges. The APD and DPD recruit a diverse workforce through visits to colleges serving specific student demographics, such as historically Black colleges and universities (APD) and majority-female colleges (DPD). Furthermore, the DPD highlighted that it is important "to be approachable" to young populations in underrepresented groups who may not have positive perceptions

of police, so younger staff recruit on-campus and often appear in casual uniform. DPD recruiters build relationships with college students, staff, and faculty by making classroom presentations and spending time at campus common areas. BAY EMT's partner institution, Merritt Community College, also provides a natural recruitment ground where students are completing fire and medical courses.

LINKING WITH COMMUNITY ORGANIZATIONS AND AGENCIES

Partnering with local agencies can help to provide the resources needed for community efforts like those described above. The DPD partners with nonprofits and businesses, including the Asian Chamber of Commerce and local McDonald's restaurants to provide goods and services at DPD events. At the APD, the Atlanta Office of Cultural Affairs provides support for the Spanish-speaking CPA (see above) and Spanish-speaking youth Explorer programs. As discussed in the CFI site summary, CFI partners with the New Hampshire State Fire Academy, local fire departments, and community organizations that provide them with all the facilities, equipment, and insurance they need to operate the program.

Partnering with local and national organizations can help provide the connections and endorsements needed to reach and gain trust among diverse populations. For example, BAY EMT has established relationships with a local judge, juvenile detention centers, and foster programs to reach individuals in underrepresented groups, while CFI partners with a local division of the Boy Scouts of America's co-ed Explorers Program to recruit girls interested in fire service. Similarly, the SFFD collaborates with the Alice B. Toklas LGBT Democratic Club; a political action committee located in San Francisco that initiated the movement for increasing the number of LGBT employees within SFFD and brought about the hiring of the first openly gay fire commissioner. The SFFD LGBT employee group, SF-RESQ, partners with the Club to attend community events, especially LGBT events, and proudly displayed the SFFD's LGBT presence and encouraged the LGBT community to consider a career in the fire service industry. Partnerships with local organizations can also help with recruitment efforts by providing financial incentives that attract recruits, such as the APD's relationships with the APF and City Council, which provide key education, housing, and foreign language benefits used to recruit candidates.

YOUTH PROGRAMS

Engagement with local youth is another critical component to recruiting a diverse first responder workforce. At all sites, engaging with local youth appeared as an important strategy for "planting the seed" for future consideration of the first responder profession. It is notable that the sites studied used youth engagement programs as another means of reaching specific subpopulations in the community. Both the SFFD and the APD have focused on outreach to young Hispanics through a teen-specific club at SFFD and soccer and boxing programs at the APD Police Athletic League. These activities build a positive image of first responders among youth and their families, who can then see these professions as viable career options.

Programs that serve youth help increase awareness of the first responder profession and local programs. For example, at the SFFD, the Black Firefighters Association sponsors the San Francisco Fire Youth Academy, a program open to high school youth interested in joining the fire service. The Academy, held every Saturday from 9 a.m. to 1 p.m. teaches basic firefighting skills and provides information about the fire service while assisting in the development of interpersonal skills. BAY EMT participates in a youth development program at a local residential program, Camp Sweeney, for juvenile offenders designed to reach incarcerated, at-risk youth in underrepresented groups. This introduces juvenile offenders to first responder training and is meant to provide an opportunity to prepare for pursuing a career in EMS or fire service. An established community connection with a local county Superior Court and previously the presiding Juvenile Court judge has facilitated BAY EMT's efforts to reach young, disadvantaged individuals. Between 2011 and 2014, 13 Camp Sweeney residents attended the EMT program,[10] and between 2013 and 2015, 10 additional Camp Sweeney residents attended the fire academy.[11]

Recruitment from the Military

Staff at several sites considered the military to be a promising practice for increasing diversity. At the DPD, where staff noted that veterans adapt well to the police force, the military has recently become the most reliable recruiting source—providing 10 percent of the new hires at the DPD since 2014. Importantly, more than half of these recruits were from underrepresented groups. Similarly, the veterans' group at the SFFD represents one promising way to recruit veterans, as the group actively attends veteran-specific job fairs. At the SFFD, the Veterans Fire Fighter Association, an employee group established in January 2016, participates in targeted approaches to recruit and support veterans, such as their "Hiring Our Heroes" initiative that helps veterans reenter the workforce.

Incentives for Bilingual Staff

A recent practice and increasingly more common one is the provision of incentives to recruit candidates who speak foreign languages. The APD, DPD, and SFFD offer such incentives, which serve the dual purposes of attracting diverse populations to the first responder workforce and providing improved services to communities whose first language is not English. Notably, the pay incentive at APD was extended to recruits who are not yet sworn officers. As one officer at the APD noted, "Just as long as you were in the academy, you were able to get this 2 percent. That to me was a big

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[10] No classes were taught at Camp Sweeney in 2012 and, therefore, BAY EMT was unable to recruit from the camp that year. Data for Camp Sweeney participants in 2011, 2013, and 2014 were collected by BAY EMT staff through program participant tracking efforts.

[11] The BAY EMT Fire Academy, which takes place once a year, accepts 25 students per session with the exception of the 2013 pilot, which enrolled 12 students. Data for Camp Sweeney participants between 2013 and 2015 was collected by BAY EMT staff through program participant tracking efforts.

incentive." The DPD offers a language incentive for seven foreign languages, and the SFFD offers stipends for speakers of Spanish and Cantonese.

Travel to Other Sites

Recruiting from sites outside of the local area may provide the first responder workforce with additional sources of diversity that are not locally available. Notably, the APD and DPD highlighted the importance of using analysis to guide travel. Recruiters travel to cities with high unemployment rates or poor economies, as well as to cities where local police departments have cumbersome hiring processes or are experiencing hiring freezes. Furthermore, both sites met their departmental need of hiring more Spanish-speakers by sending recruiters to geographic areas with larger Latino populations.

Unique and Innovative Recruiting Practices

In addition to the shared promising practices described above, the sites in this study are also undertaking some unique strategies to recruit a diverse workforce, all of which are driven by local context.

RECRUITMENT TEAM RESTRUCTURING AT THE DPD

The current sergeant of recruiting at DPD rebuilds his recruiting team every two years. He encourages promotions so that his team members can move onward in their careers at the DPD, and hence brings forth a fresh, energetic team with whom the millennial generation can directly relate. In his selection of new recruiting team members, the sergeant often specifically selects staff with compelling stories that will help them connect with specific underrepresented populations. For example, recruiting team members include a Hispanic female, a single mother, and a high school dropout who share their DPD success stories with prospective candidates.

HUMANIZING THE WORKFORCE AT APD

The APD recently shifted the messaging of marketing materials used for recruitment to reflect a community policing-based approach. Action-filled videos of police in SWAT gear have been replaced by films focused on the diversity of Atlanta and APD community engagement. As a former LGBT liaison described, the community policing approach means having "a genuine interaction with people. It means to me that you're humanizing the job, because believe it or not, you're human first. We put the clothes [on], and we come to work. But people seem to forget that. I think it's really important to remind them."

FINANCIAL INCENTIVES

Financial incentives are often used as recruiting and retention tools to help prevent attrition and sustain a diverse workforce. The foreign language incentives (described above) at the SFFD, DPD, and APD serve as one type of financial incentive. At the APD, a partnership with the APF enables a host of other notable financial incentives, including tuition reimbursement, free in-city housing in exchange for providing security,

and $100,000 in life insurance. When speaking about retention and the education benefits available at the APD, one investigator noted that "a lot of the training that we get, we can use those credits towards any other college credits that we have. That's a big plus." The deputy chief noted that the APF "has brought money in to allow the department to do things it couldn't otherwise do," such as paying for higher education.

Hiring

Once past the recruiting stage, hiring practices can further shape the demographics of first responder staff. In this section, three strategies are considered that show promise: leadership involvement in applicant screening, accelerated hiring processes, and modification of screening exams (Figure 11).

Figure 11. Promising Hiring Practices
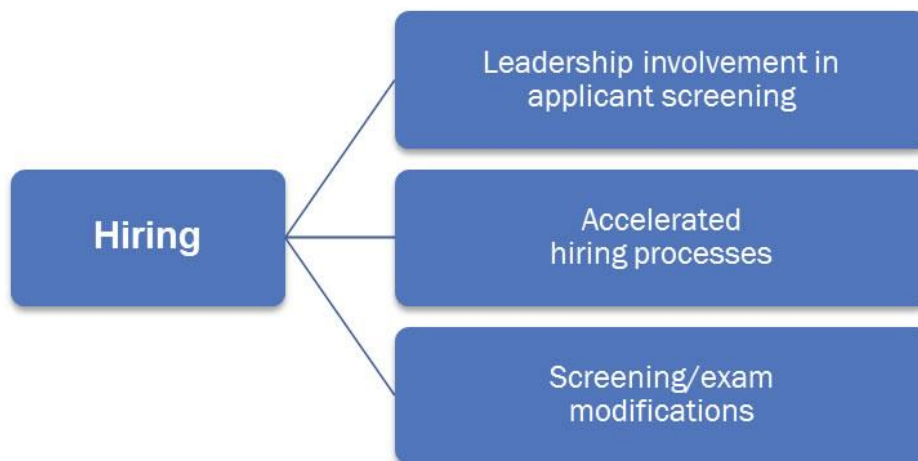
Leadership Involvement in Applicant Screening

Leaders who value diversity are closely involved with the hiring process. At the APD each year, approximately 10,000–12,000 candidates apply for positions. These applicants pass through initial screening and examinations, at which point the "hundreds" who pass go to the chief of police for file review. The chief must approve each file that then receives a conditional offer to join the APD. A deputy chief closely monitors background screening processes and investigates when the number of applicants getting through the process appears low. For example, one deputy chief recently found that potential applicants were being turned away because they had tattoos. APD has a policy that it cannot hire individuals with tattoos on their face or neck; however, the officers had been misinterpreting this policy and extending it to all tattoos. Tattoos have become more common among younger generations and are particularly common among military applicants, a reliable source of recruiting for police departments. Once discovered, the deputy chief ensured all officers were aware of what the policy on tattoos explicitly states. In addition, bringing in a mix of staff of different ages and backgrounds can help address such acts of unintentional discrimination or implicit bias.

Accelerated Hiring Processes

The hiring process at the APD and the DPD takes roughly three to five months. Both police departments in this study noted that this timeframe is relatively compact in relation to other large departments in the country, where the process can take several years. Both APD and DPD have aggressive recruiting targets of several hundred new hires each year, which necessitates an expedited process. They are able to offer an accelerated process in part due to resources, including a healthy recruiting budget that allows for robust background capacity; background investigations are often the most time consuming portion of the hiring process. The DPD has 12 recruiters dedicated to conducting sworn background investigations. In addition, DPD offers all written and physical exams both on and off-site, leaving fewer steps for the applicant to complete once he or she passes to the next phase. An accelerated hiring process makes agencies such as APD and DPD more attractive, and agencies with such cumbersome processes, particularly in large cities with highly diverse populations, serve as targets for recruitment. When speaking about recruiting young individuals in underrepresented groups specifically, a member of the recruiting team at the DPD commented that the priority interests of this population when choosing an agency are "how fast they can get on and what they'll make," underscoring the appeal of an accelerated hiring process and the potential impact this compact process may have on hiring diverse staff.

Screening/Exam Modifications

Both written and physical exams can be a source of bias against applicants from underrepresented groups and female applicants, resulting in a loss of sought-after applicants. For example, APD, like other departments nationwide, found that the portion of an obstacle course where recruits must climb over a six-foot wall unfairly discriminates against women who do not have the same upper body strength as men, yet having to climb over a six-foot wall is not relevant to the job duties. APD senior leadership looked into successful models of this practice nationwide, and found two examples of departments that allowed recruits to use an object to help them over the wall, which provides the desired test of agility using a more practical scenario of a real-life situation, while still maintaining test validity and job relevancy. ADP recently changed the wall test as a result.

APD leadership believes in second chances and recognizes that all individuals make mistakes but should be forgiven over time, particularly if individuals make an effort to correct those mistakes. In 2006, APD relaxed its requirements about applicants' credit scores, which are often low due to student debt and not relevant to the duties of a police officer. APD takes a holistic look at applicants when it comes to traffic violations and other minor offenses, taking into consideration the number of years that have passed since the offense and whether or not the applicant is honest about the information provided.

Also in 2006, APD lowered its psychometric exam passing score from 80 to 75 after learning that the exam disproportionately eliminated applicants from underrepresented

groups. The new passing score was still higher than the statewide standard and, therefore, ensured that only qualified applicants passed, but prevented the exam from screening out large shares of applicants from underrepresented groups. Noteworthy is the fact that, as of 2016, this psychometric exam is no longer a part of the APD hiring process.

Modifications to the selection process in other sites included more frequent testing opportunities, making it possible to begin the application and selection process more frequently. In 2013, the City and County of San Francisco implemented a continuous testing process for entry-level firefighting exams. The continuous model allows exams to be administered regularly by the National Testing Network (NTN) at facilities in San Francisco and surrounding cities. Applicants who pay an examination fee, which may be waived for financial hardship, have scores provided to the Department of Human Resources, and those who pass the exam and have a current California EMT certificate are placed on the eligibility list. Candidates' names remain on the list for a 24-month period, and SFFD may select any candidate on the eligibility list for hire.

The previous testing method in San Francisco required significant time and human resources, which limited test administration to only once every four years. This former method greatly restricted the applicant pool to those who were available at the scheduled testing date and time. The flexibility and convenience in exam scheduling offered to applicants with the continuous testing process allows far more applicants to take the exam, and thus, increases the possibility of having a diverse applicant pool. The continuous testing method also improves the impact of recruitment efforts by reducing the time between initial outreach and applicant testing. Continuous testing also allows the department to select from a consistently updated list of quality candidates.

Training

While the recruiting and hiring segments in the pipeline are critical for attracting diverse candidates, innovative training practices can instill organizational values for diversity in new recruits and build community value among both new and veteran employees. As noted by a training staff member at the DPD, the process of training new members of the first responder workforce has implications for the development of an organizational culture: "You instill in them whatever you value as a profession, as an organization, as a city." Below are shared strategies among the sites that appear to show promise in training a diverse first responder workforce (also see Figure 12).

Figure 12. Promising Training Practices
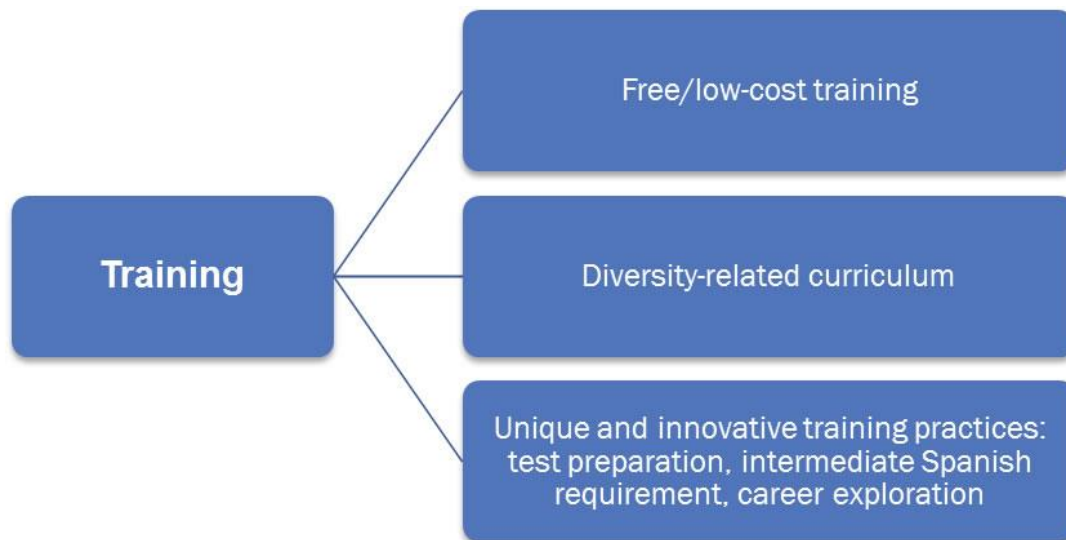
Free or Low-Cost Training

Across sites, effort is made to provide their programs to students at low or no cost. APD and DPD have training academies that recruits attend without cost. The two programs that offer training to youth and young adults, CFI and BAY EMT, provide scholarships or are free to attendees. The registration fee for CFI is $350 per cadet, and the money goes completely towards camp expenses, including enrollment in the Explorer Program, a co-ed career education program for high school and college students between the ages of 14 and 20. One of the three career exploration areas offered by the Daniel Webster Council's Explorers Program is Fire and Emergency Services, which is a natural fit for CFI. In addition to supporting the mission of CFI and assisting with recruitment, the program also provides insurance coverage for CFI students and staff. CFI applicants can apply for one of three scholarships (Camp Fully Involved, n.d-a.), to cover registration fees. Two of the scholarships are limited to applicants in the New England area (Cape Cod, Connecticut/New England), and the third scholarship is open to all applicants (and sponsors three to 10 girls each session).

BAY EMT offers free preparatory EMS and fire training to young adults interested in these careers, particularly those from the inner-city communities of the neighboring San Francisco Bay Area. The ability for students to complete the program free of charge is intended to prevent financial means and accessibility from hindering the diversity of those pursuing fire/EMT as a profession. By releasing students from any financial responsibility—including cost of books, equipment, facilities, testing, etc.—more non-White cadets can be trained to enter the pool of qualified candidates in the profession. BAY EMT operates strictly from grant funding and donations. All equipment and the facility are donated by the Oakland Fire Department, the Alameda County Fire Department, and several local departments. Money to fund general operations is often obtained through personal donations or donations made on behalf of various companies or organizations. BAY EMT also routinely pays for the National Registry of Emergency

Medical Technicians (NREMT) certification exam fees to ensure all qualified students or alumni are given the opportunity to take the exam.

Diversity-Related Curriculum

Both police departments in this study included purposeful diversity-related coursework as part of basic academy training, and DPD continues diversity-related coursework in its in-service training as well. An emphasis on mandatory diversity coursework signals diversity as a priority at the departments, and lends to a culture of diversity where otherwise uncomfortable topics, such as race and gender, are more easily discussed. At the APD, the curriculum provides eight hours of training on cultural awareness, four hours of training on LGBT/cultural diversity, and two hours of transgender citizen interaction training. The Hispanic and LGBT liaisons frequently serve as instructors. At the DPD, a particularly well-developed curriculum that has been in place for 26 years focuses on multiculturalism and covers topics related to race, gender, LGBT status, and disability. Notable is the fact that the DPD provides 20 hours of multiculturalism instruction, despite the state mandate of only 10 hours.

One common component of diversity training at both the APD and the DPD is scenario-based or reality-based training. At the APD, a noteworthy aspect of the scenario-based training is the inclusion of LGBT elements and the portrayal of LGBT citizens in various positive roles (i.e., as the victim, witness, or reporting party—not the suspect or arrestee). The DPD also utilizes a role-playing component in diversity training through which recruits with different genders and ethnicities are intentionally paired.

A final notable component of the diversity training at the APD and DPD is the inclusion of local community members. For example, at the APD, trainers "actually ask our liaisons to seek out transgender role players in the Atlanta community because we would like to now insert transgender element to the role base, because we think that if there is a bias present, we can probably trigger it to come forth in those times." Likewise, a key component of the DPD training is interaction with the local community; members of the local Dallas community frequently come into class to speak to the recruits, and the recruits participate in a community project day to address local needs.

In addition to the diversity-related training provided to new recruits, the DPD also offers in-service training to meet the state-mandated requirement of 40 hours of continuing education every two years. The DPD offers a course called "Personal Perspectives," which has been in place for six years that further helps staff to understand cultural diversity through role-playing and open, honest discussions about personal biases.

Unique and Innovative Training Practices

TEST PREPARATION

Fire sites reported the testing process as a barrier to selecting and hiring individuals from underrepresented groups and women; however, they are making strides to help these individuals become better prepared to take the tests. Oakland Fire Department, in

collaboration with the Oakland Black Firefighter Association, allows BAY EMT students and alumni to participate in mock oral boards to prepare for the oral portion of the examination required during fire department or academy hiring processes. The mock oral boards are given by a panel of three volunteers, the session is recorded, and the student is provided constructive feedback. At the SFFD, the United Fire Service Women employee group provides training and testing resources to help women prepare for pursuing a career in fire service.

INTERMEDIATE SPANISH REQUIREMENT AT THE DPD

Approximately 40 percent of the current population in Dallas is Hispanic, with approximately 35 percent of the population speaking Spanish at home. The ability to communicate quickly and efficiently with local Dallas citizens is particularly critical among first responder professionals, and the DPD has tailored its basic training for new recruits to reflect this need. While the state of Texas mandates only 12–16 hours of Spanish language instruction for police recruits, the DPD exceeds the requirement to require 60 hours of training. Recruits are required to reach intermediate-level proficiency in the language before graduating from the academy. Importantly, the Spanish language requirement is reinforced through reality-based training. Recruits are required to complete a module including a traffic stop and burglary situation speaking only in Spanish. The devotion of time, staff, and resources to ensuring that all recruits speak intermediate Spanish by the time they graduate the DPD academy expands the foreign language base of the workforce and ensures that DPD officers are adequately prepared to respond to and connect with the local Spanish-speaking community.

CAREER EXPLORATION

CFI provides a week-long, residential, intensive experience for female youth interested in fire service to help them determine whether this is a field they would like to pursue as a career. The founding director designed the curriculum to mirror actual firefighter training: "We want [participants] to have a good snapshot of what the fire service is. You have to be ready physically and mentally. If we offer this, they can make an informed decision—'Is that what I want to do for my career?' Some kids from the first day are like 'Heck no!', and some are like 'Yeah, sign me up!'"

CFI makes a point to focus specifically on learning and experiencing firefighting. According to the director, "The reason women fail is the physicality of the job…We realized it's more because of the skills [that are a barrier]—they don't know how to throw a ladder or get around their height." Cadets are taught ways to leverage their body weight and equipment to accommodate their typically smaller frames and limited upper body strength. The curriculum culminates with participants using all the skills and knowledge they have learned throughout the week to tackle a building fire using the New Hampshire State Fire Academy's four-story burn building. Following this capstone experience, there is a graduation ceremony that families are encouraged to attend.

Although the primary goal of the camp is to expose cadets to the firefighting profession, all of the instructors interviewed said that building self-confidence was as important as

producing future firefighters and fire service professionals. According to an instructor, "If we change one kid, that's worth it for me. Not every girl goes into the fire service, but it's the fact that they realize what they can do." Another instructor emphasized the individual transformation as an important outcome: "Seeing the transformation in people. Some getting involved in the fire service. It's almost like a way of life that we transmit to them. The team work, getting over your fear, trying to be better than you were. I think that's pretty important."

Retention and Advancement

Following the recruiting, hiring, and training of diverse employees, targeted retention is critical for maintaining a diverse workforce. This section presents promising practices for retaining diverse employees: providing opportunities for promotion, providing financial incentives, and facilitating a family-like environment (also see Figure 13).

Figure 13. Promising Retention/Advancement Practices
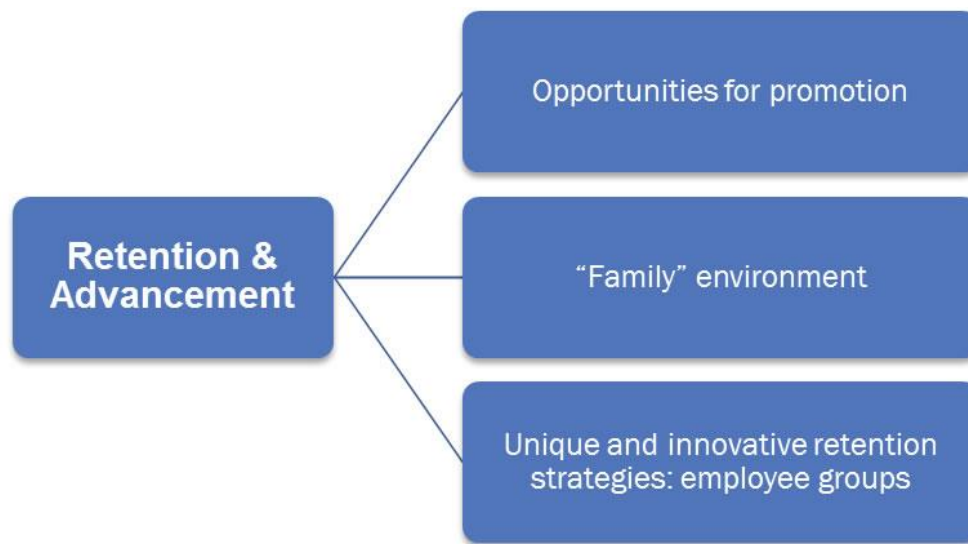
Opportunities for Promotion

Across sites, opportunities for promotion were frequently referenced as a strategy to retain employees in the first responder workforce. There is ample room for advancement at the APD, which functions both as a retention tool and as a selling point in recruiting. As a member of the APD recruiting team describes, "The room for advancement quick is a big motivation for them." The DPD recruiting team echoed the importance of quick promotion and the opportunity for it at the DPD: "Other agencies might pay you a little more in the beginning but you'll be restricted to patrol for a while before you're actually able to move up" and that "we haven't had to spend a lot of time in patrol, which is obviously a selling point when it comes to police officers or applicants."

Furthermore, at both the APD and the DPD, the opportunities for quick promotions not only exist, but also appointments are made with maintaining a diverse workforce in mind. At the APD, appointments made to the position of captain and above are made by leadership who are—as described in the interviews—"very purposed with the diversity within our command staff," and diversity is a "discussion point" for all such appointments. The deputy chief of the Personnel Division at the DPD echoed this sentiment, but also noted that "even at the promotion level of senior corporal sergeant," the leadership uses promotions to express that diversity is a priority. The ability to effectively do the job is still valued over everything else.

A "Family" Environment

Despite their relatively large department sizes, staff at both the APD and DPD commented on their "family"- like environments. Officers seem to appreciate this atmosphere, and leaders cite it as a factor for retaining employees. A Hispanic female on the Patrol Division at the DPD also said that the atmosphere at the DPD is "like a second family.… [DPD] has accepted me for everything I bring to the table." A former LGBT liaison at the APD said, "A lot of us are like family, and a lot of departments got away from that. That's one of the things that I'd like to keep going as I move up to different units. To keep that and give it back—that family, that bond, you have to have—because this job is not easy." Likewise, the DPD staff echoed this sentiment: "You realize it is a family because you're depending on each other to get home." In addition to the two police departments studied, the staff of the BAY EMT training program also noted that cadets and alumni remained involved in the program due to the family-like environment. Having diverse alumni returning to the program to aid in the instruction of future cadets creates a cyclical approach to sustaining diversity in both the program and the workforce, which is made possible by the family-like environment.

Strategies for nurturing the family-like atmosphere of the DPD included the persistent support of members of the recruiting team who are in communication with candidates throughout the recruiting process to hiring of new candidates through graduation from the academy. DPD officers also cited the long duration of academy programs through which new recruits bond.

BAY EMT also cultivates a family atmosphere through instructors, alumni, and peers who provide not only professional but also personal support and assist students with housing searches and management of family challenges. The family environment fostered at BAY EMT encourages cadets and alumni to remain involved in the program. Many alumni who reside in the area return to the program regularly to aid in instruction of current cadets. Instructors and leadership of BAY EMT also stay connected to cadets and alumni on a personal level outside of the program's facilities.

SFFD EMPLOYEE GROUPS

SFFD has a particularly high rate of retention, which is notable because other fire departments have been struggling with retention throughout the State of California, according to SFFD staff. SFFD thinks that one key strategy for retaining its diverse first responder workforce has been the development of population-specific employee groups. Created to represent and support large groups of people within the department who have shared characteristics or life experiences, the employee groups appear to be a specific strategy for establishing a comfortable, family-like environment much like those described above at the APD and DPD. At the SFFD, these employee groups help firefighters feel more comfortable and provide emotional support for individuals with similar backgrounds. Examples of employee groups include the Asian Firefighters Association, United Fire Service Women, the Black Firefighters Association, SF-RESQ, Los Bomberos, and an employee group for veterans.

The groups also actively participate in events and actively work to recruit new participants from diverse backgrounds. The Asian Firefighters Association (AFA) attends several events targeting the Asian community, including the Cherry Blossom Festival in San Francisco's Japantown, the Chinese New Year Parade, Fiesta Filipina, Pistahan Festival, and Dragonboat Festival. During these events, AFA members march in the parades, staff first aid booths and AFA tables to answer questions, provide informational materials, and encourage careers in fire service. In addition to its work with high school youth, the Black Firefighters Association partners with the National Association for the Advancement of Colored People (NAACP) in efforts to recruit African Americans.

USE OF DATA TO STUDY ATTRITION AT THE APD

Recently, the APD has struggled with a declining retention rate and cited potential reasons for this attrition to include a recent pension reform, "job hopping" among newer employees that the APD is recruiting, higher pay elsewhere, and recruits sometimes coming to the APD to utilize free Academy training before beginning a career elsewhere—because "once they receive training they can now be a police officer in a smaller city at no expense to the administration they want to join." However, a city-wide freeze on pay raises has recently been lifted, and in an attempt to further increase employee retention rates, the mayor is adjusting pay for officers to make up for wages lost during the recession of 2008. Of particular interest is the APD's use of data to learn more about the problem and take action. The APF (2009) conducted a study in 2009, which suggested that stagnant pay was the main reason for recent increases in attrition. The APD then implemented an incentive system through which employees would receive financial bonuses for staying at the department for a specified number of years. However, following the recent pension reform, the APF is conducting a follow-up study

to ascertain the current reasons for attrition. This is a notable example of action taken to sustain a diverse first responder workforce by developing an understanding of the attrition of employees. While this data has yet to be used to address attrition of underrepresented minority staff, it is used to look at trends among underrepresented staff and appears to be a promising practice that could be used to identify a problem early.

Challenges

Police

While this study illuminated some facilitators for creating and maintaining a diverse workforce, it also uncovered some challenges applicable to various phases of the employment pipeline. Differences among the first responder professions yielded a separate set of challenges for police and fire departments. Challenges specific to the police profession are described below.

Public Image

Reflecting a nationwide trend, job application numbers at the APD and DPD have been dwindling, which may be due to the public's negative perception of police resulting from recent racially-charged incidents. Staff at the ADP and DPD agreed that "the profession isn't looking particularly appealing right now" and police are under heavy media scrutiny. A consequence of the negative public image is increased competition for candidates between departments, which inhibits the sharing of promising recruitment practices. As noted by a deputy chief at the DPD, "The reality of it is, we are all fishing from a smaller pond."

While this study focused solely on increasing the diversity of first responder staff, it should be noted that national police reform efforts are underway to address the root cause of the negative public perception of police. Some practices to address police reform emerged through information about advances in training coursework. Both APD and DPD utilize role playing scenarios in their training academies with individuals of various backgrounds, and the DPD created a class for new recruits titled "Before You Make YouTube." The class focuses on officers' actions and understanding that they are under constant public observation, particularly through citizens' phone cameras, which can quickly escalate incidents to viral videos online.

The APD and the DPD focus on positive relationships and trust with local citizens through, as described previously, community outreach activities such as youth athletic leagues, classes, and fairs (see "Promising Practices—Recruiting"). A former LGBT liaison and diversity instructor at APD's Citizen's Police Academy (CPA) observed that, in addition to educating the public, one benefit of the CPA is to dispel stereotypes by

allowing citizens to get to know officers and their day-to-day reality on the job. In addition to serving as direct recruitment methods where police can provide information about careers in policing, such community outreach activities help build a positive image among historically underrepresented populations in the profession. Further, through regular, positive interactions with the community in non-emergency settings, first responders become role models and provide potential career options for youth.

It should be noted that community engagement, identified as a promising practice for recruitment, has the potential to not only lead to diversity, but also could be a result of diversity: The more diverse first responders are, the more likely they may be to engage with diverse local populations, the greater the engagement, and the more likely they are to attract diverse citizens as employees. Figure 14 illustrates this theory of change between the symbiotic relationship of community engagement and diversity of first responder departments.

Figure 14. Cyclical Effects of Community Engagement and Diversity
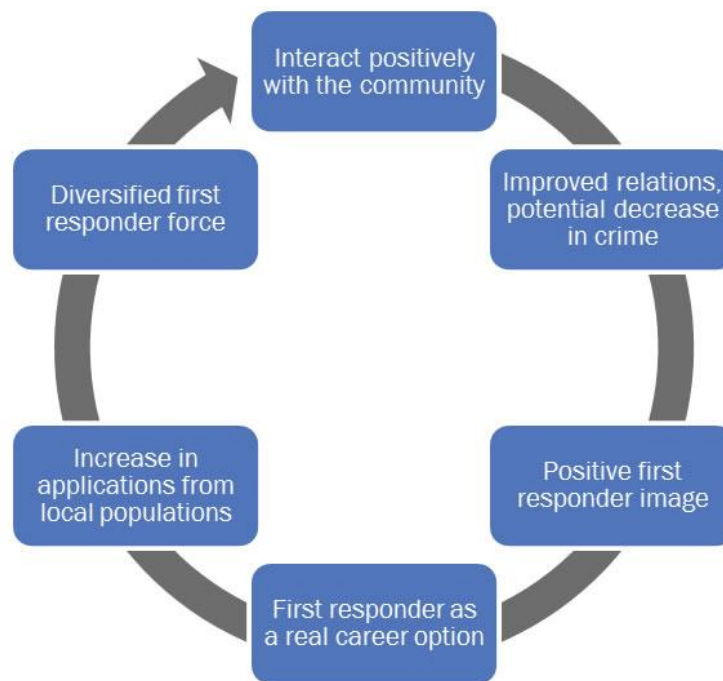
Recruiting Spanish-Speaking/Bilingual Staff

Both police departments understand the importance of recruiting Spanish-speaking staff to communicate and relate with a growing Hispanic population. However, connecting with communities that distrust police presents a recruiting challenge. A member of the APD noted that immigrants from Central and South America have experiences with police who "are not necessarily as fair and justly working on their behalf." Furthermore, a police officer at the DPD noted the historical distrust of police by individuals in underrepresented groups in the United States: "Because we all know, in minority neighborhoods we ran away from them [the police]."

Both APD and DPD approach the recruitment of Spanish-speaking officers through the following activities: recruiting from Hispanic-heavy areas, building relationships with Hispanic youth through the PAL program, engaging through Spanish-speaking Citizen's Police Academies and public events, providing recruitment materials in Spanish, having role models on staff, and offering language incentives. In addition, the APD utilizes a designated Hispanic liaison to educate APD staff and connect with the community, and the intermediate Spanish-speaking curriculum implemented by the DPD Academy further builds the base of bilingual staff.

Word-of-mouth appears to be another promising practice for reaching the Hispanic community. At the APD, an employee referral program supports this practice. Likewise, a sergeant in Applicant Processing at the DPD highlighted that because of word-of-mouth, "there's a lot of second and third generation minority officers on the department now."

Strict Hiring Requirements

Unfortunately, staff at the APD and DPD indicated that strict background reviews eliminate many potential candidates from joining the police profession. The former Hispanic liaison, when speaking about outcomes of a Hispanic recruitment initiative, noted that "maybe 10 percent of … calls received were actually qualified for the positions … because you still have to go through tests, the academy, a six-month probation. So it's an uphill battle to fully become a police officer." Staff at the DPD also indicated that minor offenses often "weed out" applicants during the background review. Both departments, in recognition that stringent guidelines are important for the hiring of first responders, have focused their attention on engaging with youth as a strategy to avoid the occurrence of minor offenses by potential future candidates. As noted by the assistant chief of the Administrative Bureau at the DPD, "Being able to see officers like our Neighborhood Police Officers, our Community Affairs officers, our PAL, those officers are going out there and talking to the kids and planting the seed when they are younger…. We are planting that seed so hopefully we can continue to draw minorities."

Salary

Low pay is another challenge cited by the APD and DPD staff members, particularly in relation to other departments. Pay may not only serve as a barrier for entry into the police profession in general but also, as noted by a captain of Special Projects at the APD, "Obviously we have to be competitive in salary in order to be able to compete" with other agencies that are hiring.

Leadership at both the APD and DPD implement various strategies to negate the challenge. Both departments have academies, thereby offsetting the cost of training for recruits who might have to pay for training elsewhere. As noted by one participant at the APD, some agencies require applicants to pay for certification and training, but at the APD, "once we hire you, we have our own academy so we pay you to get trained." The DPD focuses on tweaking the recruitment messaging so that candidates see the

benefits that are not related to pay, such as room for advancement. As noted by an assistant chief at the DPD, applicants "know what the pay is compared to other places. But they know at the end of the day, they'll see so much more here than they ever will somewhere else." Both departments also offer language incentives as retention tools to offset the low base pay, and the APD also offers attractive educational incentives and affordable housing.

Recruiting and Retaining Millennials

Recruiting younger candidates from the millennial generation presents a new challenge to first responder departments across the country. Interviewees thought that younger recruits were more likely to leave the profession instead of seeing it as a career, which, as expressed by an ADP staff member, poses a challenge from a financial perspective: "[To] recruit, hire, train, have someone out there with gun and badge, we invest about $100,000 on them. So when they leave, especially before five-year mark, it's painful."

The DPD, where recent changes to the pension plan may have resulted in increased attrition of young officers, is utilizing some promising strategies to recruit and retain millennials. Many of the recruiting team members are themselves twentysomethings who can relate to the majority of applicants who fall in this age group. One of the recruiters noted that "whatever the trend is with the kids, we learn it."

Fire/EMT

Recruitment Funding

The primary challenge reported by SFFD leadership and staff was a lack of funding to implement recruitment efforts. While SFFD just recently hired a recruitment director, it was noted that funding was not available to employ all recruitment efforts possible. Specifically, employee groups voluntarily participate in community activities to recruit relevant target populations—such as recruiting at local events, parades, festivals, and races—because of a lack of funds from the department to support these efforts.

Selection Process

Employee groups at SFFD also reported challenges with selecting diverse applicants due to the overall competiveness of the application pool. The removal of the state residential restriction for applicants, which had previously encouraged local residents to serve their community, has led to an abundance of many out-of-state or out-of-country applicants. The highly competitive nature of firefighting jobs in the area results in limited availability of firefighting positions. With an abundant supply of applicants, intensified by the removal of residency restrictions, allowing an influx of out-of-state or international applicants, the percentage of local residents within the candidate pool decreases. Thus, the probability of selection for employment for local residents is reduced, limiting the SFFD's ability to reflect the community it serves. The site staff also spoke of the testing

process as a barrier, with the Candidate Physical Ability Test (CPAT) in particular as being difficult for women to pass. In addition, the financial and educational requirement necessary to become a firefighter automatically limits the diversity available. For example, the expenses of school and obtaining EMT certification often impede individuals from underrepresented groups from pursuing a career in the fire service.

Providing Low- or No-Cost Pre-Cadet Training

The biggest challenge noted by BAY EMT staff and partners concerned material and financial limitations. The program allows students freedom from any financial responsibility (books, uniforms, equipment, etc.—all paid for by BAY EMT) in order to provide individuals from underrepresented groups the opportunity for a career in a field that needs and thrives with diversity. The cost to complete a BAY EMT program is approximately $1,500 per fire academy student, and $1,000 per student for the EMT program. BAY EMT operates strictly from grant funding and donations. All equipment and the facility are donated by local fire departments, and money to fund general operations is often obtained through personal donations or donations made on behalf of various companies and organizations. Responsibility to fund the program lies with the directors, who often utilize connections and networks to obtain monetary aid. BAY EMT's directors indicate that administrative support and a grant writer to focus on solely obtaining funding would be greatly beneficial in growing the program and allowing staff to more effectively concentrate on the programs' students and objectives.

Guaranteeing space and facilities for pre-cadet training is also a significant challenge. While the Oakland Fire Department has provided its training facility for BAY EMT to use, there is no permanent home solely for the program. Additionally, the Pre-EMT club at Oakland Tech High School occurs at the school's facility, but only allows for a limited time. This effort, which is critical to increasing interest in fire and EMS at a key age and serves as a recruitment tool for the program, would benefit from having its own facility. With BAY EMT's successful operations, the hope for and growth of the program would require distinct, private, and expanded facilities. In speaking with BAY EMT directors, the ultimate goal would be to house a training facility in the immediate center of Oakland, allowing accessibility to the diverse populations the program targets.

Helping Students Get Hired

Lastly, a substantial challenge not specific to BAY EMT alone is placing students after program completion. This challenge is particularly applicable to graduates of BAY EMT's fire academy. While the program helps prepare its cadets, the California fire industry as a whole is highly competitive. There is no longer a local residency requirement for fire department candidates. This allows candidates from all over the world to apply, creating a larger applicant pool and greater competition in obtaining employment or placement within a fire department. Candidates from disadvantaged backgrounds, such as those attending BAY EMT, will likely have greater difficulty getting hired as competition increases and more candidates with higher levels of preparation enter the market.

Discussion/Recommendations

This section provides a holistic picture of the practices the First Responder Diversity Study sites employ that either directly or more broadly have the potential to increase diversity. A discussion of the findings follows.

Cross-Site Comparisons

The findings not only yielded common themes but also key differences by type of organization. The following discussion refers to one of two types of sites: departments (APD, DPD, and SFFD) and training programs (BAY EMT and CFI).

Culture of Diversity

All five sites displayed aspects of a diverse organizational culture: a diverse leadership (in terms of both race/ethnicity and gender), an emphasis on diversity as a priority, and open discussions among staff about the importance and meaning of diversity. Table 4 displays diversity practices identified at each site.

Table 4. Cross-Site Comparison of Diversity Practices

	APD	DPD	SFFD	BAY EMT	CFI
Diverse Leadership	✓	✓	✓	✓	✓
Diversity Priority	✓	✓	✓	✓	✓
Open Discussions About Diversity	✓	✓	✓	✓	✓

Recruitment Practices

The study examined recruitment practices at the three department sites—APD, DPD, and SFFD. All three department sites have partnerships with either colleges or high schools but in different ways. DPD forms relationships with faculty on college campuses and makes presentations in classrooms. SFFD reaches out to students beginning at the elementary-school level to talk about careers in the fire service. APD recruits from local historically Black colleges and partners with Georgia State University to provide training for staff.

All three department sites are active in community engagement, including community partnerships, youth programs, and classes and events for the public. These community engagement activities act as direct and indirect recruiting methods. Community outreach events and interactions provide the opportunity for citizens to ask questions and learn more about careers in police, fire, and EMT. In addition, fostering positive relations is critical to maintaining a positive image of first responders in the community, particularly among previously underrepresented populations in the professions who can then see themselves in these positions. In addition to community engagement activities described above, APD hires liaisons specific to underrepresented and LGBT populations to reach those groups, ensure good relations, and to recruit them from these communities.

In addition to community engagement, all three departments offer financial incentives to bilingual applicants, due to the need for communicating with non-English-speaking populations in emergency situations. Recruiting budgets at the two police departments also allow for travel outside the state to recruit Spanish speakers and other populations that are hard to reach in their areas, particularly in areas where police jobs are unavailable or have long or inaccessible hiring processes. Table 5 displays recruitment practices identified at each site.

Table 5. Cross-Site Comparison of Recruitment Practices

	APD	DPD	SFFD
College/High School Partnerships	✓	✓	✓
Liaisons (LGBT, Hispanic)	✓		
Local Partnerships	✓	✓	✓
Youth Programs	✓	✓	✓
Public Classes/Events	✓	✓	✓
Language Incentives	✓	✓	✓
Travel	✓	✓	

Hiring Practices

Both APD and DPD offer accelerated hiring processes, which recruiters offer as a selling point to applicants from other cities where the process can take several years. As described above, leadership at APD is closely involved in the hiring process, with the Chief reviewing each conditional offer. A number of applicants at both departments are lost in the background review process, as is the case at police departments nationwide (Matthies, Keller, & Lim, 2012). As discussed previously, APD has recently modified its testing and screening requirements to ensure that applicants from underrepresented groups, including female applicants, are not discriminated against, while maintaining high standards to ensure that only qualified applicants are hired. Table 6 displays hiring practices identified at each site.

Table 6. Cross-Site Comparison of Hiring Practices

	APD	DPD	SFFD
Accelerated Process	✓	✓	
Leadership Involvement	✓		
Exam/Screening Modifications	✓		✓

Training Practices

Importantly, the majority of the sites provide free training and/or test preparation. APD and DPD have free academies; BAY EMT is a free program and covers testing fees; and CFI offers scholarships to cover the costs on an as-needed basis. APD and DPD offer coursework specific to diversity involving anti-bias training and reality-based role-playing exercises, and DPD requires that academy graduates complete 60 hours of Spanish coursework. Table 7 displays training practices identified at each site.

Table 7. Cross-Site Comparison of Training Practices

	APD	DPD	SFFD	BAY EMT	CFI
Free	✓	✓		✓	
Diversity Coursework	✓	✓			
Role-Playing/Scenarios	✓	✓			
Role-Playing/Scenarios in Spanish		✓			
Spanish Requirement		✓			
Mock Board Exams				✓	

Retention Practices

Although the focus for increasing diversity primarily appeared to be on recruiting across the three department sites, some examples surfaced related to the retention of employees. Both police sites offer frequent opportunities for promotion and movement between various units within the department. All three sites offer financial incentives, which act as both a recruiting and retention tool for language. In addition, APD, through its partnership with the APF, offers housing and education benefits. Female and racial/ethnic minority representatives of both police departments spoke of a comfortable, welcoming, "family" environment, particularly for underrepresented populations who feel at home. SFFD offers employees the professional and personal support of various employee groups who advocate on their behalf. Table 8 displays retention practices identified at each site.

Table 8. Cross-Site Comparison of Retention Practices

	APD	DPD	SFFD
Opportunities for Promotion	✓	✓	
Financial Incentives (Housing, Language)	✓	✓	✓
"Family" Environment	✓	✓	
Employee Groups			✓

Challenges

Challenges among departments seemed specific to the profession: either police or fire. For police, a major challenge is filling the approximately 200–300 openings each year, while for fire, the challenge appears to be competition for limited openings. All three sites cite the need for additional bilingual staff and the challenge of gaining the trust of

immigrant populations who often have negative views of police from their home countries. The two police sites, like police departments around the country, lose a number of applicants through rigorous background reviews, and both sites lose younger generations of employees, possibly because of low pay and job-hopping patterns. Table 9 displays challenges to increasing diversity identified at each site.

Table 9. Cross-Site Comparison of Challenges to Increasing Diversity

	APD	DPD	SFFD
Competition for Applicants	✓	✓	
Competition for Positions			✓
Recruiting Bilingual Staff (Negative Image, Distrust)	✓	✓	✓
Background Review Eliminations	✓	✓	
Retaining Millennials	✓	✓	
Pay/Pension Freezes	✓	✓	

Revisiting the Promising Practices Literature

Findings from this study support many common findings and recommendations in the literature specific to increasing diversity of first responders, including the importance of supportive leadership and organizational values; the formation of community partnerships; tailored recruitment messages; development of broad definitions of diversity; and ongoing training. While other recommendations from the literature— establishing a diversity council and mentoring programs—did not surface in the site visits, they merit further study and potential consideration among first responder departments as strategies for increasing diversity, along with practices identified through this study.

Some of the findings did not appear in the literature and may merit further exploration, such as a culture of diversity and the use of community liaisons. Similarly, while some practices used by the study sites were explicitly designed to improve diversity, others were broader organizational approaches or contexts that *may* have the unintended benefit of increasing diversity indirectly, either through recruitment (e.g., accelerating hiring processes) or retention (e.g., having "a family" environment).

Feasibility of Replicating Promising Practices

The promising practices literature and the sites visited as part of the First Responder Diversity Study provide many examples of strategies that can be used within law enforcement or fire service to increase diversity. However, implementing these practices may be more or less difficult in some contexts, depending on the receptiveness of participating players to make real and lasting changes and having the resources available to do so. In order to be successful, agencies at a minimum must work towards *institutionalizing* their goal to strive for and support diversity and inclusion. It must become a part of the organization's new business as usual and be reflected among the organization's leadership and in its recruitment and retention practices and budget.

The study sites illustrate how this can come about in different ways. SFFD was legally required to improve its diversity, and it met and then exceeded its requirements through a variety of approaches. This case demonstrates what is possible when local agencies are motivated and have the financial support to prioritize diversity, even if it is not initially by choice and does not reflect past priorities. At the other end of the spectrum, APD operates within the context of a city that is considered by locals to be "the home of civil rights" and is one of the most intentionally diverse and representative police departments in the country. Diversity is an established priority throughout the agency, and resources are allocated accordingly.

What these cases do *not* illustrate, of course, is that this type of progress can easily be made anywhere. The highlighted practices will be more or less feasible depending on local contexts. For example, the agencies in the study were all located in large cities. As such, they have larger budgets and more diverse applicant pools than those in smaller municipalities, which likely gives the study sites an advantage. However, this does not mean that it is impossible to make progress elsewhere. In fact, a concurrent study conducted by the U.S. Department of Justice investigated how smaller police departments are improving diversity. The DOJ study will add further information to that presented here.

One important takeaway from this study may be that agencies with fewer resources have options for doing more with less. Two promising practices that may be feasible for a broader array of agencies are: (1) supporting volunteerism, and (2) partnering with third-party organizations and community groups as a means of recruiting and retaining more diverse staff. Agencies like SFFD encourage employees to participate in specialized employee groups on a volunteer basis. These groups are a source of social support among their members and a valuable resource for SFFD in the volunteer outreach they do to help inspire others to enter the fire service. Similarly, BAY EMT and CFI are inspiring examples of what can be accomplished by those in fire service on a purely volunteer basis. In addition, they serve as an important segment of the pathway for disadvantaged youth and women to gain access to career options that may not have

otherwise been available to them. In this niche, they are also providing a valuable service to partnering agencies by giving them increased access to an applicant pool that they may not have otherwise had. A second option for partnering with third-party organizations or training providers is to host paid apprenticeship and internship opportunities—in some cases, these training programs may be funded partially or fully through other sources, such as workforce development grants.

Recommendations for Future Research and Evaluation

As described earlier in this report, the research on diversity practices in general, and among first responders specifically, is quite limited despite its clear policy relevance and social value. This First Responder Diversity Study represents one of the first steps in a program of research to help inform the first responder field. Subsequent research will ideally take several forms: (1) larger studies of promising practices at a greater number of sites within different contexts (e.g., mid-size cities, less diverse cities, etc.); (2) in-depth implementation studies of promising practices similar to those identified in this report and in related studies; and (3) impact studies of programs that appear the most promising for improving diversity. Below is a discussion of each of these types of research in more detail.

Identifying Additional Promising Practices

The First Responder Diversity Study included a comprehensive extensive search for sites implementing promising practices. However, the approach of conducting a more traditional literature review and web search was not fruitful in identifying promising practices in the first responder fields. It was much more productive to talk with people in each of the fields directly, such as representatives from first responder professional organizations and local-level police and fire agencies, but this process was relatively slow and did not result in a large number of potential study sites. It was also difficult to use data from existing sources to identify first responder agencies with diverse personnel because of the cross-sectional nature of available data; these data provided a snapshot of each municipality's workforce at one point in time—a time that could have been before, during, or after diversity initiatives were implemented in a particular agency.

A useful next step in studying diversity practices among first responders would be to widen the field of sites studied — preferably to include agencies and other types of organizations like training providers from a variety of contexts, such as smaller cities. An expanded study may also help fill some of the gaps identified in both the literature and in the current study. In particular, while the study has found *some* practices thought to increase diversity by improving retention and advancement, the vast majority of

practices focus more on getting potential first responders *into* the pipeline through outreach and recruitment, and less on keeping them and advancing them within in the pipeline. Similarly, realistic barriers within the selection and advancement process still exist even among sites doing well. The current study did not uncover many practices that address those barriers. In order to identify additional promising practices, several good starting points may be to: (1) set up a volunteer registry on the DOL website for agencies and first responder training organizations to tell others about their initiatives, including details on how they have updated their recruitment, selection and advancement policies and practices as well as how they have partnered with local training providers and workforce development boards to improve diversity in their agency; (2) periodically reach out to the first responder professional associations to learn about new initiatives in the field; (3) consider developing and conducting a survey of local police and fire agencies in partnership with associations to ascertain how many agencies nationwide have implemented the practices identified through the First Responder Diversity Study as promising, or others that may show promise; and (4) continue to analyze data on first responder diversity over time and develop trend analyses for municipalities.

Studying the Process and Conditions for Successful Implementation

The process of enacting promising diversity practices and the factors that promote or inhibit real organizational, attitudinal, and behavioral change in this context are complex and require much deeper and targeted study. One of the next steps in this line of research should be to conduct implementation studies among a sample of the sites identified in order to provide the field with more concrete "how-to" information. For example, DPD has an interesting approach to forming and reorganizing its recruitment team, and SFFD has formed relationships with other organizations to offer paid apprenticeships. Future research could explore how the agencies set up these types of staffing and partnering structures, and what kinds of organizational change have been required to allow for that kind of flexibility.

One of the findings of the study, however, was that some practices are considered proprietary, and competition for recruits is so strong that agencies can be reluctant to share details. Another challenge to doing a deeper study of implementation is that any information on improving diversity as part of a selection, retention and advancement process is going to be sensitive in nature, and sites will understandably only be willing to share so much. This will limit the amount that can be learned. Any research that takes place at a deeper level will have to be undertaken with a clear agreement among organizations involved as to what information can be shared and what information can be used to inform the research but cannot be released.

Determining the Impact of Diversity Efforts

Ultimately, the goal of any body of promising practices research is to provide the field with more conclusive evidence that a particular approach is effective. In the case of diversity practices, this preliminary study has found that agencies and organizations take a variety of approaches to improving diversity. There is no instance in which a single practice (e.g., employee support groups) or a specific set of associated and coordinated practices would be implemented. Diversity practices develop rather organically over time. That creates a challenge for conducting an impact study, where participants would ideally be randomly assigned to a "promising practice" group or to a comparison group that does not participate in the practice. Therefore, any impact study of diversity practices would likely need to focus on targeted initiatives or programs that are implemented during the study, such as a diversity and inclusion-related training course for staff or a job training program that (a) includes characteristics identified in the promising practices research (e.g., fire service apprenticeships that follows a curriculum recognized by the field), (b) is implemented in collaboration with a sponsoring agency, and (c) could be studied in this way and would add valuable information to the field. However, while it may possible to conduct an experimental study of a well-defined practice—such as a diversity and inclusion-related training course for staff—in this setting, it would not be feasible to randomly assign personnel or candidates to an agency's full set of practices that developed over time. There are also legal implications for allowing some individuals access to resources and not others (e.g., for selection of test preparation or supports for advancement opportunities). A more realistic approach would be to use a quasi-experimental design in this setting, which would allow researchers to compare agencies implementing promising practices with those that are similar in important ways (e.g., similar employee characteristics and recruitment and hiring policies at baseline) but that do not use the types of practices being studied. In this approach, however, it would be important to screen the comparison sites to ensure that they are not implementing other practices that would be considered promising, and that relevant and reliable data on policies, practices, and outcomes could be obtained from all sites.

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Appendix A: Literature Review

Introduction

The first step in the First Responder Diversity Study was to gather information on potentially promising approaches to increasing diversity in each first responder field through a comprehensive literature search, a review of first responder association websites, and a scan of policies and practices within a set of states found to have a relatively diverse first responder workforce.

This report provides a summary of information regarding best practices for increasing diversity from the human resources literature as well as best practices, more specifically, from the existing first responder literature. The final section identifies the strengths and weaknesses of the literature and research base and suggests areas for future research.[12]

Best Practices for Increasing Diversity

Recommendations from the Human Resources Literature

The goal of increasing workforce diversity is not unique to the first responder fields. In this section, a summary is presented of the human resources literature on best practices considered to be relevant to first responders. It describes general organizational or leadership best practices for supporting diversity and inclusion, as well as best practices specific to the components of the employment pipeline, including outreach, recruitment and selection, training, and retention and advancement.

GENERAL ORGANIZATIONAL OR LEADERSHIP PRACTICES

In both the public and private sectors, a similar set of general practices and organizational characteristics have been identified as useful for ensuring and managing a diverse and inclusive workforce (e.g., see Aronson, 2002; Industrial Relations Counselors, Inc., 2008; Stalcup et al., 2005; U.S. Department of Commerce & National Partnership for Reinventing Government Benchmarking Study, n.d.). These include:

- A demonstrated commitment to diversity and inclusion at the leadership and management levels (e.g., diversity among leadership members; organization's stated core values include diversity and inclusion; sustained investment in supporting diversity and inclusion, etc.);

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[12] Additional details about the First Responder Study methodology and findings are available in the final study report.

- A strategic plan designed from a current diversity assessment of the organization that includes diversity goals and plans aligned with or explicitly linked to the organization's goals and objectives;

- Succession planning that includes an ongoing strategic process for identifying and developing a diverse pool of talent for an organization's potential leaders;

- Communications from leadership about the value of diversity for organizational performance;

- Employee involvement to support diversity and inclusion throughout the organization (e.g., mentoring new employees, supporting public outreach by employees, etc.);

- Training of management and staff to recognize and avoid bias (including implicit bias); and

- Establishing indicators for measuring progress and performance, and holding leaders accountable to those measures.

Experts in the field of diversity management, along with organizations that have been the most successful at improving diversity and inclusion, support these practices and agree that a combination of the general practices identified should be considered when an organization is developing and implementing its diversity initiatives (e.g., see Aronson, 2002; Industrial Relations Counselors, Inc., 2008; Stalcup et al., 2005; U.S. Department of Commerce & National Partnership for Reinventing Government Benchmarking Study, n.d.). Below, some general strategies, among others, are discussed more in depth as they relate to specific components of the employment pipeline.

OUTREACH, RECRUITMENT, AND SELECTION

Recruitment efforts in areas that serve diverse populations or are unique to a targeted group of individuals have received positive support in the literature. For example, partnering with schools and organizations that serve diverse populations is a promising recruitment practice, according to a study that examined the practices of agencies with the 10 highest ranked diversity management programs (Stalcup et al., 2005). The findings support active recruitment from schools such as historically Black colleges and universities, Hispanic-serving institutions, women's colleges, and schools with international programs, and encourage developing internship opportunities for students in underrepresented racial/ethnic groups. The report notes that building formal partnerships with schools and multicultural professional organizations can help organizations to establish their commitment to diversity (Stalcup et al., 2005).

Similarly, outreach to locations—such as community centers, professional organizations, churches, or local educational institutions—in areas of targeted populations of interest can signal that the organization values inclusion of those individuals and the importance of diversity. Dissemination of recruitment advertisements in these outlets is believed to increase the number of diverse applicants (Avery & McKay, 2006).

In addition to the location of recruitment dissemination, careful consideration and tailoring of recruitment messages is important for attracting diverse candidates. According to a study that explored how prospective applicants reacted to agency advertisements, recruitment messages are more effective when organizations provide justification for their diversity-focused efforts (Williamson, Slay, Shapiro, & Shivers-Blackwell, 2008). This is supported by Jacobs & Grant-Thomas (n.d.), who emphasize the value of reflecting on and conveying organizational motivations for seeking to diversify the workforce. Williamson and colleagues (2008) further recommend that, because prospective applicants' responses to advertisements vary by individual experiences of discrimination, organizations should develop messages that account for both group- and individual-level experiences. However, Williamson and colleagues (2008) recommend first examining market research to better understand the makeup of the applicant pool. This is based on the authors' findings that groups and individuals are attracted to different justifications for increasing diversity. The University of Vermont's Diversity and Retention Best Practices guide echoes this point, suggesting that organizations evaluate the diversity of the current workforce—such as through data from the Offices of Affirmative Action and Equal Opportunity (AA/EO), Human Resources, and Institutional Research and a unit's own data, if applicable—to set diversity goals and job positions (University of Vermont, 2012).

Best practices among leading diversity management programs also suggest that establishing a corporate council to develop, implement, and monitor a diversity-focused recruitment plan is a promising approach (Stalcup et al., 2005). Most of the 10 agencies examined by Stalcup and colleagues (2005) had some type of diversity advisory board and involved employees in diversity management. Jacobs and Grant-Thomas (n.d.) recommend that the organization embrace its mission to increase diversity by including individuals with a strong commitment to diversity on the search committee. The authors suggest that, in addition to ensuring clear metrics for the evaluation of candidates, members of the search committee be trained to avoid potential biases in the recruitment and selection process. The University of Vermont's Diversity and Retention Best Practices guide also supports training of search committee members and hiring officials, recommending participation in the AA/EO educational recruitment and retention sessions. It is also noted that leaders of the organization should be engaged in and actively support the organization's strategies and plan to diversify its workforce.

TRAINING

Support for diversity at the management level has been reported to be a significant factor in the effectiveness of diversity training (Rynes & Rosen, 1995). According to a survey-based study on the factors related to the adoption and perceived success of diversity training programs, training programs are more likely to be perceived as successful when organizations embrace broad, inclusionary definitions of diversity and make diversity training attendance mandatory for managers, and when organizational leaders are perceived to be supportive of diversity (Rynes & Rosen, 1995). This is reinforced by the Equal Employment Opportunity Management Directive 715, which requires leadership at federal agencies to demonstrate a commitment to diversity and incorporate equality of opportunity into their strategic mission, such as by training managers with effective communication and interpersonal skills to manage a diverse workforce (U.S. Equal Employment Opportunity Commission, 2003). The training should be designed to develop employees' understanding and awareness of diversity and may include key topics, such as cultural awareness, communication styles, team building, and conflict resolution (Stalcup et al., 2005). Although all employees should be encouraged to participate in diversity training, evidence suggests a voluntary approach to attendance may yield more positive results (Kalev, Dobbin, & Kelly, 2006).

Another promising strategy for implementing diversity training includes testing the effectiveness of diversity-focused training courses within small segments of the organization prior to broad implementation (Holvino, Ferdman, & Merrill-Sands, 2004). For example, the authors recommend conducting a multicultural team-building intervention with a virtual project team to test trainings in smaller work units, and then expanding effective approaches across the entire organization.

Conducting evaluations to determine the impact and results of diversity initiatives or training is an important step in ensuring the success of diversity training programs. Findings from Rynes and Rosen (1995) suggest that training programs are perceived as more successful among employees when they involve a long-term evaluation component. According to Holvino and colleagues (2004), best practices for evaluating diversity training include assessing changes in individual attitudes and behavior, organizational culture, inclusion of diversity strategies, business systems and structure, costs and profitability, and the level of satisfaction across different groups within the organization.

RETENTION AND ADVANCEMENT

Assessing, communicating, and recognizing the effectiveness of diversity efforts is key to developing a diversity program that is beneficial to existing employees (U.S. Department of Commerce & National Partnership for Reinventing Government Benchmarking Study, n.d.). More specifically, agencies with successful diversity initiatives identified the following benchmarks for evaluation: attrition rates, workforce satisfaction, complaints and litigation, and organizational competitiveness and financial performance. An explicit recognition of diversity efforts and initiatives, such as giving out

awards for employees or managers who demonstrate a commitment to the advancement of diversity (U.S. Department of Commerce & National Partnership for Reinventing Government Benchmarking Study, n.d.), reinforces diversity as part of the strategic mission and encourages diversity-promoting practices. Taken together, these practices help to establish employees' perceptions of the organization as having institutionalized its commitment to diversity.

Mentorship programs are another recommended approach to improving retention and advancement of a diverse workforce (Stalcup et al., 2005). Groups developed to foster inclusion and promote diversity can also help to contribute to employees' self-development and advocacy. The report from the U.S. Department of Commerce and National Partnership for Reinventing Government Benchmarking Study (n.d.) identifies benefits to these groups in terms of development and retention of employees, improvement of staff managers, and a sense of inclusion among employees.

SUMMARY OF BEST PRACTICES FROM THE HUMAN RESOURCES LITERATURE

In general, the human resources literature suggests a commitment to diversity and inclusion at all levels of the organization in a way that is explicitly communicated, demonstrated, supported, and sustained. For outreach, recruitment, and hiring, recommendations include establishing a council to develop, implement, and monitor a diversity-focused recruitment plan, including individuals with a strong commitment to diversity on advisory councils and search committees; training members of search committees to avoid bias in selection practices; developing formal partnerships with schools and organizations that serve diverse populations; and disseminating tailored recruitment messages in a range of outlets that serve diverse populations.

Training is seen as most successful when broad, inclusionary definitions of diversity are used by the organization; and training, while required for managers, is strongly encouraged to all employees. Strategies should be pilot-tested prior to full-scale implementation. Long-term evaluations of diversity training initiatives include assessing changes to individual attitudes and behavior, organizational culture, costs and profitability, employee satisfaction across different groups in the organization, and the use of diversity strategies within business systems and structure.

For improving retention and advancement, organizations should prioritize diversity by assessing, communicating, and explicitly recognizing effective diversity efforts. Establishing a mentorship program can help to foster self-development, a sense of inclusion, and advocacy within the organization, and thus increase the likelihood of retention and advancement of a diverse workforce.

The vast majority of studies conducted to establish these best practices consist of surveys, interviews, focus groups, and case studies, which have been valuable for the sake of knowledge development around best practices. However, further research is needed to identify more specific approaches (e.g., the characteristics of an effective

mentorship program) and the conditions under which implementation is most successful and to test the *effectiveness* of best practices more rigorously.

Recommendations from the First Responder Literature

The following results describe diversity best practices specific to first responders along the employment pipeline (outreach, recruitment, hiring, training, retention, and advancement). The literature summarized below is broken down by profession (police and firefighter/EMS). These findings represent academic publications, research studies, and government reports. Following the literature review findings, potentially promising practices identified through an online scan of association websites and state and local policies are described.

POLICE

The majority of best practices from the diversity literature specific to police apply to outreach, recruitment, and hiring. These best practices reflect some of the recommendations from the general human resources literature and some practices specific to policing.

Forming community partnerships

As with the general human resource diversity literature, forming partnerships with other organizations is considered a promising recruiting strategy for improving diversity among police. The Police Executive Research Forum conducted a survey of approximately 1,000 police agencies and identified 60 as effective at recruiting or hiring women and individuals in underrepresented racial/ethnic groups (Taylor et al., 2005). These agencies indicated that advertising on websites of women's organizations and associations and recruiting at women's events, including fairs, college athletic events, and fitness clubs, were promising strategies for increasing the gender diversity among police. Comeau (2011), through a series of interviews with the New York State Division of Criminal Justice Services and New York police departments with high representation of underrepresented groups within the force, also found support for community-based and in-person recruitment events— such as open houses or those held at professional organizations, churches, fraternities, community groups, malls, and job fairs—as promising practices.

Targeting diverse populations

The dissemination of recruitment advertisements in outlets that serve diverse populations has been proposed as an effective strategy in the literature. Haddad, Giglio, Keller, and Lim (2012) suggest that diversity recruitment strategies found to be effective by the Military Leadership Diversity Commission can be applied to law enforcement agencies. For example, they recommend translating messages into multiple languages and advertising in newspapers, on social media, or at institutions that serve underrepresented populations, such as historically Black colleges and universities.

Scrivner (2006) presents case studies of five police departments' community approaches to recruiting and hiring a diverse workforce as part of a project funded by the U.S. Department of Justice (DOJ) to increase service-oriented law enforcement members. Departments reported the need to carefully design online recruitment information and applications, which may be a barrier to recruits for whom English is a second language. Findings from a focus group discussion at one site suggested that recruitment advertisements highlight the various types of individuals with careers in law enforcement.

Targeted recruitment messages

White, Cooper, Saunders, and Raganella (2010) recommend that law enforcement agencies design recruitment and hiring strategies to appeal to recruits' motivations for joining the police force. According to the study, law enforcement officials from the New York City Police Department cited a desire to help people and practical concerns, such as benefits and job security, as the primary factors behind their career choices. Results suggest that motivations for joining the police force and job satisfaction are consistent across racial groups and genders, indicating that diversity recruitment efforts may benefit from focusing on these factors.

Other studies note the value of tailoring recruitment messages to attract diverse populations of interest, such as by identifying previously untapped neighborhoods and considering the effect of recruitment messages on different populations (Matthies, Keller, & Lim, 2012). Taylor and colleagues (2005) indicate that featuring minority and female officers heavily in recruitment material, such as brochures, communicates directly with applicants during the outreach and recruitment process. Comeau (2011) recommends that recruitment messages be tailored specifically to diverse groups and be disseminated at a variety of outlets, including TV, radio, newspapers, internet, and smartphone apps.

Jordan, Fridell, Faggiani, and Kubu (2009) conducted a national survey of police agencies to assess the effectiveness of targeted approaches to recruit women and minorities. The findings suggest that targeted recruiting strategies toward underrepresented groups may have increased the number of new hires from these groups by more than three times, and specific recruiting strategies for women were associated with a more than doubling of new female hires. However, only 18 percent of agencies were found to use these strategies. Increasing starting pay was not found to be an effective strategy, but increased spending on recruitment resources was positively associated with success in recruiting and hiring individuals from underrepresented groups and women.

In addition to targeted recruitment messaging for individuals from underrepresented groups and women, it is important to consider the unique needs of groups such as veterans. A report by the International Association of Chiefs of Police, Bureau of Justice Assistance, & Klein Associates Division/ARA (2009) investigated transition issues for veterans returning to law enforcement careers, revealing that veterans may have unique

needs and may benefit from a different set of recruitment approaches than other groups, such as underrepresented racial/ethnic groups and women. For example, interviews and focus groups with veterans highlighted the value of a liaison or committee designed to facilitate the transition from the military to the law enforcement agency and to increase awareness of issues faced by veterans. In addition, training that focuses on communication skills and community relations, and targets a wide range of skill levels could benefit veterans in particular.

It is worth noting that, although targeted recruitment strategies are cited by many as a promising recruitment strategy, there is wide variation in the extent to which law enforcement agencies tailor recruitment strategies to increase diversity as a standard practice. A survey administered to nearly 3,000 law enforcement agencies found that 21 percent of all agencies targeted underrepresented racial/ethnic groups in their recruitment approaches, 21 percent of all agencies targeted women in their recruitment efforts, and 17 percent of all agencies targeted military veterans (Reaves, 2012). Large state agencies tailored recruitment efforts toward underrepresented groups and women at much higher rates than other agencies. For example, 88 percent of agencies with more than 500 employees actively recruited women, and 85 percent focused recruitment on underrepresented groups (Reaves, 2012). This implies that smaller and local agencies may not commonly use this promising practice.

Exam assistance
Additional best practices suggested in the literature include providing easily accessible recruitment information and exam preparation assistance, and ensuring exams do not include culturally biased questions (Matthies et al. 2012). Similarly, Riccucci and Riccardelli (2015) recommend revisiting the use of written exams from police department entry assessments, since they can discriminate against non-White applicants, and instead relying on other components of the hiring process, such as oral and psychological exams.

Retaining diverse officers
In addition to implementing tactics to diversify employees, agencies have to ensure that they also provide structural supports to appropriately manage a more diverse staff. For example, a study of 464 large police departments found that increased diversity correlated with increased staff turnover, and as a result, decreased crime control (Hur, 2012). The report indicates that, in an effort to minimize the negative impact of employing a diverse staff, the departments required diversity management, such as addressing potential friction between different ethnic groups. Chrobot-Mason and Aramovich (2013) echo these findings in their report, which suggests that an inclusive work environment includes diversity-focused recruitment and hiring practices alongside transparent practices of equal access and treatment. Agencies should cultivate a climate that supports the diverse workforce it hopes to achieve.

Commission on Accreditation for Law Enforcement Agencies

Studies have also examined the relationships between accreditation and diversity. A study by Kasdan (2006) noted that of 19 police departments surveyed in Rhode Island, the most creative recruitment strategies were implemented by agencies that had gone through the accreditation process. Furthermore, a study by Burlingame and Baro (2005) showed that national accreditation status through the Commission on Accreditation for Law Enforcement Agencies (CALEA) is associated with more successful recruitment strategies. The study examined the percentages of women and non-White women in agencies by CALEA status. The authors reported that CALEA agencies were found to have significantly higher percentages of women and non-White women in the force at all levels of command, which "may help to change the organizational culture of an agency with respect to the employment and promotion of women (Guajardo, 2016, p.21)." Morabito and Shelley (2015) echoed the findings of Burlingame and Baro (2005) in that CALEA accreditation significantly and positively predicted the proportion of female, non-White, and African American employees across 1,478 police jurisdictions.

Summary of Best Practices from the Law Enforcement Literature

In addition to targeted recruitment messaging and partnerships in the community, the literature on police diversity recommends adequately funding recruitment efforts to reach a diverse set of applicants. It is important to tailor messaging for diverse communities not only by highlighting the range of people with careers in law enforcement, but also by conveying aspects of the job that applicants care about—helping people, job benefits, and job security. It may also be useful to ensure that all groups' interests are represented in collective bargaining and that agencies consider seeking accreditation.

Similar to the general human resources literature on best practices for increasing diversity, the literature on law enforcement is based on survey and qualitative research, such as focus groups with those in the profession. This work has been highly valuable for identifying the promising practices described above. However, more research is needed to identify additional best practices—particularly for addressing the barriers to hiring, retaining, and promoting police (e.g., through unbiased hiring and promotion criteria, application procedures, and exam preparation assistance)—and to test their impacts throughout the employment pipeline.

One suggestion from the field is for law enforcement agencies to begin addressing issues of inclusiveness by performing a barrier analysis of the policies or cultural norms that inhibit the recruitment and retention of diverse candidates. Once the context-specific recruiting, hiring, retention, or promotion barriers have been identified, an agency can attempt to remove them and improve practices (Matthies et al., 2012).

FIREFIGHTERS, EMTs, AND PARAMEDICS

Best practices for increasing diversity noted in firefighter, EMT, and paramedic literature are similar to those discussed for the policing field, as well as general human resources. The literature highlights implementing diversity efforts through recruitment, hiring, and training and the importance of a commitment to diversity from leadership.

Comprehensive practices

The International Association of Fire Fighters' (IAFF) report, *Achieving and Retaining a Diverse Fire Service Workforce* (Fox, Hornwick, & Hardin, 2006), highlights various programs and initiatives that have been implemented in the past with the intention of increasing diversity. Consistent with the recommendations and best practices in the general human resources literature and based on interview and survey data and case studies of effective departments, the report lists the following key components in recruiting diverse first responders: (1) making it a mission; (2) instituting diversity training; (3) starting a human resources committee; (4) building relationships with affinity organizations; (5) improving the education of applicants (scholarships, recruitment of diverse applicants to educational programs); and (6) establishing a mentoring program. The IAFF's diversity initiative also highlights five obstacles to increasing diversity: (1) being passive or defeatist about the problem; (2) a selection process that does not measure the most important skills and abilities; (3) a selection process that requires education, certification, or prior experience that limits diversity; (4) not knowing how to reach the desired groups effectively; and (5) not communicating a clear message of the value of diversity within the organization, not fostering an inclusive environment within the organization, and not developing or enforcing policies regarding harassment. Therefore, any approach to increasing diversity would likely need to address these same or similar barriers.

The RAND Corporation's report, *Recommendations for Improving the Recruiting and Hiring of Los Angeles Firefighters* (Hardison et al., 2015), offers recommendations for recruiting diverse and highly qualified firefighters while minimizing organizational costs within the Los Angeles Fire Department. The report emphasizes recruiting highly qualified candidates from applicant pools that also offer diversity, such as female athletes at local colleges or recent non-White military veterans. Subsidized or free access to requisite training for assessments is also suggested as a way to help highly qualified applicants from low socioeconomic backgrounds who cannot afford the program fees. Departments should also evaluate the knowledge, skills, abilities, and other characteristics required for highly capable firefighters so that the hiring criteria are validated by outside experts and data. This is especially important for female candidates who can be discriminated against due to physical capability criteria (Russo, 2013; Schuck, 2014).

Promoting a positive organizational culture

Focusing specifically on women in the fire service, the *National Report Card on Women in Firefighting,* developed by the International Association of Women in Fire & Emergency Services (iWomen), examines such issues as discrimination, harassment,

recruitment, hiring, and training (Hulett, Bendick, Thomas, & Moccio, 2008). This report discusses *changing the fundamental culture* of an organization. The authors highlight five elements for supporting a permanent change in the fundamental culture of a fire department that echoes many of the general best practices discussed previously: (1) a visible commitment by top leadership, including mayors and senior appointed or elected officials; (2) monitoring and accountability to translate the broad goal into immediate consequences (including rewards and sanctions); (3) human resources management procedures embodying transparency, objectivity, and performance-relatedness to replace bias in hiring, promotions, and assignments; (4) changing individuals' behavior to control hostile acts (such as adopting a zero-tolerance policy for aggressive behavior); and (5) sustained efforts over three to five years or longer to effect significant culture change. The authors also showcase departments that have had success in increasing the diversity of their workforce.[13]

Broome (2012) also addresses the importance of the fundamental culture of an organization from a psychological lens, through which the author argues that gender perceptions of the typical firefighter still linger as a masculine figure. Broome calls for continued re-examination of traditional ideological perceptions that view being female and being a firefighter as mutually exclusive. Broome also calls upon male firefighters to serve as diplomats in ensuring that women have the ability to serve as firefighters and to hold leadership positions.

The results of a survey of firefighters' experiences of bullying at the workplace suggest that gender discrimination still occurs (Griffith, Schultz, Wakeham, & Schultz, 2015). Female respondents reported feeling that they were treated differently based on their gender and that their supervisors failed to respond to gender or sexual orientation-based complaints.

The findings of these studies, coupled with those of Broome and others in this review, may have implications for retaining a diverse firefighter workforce through consideration of organizational culture.

Recruiting task force
Van Solkema (1999) examined the effectiveness of the recruitment task force of the Grand Rapids Fire Department and recommended the following requirements for fire departments seeking to increase diversity through recruitment: (1) the entire department should participate in diversity training; (2) the rationale for the task force should be reinforced within the organization; (3) a recruiting budget must be established; and (4) a sense of urgency must be conveyed to members by communicating the advantages of diversity. These requirements are noted as critical to improving recruitment of a diverse workforce.

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[13] For the current First Responder Diversity Study, the authors have not focused on the promising organizations and agencies listed in the iWomen report as prospective sites for more in-depth study because they have already been identified and described. The goal of the current study is to identify *additional* organizations and agencies in order to add to the literature base.

Targeted recruiting to reflect the population

As described by the U.S. Department of Transportation, National Highway Traffic Safety Administration (USDOT/NHTSA) (2008), "Changes in the ethnic composition of the population indicate a need for a more ethnically diverse workforce" (p. 88) of EMS professionals. Hunter (2003) commented on these population changes and highlighted that EMS professionals will need to increasingly respond to "diverse health beliefs, customs, and practices" (p. 88). The report from USDOT/NHTSA (2008) highlighted that census data reflected a more diverse population of young adults in the United States, which has been a historically fertile recruiting ground for EMS professions in the past. Similar to the recommendations made by Hardison and colleagues (2015) for recruiting diverse firefighters, the report from USDOT/NHTSA (2008) concluded that targeted recruitment from diverse populations is crucial for building the future EMS workforce.

Suggestions for recruiting volunteers

Providing a unique perspective on the field of volunteer fire, *Retention & Recruitment for the Volunteer Emergency Services: Challenges & Solutions* offers information regarding effective strategies for recruiting a diverse volunteer staff, obstacles with retention, suggestions for retaining female volunteers, mentoring programs, and strategies for improving training (U.S. Fire Administration, 2007). Developed collaboratively by the U.S. Fire Administration, the Department of Homeland Security, and the National Volunteer Fire Council, online surveys were administered to various fire and EMS associations across the country. Findings based on survey results suggest that the most important aspect for improving recruitment and retention is having effective and fair leadership. Results also suggest implementing specific retention plans, such as financial incentives for employees and offering changes in duty shifts.

Supporting diversity during pre-employment training

Hunter (2003) provides 15 recommendations relevant to EMS students prior to entering the employment pipeline. Recommendations include ensuring photos printed of EMS staff in textbooks reflect a diverse group of individuals, using mannequins with a variety of skin tones in the classroom, addressing varying cultural beliefs regarding healthcare, and making internships available in areas where students will be exposed to diversity. Hunter (2005a) recommends the use of small group, narrative-based learning in the classroom to better relate instruction to student's lived experiences. Hunter (2005b) also studied the relationship between self-efficacy and knowing an employee in the EMS field for 499 students. The author found that in relation to successfully completing the paramedic training, knowing someone was more important to the self-efficacy of females than males. Hunter recommends that organizations wishing to increase diversity create recruitment opportunities for connecting diverse staff and diverse prospective employees.

Gender-appropriate equipment

Griffith and colleagues (2015) found that women more frequently reported that their uniforms or equipment did not fit. The authors' recommendations include ensuring properly-fitting equipment is available for females.[14]

Summary of Best Practices from the Fire, EMT, and Paramedic Literature

The best practices identified in the diversity literature specific to firefighters, EMTs, and paramedics mirrored many of the practices highlighted in the human resources literature, as well as some practices from the law enforcement literature for recruiting and retaining a diverse workforce.

Best practices include changing the fundamental culture of an organization, which requires a re-examination of traditional gender perceptions, visible commitment from leadership, monitoring progress, transparency, and objectivity. Additional recommended practices include implementing a human resources committee or task force on diversity, effectively communicating the rationale and advantages of a diverse workforce, instituting organization-wide diversity training, establishing a recruiting budget to ensure a diverse applicant pool, developing relationships with affinity groups to aid in targeted recruitment, establishing a mentoring program, allocating additional resources to support diverse student populations, and providing population-appropriate gear.

For *volunteer* first responders, the literature is more limited. However, the most important practices supporting recruitment and retention among volunteer staff are having effective, fair leadership; implementing retention plans, such as financial incentives; and offering practical incentives, such as offering changes in duty shifts.

Similar to the general human resources literature on best practices for increasing diversity and the literature on law enforcement, the findings on best practices for firefighters, EMTs, and paramedics are based on survey and qualitative research, such as focus groups with those primarily in the firefighter profession. Again, this work has been critical for identifying some promising practices, but more research is needed to identify additional best practices specific to first responders and to test their impacts throughout the employment pipeline.

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[14] This issue was also raised by several experts in fire service in conversations with study staff. Fire equipment was described as typically being purchased in a limited range of sizes. Purchasing equipment in additional sizes is expensive, and many departments cannot afford it. However, wearing improperly fitting gear can be a safety issue.

Support from the Field

In addition to the practices described above, the literature review and policy scan uncovered a number of diversity initiatives supported by first responder professional associations and membership organizations. Many of these organizations have been actively advocating for an increasingly diverse workforce and several of those organizations shared information, below, about strategies currently underway in their organizations to support diversity within their respective fields.

Police

THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE'S DIVERSITY COORDINATING PANEL

The IACP formed the Diversity Coordinating Panel (DCP) in 2006 to identify and evaluate the programs, policies, and initiatives that may enhance the diversity of law enforcement agencies internationally. The DCP focuses on issues affecting recruitment, hiring, retention, and promotion of underrepresented groups and women in law enforcement. To date, the DCP has looked at diversity issues related to fitness standards, pregnancy (which led to a related policy recommendation), recruitment, promotion, and training.

The DCP meets each year at the IACP conference and has played a role in dedicating recent issues of the IACP magazine to diversity, with articles on topics including lesbian, gay, bisexual, transgender, and queer (LGBTQ); and race/ethnicity. The DCP co-chairs visit other IACP committee meetings—such as civil rights, ethics, patrol and tactical operations—and look at ways the panel can support these groups to integrate issues of diversity. The panel members want to ensure that the 40 other IACP committees are aware of diversity gaps and resources, and coordinate diversity efforts and messaging.

The DCP collaborates with representatives of diverse law enforcement organizations and civil rights leaders to discuss how they can collaborate to increase diversity in law enforcement, connect with the community, and encourage individuals from underrepresented minority groups and women to consider a career in law enforcement. The IACP/DCP formulated an action plan with the White House and the U.S. Department of Justice (DOJ) following President Obama's 21st Century Law Enforcement Task Force report in 2014, resulting in 58 recommendations.[15] Ongoing meetings address how to implement these recommendations across 18,000 agencies. The task force report, however, did not address gender diversity. Since that time, the White House policy office has asked Women in Federal Law Enforcement (WIFLE) and the National Association of Women Law Enforcement Executives (NAWLEE) to work together to develop an implementation plan that departments can use to help increase gender

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[15] The final report can be found here: http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

diversity and address such crimes as sexual assault, domestic violence, and human trafficking.

NATIONAL ASSOCIATION OF BLACK LAW ENFORCEMENT OFFICERS RESEARCH-GUIDED TRAINING

To investigate barriers to diversity in policing and use this information to raise awareness in the field, National Association of Black Law Enforcement Officers (NABLEO) administered a survey of hiring practices to several local Rhode Island police agencies. One of the survey findings indicated that many agencies use credit checks in the hiring process, which can penalize applicants who have been out of work for a year, and may not be relevant to a candidate's ability to perform quality police work. NABLEO then conducted a one-day training session with attendees from law enforcement and the community to discuss the survey findings and implications for practice.

Fire

THE INTERNATIONAL ASSOCIATION OF FIRE CHIEFS' HUMAN RELATIONS COMMITTEE

In response to the focus in the field on diversity, the International Association of Fire Chiefs (IAFC) formed a Human Relations Committee (HRC) with the goal of helping leaders in the fire and emergency service establish a structure within their organizations that understands, includes, and respects diversity and inclusion. An HRC working group is currently developing a diversity and inclusion program to help local departments diversify and to reach potential recruits in underrepresented and immigrant communities in fire prevention education. The IAFC expects to pilot the program in August 2017 with the release of a toolkit, which committee members will implement at departments nationwide.

The IAFC also promotes diversity through resources on its website, workshops, seminars, presentations, and sessions devoted to the topic at its annual conference. During the annual conference, the HRC sponsors a breakfast, open to all registrants, which allows professionals in the fire service to network and discuss diversity openly. A speaker presents a diversity-focused presentation and encourages active participation, sharing of ideas, and networking in hopes of improving the diversity efforts of each attendee's department. Below are examples of topic areas covered during IAFC webinars and presentations related to diversity:

- Homophobia and transphobia in fire emergency service

- Women in the promotional process

- Challenging racism in emergency service

- Challenging sexism in fire service

- Designing a harassment and prevention program

- Hiring women in fire service

- Facility design, sleeping arrangements, etc.

- Diversity as told by a panel of chiefs

- Harassment

- Policy and procedures

- Social media

- Diversity breakfast at the annual IAFC conference

The IAFC also promotes diversity by encouraging the use of non-gender-specific terms, such as "firefighter" instead of "fireman," and "staff power" instead of "manpower." They also work to raise awareness in the field on issues that may adversely affect diversity, such as the lack of variability in the fit of turn out gear (i.e., equipment such as uniforms and gloves), the pass/fail nature of physical tests during the selection process, and the typical lack of dedicated recruitment staff in fire departments.

THE INTERNATIONAL ASSOCIATION OF FIRE FIGHTERS TARGETED TECHNICAL ASSISTANCE

The IAFF became involved in diversity efforts early on, with a civil rights conference in the early 1980s. IAFF recently celebrated the 25th anniversary of the nondiscrimination resolution from the 1982 conference,[16] which led to the civil rights commission. In 2006, IAFF signed on to an American Federation of Labor-Congress of Industrial Organizations LGBT resolution not to exclude any members of the community. More recently, IAFF has hosted conferences and workshops to help members increase diversity at their agencies (e.g., on LGBTQ issues) and to review various cities' recruitment, hiring, retention, and promotional processes for fairness and balance by gender and race.

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[16] See the *Human Relations Manual* of the International Association of Fire Fighters (http://www.iaff.org/hr/hr_manual.pdf).

Conclusions

The results of this literature review further support the need to better understand which specific approaches are effective at improving diversity for various first responder professions along different points in the employment pipeline. This review is the first step in meeting the public call for action to better represent and serve 21st-century communities. Before implementing and replicating practices further, more rigorous research should be conducted to determine which interventions have the most positive impact.

Much of the literature on increasing diversity of police, firefighters, EMTs, and paramedics along the employment pipeline mirrors the more general body of human resources literature. Among the often-cited promising recruitment practices are targeted recruitment messaging, partnerships in the community, and designated funding for diversity recruitment efforts. Strategies that address recruitment and retention include effectively conveying the job and implementing mentorship programs or employee groups. A general practice that applies to the employment pipeline as a whole is demonstrating the commitment of the organization or agency and its leadership to diversity.

Similar to the general human resources literature on best practices for increasing diversity, the literature on first responders is based on survey and qualitative research, such as focus groups with those in the profession. This work has been highly valuable for identifying the promising practices described above, but more research is needed to identify additional best practices—particularly for addressing the barriers to hiring, retaining, and promoting police (e.g., through unbiased hiring and promotion criteria, application procedures, and exam preparation assistance)—and to test their impacts throughout the employment pipeline.

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Appendix B: Study Methodology

Identifying Potential Sites/Practices

The process of identifying sites and practices to profile in the literature review and to consider for inclusion in the study consisted of several approaches, including a first round of targeted internet searches, a comprehensive literature search, and a state and local policy scan for states with relatively diverse first responders. This initial search was followed by a second round of outreach that included calls to first responder associations and states that had relatively diverse first responders. Potentially promising diversity practices (hereafter referred to as diversity practices) for the purposes of the search were defined as any type of approach to achieving diversity-related goals, or any combination of approaches: state or local policies; outreach to the community; training programs through a government, one-stop program, or a secondary/postsecondary school; or initiatives to get leadership buy in, among other approaches.

Diversity practices could target any or all of the following components of the employment pipeline: (1) outreach to the community, related recruitment, and hiring of a diverse workforce; (2) training to ensure individuals are ready for the job (before or after hiring), stay competent on the job, or qualify for raises or additional opportunities; and (3) increased retention and advancement.

First Round Search

The initial search for diversity practices and sites consisted of a targeted internet and literature review, followed by a scan of state and local policies focused on first responder diversity. The internet search was conducted by first compiling a list of websites for national and international first responder associations (Exhibit B1). Study staff scanned each of the association's websites for descriptions of specific approaches to increasing diversity. In addition to the 32 associations (17 police and 15 fire, EMT, and paramedic) listed in Exhibit B1, staff also searched other websites or associations referenced on the initial associations' sites.

Exhibit B1. First Responder Association Websites Searched for Diversity Sites and Practices

Police and General First Responder Websites	Fire, EMS, EMT, and Paramedic Websites
• Fraternal Order of Police • International Association of Chiefs of Police • International Association of Women Police • International Brotherhood of Police Officers • International Police Association • International Union of Police Associations • National Asian Peace Officers' Association • National Association of Black Women in Law Enforcement • National Association of Police Organizations • National Black Police Association • National First Responders Organization • National Latino Peace Officers Association • National Organization of Black Law Enforcement Executives • National Police Research Platform • Society for Human Resources Management (only searched for the first responder fields) • U.S. First Responders Association • Women in Federal Law Enforcement	• International Association of Black Fire Fighters • International Association of EMTs and Paramedics • International Association of Fire Chiefs • International Association of Fire Fighters • International Association of Flight and Critical Care Paramedics • International Association of Women in Fire & Emergency Services • International Fire Service Training Association • National Association of Emergency Medical Technicians • National Association of State EMS Officials • National Association of State Fire Marshalls • National EMS Association • National Fire Protection Association • National Medical Services Association • National Volunteer Fire Council • United States Fire Administration (including its library)

The literature search was conducted with the help of a professional librarian. The initial database search was done using the EBSCO publications database, including Academic Search Premier (ASP), SocINDEX (SOC), and Business Source Corporate (BSC). Study staff scanned the search results (including titles and abstracts) for specific practices for increasing diversity among first responders. An example of the keywords used to identify such practices is provided below.

Name(s) of the occupation plus:

(diverse OR diversity OR composition OR representation OR race OR racial* OR ethnic* OR gender* OR veteran*OR outreach* OR recruit* OR hire OR hiring OR training OR retention OR retain* OR advancement OR advancing OR promotion* OR promoting OR "selection system" OR "selection systems" OR "selection ratio" OR "selection ratios" OR "selection fairness" OR "affirmative action" OR Equal Employment Opportunity* OR EEOC OR EEO OR "adverse impact" OR "disparate impact" OR "disparate treatment" OR discrimination OR discriminatory OR disproportion*)

AND

(Intervention OR interventions OR practices OR initiatives OR initiative OR policy OR policies OR approaches OR approach OR "good faith effort*" OR program OR programs OR strategy OR strategies)

Two searches were conducted: One search was aimed at identifying diversity practices for police and general first responders, while the other was aimed at identifying practices for firefighters, EMTs, and paramedics. If the title and/or abstract of any given result indicated that the publication met the screening criteria, study staff would obtain the full text of the publication and review it to either confirm the initial screening decision or determine that the publication did not meet the screening criteria.

The diversity practices described in the publications that met the criteria were then coded using the study's topical matrix (Exhibit B2) and summarized. Each three-letter code represents a different type of diversity practice. The first letter in the code can be an "F" for fire, "E" for EMT, "M" for paramedic, or a "P" for police. The second letter in the code can be an "O" for outreach, recruitment, and hiring; "T" for training; or an "R" for retention and advancement. Finally, the last letter in the code can be an "R" for race and ethnicity, "G" for gender, "V" for veteran, or "L" for LGBT to identify the focus of the practice. Therefore, if a diversity practice was found on a fire association's website that described a recruitment program for increasing the number of female firefighters hired, the practice would be coded as "FOG."

Exhibit B2. Topical Matrix for First Responder Diversity Practices

Component	Fire				EMT				Paramedic				Police			
	Race/Ethnicity	Gender	Veteran	LGBT	Race/Ethnicity	Gender	Veteran	LGBT	Race/Ethnicity	Gender	Veteran	LGBT	Race/Ethnicity	Gender	Veteran	LGBT
Outreach, Recruitment, Hiring	FOR	FOG	FOV	FOL	EOR	EOG	EOV	EOL	MOR	MOG	MOV	MOL	POR	POG	POV	POL
Training	FTR	FTG	FTV	FTL	ETR	ETG	ETV	ETL	MTR	MTG	MTV	MTL	PTR	PTG	PTV	PTL
Retention, Advancement	FRR	FRG	FRV	FRL	ERR	ERG	ERV	ERL	MRR	MRG	MRV	MRL	PRR	PRG	PRV	PRL

The diversity practices were then further summarized by providing information for the name of the author (or organization), a website address for more information, key features of the practice, the target population, the timeline of implementation (if available), and a description of the levels and or stakeholders directly involved in the strategy. The purpose of providing a description of the stakeholders was to provide a sense of how comprehensive the approach is by identifying who is involved—for example, community leaders, senior leadership, or all ranks in the agency. In addition to this information, if any indicator of the practice's effectiveness was available (e.g., a percentage increase in women hired), that information was also included in the summary.

The policy scan involved an internet search for any policies or practices in states with the most diverse first responders. A search of government websites within those states at the local level resulted in 13 promising fire departments (including one whose diversity policies focused on paramedics) and 31 promising police departments.

Results of the First Round Search

Following the search, an initial set of screening criteria was applied to all search results: To be reviewed more in depth, the search result (e.g., a publication or description of a policy or practice on a website) must have focused on (1) at least one of the study's first responder groups and (2) a concrete approach or set of approaches to improving diversity that had been implemented in the field. The results of the initial search and screening are provided below.

Exhibit B3a. Literature Search and Screening Results for Police

Police	Pre-Screened Abstracts	Full Text Screened to Determine If Rubric Should Be Applied	Best Practices Rubric Applied	Determined to Be Potentially Promising
Websites		17	1	1
Lit Search	1,166	25	1	0
Policy Scan		30	11	8

Exhibit B3b. Literature Search and Screening Results for Fire, EMT, and Paramedics

Fire/EMTP	Pre-Screened Abstracts	Full Text Screened to Determine If Rubric Should Be Applied	Best Practices Rubric Applied	Determined to Be Potentially Promising
Websites		15	2	2
Lit Search	1,792	40	9	1
Policy Scan		13	6	3

Website search. Of the 17 websites screened for police and general first responders associations, only one provided a publication that was forwarded for additional review. Similarly, of the 15 websites screened for fire, EMT, and paramedic associations, two publications were discovered that were forwarded for review using the best practices rubric, described below.

Publications database search. The publications database search produced 1,166 results for police and general first responders, and 1,792 results for fire, EMT, and paramedic. However, most of these publications did not meet initial screening criteria. Of the 1,166 results for police and general first responders, only 25 results met the criteria for additional screening. Of the 1,792 search results for fire, EMT, and paramedic, only 40 were forwarded for additional screening.[17]

Policy scan. The policy scan identified 30 police departments and 13 fire departments that were implementing diversity practices. In order to determine which departments' practices were promising, a screening rubric was applied to each result (described in more detail below).

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[17] At the initial screening stage, a random sample of 10% of the search results was screened by a second reviewer. The resulting interrater agreement was 85%. A senior member of the study team reviewed the cases for which there was disagreement and determined that the initial reviewers' decisions were correct.

Best practices review of search results. Based on a review of the full-text publications obtained through the website search, the database search, and the policy scan described earlier in this report, 30 diversity practices were identified that met the study's first and second stage screening criteria—13 in the police field and 17 in the firefighting, EMT, and paramedic fields. To identify the sites implementing practices that were "potentially promising" and therefore candidates for further study, trained reviewers applied a best practices rubric developed by the study team to reflect the diversity practices literature described in this report and detailed in the project's literature review. For each relevant component of the first responder employment pipeline (e.g., outreach, selection, etc.), reviewers rated the diversity practices on the following scale:

- 3 = Incorporates the majority of best practices for achieving diversity goals

- 2 = Incorporates some, but not all of the best practices for achieving diversity goals

- 1 = Incorporates one of the most common best practices for achieving diversity goals

- 0 = Fails to incorporate any best practices for achieving diversity goals

Reviewers were instructed to indicate "insufficient information" if the source(s) did not provide enough information to make a rating and to also provide a percentage estimate of their confidence level for each rating, on a scale of 0 percent (no confidence) to 100 percent (complete confidence).

Using a 5-point rating scale as a summary measure (ranging from 1 for strongly disagree to 5 for strongly agree) reviewers indicated the extent to which they agreed that the approach described in the source(s) aligned with human resources best practices for increasing workforce diversity and provided an estimate of their confidence level for that rating. Given the small number of practices found in the literature, the criteria for translating scores into a designation of "potentially promising" were not stringent at this stage. A diversity practice was considered "potentially promising" if the reviewer gave it an overall score of 3 or higher (out of 5) and had a confidence in that rating greater than 50 percent.[18]

From that process, 15 diversity practices were identified as potentially promising—nine in the police field and six in the fire, EMT, and paramedic fields.

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[18] A random sample of 13% (n = 8) of the diversity practices scored using the rubric were reviewed by a second reviewer. In all cases, both reviewers agreed on the designation of "potentially promising" or not potentially promising.

Second Round Outreach

Staff supplemented the information gained through the literature search, web search, and policy scan by conducting phone interviews with individuals in the first responder field. Study staff employed "snowball sampling" by conducting informational calls with associations and membership organizations in the first responder fields and with experts in the fields of fire service, law enforcement, and EMTs.[19] They also contacted a set of local sites recommended as potentially promising by either state staff, association contacts, or the study's technical working group members. Through conversations with individuals in the field, five additional sites were identified.

Selecting Final Sites

The sites on the list compiled from these sources had to meet two main requirements to be considered for the study: (1) the strategies being used follow best practices based on the human resources literature, or based on expert recommendations from the relevant first responder field; and (2) reported outcomes suggest that a particular site's strategies are improving diversity at that site.

Sites were removed from the list if they did not appear to follow best practices and if their outcomes data either did not show improvements in diversity over time or were not yet available due to the recency of the strategies being implemented.[20] From the resulting list of prospective sites, Coffey Consulting (Coffey) selected a group of five sites—Bay EMT (Oakland, California, Fire Department); Camp Fully Involved (Concord, New Hampshire); Dallas (Texas) Police Department; San Francisco (California) Fire Department; and Atlanta (Georgia) Police Department—that, *as a whole*, met the following requirements: The sites represented a range of (1) first responder fields; (2) components of the employment pipeline;[21] and (3) protected groups targeted by the strategies.[22]

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[19] Snowball sampling consisted of asking contacts in the field for referrals to agencies or organizations implementing potentially promising diversity practices, and then talking to those referrals about their practices, as well as asking for referrals to others in the field who may know of additional agencies or organizations implementing diversity practices.

[20] Several sites considered for inclusion implemented their strategies in 2015; the outcome of those efforts has yet to be determined.

[21] Eligible strategies for increasing diversity could include any or all of the following components of the employment "pipeline": (1) outreach to the community, related recruitment, and hiring of a diverse workforce; (2) training to ensure individuals are ready for the job (before or after hiring), stay competent on the job, or qualify for raises or additional opportunities; and (3) increased retention and advancement.

[22] The groups of interest in the study were not limited to any specific population but strategies most often target increased diversity in race/ethnicity and gender.

Conducting the Site Visit

After receiving approval from sites, site visits were scheduled based on the availability of each site over the course of three months. A liaison was identified at each site to help coordinate the visit and develop an interview schedule. At the beginning of each site visit interview, participants were provided with a consent form to sign, and each site was provided with a form containing information about the project and site visit. Staff from Coffey Consulting and American Institutes for Research (AIR) interviewed individual participants and conducted focus groups based on a site visit guide that was tailored for each site prior to the visits. Interviewees included current staff and alumni of training program sites. After obtaining permission from participants, all interviews were recorded and detailed notes were taken. At the end of each site visit, staff requested any relevant materials to support the study (e.g., recruitment brochures, reports and briefings, publications, policies and procedures, outcome statistics). When possible, staff received tours of sites' facilities.

The site visit guide, which can be found below, was structured as a list of open-ended topics rather than specific questions. Research team members tailored questions for individuals based on their roles at the site.

First Responders—Site Visit Discussion Guide

- Thanks

  - *Thank you so much for speaking with us today.*

  - *We are with Coffey Consulting and we are conducting this study today on behalf of the US Department of Labor, in collaboration with American Institutes for Research. We would like to learn from practices you have implemented that are effective at increasing diversity.*

  - *As you are aware, the Coffey Consulting-AIR team has a contract to identify promising practices aimed to increase diversity among firefighters, police, paramedics, and EMT.*

- Purpose

  - *We are interested in identifying practices or programs that have been successful in increasing diversity (including race/ethnicity, gender, LGBTQ, etc.) at each stage of employment—from community outreach, recruitment and training, to hiring and retention. Our work is exploratory in nature, with the goal of providing information to the field and to improve the profession. No one knows for sure how to best improve diversity, so sharing real-life examples of promising efforts like yours will help others hoping to achieve similar goals.*

  - *We identified your department as having unique and successful diversity practices, which we would like to learn more about.*

  - *Our final report will feature models of promising practices like yours that set examples for potentially effective practices, from which others in the field can learn.*

- Before we get started, we want you to know that we will be taking notes. And, with your permission, we would like to record our conversation to support our notes.

- The recording and any notes we take will be stored on a secure server. Information that we obtain during the study from various interviews will be combined and used to describe your strategies for increasing diversity and the outcomes of those strategies.

- No individuals providing information for the study will be named in the study reports, and if the organization chooses, the name of the organization will also be kept confidential.

Strategies

- Strategy for increasing diversity—basic information:

  - Segment of the pipeline: training, recruiting, hiring, retaining, promoting

  - Population(s): (i.e., underrepresented groups/female/LGBQ, etc.)

  - Number of individuals reached per year

  - Interviewee role in diversity efforts

  - Other staff involved

  - Leadership involved

  - Year strategy implemented

  - Impetus for strategy

  - Existing model for strategy (either within/outside the industry)

  - Strategy implementation:

    1. Staff involvement/roles

    2. Budget amount/source

    3. Outside consultants, if any

    4. Challenges, if any, and adjustments made

  - Community partnerships

    1. Schools, programs at the local/state/federal level

    2. Private organizations

    3. EMT: Partners in the medical community, i.e. physicians, medical centers, ER departments

    4. External/3rd party programs: first responder departments/employers

  - Strategy communications

1. Internal communications

        2. External communications

        3. Information communicated

- Strategy outcomes/tracking:

    o Goals/benchmarks

        1. Diversity indicators

        2. Knowledge of community demographics

    o Outcomes overall and by particular population

    o Frequency of progress tracking/meetings to assess results

    o Any adjustments to program/benchmarks based on outcomes

    o Satisfaction level with strategy

- Success factors

    o Strategy elements that help students succeed

    o Example of success story

    o Any strategy adjustments based on success factors

- Program recognition

    o Strategy publicity (Publicly or within the department)

    o Strategy replication

        1. Suggestions for organizations who wish to replicate the program

- Challenges/barriers

    o Adjustments to the strategies since implementation

    o Any changes currently under consideration

    o Environmental challenges that may prohibit the strategy/success.

- Any strategies that backfired and lessons learned

General—Departments

- Overall department diversity

  - Progress made

  - Satisfaction levels

  - Areas of strength/opportunities for improvement

  - Challenges

  - Successful strategies/factors

  - Leadership role

  - Relationship with community, including target populations

- City-wide diversity interest/initiatives (beyond first responders)

- Community context (or any recent issues or incidents)

Chief/Leadership

- Leadership priorities

- Desired qualities in candidates (also ask of HR manager)

Documentation

- Statistics/information on diversity/characteristics of staff, before/after recent diversity initiatives

- Relevant reports/publications/documentation related to the initiative

- Ethics, harassment, dignity policies

- Names/contact information of other individuals with whom we should meet

Closing

Thank you very much for taking the time to speak with us. The information you provided will certainly be useful in our study efforts. Please let us know if you would like us to provide you with any additional information about the study as it becomes available.

Compiling Data

Upon returning from site visits, staff saved interview notes and recordings on a secure server and deleted recordings from the recording device. Hard-copy materials received from sites were scanned and saved on the secure server as well. Staff cleaned all notes and created detailed summaries of the site visits based on the interview notes. Staff provided sites with their corresponding site visit summary and gave each site the opportunity to provide corrections. Sites were also asked about their willingness to be named in the report. Based on the site visit summaries, an outline was developed to present a cross-site analysis of promising practices. Any missing data, such as dates and diversity statistics, were obtained by following up with points of contact at each site via email.