137382

PEOPLE OF COLOR AND CULTURE...

THE FUTURE OF CALIFORNIA LAW ENFORCEMENT

by

NEIL D. LINGLE

COMMAND COLLEGE CLASS XIII

PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

1992

13-0247

137382

This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future-- creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

SECTION I - INTRODUCTION

A LOOK AT THE ETHNIC DILEMMA OF CALIFORNIA.

SECTION II - A FUTURES STUDY

WHAT TYPES OF PROGRAMS MAY BE REQUIRED TO ENSURE THAT LAW ENFORCEMENT AGENCIES WILL RESPOND TO THE PROJECTED ETHNIC/RACIAL COMPOSITION OF CALIFORNIA COMMUNITIES BY THE YEAR 2001?

SECTION III - STRATEGIC MANAGEMENT

A MODEL PLAN FOR CALIFORNIA LAW ENFORCEMENT, IN GENERAL, AND THE COUNTY OF CAHUILLA (PSEUDONYM), IN PARTICULAR.

SECTION IV - TRANSITION MANAGEMENT

A DESCRIPTION OF THE CRITICAL MASS AND TRANSITION MANAGEMENT STRUCTURE FOR IMPLEMENTATION OF A PLAN WHICH RESPONDS TO THE CHANGING ETHNIC/RACIAL COMPOSITION OF A CALIFORNIA COMMUNITY.

SECTION V - CONCLUSIONS

THE WINDS OF CHANGE.

DEDICATION

To my friend and partner
Peter J. Galassi.

Whose career was ended by a suspect's bullet.

"8A1M"

ACKNOWLEDGEMENTS

What types of Programs may be required to ensure that
law enforcement agencies will respond to the projected ethnic/racial
composition of California communities by the year 2001?

by

Neil D. Lingle
Command College Class XIII
Peace Officer Standards and Training (POST)
1992

Executive Summary

SECTION ONE - INTRODUCTION

The ethnic diversification of California communities, and across the nation, is presenting unique challenges to law enforcement. Law enforcement is being pushed to re-evaluate the traditional methods and programs used in policing these vastly changing communities.

The ability of law enforcement to respond to the specific needs of these multi-cultural communities and enclaves will be a primary challenge for law enforcement as the 21st century approaches.

SECTION TWO - A FUTURES STUDY

The study examined what types of programs may be required to ensure that law enforcement will respond to the projected ethnic/racial composition of California communities by the year 2001. The impact of ethnic political power, wealth and economic power bases in the community, county/municipal government demand for representation of minorities in law enforcement and various internal organizational factors influenced by these occurrences, were all used to further define the focus of the study.

The research included a literature review and selected personal interviews. That process provided a perspective on the need for program modification and development, and trends and events that could influence the use of programs to aid law enforcement in meeting multi-cultural community needs in the future.

Based upon that evaluation, a panel projected five trends: 1) Public Confidence in Law Enforcement; 2) Political Influence of Minority Groups in the Community; 3) Law Enforcement Administrative Support for Programs; 4) Acceptance of Racial Sensitivity Training by Law Enforcement; and 5) Availability of Minority Applicants. Increases in the level of all trends were forecast for five and ten year estimates (except for trend one which noted no increase in five years). The panel also identified and evaluated five events: 1) Minority-Majority Elected to the Board of Supervisors;

2) Minority Sheriff Elected; 3) Minority Promotion Equity Formula is Implemented; 4) Hiring Standards Lowered for Minorities; and 5) Passage of Civil Rights Act Reform. None of these events were forecasted to have 100% probability of occurrence at the five or ten year intervals.

SECTION THREE - STRATEGIC MANAGEMENT

Cahuilla County (pseudonym) was selected by the author to be studied as a model for the strategic planning process. A situational analysis was conducted and identified the Cahuilla County Sheriff's Department as being capable of positively accepting change. A list of stakeholders was identified and issue related assumptions developed. A Modified Policy Delphi was conducted to identify policy alternatives. Six policies were identified. Two of these polices were determined to be the most feasible and desirable:

1) Development of a Minority Recruitment Program.

2) Establishing a Division of Cultural Affairs.

A strategic management plan for establishing and implementing a Division of Cultural Affairs was then developed.

SECTION FOUR - TRANSITION MANAGEMENT

A transition management plan was presented that included identification of the critical mass and the commitment level of those critical mass members.

A transition management team headed by a ranking member of the department was recommended for the transition management structure. Team building, conflict management, and communicating a vision of the future, are a few of the implementation techniques that were offered as tools to manage the change process.

SECTION FIVE - CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS

In the future it can be expected that individual communities will continue to play an increasing role in how and by whom, their communities are policed.

Law enforcement will be called upon to work in partnership with the community and respond to the individual needs of those communities. It will be necessary for law enforcement workforces to be truly representative of the communities they serve and develop trust, in and among, community members. It is also imperative that law enforcement pay close attention to the role of politics as it relates to program development and service delivery.

TABLE OF CONTENTS

LIST OF TABLES

INTRODUCTION

A LOOK AT THE ETHNIC DILEMMA OF CALIFORNIA

INTRODUCTION

This study will focus upon identifying a need for, and the development of, programs that will aid law enforcement in responding to the ethnic diversification of California communities. The issue of ethnic diversity in California is providing law enforcement agencies with multiple challenges which have been on the increase over the past ten years, and which can only continue to increase between now and the year 2001.

The problem has more than the one dimension of the California increase in ethnic diversity. Triple, interlocking problems face California law enforcement today, problems that are likely to become more serious over the next ten years. These are, an inadequate recruitment pool of candidates acceptable as potential sworn officers, the ethnic composition of law enforcement agencies and the ongoing changes in the ethnic populations in California as a whole. As will be discussed below, the former has to do with the decline in the size of the population pool from which police officers have traditionally been drawn. The second and third have to do with the fact that law enforcement is, at all levels, staffed with white caucasian males serving a population that is increasingly diverse. The ethnic barrier does not appear to have been broken to any great extent.(1) This means that, increasingly, unless changes occur, California law enforcement will be composed of caucasian officers serving minority populations whose cultures they do not fully appreciate or understand.

The ability of law enforcement professionals to recognize and respond to ethnic/racial concerns will shape the future of law enforcement in the state of California in the next ten years.

BACKGROUND

CULTURAL DIVERSITY

California, with 30 million residents is truly a nation state.(2) In the 1980's, six million people alone migrated to California, some from within the United States, some from other countries, notably Southeast Asia.(3) This type of immigration is creating a change in the ethnic profile of California as a whole.(4) This migration does not appear to be spread evenly across the state. Some communities are affected more than others, creating concentrations of migrants in various cities and counties. Many individual communities are therefore experiencing substantial ethnic shifts in their populations. Migration of people from Mexico, Southeast Asia, South America, the Middle East and Eastern Europe into California is impacting all sectors of public service.

Law enforcement entities throughout California are vested with the responsibility of providing law enforcement in many multi-cultural communities. The people who live in these communities, particularly in those enclaves dominated by particular ethnic/cultural groups have a tremendous sense of self.(5) The strong identity and cultural practices brought with them are here to stay. These attributes serve as the

2

common thread which link "people of color and culture" to their homeland. They are no more willing to separate themselves from their language, values and customs than were their ancestors years ago.(6) Nor, should they.

During the next decade, 5.3 million new residents are expected to enter California.(7) This means that the California population will swell to 33 million people.(8) Fifty percent of this population will be "people of color and culture".(9) For the first time in history, non-hispanic whites will no longer be the majority, though the evidence is that they may remain in the dominant group in many areas of business and government.(10) The work pool and the labor force will, therefore, change as a matter of economic necessity.(11) More than 85 percent of the state's labor force increase in the 1990s will come from the state's Hispanic, Asian, and Black populations.(12) It would be reasonable to suggest that the law enforcement pool should reflect this pattern.

This change in the ethnic mix of California presents both a challenge and an advantage for law enforcement agencies. As will be indicated below, law enforcement is likely to face recruitment difficulties in the near future, a problem that can be solved through making use of the change in the ethnic composition of the labor force referred to above.

RECRUITMENT

In June, 1989, the POST Symposium on Recruitment addressed a number of major issues facing California law enforcement in the near future. These included a smaller pool of 18-24 year-olds, a decline in the workforce, and a change in the demographics in the workforce that involve the necessity of including women and minorities in law enforcement within the next ten years.(13)

Writing in PORAC News, POST Advisory Committee member William Shinn pointed out that, whereas the California state population is a little less than 29 million at present (1990), it will be 33 million by the year 2000, requiring a net increase of 8,600 police officers by that year, in addition to the 5,000 positions now open and unfilled. In contrast, whereas the 20-29 year-old group is 15.6 percent of the population at present, it will drop to 13 percent of the total population by the year 2000. This means that law enforcement will be competing for a share of a relatively smaller group of potential officers while having to provide more officers to ensure public safety.(14)

The above makes it imperative that, along with American business, California law enforcement agencies are going to have, within the next ten years, to find ways of tapping currently untapped sources for recruits. These sources will have to be sizeable because only four percent of all original applicants actually graduate from police academies and provide law enforcement service to the community. This means

that there will have to be about 250,000 original applicants if the estimated 15,000 additional officers are to be provided to law enforcement.

The above is roughly parallel with the recommendations of the California Attorney General's Commission on Racial, Ethnic, Religious and Minority Violence Final Report in April, 1990. This report stated that law enforcement agencies should "... reflect the diverse demographics of the communities they serve and be genuinely accountable to those communities."(15) To that end, the Commission continued, police departments should aggressively recruit, retain and promote officers from diverse backgrounds. They stated further that when community residents make complaints about police conduct, local units of government should respond quickly and with thorough and impartial investigations.

From the above it would appear that, from two perspectives, it is incumbent upon law enforcement in California to provide programs that will both enable agencies to recruit and effectively absorb officers of diverse backgrounds and to improve the confidence that local residents have in their police force. The ability of law enforcement to function effectively is dependent upon community approval of its acts and public support of its programs.(16)

SELECTED PERSONAL INTERVIEW DATA

As part of the environmental scanning process (addressed in Section two of this

research) two sets of selected personal interviews were conducted. Where possible, the interviews were conducted in person or by telephone. If this was not possible, it was done by mail. The interview protocol will be found in <u>Appendix C</u>. The first set of interviews was conducted among 20 law enforcement officials across the state of California. The second set of interviews was conducted among community members. Again, 20 persons were interviewed representing a cross-section of the community (Appendix B).

The law enforcement respondents all agreed that program development was necessary to aid law enforcement agencies in responding to the vast population changes. Interestingly, 100 percent of the respondents saw ethnic/racial representation in their agencies as an important issue to face in the next five to ten years. However, 80 percent indicated that their respective departments were moving lethargically toward program development. It was also interesting to note that Affirmative Action plans were generally seen as ineffective and only moderately successful. The larger agencies reported that court ordered consent decrees were a factor in achieving some success in agency integration. However, there was an obvious degree of negativity associated with these court ordered mandates internally. In addition, 70 percent of the respondents felt that the training offered by POST in cultural awareness and racial sensitivity was late in coming and would be marginally effective. It was also perceived that external political influence plays a significant role in the development and implementation of programs by law enforcement. Political expectations within

communities for law enforcement service delivery was viewed as an area which is presently, and will continue in the future, to change immensely. The community, as a result of increasing ethnic/racial political influence, is seen as developing a much stronger voice in how their community is policed, and by whom.

The civilian respondents also felt that law enforcement agencies should be representative of the ethnic/racial composition of the community served. Seventy-five percent of those interviewed believed that the local law enforcement agency serving their community was representative of the composition of that community, even though that was not the case in the majority of the communities in which those interviewed lived. All respondents saw representativeness as an important issue. Surprisingly, 80 percent of the respondents felt that their local governing body would not take action to see that it occurred. Further, the respondents felt (80 percent) that the distribution of wealth and economic power directly influenced agency representativeness and the types of programs adopted by law enforcement. A shift in political power to ethnic groups was seen as inevitable and viewed as having a positive impact on law enforcement at all levels.

Unfortunately, as will be seen below, evidence exists which suggests that law enforcement has not succeeded in its ability to serve multi-cultural neighborhoods and generate community support.

DISPARATE TREATMENT OF MINORITIES

In January of 1989, former Hawthorne police sergeant and black political activist, Don Jackson, was videotaped by an NBC film crew as he and an associate drove their car in a predominately black section of Long Beach. The NBC film crew captured live coverage of the Long Beach police stopping Mr. Jackson's car without any noticeable violation or apparent probable cause. Mr. Jackson objected as two white police officers attempted to interrogate him, and was subsequently pushed into a plate glass window, forced onto the hood of a police car and arrested. The videotape footage was aired throughout the United States and spurred much debate concerning the treatment of minorities by police. Though the tone and method of delivery is disturbing to many law enforcement officials, the message is resoundingly clear.

More recent corroborative evidence exists. In the early morning hours of March 3, 1991, the work of an amateur photographer captured the attention of the nation and divided the city of Los Angeles. Rodney G. King, a 25 year old African-American construction worker, was videotaped being severely beaten by three white uniformed Los Angeles police officers at the conclusion of a vehicle pursuit. A Los Angeles Police Department sergeant and officers from no less than three law enforcement agencies, stood by without intervening to stop the aggression. The videotaped beating was aired so many times that most Americans have its image etched permanently in their minds.(17) There can be no question that public confidence in law enforcement was eroded by the incident.

The Christopher Commission, a ten member independent commission on the Los Angeles Police Department, chaired by former Deputy Secretary of State Warren Christopher, established in the aftermath of the Rodney King incident found that racism and bias in the Los Angeles Police Department were commonplace.(18) The commission reported that the changing demographic profile of the city has heightened the need for sustained efforts at finding solutions to this troubling problem.(19)

None of the above is to suggest that all police officers hold these attributes or practice the kinds of behavior described above. However, it is reasonable to state that, because law enforcement agencies are a microcosm of a larger society, it would be naive to assume that everyone who wears a uniform is free of bias.(20) Bias can create a dangerous situation when reinforced with a baton or firearm.

PLANNING FOR THE FUTURE

A primary challenge for law enforcement as the 21st century rapidly approaches will be to develop programs and policies which provide sufficient flexibility to enable police departments to meet the needs of cultural pluralism, including the recruitment and deployment of law enforcement workforces that reflect the communities they serve.

Law enforcement in the state of California is at an inescapable cross-road. Police agencies must determine if it is a good business practice to match the demographics of the organization to that of its customer base, that is finding the right people for the

job. This is not an easy task. In many law enforcement agencies, representativeness is not even a concern.(21) The "If it ain't broke, don't fix it" mentality is well ingrained, and since, as the Christopher Commission report indicates, most incidents arising from bias are concealed either by the perpetrator or by their superiors, many upper-level law enforcement officials may not believe that there is a need for change.

It has also been recognized that there is a direct positive correlation between minority recruitment and effective policing.(22) Title VII of the Civil Rights Act of 1964, the Equal Employment Opportunity Commission (EEOC), and Affirmative Action were the vehicles for creating a workforce that is similar in ethnic/racial percentages to the available labor force.(23) Hiring policies that put a law enforcement agency in balance with the community have more than just "cosmetic" value to the organization...they are basic to the delivery of service.(24)

Predictably, law enforcement service in California will change because of consumer demand, as is frequently the case with private industry. Some law enforcement agencies will change the ethnic/racial composition of their workforces because of their own perceived needs. Some will recognize the need for representativeness sooner than others. Some will do it better than others. But what is clear is that ultimately all agencies will have to change if they are to compete successfully in the job market.(25) However, most police departments must greatly intensify their efforts if peace officers are to ever reflect the communities they serve.(26)

DEFINITIONS

For a clear understanding of the research conducted in this study, it is necessary to identify and operationally define the following key concepts:

Programs

For the purpose of this study, programs refer to activities, standardized guidelines, action plans, and policies and procedures which are designed to specify objectives and implement continuing decisions.

Ethnicity/Race

Ethnicity refers to a culture with values, attitudes, lifestyles, customs, rituals and personality types of individuals who identify with a particular ethnic group. An ethnic group consists of those who share a unique social and cultural heritage that is passed on from generation to generation.(27) Race refers to "people of color", or members of various racial groups (e.g. Asian, Black, Hispanics).(28)

Law Enforcement Agency

Any state, county, municipal or special district agency that is comprised of officers who possess peace officer status as defined by the California Penal Code, and which provides police services to a given population. The term police department, sheriff's department, police agency, police entity and law enforcement agency are synonymous in this connection and are used interchangeably throughout this study.

SECTION II

A FUTURES STUDY

WHAT TYPES OF PROGRAMS MAY BE REQUIRED TO ENSURE THAT LAW ENFORCEMENT AGENCIES WILL RESPOND TO THE PROJECTED ETHNIC/RACIAL COMPOSITION OF CALIFORNIA COMMUNITIES BY THE YEAR 2001?

The issue question for this research project is:

What types of programs may be required to ensure that law enforcement agencies will respond to the projected ethnic/racial composition of California communities by the year 2001?

This issue was selected because of certain future implications to law enforcement. It's importance has been established through an extensive review of available futures file literature, discussion and interaction with law enforcement professionals and community members, and the interest held by the researcher. These findings indicate that program development and implementation is necessary if law enforcement is to effectively respond to the diversification occurring in many California communities.

The above may be further delineated through the following four sub-issues:

o   What organizational factors will be influenced?

o   How will the change in the ethnic composition of California be reflected in municipal/county government demand for ethnic/racial represent-ativeness?

o   Will the distribution of wealth and economic power advance or retard the development of ethnic/racial representativeness?

o   What impact will ethnic political power have upon the development of law enforcement programs?

METHODOLOGY

Futures research is the use of a research strategy that seeks to describe and evaluate important alternative images of the future. Though it is predictable that change is ever-present, no methodology or processes exist which can predict future events precisely. Absent such instruments, how then do we prepare for change? Through futures research this research project will employ the use of a futures study as a research strategy to describe and evaluate possible important alternative images of the future. Appropriate planning techniques may then be introduced which may help in the attainment of a desired future or mitigate an undesirable one.

In order to examine the issue, two methods of research were employed:

      1. Scanning

      2. Nominal Group Technique (NGT)

      3. Forecasting

These steps are designed to provide a course of direction toward a cohesive policy designed to address the issues enumerated above. The results of the scanning process were reported in the introduction of this study. Trends and events were developed by a panel using a Nominal Group Technique. The panel then forecast the trends and events and prepared a cross-impact analysis. Then, exploratory, normative and hypothetical scenarios were developed for the purpose of strategic planning and transition management, which will be addressed later in this study.

SCANNING

The environmental scanning process consisted of three phases: a literature review, selected personal interviews, and individual analysis. These processes provided the data used in the introduction, and were interpreted to identify, evaluate and select the four sub-issues. These issues of sub-topic interest support the development of the main issue and provide focus. Should the reader desire to review specific information, a bibliography of literature reviewed and persons interviewed is presented in Appendixes A and B, respectively.

SELECTING AND FORECASTING TRENDS AND EVENTS

A Nominal Group Technique Panel was used in the identification and development of trends and events relevant to the issue. The panel was comprised of seven members who represented a cross-section of the community and law enforcement. Four of the seven panel participants were minorities (Appendix D). All panel members possessed some level of expertise and degree of familiarity with the topic of research. The panel developed a list of 35 candidate trends (Appendix E). The panel distilled the trend list to the five they felt were most relevant to the issue. These involved change in:

1. Public Confidence in Law Enforcement.

2. Political Influence of Minority Groups in the Community.

3. Law Enforcement Administrative Support for Programs.

4. Acceptance of Racial Sensitivity Training by Law Enforcement.

5. Minority Applicant Availability.

The panel selected both the trends and events as applicable to the county to be used in the future scenarios. The panel, using their own expertise and opinions, were asked to use a ordinate scale to forecast trend levels. Today's value (the present) was equal 100. An estimate equal to "Today" would be 100, less than "Today" would be less than 100, and greater than "Today" would be more than 100. The forecast included past estimates (five years ago), and both nominal and normative estimates for the future (five and ten years from now). Table 1 illustrates the trend forecast results (using panel median values). Graphs of panel ranges for trend levels are depicted in Appendix F.

TABLE 1
TREND EVALUATION

T R E N D #	TREND STATEMENT (Abbreviated)	LEVEL OF THE TREND (TODAY = 100)			
		5 YEARS* AGO	TODAY	5 YEARS* FROM NOW	10 YEARS* FROM NOW
1	PUBLIC CONFIDENCE IN LAW ENFORCEMENT	100	100	100/150	150/200
2	POLITICAL INFLUENCE OF MINORITY GROUPS	50	100	150/175	200/250
3	LAW ENFORCEMENT ADMIN SUPPORT FOR PROGRAMS	60	100	100/150	125/200
4	ACCEPTANCE OF RACIAL SENSITIVITY PROGRAMS BY LAW ENFORCEMENT	50	100	100/150	140/200
5	MINORITY APPLICANT AVAILABILITY	75	100	150/175	180/200

*PANEL MEDIANS (N=7)

WILL BE/
SHOULD BE

15

EVALUATION OF TREND RESPONSE DATA

Trend One - Public Confidence in Law Enforcement.

Interestingly, the panel felt that public confidence in law enforcement is the same today as it was five years ago. The panel suggested that public confidence in law enforcement had eroded because of recent events in Southern California which pictured the police as dishonest, untruthful, abusive, and in some instances, racist. This observation most likely accounts for the perceived stagnation and modest increase (will-be) in public confidence in law enforcement. Overall, the panel felt that public confidence "should-be" 50 percent greater in five years, and 100 percent greater in ten years. The above reflects the community's concern for the ability of law enforcement to satisfy community expectations.

Trend Two - Political Influence of Minority Groups in Community.

The panel projected a steady increase in the political influence of minority groups in California communities. Panel members, which included minority representation, felt that the influence of minority groups was escalating and that this trend would continue as demographics in California continued to change. It is interesting to note that the respondents saw a 50 percent increase in minority political influence in the past five years alone and believes it will increase by 100 percent (will-be) in the next ten years. The panel held that minority political groups were coming into their own and appreciating the benefits associated with political organization at the local level. The panel also suggested a direct correlation between elected minority officials and

16

the recruitment, hiring and promotion of minorities in local law enforcement agencies.

Trend Three - Law Enforcement Administrative Support for Programs

This trend had one of the widest range levels. The panel believed that, although law enforcement officials recognized the need to develop and implement programs to respond to community needs, that they would not do so readily. Respondents, including law enforcement representatives saw change as occurring, but very slowly. Panel members saw no change in the "will-be" range at five years and only a 25 percent change in ten years. The "should-be" forecasts suggest a 50 percent increase in five years, and 100 percent in ten years. It was generally felt that law enforcement officials do not hold this as a high priority and would move only when required. The law enforcement respondents tended to support change with higher range forecasts than did their civilian counterparts.

Trend Four - Acceptance of Racial Sensitivity Training by Law Enforcement.

This trend also generated a wide range of group response. The respondents felt that the acceptance of racial sensitivity training programs by law enforcement is 50 percent greater today than it was five years ago. However, the panel surprisingly projected no additional change in five years. As in Trend 3, law enforcement panel members predicted a higher level of acceptance for this type of program than civilian panel members. The "should-be" estimates denote a 50 percent increase in five years, and 100 percent increase in ten years.

17

Trend Five - Availability of Minority Applicants.

The panel felt that minorities would continue to become an increasingly visible presence in the general labor pool. Some respondents, however took a minority position and viewed with skepticism the actual availability of and hiring of minority applicants. These panel members contended that law enforcement does not appear to have a good faith intention to hire minorities and usually will do so only when faced with court action or political influence. Yet, this was not reflected in the panel forecasts. The forecast ranges indicated that the panel was in general agreement with regard to minority applicant availability and attracting them to law enforcement. The group median for five years ago is 75, the range was 40-100. The median for the "will-be" and "should-be" five years from now were 150 and 180. Ten years from now, the "will-be" and "should-be" medians are 175 and 200, respectively.

EVENT EVALUATION

The panel was then asked to generate a list of events which would have an impact upon the issue question. Twenty-three events were developed (Appendix G). The panel then narrowed the list to the five events they felt would have the most impact on the issue question. These five events were examined by the panel in terms of their probability of occurring and what impact, positive or negative, they would have on the issue. Table 2 graphically displays the panel medians of the events forecasted.

TABLE 2
EVENT EVALUATION

E V E N T	EVENT STATEMENT	•YEARS UNTIL PROBAB- ILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF EVENT OCCURRED	
			IN 5 YEARS 0-100	IN 10 YEARS 0-100	•POSI TIVE 0-10	•NEGA- TIVE 0-10
1	MINORITY MAJORITY ELECTED TO BOARD OF SUPERVISORS	3	50	70	8	2
2	MINORITY SHERIFF ELECTED	3	50	80	7	3
3	MINORITY PROMOTION EQUITY FORMULA IS IMPLEMENTED	4	50	75	5	5
4	LOWER HIRING STANDARDS FOR MINORITIES	4	30	70	3	7
5	PASSAGE OF CIVIL RIGHTS ACT REFORM	2	70	90	8	0

Event One Evaluation:

The panel felt that a change in the ethnicity of the Board of Supervisors could occur in three years. The panel forecast a 50 percent probability of occurrence in five years and increased to 70 percent in ten years. This event was viewed by the panel as a a positive eventuality in relation to the issue. They believed that the changing demography and politicism of minority groups would foster change in the ethnic make-up of governing bodies, particularly elected officials.

Event Two Evaluation: ¯

The election of a minority sheriff in Cahuilla County was forecasted as a high probability event in ten years. The panel saw this event as having a 50 percent probability of occurrence five years from now and a 80 percent probability in ten years. The panel viewed this event as positive and felt it could be a vehicle for further change in county/municipal law enforcement. However, more than one member

believed that ethnicity or race of the sheriff would have no bearing on the issue question.

Event Three Evaluation:

The panel was in agreement that a formula for promotional equity among minorities would in all probability occur in the future (five years from now, 50 percent; ten years from now, 75 percent). Opinions varied regarding the positive/negative impact of the event upon the issue. The civilian panel members saw the event as necessary to ensure that minority candidates were elevated at the same rate as their white counterparts. They also felt that minority promotions could serve as a recruitment incentive for other minorities. On the other hand, law enforcement participants saw it as an inhibitor and felt it would destroy merit based promotion. This would indicate a need for reviewing "merit based promotion" to ensure it was truly objective.

Event Four Evaluation:

Lowering of hiring standards in order to introduce more minorities into the workforce was viewed as having a negative impact upon the issue question by most panel members. The panel saw the event as having a 30 percent probability of occurrence in five years, but a 70 percent chance of occurring in ten years. The panel felt that even though the event had negative implications it will be highly probable in order to accommodate future workforce demands.

Event Five Evaluation:

The passage of civil rights reform is a continuous debate in politics at all levels. The panel believed that the occurrence of this event was highly probable (70 percent) five years from now and even more so in ten years (90 percent). The panel felt that even though civil rights reform would occur, that declining federal dollars would adversely effect major federal oversight agencies, and that the reform would lose its inertia. The passage of civil rights reform was viewed as positive in relation to the issue. It was interesting to note that the panel was seemingly frustrated by the fact that civil rights reform was still being debated and that progress was stagnant. Panel members suggested policy decisions at local levels of government would serve as a motivating force in program development.

CROSS IMPACT ANALYSIS

The researcher and two associates performed a cross-impact analysis of the identified trends and events. The purpose of the cross-impact analysis is to determine how each forecasted event, if it occurred, would impact the other events and trends. The impact is recorded as a plus or minus variation of the original forecast. There was general recognition that there was in fact a relationship between the trends and a relationship between the events in that they impacted each other. The cross impact analysis median results are presented in Table 3.

TABLE 3
CROSS-IMPACT MATRIX

	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	IMPACT TOTALS
MATRIX (PANEL MEDIANS)											**(%CHANGE +−)**
E1	X	40	25	30	5	25	50	40	10	30	E1 9
E2	15	X	20	−20	0	40	35	55	20	50	E2 8
E3	0	10	X	0	0	15	5	10	5	30	E3 6
E4	0	−10	15	X	5	−40	0	−10	−10	40	E4 7
E5	5	5	0	0	X	0	10	0	5	0	E5 4
IMPACTED TOTALS											
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
	2	4	3	2	2	4	4	4	5	4	

CONSENSUS PANEL N=3

The cross-impact analysis identified three actor events, that is, the events which had the most significant impact on other events and trends. They were:

Event One   - Minority Majority Elected to Board of Supervisors.

Event Two   - Minority Sheriff Elected.

Event Four - County Lowers Hiring Standards for Minorities.

Event one, Minority Majority Elected to Board of Supervisors, with 9 hits was the primary actor event in the analysis. Event two, Minority Sheriff Elected, and Event four, County Lowers Hiring Standards for Minorities, were the secondary actor events with 8 and 7 hits, respectively.

22

A review of the remaining events suggests a fairly strong relationship exists with the other events and trends. This is evidenced by the high number of hits noted in the analysis.

FUTURE SCENARIOS

Scenario writing is used to bring together data collected and to allow the writer to make an attempt to forecast events or situations, thus laying the basis for planning. It provides a framework with which to work out "What if"?, questions. The following three scenarios are set in an established Southern California desert and mountain county that depends heavily on both agriculture and tourism for its economy.

The scenarios will consist of an exploratory or "most likely" future, a hypothetical or "what if" future, and a normative or "desired and attainable" future.

All three scenarios take place in Cahuilla County (pseudonym), whose northern boundary is about 100 miles from Los Angeles. Cahuilla County borders Nevada on the east and Mexico on the south. To the east lies San Diego County.

Much of Cahuilla County is cultivated desert. Citrus fruits, vegetables, and cotton are the chief crops. The largest city in the county, San Martin de las Aguas Minerales (generally called simply San Martin), was founded by an order of Spanish monks shortly after the arrival of the conquistadors on the site of mineral springs long prized

by the local Indians. Nearby there is a salton lake several miles across. San Martin is frequented by the very wealthy as well as successful members of the show business community who seek the sun in the winter. This group lives apart from much of the city, isolating themselves on their estates and in the golf and tennis clubs provided for them. In addition, winter and summer, it boasts a population of twenty-five thousand well-to-do sun seekers from the Los Angeles basin and "snow-birds" from Canada. The local mountains are frequented by skiers in the winter and by summer vacationers who enjoy the high, clean air of the lakes that abound in the area.

Traditionally, the power, both economic and political, has lain in the hands of local land owners and businessman, all of them Caucasian. There are no local heavy industries, although light industry has recently begun to move in, seeking escape from the smog and high property taxes of Los Angeles. The owners of these businesses are also Caucasian and conservative. Though there has always been a sizeable Hispanic population in the county, a group that provided the necessary farm workers and service personnel for the hotels and restaurants that catered both to the wealthy residents and the tourists, they have been politically inactive; many of them never voted. Recently, however, the political climate has begun to change.

Union organizers have been active among the local Hispanics, rendering them less content with their lot than previously. Then too, there has been a migration of Blacks, who wish to escape from the ghettoes of Los Angeles, and an increase in the Asian

24

population as well. The first group became politically active shortly after their arrival. The latter group are composed of successful immigrants from Southeast Asia, and, as successful businessmen and women, have made themselves known as financial power in the area. It is predictable that, within the next ten years, these three groups will be successful in placing their own candidates on the San Martin City Council and Cahuilla County Board of Supervisors.

At present, city and county personnel are overwhelmingly Caucasian. The law enforcement agencies and the local fire department personnel are almost all male and Caucasian, a situation that is already causing difficulties with among local Black, Hispanic and Asian members of the community who feel that local police are discriminatory in their treatment of members of their respective groups. When these groups succeed in electing members to city and county government it is equally predictable that both political and financial pressure will be placed on law enforcement agencies. Though the situation is stable at present, it is highly likely that this stability will not survive the next ten years as both the demographics and the economics of Cahuilla County undergo change.

The details of the three scenarios below will be found in three imaginary editorials from the Desert News, the Cahuilla County weekly. The Desert News is a weekly newspaper that, though based in San Martin, is distributed throughout the county, contains legal notices for the county, and plays the role of "County Weekly."

Desert News, December 31, 2001

SHERIFF REGIS D. PEARCE LEAVES OFFICE

Presided over Cultural Shift in Department

Regis D. Pearce III, Sheriff of Cahuilla County for the past 30 years leaves office today for retirement. Sheriff Pearce, steps down tonight to make way for Hispanic candidate, Earl Gonzalez, amid expressions of gratitude from county leaders for his acceptance of the requirements of the last decade of change. Long a favorite of schoolchildren in the county for his distinctive cowboy hat and folksy manner, Sheriff Pearce has acted with wisdom over the past decade in responding to pressures from political groups and the County Board of Supervisors to "Bring the Department into the 21st Century."

As early as nine years ago, Sheriff Pearce realized, in his own words that "Cahuilla County isn't what it used to be, and perhaps will never be again," and assigned staff members to study the pattern of migrations into the county. He thus kept up-to-date with the influx of Blacks from Los Angeles, with the arrival of Southeast Asian businessmen and women and with the union-inspired aspirations of the previously-passive Hispanic laborers. He accepted the requirements of the Federal Civil Rights Reform Act of 1992, and willingly assigned staff to carry out the 1991 state-mandated cultural awareness training with enthusiasm.

26

He obeyed the requirements of the Civil Rights Reform Act, and, despite opposition from conservative civic groups, he pioneered the lowering of hiring standards, though not quality of standards, for minority applicants to the Sheriff's Department explaining, "You must be bright to be a cop, but you don't have to be six feet tall and white. The time has come for us to honestly accept the fact that this job can be done by a wide variety of people." Suits filed by the Deputy Sheriff's Association and the Citizen's for Effective Law Enforcement delayed implementation of his policies, and it was two years before the Cahuilla County Superior Court ordered that the new standards be put into effect.

Last year, Sheriff Pearce announced that it was time that he stepped down and "Teach his grandchildren how to ride horses." He encouraged Assistant Sheriff Earl Gonzalez, a veteran of 20 years in the Sheriff's Department, to run for his office, and supported his candidacy warmly despite a spirited campaign by the Citizens for Effective Law Enforcement. We wish him well in his retirement and welcome his successor, Earl Gonzalez. This newspaper is sure that Sheriff Gonzalez will be a worthy successor to our old friend, Sheriff Pearce.

Desert News, December 31, 2001

SHERIFF REGIS D. PEARCE LEAVES OFFICE

Pioneered Cultural Shift in Sheriff's Department

Regis D. Pearce III, Sheriff of Cahuilla County for the past 30 years leaves office today for retirement.   Sheriff Pearce, steps down tonight to make way for Hispanic candidate, Earl Gonzalez, amid expressions of gratitude from county leaders for his pioneering efforts in virtually remaking his department over the past ten years. Long a favorite with schoolchildren in the county for his distinctive cowboy hat and folksy manner, an image giving rise to the Soda Springs High School Band customary greeting of the theme from "The Lone Ranger," Sheriff Pearce saw in the combination of the decrease in the size of the customary hiring pool and the changes in demography in Cahuilla County both opportunity and challenge.   Laying the groundwork carefully through judicious statements before business and civic groups as well as informal gatherings of Deputy Sheriff's Association members, in 1993, he announced his intention of changing hiring standards to enable the department to hire more Asian, Black and Hispanic Deputies. "You must be bright to be a cop, but you don't have to be six feet tall and white. The time has come for us to honestly accept the fact that this job can be done by a wide variety of people."

Sheriff Pearce's first move was to establish a Division of Cultural Affairs responsible

28

directly to his office. He placed Assistant Sheriff Earl Gonzalez in charge of the division, assisted by deputy sheriff's representing the chief ethnic minority groups in the county. The purpose of the division was to monitor trends in crime and demographics, ethnic shifts in population, minority recruitment, workforce representativeness, promotional processes, and community relations efforts with special emphasis on values and expectations. The division was also to provide in-service training programs that emphasized racial sensitivity, cultural awareness, lifestyles, and open communication.

Though the move was greeted with caution by line and supervisory deputies, they soon learned that, with people of different cultures on the force and the new division to provide them with information and support, they no longer experienced the frustration of being forced to deal with people and situations they did not understand. Deputies found themselves in the unusual position of receiving commendations from Black, Hispanic, and Asian service clubs instead of responding to citizen complaints of mistreatment.

In order to make the process more smooth, Sheriff Pearce enthusiastically supported the state-mandated cultural awareness training conducted by POST, a move that enabled existing line and staff deputies both to accept the new recruits more readily and to better understand the citizens they served.

Last year, Sheriff Pearce announced that it was time that he stepped down and "Teach his grandchildren how to ride horses." He encouraged Assistant Sheriff Earl Gonzalez, a veteran of 20 years in the Sheriff's Department, to run for his office, and supported his candidacy warmly despite a spirited campaign by the Citizens for Effective Law Enforcement. We wish him well in his retirement and welcome his successor, Earl Gonzalez. This newspaper is sure that Sheriff Gonzalez will be a worthy successor to our old friend, Sheriff Pearce.

HYPOTHETICAL MODE SCENARIO - WHAT IF?

Desert News, December 31, 2001

SHERIFF REGIS D. PEARCE LEAVES OFFICE

New Sheriff Vows Shift in Department Policies

Regis D. Pearce III, Sheriff of Cahuilla County for the past 30 years leaves office today for retirement after losing the election to Cahuilla County's first Hispanic candidate, Earl Gonzalez, amid expressions of concern over the future of the department. Long a favorite with schoolchildren in the county for his distinctive cowboy hat and folksy manner, Sheriff Pearce has long resisted the pressures from political groups and the County Board of Supervisors to "Bring the Department into the 21st Century.

The News wishes Sheriff Gonzalez, who takes office tomorrow, the best of luck with the department. He has his work cut out for him. As this newspaper has previously

30

reported, the Cahuilla County Sheriff's Department has resisted change far too long. As far back as 1991, note was taken of the change in the ethnic composition of this county that was then taking place, and the desirability of the Sheriff's Department to mirror that change both in its composition and in its response to the general public.

From time to time the department made ineffective moves in that direction, but there was never a cohesive plan presented to the county, and the attempts became lost in the county bureaucracy. As has repeatedly pointed out by this newspaper the fault for this lies with the Sheriff himself and with his "If it ain't broke, don't fix it" philosophy.

During the past five to ten years, the department has experienced a steady deterioration. Lacking a cohesive plan to hire minorities readily available in the county, the department has had great difficulty in obtaining sufficient numbers of recruits from the declining pool of available caucasian male applicants. Minorities that were hired swiftly polarized the department, splitting the Deputy Sheriff's Association into three warring factions, Caucasians, Blacks and Hispanics. This intra-departmental strife has spread into the service area, with the result that the citizenry now clearly recognize that the Cahuilla County Sheriff's Department is no longer a dependable law enforcement agency. To date, three cities, El Portal, Soda Springs and Buena Vista have canceled their contracts with the Sheriff's Department and have formed independent police departments of their own.

We sincerely hope that Sheriff Gonzalez will be able to turn this unfortunate situation around. It is hoped that the citizens of Cahuilla County will join with us in providing him with the support that he needs in what will plainly be a monumental task.

SECTION III

STRATEGIC MANAGEMENT

A MODEL PLAN FOR CALIFORNIA LAW ENFORCEMENT, IN GENERAL, AND THE
CAHUILLA COUNTY SHERIFF'S DEPARTMENT (PSEUDONYM), IN PARTICULAR.

THE STRATEGIC MANAGEMENT PLAN

Strategic Planning is defined as:

> "A structured approach, sometimes rational and other times not, of
>
> bringing anticipations of an unknown future environment to bear on
>
> today's decisions."(29)

Section one of this project contained scenarios which presented possible images of

the future. The future breeds uncertainty. Strategic management is used to reduce

the uncertainty by establishing order during the process of change. The strategic plan

is simply a tool which guides good decisions and provides consistency.

This strategic plan will provide the basis for preparing police agencies to establish

programs which will perhaps aid them in responding to the ethnic/racial diversification

of their communities.

SELECTED SCENARIO

The scenario selected for examination and policy development is the normative

("desired and attainable") future. This scenario was selected because analysis thus

far suggests it best responds to the need for program development.

THE MODEL

The subject of this strategic management plan is the Cahuilla County Sheriff's Department. The model was described in detail in Section two of this project.

MISSION STATEMENT

A formalized expression of broad purpose and mission of an organization is called a "macro" mission statement. The following "macro" mission statement was developed for the Cahuilla County Sheriff's Department:

> The Cahuilla County Sheriff's Department is dedicated to the achievement of superior law enforcement service through the proactive reduction of crime and criminal activity. We believe that our first responsibility is to the citizens of the communities we serve. It is incumbent upon the department to be responsive to the needs of all citizens and ensure the quality of life in our communities.

Mission statements which define a specific organization unit, activity, or program are "micro" mission statements. This study's specific "micro" mission statement is:

> We are committed to the assimilation of a winning team whose ethnicity is in balance with the people we serve. We recognize the importance of cultural diversity. We will make it our business to ensure that all of our

34

employees have an opportunity to develop an understanding and appreciation for the lifestyles and value systems of others. We respect the dignity and values of all employees and appreciate them greatly.

SITUATIONAL ANALYSIS

Assessing the situation in which the proposed change will occur is a critical component of the planning process. A Strategic Planning Analysis Group (Appendix H) was convened to define the organizational climate and capability. This group was different than the future study panel. The Strategic Planning Analysis Group was also used to complete Strategic Assumption Surfacing Technique, Stakeholder Assumptions and conduct the Modified Policy Delphi.

WOTS-UP ANALYSIS

A strategic plan must include an analysis of the capability of the organization to adapt to the proposed change. An evaluation of both internal and external environmental factors (that is strengths, weaknesses, opportunities and threats) is required to determine their impact upon the organizations capability of responding to the strategic issue.

EXTERNAL OPPORTUNITIES (any favorable situation)

  o Community and Constituent Support

  o Ethnically Diverse Population

o Ethnic Political Representation

o Positive Law Enforcement Image

o Active Human Relations Commission

o Fiscal Support

o Quality of Police Applicants

EXTERNAL THREATS (any unfavorable situation)

o Court Action/Consent Decree

o Prejudice and Bias

o Poor Community Relations

o Poor Media Relations

o Political Pawn of Minority Groups

o Lack of Public Confidence

o Unmanaged Growth

o Increasing Crime Rate

INTERNAL STRENGTHS (a resource or capacity used to achieve objectives)

o Level and Quality of Service

o Good Community Relations

o Willingness to Accept Change

o Professional Image

o Mission Statement Carried Out

INTERNAL WEAKNESSES (limitations, faults or defects)

    o Workforce now not Representative of the Community

    o Organizational Apathy

    o Reactive Management Style

    o Failure to Recognize Problems

    o Imposed Budget Restrictions for Operations/Programs

    o Cultural Awareness/Racial Sensitivity not taken Seriously

SUMMARY

The county of Cahuilla is changing. No longer can it be assumed that diversity and workforce representativeness are issues which will take care of themselves over time. The rapid ethnic shifts in population is forcing the Sheriff's Department to re-evaluate its position in relation to service delivery.

The shift in ethnic political power and the economic climb of people of color and culture has placed intense pressure upon law enforcement to satisfy community expectations. The Cahuilla County Sheriff's Department has thus far enjoyed strong community support. The establishment of a Division of Cultural Affairs is a viable program to ensure that this support continues. However, the Sheriff must be aware of external critics and internal resistance toward implementation. These types of threats must be anticipated and addressed in order to proceed into future phases of implementation.

CAPABILITY ANALYSIS SUMMARY

A capability chart was used to evaluate the type and level of change activity which is encouraged within the Cahuilla County Sheriff's Department (Appendix I). The organization's capability for change in relation to the issue was analyzed in three areas: Management, Overall Organizational Climate and Overall Organizational Competence.

MANAGEMENT

The consensus of the group's observation of the organization was that related change is encouraged and that top management possesses the skill, experience, expertise and knowledge to facilitate change.

OVERALL ORGANIZATIONAL CLIMATE

The group evaluated the organizational climate with a consensus view that the organization is committed to change. The ability of the organization to effectively market programs and obtain buy-in from the various ethnic groups in the organization is essential to program development. Further, the department must be credible and the program sincere and well-intentioned.

OVERALL ORGANIZATIONAL COMPETENCE

The organization's overall skill level would accept and adapt to change. However, when racial issues arise there is a need to proceed with understanding and diligence.

STRATEGIC ASSUMPTION SURFACING TECHNIQUE

The Strategic Assumption Surfacing Technique (SAST) is an analysis of stakeholders related to the selected strategic approach. Stakeholders are individuals, groups, or organizations who: 1) impact what you do; 2) are impacted by what you do; 3) are concerned about what you do. Each stakeholder has a "stake" in the success or failure of the Division of Cultural Affairs. This includes "unanticipated" stakeholders who might be insignificant, yet could dynamically impact your strategy and hinder program implementation.

STAKEHOLDERS

1.   Sheriff of Cahuilla County
2.   Cahuilla County Deputy Sheriff's Association
3.   Cahuilla County Board of Supervisors
4.   County Administrative Officer
5.   POST
6.   County Personnel Department
7.   Minority Population
8.   Courts
9.   Taxpayer's
10. Sheriff's Management Association
11. Minority Law Enforcement Labor Organizations

STAKEHOLDER ASSUMPTIONS

The following is a list of issue related assumptions which were developed to project the position of each key stakeholder in relation to the issue question. Appendix J illustrates the importance of the stakeholders as they relate to the issue questions, and the level of projected certainty in the assumptions assigned to the stakeholders.

1. Sheriff of Cahuilla County - Supportive

    o   Concerned About Department Image
    o   Desires to have Balanced Workforce
    o   Program Implementation Cost a Concern
    o   Politically Beneficial to do Something

2. Cahuilla County Deputy Sheriff's Association - Opposed

    o   Membership is Represented Equally Regardless of Ethnicity/Race
    o   Minority Labor Organizations are Splinter Groups Exploiting the System
    o   Loss of Jobs to Minorities
    o   Fewer Promotional Opportunities

3. Cahuilla County Board of Supervisors - Supportive

    o   Fiscal Difficulties Outweigh Cultural Related Issues
    o   The Relationship Between the Sheriff's Department and Community is
        Politically Important
    o   Avoid Violation of Civil Rights Suits
    o   Potentially a Politically Volatile Issue

4. County Administrative Officer - Supportive

    o   Program Cost Considerations
    o   Change is Inevitable
    o   Not an Issue to Battle the Sheriff over

5. POST - Supportive

    o   Sheriff's Department is Meeting Standards for Certification
    o   Any Problems Encountered with Diversity and Representativeness Rest
        with the Individual Agency
    o   Mandated Cultural Awareness Training will begin to Impact Agencies in
        the near Future

6. County Personnel Department - Indifferent

    o   The Active Recruitment of Minorities is Occurring
    o   The Sheriff's Department Vacancies must be Filled, Who Fills Them is not
        as Critical as Filling Them
    o   All Applicants are Protected under EEOC and Affirmative Action Plan
    o   Established Hiring Standards must be Met

7. Minority Community - Mixed

    o   The Wealthy Receive a Higher Level of Service than the Rest of the Community
    o   Sheriff's Deputies are Discriminatory in their Treatment of Minorities
    o   Minority Deputies Promoted are Tokens
    o   Most Sheriff's Deputies are from White Middle Class Homes and can't Relate to Minority Residents

8. Courts - Supportive

    o   Will Enforce EEOC and Affirmative Action Plan and Act for the Sheriff if Necessary
    o   The Sheriff Understands the Importance of a Representative Workforce

9. Taxpayers - Supportive

    o   Most Sheriff's Deputies Care about the Community
    o   All Members of the Department have an Equal Opportunity for Advancement
    o   The Most Qualified Applicants are being Hired Regardless of Race or Ethnic Background
    o   The Department Accurately Represents the Ethnic Population of the Community

10. Sheriff's Management Association - Supportive

    o   Representativeness and Equality in the Organization are Necessary
    o   The Department should not Lower Standards to Integrate the Department

11. Minority Labor Organizations (Black, Asian and Hispanic) - Mixed

    o   Existence is Necessary to Receive Equality
    o   The Sheriff's Department does not Cultivate and Develop Minorities for Positions of Leadership
    o   Although Supportive of the Departments Efforts, They Question the True Intent of the Division of Cultural Affairs

The majority of the stakeholders believe programs are necessary. It would appear that the right thing to do is the "political thing." There is a feeling that as long as Equal Opportunity and Affirmative Action Plans are around that the criteria are being met. Yet, politically it is not advantageous to support that position. Resistance will come from some stakeholders who fear loss of job, opportunity and/or promotion. Two of the stakeholders were identified as less than obvious or unanticipated: the County Personnel Department and Minority Labor Organizations. Although assumptions were assigned to these stakeholders, each has the potential to raise unforeseen issues.

MODIFIED POLICY DELPHI

A Modified Policy Delphi is a process designed to generate, analyze and select policy alternatives. The Strategic Planning Group reviewed the results of the Forecasting Panel. The Strategic Planning Group then developed a number of policy alternatives (Appendix K). Each policy alternative was then rated on its feasibility and desirability and the following policy alternatives were selected.

1.   Develop and implement a <u>Community Partnership Program</u>. The intent of this type of program is to meet the specific crime and cultural considerations of respective communities.   This would be accomplished by improving the quality of law enforcement service delivery through cooperation, communication and mutual understanding.

The basic tenet of the program is the use of community leaders in the

identification of basic policing needs and encouraging their active participation in educating and training of their police officers. It also provides the community with a fine-tuned perspective of how the police perceive their role in the community.

Pros:

o   Demonstrates the organizations commitment to understand and serve all citizens in the best way possible.

o   Illustrates the ability of the department to be innovative and empathetic to the diverse needs of the community.

o   Emphasizes the importance of community involvement.

o   Positive long term benefit.

Cons:

o   May be perceived by department members as unnecessary and resisted.

o   Cost may be prohibitive.

o   Buy-in and support for policy may not occur.

2.   Establish a <u>Division of Cultural Affairs</u>. The purpose of the unit would be to monitor trends in crime and demographics, ethnic shifts in population, minority recruitment, workforce balance, promotional processes, community relations efforts with special emphasis on values and expectations, and in-service training programs which emphasize racial sensitivity, cultural awareness, lifestyles, and open

communication. The division would be autonomous and work directly out of the Assistant Sheriff's office.

The Division would serve as the information pool and "pulse" of the department. The Sheriff would have much required information at his immediate disposal upon which to base continuing operational decisions.

Pros:

o   Indicates the departments commitment to equality in the community and workforce.

o   Demonstrates commitment to quality of service with a deep rooted concern for all groups within the community and workforce.

o   The origination of the division may discourage the likelihood of court or county administrative intervention.

Cons:

o   Cost may be prohibitive.

o   May be viewed as unnecessary.

o   Labor group opposition and reverse discrimination claims may surface.

o   Community may see it as another gesture to appease minorities.

RECOMMENDED STRATEGY

The recommended strategy for implementation is strategy number two: The establishment of a Division of Cultural Affairs. This strategy was selected because it directly responds to relevant internal and external considerations.

The strategy interfaces with a cross-section of the community and department. It responds to the issues of recruitment, cultural diversification and awareness, and future workforce. It provides the department with an opportunity to continually evaluate and influence organizational culture; i.e. assumptions, internal rules, stereotypes, relationships, etc.

IMPLEMENTATION STRATEGY

To implement the recommended policy, it is essential that a plan for negotiating and marketing a preferred strategy be adopted. The initial step in that process is to determine what key points for implementation of the recommended policy are negotiable and which ones are not.

NOT NEGOTIABLE

o   The Division of Cultural Affairs must stand alone and not be placed under bureau or station command. Autonomy is critical to implement change as required.

o   Staffing. At the on-set the division would be at minimum capacity.

45

o   Work sites must be created for division personnel. Mobility is critical to observation and data compilation.

o   Division personnel must receive county-wide administrative, bureau, and station support. Road blocks to statistical data, information, and personnel would defeat the purpose of the division.

o   Unrestricted access to community and media sources.

NEGOTIABLE

o   Job description.

o   The ethnicity of division personnel. Although the division should represent various cultures, to what degree is negotiable.

o   The role of the division in its advisory capacity to recruitment and promotional examination. Unanticipated resistance may be encountered from external forces such as County Personnel.

o   The location and size of independent work sites. The ability to access these areas readily is more important than the space provided.

The transition management plan for the establishment of a Division of Cultural Affairs in the Cahuilla County Sheriff's Department will be described in detail in Section IV of this study. First, however, it is necessary to identify the action steps, resource requirements, and timelines which constitute portions of the overall strategy. The action steps and timelines described are general in nature. The specific steps required

to implement the change would be better identified by the transition team.

The sheriff has the overall responsibility and accountability for the planning and implementation of the Division of Cultural Affairs. It is essential that he acknowledge the importance of the program, and commit to it and lead the program, and willingly provide any and all resources to aid its success. The division should have a basis in departmental policy. It would be desirable for the sheriff to set forth the establishment of the division in his annual goals and objectives. This would personify the sheriff's commitment to the program, encourage buy-in, and describe purpose and function. It also places accountability on the sheriff and department internally and externally.

ACTION STEPS

o   Evaluate the need for change.

o   Review symptoms or conditions which suggest change is required.

o   Determine how much control the department has or can influence over conditions providing the stimulus for change.

o   Conduct an assessment of current policy relating to cultural diversity.

o   Make a recommendation as to the type of policy which meets department needs.

o   Establish the Division of Cultural Affairs.

o   Appoint a "champion" or individual designated change agent to implement the program during the transition phase.

o   Develop goals and objectives for the division.

o   Budget for projected costs.

o   Sheriff to meet with all employee groups and convey the need for change.

o   Develop program evaluation instrument.

RESOURCE REQUIREMENTS

o   Personnel for the division.

o   Fiscal support.

o   Work sites.

TIMELINES

o   Evaluation of the need for change, internal assessments, and recommendations - three months.

o   Division Implementation - Will begin in six months with complete implementation in one year.

<u>SECTION IV</u>

<u>TRANSITION MANAGEMENT</u>

<u>A DESCRIPTION OF THE CRITICAL MASS AND TRANSITION MANAGEMENT
STRUCTURE FOR IMPLEMENTATION OF A PLAN WHICH RESPONDS TO THE
CHANGING ETHNIC/RACIAL COMPOSITION OF A CALIFORNIA COMMUNITY</u>

TRANSITION MANAGEMENT

This phase of the study focuses on a transition management plan for the Cahuilla County Sheriff's Department. The question is, "How Do We Get From Here To There?" The focus will be on developing a plan to manage the transition from the current state of conditions to the desired state of recommended conditions. In the case of the Cahuilla County Sheriff's Department, the question will be answered, "How Are We Going To Manage A Plan To Respond To The Ethnic Diversification Of The Communities We Serve?" The success or failure of the change process depends on the transition state--the state in between the current and desired state. It is here that the actual change occurs.

COMMITMENT STRATEGY

The first phase of a transition management plan is to develop a commitment strategy. The strategy involves a series of action steps necessary to gain the support of key stakeholders who are critical to the change effort. From this group of stakeholders it is necessary to identify the critical mass. The critical mass consists of those individuals or groups whose active commitment is necessary to provide the energy for the change to occur.(30) The following five critical mass actors were identified:

- o   The Sheriff of Cahuilla County
- o   The Cahuilla County Deputy Sheriff's Association
- o   The Cahuilla County Personnel Department
- o   Minority Law Enforcement Labor Organizations (Black, Hispanic,Asian)

49

o   Lieutenant assigned as the Project Manager.

COMMITMENT CHARTING

Table 4 is a Commitment Chart which illustrates the actors in the critical mass, an assessment of each actor's current level of commitment toward implementing a Division of Cultural Affairs, and a projection of the actual minimum level of commitment needed from each actor to make the change successful. Table 4 is followed by a brief summary of each actor and the possible intervention strategies which can be employed to gain the needed commitment for sucess of the transition plan.

TABLE 4
CRITICAL MASS COMMITMENT CHART

ACTORS IN CRITICAL MASS	BLOCK CHANGE	LET CHANGE HAPPEN	HELP CHANGE HAPPEN	MAKE CHANGE HAPPEN
1. SHERIFF OF CAHUILLA COUNTY		X——————————————————→O		
2. C.C.D.S.A.	X————————→O			
3. CAHUILLA COUNTY PERSONNEL DEPT.		X O		
4. MINORITY LABOR ORGANIZATIONS		O←——————————————————X		
5. PROJECT MANAGER (LIEUTENANT)		X——————————————————→O		

X = PRESENT COMMITMENT   O = NEEDED COMMITMENT

50

Cahuilla County Sheriff

The Sheriff has long recognized the need for moving forward and developing a workforce which is representative of the communities served. Traditionally, the department has perceived cultural diversity as an issue which would take care of itself over time. It hasn't. Therefore, the Sheriff will be uneasy about how the Division of Cultural Affairs will be perceived and the impact it will have upon the department and community. The Sheriff readily understands the need for change, but is uncertain about the level of support and cooperation he will receive. Politically, he has remained unscathed by assuming a position of neutrality thus far. Thus, his current level of commitment is in the "Let Change Happen" category. In order for the transition management plan to work, the Sheriff must move to the "Make Change Happen" category. The approach used to acquire the required level of commitment from the Sheriff should be one of awareness raising and persuasion. The Sheriff views himself as a forward thinker who provides proactive law enforcement. He often speaks of the future and the need for the department to prepare for it. The Sheriff would respond favorably to information regarding other law enforcement agencies who have adopted a similar program or concept. The fact that these other agencies were associated with like ventures would be beneficial. The Sheriff will have to understand the political implications of failing to act. He must take an active leadership role in the change process and alleviate the uncertainty associated with it. The Sheriff will require a strong commitment from department leaders, both formal and informal, to ensure that the change is successful.

51

Cahuilla County Deputy Sheriff's Association

The Cahuilla County Deputy Sheriff's Association (CCDSA) is formidable political entity. Their primary concern is for their membership. They understand that a Division of Cultural Affairs will undoubtedly feature deputies from multi-cultural backgrounds. The association is concerned about equal opportunity for its membership. They are not likely to favor the department establishing a precedent for selection to any assignment based upon race, ethnicity or sex. The CCDSA would assert that assignment to the division must be open to all qualified personnel. Therefore, their level of commitment would be in the "Block Change" category. They must be moved to the "Let Change Happen" category. This is critical because the Sheriff does not need an internal rift over an already sensitive issue. Because the CCDSA is a political entity which has direct access to the Sheriff, it has some leverage. The Sheriff would have to educate, involve and perhaps negotiate support from, the CCDSA. Success would be enhanced if the CCDSA moved into the "Let Change Happen" category. It would be a win-win situation for both the Sheriff and CCDSA.

Cahuilla County Personnel Department

The Cahuilla County Personnel Department could effect the operational mission of the Division of Cultural Affairs in a variety of ways. Unanticipated requirements could be placed upon the Sheriff's Department which could impact the division greatly. Whatever could be recommended or accomplished by the division could also be

circumvented by County Personnel. Policy within County Personnel is influenced by the Board of Supervisors, the County Administrative Officer, legislation and the courts. However, the relationship between the two departments is historically sound. For this reason, County Personnel is in the "Let Change Happen" category. This is where they should remain. The Division of Cultural Affairs should make a concerted effort to keep County Personnel aware of the goals and objectives of the division. Yet, should not lose sight of the County Personnel Department's ability to influence the future of the division.

Minority Law Enforcement Labor Organizations

The minority labor groups also have significant political influence in the community and department. These employee labor organizations are interested in wholesale changes throughout the department. The basis for their existence is that these organizations share a commonality (ethnicity,sex, etc.) and seek equality for their respective members. Change cannot occur fast enough and they are likely to see the new division as a vehicle for sweeping change in the department. The minority labor groups, not surprisingly, are in the "Make Change Happen" category. These groups must move to the "Let Change Happen" category. A shift of commitment level will be accomplished by raising their level of awareness (treating the hurt) of how their perceived role can detract from the intent and success of the division. Credibility will be an important factor for these groups. The Sheriff could alienate them if he fails to be sincere in his efforts.

<u>Lieutenant - Division of Cultural Affairs (Project Manager)</u>

The Lieutenant who receives this assignment will bear the responsibility for implementation of a sensitive and perhaps controversial division. The Lieutenant would be under continuous scrutiny until his/her credibility is established. The method by which uncertainty is alleviated and information flows throughout the organization and community is absolutely critical. The importance of the role of the Lieutenant cannot be over emphasized. It should be someone whose commitment the Sheriff can deliver. However, due to the sensitive nature of the issues involved even that has a measure of uncertainty. Initially, the Lieutenant is seen in the "Let Change Happen" category. Raising awareness, education, potential for success, and personal gain would be approaches utilized to move the commitment level of the Lieutenant to the "Make Change Happen" category.

TRANSITION MANAGEMENT STRUCTURE

Organizational change occurs in three phases: the prechange state, transition state, and postchange (future) state. In establishing a Division of Cultural Affairs in the Cahuilla County Sheriff's Department, the prechange and postchange conditions involve different types of management structures. As a result, the management structure employed in the transition state must be uniquely suited to the task.

A combination of management structures would be best in leading the organization to the change goal. The management structures selected for transition include; 1.)

appointing a project manager, 2.) line-management hierarchy and 3.) representative constituencies. However, prior to substantiating these structures it is important to note that the Division of Cultural Affairs is an innovative approach to addressing the departments need to respond to cultural diversity. Establishing a new division is not something that occurs often in the Cahuilla County Sheriff's Department. The approach delivers an explicit message throughout the organization regarding the Sheriff's sincerity and commitment to the need for change.

In this transition the project manager plays a vital role. This person will possess some executive responsibility. It is a unique position in that they will work directly with the Assistant Sheriff. This serves as an advantage because the Assistant Sheriff will be personally involved on the Sheriff's behalf. The Assistant Sheriff will be able to provide leadership to the change process by mobilizing resources at will, utilizing referent power, and ensuring respectability among department leaders. The project manager will possess an unusually high degree of power. This is in part due to the streamlining of command components (no Captain or Chief Deputy) and the authority to be autonomous and to accomplish the job. The project manager assignment will be a full-time responsibility. Not only will the project manager be accountable for managing the transition, but he/she will also serve as a center of information and support as the organization is changing.

The line-management hierarchy and representatives of constituencies management structures are somewhat interrelated in this transition. The line-management hierarchy is desirable because it is a separate assignment which assures division employees of the opportunity, right, and responsibility to influence change. These employees are thus "Job Enriched." It is also reasonable to assume that at least some of these employees will be representative of the affected cultures. Therefore, they will be inspired to work in a spirit of cooperation with those seated in varied hierarchial positions in the organization. The representatives of constituencies mode is employed by virtue of the organizational structure of the division. Senior command, middle management, supervision, line level and civilian employees are all represented. This ensures that representatives of the major constituents are active in the change.

IMPLEMENTATION TECHNOLOGIES

The final phase of the transition management plan is to define the technologies and methods which can be used to support implementation. The literature on the organizational culture of law enforcement agencies tends to characterize most police organizations as highly resistant to change.(31) Therefore, it is expected that some resistance to change will occur. In order for change to be successful, effort must be directed at managing anxiety and uncertainty. It can also be expected that strong resistance will emanate from those who have the most to gain from the status quo; and there will be support from those who have the most to gain from the change. The project manager must be particularly attentive to consistency in planning, open

communication flow, and credibility while influencing change over time. The selected technologies and methods are delineated below:

Communicate the Vision

In order for the organization to support the change it must be understood what the desired change will bring. The Sheriff will need to communicate a clear vision of the future state. The Sheriff will also need to develop and introduce policy, author action plans and statements, and involve himself as a participative change agent in the transition process. The direct participation of the Sheriff and Assistant Sheriff demonstrates the commitment and desire for change. It is essential that the Sheriff be out front to ensure that the organization not only hears, but see's, the importance he places in the need for change.

Role Modeling

Leadership will "Model the Way" and "Encourage the Heart." The behavior of departmental leaders must be modified to demonstrate the new norm. This conduct will personify their commitment to change and willingness to present themselves as valuable role models. Department leaders must assume the responsibility for change. The issuance of an order or directive will not produce the necessary support for change. Inspiring others and leading by example will.

Conflict Management

Change, by its very nature, results in some conflict. Unless conflict is controlled and managed it can be an inhibitor to successful transition. The utilization of integrative bargaining techniques will aid in focusing conflict on issues, not people.

Team Building

Team Building is a technique that can be used to alleviate uncertainty. The organization will be undertaking a major philosophical change. The ability to reduce apprehension and gain peer acceptance is viewed as essential. Opportunities must be provided on a continuing basis for personnel at all organizational levels to express themselves and candidly discuss their concerns.

Community Survey and Meetings

The perception that the community holds of the Sheriff's Department and the service provided is of obvious concern. Therefore, the ability to make the community feel part of the change process is simply good business. Obtaining community input through periodic meetings and surveys is one technique that can be used to accomplish this.

Prepare For and Manage The Neutral Zone

The Neutral Zone is a lull in time between the prechange and postchange state. This lull is characterized by a loss of direction and possibly confusion. It is important to recognize this phenomenon and positively influence the experience through training, encouragement and assertive leadership.

Confrontation/Goal Setting Meetings

These types of meetings present a forum for information gathering and prioritizing needed or desired changes. This technique also affords an opportunity for participative decision making and employee generated goals and action plans.

TRANSITION MANAGEMENT EVALUATION

Progress will be evaluated on a continuing basis by those associated with the Division of Cultural Affairs. This will be accomplished by committee meetings designed to offer a critique of those areas being targeted by the Division. Initially, it may be difficult to measure progress in some areas, however, feedback evaluation instruments and data compiled over time will provide enough data to measure progress.

SECTION V

CONCLUSIONS,
RECOMMENDATIONS AND FUTURE IMPLICATIONS

THE WINDS OF CHANGE.

The conclusion will be presented in two separate sections: an answer to the issue and sub-issue questions with a summary of recommendations; and an identification of subjects for future study.

ANSWERS AND RECOMMENDATIONS

The study addressed the issue question: "What types of programs may be required to ensure that law enforcement agencies respond to the projected ethnic/racial composition of California communities by the year 2001?" The sub-issues of the study are reiterated in the following subheadings:

o   Organizational Factors

o   Government Demand for Ethnic/Racial Representativeness

o   The Distribution of Wealth and Economic Power

o   The Impact of Ethnic Political Power Upon Law Enforcement Program
       Development

In recent months the American public has been saturated with television and newspaper reports of incidents where law enforcement is depicted as dishonest, abusive, racist, and in some regards, incompetent. The image of law enforcement in California has been tarnished by the winds of change.

As a result, law enforcement is being pushed to re-evaluate the methods by which it responds to community needs. Minority communities are visibly asserting themselves and influencing the decisions of local law enforcement leaders. The need for programs in law enforcement to respond to these changing communities is supported by the interview data (law enforcement respondents 100 percent; civilian respondents 90 percent) and literature review. The types of programs identified were those which fostered a cooperative and interactive relationship and marriage of police and community (co-ops, coalitions, partnerships, etc.). The concept of police/community partnerships must become a reality, not just another program used to placate the public and be added to the chronicles of community relations efforts.(32) These partnerships imply shared power and require changing relationships between the police and citizens and within police departments.(33)

ORGANIZATIONAL FACTORS

In conducting this research several organizational factors were identified which could be influenced by the development of the aforementioned programs. The first is the police subculture itself. The impact of minorities upon the individual agency will certainly be felt. The ability of a department to recruit minorities in sufficient number and retain them will be critical. It has been well substantiated that lack of opportunity and career development for minorities has been a severe problem in American policing.(34) Second is the ability of law enforcement agencies to accept and support the need for cultural awareness and racial sensitivity training. These programs must

be seen as valuable and not just required training. Third, the effect of minorities upon departmental policies must also be a consideration. This is evident in the need to promote minorities in relation to the available workforce. Fourth, the role of the police union must also be a concern. What type of opposition will law enforcement agencies face from these ever increasing political entities? And will other organizations surface, if they are not already in existence, formed for the explicit purpose of seeking equality for certain ethnic/racial groups? And last, what is the ability for existing predominately white male hierarchies to accept change and introduce minorities into positions of leadership.

GOVERNMENT DEMAND FOR ETHNIC/RACIAL REPRESENTATIVENESS

The rate of change in the ethnicity of California is astonishing. It is reasonable to assume that these same changes will continue to be reflected in appointed and elected officials in the future. The evidence suggests that minority officials directly influence the percentages of minorities hired by police agencies.(35) This influence was also identified within the context of this research and seen as a positive occurrence.

Previous research suggests that under-representation aggravates tensions between the police and minority communities.(36) In terms of actual police performance, some argue that minority officers are better able to relate to the problems of minority citizens.(37) Independent of performance, some experts maintain that under-

62

representation hurts the image of the department in the eyes of the minority community.(38) Respect for the police colors the way that minorities feel about the entire community.(39) Governing bodies will visualize an increasing need to ensure that law enforcement in their communities is representative of those communities.

THE DISTRIBUTION OF WEALTH AND ECONOMIC POWER

The distribution of wealth and economic power was seen as an active component in the degree of representativeness achieved by law enforcement agencies. This is in part due to the influence of civic groups and business coalitions upon local units of government. This source of external political influence was readily identified by community members interviewed in this research (80 percent of civilian respondents). However, law enforcement respondents did not believe it was a factor. This was interesting because it clearly demonstrated a lack of understanding on the part of law enforcement. It appeared that they perceived their respective agencies as insulated from external influences of this type. It should also be noted that the financial condition of a city or county is an important factor as well.

THE IMPACT OF ETHNIC POLITICAL POWER UPON LAW ENFORCEMENT PROGRAM DEVELOPMENT

Ethnic political power in California communities will continue to increase well into the future. The perception that the community holds of its law enforcement agency will directly impact future service delivery. The community, through an ever increasing

ethnic/racial political representation, will in many respects drive the types of programs implemented by law enforcement. Increasingly, the community is asserting itself with respect to the types of service it expects. The community is also raising its voice to who is providing that service. Recent events in the Los Angeles area have substantiated this as a trend. Various ethnic communities throughout Los Angeles are questioning the actions of law enforcement officers and attempting to hold their superiors publicly accountable. Ethnic political influence is something which law enforcement must prepare itself to deal with. It is not going to go away. It should be considered and used to the advantage of both the community and police.

SUBJECTS FOR FUTURE STUDY

During the course of this research three issues surfaced which are recommended for future Command College projects.

INSTITUTIONAL RACISM IN LAW ENFORCEMENT

Traditionally, law enforcement distances itself from issues of racial concern. Some law enforcement agencies operate under the pretense that all of its members are one color. This concept is fine in theory, but not practicality. People within organizations should be proud of their culture, heritage and individuality. Law enforcement must recognize this and treat it as a resource. The facts concerning institutional racism in California law enforcement are well documented. This issue must be confronted and dealt with and its impact upon the future of law enforcement assessed.

64

THE IMPACT OF MINORITY EMPLOYMENT UPON POLICE PRACTICES

It has been established that the employment of minorities in law enforcement is generally perceived as positive. What has not been determined is how the policy decisions presently in place will be effected. Will the influx of minorities into law enforcement cause a significant change in the future development of police policies? Will it have an impact on the police subculture and effect future performance? These are questions that require future study and should be answered.

PROMOTIONAL OPPORTUNITIES FOR MINORITIES IN THE FUTURE

Will the ability of minorities to move vertically in law enforcement organizations improve in the future? Is there equal opportunity for minorities? These and similar questions must be addressed. The fact that law enforcement is improving in this area is reflective of the fact that many are beginning to publicly question elected and appointed officials about their decisions and hold them accountable. It has already been determined that minority representation in public roles is an important determinant in the number of minorities being hired in urban police departments.(40) Will the appointment of minority law enforcement leaders become a vehicle for future minority promotion? And, perhaps most important, what role will minorities play in the future of California law enforcement leadership.

APPENDIX A

BIBLIOGRAPHY

1.   Alpert, Geoffrey P. and Roger Dunham.   "Policing Multi-Ethnic Neighborhoods," Greenwood Press, 1988.

2.   Apple, Nancy and David J. O'Brien. "Neighborhood Racial Composition and Residents Evaluation of Public Performance," Journal of Police Science and Administration, 1983, 2(1):76-81.

3.   Barnett, Camille and Robert Bowers. "Community Policing: The New Model for the Way the Police Do Their Job," Public Management, 1990, 7:3-6.

4.   Beckhard, Richard and Reuben T. Harris. "Organizational Transition," 2nd ed. Reading: Addison-Wesley OD Series, 1987.

5.   Binkley, Lawrence L. "Breaking Down Barriers of Language and Culture," Western City, 1989, 1:86-86.

6.   Copeland, Lennie. "Learning to Manage a Multi-Cultural Workforce," California Police Recorder, 1990, 1:16-19.

7.   Cordner, Gary and Otwin Marenin. "Police Responsiveness to Community Norms: Guidance and Autonomy," American Journal of Police, 1986, 5(2):83-105.

8.   Clark, Roger A. "Community Expectations for Police Service in the Year 1997," Command College Project, 1988.

9.   Dye T. and J. Renick. "Political Power and City Jobs: Determinants of Minority Employment," Social Science Quarterly, 62:475-486.

10.   Fortune, David. "Cross-Cultural Training As A Strategy To Improve Law Enforcement Effectiveness By The Year 2000," Command College Project, 1991.

11.   Geber, Beverly. "Managing Diversity," Training, 1990, 7:23-30.

12.   Guyot, D. "Bending Granite: Attempts to Change the Rank Structure of American Police Departments," Journal of Police Science and Administration, 1979, 3:253-284.

13. Harris, Phillip and Robert T. Moran. "Managing Cultural Differences," 3rd ed. Gulf Publishing Company, 1991.

14. Hanna, Roy E. "What Police Programs Will Enhance Recruitment of Hispanics by the Year 2000?," Command College Project, 1989.

15. Jacobs, James B. and Jay Cohen. "The Impact of Racial Integration on the Police, Journal of Police Science and Administration, 1978, 6(2):168-183.

16. Jones, Robert T. "How Do You Manage a Diverse Workforce," Training and Development Journal, 1989, 2:15-19.

17. Kupelian, David. "The Most Stressful Job in America: Police Work in the 1990s," New Dimensions: The Psychology Behind the News, 1991, 8:18-24.

18. Levine, Mark and Deirdre Martin. "Reflecting the Community: Ethnic and Gender," Law Enforcement Technology, 1991, 4:21-22.

19. Levy, Stephen. "Celebrating Our Diversity," Western City, 1990, 10:19-24.

20. Loverich, Nicolas P. and Rebecca L. Warner. "Economic, Political, and Institutional Determinants of Minority Employment in Municipal Police Departments," American Journal of Police, 1990, 9(2):41-61.

21. McCord, Rob and Elaine Walker. "Tomorrow's America: Law Enforcement's Coming Challenge," FBI Law Enforcement Bulletin, 1990, 59(1):28-32.

22. McErlain, Edward J. "Deadly Force...An Age-Old Problem, A Future Solution," Command College Project, 1991.

23. Mindel Charles H. and Robert Habenstein. "Ethnic Families in America," 2nd ed. Elsevier Publishing Company, 1984.

24. Ogawa, Brian. "Color of Justice," State of California Office of Criminal Justice and Planning, 1990.

25. Pace, Denny F. "Community Relations Concepts," Custom Publishing Company, 1989.

26. Report of the Independent Commission on the Los Angeles Police Department, <u>Christopher Commission</u>, 1991.

27. Report of the State of California Attorney General's Commission on Racial, Ethnic, Religious, and Minority Violence, <u>Final Report</u>, 1990.

28. Report of the Symposium on the Future of Law Enforcement, <u>The Commission on Peace Officer Standards and Training</u>, 1990.

29. Trojanowicz, Robert C. and David L. Carter. "The Changing Face of America," <u>FBI Law Enforcement Bulletin</u>, 1990, 59(1):6-12.

30. Witt, James W. and Eugene M. Roberson. "Ten Maxims-Minority Recruitment and Retention," <u>The Police Chief</u>, 1976,9:57-59.

31. Walker, Samuel J. "Employment of Black and Hispanic Police Officers 1983-1988: A Follow-Up Study," <u>Center for Applied Urban Research, University of Nebraska at Omaha</u>, 1989.

APPENDIX B

PERSONS INTERVIEWED

<u>**LAW ENFORCEMENT INTERVIEWEE'S**</u>

1.   Marshall Michael Carona
      Orange County Marshall
      909 N. Main Street, Suite 2
      Santa Ana, Ca. 92701

2.   Lieutenant Eugene Hernandez
      Orange Police Department
      300 E. Chapman Avenue
      Orange, Ca. 92666

3.   Assistant Sheriff Jerry Harper
      Los Angeles County Sheriff's Department
      Hall of Justice, 211 W. Temple
      Los Angeles, Ca. 90012

4.   Lieutenant Dave Fortune
      Monterey Police Department
      351 Madison Street
      Monterey, Ca. 93940

5.   Captain Steve Bloomquist
      Riverside County Sheriff's Department
      73-520 Fred Waring
      Palm Desert, Ca. 92660

6.   Captain Steve D'Arcy
      San Jose Police Department
      P.O. Box 270
      San Jose, Ca. 95103

7.   Lieutenant Robert Chavez
      Santa Ana Police Department
      P.O. Box 1981
      Santa Ana, Ca. 92701

8.   Lieutenant Steve Davidson
      Redding Police Department
      1313 California Street
      Redding, Ca. 96001

9.   Captain Garret Zimmon
       Los Angeles Police Department
       Southwest Division
       1546 W. Martin Luther King Blvd.
       Los Angeles, Ca.

10.   Chief Steve Port
       Hawthorne Police Department
       4440 W. 126th Street
       Hawthorne, Ca. 90250

11.   Lieutenant Dale Pierce
       Bell Gardens Police Department
       7100 Garfield Avenue
       Bell Gardens, Ca. 90201

12.   Chief Donald J. Burnett
       Palm Springs Police Department
       P.O. Box 1827
       Palm Springs, Ca. 92263

13.   Sergeant John Browning
       Gardena Police Department
       1718 W. 162nd Street
       Gardena, Ca. 90247-6803

14.   Chief Deputy Oliver Thompson
       Riverside County Sheriff's Department
       P.O. Box 512
       Riverside, Ca. 92502

15.   Division Chief Michael Vega
       Department of Motor Vehicles
       P.O. Box 932389
       Sacramento, Ca. 94232-3890

16.   Commander Ray Jordan
       Long Beach Police Department
       400 W. Broadway
       Long Beach, Ca. 90802

17. Deputy Chief Ed Chavez
Stockton Police Department
22 E. Market Street
Stockton, Ca. 95202

18. Chief Jerry Graves
Indio Police Department
46-800 Jackson Street
Indio, Ca. 92201

19. Lieutenant Torin Fischer
Palo Alto Police Department
275 Forest Avenue
Palo Alto, Ca. 94301

20. Captain Robert Shusta
Concord Police Department
Willow Pass at Parkside Drive
Concord, Ca. 94519

CIVILIAN INTERVIEWEE'S

21. Valerie Montoya
Exercise Physiologist
777 W. Sepulveda Street
San Pedro, Ca. 90732

22. Mark Fredericks
Real Estate Broker
73-241 Hwy. 111
Palm Desert, Ca. 92260

23. Stacy Fletcher
Attorney at Law
74-095 Covered Wagon
Palm Desert, Ca. 92260

24. Mike Segrist
Mayor Pro Tem
City of Desert Hot Springs
65-950 Pierson Blvd.
Desert Hot Springs, Ca. 92240

25. Bruce Cieslinski
     Insurance Fraud Investigator
     13219 Tierra Canyon Drive
     Moreno Valley, Ca. 92388

26. George Coffin
     Real Estate Investor
     74-831 Velie Way
     Palm Desert, Ca. 92260

27. Russ Hunter
     Educator
     9774 W. Olympic Blvd.
     Beverly Hills, Ca. 90212

28. Cy Kaiser
     General Contractor
     P.O. Box 789
     Cathedral City, Ca. 92235

29. Diana Weddington
     Data Processor
     1735 Washington A-11
     Colton, Ca. 92324

30. Cesar Garcia
     USAF (Ret.)
     13199 Tierra Canyon Drive
     Moreno Valley, Ca. 92388

31. Dee Baird
     Teacher
     P.O. Box 1124
     Morongo Valley, Ca. 912256

32. Dean Sewell
     General Contractor
     30856 Valle Moraga
     Laguna Nigel, Ca. 92677

33. Laura Robles
     Registered Nurse
     79168 Starlight Lane
     Bermuda Dunes, Ca. 92204

34. Henry Granados
    Retired
    24700 Seagrove Avenue
    Wilmington, Ca. 90744

35. Wanda Danielovich
    Retired
    74-075 Covered Wagon Trail
    Palm Desert, Ca. 92260

36. Charles Hereford
    Mortgage Representative
    885 W. 18th Street
    San Pedro, Ca. 90731

37. Jai Bakshi
    Business Owner
    1460 E. Holt, Suite 2
    Pomona, Ca. 91765

38. Sam Rasmussen
    Mason
    18555 Roberts Road
    Desert Hot Springs, Ca. 92240

39. Ted Weaver
    GTE Supervisor
    979 Gene Autry Trail
    Palm Springs, Ca. 92264

40. J.P. Hyan
    Financial Consultant
    1440 North Harbor Blvd., Suite 900
    Fullerton, Ca. 92635

APPENDIX C

STRUCTURED INTERVIEW PROTOCOL

GENERAL QUESTIONS FOR POLICE OFFICIALS

1. Do you see ethnic/racial representation in your agency as an important issue for your department to face in the next five to ten years?

_____

_____

2. Has POST-mandated cultural awareness training had any effect on your agency?

_____

_____

3. Do you believe that legislation such as Affirmative Action and EEOP has been successful or has been sufficient to achieve ethnic/racial representativeness in your department?

_____

_____

_____

4. Is your agency doing anything at present to prepare for the projected change in cultural diversity in your community in terms of community relations?

_____

_____

_____

5. Is your agency doing anything at present to prepare for the projected change in cultural diversity in your community in terms of ethnic representation in the department?

_____

_____

_____

6. What information would you require in order to determine the need for a change in ethnic composition of a law enforcement agency?

_____

_____

_____

7. What information would you require in order to prepare your department for the introduction of hitherto under-represented minorities on the force?

_____

_____

_____

8. What programs do you foresee as necessary in order to carry out the goal outlined in Item 7 above?

_____

_____

_____

1. Do you think that your local governing body (e.g. City Council, Board of Supervisors) is likely to take action to require ethnic/cultural diversity on your local police force that reflects the composition of the local community?

    _____

    _____

    _____

2. Do you feel that the law enforcement agency in your community is representative of the ethnic/racial composition of that community?

    _____

    _____

    _____

3. Do you feel that it is important that the law enforcement agency in your community be representative of the ethnic/racial composition of that community?

    _____

    _____

    _____

4. Do you feel that the wealth and economic power exerted by the dominant ethnic/racial group in your community will affect ethnic/racial representativeness on the local law enforcement agency, and if so, how?

    _____

    _____

    _____

5. Do you feel that a shift in political power reflective of a change in the ethnic/racial composition of your community will impact the ethnic/racial representativeness of the local law enforcement agency, and, if so, how?

_____

_____

_____

77

APPENDIX D

NOMINAL GROUP TECHNIQUE PANEL

1. Police Executive, small municipal agency in Los Angeles County.

2. Minority Recruitment Officer, large municipal agency in Los Angeles County.

3. Real Estate Broker, Coachella Valley.

4. City Council Member, Desert Hot Springs, Ca.

5. Economic Development Representative, County of Riverside.

6. Community College Instructor, College of the Desert.

7. General Contractor, Cathedral City.
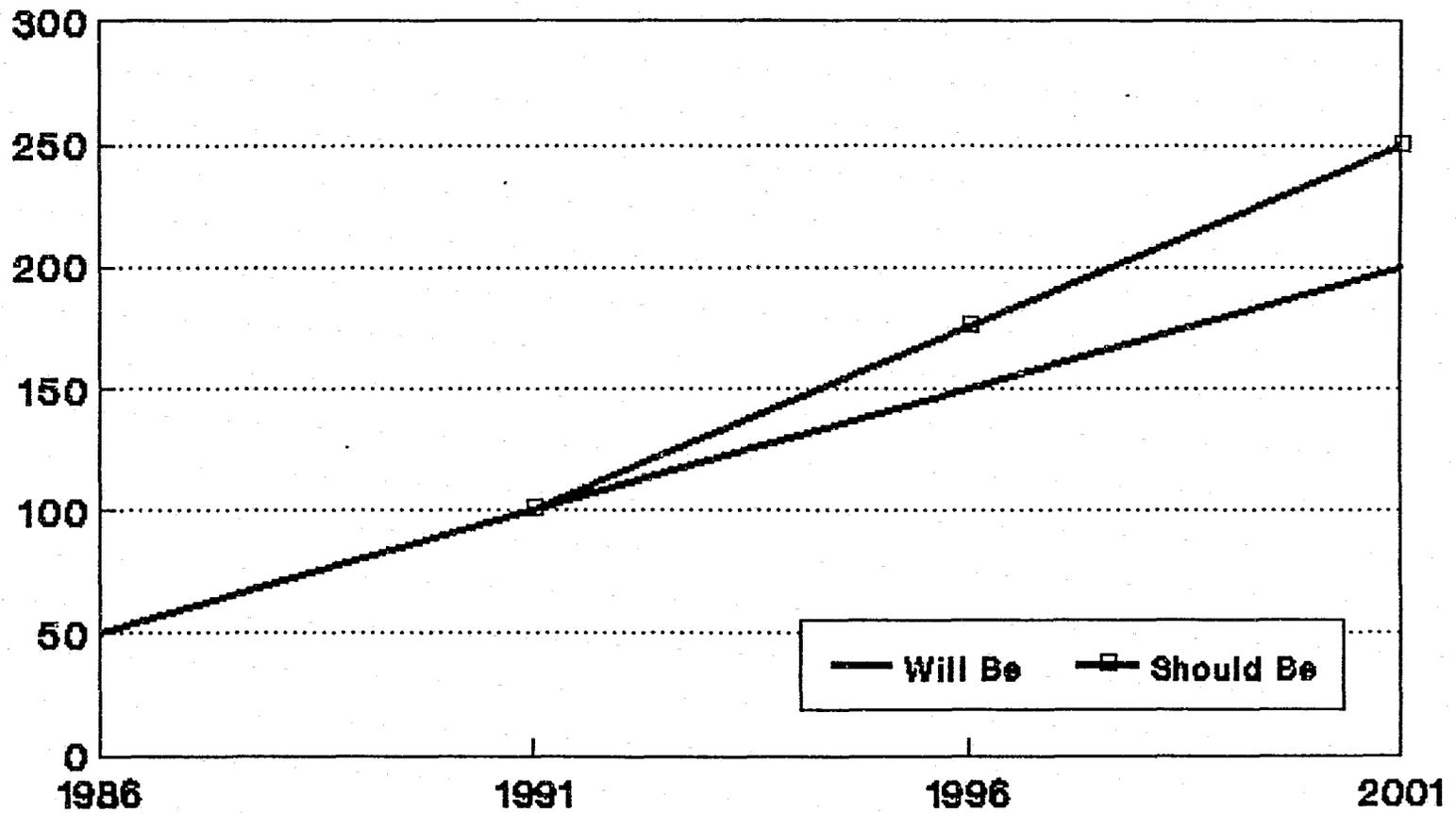
APPENDIX E

LIST OF TRENDS

1. Fiscal Resources
2. Change in Labor Pool
3. Differing Work Ethics
4. Acceptance of Racial Sensitivity Programs
5. Equal Opportunity
6. Language Differences
7. Public Confidence in Law Enforcement
8. Availability of Minority Applicants
9. Regional Availability of Applicants
10. Promotion of Minority's in Law Enforcement
11. Court Decisions/Enforced Programs
12. New Legislation
13. Educational Level of Minority Applicants
14. Population Size
15. Growth Management
16. White Flight
17. Drugs in Ethnic Communities
18. Minority Political Influence in Community
19. Minority Labor Group Actions
20. Police Involvement in Community
21. Perception of Law Enforcement in Community
22. Change in Hiring Standards
23. Ethnic Shifts in Population
24. Emergence of Race/Hate Crimes
25. Political Power Shift Toward Ethnic Groups
26. Regionalization of Law Enforcement Services
27. Racial Prejudice
28. Training of Minorities
29. Value Differences
30. Changing Role of Law Enforcement
31. Changing Demographics
32. General Service Demands
33. Private Industry Marketing Strategies
34. Law Enforcement Administrative Support for Programs
35. Discrimination

TREND ONE
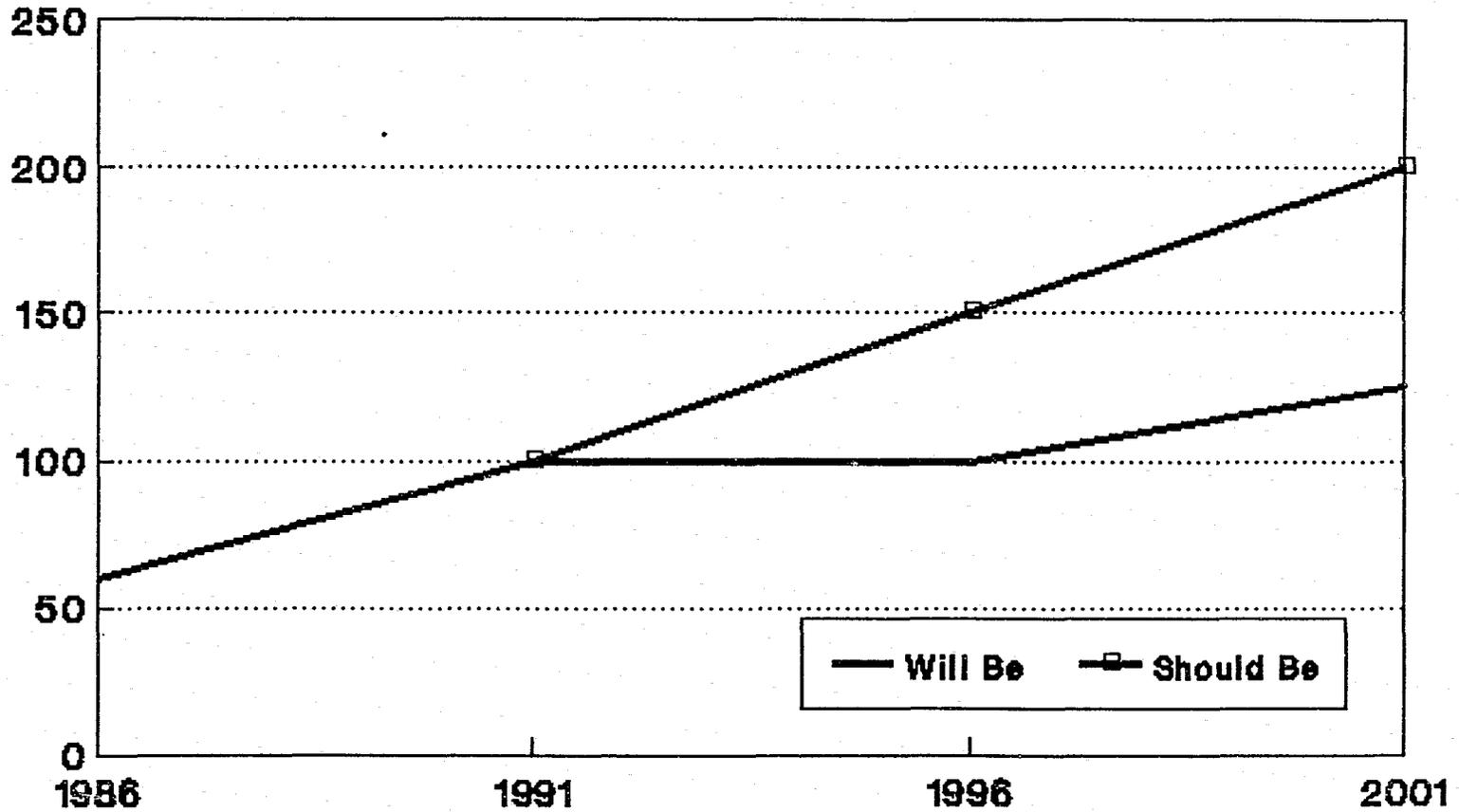# PUBLIC CONFIDENCE IN
LAW ENFORCEMENT
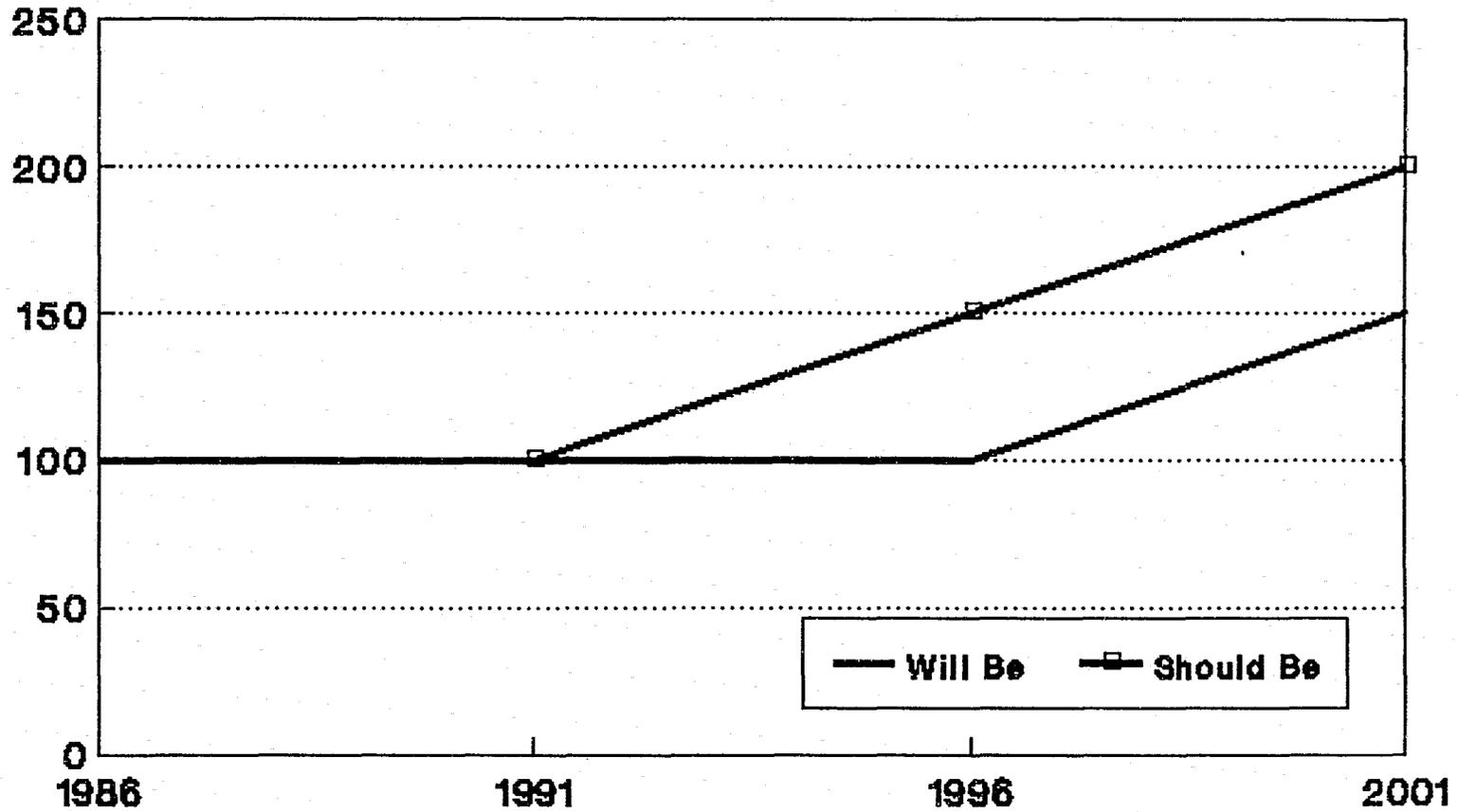
TREND TWO
POLITICAL INFLUENCE
OF MINORITY COMMUNITY

TREND THREE
LAW ENFORCEMENT ADMINISTRATIVE
SUPPORT FOR PROGRAMS

TREND FOUR
ACCEPTANCE OF RACIAL SENSITIVITY
PROGRAMS BY LAW ENFORCEMENT
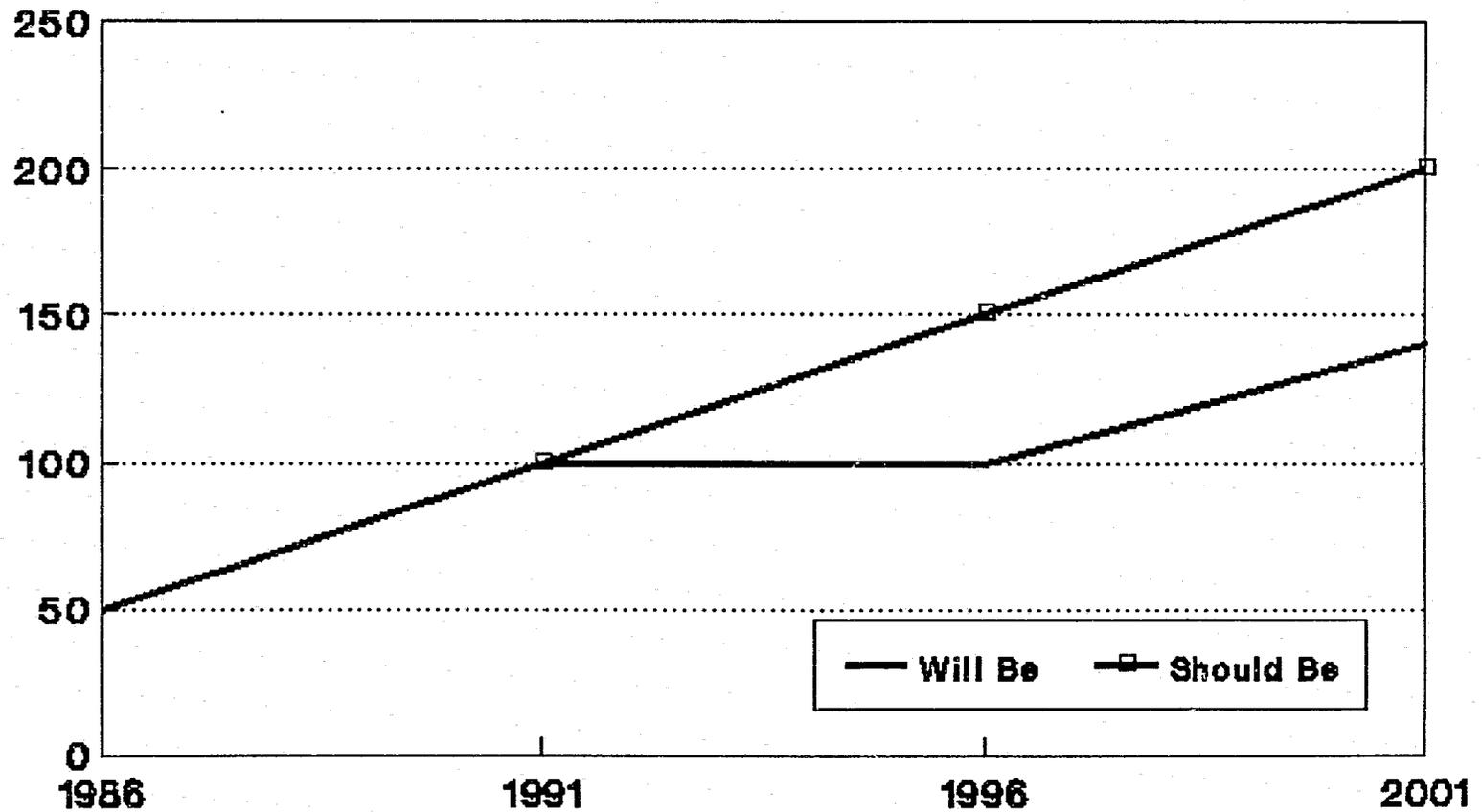
TREND FIVE
MINORITY APPLICANT AVAILABILITY

Legend: Will Be — Should Be
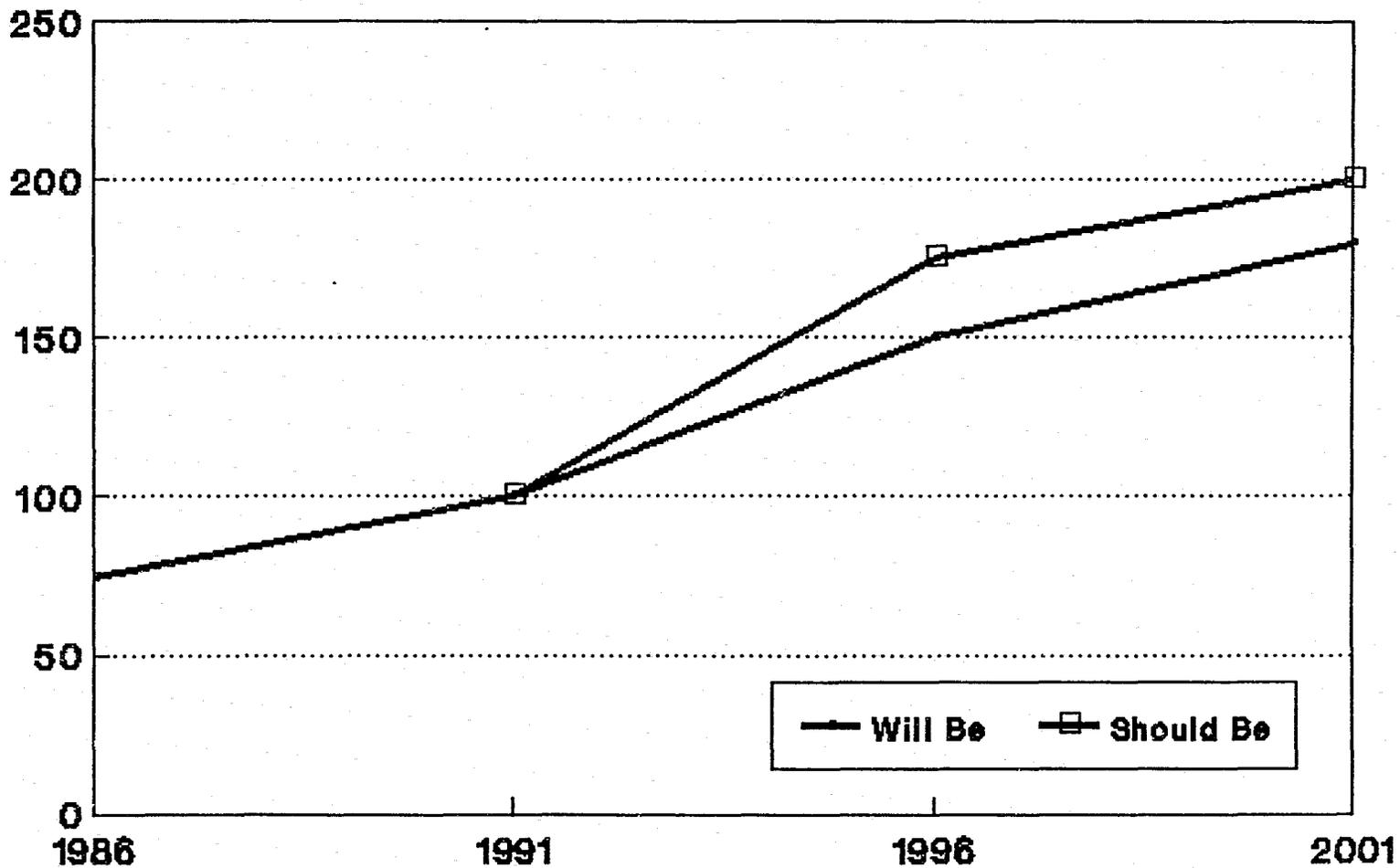
APPENDIX G

LIST OF EVENTS

1. Tax Increase

2. County Mandated Racial Sensitivity Training

3. County Formula for Equity in Minority Promotion

4. Election of Minority Sheriff

5. Court Ordered Minority Hiring

6. Passage of Civil Rights Reform

7. Race Riots

8. Police Misconduct Sting

9. Major Recession

10. Moratorium on Growth

11. State Funding to Counties Halted

12. Real Estate Values Decline

13. Farm Workers Strike

14. Organized Crime Front

15. Major War

16. Minority Majority Elected to Board of Supervisors

17. Law Enforcement Labor Shortage

18. Taxpayer Revolt

19. Civilian Review Established

20. Gridlock

21. Major Civil Rights Violation Litigation

APPENDIX H

STRATEGIC PLANNING ANALYSIS GROUP

1. Business Community Representative

2. Major (USAF) Retired

3. Sheriff's Investigator

4. Real Estate Agent

APPENDIX I

CAHUILLA COUNTY SHERIFF'S DEPARTMENT--CAPABILITY ANALYSIS

FUTURE CAPABILITY TO ESTABLISH A DIVISION OF CULTURAL AFFAIRS

Instructions:

Evaluate each item for your agency as to what type of activity it encourages:

I	Custodial	Rejects Change
II	Production	Adapts to Minor Change
III	Marketing	Seeks Familiar Change
IV	Strategic	Seeks Related Change
V	Flexible	Seeks Novel Change

Category:	I	II	III	IV	V
TOP MANAGERS:					
Mentality/Personality				X	
Skills/Talents			X		
Knowledge/Education			X		
ORGANIZATIONAL CLIMATE:					
Culture/Norms			X		
Rewards/Incentives			X		
Power Structure			X		
ORGANIZATION COMPETENCE:					
Structure				X	
Resources				X	
Middle Management				X	
Line Personnel		X			

APPENDIX J

STAKEHOLDER ASSUMPTION MAP

```
                    HIGH  CERTAINTY
                                   11 1
                                    7 5

                               8

              9                   10 2
                3
LOW IMPORTANCE─────────────────────────────────HIGH IMPORTANCE


              6           4



                    LOW  CERTAINTY
```
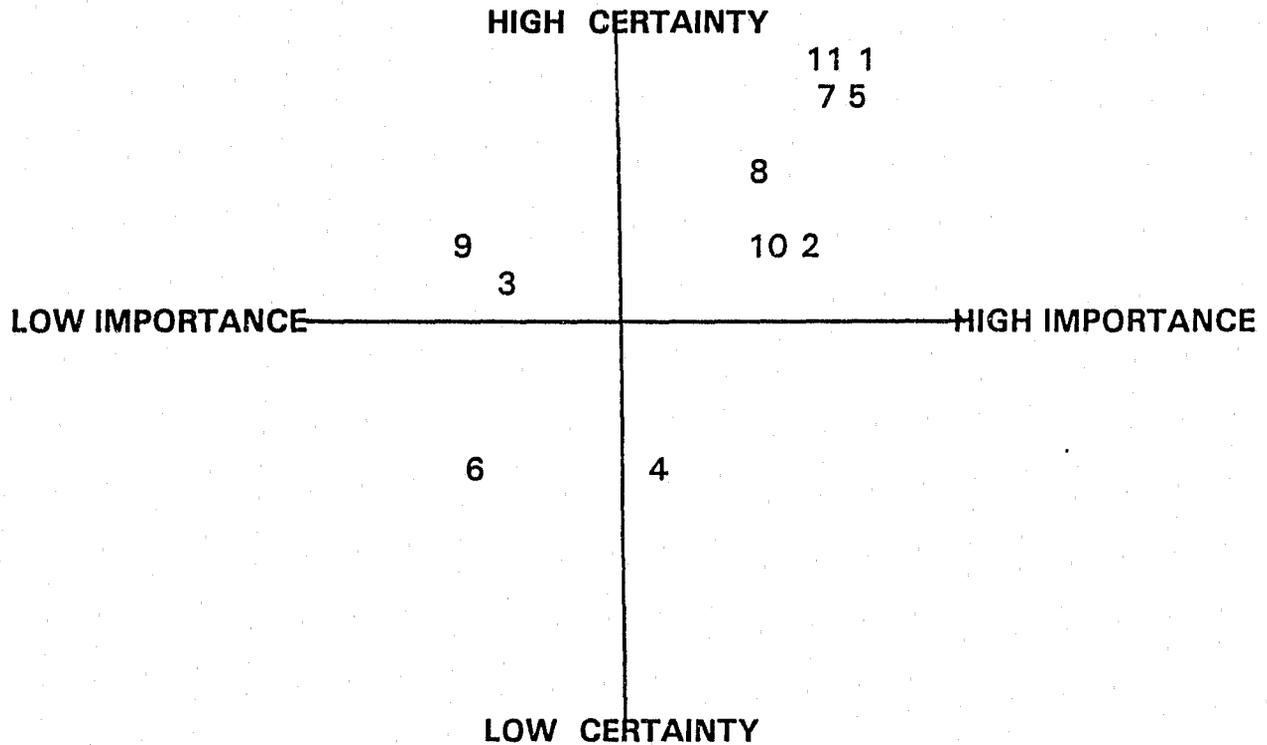
STAKEHOLDERS

1. Sheriff of Cahuilla County
2. Cahuilla County Deputy Sheriff's Assoc.
3. Cahuilla County Board of Supervisors
4. County Administrative Officer
5. POST
6. Cahuilla County Personnel Dept.
7. Minority Community
8. Courts
9. Taxpayers
10. Sheriff's Management Assoc.
11. Minority Labor Organizations

APPENDIX K

POLICY ALTERNATIVES

1.   Minority Recruitment Program

2.   Community-Police Partnership Program

3.   Division of Cultural Affairs

4.   Community Relations Intervention Program

5.   Problem Oriented Policing Program

6.   Preparation for Law Enforcement Service Program

END NOTES

1. Nicholas P. Lovrich and Rebecca L. Warner, "Economic, Political, and Institutional Determinates of Minority Employment in Municipal Police Departments," American Journal of Police, Volume 9, Issue 2, 1990.

2. California Population Projections, California Department of Finance, 1990.

3. Stephen Levy, "Celebrating Our Diversity," Western City, October, 1990, p. 19.

4. Ibid, p. 20.

5. American Management Association, "Supervising a Culturally Diverse Workforce," Supervising Sense, April, 1990.

6. Ibid.

7. Stephen Levy, "Celebrating Our Diversity," Western City, October, 1990, p. 20.

8. California Population Projections, California Department of Finance, 1990.

9. Ibid.

10. Robert C. Trojanowicz and David L. Carter, "The Changing Face of America," FBI Law Enforcement Bulletin, January, 1990, p. 7.

11. Beverly Geber, "Managing Diversity," Training, July, 1990, p. 24.

12. Stephen Levy, "Celebrating Our Diversity," Western City, October, 1990, p. 24.

13. Department of Justice. POST Symposium on Recruitment, June, 1989, Sacramento, CA. Commission on Peace Officer Standards and Training.

14. William Shinn, "Police Recruitment Issue is Studied," PORAC News, December, 1989, p. 14.

15. State of California Attorney General's Commission on Racial, Ethnic, Religious, and Minority Violence, Final Report, April, 1990, p. 43.

16. Denny F. Pace, Community Relations Concepts, Custom Publishing Company, 1989, p. 4.

17. David Kupelian, "The Most Stressful Job in America: Police Work in the 1990's," New Dimensions: The Psychology Behind the News, August, 1991, p. 18.

18. Report of the Independent Commission on the Los Angeles Police Department, July, 1991, p. 91.

19. Ibid. p. 71.

20. Robert C. Trojanowicz and David L. Carter, "The Changing Face of America," FBI Law Enforcement Bulletin, January, 1990, p. 9.

21. State of California Attorney General's Commission on Racial, Ethnic, Religious, and Minority Violence, Final Report, April, 1990, p. 43.

22. Roy E. Hanna, "What Police Programs Will Enhance Recruitment of Hispanics By The Year 2000?", Command College Project, 1989, p. 2.

23. James W. Witt and Eugene M. Roberson, "Ten Maxims-Minority Recruitment and Retention," The Police Chief, September, 1976, pp. 57-59.

24. Roger A. Clark, "Community Expectations for Police Service in the Year 1997," Command College Project, 1988, p. 107.

25. Robert T. Jones, "How Do You Manage a Diverse Workforce," Training and Development Journal, February, 1989, p. 15.

26. Brian Ogawa, Color of Justice, State of California Office of Criminal Justice Planning, 1990, p. 223.

27. Charles H. Mindel and Robert Habenstein, Ethnic Families in America, Second Edition, Elsevier Publishing Company, 1984, p. 5.

28   Lennie Copeland, "How Do You Manage a Diverse Workforce," Training and Development Journal, February, 1989, p. 5.

29. Thomas Esenten, POST Command College.

30. Richard Beckhard and Ruben T. Harris, Organizational Transitions, Second Edition, Addison-Wesley Publishing Company, 1987, p. 92.

31. D. Guyot, "Bending Granite: Attempts to Change the Rank Structure of American Police Departments," Journal of Police Science and Administration, March, 1979, pp. 253-284.

32. Edward J. McErlain, "Deadly Force...An Age-Old Problem, A Future Solution," Command College Project, 1991, p. 66.

33. Camile Cates Barnett and Robert Bowers, "Community Policing: The New Model for the Way the Police Do Their Job," Public Management, July, 1990, p. 5.

34. See #31.

35. T. Dye and J. Renick, "Political Power and City Jobs: Determinates of Minority Employment," Social Science Quarterly, 62: 475-486.

36. Samuel J. Walker, "Employment of Black and Hispanic Police Officers 1983-1988: A Follow-Up Study," Center for Applied Urban Research, University of Nebraska at Omaha, February, 1989, p. 2.

37. Ibid.

38. Ibid.

39. Dr. Leonardo Estrada, POST Command College.

40. See #1.